Doncaster Council

Doncaster Town Centre Parking Strategy

March 2018

www.doncaster.gov.uk

Contents:

1.0 Introduction

This document sets out a strategic review of parking in Doncaster town centre and presents a strategy for the future management of car parking provision.

Car parking is an important asset within town centres, helping residents and visitors access businesses and services, providing revenue for the Council. However, oversupply of parking can be a problem as it can encourage traffic, which can have a negative impact on congestion and air quality. A surplus of surface car parks can also hinder regeneration, contributing little to the visual fabric of the townscape.

A balanced approach is needed with respect to the provision of public car parking. It is important to take account of the need for the town centre to be attractive to employers and visitors, while encouraging the use of public transport and active travel to reduce congestion and improve the local environment. Ensuring an equilibrium between parking provision, parking income for the Council and effective demand management can provide a range of measurable outcomes including:

- Greater accessibility and convenience for all key stakeholders
- A reduction in traffic congestion
- Improved air quality
- Reduced carbon emissions
- Health and wellbeing benefits

This strategy is required in order to optimise parking provision, support the local economy and vitality of the town, whilst at the same time promoting the use of more sustainable transport modes.

Doncaster town centre, led by the Doncaster Urban Centre Masterplan, is in a period of regeneration and renewal. Developments taking place in the town centre as part of the masterplan may impact the level and type of parking required in the future. At the same time, parking demand in the town centre has reduced significantly over the years and we have seen a shift in how and where people buy goods and services.

As such this parking strategy is not intended to be a static document. Reviews of demand and supply will be carried out annually to monitor changes. The approach adopted by the parking strategy will be reviewed in line with these changes to ensure Doncaster has adequate provision. It is vital that such provision is not only at the right level, but also in the right places and of the right type to ensure the vitality of the town centre.

As with all developments, new schemes that come forward through the Doncaster Urban Centre Masterplan will be required to consider the implications on parking provision as part of the planning process. Developments are required to agree the parking needs of the scheme and make plans to meet these needs accordingly.

This strategy solely focuses on car parking within Doncaster town centre, and does not consider provision in the satellite town centres in the Borough. This decision has been taken as parking provision in satellite town centres in Doncaster is predominately managed by Town Councils. Lorry Parking has been excluded from this parking review as the challenges and opportunities of freight differ from town centre car parking requirements and therefore should be considered separately.

This document has been structured into two parts: the first section contains a town centre parking health check which reviews existing provision, the second section presents a strategy for the long term management and aspirations of this provision, based on the findings of the health check.

2.0 Parking Health Check

2.1 Current Provision

Doncaster has a range of car parking facilities across the town centre, offering both long and short stay parking. There are 27 off-street car parks currently in operation within the town centre alongside 26 on-street pay and display parking areas.

Figure 1: Doncaster Town Centre Car Parking Provision

		Parking Spaces
Off-Street Parking Provision		**6354**
	Short Stay	724
	Short Stay (Saturday only)	493
	Long Stay	5137
On-Street Parking Provision		**281**
	General Purpose Spaces	226
	Disabled Only Spaces	55

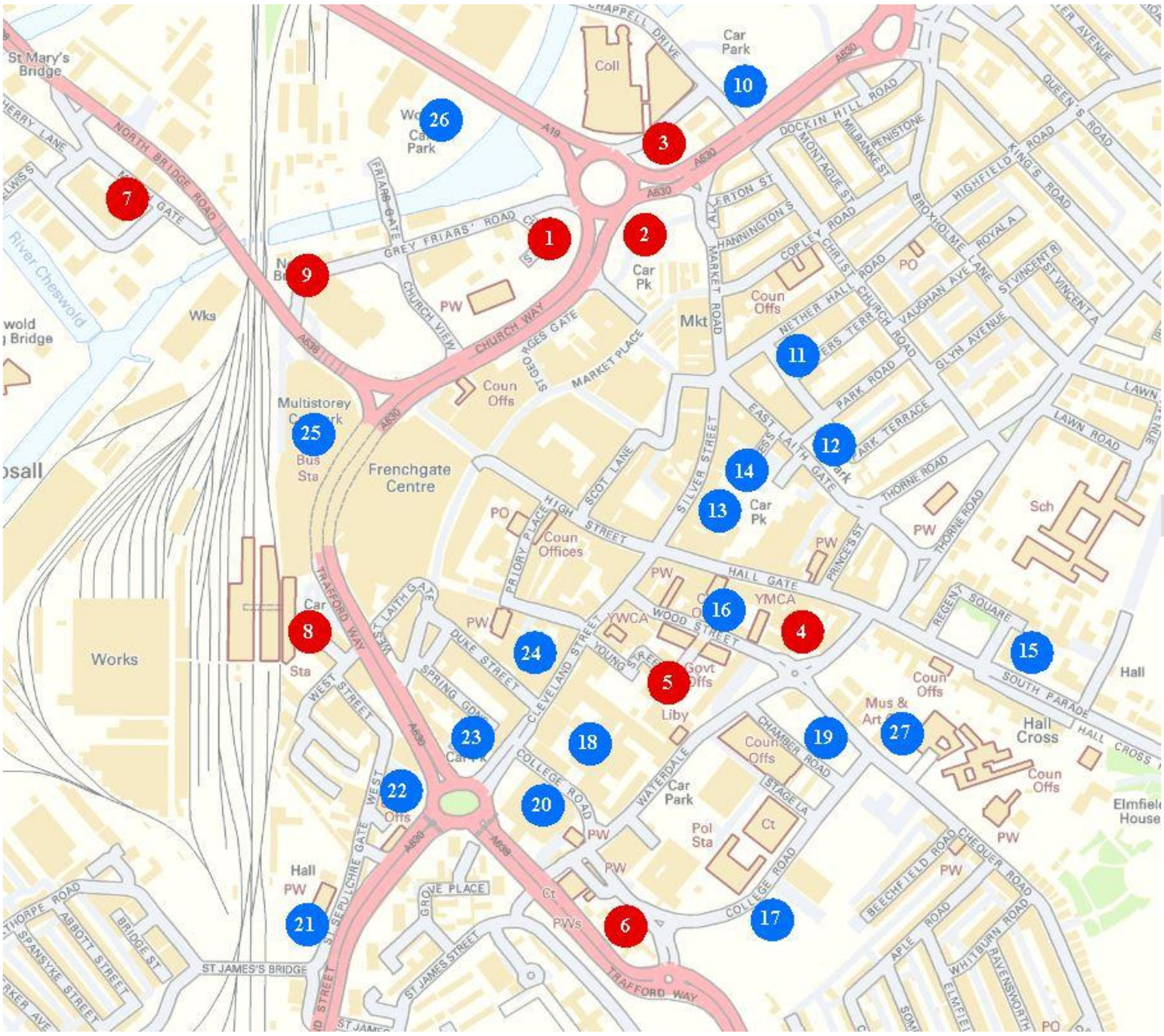
Alongside the 281 pay and display on-street parking bays, there are an additional 2004 free, time-limited bays located in and around the town centre. On-street parking is focused on allowing car users to access the town centre for a short period of time. Over a number of years the area of parking for the town centre has expanded. The time limit for on-street pay and display varies by location from 30 minutes up to 4 hours.

Figure 2: Doncaster Town Centre On-Street Parking Provision

On-Street Parking Areas	Spaces	Disabled Only Spaces	On-Street Parking Areas	Spaces	Disabled Only Spaces
Chamber Road	6		East Laith Gate	20	
St George Gate	4		College Road	8	4
Sunny Bar	3	4	Princess Street	6	
Market Place	11	2	Frances Street	6	
Copley Road	28		Young Street	0	4
Netherhall Road	18		Duke Street	0	7
Park Road	5		High Street	0	3
Hallgate	21		Printing Office Street	0	3
Wood Street	15	2	Priory Place	0	7
Princegate	11		Scott Lane	0	6
Chequer Road	12		Frenchgate Service Road	0	2
Catherine Street	5		Greyfriars Road	10	
Spring Gardens	10	3	Horsefair Green	27	8
Total General Purpose Spaces					**226**
Total Disabled Only Spaces					**55**

The Council owns and manages a third of the off-street parking provision, with the remainder managed privately.

Figure 3: Doncaster Town Centre Off-Street Parking Provision



	Short Stay
1	St Georges - 50 Spaces (*DMBC*)
2	Markets - 247 Spaces (*DMBC*)
3	Church Way - 100 Spaces *(DMBC)*
4	Wood Street Surface - 12 Spaces (*DMBC*)
5	Princesgate - 50 Spaces (*Private*)
6	College Road - 12 Spaces (*DMBC*)
7	Marshgate - 100 Spaces (*DMBC*)
8	Doncaster Station - 73 Spaces (*Private*)
9	Grey Friars Road - 80 Spaces (*Private*)

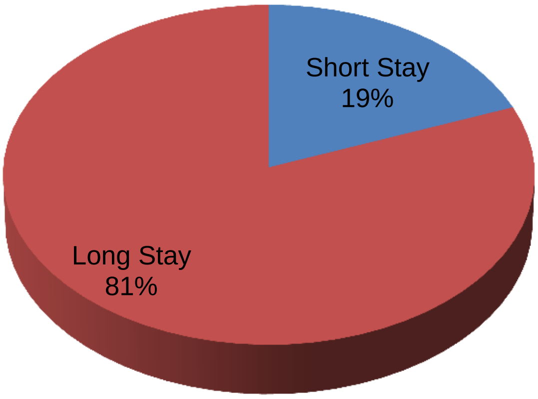
NB: East Leith Gate and NCP Frances Street Car Parks are privately managed but owned by The Council

	Long Stay
10	Chappell Drive East & West - 950 Spaces (*DMBC*)
11	Coopers Terrace - 27 Spaces (*Private*)
12	East Laith Gate - 102 Spaces (*Private*)
13	NCP Frances Street - 114 Spaces (*Private*)
14	King Street - 20 Spaces (*Private*)
15	Cavendish Court - 50 Spaces (*Private*)
16	Wood Street - 50 Spaces (*DMBC*)
17	Council House - 450 Spaces (*DMBC*)
18	Waterdale - 265 Spaces (*Private*)
19	Chamber Road - 50 Spaces (*DMBC*)
20	Civic Quarter - 850 Spaces (*Private*)
21	St James - 300 Spaces (*Private*)
22	St Sepulchre Gate West- 36 Spaces (*Private*)
23	Portland Place - 78 Spaces (*Private*)
24	Colonnades - 95 Spaces (*Private*)
25	Frenchgate - 1700 Spaces (*Private*)
26	Friar Gate - 450 Spaces (*Private*)
27	Scarborough House - 43 Spaces (*DMBC*)

The Council is a British Parking Association approved operator and manages the enforcement process including back office processing and debt recovery in house, with the support of an external company.

Figure 4

Off-Street Parking Provision Long and Short Stay



Both long stay and short stay off-street car parking is offered in the town centre. However, there is significantly higher proportion of long stay parking, which makes up 81% of provision.

Electric Charging Infrastructure

The use of electric vehicles is still low at present but growth is expected to continue. Adequate and suitable charging infrastructure is essential to future proof car parking in Doncaster town centre, ensuring provision to meet future demand.

There are currently two off-street car parks in the town centre offering electric vehicle charging infrastructure: Markets Car Park and Chamber Road Car Park. This equates to charging infrastructure provision in only 7% of car parks in the town centre.

It is also important to ensure that the type of charging provided meets the need short stay car park users. Both Markets Car Park and Chamber Road Car Park are managed by the Council and both provide fast charging infrastructure suitable for short stay use.

