

OVERVIEW AND SCRUTINY BOARD

19 OCTOBER 2010

FINAL REPORT OF THE ECONOMIC REGENERATION AND TRANSPORT SCRUTINY PANEL

MATCHDAY PARKING

PURPOSE OF THE REPORT

1. To present the findings of the Economic Regeneration and Transport Panel's review of Match Day Parking.

AIM OF THE SCRUTINY INVESTIGATION

2. The overall aim of the Scrutiny investigation was to consider the extent of the effects of matchday parking on the town centre and investigate the potential solutions.

TERMS OF REFERENCE OF THE SCRUTINY INVESTIGATION

3. The terms of reference for the Scrutiny investigation were as outlined below:
 - (a) To examine the extent of the problem and the areas most affected.
 - (b) To examine what work has been undertaken to date in order to try and solve the problem
 - (c) To discuss what possible solutions could be used to rectify the situation and then to analyse the costs and benefits of those possible solutions.

METHODS OF INVESTIGATION

4. Members of the Panel met formally between 24 April and 11 June 2009 and again in October 2009 to receive an update. In October 2009 the panel heard that a major factor influencing current levels of match day parking was Middlesbrough's relegation from the Premier League in May 2009. This resulted in a reduction in attendances from around 27,000-30,000 in 2008/09 to 17,000-24,000 in 2009/10. The panel therefore agreed to consider the position further at the end of the 2009/10 football season. An update report was submitted to Executive advising of

the panel's position. The panel met formally on 26 July 2010 to receive this further update.

5. The panel received and discussed evidence relating to this investigation and a detailed record of the topics discussed at those meetings are available from the Committee Management System (COMMIS), accessible via the Council's website.
6. A brief summary of the methods of investigation are outlined below:
 - (a) Discussions with officers.
 - (b) Discussions with key stakeholders including Middlesbrough Football Club, Cleveland Police and the University of Teesside.

The report has been compiled on the basis of their evidence and other background information listed at the end of the report.

MEMBERSHIP OF THE PANEL

7. The membership of the Panel was as detailed below:

Up until May 2009 Councillor J Cole (Chair), Mawston (Vice Chair), Bloundele, C Hobson, Lowes, Majid, McIntyre, Rehman and Taylor

After May 2009 Councillor J Cole (Chair), Kerr (Vice Chair), Lowes, Hubbard, Kahn, Mawston, Rehman, Rogers and Taylor

After May 2010 Councillor J Cole (Chair), Taylor (Vice Chair), Bloundele, Lowes, McTigue, Michna, Khan, Rehman and Rogers

BACKGROUND INFORMATION

8. The panel was asked to look at the specific issue of parking on matchdays in Middlesbrough by the Executive Member for Transport to discuss whether there was a solution to the problems the match day parking caused in the streets in the town located near the football stadium.
9. It was noted that when there was a match at the Riverside Stadium it often resulted in about 10,000 extra cars coming into the town centre. This inevitably would lead to people taking advantage of parking for free on land around the ground. Existing car parking provision in the town's pay car parks would already be busy due to use by shoppers on a Saturday.
10. The football club attended the meetings and was keen to be involved in finding a solution because they recognised that they alone could not find a solution to the problem.
11. The football club was in the process of compiling statistics on where fans were travelling from and where they parked in order to attend the match. They were undertaking a web survey of fans' views. The club would then use the analysis of this information as a basis for trying to find a solution to the problem with the help of the club's safety office, the local police, the Council and Middlesbrough College.

12. It was noted that there was a lot of good will by the various organisations involved in working together to try and find a solution.

THE PANEL'S FINDINGS

TO EXAMINE THE EXTENT OF THE PROBLEM AND THE AREAS MOST AFFECTED AND TO EXAMINE WHAT WORK HAS BEEN UNDERTAKEN TO DATE IN ORDER TO TRY AND SOLVE THE PROBLEM

13. The panel arranged a number of meetings in order to discuss the extent of the problem and the possible solutions with the organisations involved.

Middlesbrough Football Club

14. The club were keen to attend the meetings to discuss possible solutions and wanted to actively engage with residents, the Council, the University of Teesside and the Police in order to source possible solutions to improve match day parking for fans and minimise congestion problems across the town. The club considered it was at the centre of the community and had invested approximately £2 million into the community through its programme of work and provided employment for approximately 900 people. As a major contributor to the social and financial fabric of Teesside the club had made a commitment to work alongside its key partners to provide the best possible facilities for fans and the community.

