

City of Bradford Metropolitan  
District Council  
**Bradford City Centre**  
Parking Study

Issue 2 | 19 August 2016

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 243062

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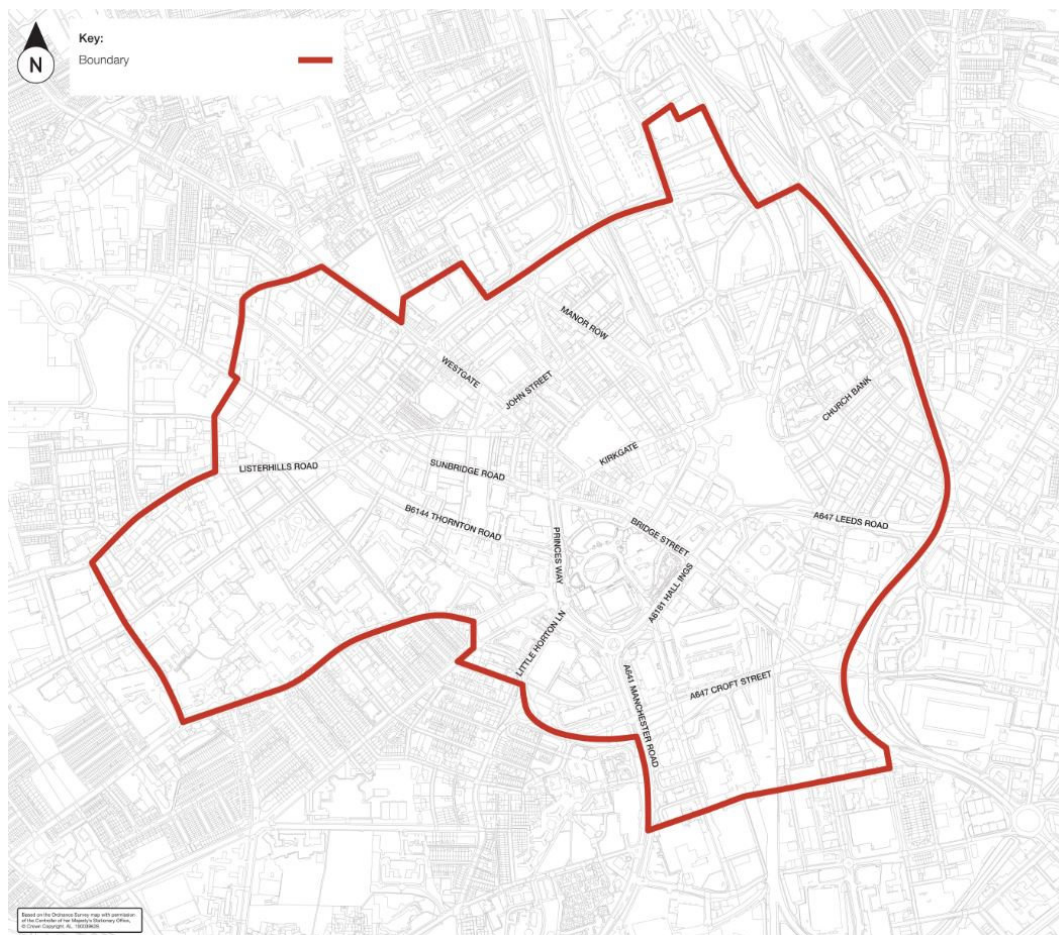
# 1 Introduction

## 1.1 Overview

Ove Arup and Partners Ltd (Arup) has been appointed by City of Bradford Metropolitan District Council (CBMDC) to prepare the Bradford City Centre Parking Study to inform the decision making process and the City Centre Area Action Plan.

The study focuses on car parking that is available to the public and includes both Council and publically accessible privately operated car parks. The area considered in this study is shown on Figure 1 however consideration has been given to conditions at the fringe of the city boundary where it may influence the use of car parking within the study area.

**Figure 1: City Centre Boundary Plan**



*An enhanced version of Figure 1 is appended to this report.*

## 1.2 Background

The purpose of this report is to prepare a City Centre Parking Study to become part of the evidence base for Bradford City Centre Area Action Plan to support the aspirations of the city, as well as to accord with the National Planning Policy Framework (NPPF). This requires CBMDC to ensure that the Local Plan is based on adequate, up-to-date and relevant evidence taking full account of relevant market and economic signals. In accordance with the NPPF, the City Centre Parking Study will be used as part of the wider assessment of the quality and capacity of infrastructure for transport and the ability to meet forecast demands.

The Bradford City Centre Area Action Plan (AAP) is being prepared as part of the Local Plan for Bradford and will guide the transformation of the City Centre up to 2030. It will also influence decisions about transport, infrastructure, community facilities, economic development and future investment. In 2014, Arup was commissioned by CBMDC to prepare an update to the City Centre and Canal Road Area Actions Plans infrastructure studies.

## 1.3 Methodology

### 1.3.1 Review of Baseline Data

A review of the baseline data has been undertaken to understand the current parking situation. This has identified issues within the City Centre, the impact of existing and emerging strategy/policy and future development growth, and to provide a well-balanced strategy for parking within the City Centre.

In addition to considering existing parking policy the study takes into account other relevant planning policy documents such as the emerging Core Strategy, which is currently undergoing Major Modifications following Examination in Public, West Yorkshire Local Transport Plan 3 and the related Bradford Local Implementation Plan 2011-2026.

### 1.3.2 Assessment of Future Demand and Supply

Whilst the study focuses on reviewing the parking strategy based on existing conditions, it gives regard to how planning policy impacts on future parking demand and supply.

## 1.4 Overview of Process

An overview of the approach taken in this study is outlined as follows:

1. A review of the existing City Centre parking provision, including quality and fee structure, and identify current parking issues relevant to the study.
  - (a) Understand the existing parking situation based on existing data and site visits (baseline data analysis)
  - (b) Consult with officers/ other stakeholders

2. A review of the impact of existing and emerging strategy, policy and future development growth on parking.
  - (a) Identify confirmed and potential development led-changes over the next 15 years.
  - (b) Identify strategy and policy directions for parking.
  - (c) Consider other influences.
  - (d) Assess likely impact of a, b and c above on future parking supply and demand
3. A balanced parking strategy based upon a number of parameters identified in the scope.
  - (a) Formulate parking strategy to accommodate authority's future parking and development objectives against future parking supply and demand

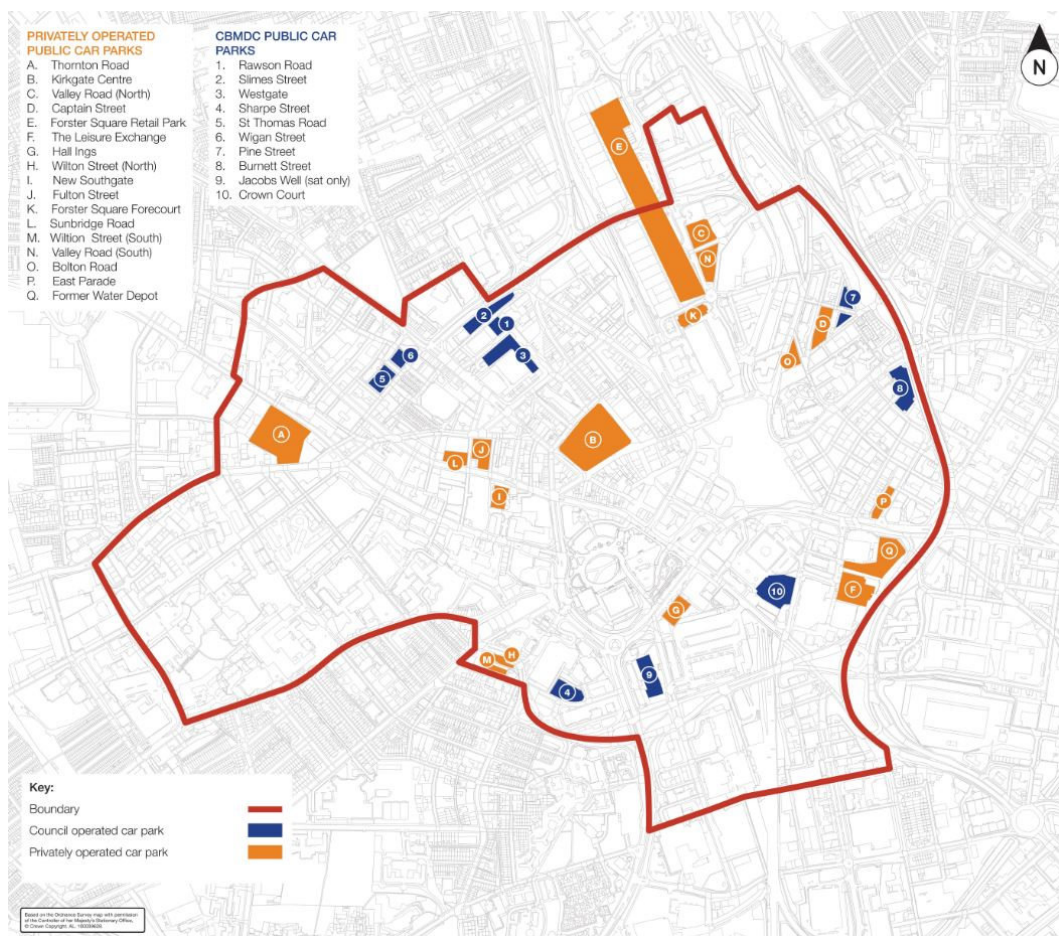


## 2 Existing Car Parking Provision

### 2.1 Baseline Data

In order to gain an understanding into the current publically available car parking provision within the city centre, a review of the available data for existing Council operated off-street parking, privately operated off-street parking and Council operated on-street parking has been reviewed. Currently, a total of 5,487 off-street and 2,133 on-street public car parking spaces are provided within the city centre boundary. Figure 2 shows the locations of the car parks and a plan showing on street parking is contained in Appendix A.

**Figure 2: Car Park Locations**



*An enhanced version of Figure 2 is appended to this report.*

To inform the parking demand assessment, data has been gathered from the following sources:

- Peak car park usage provided by CBMDC.
- Parking accumulation data provided by CBMDC.
- Traffic cordon counts in the Bradford Monitoring Report 2015 provided by CBMDC.



A site visit and snapshot occupancy survey of the local authority car parks was undertaken on Wednesday 29th April 2015 to identify site related potential issues that could influence parking demand. Further snapshot occupancy surveys were undertaken on Saturday 28th and Sunday 29th June 2015 (between the hours of 11:00 – 14:00 hours) to ascertain the level of parking demand during the weekend. The snapshot occupancy surveys have been used to supplement the parking data provided by CBMDC. A copy of the survey data is contained in Appendix B.

## 2.2 Car Park Data Limitations and Assumptions

The data provided by CBMDC for the off-site car parks provide total capacity and peak occupancy. It is not possible to establish the actual time period over which peak occupancy occurs for each of the car parks using this data.

Data for five privately operated off-street public car parks provides occupancy and duration of stay for a 12 hour period from 07:00 hrs to 19:00 hrs on a weekday. By using the data from the five privately operated car parks the overall period of peak demand is identified as 11:00hrs - 14:00 hrs.

**Assumption:** It is assumed that similar accumulation profiles apply to similarly located/purposed car parks and therefore the period 11:00hrs - 14:00 hrs represents the time of peak demand for parking across the study areas.

The data provided for the off-site car parks have been recorded on different days of the week (Monday to Saturday).

**Assumption:** It is assumed that the data for each car park represents a typical day's operation.

The snapshot car park surveys undertaken on a Wednesday, Saturday and Sunday show that currently overall parking demand in Bradford city centre is greater on a weekday than at the weekend. Therefore the focus of this study is on the weekday demand and future forecast.

A review of the snapshot survey data against the available CBMDC data shows a close correlation overall and therefore the snapshot survey undertaken on Wednesday 29th April 2015 has been used where possible as this provides a demand baseline across all open surface car parks and has been collated more recently.

**Assumption:** It has been assumed that weekday parking demand is greater than at weekends unless specified otherwise.

## 2.3 Existing off-street car parking

### 2.3.1 Open Surface Car Parks

CBMDC operates nine public car parks within the city centre with a total provision of 1,095 spaces during the week (during the weekend an additional 198 spaces are available at Jacob's Well). Additionally there are 16 public car parks within the study area that are run by private operators – these offer 4,392 spaces

and vary in quality from unpaved and unmarked car parks to ones that have Park Mark status.

Therefore a combined total of 25 car parks within the city centre study area offer in the order of 5,487 spaces during the week. Tables 2.1 and 2.2 list the CBMDC and privately operated car parks, respectively, and the location of these are shown on Figure 2. The occupancy for each car park during the assumed peak operation is also summarised in Tables 2.1 and 2.2.

**Table 2.1: CBMDC Operated Public Car Parks**

Ref.	Car Park	Total capacity (Spaces)	Occupancy (Spaces)	% Occupied (Daytime)	Day of Survey
1	Rawson Road	35	21	60%	Wed
2	Simes Street	77	27	35%	Wed
3	Westgate	404	117	29%	Wed
4	Sharpe Street	98	98	100%	Wed
5	St Thomas Road	102	28	27%	Wed
6	Wigan Street	43	7	16%	Wed
7	Pine Street	40	1	2.5%	Wed
8	Burnett Street	116	54	47%	Wed
9	Jacobs Well	Weekend Only			
10	Crown Court	180	60	33%	Wed
<b>Total</b>		<b>1,095*</b>	<b>413</b>	<b>38%</b>	

\*1,293 spaces including Jacobs Well.

Source: Car park capacity information taken from CBMDC website ([https://www.bradford.gov.uk/asp/carparks/carparks\\_b.asp](https://www.bradford.gov.uk/asp/carparks/carparks_b.asp)) accessed 22/04/2015 and occupancy data taken from site visit and data provided by CBMDC

**Table 2.2: Privately Operated Public Car Parks**

Ref	Car Park	Total capacity (Spaces)	Occupancy (Spaces)	% Occupied (Daytime)	Day of Survey
A	Thornton Road	100	39	39%	Wed
B	Kirkgate Centre	650	375	58%	Mon
C	Valley Road (North)	83	70	84%	Wed
D	Captain Street	100	21	21%	Wed
E	Forster Sq Retail Park	1,074	900	84%	Wed
F	The Leisure Exchange	996	401	40%	Mon
G	Hall Ings	526	363	69%	Thu
H	Wilton Street (North)	12	15	125%	Wed
I	New Southgate	432	335	78%	Thu

J	Fulton Street	80	80	100%	Wed
K	Forster Sq Forecourt*	69	69	100%	Wed
L	Sunbridge Road	30	30	100%	Wed
M	Wilton Street (South)	40	40	100%	Wed
N	Valley Road (South)	60	55	92%	Wed
P	East Parade	40	32	80%	Wed
Q	Former Water Depot	100	50	50%	Wed
<b>Total</b>		<b>4,392</b>	<b>2,875</b>	<b>65%</b>	

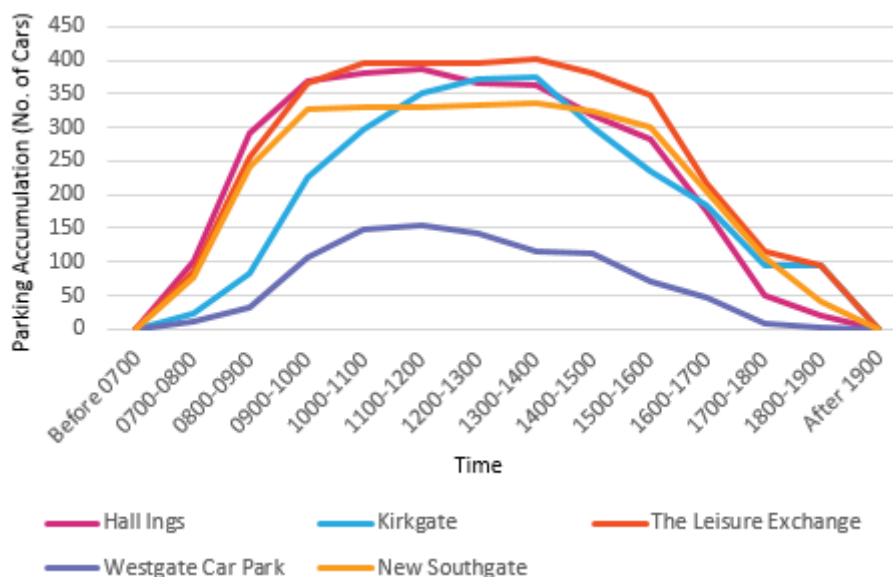
\*rail users only Source: site visit and data provided by CBMDC

### 2.3.2 Multi-Storey Car Parks

Hourly occupancy survey data have been provided for five privately operated car parks. The occupation profile of these car parks are shown in Graph 2.1.