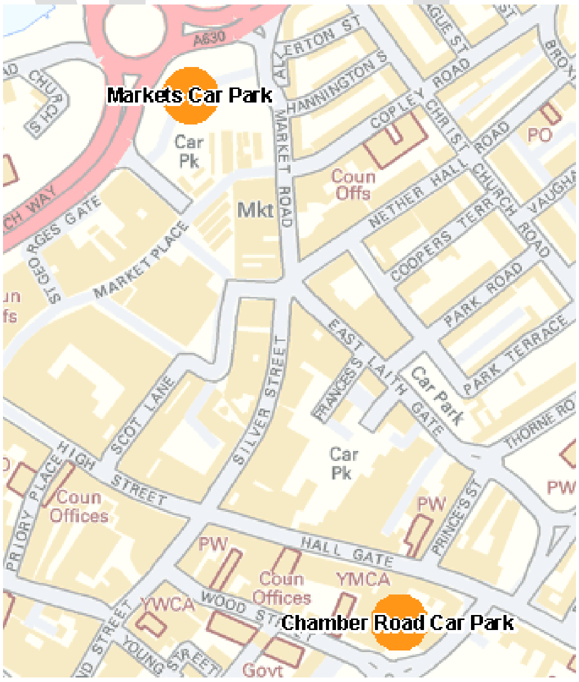


Figure 5: Electric Charging Points

2.2 Demand

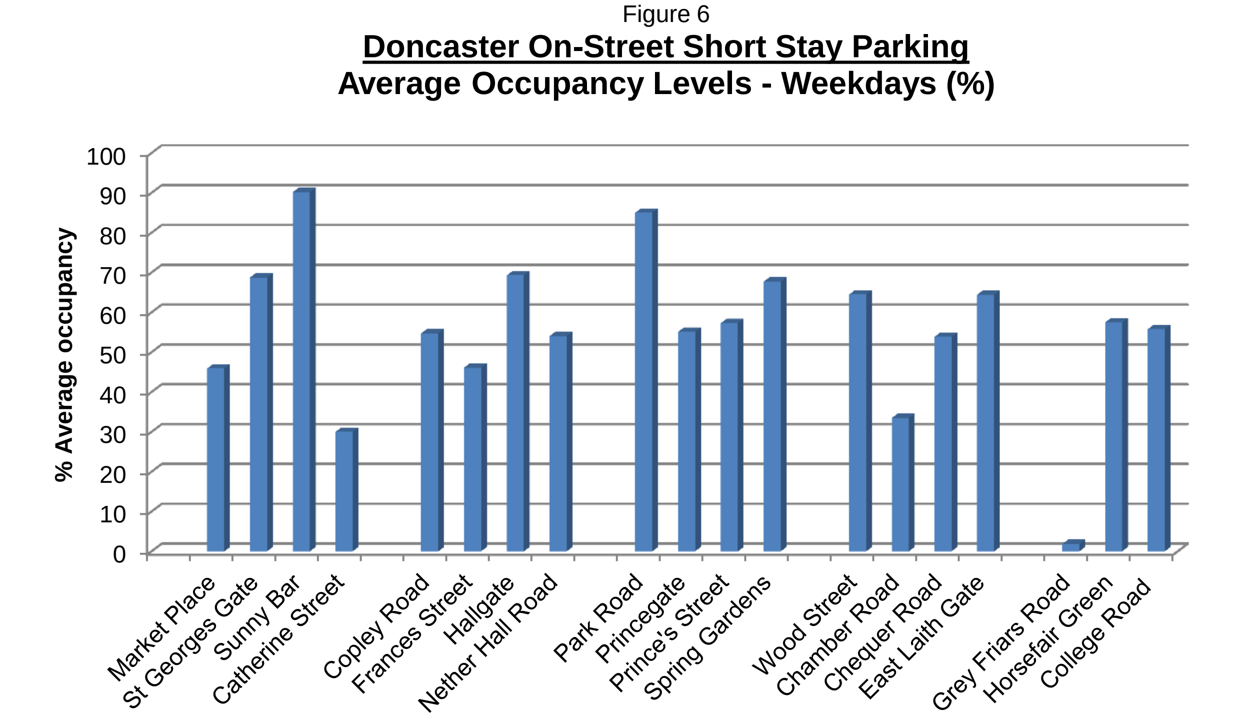
Occupancy surveys were undertaken to ascertain demand for parking in the town centre. Surveys were conducted in July 2017 across all Council managed car parking provision (off-street and on-street). As such the surveys represent a 'snapshot' of occupancy across provision. To assist future reviews of this strategy, surveys will be repeated quarterly to establish demand trends.

Ensuring parking provision during 'peak' demand periods, commonly the pre-Christmas months, is covered in in section 3.0, which explores the development of park and ride facilities, public transport provision and active travel alternatives.

Parking bay occupancy was monitored between 1st and 7th July. During this time, the numbers of parked vehicles were recorded at regular intervals throughout the day.

On-Street Public Parking

Figure 6



The graph above demonstrates the average demand for short stay on-street parking during the week. The graph indicates that while there is demand for on-street parking in the town centre, the majority of parking areas are operating under capacity during the week.

The average occupancy across all sites was just 56%. Sunny Bar and Park Road show the highest average occupancy levels 90% and 85% respectively. Although it is important to note these are both small sites with between 3 to 5 bays each.

Figure 7
Doncaster On-Street Short Stay Parking
Average Occupancy Levels - Saturday (%)

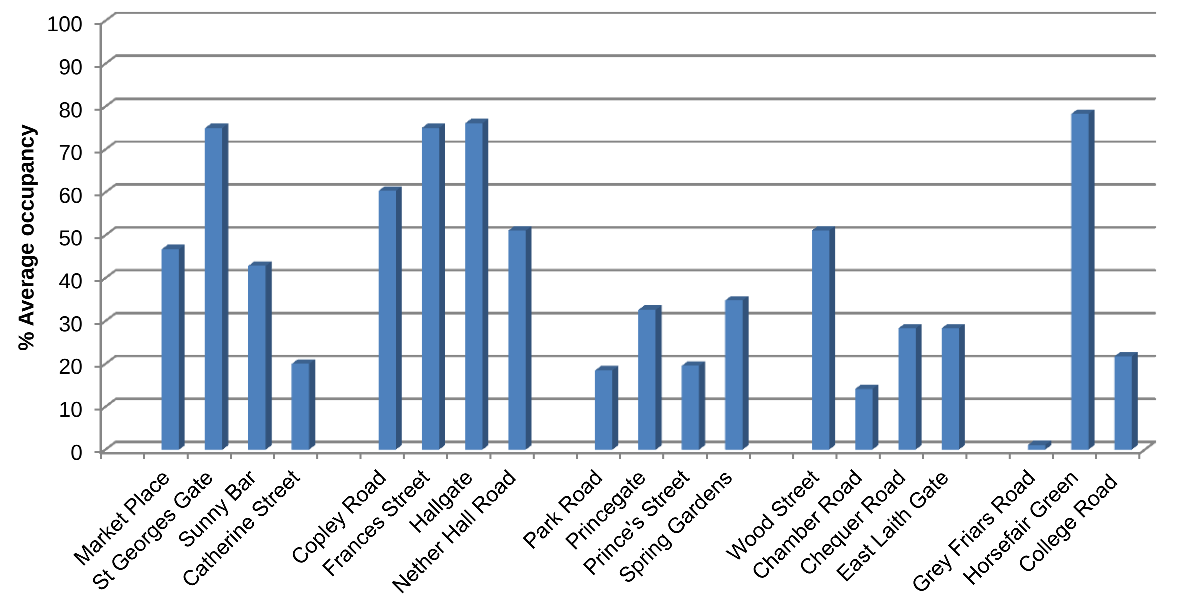


Figure 7 shows average occupancy on a Saturday in the town centre on-street short stay parking areas. As can be seen most sites are functioning under capacity, with some areas at well below capacity.

The average occupancy across all sites was just 41% on Saturdays, 15% lower than weekday occupancy. St Georges Gate, Copley Road, Hallgate and Horsefair Green all show an average occupancy of 75% or over. However, all other sites had occupancy below 60%, with 8 sites below 30%.

Considering the survey data for weekends and weekdays, results indicate that there is ample supply of on-street parking to meet current demand. Across the weekday and weekend period the average occupancy rate was 48%: This suggests there is capacity within existing provision to accommodate additional demand during periods.

In terms of specific sites, it is apparent that demand is not evenly distributed across the town centre. However, it is important to note that the sites with the highest occupancy ratings are also the smallest sites. For example, St Georges Gate, Sunny Bar and Park Road provide 3 to 5 standard parking bays. This provides some explanation for the high demand at these sites. At the same time, the largest sites, such as Copley Road, Hallgate and Nether Hall Road had lower occupancy levels.

Off-Street Public Parking

The section considers average demand for off-street parking at public car parks across the town centre.

Figure 8
Doncaster Off-Street Public Parking
Average Occupancy Levels - Weekdays (%)

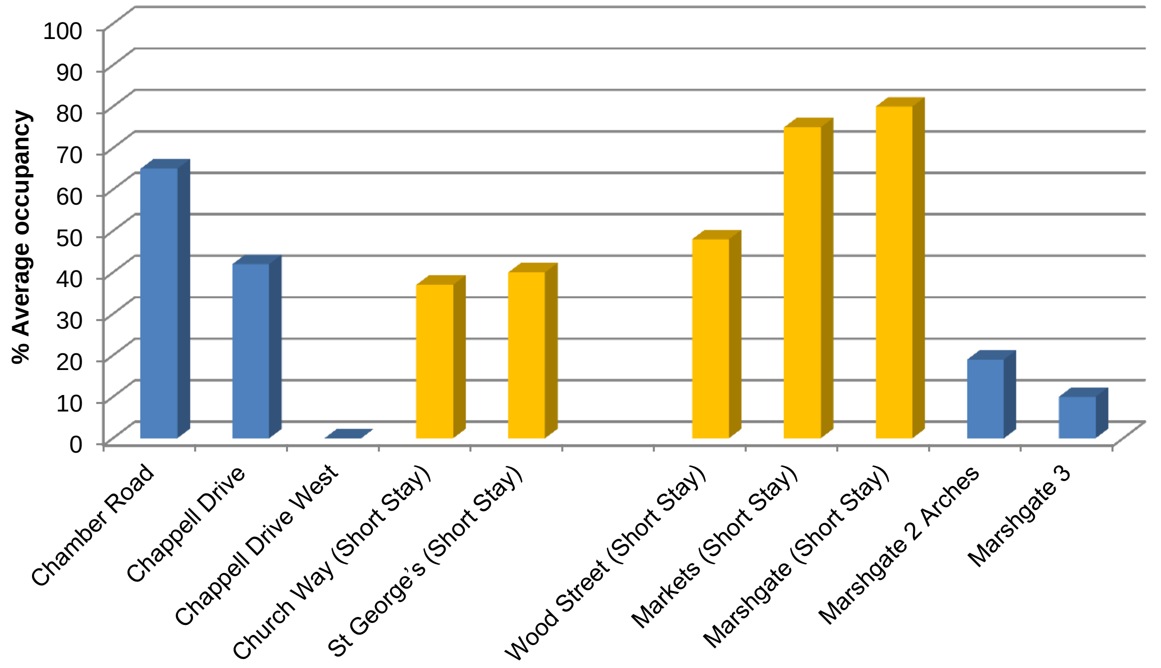


Figure 8 shows the average occupancy of off-street public car parking during the week. The graph indicates that while there is demand for off-street parking in the town centre, there is capacity within current provision.

The average occupancy across all sites is just 34%. The graph shows that 7 of 10 car parks have an average occupancy of less than 50% during the week, and 4 have an average occupancy of less than 25%.

Chappell Drive West has the lowest occupancy with no cars recorded during the survey on weekdays. Marshgate Car Park and Markets Car Park have the highest demand with over 75% occupancy.

Figure 9

Doncaster Off-Street Public Parking

Average Occupancy Levels - Saturday (%)

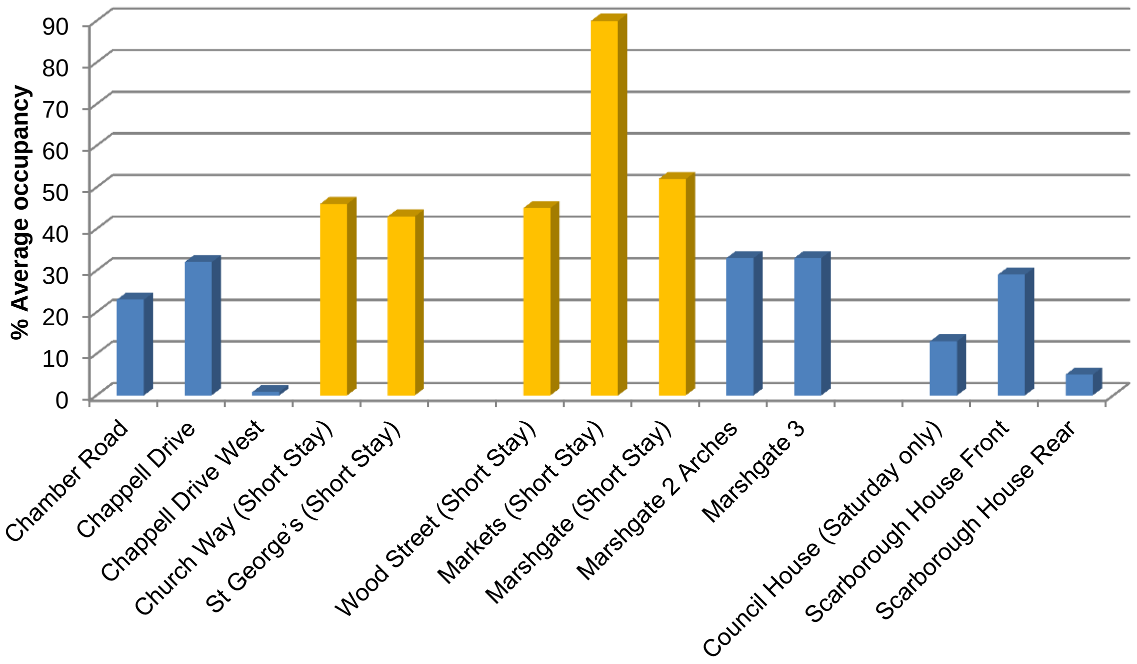


Figure 9 shows average occupancy on a Saturday and includes Council House and Scarborough House car parks which are only available for public parking on Saturdays.