Information from Middlesbrough Football Club

15. The club had undertaken a web survey where a proportionally representative group of supporters was contacted in order to ascertain information on where fans were travelling from in order to get to the Club's home games. In addition to that, the club also sourced everyone who bought a season ticket and checked their home post code.
16. The key findings of this research suggested that 65% of the Middlesbrough supporters surveyed travelled to home games from locations west of the town centre, such as Stockton, Thornaby and Ingleby Barwick.
17. Of the supporters that were surveyed, 83% travelled to home games in a car, either alone or with other supporters. Only 40% of the supporters surveyed paid for their parking.

Implications

18. The survey was very useful and the club acknowledged that it was just a sample of a representative group and that they gave a reasonable representation of the travelling patterns of their home fans. Based on the sample, the following assumptions could be made about fans travel during the 2008/09 season
 - 20,000 travelled to the match by car of which 4,000 travelled alone
 - 8,000-12,000 cars came into the town to bring home fans to games each match day
 - 3,000-5,000 paid to park
 - 5,000-7,000 cars didn't pay
 - 1,800-2,6000 cars parked in the Town Centre and did not pay

Park and Ride

19. The club had considered the possibility of establishing a park and ride scheme and a potential site had been identified in South Bank. The Motorsport Park had an existing over flow car park for about 800 spaces. The club would encourage as many fans as possible to use the scheme, which would have to be of a low cost in order for people to want to use it. The club was keen to work with the council to progress it further and had also spoken to Arriva about the provision of buses for the scheme.

Expanding on site parking at the Riverside Stadium

20. For the 2009/10 season the Club relocated the away coaches to a new site behind the visitors' stand. That had enabled the Club to create an extra 100 spaces, which increased the total number of spaces to 950 for which a competitive annual and match-by-match fee would be charged to supporters.
21. The Club was also exploring the possibility of increasing the number of home coaches that could park close to the stadium which would mean that more fans would have the opportunity to be transported to the game from meeting spots and local pubs

Car Sharing

22. The Club was also keen to support car sharing amongst their supporters. It was estimated that 20% of all supporters travelling to Middlesbrough by car on match days do so alone. From the start of the 2009/10 season the Club were going to promote a car sharing initiative and use media channels to promote the benefits of car sharing. The message would be endorsed by senior staff members and players from the club.

Policing the Ground/Traffic

23. Cleveland Police were invited to the meeting due to their involvement in policing the home matches. The panel was aware that the representatives that attended the meeting were responsible for the safety of those fans at the match and the smooth flow of pedestrian and vehicle traffic before and after the match. However panel members felt that it was important to get the Police's perspective.
24. The Police confirmed that they were involved in matchday parking in and around the ground and were not aware of the problems in the town. Since the transferral of powers to Civil Enforcement Officers, the police are no longer responsible for issuing fines for illegal parking.
25. The Police noted that they had worked with other stadiums regarding the issue of traffic flow but not that of matchday parking. The Police outlined that every ground was unique. There were areas that people parked in and around Docks Road where organisations and businesses opened their car parks to fans for a fee. However even this space would diminish as land is sold for development.
26. The panel discussed the police presence in the residential areas of the town on match days. The panel learnt that in order to provide a presence at the match police officers are taken from other areas and there are a limited amount of spare officers to deploy. Existing officers patrol their beat as per their normal duties. If vehicles are

causing an obstruction in areas then it is a police matter. If cars are parked illegally it is a matter for the Civil Enforcement Officers.

27. It was noted that where so many cars park along streets in the town centre that this caused a build up of traffic because cars were parked along both sides of the roads. This meant effectively there was just one lane of traffic and cars made slow progress getting out of the town as people had to give way and wait for cars to get through.
28. It was agreed at the panel's initial meetings on the topic that the Police and the Council would ensure that Neighbourhood Officers and Civil Enforcement Officers would target areas worst affected by matchday parking for the first couple of months of the 2009/10 season to see it had any effect. However this was not seen as a sustainable solution to the problem and that a number of solutions would be needed and that people had to be persuaded by those solutions to adjust their parking habits.