The surveys were conducted on different days between 24th November and 15<sup>th</sup> December 2014. All surveys were undertaken on a Monday with the exception of the one at the Leisure Exchange which was undertaken on a Thursday.

**Graph 2.1: Parking Accumulation at Five Privately Operated Multi-Storey Car Parks**



Source: Data supplied by CBMDC

Graph 2.1 shows that peak accumulation at the five multi-storey car parks is achieved between 11:00hrs and 14:00hrs. Graph 2.2 shows the percentage occupancy for all publically available car parks within Bradford city centre. It shows the combined peak utilisation across all car parks to be around an average 60%.

The data for the privately operated car parks show that around 60% of the available capacity is used and indicate, based on the accumulation data for the five car parks, to operate at its peak between 11:00hrs and 14:00hrs.

Duration data for the five car parks is shown in Table 2.3. This shows that the Kirkgate and Westgate car parks generally cater for short stay trips with 79% and 74% respectively staying for less than two hours. This is understandable as these car parks are located near the main shopping areas in the city and implies use by shoppers. Hall Ings and New Southgate are mainly long stay with 42% and 62% respectively staying more than 8 hours. This implies commuter use. The Leisure Exchange has a mix of short and long stay with 34% of customers staying less than 3 hours and 48% of customers staying more than 7 hours. This implies this car park has a mix of leisure users and commuters.

**Table 2.3: Duration Data for Five City Centre Multi-Storey Car Parks**

Car Park	Less than 1 hour	1-2 hours	2-3 hours	3-4 hours	4-5 hours	5-6 hours	6-7 hours	7-8 hours	8-9 hours	Over 9 hours
Hall Ings	7%	7%	9%	6%	4%	6%	5%	14%	19%	23%
Kirkgate	38%	41%	10%	3%	1%	1%	2%	0%	2%	1%
The Leisure Exchange	8%	18%	8%	6%	4%	4%	4%	10%	25%	13%
Westgate Car Park	38%	36%	9%	4%	1%	2%	2%	2%	4%	3%
New Southgate	2%	3%	2%	2%	5%	5%	4%	14%	37%	26%

Source: Data supplied by CBMDC

## 2.4 Usage by Land Use

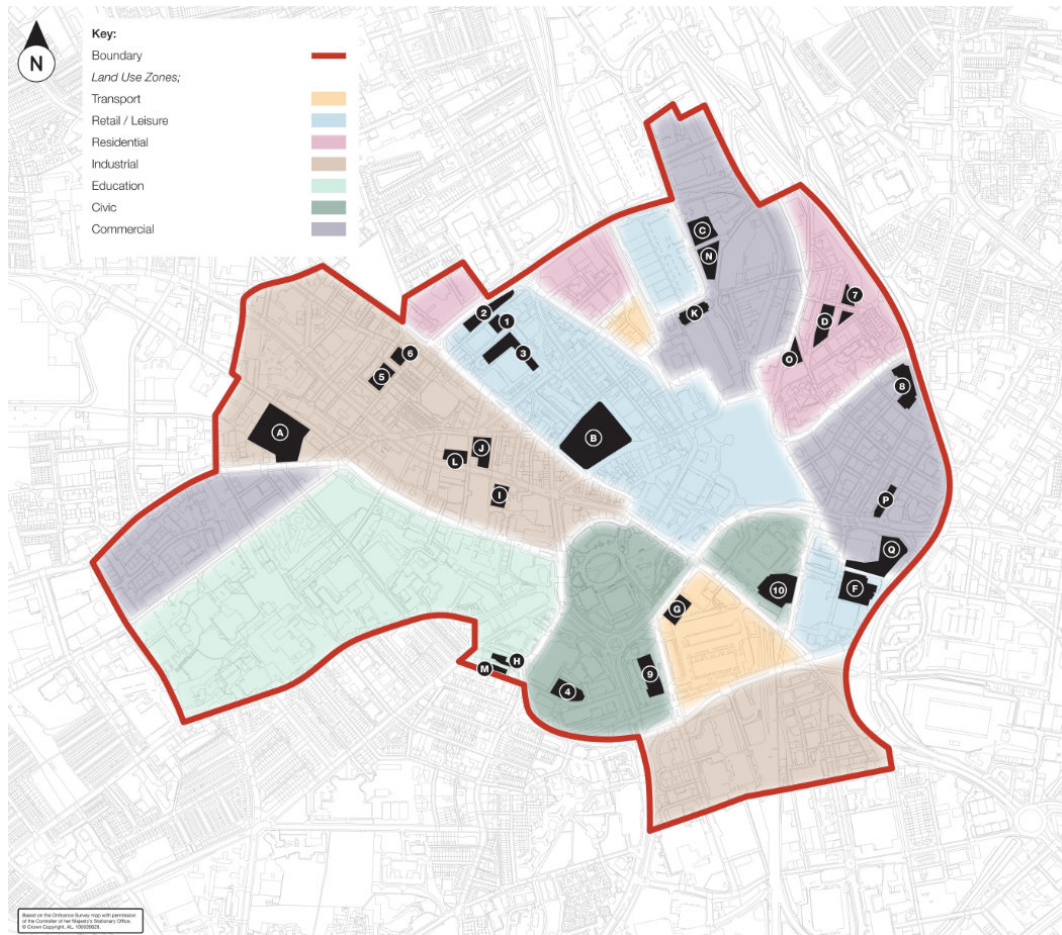
Snapshot surveys of all Council and privately operated open surface car parks which are available for public use was undertaken on Wednesday 29th April, Saturday 28th and Sunday 29th June 2015. The results of the surveys are shown in Tables 2.1 and 2.2 for the weekday and Table 2.4 summarises percentage occupancy for the surveyed weekday and weekend. The surveys included occupancy levels at Forster Square Retail Park due to the significant number of spaces available to shoppers and the potential influence on shopper trips.

**Table 2.4: Snapshot Survey Utilisation of Open Surface Car Parks**

Car Park	Utilisation			Predominant Journey Purpose
	Wednesday	Saturday	Sunday	
1 - Rawson Road	60%	94%	29%	Shopping
2 - Simes Street	35%	40%	13%	Shopping
4 - Sharpe Street	100%	33%	72%	Shopping / cultural uses
5 - St Thomas Road	27%	5%	0%	Commuter
6 - Wigan Street	16%	2%	0%	Employment
7 - Pine Street	3%	3%	0%	Commuter
8 - Burnett Street	47%	10%	0%	Employment
9 - Jacobs Well	-	29%	16%	Employment / shopping on Saturday
10 - Crown Court	33%	17%	8%	Mixed
A - Thornton Road	39%	1%	0%	Commuter
C - Valley Road (North)	84%	35%	6%	Mixed
D - Captain Street	21%	100%	0%	Commuter
E - Forster Sq Retail Pk	84%	86%	82%	Shopping
H - Wilton Street (North)	125%	33%	42%	Mixed
J - Fulton Street	100%	41%	6%	Employment
K - Forster Sq Forecourt	100%	48%	10%	Employment
L - Sunbridge Road	100%	20%	3%	Employment
M - Wilton Street (South)	100%	8%	3%	Mixed
N - Valley Road (South)	92%	15%	2%	Mixed
P - East Parade	80%	15%	0%	Employment
Q - Former Water Depot	50%	27%	1%	Employment
<b>Average Across All Car Parks</b>	<b>63% (1,698)</b>	<b>51% (1,377)</b>	<b>39% (1,044)</b>	-

Figure 3 shows the location of car parks against the predominant land use in the city centre. This shows a clear pattern with car parks located in the city centre (either the 'civic and cultural district' around the Town Hall and Media Museum or in the shopping area around the Market) being the busiest. The quietest car parks are to the north east of the city centre around Captain Street.

**Figure 3: Land Use Context**

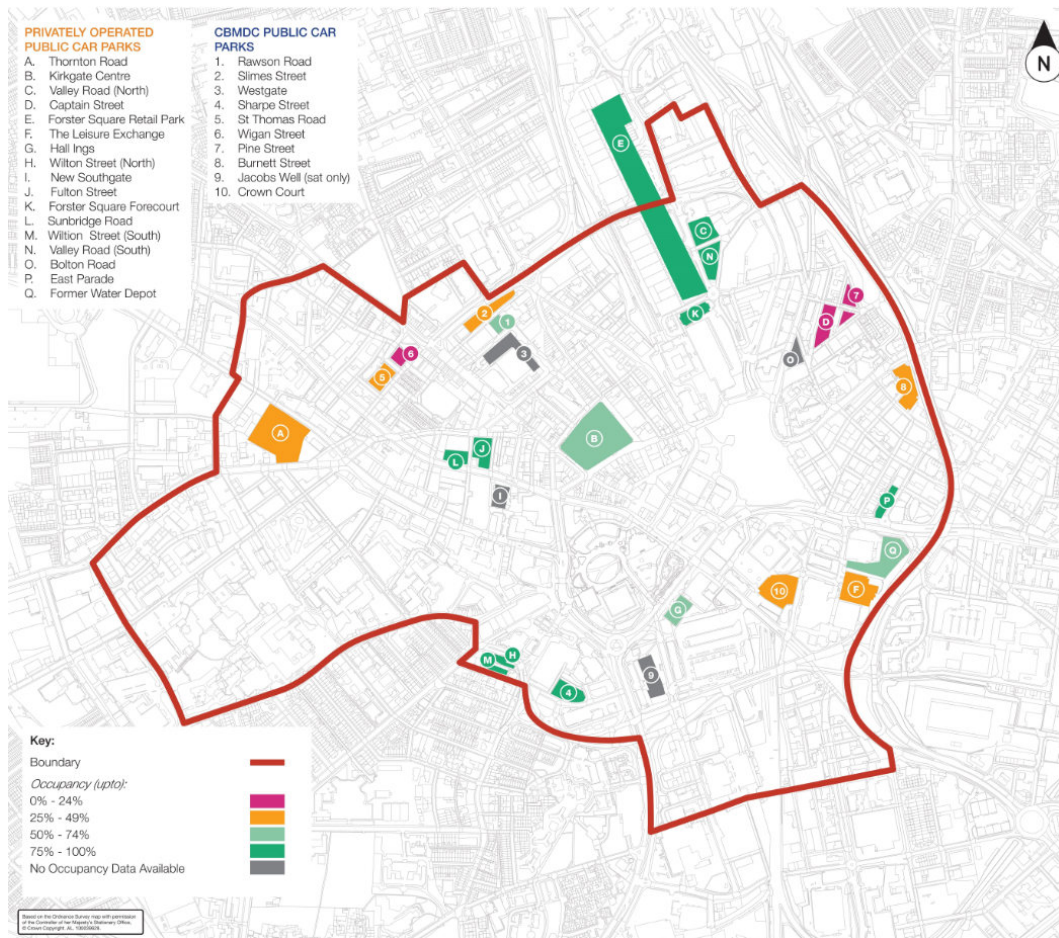


*An enhanced version of Figure 3 is appended to this report.*

Figures 4, 5 and 6 present heat maps of car park occupancy on the weekday, Saturday and Sunday respectively. Our assessment of the predominant journey purpose served by each car park, based on data and observations, is also summarised in Table 2.4.

Figure 4 shows that during the week, the car parks that are located within the northern, central and southern parts of the city centre are generally at between least 50% occupied and the car parks that serve a mixture of journey purposes are generally very well utilised (above 75%).



**Figure 4: Parking Occupancy Heat Map – Weekday**

*An enhanced version of Figure 4 is appended to this report.*

Figure 5 shows that on Saturday, the Forster Square Retail Park car park is very well utilised and coincides with retail activity at the weekend. The car park limits parking to a maximum 1 and a half hours to discourage users parking for other activities other than shopping at the retail park.

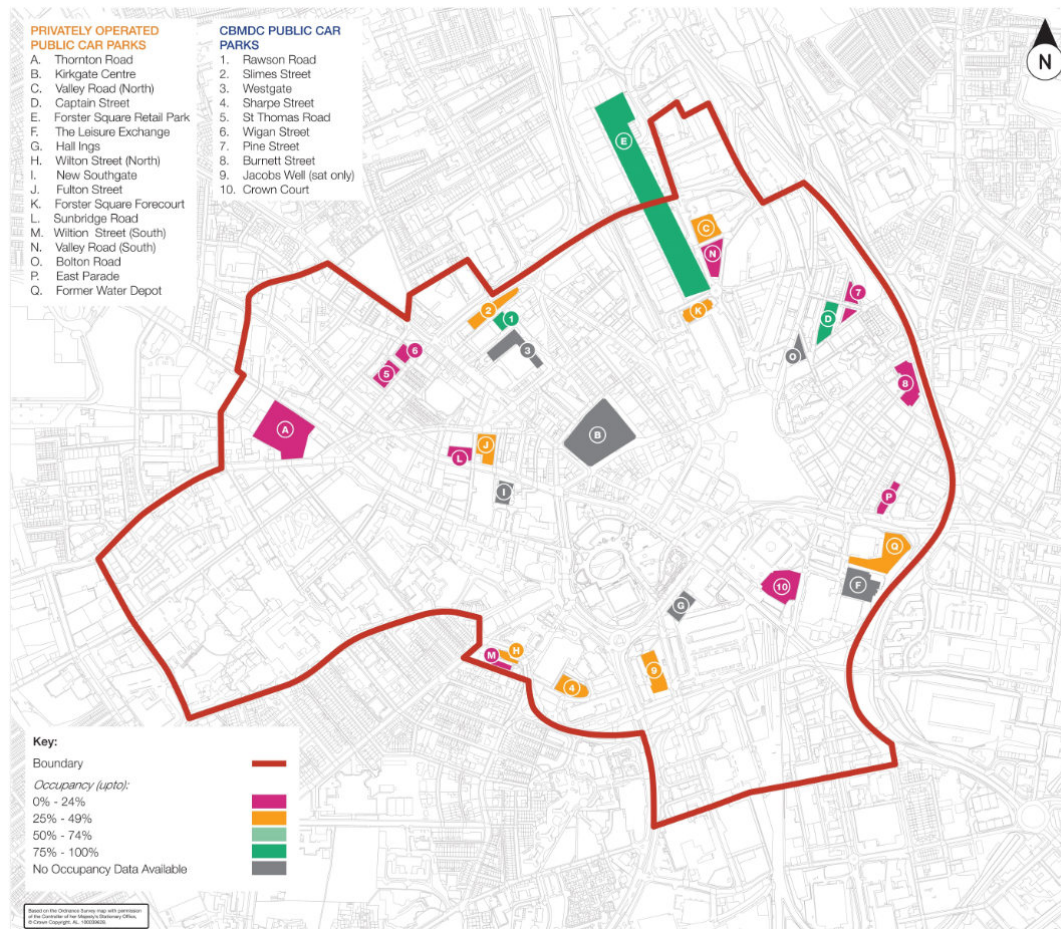
The car park at Rawson Road is shown as at least 50% utilised and is likely to be driven by retail activity.

Captain Street is also shown on Figure 5 to be well utilised. This car park has a flat rate charge all day parking and therefore suggests that users are likely to park for more than 3 hours.

Parking within the remaining areas of the city centre is shown to be less than 50% occupied with some car parks observed to be at least 25% occupied within the southern and western parts of city centre and likely to be driven by cultural/leisure uses.