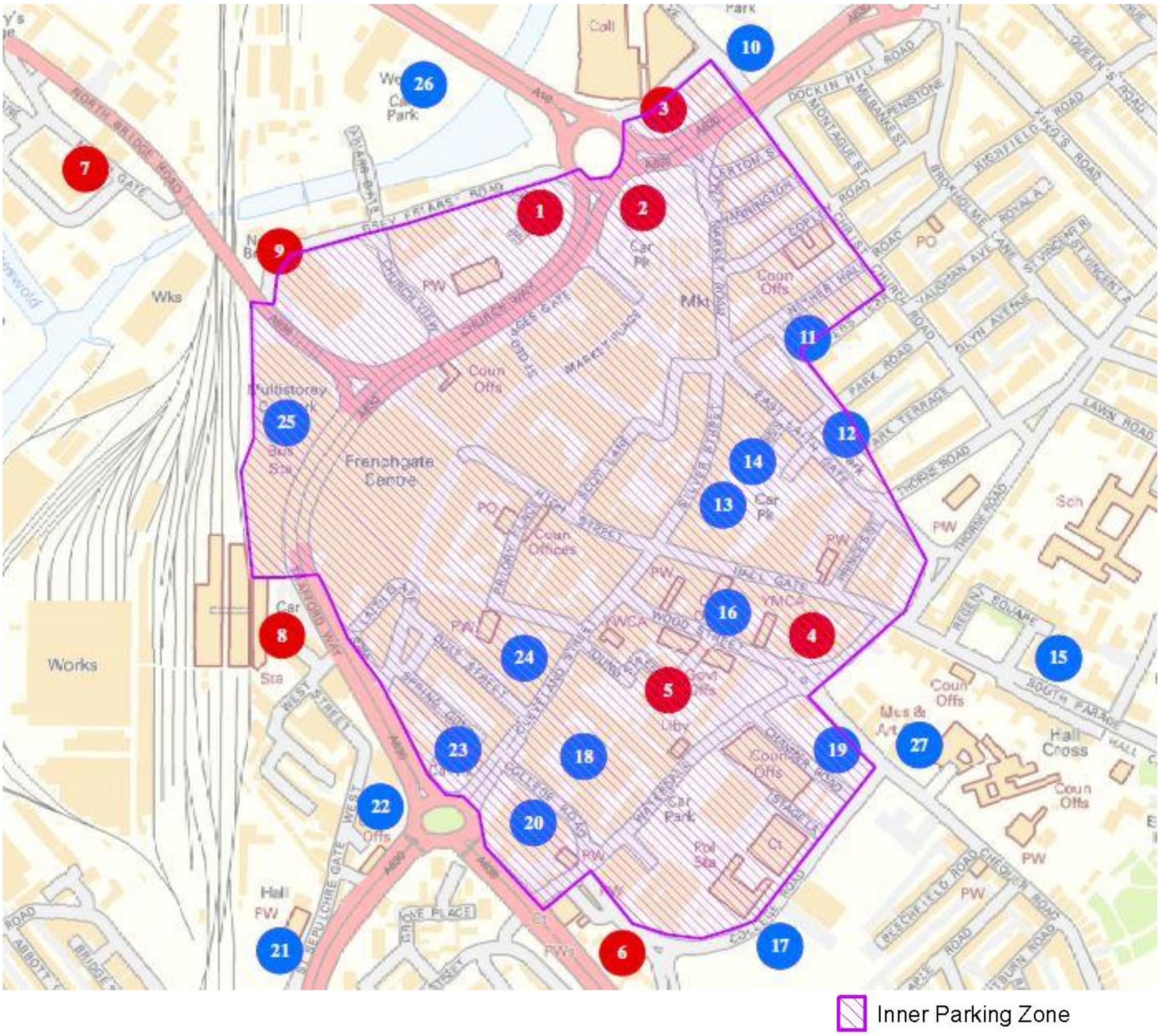
The graph shows that demand for off-street car parking is greater on a Saturday. The average occupancy across all sites was 42%. Markets Car Park has significantly higher occupancy than any of the other car parks, with 90% occupancy. However, all other car parks are operating under capacity, with occupancy rates of less than 52%.

Once again, Chappell Drive West has the lowest occupancy with less than 1% occupancy recorded during the Saturday survey.

As shown by figures 8 and 9, demand for off-street parking varies between individual car park sites. Demand can be influenced by the proximity of sites to key town centre amenities. Additionally, the accessibility of car parks can have a significant impact on demand for individual sites which can be influenced by barriers to access such as waterways or busy roads.

An inner car parking zone has been formulated based on the key retail and employment zones identified in the Doncaster Urban Centre Masterplan. It is of note that almost half the short stay provision is located outside the inner parking zone whilst over 60% of the long stay provision is located within the inner parking zone.

Figure 10: Inner Parking Zone Doncaster Town Centre



Figures 11 and 12 show the average occupancy of off-street public car parking by parking zone. As would be expected, demand is generally higher in the inner parking zone sites than at the outer parking zone sites.

During the week, the average occupancy across all inner parking zone sites was 49% and on Saturday 53%, where average occupancies in the outer parking zone were just 25% and 30% respectively.

Figure 11

Doncaster Off-Street Public Parking by Zone
Average Occupancy Levels - Weekdays (%)

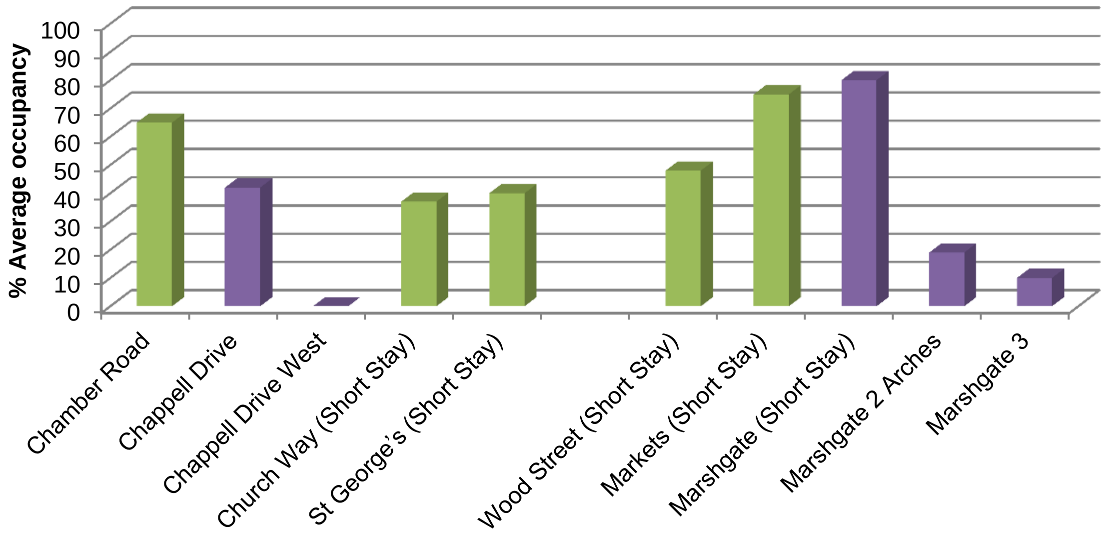
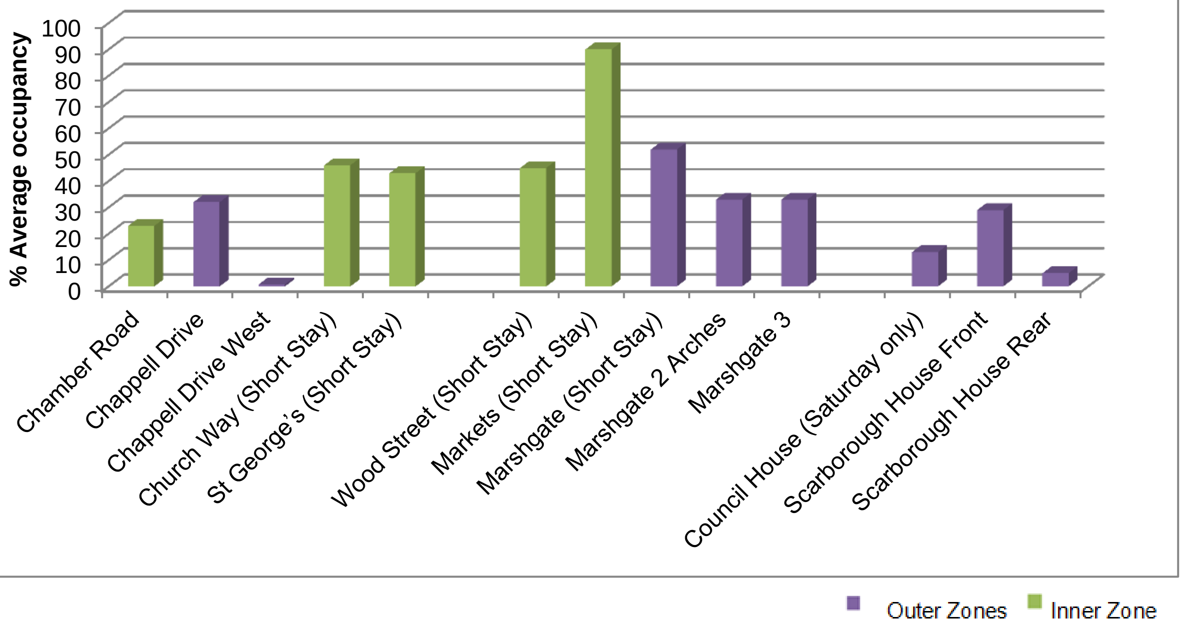


Figure 12

Doncaster Off-Street Public Parking by Zone
Average Occupancy Levels - Saturday (%)



Survey results for both weekends and weekdays indicate that there is ample supply of off-street parking to meet current demand. However, analysis shows that demand is not evenly distributed across the town centre, with some sites recording significantly higher occupancy ratings. In general, sites in the inner zone experience higher demand as would be expected. Therefore there is potential to review some locations particularly in the outer zone to make the most efficient use of space and resources.

2.3 Pricing

Price is important factor when assessing both the viability and attractiveness of car parking provision. Pricing is also an important factor when considering parking provision managed by Doncaster Council. Maintaining income levels allows public investment in parking infrastructure for the future.

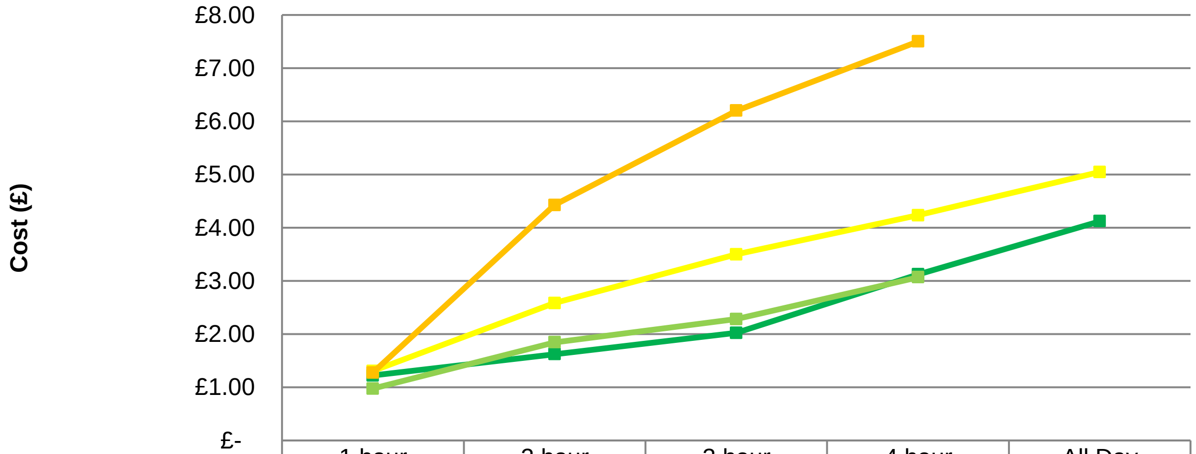
Analysis has been undertaken for both private and public car parking provision. As costs and parking durations vary between sites, averages have been used assist with analysis.