TO DISCUSS WHAT POSSIBLE SOLUTIONS COULD BE USED TO RECTIFY THE SITUATION AND ANALYSE THE COSTS AND BENEFITS OF THOSE POSSIBLE SOLUTIONS

29. The panel were presented with a number of possible solutions which were as follows

Option	Advantages	Disadvantages
Matchday Residents Parking Scheme	<ul style="list-style-type: none"> • Matchday parking reduced in residential streets closest to the ground • Reduce the problem of obstructive parking on matchdays 	<ul style="list-style-type: none"> • Scheme would need to cover the whole of the eastern town centre including Saltwells Road area, North Ormesby and parts of Cargo Fleet • Scheme would include thousands of properties making it expensive to introduce and administer • Matchday parking displaced to streets outside the residents parking zone • Large number of additional staff would be required to enforce effectively • Expensive variable message signing would be required throughout the zone • Residents would need to obtain permits for a problem that only occurs for a few hours once a fortnight for part of the year
Matchday Park & Ride South Bank Motorsports Park	<ul style="list-style-type: none"> • MFC negotiating with Redcar & Cleveland Council (who own the Mortorsport Park for use of the facility for fans travelling from the east 	<ul style="list-style-type: none"> • Expensive to operate due to cost of providing the necessary bus service • Problems persuading fans to break their journey to the ground

	<ul style="list-style-type: none"> • Reduced demand for parking around the ground • Facility would be operated and funded by the football club and no Council investment would be required • 	<ul style="list-style-type: none"> • to wait for a bus • Limited appeal to fans travelling from other parts of the area • Possible public order issues after the game with all fans wanting to return at the same time
Matchday Park & Ride provided by Middlesbrough Council	<ul style="list-style-type: none"> • Would be located in relation to the road network to intercept the maximum number of fans travelling to the game • Reduced demand for parking around the ground 	<ul style="list-style-type: none"> • No suitable located Council owned land available • Capital cost of providing the facility would be prohibitive • Running costs would be prohibitive • Scheme not viable for the Council
Use of vacant land around the ground for matchday parking	<ul style="list-style-type: none"> • More parking spaces close to the Ground • Possible reduced demand for parking in residential areas 	<ul style="list-style-type: none"> • Requires identification and co-operation of various landowners • Running costs would be prohibitive • Scheme not viable for the Council
Improved Public Transport bus & Rail	<ul style="list-style-type: none"> • Increased frequency and capacity of bus and rail services on matchdays would encourage more fans to travel by public transport • Reduced demand for parking 	<ul style="list-style-type: none"> • Requires co-operation of private operators • Rail companies may have insufficient rolling stock to provide additional services
Subsidised Public Transport for fans	<ul style="list-style-type: none"> • Special rates for season ticket holders would encourage more fans to travel by public transport • Reduced demand for parking 	<ul style="list-style-type: none"> • Requires co-operation of private operators • Scheme would need to be funded
MFC Rail Halt/Metro Stop	<ul style="list-style-type: none"> • Fans would be able to travel to and from the Ground by train • In the longer term a MFC station on the proposed Tees Metro could provide a high capacity frequent service for fans • Reduced demand for parking 	<ul style="list-style-type: none"> • Long term high cost option • Requires the agreement of rail operators • Middlesbrough Station only a few minutes walk from Ground • Rail halt would have capacity issues

Option	Advantages	Disadvantages
Pub Park and Ride	<ul style="list-style-type: none"> • Many pubs already provide minibus/coach services to transport fans to and from the game • This facility could be expanded to operate from pubs right across the area providing numerous small Park & Ride sites for fans travelling from all parts of the region • Reduced demand for parking 	<ul style="list-style-type: none"> • Private arrangements by pubs and clubs over which the Council has little control • Existing access to the ground for coaches to drop off and pick up fans would need to be improved
Use of University & Middlesbrough College for matchday parking	<ul style="list-style-type: none"> • Would make use of parking facilities currently underused at weekends • The existing car parks would mean no additional investment was needed • Could reduce demand for parking in some residential areas 	<ul style="list-style-type: none"> • University car parks too remote from Ground to be popular with fans • University and Collage would wish to charge for parking
MFC Travel Plan	<ul style="list-style-type: none"> • Improved parking facilities at the ground for cycles and motorcycles • Could encourage fans to travel by cycle or motorcycle • Mechanisms for delivering other initiatives 	<ul style="list-style-type: none"> • Limited impact on matchday parking demand
Effect of relegation to Championship	<ul style="list-style-type: none"> • Reduction in average attendance from 25,000-30,000 down to 12,000-15,000 	<ul style="list-style-type: none"> • Long term measures need to be sought in case of promotion back to the Premiership

30. With regard to Matchday parking schemes, it was difficult to compare Middlesbrough's position with that of other towns where matchday parking has been a problem and for where a matchday parking scheme has been implemented. The panel learnt that this was because many of those schemes had been funded through monies given by the clubs as part of the requirement for the planning permission of their new stadium.