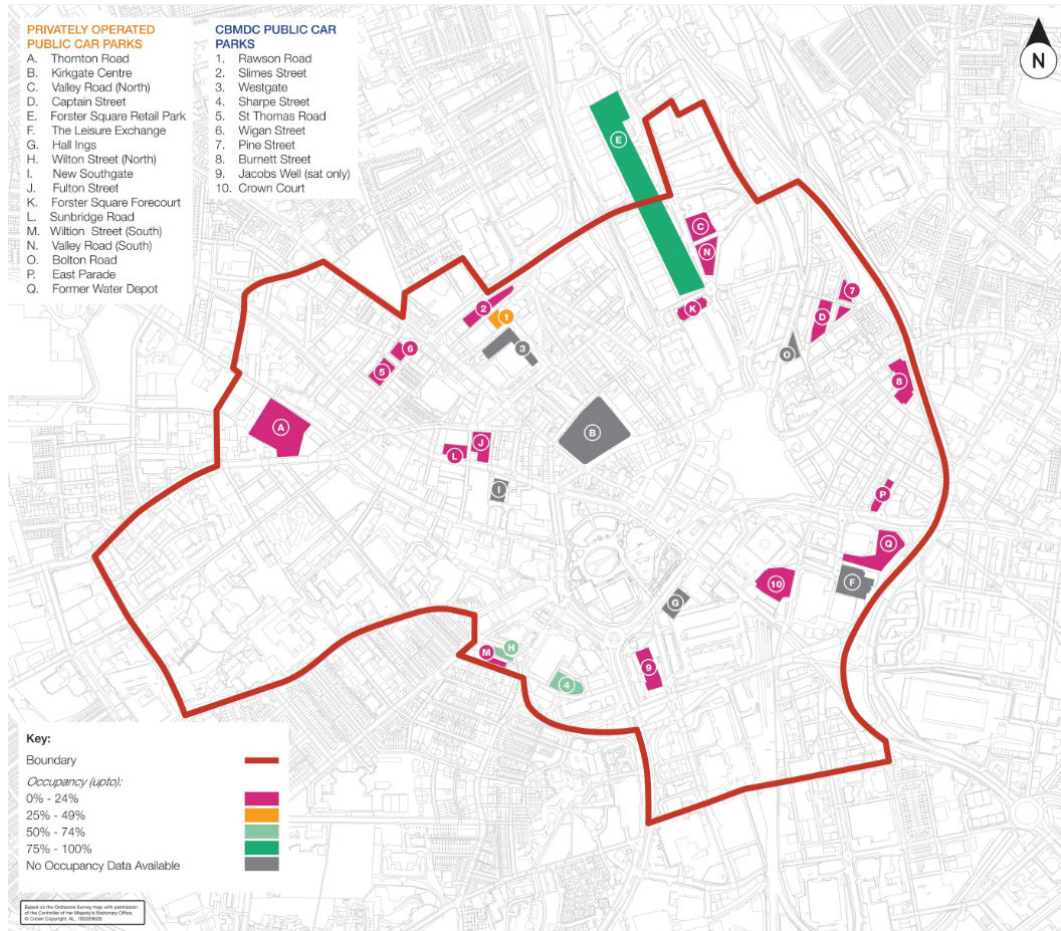
**Figure 5: Parking Occupancy Heat Map – Saturday**



*An enhanced version of Figure 5 is appended to this report.*

Figure 6 shows that on Sunday, the Forster Square Retail Park car park continues to be very well utilised and at least 50% occupancy at car parks around the National Media Museum. The Rawson Road car park shows at least 25% occupied. Occupancy at these car parks appear to be driven by retail.

**Figure 6: Parking Occupancy Heat Map – Sunday**



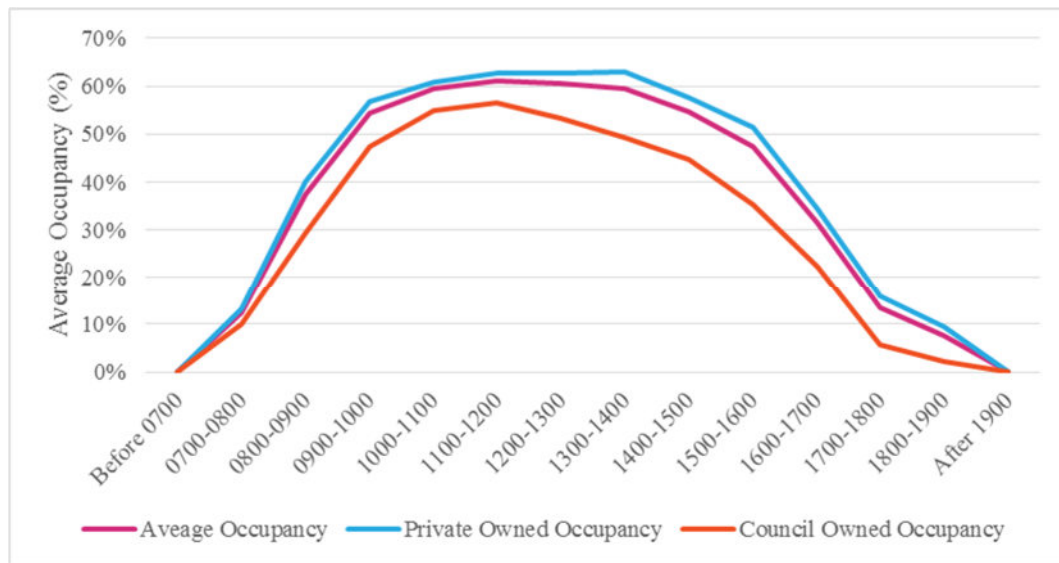
*An enhanced version of Figure 6 is appended to this report.*

In the absence of profile data that shows the occupation of each of the car parks throughout the day, the snapshot survey data has been considered against the available profiles for the multi-storey car parks.

Daytime profiles for each of the car parks have then been drawn from the survey data assuming that the surveyed car parks will have a similar profile to one of the five multi-storey car parks based on location, tariff and occupancy point when surveyed. For example the Sunbridge Road and Fulton Street car parks are both close to the New Southgate car park and the pricing structure implies that they will also be used for all day commuter parking. Therefore the profile observed at the New Southgate car park has been applied to these car parks to get a daily profile. Full details of the analysis are provided in Appendix B.

This analysis has been used to produce Graph 2.2 which shows the total off-street parking occupancy in the study area and anticipated profile of this throughout the day. Note this analysis excludes contract parking. This shows that privately operated car park occupancy is generally slightly higher and also has a longer profile across the day.

**Graph 2.2: Percentage Weekday Parking Occupancy across 26 Publicly Available Car Parks in Bradford City Centre**



*Source: Based on data supplied by CBMDC. Assumes known parking profiles are representative of other similar car park. Source: data supplied by CBMDC*

## 2.5 Existing On-Street Parking Provision

There are approximately 2,130 non-residential on-street parking spaces within the study area. A significant number of these spaces are charged although there is free on-street parking in some locations, especially on the edge of the study area. Figure 7 shows the location of on-street parking within the study area.

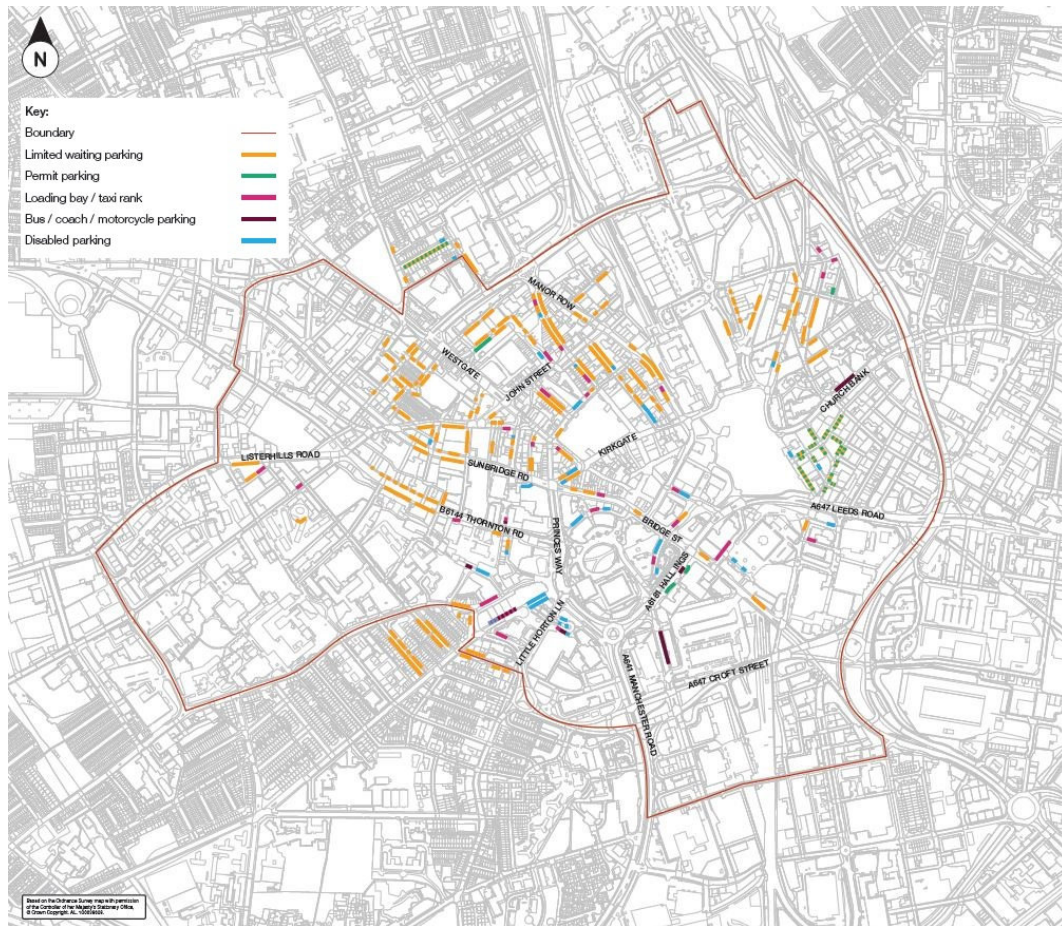
The on-street parking provision comprises of ‘Pay & Display’ and ‘Limited Waiting’ during the week and on Saturday daytimes. These spaces are available at no charge on Sundays. Enforcement periods for each type of parking vary by location.

The intended nature of on-street parking is to serve short term parking requirements. Within the northern part of the city centre, Pay & Display short stay parking is supplemented by a number of off-street long stay car parks for those intending to park for longer.

Limited Waiting spaces are located predominantly within the western and north-eastern parts of the city centre and provide convenient short stay customer parking for businesses.



**Figure 7: On-Street Pay & Display and Limited Waiting Provision**



*An enhanced version of Figure 7 is appended to this report.*

## 2.6 Summary of On-Street and Off-Street Parking Provision

Based on the previous sub-sections, Table 2.5 summarises the overall parking provision available within Bradford city centre.

**Table 2.5: Summary of Parking Provision**

Type of Parking	Number of Spaces	Weekday Peak Occupancy	% Peak Occupancy	Remaining Capacity
On-Street – CBMDC Operated	2,120	1,561	74%	559
Off-Street – CBMDC Operated	1,095	413	38%	682
Off-Street – Private Operated	4,392	2875	65%	1,517
<b>Total</b>	<b>7,607</b>	<b>4,849</b>	<b>64%</b>	<b>2,758</b>

## 2.7 Quality Audit

A quality audit has been undertaken to assess both the physical environment in each car park (e.g. if it is paved and contains marked spaces) and also the security of each car park (e.g. if lighting, CCTV or a patrol is provided). These factors have been used to derive an overall quality mark set out in Table 2.6 and the results of the audit in Table 2.7.

As well as the quality of the actual car park the quality of the route to car parks will also be an important determinant of a persons' decision to use a particular car park.

The criteria for the audit is set out in Table 2.6 with the findings of the accessibility audit (for travel to each car park from within the city centre) summarised in Table 2.7. In conducting this audit, walking along the main road which was likely to be busy was given preference over side streets or likely quiet pedestrian routes as there is likely to be a lower risk to public safety if there are more passing pedestrians/motorists and natural surveillance.

**Table 2.6: Summary of Car Park Quality Criteria**

Quality	Criteria for Car Park	Criteria for Accessibility
<b>High</b>	Manned, good surveillance and lit; or Park Mark accredited	Accessed by main roads with good street activity, clearly signed, good lighting and natural surveillance.
<b>Medium</b>	Paved, lit and good surveillance with marked bays but unmanned	Accessed by minor roads with good street activity, good lighting and natural surveillance.
<b>Low</b>	Unpaved	Accessed by minor roads with little street activity, little street lighting and little surveillance.

**Table 2.7: Car Park Quality Audit**

	ID	Car Park	Physical Environment				Security				Overall Quality of Car Park	Quality of Access
			Park Mark accredited	Paved	Marked bays	Unmarked bays	CCTV	Manned guard	Entry/Exit barrier	Lighting		
CBMDC Car Parks	1	Rawson Road		✓	✓		✓			✓	Medium	Medium
	2	Simes Street		✓	✓		✓			✓	Medium	Medium
	3	Westgate		✓	✓		✓			✓	Medium	High
	4	Sharpe Street		✓	✓		✓			✓	Medium	High
	5	St Thomas Road		✓	✓					✓	Medium	Medium
	6	Wigan Street		✓	✓		✓			✓	Medium	Medium
	7	Pine Street		✓	✓					✓	Medium	Low
	8	Burnett Street		✓	✓					✓	Medium	Low
	9	Jacobs Well		✓	✓					✓	Medium	High
	10	Crown Court		✓	✓					✓	Medium	High
Private Car Parks	A	Thornton Road				✓				✓	Low	Medium
	B	Kirkgate Centre	✓	✓	✓		✓	✓	✓	✓	High	High
	C	Valley Road (North)		✓	✓						Medium	Medium
	D	Captain Street		✓	✓						Medium	Low
	E	The Leisure Exchange		✓	✓		✓	✓	✓	✓	High	High
	F	Hall Ings		✓	✓		✓	✓	✓	✓	High	High
	G	Wilton Street (South)			✓					✓	Low	High
	H	New Southgate	✓		✓		✓	✓	✓	✓	High	High
	I	Fulton Street				✓					Low	Medium
	J	Forster Sq Forecourt		✓	✓		✓			✓	Medium	Medium
	K	Sunbridge Road				✓					Low	Medium
	L	Forster Sq Retail Park		✓	✓		✓			✓	Medium	Medium
	M	Wilton Street (North)				✓				✓	Low	High
N	Valley Road (South)				✓					Low	Medium	
P	East Parade				✓					Low	Medium	
Q	Former Water Depot		✓	✓						Medium	Medium	

Two of the car parks in Table 2.7 are part of the Park Mark Safer Parking Scheme; an initiative of the Associations of Chief Police Officers aimed at reducing both crime and the fear of crime in parking facilities. The scheme is promoted by the British Parking Association.

The scheme is a national standard for UK car parks that have low crime and measures in place to ensure the safety of people and vehicles. A 'Park Mark' is

awarded to each car park that achieves the standard. This is discussed further in Section 6 of this report.

Within the city centre, the Kirkgate Centre and New Southgate Car Parks have achieved the standards set out by the Park Mark Safer Parking Scheme and this influences driver choice. CBMDC Officers confirmed that other car parks had previously met the Park Mark standard but currently do not formally meet the standards since CBMDC stopped paying the subscriptions as a result of the 2013 budget cuts.

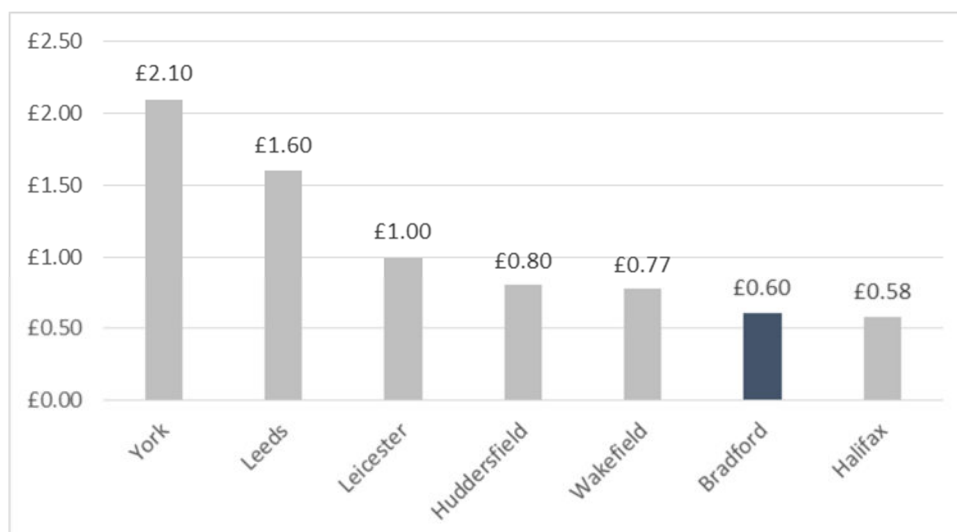
The analysis undertaken for the privately operated multi-storey car parks reveals the car parks achieving Park Mark status to be relatively well utilised even though parking charges are relatively higher, particularly when comparing the Kirkgate Centre car park with Westgate car park which are located near each other.

## 2.8 Parking Charges

An analysis has been undertaken to examine how parking charges in Bradford compare to other centres of West Yorkshire and elsewhere. The town and city centres considered are Wakefield, Leeds, Huddersfield, Halifax, York and Leicester. In all cases only city centre car parks and those under local authority control have been considered.

Graph 2.3 shows the cost of parking for one hour in the aforementioned town and city centres. This shows that at an average of 60p per hour Bradford has the second cheapest parking across the centres with only Halifax offering cheaper parking. The graph shows York to have the highest rate for parking which is likely to be influenced by the tourist economy, lack of parking within the city centre and as encouragement to use the Park & Ride network.

**Graph 2.3 Cost of Parking for One Hour**



Source: Arup Analysis



Graph 2.4 shows the cost of “all day” parking. This shows that Bradford offers the cheapest all day parking of all the centres considering an average cost of £3.75 per day.