To calculate the average cost of long and short stay parking, prices have been taken for all car parks in the town centre, broken down by length of stay. Averages have then been calculated for each parking type for comparison.

Off-Street Parking

Figure 13

Average Cost of Off-Street Parking



	1 hour	2 hour	3 hour	4 hour	All Day
Public Long Stay	£1.22	£1.62	£2.02	£3.12	£4.12
Public Short Stay	£0.97	£1.84	£2.28	£3.07	
Private Long Stay	£1.30	£2.58	£3.50	£4.23	£5.05
Private Short Stay	£1.28	£4.43	£6.20	£7.50	

The graph shows whilst the cost of off-street parking in the town centre is similar for the first hour, private parking provision is more expensive for longer periods. It should be noted that there are only four long stay private car parks and the average cost has been increased by the cost of parking at Doncaster Train Station, which is significantly more expensive for long stay parking.

<u>Public On-Street Parking</u>

On-street car parking is set at £1.00 per half hour, with the maximum length of stay ranging from half an hour to 4 hours (with the exception of College Road which allows 8 hour stays). The majority of on-street parking areas are limited to 2 hour stays, with only 5 of the 19 on-street parking areas allowing up to 4 hours stays.

Section 2.4 below provides an analysis of both off-street and on-street parking costs when compared to similar town centre provision.

2.4 Benchmarking

When considering parking, it is important to benchmark against other areas. For the purposes of this report, three different categories of comparator towns have been considered to ensure an accurate comparison exercise:

<u>Neighbouring comparators:</u> Rotherham and Barnsley have been used.

<u>Aspirational comparator:</u> Wakefield has been identified as town with an economic profile of aspiration to Doncaster.

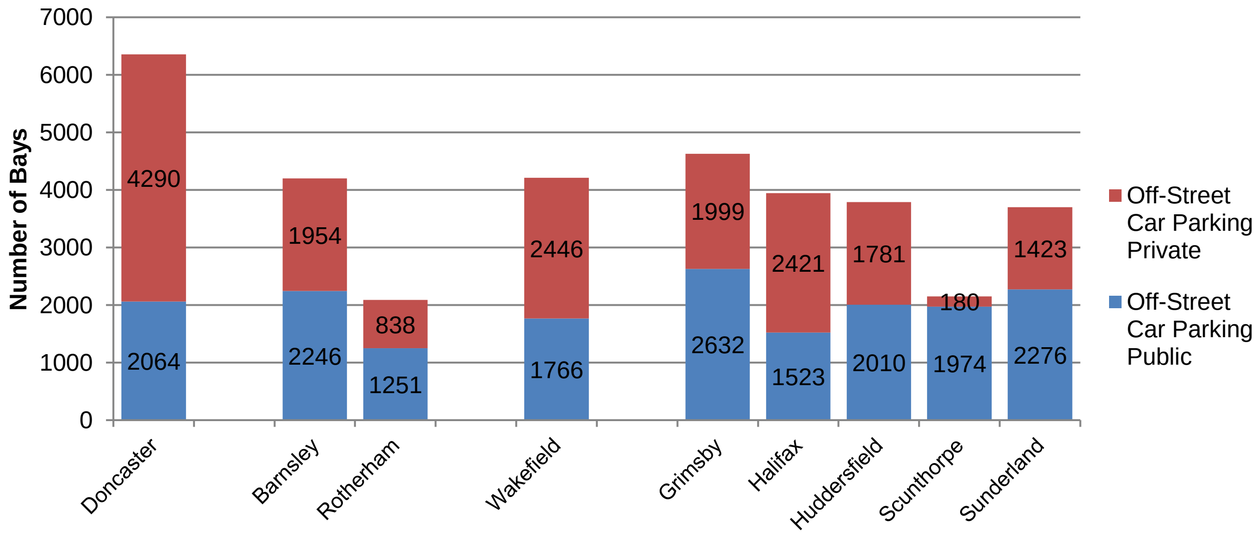
<u>Economic comparators:</u> Towns of a similar size and economic profile to Doncaster. This includes Grimsby, Scunthorpe, Huddersfield, Sunderland, and Halifax.

In each instance, parking stock in an approximate 15 minute walk radius to the town centre has been considered.

<u>Figure 14: Town Centre Off-Street Car Parking Provision Comparison</u>

		Neighbouring Comparators		Aspirational Comparator	Economic Comparators				
	Doncaster	**Barnsley**	**Rotherham**	**Wakefield**	**Grimsby**	**Halifax**	**Huddersfield**	**Scunthorpe**	**Sunderland**
Total Off-Street Provision	6354	4200	2089	4212	4631	3944	3791	2154	3699

Figure 15
<u>Off-Street Public & Private Town Centre Parking Comparison</u>



The figure shows that Doncaster has a higher overall off-street parking stock compared to the comparators. Barnsley, Grimsby and Sunderland have higher public provision than Doncaster. However, public provision appears in line with the comparator towns: the average number of public off-street bays is 1960 across the comparator towns, which is only 104 fewer bays than provision in Doncaster. It should be noted Doncaster's public provision figures includes spaces only available on Saturdays which accounts for 493 spaces.

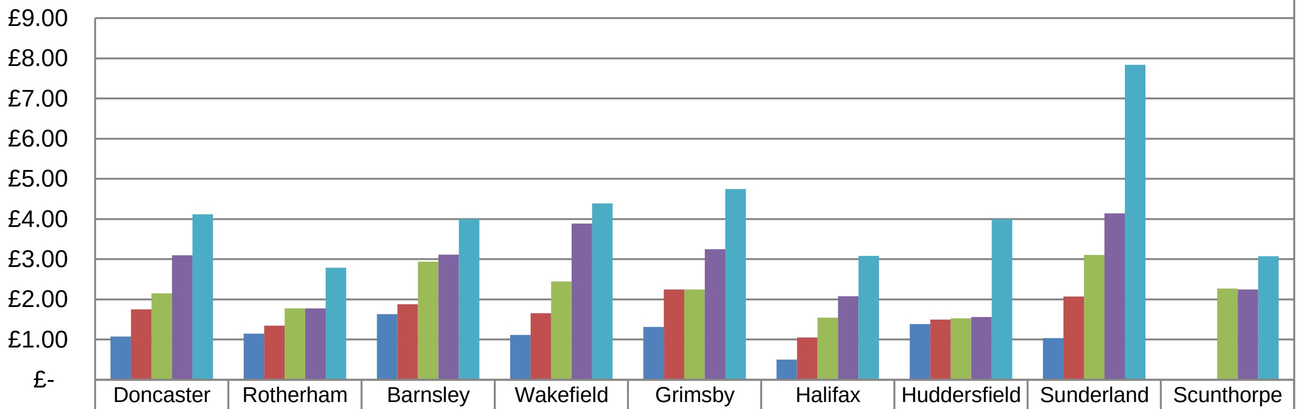
However, privately managed parking stock is significantly higher than all the comparator towns, with Doncaster having over 1800 bays more than next highest comparator Wakefield.

Cost Comparison

In terms of cost, the graphs below shows the average cost of parking across long and short stay. The data used is for public car parking provision only. To calculate the average cost of parking, prices have been taken for all public car parks in each town centre, broken down by length of stay.

Figure 16

Average Cost of Parking Comparison
Public Off-Street



	Doncaster	Rotherham	Barnsley	Wakefield	Grimsby	Halifax	Huddersfield	Sunderland	Scunthorpe
1 hour	£1.08	£1.15	£1.64	£1.12	£1.31	£0.50	£1.38	£1.04	£-
2 hour	£1.75	£1.35	£1.88	£1.65	£2.25	£1.05	£1.49	£2.07	£-
3 hour	£2.15	£1.78	£2.94	£2.44	£2.25	£1.54	£1.53	£3.11	£2.27
4 hour	£3.10	£1.78	£3.12	£3.89	£3.25	£2.08	£1.56	£4.15	£2.25
All Day	£4.12	£2.79	£4.00	£4.39	£4.75	£3.08	£4.00	£7.84	£3.07

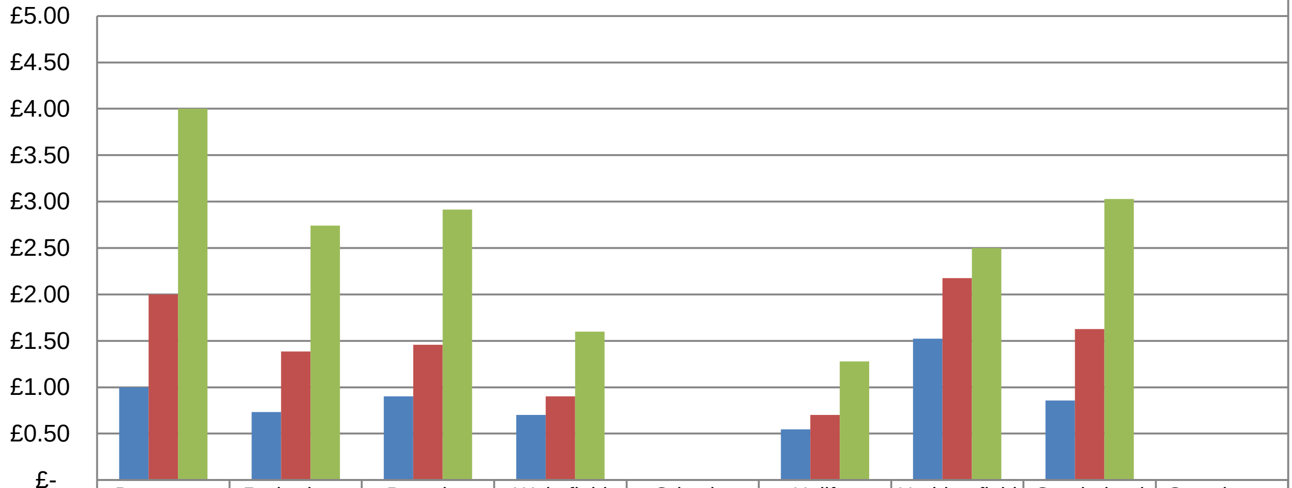
The graph above shows that cost of parking in Doncaster town centre is in line with the comparator town centres. With the exception of Scunthorpe which does not charge for parking less than 2 hours, the cost of parking across the comparator town centres is closely matched for parking for less than 4 hours.

Doncaster falls in the middle of the cost range for all day parking, with Sunderland, Grimsby and Wakefield charging more, and Rotherham, Halifax and Scunthorpe at the lower end of the range.

Figure 17

Average Cost of Parking Comparison

Public On-Street



	Doncaster	Rotherham	Barnsley	Wakefield	Grimsby	Halifax	Huddersfield	Sunderland	Scunthorpe
30 mins	£1.00	£0.73	£0.90	£0.70	£-	£0.55	£1.52	£0.86	£-
1 hour	£2.00	£1.38	£1.46	£0.90	£-	£0.70	£2.17	£1.63	£-
2 hour	£4.00	£2.74	£2.91	£1.60	£-	£1.28	£2.50	£3.03	£-

All the comparator towns have very similar pricing tariffs for on-street parking with only small variations in costs. As such, the average costs of on-street parking in Doncaster closely match those of the comparator towns. The exceptions are Grimsby and Scunthorpe which do not charge for on-street parking.

Although, Doncaster's charging rates for up to 1 hour are closely aligned with the comparator towns, Doncaster is on the higher end of the prices charged for 2 hour on-street parking. However, the differences in charging rates are small, with Sunderland and Barnsley only charging around £1.00 less than Doncaster.