31. The Club is in contact with other clubs and had, for example, visited Derby County to examine the matchday parking situation there. However in the case of Derby the stadium is situated on an industrial estate where there is plenty of free parking.
32. The panel discussed the development of a multi-storey car park near the ground. It was recognised that people were essentially creatures of habit, people don't want to pay to park and they want to get away quickly, therefore the development of a multi-storey car park would be of no benefit and would be a very costly solution to a problem that occurred on alternative Saturdays for a few hours

Residents Parking Scheme

33. One option that was suggested was the introduction of a residents' parking scheme to be introduced across the areas affected. However the cost of implementing such a scheme needed to be taken into consideration. By way of comparison the scheme introduced into some parts of the University ward cost in the region of £140,000. In order to implement a scheme across a wide ranging area such as the one needed to cover areas affected by match day parking would cost approximately £500,000.

Park and Ride

34. The panel discussed the potential development of a park and ride scheme. It was noted that one possibility could be land available at Teesside Park, where people could park and then use the footbridge over the A66 to then pick up coaches from Stockton Road.
35. Another possibility could be the use of the scheme in Cannon Park Way which the University of Teesside has developed for use by staff/students during the week and for which fans may be able to use at weekends. However there was the issue of who would fund the park and ride buses at the weekend and whether or not a nominal charge would cover the cost for the bus. For example the Middlehaven Mover, which is a small bus that transports people between key sites in Middlesbrough town centre and is funded by One North East costs £70,000 per year to run.

Car Sharing

36. The panel discussed how car sharing might reduce the number of cars coming in to the town and the panel learnt of a scheme called 2plus travel. This is a website for people to register their journeys and either propose to offer a lift or receive a lift. Fans can register their journeys and car share to the ground. The Council and Middlesbrough Football Club agreed to work together to promote this initiative.

Detailed Surveys of the main problem areas

37. Based on the evidence received by the Panel prior to end of the 2008/09 football season it was clear that match day parking was an issue within the town. Following Middlesbrough FC's relegation from the Premiership in May 2009 however, attendance figures reduced significantly, as did the demand for parking.
38. In order to inform the panel's investigation officers from the parking enforcement team were asked to carry out a number of observations in the most sensitive areas around the ground both before and during various Saturday afternoon home games of Middlesbrough FC's 2009/10 Championship Season.

39. Matchday attendances when the observation exercises were undertaken were as follows: - 30 January 2010 (attendance 17,865), 13 March (attendance 27,342) and on the 24 April (attendance 20,771).
40. A number of residential streets in close proximity to the football stadium were surveyed at 11.00am and 3.15pm on Saturday matchdays, with the main findings from the exercise as follows:
- Saltwells Road / Lytton Street – Fully parked up at the northern end only with no dangerous or obstructive parking observed.
 - Park Vale Road/Croyden Road – Some matchday parking taking place but no dangerous or obstructive parking seen.
 - North Ormesby – Some parking around the market place but again no dangerous or obstructive parking observed.
 - Middlehaven – Much on street parking observed particularly in those streets closest to the pedestrian access to the Riverside Stadium such as Vulcan Street and Dock Street. This area appears to be becoming increasingly popular for matchday parking.
41. It was advised that whilst many of the roads do see an increase in parked vehicles related to football matches, this additional parking lasts for no more than 3 hours and is causing no significant road safety or traffic management problems. The Police also reported no major problems in these areas. The panel heard that matchday parking in Saltwells Road, Croyden Road and Park Vale Road does create inconvenience for residents but this lasts no longer than 3 hours approximately once a fortnight during the football season.
42. The panel heard that the opening of the new access Road into Riverside Park from Newport Roundabout has made it much easier for match traffic to get into and out of the area after the game. It is anticipated that in the 2010/11 season an increasing proportion of matchday parking will take place in the Middlehaven area, which should have the beneficial effect of reducing the number of vehicles parking in the residential areas of the town.
43. The Football Club advised that the average attendance during the 2009/10 season was 19,600 and the Club is expecting similar levels of attendance for 2010/11. Research undertaken by the Club indicates that 65% of supporters travel to home games from locations west of the town centre - Thornaby, Stockton and Yarm and work to secure a Park and Ride scheme in that area is ongoing. A number of leads are being followed up although a scheme will not be in place for the start of the season.
44. Reference was made to the promotion of car sharing and it was confirmed that the Football Club is able to make use of the 2plus travel website. It was also advised that discussions are to take place with the Football Club with a view to providing parking advice in match day programmes and on the Club's website.
45. In terms of car parking provision and capacity within town centre car parks on weekend match days the panel was advised that no issues were reported in 2009/10. At present there is sufficient availability within the town centre to accommodate the current level of demand.