**Graph 2.4 Cost of All Day Parking**



Source: Arup Analysis

## 2.9 Specialist Parking

### 2.9.1 Blue Badge Holders / Disabled User Parking

The Blue Badge scheme is a national scheme which gives concessions for holders of a valid Blue Badge. The scheme allows parking concessions such as parking on yellow lines for up to 3 hours or in special disabled person’s parking bays.

The Council and many private companies have parking concessions in their car parks for Blue Badge holders. Table 2.8 summarises the number of disabled parking spaces provided within the Council’s car parks.

**Table 2.8: Accessible Spaces within CBMDC Car Parks.**

Car Park	Number of Accessible Spaces	Spaces in Use at Time of Survey
Rawson Road	3	1
Simes Street	0	0
Westgate	14	Not Surveyed
Sharpe Street	5	5
St Thomas Road	3	0
Wigan Street	2	0
Pine Street	0	0
Burnett Street	3	0
Jacobs Well	7	Not surveyed
Crown Court	5	0

In addition to the provision within car parks, CBMDC provide a number of on-street parking bays for disabled users. These are spread out around the city centre for accessibility to different areas and supplemented by on-street 'pay and display' and 'limited waiting' parking spaces. A plan showing Blue Badge parking provision is contained in Appendix C.

It has been assumed that the provision of disabled parking spaces is driven by the national Blue Badge scheme and utilisation. Therefore the appropriate number of disabled spaces are provided and additional spaces will be considered where a clear demand for such is demonstrated.

### **2.9.2 Loading Bays**

Loading bays are provided throughout the city centre for accessibility to commercial/retail premises. This provision is supplemented by 'limited' parking spaces in the western and north-eastern parts of the city centre. A plan showing the location of loading bays and 'limited waiting' parking spaces is contained in Appendix A. It has been assumed that the provision of new loading bays are driven by a clear demand and would be related to a new development proposal.

### **2.9.3 Motorcycle Parking**

Publically available motorcycle parking provision has been identified at the following five locations within the city centre study area:

- Hall Ings Car Park;
- Kirkgate Shopping Centre Car Park;
- New Southgate Car Park;
- Westgate Car Park; and
- Crown Court Car Park.

The parking at the above locations are provided within multi-storey car parks and therefore sheltered and off-street.

No motorcycle parking provision has been identified within the adopted highway.

### **2.9.4 Cycle Parking**

A number of publically accessible cycle parking spaces have been identified within the city centre and shown on CBMDC's cycle map contained in Appendix D. It has been assumed that new cycle parking will be delivered through new developments and at key transport nodes. Recommendations for cycling provision can be found in section 6. 6.

### **2.9.5 City Car Club**

CBMDC have recently introduced City Car Club spaces within the car park at Jacobs Well and are currently considering other locations such as adjacent to Henry Mitchell House and the former library.

The above locations are on Council land and anticipated to initially have a large uptake by Council staff with other users targeted over the longer term.

There are no plans for a further roll out at a later stage.

## 2.9.6 Low emission vehicles

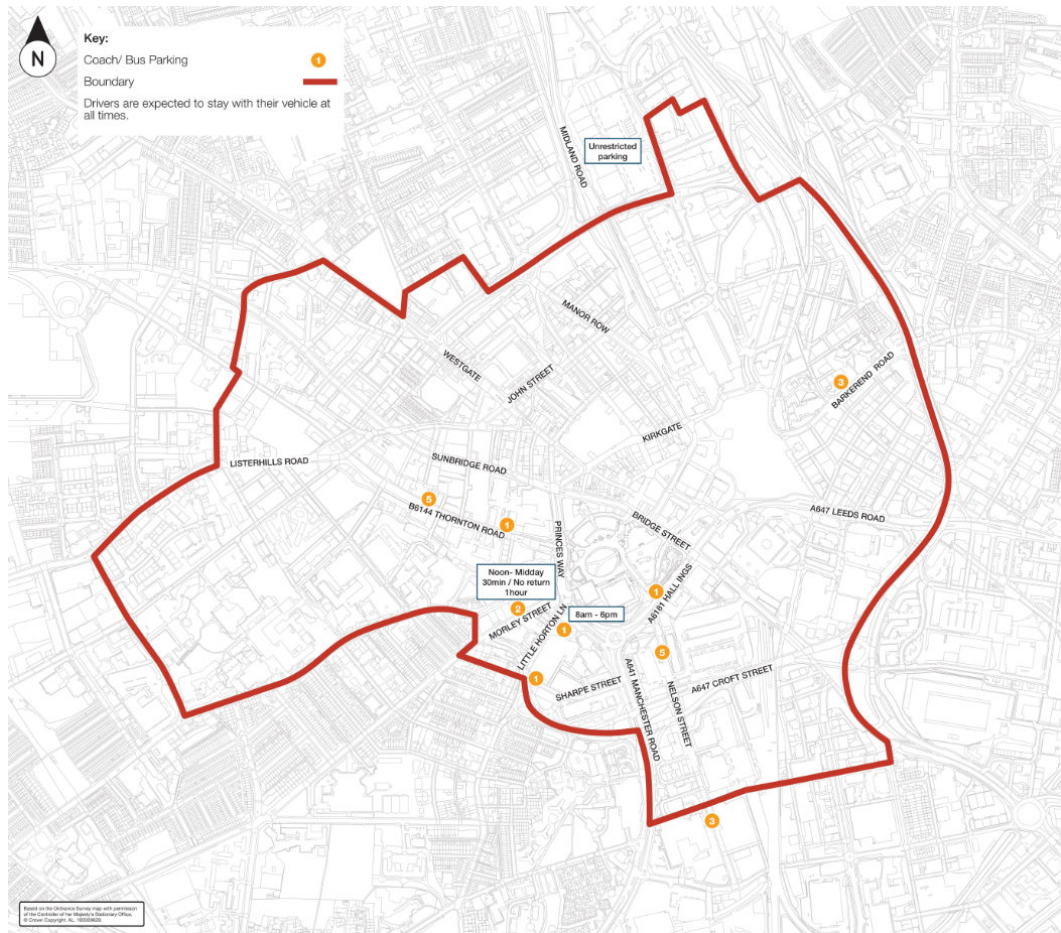
CBMDC's Low Emission Strategy and Action Plan 2013 seeks to improve air quality in the urban areas, including the city centre, through low emission reduction activity. The Shipley Airedale Road Air Quality Management Area is within the City Centre. As part of the Low Emission Action Plan, the Council will work with partners to access available grants to provide charging infrastructure for electric vehicles throughout the district. The Action Plan includes a target to reduce NO<sub>2</sub> contributions from local traffic by 25-40% by 2015 in AQMAs. The West Yorkshire Low Emission Strategy 2015 recommends that every new dwelling has access to a charging point and that they are included in places of work. The CBMDC office at Jacobs Well has two dedicated charging points, currently used by City Car Club.

## 2.9.7 Coach Parking

Coach parking is currently provided in locations to serve the leisure/entertainment uses within the city centre. The current locations of coach parking identified for city centre use is summarised in Table 2.9 and shown on Figure 8. Recommendations for coach parking can be found in section 6. 6.

**Table 2.9: Coach Parking**

Street Name	Number of Coach Spaces
Sharpe Street	1
Pictureville	1
No Morley Street	2
Goit Side	1
Hall Ings	1
Nelson Street (within city centre boundary)	5
Nelson Street (beyond city centre boundary)	3
Barkerend Road	3
Midland Road	3

**Figure 8: Coach Parking**

*An enhanced version of Figure 8 is appended to this report.*

## 2.9.8 Car Parking for Events

The on-street and off-street parking provision identified in Sections 2.3 and 2.4 are generally available to the public for use during events in the city centre.

## 2.9.9 Fringe City Centre Car Parking

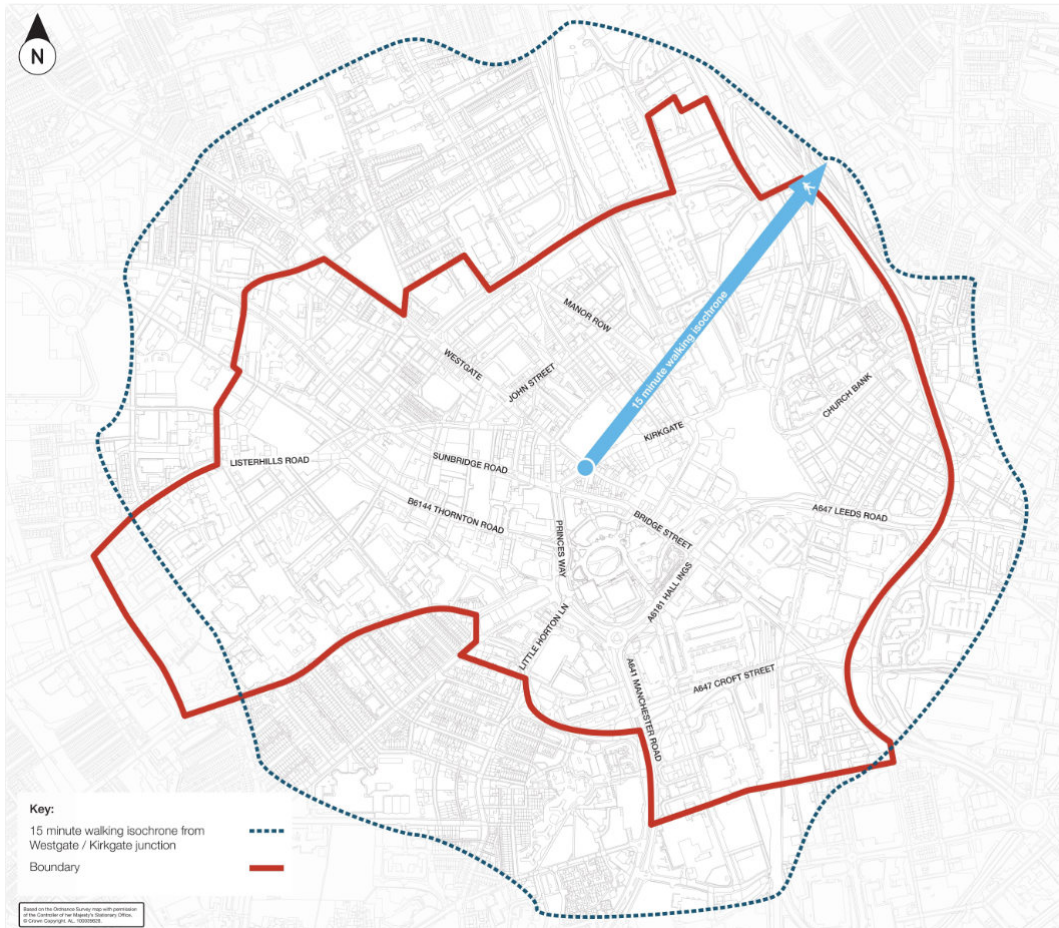
Parking opportunities at the fringe of the city centre (within a 15 minute catchment area from a point where Westgate meets Kirkgate – shown on Figure 9) have been investigated. There is limited free parking within the fringe city centre area and most of that is limited to one or two hours and therefore not suitable for commuters.

Parking restrictions appear inconsistently applied in some fringe areas of the city centre. One example is at the end of Hammerston Street where free unlimited parking is provided within approximately 5 minutes' walk from Bradford Interchange whereas parking restrictions are in force further away.

Within 15 minutes' walk of major trip attractors located on the edge of the city centre, such as the university, free unrestricted all day parking is readily available

and this may limit the extent to which people destined for these locations will pay for parking in the city centre.

**Figure 9: 15 Minute Walking Isochrone**



*An enhanced version of Figure 9 is appended to this report.*

Based on the current parking restrictions within the city centre, any increase in parking demand as a result of development at the university is likely be displaced outside the city centre boundary where unrestricted parking is currently available, rather than utilising regulated parking further into the city centre core.

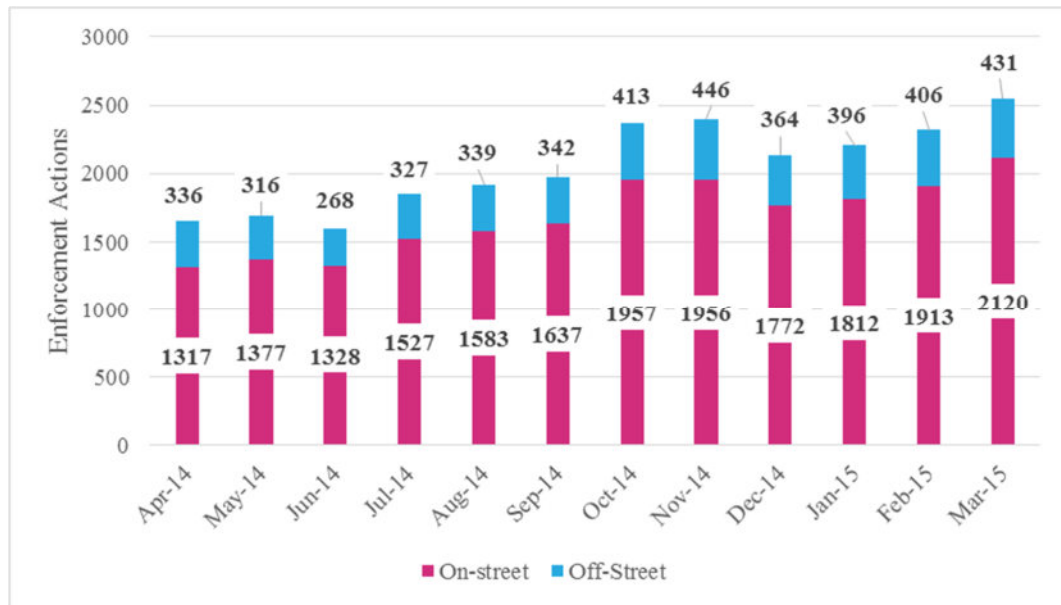
## 2.10 Parking Management

### 2.10.1 Enforcement

Enforcement data has been supplied by CBMDC. This shows that there are on average 2,050 enforcement notices issued every month with around 82% of these for offences committed on street. The number of tickets issued has generally increased since April 2014.



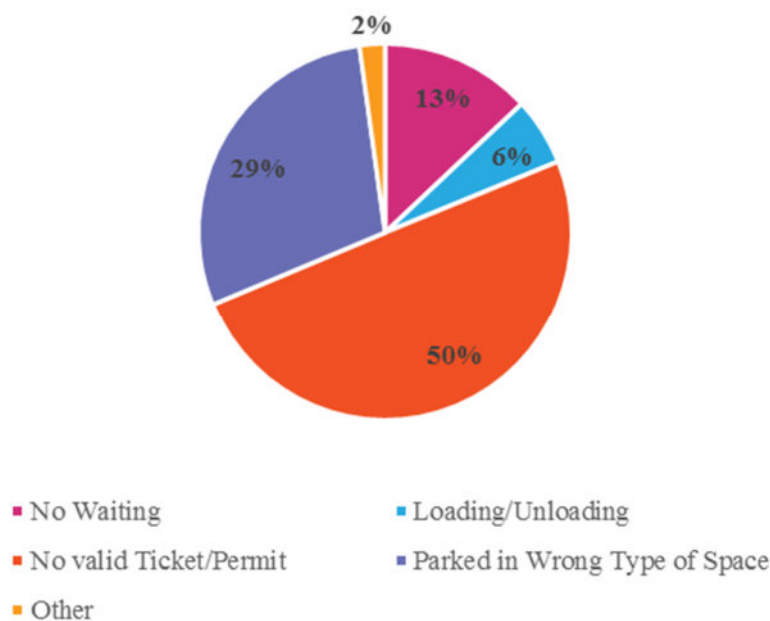
**Graph 2.5: Number of Enforcement Actions taken April 2014 - March 2015**



Source: Data supplied by CBMDC

The cause of parking enforcement action has been analysed and is shown in Graph 2.6. This shows that approximately half of enforcement action was taken against motorists who did not have a valid ticket or permit or were parked after their ticket had expired. Around 29% of enforcement action was taken against motorists who were parked in the wrong type of space, for example those who parked in taxi ranks or who parked in disabled spaces without displaying a valid blue badge. Around 13% and 6% of enforcement was taken against motorists who were parked in no waiting or loading only bays respectively.

**Graph 2.6: Reasons for Enforcement Action**



Source: Data supplied by CBMDC

## 2.10.2 Payment Systems

A number of different payment systems currently operate within the city centre car parks and these range from simple cash-only payment systems to sophisticated remotely controlled cash/card payment systems. A summary of the payment systems in operation by car park type and operator is summarised as follows. A note summarising the types of payment systems available is contained in Appendix E.

### **Council Operated Open Surface Car Parks**

Payments at Council operated open surface car parks are currently administered by a Pay & Display ticketing system. This requires drivers to determine their length of stay at the beginning of a parking event and results in drivers returning to their vehicles within the time paid for. This type of ticket machine accepts payment in cash only (coins).