2.5 Consultation

A consultation exercise was undertaken by Business Doncaster with local businesses and visitors to the town centre, between June and August 2017. The purpose of the exercise was to gain an understanding of the purpose of trips and of public perceptions of parking in the town centre area.

A total of 42 surveys were collected. In general, feedback was positive with no major issues raised.

The key findings are set out below:

45% of people surveyed were visiting for shopping/ leisure purposes
55% were visiting for work
69% of users of short stay car parks prefer cash, notably a large percentage of users were aged 40 plus. User’s citied difficulties using the cashless system.
82% of respondents said the car park they used offered the length of time required for their visit
52% of respondents said they were able to get a space close to the town centre
32% of respondents felt the town centre parking charges are good value for money
51% of respondents required parking for less than 4 hours for their visit
59% of respondents said they used Doncaster town centre car parks 3 times a week or more.

To assist future reviews of this strategy, public consultations on parking will be undertaken on an annual basis to establish trends and monitor public perception.

2.6 Headline Findings

The table below summarises the key findings of this section:

Current Provision
• Doncaster Town Centre current offers 6354 off-street parking spaces and 281 on-street pay and display spaces. • 81% of current off-street provision is long stay, 60% of which is located within the town centre Inner Parking Zone. • There are currently two public electric charging points in the town centre and both provide fast charging infrastructure.
Demand
• The majority of on-street parking areas are operating under capacity with ample supply of on-street parking to meet current demand. • There is also significant capacity within current provision of public off-street car parks. However, occupancy rates are not uniform across the town centre with higher demand for car parks within the Inner Parking Zone. • Therefore there is potential to review some locations particularly in the outer zone to make the most efficient use of space and resources.
Pricing
• Small differences exist between public and private off-street car parking with public long and short stay off-street car parking is slightly cheaper than its private equivalent.
Benchmarking
• Doncaster has a higher overall off-street parking stock compared to the comparators. • Public off-street parking stock levels are similar to the comparator towns whereas private parking stock is significantly higher, with over 1800 bays more than next highest comparator Wakefield. • In terms of pricing, parking charges are in line with the comparator towns.
Consultation
• Feedback was generally positive with no major issues raised. • 45% of people surveyed were visiting for shopping/ leisure purposes and 55% were visiting for work. • 51% of respondents required parking for less than 4 hours for their visit. • 59% of respondents said they used Doncaster town centre car parks 3 times a week or more.

3.0 Parking Strategy

3.1 Policy Context

The **National Planning Policy Framework** (NPPF) (2012) sets out the Government's planning policies for England. The framework requires Local Authorities to consider the parking requirements of town centres to ensure their vitality and longevity. Paragraph 40 states that Local Authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure. At the same time, the NPPF looks to reduce the emphasis of car reliance in decision making, through effective demand management and the promotion of sustainable transport. Sustainable transport promotion features within the 12 core planning principles set out by the framework, which states that planning and decision making should actively manage patterns of growth to make the fullest possible use of public transport. Paragraph 29 requires Local Authorities to ensure that transport system is balanced in favour of sustainable transport modes, giving people a real choice about how they travel.

The **Sheffield City Region Transport Strategy** (2011-2026) defines the priorities for the transport system for the Sheffield City Region (SCR). The strategy looks to make the region a greater contribution to the UK economy by keeping people and goods moving effectively. Support the economic growth of SCR is the primary goal of the strategy, with ancillary goals to enhance social inclusion and health, reduce the emissions from vehicles and increasingly safe and secure of the transport system. Policy J sets out a commitment to apply parking policies to promote efficient car use, reducing car reliance in urban centres, while remaining sensitive to the vulnerability of urban economies.

The emerging **Sheffield City Region Transport Strategy** will supersede the 2011 strategy for the SCR and sets out the transport priorities up to 2040. The strategy forms part of the Local Transport Plan for the SCR and will be adopted by the SCR Combined Authority as the Local Transport Body for South Yorkshire. The Transport Strategy aims to boost economic growth by ensuring that ease of access to employment, promoting safe and healthy streets and public areas, delivering environmental improvement, and ensuring that innovations in transport technologies are adopted throughout the lifetime of the Strategy. The draft policies include provision to encourage sustainable travel choices, in part through the use of parking policies as demand management tools.

The **Doncaster Council Core Strategy** (adopted 2012) sets out a spatial vision for the area until 2018, outlining key strategic objectives and strategic policies for development. It covers a range of topics, such as the economic well-being of the Borough, Green Belt, flood risk areas and transport choices. Policy CS8 looks to ensure that Doncaster town centre will continue to be developed as a thriving and accessible retail, office and leisure destination. The policy supported proposals which improve the town centre for pedestrians, cyclists and the disabled by enhancing public transport accessibility, car parking, signage and streets. Policy CS9 Providing Travel Choice includes a commitment to ensure parking in Doncaster's retail and town centres is appropriately managed to support their vitality and viability and to reflect local priorities.

Doncaster Growing Together (2017) is a 4 year Borough strategy (2017-2021) setting out a vision for Doncaster as a thriving place to learn, work, live and care with a central aim to continue to grow the local economy. An effective car parking strategy has a role to play in ensuring the vitality and vibrancy of Doncaster town centre.

The **Doncaster Urban Centre Masterplan** (2016) is an economic focused masterplan and investment strategy for Doncaster providing an overarching framework for development and change. Its outcomes will maximise economic success and ensure the urban centre of Doncaster once more plays a full and wide ranging role in the lives of Doncaster residents and the economic prosperity of the Borough and helps the Borough make its full contribution to the wider Sheffield City Region. The masterplan recognises that the centre of Doncaster forms part of a wider network for the Borough and beyond, which relies upon good transport connections that will enable everyone in Doncaster to benefit. Through creating dedicated development zones, the masterplan aims to transform the way Doncaster looks and the way residents and businesses use the city core.

3.2 Aims & Objectives

The aim of this Car Parking Strategy is to:

> Ensure safe and convenient parking provision that meets the needs of businesses, visitors and commuters in a way that safeguards the long term economic, social and environmental wellbeing of Doncaster town centre.

Objectives:

- Ensure sufficient provision to be attractive to residents, workers, employers and visitors
- Ensure the range, quality and distribution of parking provision meets the needs of town centre
- Use parking assets to the best advantage through pricing, promotion and information
- Reduce congestion and car related air quality impacts through effective demand management
- Encourage sustainable travel, including walking, cycling and public transport
- Manage the impact of future development in the town centre area in terms of parking demand
- Ensure town centre accessibility through the provision of disabled spaces

3.3 Town Centre Accessibility

Doncaster town centre is easily accessible by a range of public transport options as well as active alternatives such as walking and cycling. Ensuring the accessibility of the town centre helps to reduce the reliance on car travel and contributes to a reduction in congestion and environmental impacts such as improved air quality.

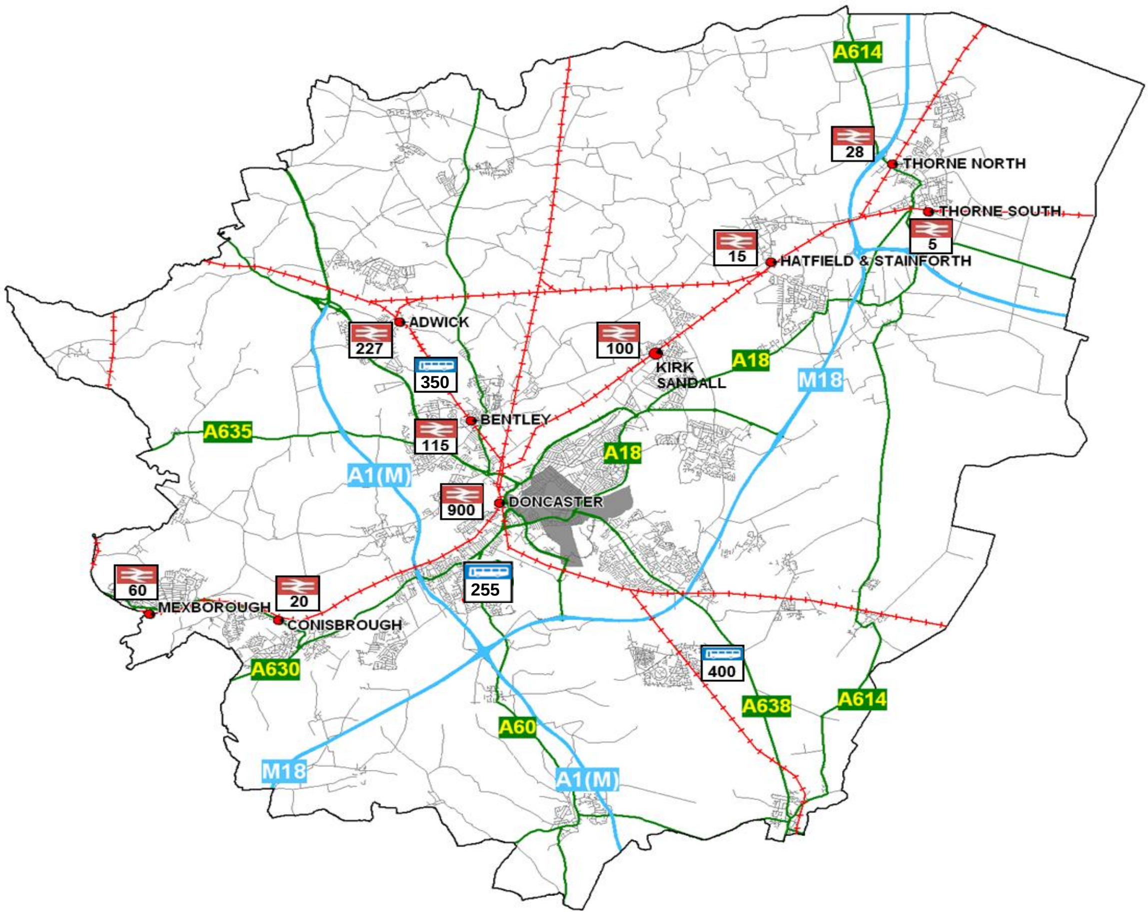
Doncaster has a comprehensive bus network serving urban and rural communities. The Doncaster bus interchange is located in the town centre at the Frenchgate Shopping Centre, within easy reach of town centre amenities.

Doncaster Train Station is in close proximity to Frenchgate Shopping Centre. Doncaster train station has good rail links to major towns and cities through its position on the East Coast Mainline. The Borough is also serviced by a range of local and regional train services.

3.3.1 Park and Ride

Park and ride is an important demand management tool as it has the ability to reduce congestion within the town centre. It is traditionally targeted toward commuters for long stay parking, to free up spaces in the town centre for shoppers. Park and ride is a flexible solution as it offers all day parking and can be used in busy periods such as Christmas increase parking capacity. Sites can also support travel plan initiatives for workplaces.

Figure 18: Doncaster Park and Ride Sites



Bus Park and Ride

There are a total of 3 bus based park and ride facilities in Doncaster, providing 1005 spaces.

The two park and rides sites on the A638 opened in 2008: Doncaster North Park and Ride and Doncaster South Park and Ride. Doncaster North Park and Ride is located on York Road, in Woodlands and Doncaster South Park and Ride is located at Parrot's corner on Bawtry Road.

An additional site, The White Rose Way Park and Ride, opened in 2013 and is located off Junction 3 of the M18.

At all these sites people can park for free of charge and pay for a return bus journey to the town centre. All three sites have specially designated disabled bays and offer cycle parking.

In terms of usage, South Yorkshire Passenger Transport Executive (SYPTE) report that both Doncaster North Park and Ride and Doncaster South Park and Ride are both operating well under capacity at present. Both park and ride sites frequently operated at around 10% capacity, although Doncaster South Park and Ride is slightly more popular than Doncaster North Park and Ride.

Potentially, the lack of demand for the park and ride services could be due to the high levels of readily available car parking within the town centre at relatively low costs. Arguably, the popularity of these services could increase in the future with the regeneration planned through the Doncaster Urban Centre Masterplan.