CONCLUSION

46. Based on evidence given throughout the investigation the Panel concluded:

- a) In terms of the extent of the problem the panel was initially asked to look at this issue by the Executive Member for Transport in 2008/09 at a time when match days resulted in an extra 10,000 cars coming into the town centre. Middlesbrough's relegation from the Premiership in May 2009 has had a significant impact on that level of demand.
- b) The evidence indicates that although there is still an increase in the number of cars coming into the town centre on match days the additional parking required is not causing significant road safety or traffic management problems. It was acknowledged that matchday parking in Saltwells Road, Croyden Road and Park Vale Road does create inconvenience for residents but this lasts no longer than 3 hours approximately once a fortnight during the football season.
- c) At present the town centre is able to cope with the level of demand for parking on match days in town centre car parks however, the panel recognises that problems could again arise if Middlesbrough is promoted to the Premiership at the end of the 2010/11 season. The panel is firmly of the view that a long-term solution is needed.
- d) Since the panel commenced its review of this topic the Council, Football Club, Police and University have worked collectively to explore possible solutions and it is accepted that there is no one solution to this issue.
- e) Prior to the start of the 2009/10 season a number of steps were taken by the Football Club to increase parking provision at the ground, with 100 additional parking spaces made available.
- f) The Football Club has also worked proactively with partners to look at the feasibility of establishing a match day park and ride scheme. A number of options have been considered and work in this area is ongoing. These include setting up a scheme at South Bank Motorsports Park, making use of the scheme developed by the University of Teesside at Cannon Park Way and developing a scheme to the west of the town centre where 65% of fans travelling by car arrive from.
- g) The potential for the introduction of a residents parking scheme was discussed. However, the disadvantages of introducing a scheme appear to outweigh the advantages. There would also be significant cost implications and in the current economic climate this is not perceived as a viable option.
- h) The panel acknowledged that the opening of the new access Road into Riverside Park from Newport Roundabout has had a positive impact and made it much easier for match day traffic to get into and out of the area after the game. It is envisaged that the proportion of matchday parking in the Middlehaven area will increase during the 2010/11 season, which should have the benefit of reducing the number of vehicles parking in the residential areas of the town.

- i) Throughout the Panel's review it was clear that in order to address the problems posed by match day parking supporters need to be persuaded to changes their parking habits. Increased use of public transport, car sharing schemes and park and ride are all key to tackling the issues raised.

RECOMMENDATIONS

47. That the Economic Regeneration and Transport Scrutiny Panel recommends to the Executive:
 - a) That work to highlight the alternative modes of transport for home supporters attending the Riverside be continued particularly in relation to the promotion of the car sharing scheme and available public sector transport provision.
 - b) That a long-term solution be developed in anticipation of the potential for the Football Club to return to the Premiership, specifically in relation to the development of a park and ride scheme to the west of the town centre from where the majority of home supporters travel by car.
 - c) That on the basis of the results of the 2009/10 season occasional matchday parking surveys be continued during the 2010/11 season to monitor any changes in parking habits and to identify any specific traffic management or road safety problems that may arise.

ACKNOWLEDGEMENTS

48. The Panel is grateful to all those who have presented evidence during the course of our investigation. We would like to place on record our appreciation, in particular of the willingness and co-operation we have received from the below named:

- Brian Glover, Head of Transport and Design Services, Middlesbrough Council
- Derek Gittins, Network Service Manager, Transport and Design Services, Middlesbrough Council,
- Steve Webster, Group Leader Parking Solutions, Middlesbrough Council
- Anthony Emmerson, Head of Supporter Services, Middlesbrough Football Club
- Simon McDonald, Supporter Services Supervisor, Middlesbrough Football Club
- Gary Stephenson, Chief Inspector, Cleveland Police
- Warren Shephard, Inspector, Cleveland Police
- Ann Hollifield, Town Centre Operations Officer, Middlesbrough Council
- Mark White, Head of Vice Chancellor's Office, University of Teesside

COUNCILLOR JOHN COLE

CHAIR OF THE ECONOMIC REGENERATION AND TRANSPORT SCRUTINY PANEL

August 2010

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BACKGROUND PAPERS

The following background papers were consulted or referred to in the preparation of this report:

- Agenda, reports and minutes of the Economic Regeneration and Transport Scrutiny Panel meetings – 24 April, 29 April, 11 June, 19 October 2009 and 26 July 2010.