The existing ticket machines collate parking charge data by bands only (no time stamp) and do not collate any data to easily analyse car park usage, duration of stay, etc.

### **Privately Operated Open Surface Car Parks**

Payments at all privately operated open surface car parks are currently administered by a Pay & Display ticketing system. As with council controlled car parks this requires drivers to determine their length of stay at the beginning of a parking event and results in drivers returning to their vehicles within the time paid for. This type of ticket machine accepts payment in cash only (coins).

A number of car parks such as Sunbridge Road, Fulton Street, Captain Street, and Valley Road north and south offer an all-day rate so customers do not need to determine their length of stay on arrival if they intend to stay all day.

### **Council operated Multi-Storey Car Parks**

The only multi-storey car park operated by CBMDC is that in the Westgate Centre. This car park currently operates a Pay & Display system similar to that provided at the Council operated open surface car parks.

### **Privately Operated Multi-Storey Car Parks**

Pay on Foot payment machines operate within the privately operated multi-storey car parks allowing users to leave their vehicles without committing to a pre-determined parking duration.

The payment systems provided within these car parks are more sophisticated allowing drivers to pay with either cash (notes and coins) or by card payment. The system also allows car park operators to collate user information such as peak occupancy periods, duration of stay, seasonal changes in parking demand and remote access to resolve user queries.



### 2.10.3 Contract Parking

CBMDC provides contract car park passes for certain Pay & Display car parks within the city centre. Table 2.10 summarises the car parks where passes are available and the cost of purchasing a pass for each car park.

**Table 2.10: Council Operated Contract Parking**

Car Park	Total Capacity (Spaces)	Annual Cost	Weekday % Occupancy	Status
Westgate Multi-storey	404	£515	29%	Available
Raphael House, William Street	28	£510 <sup>1</sup>	Not surveyed	Waiting List
St Thomas Road	102	£260	27%	Available
Scoresby Street	17	£360	Not surveyed	Waiting List
Design Exchange	6	£360	Not surveyed	Waiting List
Tyson Street	110	£260	Not surveyed	Available
Little Germany	12	£360	Not surveyed	Available
Burnett Street	116	£360	47%	Available
Pine Street	40	£440	3%	Available

Note: Status on 24th September 2015 from CBMDC website and update from CBMDC Officers in November 2015

The annual costs of contract parking permits are provided in Table 2.10. An annual cost of £510 is equivalent to an average £1.40 per day or £2.24 per working day (based on 228 working days a year). These amounts are less than both the equivalent standard Pay and Display charge for 8 hours (circa £4.00) and the all day rates charged at private surface car parks (£3.50).

A review of the car parks against the surveyed weekday occupancy reveals:

Waiting lists are created for car parks where demand for parking spaces outstrips provision. Raphael House is located within close vicinity of the Sharpe Street car park which currently operates at capacity during the week.

Scoresby Street and Design Exchange are located within Little Germany and demand for contract parking at these locations result in waiting lists whilst weekday occupancy within the Burnett Street car park is shown at 47%. Both Scoresby Street and Design Exchange wholly operate for contract parking.

Contract parking is offered at St Thomas Road car park at £210 per annum, equivalent to 92p per working day (based on 228 working days a year), however during the week the survey shows the car park to be 27% occupied, 5% occupied on Saturday and no occupancy on Sunday. Survey results for the adjacent Council operated car park on Wigan Street, which offers no contract parking, shows lower occupancy rates (16% weekday, 2% on Saturday and no occupancy

<sup>1</sup> In November 2015 this was discounted to £440 to encourage take up.

on Sunday). This therefore confirms the current lack of demand for parking in this area.

Westgate multi-storey car park offers contract parking at £515 per annum, equivalent to £1.41 per day or £2.26 per working day (based on 228 working days a year). Kirkgate multi-storey car park also offers contract parking at £90 per month which equates to £2.96 per day or £3.75 per working day (based on 228 working days a year). During the week, Westgate currently operates at 29% occupancy, whereas Kirkgate operates at 58%.

In addition to CBMDC car parks, contract parking also offered at a number of privately operated car parks within Bradford City Centre. Table 2.11 provides a summary of the privately operated car parks and the estimated cost of contract parking.

**Table 2.11: Privately Operated Contract Parking**

Car Park	Annual Cost	Weekday % Occupancy	Status
Kirkgate Multi-storey	£1,080	58%	Available
East Parade (2), Little Germany	£420	Not Surveyed	Available
Valley Road (South)	£780	92%	Available

Source: PrimalParking.co.uk

East Parade (2) is a privately operated car park and offers spaces for contract parking. This car park offers a marginally lower charge than the Council operated contract car parks in Little Germany and is opportune given that the Council car park has a waiting list.

Valley Road (South) is a privately operated car park and offers contract parking at £780 per annum equivalent to £2.13 per day or £3.42 per working day (based on 228 working days a year). The results of the car park survey shows a weekday occupancy of 92%, 15% on Saturday and 2% on Sunday. However given that this car park also offers parking at £2.50 for up to 12 hours and £3.50 all day, and the adjacent privately operated car park also offers parking at £2.50 all day, it is difficult to gauge the influence contract parking has on the level of occupancy at this location.

## 2.11 Key Issues and Trends

A review of the data shows the following issues that should be addressed as part of the parking strategy.

### 2.11.1 Quality of Car Parks

A review of the overall quality of the car parks has shown that the Council operated car parks are generally of “medium” quality for provision and between “low” to “high” for quality of access. The “low” quality is generally due to topography of the routes available for access.

The overall quality of privately operated car parks vary between “low” and “high” and the quality of access to the car parks range between “medium” and “high” which is partly due to the fact that some of these sites are in locations that are very accessible on foot. The exception to this is Captain Street which has a “low” level of accessibility due to the topography of the access route.

However, the “low” quality of provision can be overcome by high demand for parking and this is demonstrated at Captain Street where 21% occupancy has been recorded on a weekday and 100% occupancy on Saturday.

Therefore the quality of the car park and access are influential in locations where supply outstrips demand however, at some locations, quality appears to be compromised by convenience and competitive parking charges.

### **2.11.2 Existing Car Parking Provision**

The analysis of the data shows that overall demand for car parking in the city centre is satisfied by the current parking provision. Therefore sufficient car parking is currently available.

The analysis shows that the car parks that are located within the northern, central and southern parts of the city centre are generally the busiest during the week and the car parks that serve a mixture of journey purposes are generally very well utilised. The quietest car parks are to the north east of the city centre around Captain Street and this is largely influenced by the quality of access and availability of free parking nearby.

However on Saturday, the Forster Square Retail Park car park is very well utilised and coincides with retail activity at the weekend whilst the remainder of the city centre shows reduced occupancy levels compared to the weekday. On Sunday, the Forster Square Retail Park car park continues to be well utilised as well as the car parks around the National Media Museum. The parking activity on Saturday and Sunday appears to be driven by retail and cultural/leisure uses.

### **2.11.3 Sensitivity of Parking Demand to Parking Charges**

A comparison of parking charges in Bradford city centre with other centres within West Yorkshire and elsewhere reveals Bradford has the cheapest parking charges for all day parking and the second cheapest for parking for one hour.

As such, peak parking occupancy across all Council operated car parks achieve 60% (combined) – a similar level of occupancy to that of dearer privately operated car parks – and therefore suggests that given the significant availability of parking, parking demand in Bradford City Centre is not very sensitive to parking charges and demand is likely to be influenced by other factors, i.e. journey purpose (and destination), quality of access and choice of alternative travel modes. This is on a city centre level.

On a more local level, parking demand (i.e. occupancy of car parks) is sensitive to the quality of access and parking charges. The survey data shows that Council operated car parks suffer to competition from nearby free or cheaper parking.

A review of contact parking locations shows some council car parks competing with privately operated car parks, i.e. Kirkgate Centre and Westgate, and as a result, public parking appears underutilised. An example of this is within Little Germany where contract parking is preferred to car parks open to the public and at East Parade where a privately operated car park charges a marginally lower rate than the nearby council operated car parks. In other areas, the analysis shows a preference for all-day rate car parks (charging £3.50 all day) compared to council operated contract parking (charging an average between 92p to £2.25 per working day).

#### **2.11.4 Alternatives to Paid Parking**

Free parking, and parking limited to 4 hours, in the vicinity of Captain Street and Pine Street is favoured over off-street parking charges. For paid parking in this area, preference is given to Captain Street due to proximity to employment/residential areas and quality and cost (single rate for all day commuter parking).

Parking at some locations within the city centre appears to be influenced by available parking at the fringe of the city centre. An example of this is the free unrestricted parking provided in the vicinity of the university (beyond the city centre boundary) along with a significant amount of on-street parking with free limited waiting spaces.

#### **2.11.5 Car Parking for Events**

For events, existing coach drop-off bays appear to be appropriately located to serve the city centre, particularly the National Media Museum and the Alhambra Theatre, and coach standing bays in convenient locations in and around the city centre.

The existing car parking provision is located around the city centre and can be used for events.

CBMDC should promote the use of existing car parking and public transport infrastructure for events.

For new venues, as part of the Planning approval process applicants are required to demonstrate that parking is sufficiently available (or will be provided as part of the proposal). Later in this study (Section 5), the car parking demand from identified developments has been considered against overall provision.

#### **2.11.6 Enforcement**

Analysis of the enforcement showed that around 50% of penalty notices were issued for vehicles displaying no valid ticket/permits and a further 29% of penalty notices issued for parking in incorrect spaces.

Whilst there may be a number of causal factors leading to the offences, the following should not be discounted without further evidence of their exclusion:

No valid tickets/permits may be as a result of drivers running out of parking time. This event may occur where a driver has paid for a pre-determined period and returned late to his vehicle thus overstaying beyond the time paid for.

Drivers may have parked in incorrect spaces due to a lack of appropriate spaces in part of the city centre visited, i.e. disabled spaces or loading bays.

### **2.11.7 Payment Systems**

The current payment systems in Council operated car parks restrict users to a single payment method and pre-determined parking time. This does not provide the user the opportunity to extend their stay without returning to the car park and can be an issue for those who wish to continue their activity, i.e. shopping.

The current apparatus does not collate user data that could be used to analyse usage statistics. A more sophisticated system will help with data collection (from an operator's point of view) that can be used to influence future planning.

## 3 Policy Review

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### 3.1 Introduction

The following section outlines the transport and planning policy context against which any review of car parking strategy for Bradford City Centre must align. The West Yorkshire Local Transport Plan provides the overall transport strategy for West Yorkshire and accordingly transport policy decisions at the local level, including car parking, must align with the overall strategy.

From a planning perspective, the current development plan for Bradford is the Saved Policies from the Replacement Unitary Development Plan (RUDP) adopted in 2005 and saved in 2007. CBMDC has been working towards producing a new Local Plan through a number of development plan documents including a Local Plan Core Strategy and supporting Area Action Plans. In due course, CBMDC will produce a Land Allocations DPD. This suite of planning documents will then supersede the RUDP upon adoption.

To support the emerging Bradford City Centre Area Action Plan (AAP), Steer Davis Gleave has prepared the 'Transport Study in Support of the Bradford City Centre AAP' (dated May 2015). This study has been referenced in relation to its finding and assessment of parking in the city centre.

### 3.2 Transport Policy

#### 3.2.1 West Yorkshire Local Transport Plan

The West Yorkshire Local Transport Plan is the statutory plan for transport in West Yorkshire and provides a 15 year (2011-2028) transport strategy. At the heart of the plan is the following 3 objectives:

**Economy.** To improve connectivity to support economic activity.

**Low Carbon.** To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.

**Quality of Life.** To enhance the quality of life of people living in, working in and visiting West Yorkshire.

The West Yorkshire Transport Plan 3 (LTP3), 2011 and 2026 recognise the need to reduce the mode share of private cars. The LTP 3 includes a key indicator to increase the proportion of trips made by sustainable modes from 36% to 42%.

### 3.3 National Planning Policy

#### 3.3.1 National Planning Policy Framework ('NPPF')

The NPPF provides the overarching planning policy for England. Paragraph 39 of the NPPF requires local authorities when setting local parking standards to 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.
- an overall need to reduce the use of high-emission vehicles.

Paragraph 40 of the NPPF states:

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

### 3.3.2 Planning Practice Guidance (‘PPG’)

Sitting beneath the NPPF, the online only PPG provides an additional layer of interpretive clarification to the NPPF. Accordingly, car parking is included as a key part of ensuring town centre vitality. The PPG reiterates the need to improve the quality of parking in town centres and the need to set appropriate car parking charges<sup>2</sup>. Additionally it states that town centre strategies should consider how parking provision can be enhanced and parking charges and enforcement made proportionate<sup>3</sup>.

Together with the NPPF, these considerations must therefore underpin the future car parking strategy for the district.

### 3.3.3 Written Statement

It is worth noting that on 25th March 2015 the Secretary of State for Communities and Local Government issued a written statement (Written Statement HWC488 – Parking: helping local shops and preventing congestion) that “Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage the local road network”. As such, Bradford Council may review its parking standards in the near future and current parking standards may change.

Whichever standards are current at the time of a planning application must be upheld. Going forward, city centre developments should seek to minimise the amount of car parking that is provided as part of the scheme. The Council should seek to uphold minimal operational requirements for car parking for any new major developments in the city centre to avoid any potential significant detrimental impacts upon the highway network in the city centre and beyond.

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<sup>2</sup> Paragraph: 001 Reference ID: 2b-001-20140306

<sup>3</sup> Paragraph: 003 Reference ID: 2b-003-20140306



## 3.4 Local Planning Policy

### 3.4.1 Bradford Replacement Unitary Development Plan (2005)

At a local level, the main document in Bradford's current development plan is the Replacement Unitary Development Plan 2005. The following policies broadly cover car parking provision within the city centre:

- TM11 – Parking Standards for non-residential developments;
- TM12 - Parking Standards for Residential Developments;
- TM14 – Car Park Safeguarding;
- TM15 – Car Parking - Bradford Central Shopping Area;
- TM16 - Private Off Street Parking - Change of Use;
- TM18 - Parking for People with Disabilities; and
- TM19 - Cycle Parking.

In addition Appendix C of the RUDP provides the specific parking standards for development within the district.

Table 4.1 reproduced from Appendix C of the RUDP provides the parking standards for new development within the District.

**Table 4.1: Maximum Car Parking Standards for Mixed Use Developments, Bradford RUDP**

Use	Maximum Car Parking Standard at and above threshold (gross floorspace)	Threshold from above which Standard applies
Food Retail	1 space per 14sqm	1000sqm
Non Food Retail	1 space per 25sqm	1000sqm
A2 Offices	1 space per 35sqm	2500sqm
B1 Business	1 space per 30sqm	2500sqm
B2 Industry	1 space per 50sqm	2500sqm
C2 Hospitals	1 space per 4 staff + 1 space per 4 daily visitors	2500sqm
D1 Higher and Further Education	1 space per 2 staff + 1 space per 15 students	2500sqm
D2 Assembly and Leisure	1 space per 22sqm	1000sqm
Cinemas and Conference Facilities	1 space per 5 seats	1000sqm
Stadia	1 space per 15 seats	1500sqm

**Table 4.2: Maximum Car Parking Standards for Single Use Developments, Bradford RUDP**

Use	Maximum Parking Standards for other Single Use Developments
A3 Food & Drink	1 space per 5sqm
B8 Storage & Distribution	1 space per 250sqm
C1 Hotels & Guest Houses	1 space per bedroom
C2 Nursing Homes	1 space per 5 residents + 1 space per 2 staff
C3 Dwellings	Average of 1.5 spaces per unit over whole development. In the City and town centres, the average per development should not exceed 1 space per unit. The Council will pursue more restrictive maximum levels of parking in the case of conversion of properties for multioccupancy residential use except where this is likely to result in or add to significant road safety or on-street parking problems.
D1 Non Residential	Health centres/surgeries 3 spaces per consulting room Day nurseries/creches 3 spaces per 4 staff Places of Worship 1 space per 25 sqm
D2 Leisure	Sports and leisure activities 1 space per 2 players/staff Swimming pools 1 space per 5 fixed seats 1 space per 10 sqm pool area Tennis/Squash/Bowling 4 spaces per court or lane
Miscellaneous	Auction Rooms 1 space per 2 sqm of standing area Car Sales & Garage Forecourts: Workshops - staff 1 space per 2 staff Workshops - customers 3 spaces per service bay Car Sales - staff 1 space per full time staff Car Sales - customers 1 space per 15 cars on display Private Hire/Hackney Minimum of 5 spaces or 1 space for every 4 Carriage Office cars operating from centre, whichever is greater

### 3.4.2 Emerging Local Plan Core Strategy

The Local Plan Core Strategy upon adoption will set the strategic direction for the district to 2030. Throughout spring 2015 the Core Strategy was subject to Public Examination and in November 2015 began consultation on Major Modifications to the Core Strategy. CBMDC are aiming to have the Core Strategy in place in 2016. When adopted, the plan will replace the strategic policies contained within the RUDP. The plan will include broad policies for focusing development, broad locations for new housing, employment and infrastructure investment with a definite focus on the success of Bradford City Centre being critically important to the delivery of the policies in the emerging Core Strategy. The Core Strategy will not allocate specific sites for new housing and employment development with this

instead delegated to future Local Plan documents, the Land Allocations DPD, the Shipley & Canal Road Corridor AAP (S&CRCAAP) and the BCCAAP itself.