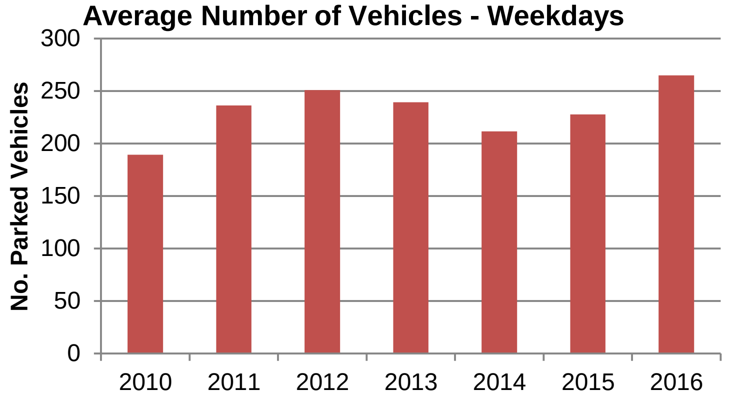
Rail Park and Ride

There are a total of 7 rail park and rides within Doncaster; Adwick, Bentley, Conisbrough, Kirk Sandall, Hatfield and Stainforth, Mexborough and Thorne North providing 525 spaces. All these Rail stations offer free parking when a train ticket is purchased. They also provide a two trains per hour frequency of service to Doncaster Railway Station.

Figure 19 shows the average numbers of vehicles parked across all 7 rail park and ride station in the Borough. Surveys were undertaken throughout the

Figure 19

Rail Park & Ride Station Parking
Average Number of Vehicles - Weekdays



year at varying times of the day (between 9am and 7pm).

The graph indicates that usage of rail park and ride train stations has seen an increase over a 7 year period: although usage dropped in 2013 and 2014, total usage in 2016 higher was than at any time over the previous 6 years.

Figure 20

Rail Park and Ride Stations Parking
Average Occupancy Levels - Weekdays

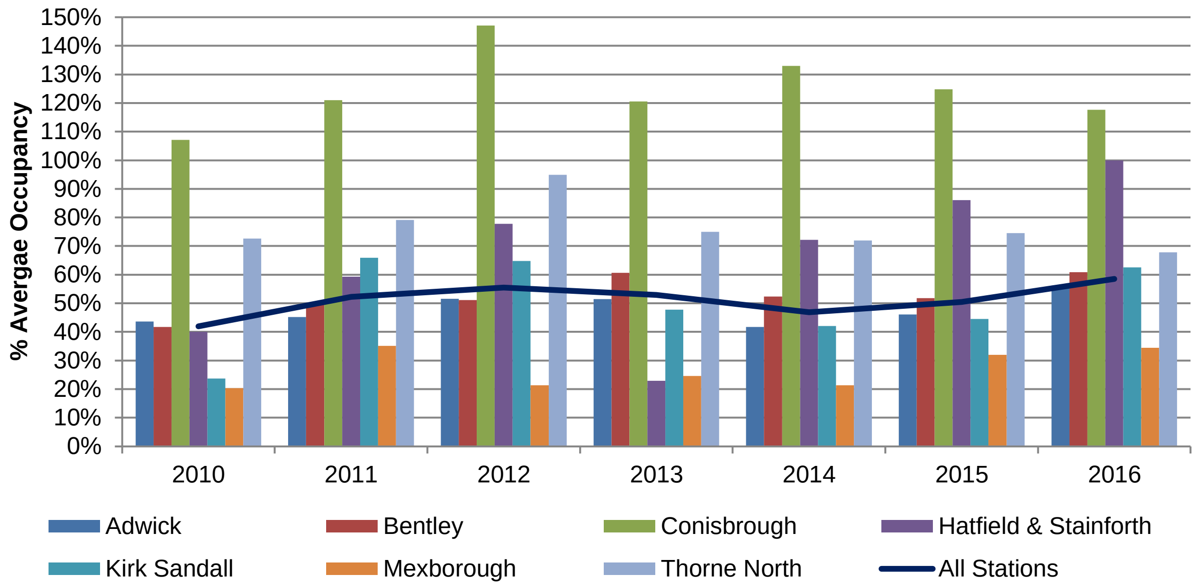


Figure 20 shows the average car park occupancy of park and ride rail station in the Borough. Average occupancy across all stations has increased by 17% since 2010.

The graph highlights capacity issues at many station car parks in the Borough. Conisbrough, Hatfield & Stainforth and Thorne North stations are the most popular stations experiencing the greatest demand. Spaces at both Conisbrough and Hatfield & Stainforth stations are limited, and cars parked at Conisbrough station regularly exceed the 17 bays provided.

Adwick and Bentley stations have significantly higher car parking provision than the other Borough Stations, providing 196 and 92 spaces respectively: both have maintained around 50% occupancy.

It is important the parking capacity issues recorded at the Borough's rail park and ride facilities do not have a negative impact on attracting rail park and ride users.

3.3.2 Cycling Parking

Providing safe, secure and convenient cycle parking in the town centre is an important tool in encouraging modal shift. Research is also demonstrating that investment in cycling and walking often correlates with increases in retail spend at a local level. Having a town centre than can be accessed by a multitude of modes increases the economic vitality and vibrancy of the area.

The number of cyclists in Doncaster is increasing. There is a wider recognition of the benefits of cycling – from getting fit and healthy, to the economic advantages of affordable transport. Cycling has significant benefits for Doncaster as a method of reducing congestion and journey times, as a tool to tackle health challenges and to improve the environmental impact of transportation.

Doncaster is committed to increasing the uptake of cycling, both as a leisure activity and as a form of active travel. As a Borough with a range of health challenges including increasing obesity levels and increasing numbers of people with diabetes, the health and wellbeing benefits of cycling are of particular significance. Regular cycling has shown to reduce the risk of chronic illnesses such as heart disease, type 2 diabetes & stroke. As a non-pollutant mode of travel, an increase in cycling also has the potential to tackle air quality concerns around the town centre.

Figure 21: Cycling and Cycle Parking in Doncaster Town Centre

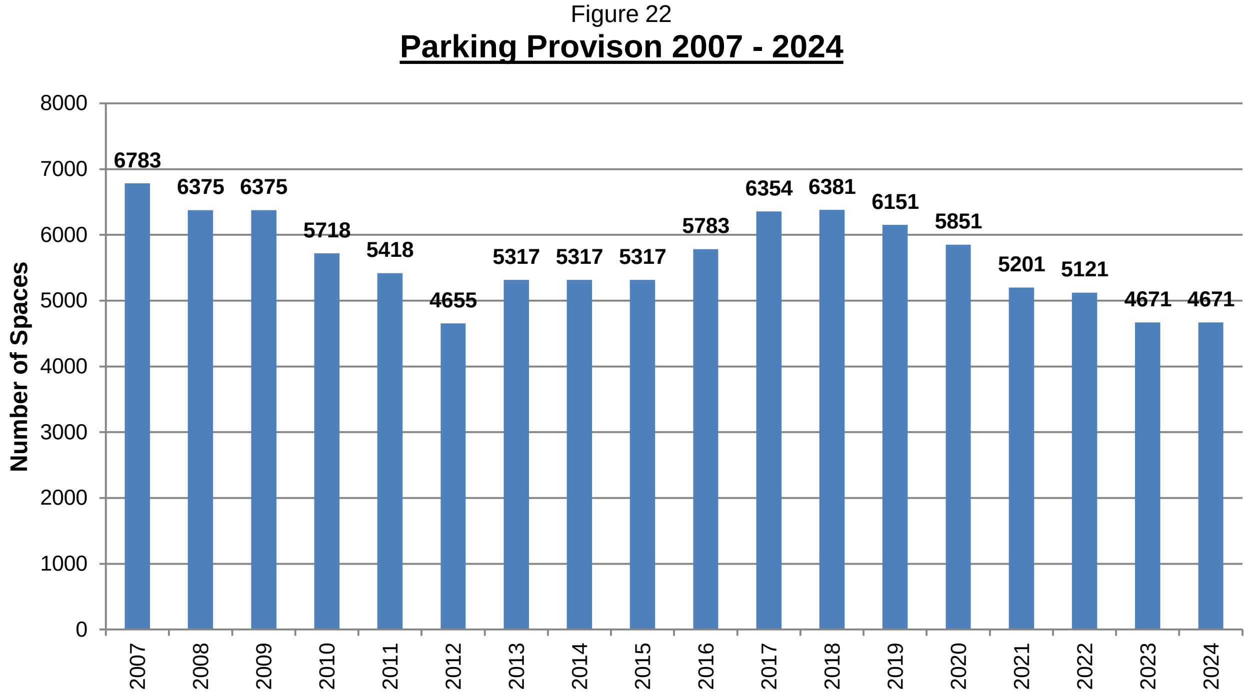
Cycle parking is provided at a range of locations across the town centre as shown in figure 17 above. In 2013 the Council adopted a Cycling Strategy, which underwent public consultation; feedback showed that only 44% were satisfied with the provision of cycle parking. Subsequently a key objective of the Cycling Strategy is to improve cycle parking.

In 2017 a new indoor bike storage facility was opened at Doncaster Train Station as part of the forecourt redevelopment scheme. The facility offers all-weather, secure storage for 58 cycles, lockers and with LED lighting and an access control system.

3.4 Future Provision

The figure below shows the off street current and forecast parking provision from 2007 until 2024, combining both public and private car spaces.

Figure 22



Over the past 10 years, the numbers of car parking spaces in the town centre have decreased by around 400 spaces. However, parking provision in the town centre was at its lowest in 2012, when there were almost 2000 less spaces than there are today. Provision has steadily increased since 2012, with 2017 levels similar to those experienced in 2008 and 2009.

The forecast for parking provision from 2018 to 2024 shown in the graph has been on determined based on the development set out in the Doncaster Urban Centre Masterplan, which includes the redevelopment of a number of car park sites.

This analysis shows that the numbers of spaces are likely to reduce by 1683 from the 2017 levels. The reduction in parking provision will be slower for the initial 4 years, reducing by 503 spaces, and then dropping an additional 1180 over the subsequent 4 years. However, the number of spaces available in 2024 will still provide greater provision than those seen in 2012.

Future Provision by Area

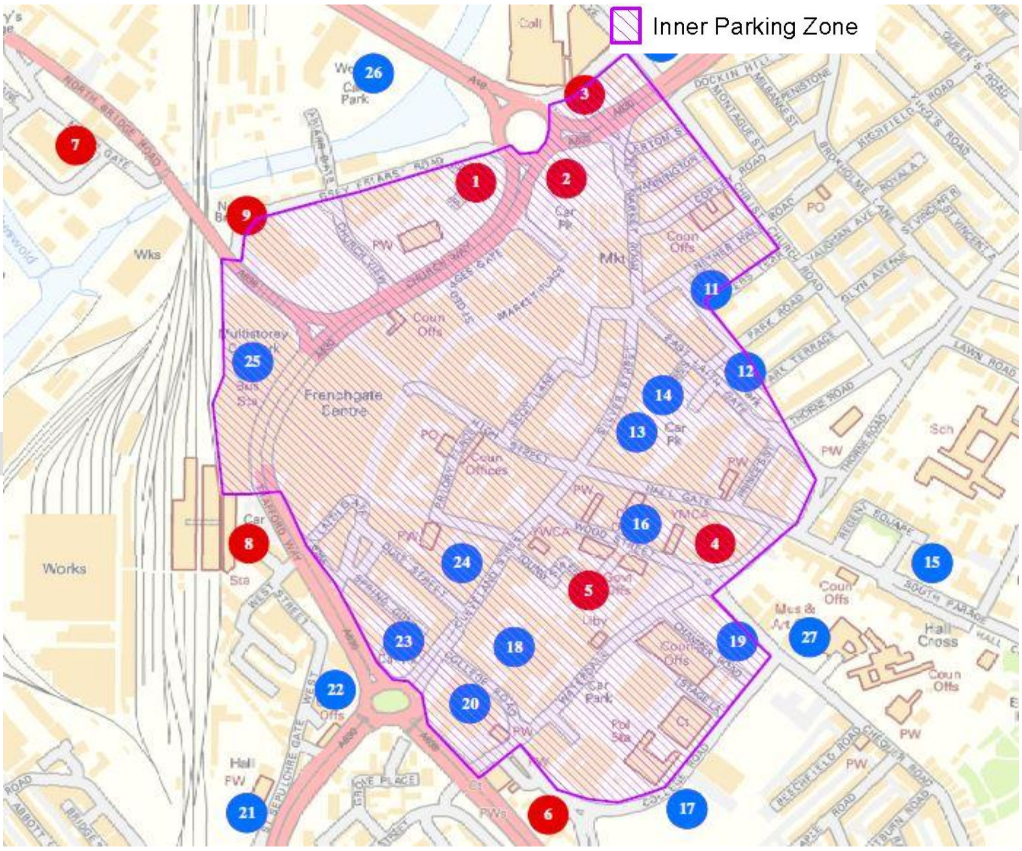
Demand is not uniform across the town centre and as such it is important to assess these changes geographically to acertain possible impacts of the reduction in provision.