Focusing on parking specific policies in the emerging Core Strategy, Policy TR1 seeks to reflect the aims of both policy SC4 and HO1 by aiming to reduce the need to travel through planning decisions and transport policies. Specifically, under part A of the policy development will be allocated appropriately so as to reduce the need to travel and to support the use of sustainable transport.

Policy TR2 will provide the district's updated Parking Policy together with Appendix 4 which sets the exact new standards. Overall the strategy contained within the policy seeks to secure a progressive reduction in long stay parking in town centres and other highly accessible locations, and a reduction in on street parking by pursuing on-street parking controls in town centres. Provision of rail and bus based park and ride facilities will be a priority in plan making and decision taking, whilst charges on non-residential parking will be made in conjunction with the applications of other measures to encourage people to switch to more sustainable modes. The policy additionally seeks to improve the quality of parking in city and town centres and also requires new developments to take a design led approach to parking.

In addition to the Transport specific policy, Policy SC4 provides the hierarchy of settlements for the district. A fundamental aim of this policy is to maintain the role of Bradford city centre as a focus for high trip generating uses that support the day and evening economies.

#### **Core Strategy Appendix 4 – Car Parking Standards**

Appendix 4 of the Core Strategy provides the proposed set of car parking standards into the next plan period. The table below reproduces the proposed required standard per use type. This standards considered relevant to the City Centre have been provided below in Table 4.3.

**Table 4.3: Emerging Core Strategy Car Parking Standards**

<b>Type, Size and Location of Development</b>	<b>Parking Standards</b>
A1 Food Retail (under 500sqm)	1 space per 35sqm
A1 Food Retail (500-999sqm)	1 space per 20sqm
A1 Food Retail (above 1000sqm)	1 space per 14sqm
A1 Non-food retail (above 1000sqm)	1 space per 25sqm
A2 Offices (under 2500sqm)	City Centre, Town Centre and meeting accessibility standards – minimal operational requirement
A2 Offices (above 2500sqm)	City Centre, Town Centre and meeting accessibility standards – minimal operational requirement
B1 Business (below 2500sqm)	City Centre, Town Centre and meeting accessibility standards – minimal operational requirements
B1 Business (above 2500sqm)	City Centre, Town Centre and meeting accessibility standards – minimal operational requirements
C2 Hospitals (above 2500sqm)	1 space per 4 staff + 1 space per 4 daily visitors
D1 Higher and Further Education (above 2500sqm)	1 space per 2 staff + 1 space per 15 students

Type, Size and Location of Development	Parking Standards
D2 Assembly and Leisure (above 1000sqm)	City Centre and Town Centres – minimal operational requirements
D2 Cinemas and Conference/concert (1000sqm)	City and Town Centres – minimal operational requirements.
D2 Stadia (above 1500 seats)	1 space per 15 seats + coach lay-by parking
A3 Food and Drink	City and Town Centres – minimal operational requirements
A4 Public Houses/ Wine Bars	City and Town Centres – minimal operational requirements
A5 Hot food Takeaway	City and Town Centres – minimal operational requirements
B8 Storage and Distribution	1 space per 250sqm
C1 Hotels and Guest Houses	City and Town Centres – minimal operational requirements
C2 Nursing Homes	1 space per 5 residents + 1 space per 2 staff
C3 Student Halls	City and Town Centres – minimal operational requirements
C3 Dwellings (City and town centre)	Minimum operational requirement <sup>4</sup>
D1 Places of Worship	City Centre and Town Centres – minimal operational requirements
D1 Libraries	City Centre and Town Centres – minimal operational requirements
D1 Museums	City Centre and Town Centres – minimal operational requirements
D1 Primary Schools	1 space per 2 staff + 5 spaces for visitors
D1 Secondary Schools	1 space per 2 staff + 10 spaces for visitors
D2 Leisure Sports and Leisure activities, Swimming pools, tennis/Squash/Bowling	1 space per 2 players/staff 1 space per 5 fixed seats, 1 space per 10sqm pool area, 4 space per court/lane

### 3.4.3 Comparison of RUDP and Core Strategy Parking Policies

In general terms it can be observed that in some use classes the Core Strategy seeks to provide a lower level of parking. For residential units the Core Strategy (Major Modifications) proposes to reduce C3 development requirements to “minimum operational requirements” which could be justified at less than an average of 1 space per dwelling (as currently stipulated in the RUDP). Parking standards for a number of other uses are included as minimal operational requirements, such as offices, leisure uses and student accommodation. Other

<sup>4</sup> Following examination of the Submission Core Strategy, City of Bradford Metropolitan Borough Council are seeking to amend the parking standards through major modifications on the Core Strategy. This will mean that parking standards for C3 developments in the city centre change from “average 1 space per unit” to a ‘minimum operational parking requirements’. This has been confirmed by CBMDC Officers at a meeting held on 24<sup>th</sup> June 2015.

notable reductions include food retail which is broken into different categories based on size thresholds, both of which fall below the RUDP standard of 1 space per 14sqm.

### 3.4.4 Emerging Bradford City Centre Area Action Plan

The Bradford City Centre Area Action Plan (AAP) will guide the transformation of city centre regeneration area up to 2030<sup>5</sup>. The regeneration of Bradford City Centre is a priority regeneration area within the Bradford District and includes the main shopping, civic, entertainment and central business district of the city centre. In addition the boundary also includes more areas such as Little Germany, Goitside and the College and University campuses. It is intended that the city centre will be the focus of both employment and housing growth within the district over the duration of the plan's lifespan. It will be the role of the BCCAAP to formally allocate development sites within its boundary.

The Action Plan's draft objectives contain the requirement to achieve "easy access to and around the centre for all sections of the community, and a reduction in problems caused by through traffic problems". The plan acknowledges that there is a balance to be struck between the need for short term/stay access, and the need to ease congestion and pollution within the centre. Accordingly reference is made to the need for a car parking strategy to underpin the AAP, and it also makes specific recommendations for parking provision at specific development sites. The proposed development sites included in the Bradford City Centre AAP are set out in Section 5 and inform the parking strategy set out in Section 6.

## 3.5 Other Evidence Base Documents

### 3.5.1 Bradford City Centre Transport Study

The aim of the Steer Davis Gleave transport study was to understand the transport implications of the planned housing and employment growth set out in the Bradford City Centre AAP.

The Transport Study notes that there is a need to support the use of low vehicular trip rates in the current assessments, and to encourage use of the various cycling initiatives being implemented or proposed.

The study also notes that parking standards for different types of development are presented in the Core Strategy. For residential development, the standards already establish a distinction between city centre developments and those elsewhere. Furthermore, there is a discretionary allowance for more restrictive levels of car parking provision in the case of multi-occupancy residences. The study notes that these should be upheld.

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<sup>5</sup> CBMDC Bradford City Centre AAP Further Issues and Options Report (2013): <http://www.bradford.gov.uk/NR/rdonlyres/490FF2CB-9EA5-4332-B1D6-4C983B714B8F/0/CITYCENTREAAP.pdf>



The Study notes that there is no shortage of public car parking within the city centre and, as such, restrictions on new development-related parking should not impact on the viability of those schemes.

The study also noted that City Centre developments should also offer cycle parking, as included in the standards, but further delivery of city centre cycle parking should also be secured to provide facilities for cyclists from surrounding areas who would like to cycle to the city centre for employment, retail or leisure and to support growth in cycle mode share.

### **3.5.2 City Plan**

City plan is the adopted Delivery Plan for the regeneration of the city centre over the next 10 years. It has five interconnected thematic areas including actions to improve Transportation and Connectivity.

City Plan proposes a movement strategy consisting of three underlying principles:

- A well connected and adaptable city.
- An efficient and legible city.
- A walkable and bike friendly city.

These inter-related principles will govern the development and delivery of the Plan. They operate on different scales from national and district wide, to neighbourhood and street level.

Specifically it recommends that the city devises a Car Parking Strategy that includes consideration of car park location, cost, convenience and signage to improve visitor experience and convenience. The strategy should provide better access to city centre car parks, encourage low emission vehicles, improve the pedestrian routes from car parks to the city and ensure that the needs of the night-time economy are prioritised to support the growth of an evening economy.

## **3.6 Key Issues and Trends**

A review of relevant policy and previous study undertaken highlights the following issues that should be considered in the delivery of the parking strategy.

### **3.6.1 Reducing the Need to Travel**

Parking specific policies in the Local Transport Plan 3 and emerging Core Strategy aims to reduce the need to travel through planning decisions and transport policy, and specifically for development to be allocated appropriately so as to reduce the need to travel and to support the use of sustainable transport.

### **3.6.2 Reduction in Parking over Time**

The updated parking policy in the Core Strategy seeks to secure a progressive reduction in long stay parking in the town centres and other highly accessible locations and a reduction in on-street parking by pursuing on-street parking

controls in town centres where appropriate. This will be supported by improved public transport facilities to encourage mode shift to sustainable modes.

For C3 developments in the city and town centre locations minimum operational parking requirements will be sought and that could provide an average of less than 1 space per dwelling where justified.

### **3.6.3 Lower Trip Rates**

Steer Davis Gleave's transport notes the need to support the use of low vehicular trip rates with a distinction to be made between future developments in the city centre and those elsewhere. This aligns with the findings of the policy review to encourage mode shift to sustainable transport.

### **3.6.4 Car Parking Charges**

The NPPF and Planning Practice Guidance highlight that quality car parks are part of a town centres vitality and that appropriate car parking charges should be set so as not to undermine the vitality of town centres, in this case Bradford city centre.

### **3.6.5 Cycle Parking**

The emerging Core Strategy policies continue to promote sustainable modes of travel as an alternative to the private car. CBMDC is likely to increase cycle facilities, including cycle parking provision, within the public realm areas in the city centre.

### **3.6.6 Employment and Housing Growth**

It is intended that the city centre will be the focus of both employment and housing growth within the district over the duration of the Area Action Plan's lifespan.

### **3.6.7 Regeneration Issues**

The planning policy review recognises that Bradford District is growing with 42,000 new homes across the District and 3,700 in the city centre. The student population is also growing. Accessibility to the City Centre is essential to deliver regeneration of the City Centre. The delivery of Broadway creates an opportunity to deliver a strong retail centre and build on growth in the cultural offer including extending the economy into the evening. The City Centre Area Action Plan seeks to deliver increased office and leisure uses alongside City Centre residential development to create a 24 hour city.

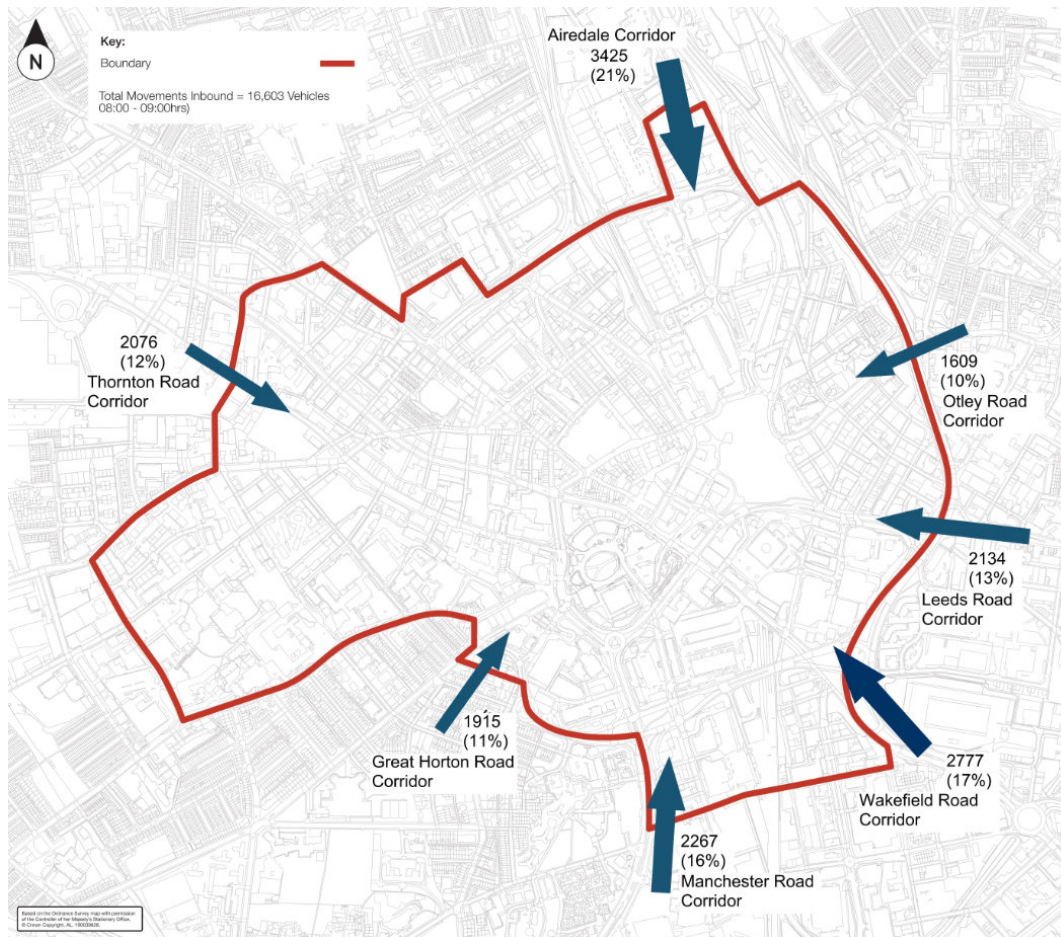
## 4 Development Considerations for Future Parking Supply and Demand

### 4.1 Traffic Data Trends

#### 4.1.1 Traffic Flow Data

Traffic flow data by key radial route has been provided by CBMDC, this has subsequently been aggregated into seven key strategic corridors illustrated on Figure 10 and shown below in Graph 4.1. It is acknowledged that the count data potentially includes vehicles, including lorries and passenger service vehicles, that are unlikely to utilise a city centre parking space. The number of trips passing through the city centre cannot be identified and therefore has not been differentiated in the use of the data.

**Figure 10: Inbound Vehicle Movements**

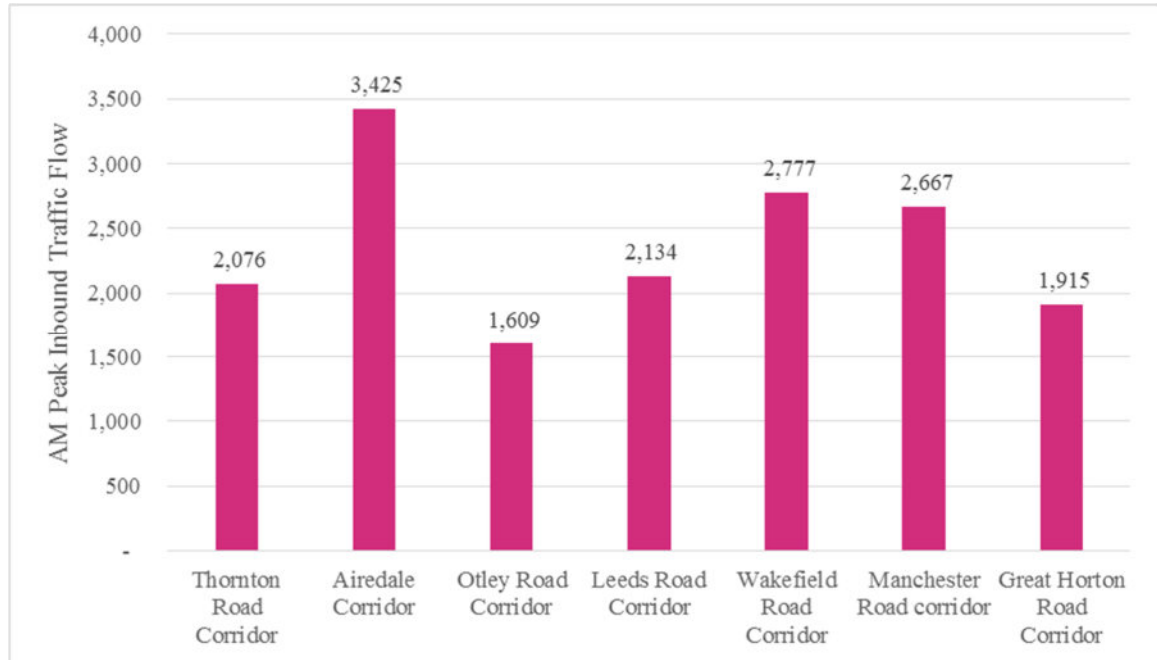


*An enhanced version of Figure 10 is appended to this report.*

The data shows that the busiest corridor is the Airedale corridor, which includes Lumb Lane, Manningham Lane, Midland Road, Valley Road and Canal Road and captures trips from Airedale and Wharfedale into the city centre. Other busy corridors include the Wakefield Road corridor, which includes traffic from North

Kirklees and Wakefield, and the Manchester Road corridor which includes traffic from Calderdale. Traffic from the M621 will likely be split between the Wakefield Road corridor and the Manchester Road corridor.