This will be explored by assessing changes the Inner Parking Zone, and changes to the key town centre retail and employment zones as defined in the Doncaster Urban Centre Masterplan.

1. Inner Parking Zone

As set out in section 2.3, an inner car parking zone has been formulated based on the key retail and employment zones identified in the Doncaster Urban Centre Masterplan.

Figure 23: Changes to Provision in the Inner Parking Zone 2017 - 2024



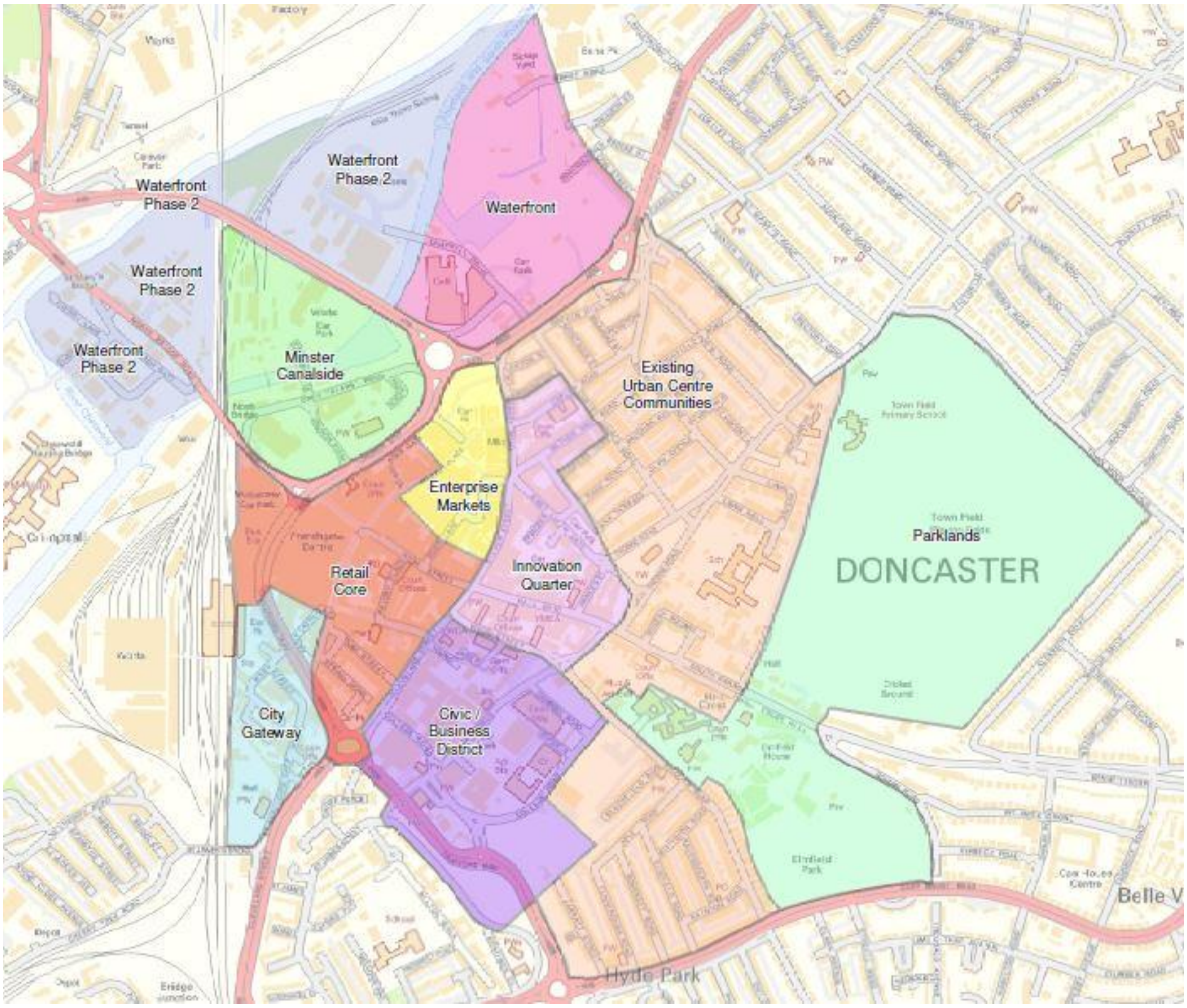
Inner Parking Zone	2017	2018	2019	2020	2021	2022	2023	2024
Total Off-Street Provision	3810	3810	3810	3810	3710	3710	3710	3710

Figure 23 shows changes in parking provision within the inner parking zones. As can be seen, there is little change in provision between 2017 and 2024 in the inner parking zone with a loss of only 100 spaces by 2021. This highlights that the majority of reductions in the town centre occur in the outer parking zone.

2. Doncaster Urban Centre Masterplan: Key Retail & Employment Zones

The Doncaster Urban Centre Masterplan sets out dedicated development zones within the town centre as shown in figure 24.

Figure 24: Doncaster Urban Centre Masterplan Zones

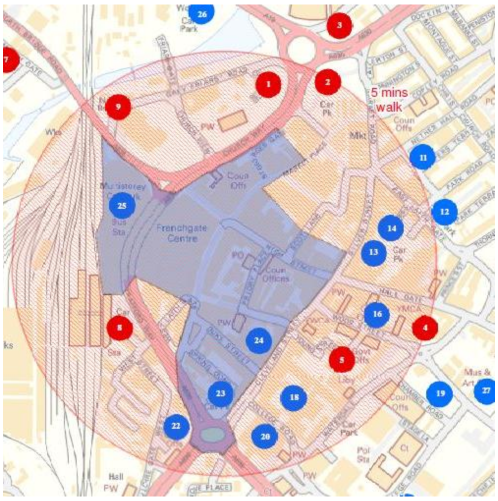


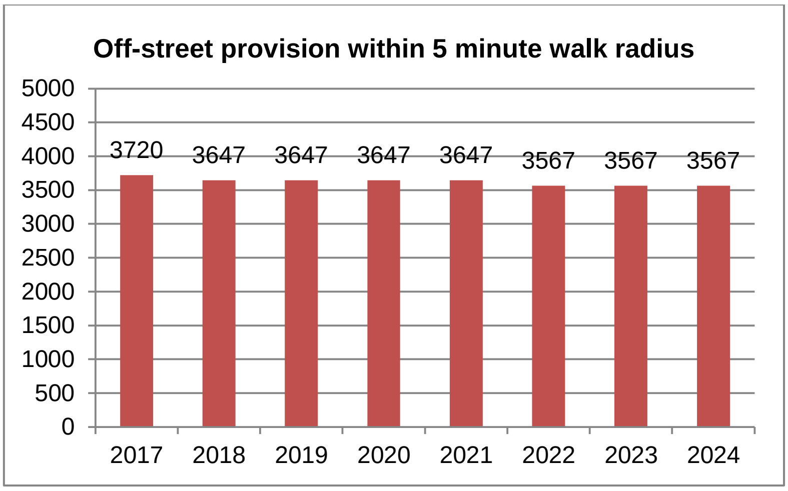
For the purposes of this analysis, 5 key areas have been selected which currently represent the key retail and employment zones in the town centre. These areas are also within the inner parking zone.

Parking provision within a 5 minute walking radius (400 metres) has been calculated for each area. Forecasts for each area to 2024 have been determined based on the development set out in the Doncaster Urban Centre Masterplan.

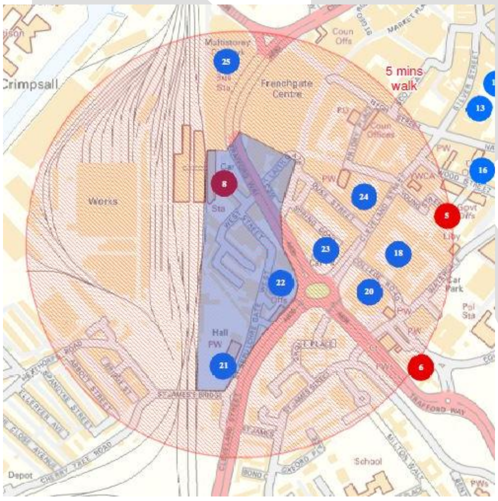
<u>Figure 25: Changes to Parking Provision in Key Retail & Employment Zones</u>

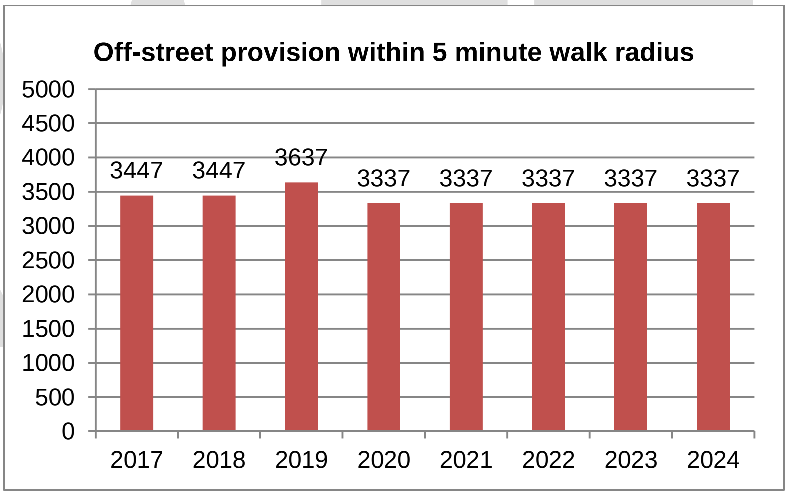
<u>Retail Core</u>



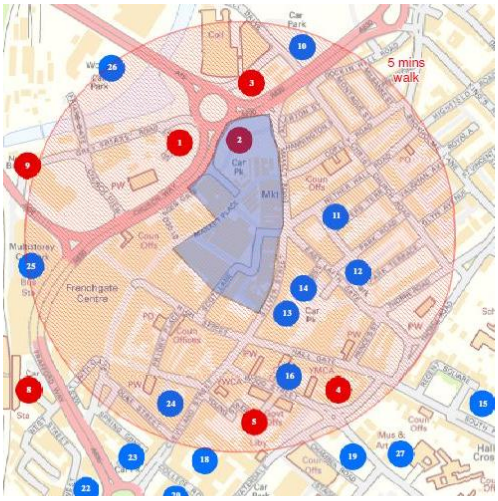


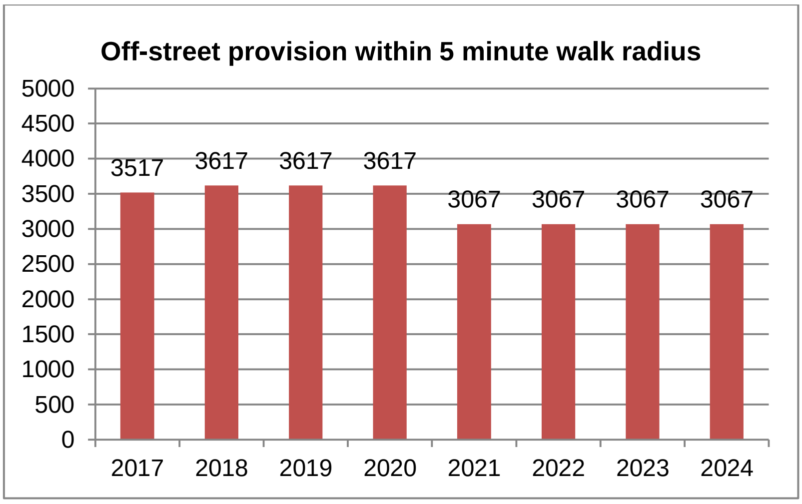
<u>City Gateway</u>



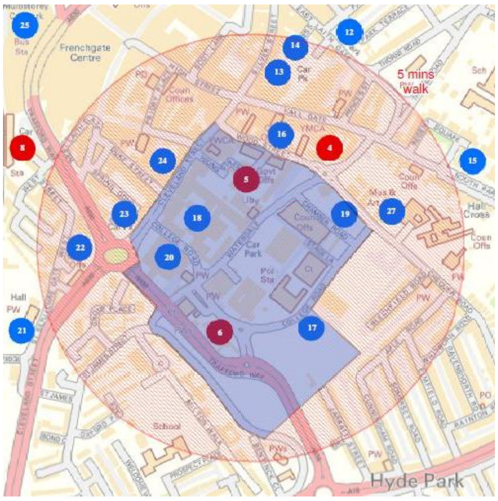


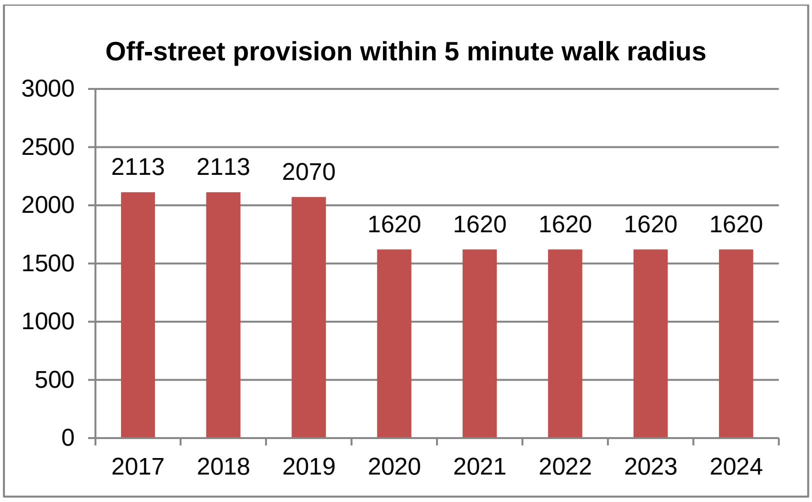
<u>Enterprise Markets</u>



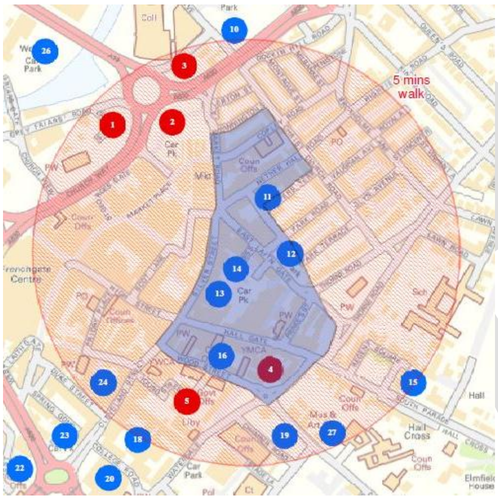


Civic Business District





Innovation Quarter



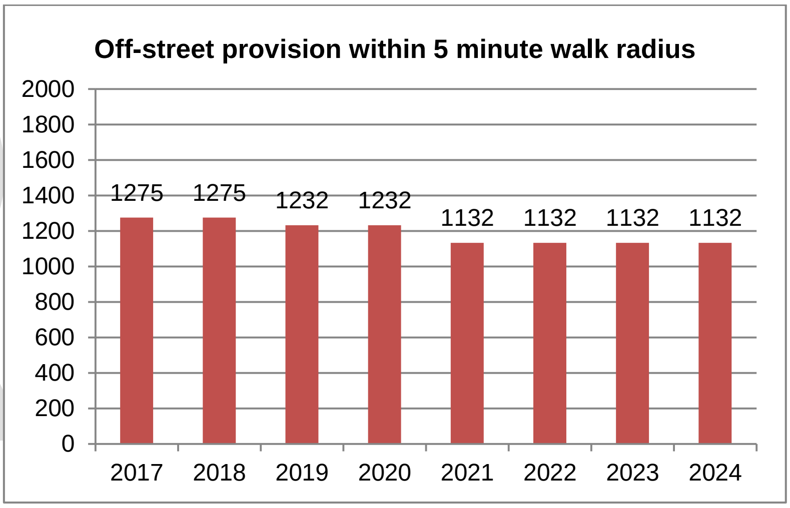


Figure 25 indicates that all 5 areas experience some level of reduction in parking provision by 2024, although decreases in some areas will be small. The Retail Core and City Gateway areas will only experience minor changes in provision, with 4% and 3% reductions respectively. The Innovation Quarter will also see a small loss of parking provision, with a decrease of 143 spaces over the 7 year period. With the majority of off-street car parks currently operating significantly under capacity, the impact of these small losses is likely to be minor.

The Enterprise Markets area will see a slightly large loss in off-street parking provision within the 5 minute walking radius. This is due to the potential redevelopment of Chappell East Car Park. However, this car park is operating under capacity with 37% average occupancy across the week and weekend. The increase in provision at the Markets Car Park as part of the redevelopment should help to provide this additional capacity.

The Civic and Business District area will see a greater loss of off-street parking provision due to the redevelopment of Scarborough House Car Park and Council Houses Car Park. Both this sites currently offer public parking on Saturdays only and occupancy levels are low during these periods. Both sites are also outside the Inner Parking Zones.

Future Provision Conclusion

Based on this analysis, we estimate Doncaster town centre parking stock could reduce to circa 4,500 - 5000 spaces, without viability impacts on the town centre when considering average occupancy and bench marking. It must be noted however that specific car parks, for example the Markets, remain popular and need to be protected. Additionally, the impact of parking reduction in the Civic Business District should be monitored.

To ensure the balance of parking is maintained, it is vital that regularly reviews of provision are carried out. Annual monitoring of car parking in the town centre will be undertaken to assess changes in demand and supply and to assess pricing structures. The findings of these annual reviews will be used to readdress the approach set out in this strategy to ensure equilibrium is maintained between parking provision, parking income for the Council and effective demand management.

The potential losses to town centre car parking stock set out in this review are based on the indicative Doncaster Urban Centre Masterplan document. It should be emphasised that as individual schemes from the Doncaster Urban Centre Masterplan come forward, projects must consider their impact on parking stock, taking into account the findings of this strategy, and implement solutions to impacts as deemed necessary. It is acknowledged that these regeneration schemes may increase the demand to be in the town centre. The impact of these schemes on demand for parking will be monitored through the annual reviews of town centre parking and the approach to parking provision will be reviewed in line with this changes.

The planning process has a significant role in managing and safeguarding parking provision in light of new development and changes in land use. The emerging Local Plan aims to deliver positive sustainable economic, social and environmental development and contains policy provision to ensure all new development supplies appropriate parking to meet the needs of users. The Local Plan specifically supports the management of car parking in town centre with policy to ensure the total number of off-street public car parking spaces within the town centre area is controlled, with additional provision accepted to meet operational need.

When new development in the town centre is proposed, developers are required to consider the implications of schemes on parking provision as part of the development management process. Developers are required to provide Transport Statements or Transport Assessments with applications that may raise transport implication, such as impact parking supply and demand. Consideration is given through these assessments to potential trip generation and parking demand. Developers are expected to determine appropriate mitigation to ensure parking provision is not adversely impacted and set out travel plans to introduce sustainable transport measures to reduce demand. In this way, significant impacts on parking supply in the town centre can be managed ensuring adequate provision is maintained.

3.5 Challenges

Car parking in previous decades had been a major stakeholder issue in Doncaster, as it had in many other areas across the Country. However, parking in the town centre is not as contentious as it once was. Annual traffic count surveys indicate that car usage in the town centre has decreased by 23% over the past decade. This is at odds with overall car usage across the Borough, where traffic count surveys record a 7% increase since 2006.

The demand to be in the town centre has reduced massively over the years and we have seen a shift in how and where people buy goods and services. Online shopping with associated home delivery has increased significantly. Town centres on a national scale have seen the disappearance of independent shops. Pressures on the market in Doncaster have also come from the demand for large superstores to offer everything under one roof.

Car Parking can play a role in attracting visitors to the town centre. It is important adequate information is provided on where to park, people have a positive experience of parking and the location of spaces is accessible to the town centre. The cost of parking is also an important factor. Evidence shows that offering free parking does little to help create a more vibrant town centre and is often used predominantly by commuters for long stay parking. However, ensuring charging levels are in line with regional comparators is significant in attracting visitors to the town centre.

Parking is limited at many of the Borough's rail park and ride facilities. Multi modal journeys have many benefits to the user and to the transport network as a whole. Passenger perception of rail travel begins as passengers approach railway stations and there is a growing awareness in the rail industry that station improvements such as access and parking contribute towards increasing demand for rail travel and modal shift. It is important the parking capacity issues recorded at the Borough's rail park and ride facilities do not have a negative impact on attracting rail park and ride users.

Doncaster has 3 bus park and ride facilities: all of which are operating at well below capacity. It is important that we maximise these assets as they are a useful to tool to encourage sustainable transport and contribute to the overall traffic demand management in the Borough.

Car parking provision in Doncaster appears to be sufficient for the current levels of demand, indicated by the occupancy levels. However, demand is not uniform across car parking sites, which is likely to be down to the location.

Also, there is a very high proportion on long-stay parking within the town centre currently. Long stay parking does not make optimum use of parking resources, as it encourages commuter parking, whom could be enticed to use alternative options such as park and ride facilities. High levels of long stay car park users can reduce availability of spaces for shoppers and visitors, which can have a negative effect on the local economy. Short stay benefits traders by increasing the turnover of customers.

Doncaster town centre, led by the Doncaster Urban Centre Masterplan, is in a period of regeneration and renewal; schemes such as Quality Streets and the Station Forecourt redevelopment, as well as a new Museum and Library in the Civic Quarter are being implemented. These developments are potential trip generators, which could have an impact on the level and type of parking required.

3.6 Recommendations

Parking Provision – Monitoring & Policy Review
1. **Continue to audit and review parking provision levels** Regular assessment of volume of parking stock within the town centre undertaken. This should be assessed against demand to ensure adequate provision to meet needs of the town centre whilst promoting more sustainable transport modes. In particular, monitor the impact of parking reduction and increase demand due to development in the Civic Business District. 2. **Review location and volume of on-street parking** Undertake assessment of location and volume of current on-street parking within town centre to ensure optimum locations and appropriate supply. 3. **Review long stay off-street parking** Long stay parking promoted outside of inner parking zone, reducing the proportion of long stay provided in town centre to optimise use of parking resources to support the local economy and benefits traders by increasing turnover of customers. 4. **Promote short stay parking in Inner Parking Zone** Manage town centre off-street car parking in favour of short stay provision. 5. **Monitor public parking charges to ensure in line with comparator towns** Regular review of parking charges to ensure they are competitively priced in line with comparator towns and income is safeguarded to maintain future investment.
Standards of Provision
6. **Review availability of disabled parking to ensure adequate supply** Monitor distribution and demand of disabled only spaces in town centre to ensure adequate provision. 7. **Ensure any new provision is high quality and secure, and provides efficient, high capacity parking** The development of new off-street car parking supported only where evidence of need is provided, is designed to suitable standard and make efficient use of resources.
Modernisation
8. **Promote use of cashless parking system** Consider implementing an educational promotion on how to use cashless parking systems to encourage use.

9. **Explore opportunities to implement new technologies in car parks**
   Investigate new technologies implemented successfully in other areas, including payment solutions such as Automatic Number Plate Recognition (ANPR) systems. Such technologies could provide cost efficiencies and improve the customer experience.

10. **Increase supply of publically available electric vehicle charging infrastructure.**
    Pursue funding for electric vehicles charging point in convenient and accessible locations and ensure provision in new car park developments through the planning system.

11. **Promote the installation of charging infrastructure that meets the requirements of the user**
    Ensure fast charging infrastructure is prioritised in the Inner Parking Zone to encourage use by short stay users and promote high turnover of charging spaces. Slower charging infrastructure is only appropriate in specific circumstances, such as long stay commuter parking outside of the town centre.

Park and Ride Facilities

12. **Encourage increase in parking capacity at rail park and ride stations where required**
    Work with the South Yorkshire Passenger Transport Executive (SYPTE) and Network Rail to explore opportunities to increase parking at popular rail park and rides.

13. **Promote use of bus park and ride facilities**
    Work with SYPTE and Bus Operators to improve attractiveness of bus park and ride to commuters, this will reduce the demand for long stay parking in the town centres

14. **Consider promotion of park and ride facilities during peak parking demand periods**
    Work with SYPTE and Bus Operators to explore opportunities to encourage use of park and ride during peak parking demand periods during the run up to Christmas, such as advertising campaigns and promotional pricing offers.

15. **Seek funding to install electric vehicle charging at park and rides.**
    Work with partners to explore funding opportunities to provide electric vehicle charging infrastructure are park and ride facilities.

Cycling

16. **Ensure cycle parking is implemented at new developments**
    Where new developments take place in the town centre, ensure inclusive of cycling facilities such as adequate secure cycle parking.

17. **Promote cycling to local business in the town centre area**
Where possible supply local existing businesses with advice and potential match funding to install cycle parking.