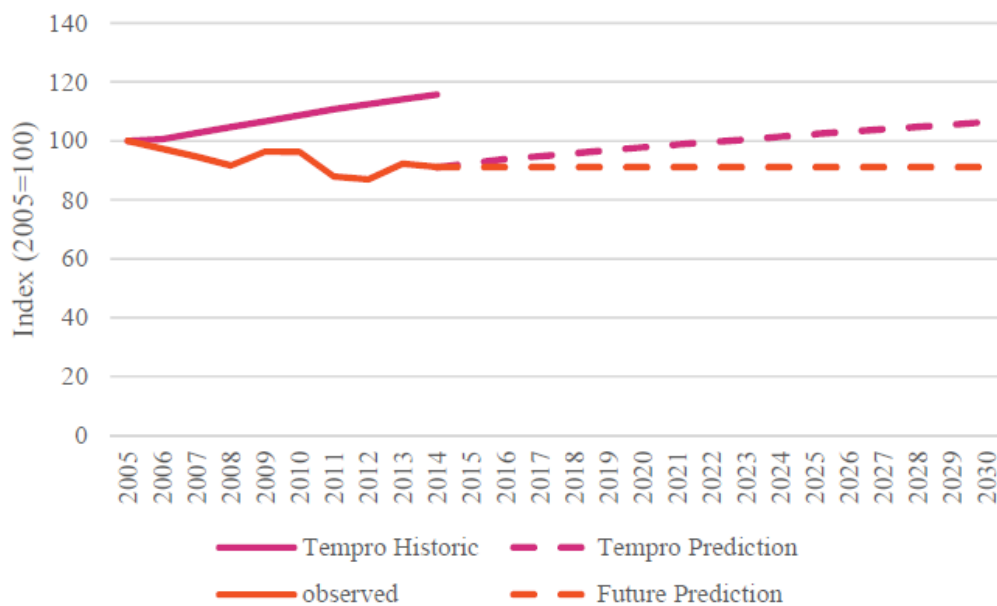
**Graph 4.1: AM Peak Inbound Traffic Flows**



Source: Tempo Data

The Tempo Database (v6.2) has been examined to understand predicted traffic growth over the period from 2015 to 2030. This is shown in Graph 4.2 and shows that traffic is expected to grow (in terms of origins and destinations within the district) by around 1.2% per annum and by around 19% between 2015 and 2030.

**Graph 4.2: Observed and Predicted Traffic Growth in Bradford District**



### 4.1.2 Bradford City Centre Transport Study, May 2015

The Steer Davis Gleave's Transport Study was produced to support the Bradford City Centre AAP. This study predicts general traffic growth across the district is likely to be in the order of +35% between 2014 and 2030. The mode share in the City Centre is shown in Table 4.1. It should be noted that Shipley Airedale Road is within the City Centre cord. This road is used to access the wider highway network and motorway network. This is likely to distort the car mode share. The mode share shows that in 2014 29.7% of trips were made by sustainable mode of transport<sup>6</sup>.

**Table 4.1: Mode Share 2014 in City Centre Cordon (Inbound 07:30 hrs to 09:30 hrs)**

Walk	Cycle	Motor Cycle	Car	Bus	Train
5%	0.3%	0.3%	70%	17.1%	7.3%

*Source: Bradford Monitoring Report, 2014*

The Transport Study assumed current mode share continues up to 2030, with a 35% increase in all modes. Based on the mode share 2013 data and the car trip rates used in the Study a 35% increase in car travel could result in over 12,000 additional cars entering the city centre.

The Bradford Monitoring Report includes mode shift data from 2004 to 2014. This shows the following trends over the 10 year period:

- 1% increase in walking.
- Similar cycling and motorcycle levels across the 10 year period.
- 4% decrease in car usage.
- 1 % increase in bus usage.
- 2% increase in rail usage.

It is recognised by LTP 3 and the emerging Bradford Core Strategy that there is a need to move towards a lower car mode share and a higher proportion of the mode share consisting of suitable modes of transport. The LTP 3 includes a key indicator to increase the proportion of trips made by sustainable modes from 36% to 42%.

Based on the 2014 Mode Share 29.7% of trips are by sustainable modes of travel. An increase of approximately 12% would be required to meet the LTP3 target. The LTP also includes a target for car usage to remain at the 2011 levels. In Bradford 2011 levels are similar to 2013 levels.

### 4.1.3 Car Ownership

Data from the 2011 Census shows that around 31% of Bradford households do not have access to a car or van this is a higher proportion than the Yorkshire and Humber average of 28% and the England average of 26%. The data also shows that there are on average 1.03 cars or vans per household in Bradford which is

<sup>6</sup> Walking, Cycling, bus and train.

also lower than the Yorkshire and Humber and England averages of 1.10 and 1.16 respectively.

The Tempro dataset has been interrogated to examine how car ownership is predicted to change in the District over the next 15 years. This shows that car ownership is expected to grow within the district at a rate of 20,000 every 5 years over the period and this is likely to be outside the city centre.

The introduction of two car club spaces will provide drivers with a potential alternative to car ownership however is unlikely to have a material impact on car ownership within the city centre.

## 4.2 Comparative Case Studies

### 4.2.1 Overview

To inform our recommendations and conclusions in Section 6 we have reviewed how other Local Authorities have managed city centre parking to promote sustainable transport modes. These case studies are aimed to support CBMDC in considering options to meet their policy objectives to increase the mode share of sustainable transport modes. We have reviewed the approaches taken in:

- York.
- Leeds.
- Wakefield.
- Leicester.

### 4.2.2 York

The following approaches to parking has been implemented in York:

**Park and Ride:** the creation of a ‘complete ring’ of Park and Ride sites surrounding the City Centre at two levels (inner ring of sites on the edge of the city centre and an outer ring of sites at the outskirts) intended to intercept all car drivers destined for the city centre and conveniently located on all approaches into the City Centre to allow users quick access to an appropriate car park and reduce the need for travel along the ring road.

**High frequency public transport routes:** the introduction of fewer, higher frequency routes between Park and Ride sites and the City Centre has boosted patronage by 47% over 5 years. Less than a quarter of York city centre workers living in the local authority use a car to get to work.

**City Centre pricing and capacity:** increasing Park and Ride capacity and reducing City Centre capacity to prevent issues of over-capacity in central locations. Furthermore, car parking charges in the City Centre will be sufficiently high to make Park and Ride more competitive, but also able to support economy objectives (for example, lower evening charges to support the evening economy).



**Pay on Exit:** potential implementation of a ‘pay on exit’ system in suitable areas, providing the results of a ‘pay on exit’ trial at Marygate car park are positive.

### 4.2.3 Leicester

The following approaches to parking has been implemented in Leicester:

**Improving bus services and infrastructure:** improvements to bus services and bus lanes are proposed to reduce journey times and increase reliability on public transport.

**Integrated services:** multi-operator local bus maps have been published and have been made available online. A Personal Travel Planning System was implemented as a trial in two areas of the City, the results demonstrated a 10-13% reduction in car use.

**Discouraging long-term stays and commuter parking:** parking measures have been introduced to reduce long term stays in the City Centre and discourage commuter parking and car trips into the City Centre. The aim is that there will be no net increase in off-street parking places in the City Centre.

**Supporting strategies:** a website has been set up dedicated to car-sharing, the city is also encouraging cycling through the provision of cycle training with the aim of reducing car trips and improving safety.

### 4.2.4 Leeds

The following approaches to parking has been implemented in Leeds:

**Temporary parking on cleared sites:** in the short-term, a limited volume of temporary parking on cleared sites is allowable until development on the site comes forward or additional capacity is provided on Park and Ride. There will be no provision for any additional permanent public commuter car parking in the City Centre.

**City Centre parking costs pinned to public transport:** the cost of commuter car parking in Council car parks in the City Centre aims to be greater than public transport fares and also be increased in line with increases in public transport fares over time.

**Park and Ride:** implementation of a number of bus based Park and Ride sites at the outer ring road and close to the motorways, to create extra capacity for parking with reduced congestion impacts.

**Supporting strategies:** implementation of car clubs, car share initiatives and electric/hybrid vehicle parking. The use of Travel Plans as a way of promoting sustainable transport options. The implementation of a green parking scheme.

## 4.2.5 Wakefield

The following approaches to parking has been implemented in Wakefield:

**Improved rail frequency and new local stations:** peak hour frequency improvements to accommodate current demand and in the long-term, an evaluation of the potential for new local stations.

**Park and Ride:** evaluating potential Park and Ride sites to link in with enhanced bus priority measures on radial routes.

## 4.3 Key Issues and Trends

A review of the data shows the following issues that should sought to be addressed as part of the parking strategy.

### Traffic Growth

A review of the vehicular cordon count data shows that the largest influx of traffic occur along identifiable corridors such as the Airedale, Wakefield Road and Manchester Road corridors.

It is recognised by all data sources that movements in the City Centre is forecast to increase. Section 5 factors in planned schemes, which provide an understanding of likely parking requirements. Notwithstanding this the LTP3 and Bradford Core Strategy recognise the importance of reducing the mode share of the private car through investment in public transport and car parking policy.

### City Car Club Spaces

If the city car club proves to be popular, then additional car club spaces should be provided where demand is anticipated. The demand for spaces may not be in a location where on-street parking is available and therefore additional car club spaces may have to be located in publically accessible off-street car parks.

### Comparative Case Studies

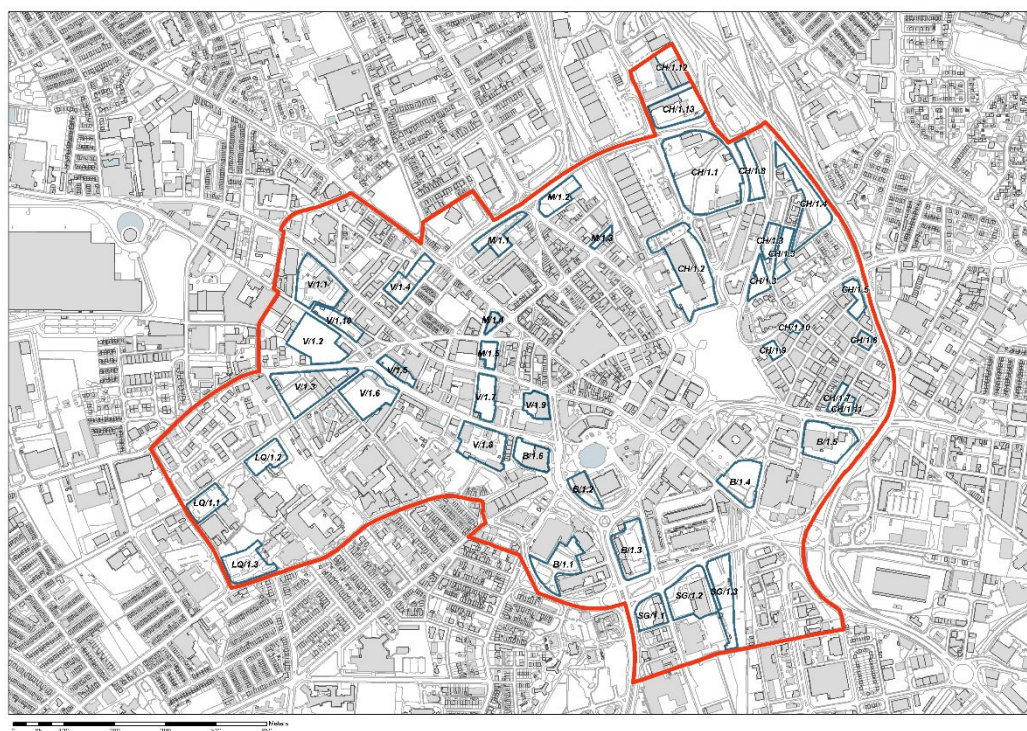
A prominent theme of the case studies is the implementation of a complete ring of prominent Park and Ride sites on all arterial routes into the City Centre. In combination with high-frequency public transport, the Park and Ride strategy has provided favourable outcomes for Councils. Investment in infrastructure such as dedicated bus lanes can improve speed and reliability of public transport, shift perceptions and pave the way for upgrades to tram lines in future. Integrated services such as multi-operator maps, smart ticketing and Travel Planning are considered important to helping shift perceptions of multimodal travel and these initiatives have demonstrated positive results.

## 5 Potential Parking Demand

### 5.1 Proposed Growth in City Centre

The Bradford City Centre Area Action Plan (BCCAAP) provides specific assumptions for development within the city centre. Based upon the information contained within the BCCAAP, a table summarising the development assumptions is contained in Appendix G. The location of each of the development site is shown in Figure 11. These developments will be delivered across the plan period to 2030 and will result in a loss of a total 1,309 existing parking spaces.

**Figure 11: Location of BCCAAP Future Development Sites**



As the emerging Local Plan documents are likely to be subject to some amendment, this section confirms the most up-to-date assumptions for the quantum of development within the city centre and these assumptions will be used to estimate future demand for car parking in the city centre.

The BCCAAP seeks to identify land for a minimum of 3,500 new homes up to 2030. It has not been possible to accurately forecast the potential phasing of sites due to lack of information as some of the sites in the AAP are broadly indicative rather than specific development plots.

There are a number of key proposals within the city centre that are anticipated to be delivered over the next 5 years and these include:

- The new 25 metre City Centre Swimming Pool site (incorporating Britannia Mill) behind the Bradford Interchange Railway Station. This scheme is identified within the BCCAAP as development site SG/1.2 and is being

progressed by CMBDC. The draft development brief notes there will be 70 parking spaces provided as part of this scheme.

- The Station Masterplan for the redevelopment of Bradford Forster Square seeks to retain the current level of parking provision, which is around 80 car parking spaces for the railway station. The masterplan also seeks to improve pedestrian links and high quality cycle parking.
- The Station Masterplan for redevelopment of Bradford Interchange seeks to transform the station into a high quality interchange. The masterplan notes that the station does not have a dedicated car park and quality issues with surrounding car parks. It therefore makes provision for a high quality multi storey station car park. It is assumed that if parking is provided as part of this scheme, it will replace parking nearby.
- A proposal to transform the Former Odeon site into a music venue and entertainment venue. No additional car parking is proposed as part of this scheme.
- The redevelopment of the CBMDC Jacobs Well offices retaining 180 parking spaces. This is referenced as No.1 City Park site (B/1.2) within the BCCAAP. It is assumed that this parking will not be available to the public.
- The redevelopment of the courts/former Police station as offices. This is referenced as the One Public Estate site (B/1.3) within the BCCAAP.
- The development of the former Sorting Post Office by British Land site adjacent to Forster Square Retail Park into a retail led mixed use development. It is assumed that around 200 dedicated car parking spaces would be provided to support this development.

The impact of the future development assumptions has been considered further by comparing predicted parking demand against the anticipated/known parking provision to be delivered by development over the next 15 years.

## 5.2 The Broadway Retail Development

The Broadway Retail development opened in November 2015 and will transform the City Centre retail offer. The development includes an underground car park with circa 1,300 spaces.

The car park is open between 6am and 1am every day. The charge structure for parking at The Broadway is summarised as follows:

- Weekday parking tariffs – Up to 1 hour £2.00; Up to 2 hours or more £3.00
- Weekend parking tariff – Daily £1.50

The Broadway development wasn't operational at the time the car park surveys were undertaken and therefore the surveys don't capture the impact the shopping centre has on parking.

Hence TRICS data has been used to estimate the parking demand for The Broadway development using other comparable city centre shopping centres. For assessment purposes, The Broadway has been considered along with future developments.

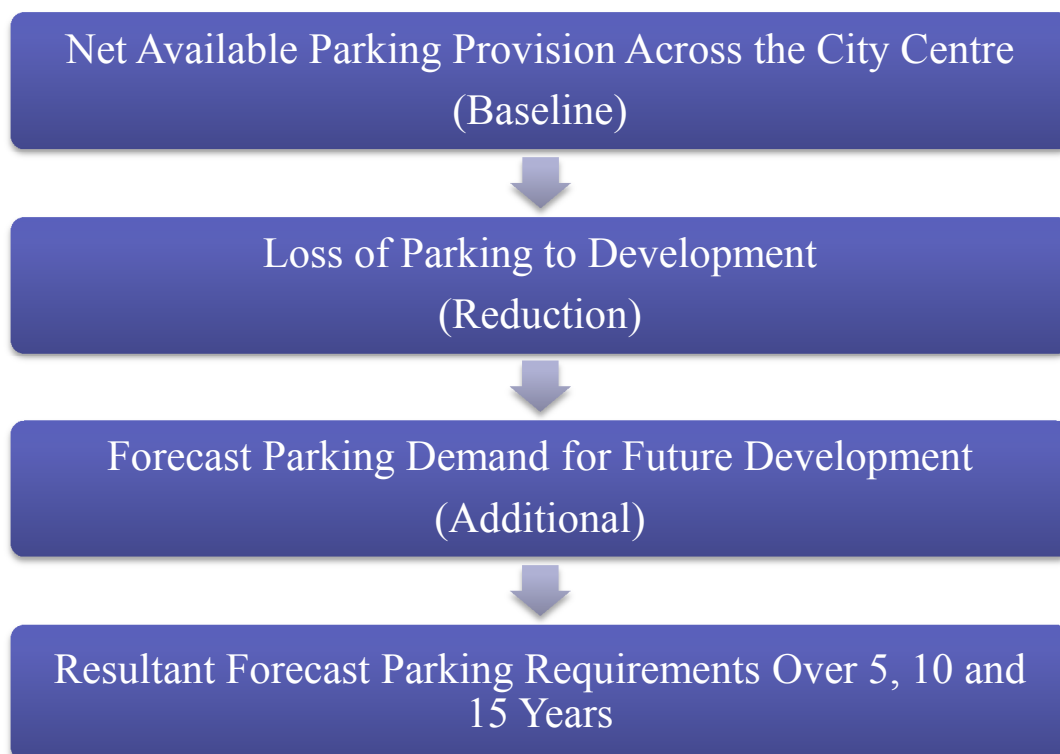
## 5.3 The Impact of Future Development

The survey data provides the current occupancy levels of the car parks. Given that currently the car parks are not fully occupied, it is reasonable to consider that the occupancy levels across the city centre is a reflection of current parking demand.

In order to forecast the future parking demands for the city centre over the next 15 years, the car park survey data has been used as a baseline to which the parking demand of future development will be added. Based on the available data, a weekday and Saturday has been assessed. It should be noted that those developments that anticipate to provide parking, only the surplus demand (i.e. the parking demand that is unmet by the on-site provision) has been considered.

It should also be noted that a number of the sites identified for development within the BCCAAP are existing publically accessible car parks and therefore the future development of these sites (see sites table from AAP contained in Appendix G) will result in a loss of public parking. Figure 12 outlines the methodology used to forecast the future parking requirements for the city centre.

**Figure 12: Methodology for Forecasting Future Parking Demand**



### 5.3.1 Available Parking Provision (Baseline)

The survey data shows that 2,199 parking spaces were unoccupied during the weekday and 2,912 parking spaces were unoccupied on Saturday.



### 5.3.2 Loss of Parking to Development

A total of 1,309 publically accessible parking spaces will be lost due to development identified in Section 5.1/Appendix G. Table 5.1 outlines the parking lost over the next 15 years for the weekday and Saturday.

**Table 5.1: Parking Spaces Lost to Development over the next 15 Years**

Period	Council Operated	Privately Operated	Parking Lost
2015 – 2020	0	0	0
2020 - 2025	791	420	1211
2025 - 2030	98	0	98
Total	889	420	1309

Some of the loss will be offset by new publically accessible car parking that will be delivered by The Broadway development. A review of the car park capacity against TRICS data shows that a significant number of parking spaces are likely to be unoccupied at The Broadway development on a weekday. Table 5.2 summarises the quantum of new publically accessible parking that is anticipated to be available over the next 15 years.

**Table 5.2: New Publically Available Parking over the next 15 Years**

Period	New Public Parking Unoccupied during a Weekday	New Public Parking Unoccupied during a Saturday
2015 – 2020	774	0
2020 - 2025	774	0
2025 - 2030	774	0
Minimum	774	0

### 5.3.3 Forecast Parking Demand for Future Development

The developments identified in Section 5.1/Appendix G have been considered to forecast parking demand for a weekday and a Saturday using parking survey data for similar uses from the TRICS database and surveyed sites where available (i.e. Kirkgate Shopping Centre). This does not take into account any policy interventions to not increase the car trips beyond 2011 levels and to increase the mode share of sustainable transport modes in line with the requirements of the West Yorkshire Local Transport Plan.

For C3 (residential) developments, it is assumed that parking needs will be met by the development and there will be no reliance on public parking provision based on agreement with CBMDC Officers.

The outputs of the analysis data is contained in Appendix G and the forecast parking demand for future development is summarised in Tables 5.3 for a weekday and a Saturday scenario.



**Table 5.3: Forecast Parking Demand for Future Development over the next 15 Years**

Period	Weekday	Saturday
2015 – 2020	168	757
2020 - 2025	1341	807
2025 - 2030	34	0
Maximum	1438	1564

Table 5.3 shows that parking demand for publically accessible spaces is forecast to increase by 2030 and the future developments are likely to require up to 1,600 parking spaces based on survey data.

### 5.3.4 Forecast Parking Requirements

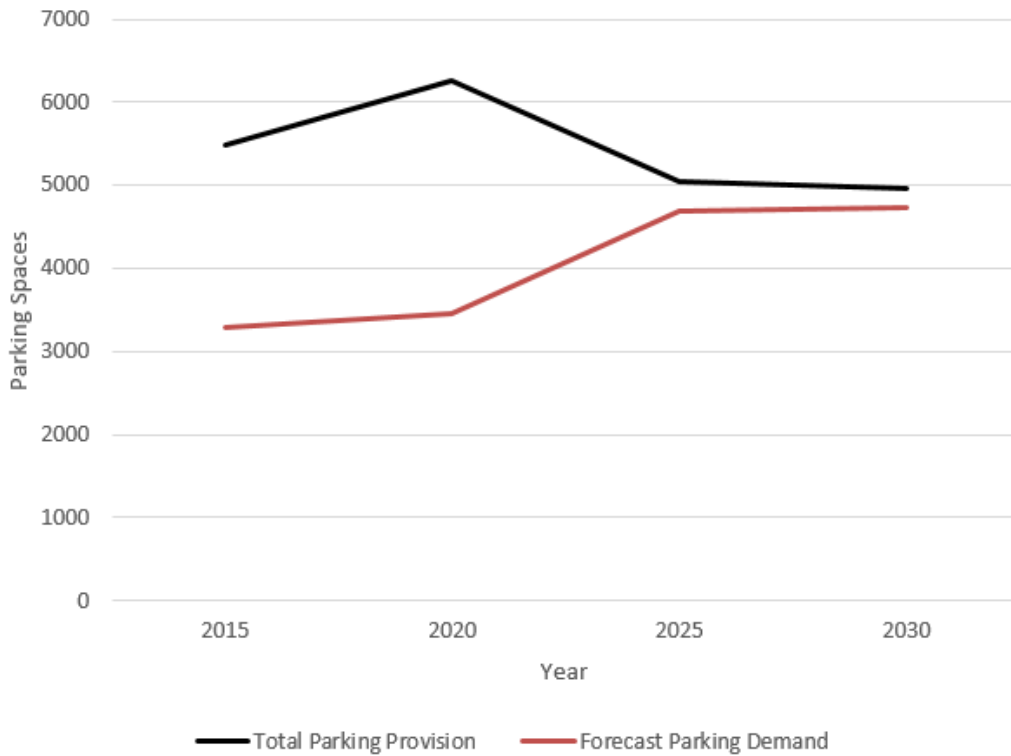
Starting with the current available parking provision to establish the baseline, the amount of parking lost to development has been deducted and the forecast parking demand for future development has been added to the baseline to forecast the parking requirements for Bradford city centre over the next 15 years. The analysis data is contained in Appendix G and the results of the analysis is summarised in Table 5.4.

**Table 5.4: Anticipated Number of Vacant Spaces Available over the next 15 Years (Surplus to Forecast Requirements)**

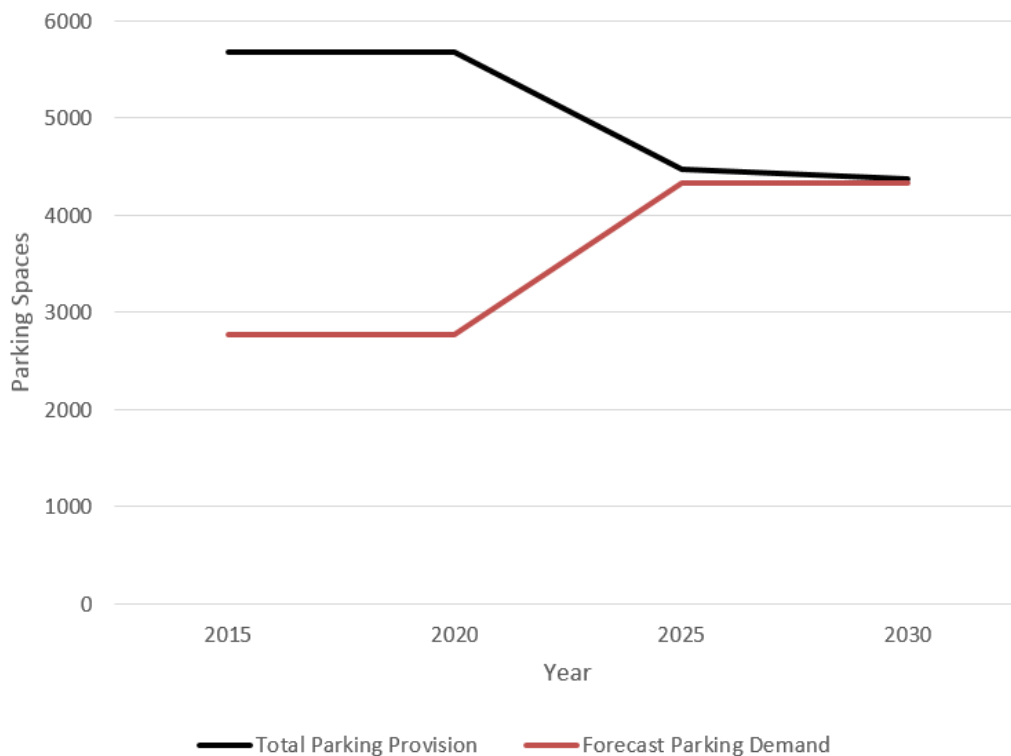
Period	Weekday	Saturday
2015 – 2020	2805	2912
2020 - 2025	355	137
2025 - 2030	227	39
Minimum	227	39

Graph 5.1 illustrates the findings of the analysis and shows the anticipated weekday parking requirements over the 15 year period; and Graph 5.2 shows the parking requirements for Saturday.

**Graph 5.1: Anticipated Parking Provision vs. Forecast Parking Demand for Weekday**



**Graph 5.2: Anticipated Parking Provision vs. Forecast Parking Demand for Saturday**



The increase in weekday parking demand (shown in Graph 5.1) is predominantly as a result of office and mixed-use development assumptions that are likely to require public parking to satisfy their parking demand. The increase in Saturday parking demand (shown in Graph 5.2) is predominantly as a result of retail-led development assumptions that are likely to require public parking to satisfy their parking demand. The development assumptions (including phasing) are based on the sites/uses identified within the BCCAAP (see sites table from AAP contained in Appendix G).

Table 5.4 shows that by 2020, a total of 2,805 spaces is predicted to be available for public use during the week and 2,912 spaces available on a Saturday across the analysed car parks. This suggests that the forecast increase in parking requirements during the week and Saturday can be met.

By 2025, Table 5.4 shows that 355 spaces are predicted to be available on a weekday and 137 spaces on a Saturday. This suggests that the forecast increase in parking demand from future development can be accommodated within the city centre parking provision despite the loss of parking to development.

Should the developments with “unknown” phasing come forward by 2030, it is predicted that the forecast parking demand can still be accommodated. It should be noted that this assessment is based on an analysis of off-street car parking only and assumes no influence from changes to on-street parking provision.

## 5.4 Key Issues and Trends

A review of identified development highlights the following issues that should be considered in the delivery of the parking strategy.

### 5.4.1 Reduction in Off-Street Parking Provision and Maximum Parking Standards

The redevelopment of a number of publically accessible and privately operated car parks within the city centre will result in a reduction in overall parking provision within the centre placing increased demand on existing parking facilities.

Therefore future developments within the city centre should provide an appropriate level of parking provision (in accordance with the local authority’s parking standards) and demonstrate that the development’s parking demand can be satisfied without a detrimental impact on city centre car parking.

### 5.4.2 Active Management of Parking Demand and Modal Shift

A number of other sites have been identified for significant retail and leisure development and therefore, subject to the development proposals and the quantum of parking proposed, are likely to also have a major impact on city centre parking.

The Council should monitor the impact of significant development on the capacity of publically available parking across the city centre.

Forecast parking demand based on TRICS data shows that a significant amount of parking is likely to be required between 2020 and 2030 to allow developments to operate and in turn sustain the economic and cultural vitality of the city centre.

A reduction in car parking demand can be achieved by implementing measures that encourage a shift towards non-car modes and therefore reduce the requirements for parking in the future.

Where appropriate, the Council should work with the developer/operator to manage demand and promote modal shift to sustainable modes of travel. Engagement with developers should start at the Planning application stage where the expectations for parking demand and measures to encourage sustainable mode shift can be set out.

## 6 Car Parking Strategy Recommendations

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### 6.1 Overview

This section of the report makes a number of recommendations to form the city centre parking strategy based on the analysis of the existing car parking, the current issues identified, emerging planning policy and the potential development identified within the city centre boundary. The recommendations are based on policies that include improving the quality of parking and the promotion of sustainable modes of transport.

### 6.2 Future Development

#### 6.2.1 Requirement for Parking

The Bradford City Centre Area Action Plan (BCCAAP) provides specific assumptions for development within the city centre over a plan period for the next 15 years. The development assumptions summarised in Appendix G have been used to forecast parking demand for a weekday and a Saturday using parking survey data for similar uses from the TRICS database and sites local to Bradford City Centre where data is available (i.e. for retail).

The key development proposals identified in Section 5.1 have also been considered along with the development assumptions. The outputs of the analysis data is contained in Appendix G and the findings of the analysis is summarised in Table 5.3 for a weekday and a Saturday scenario.

The analysis shows that based on existing weekday car park occupancy, the consented development schemes and the future development assumptions, sufficient public off-site car parking provision is forecast to be available during a weekday and a Saturday over the next 15 years, i.e. the forecast parking provision is expected to satisfy the future parking demand in the city centre (see Graphs 5.1 and 5.2).

Notwithstanding the results of the analysis there is a recognised need to increase the modal share of the sustainable forms of travel accessing the City Centre. Furthermore early implementation of an active programme to manage parking demand and encourage mode shift towards non-car modes will reduce the demand for parking in the longer term and, as a result, the requirement for parking within the city centre.

#### 6.2.2 Increasing the Sustainable Mode Share

LTP3 and the emerging Core Strategy both seek to increase the number of trips made by sustainable modes of transport. The emerging Core Strategy seeks to minimise new parking within the city centre to maximise development opportunities and use of existing parking facilities. Future developments within the city centre are expected to meet their travel demands and encourage travel by sustainable modes.

Therefore based on the above findings and the aforementioned policies, the aspiration for longer term reduction in parking provision must be met with public transport improvements to encourage mode transfer away from the private car without undermining the vitality of the city centre.

We would therefore **recommend** the following:

Notwithstanding the aims of the emerging Core Strategy and BCCAAP, the Council should only consider a reduction in local authority operated car parking in the longer term where it is supported by public transport improvements and without undermining the vitality of the city centre. Any reduction in parking should be carefully managed and phased to ensure it is not to the detriment of the overall city centre parking requirements.

The Council should monitor the impact of the Broadway development on parking capacity across the city centre and, where appropriate, work with the operator to manage demand and promote sustainable modes of travel.

The Council should regularly monitor parking capacity and demand, a frequency of no more than every two years, and following major developments to establish impact.

No further parking provision is made available in addition to the identified on-street and off-street parking provisions identified in Sections 2.3 and 2.4.

In addition to the recommendations above, significant improvements in public transport and walking / cycling facilities are required if the LTP and emerging Local Plan Core Strategy targets are to be met. CBMDC are already beginning to implement these improvement, but the following continued investment / actions would be recommended:

- **Delivery of the Bradford Forster Square Station Improvements**, which seeks to create a gateway railway station with enhanced linkages towards key nodes in the City Centre. The Masterplan prepared for the station recognises that an improvement in the environment will lead to increased usage. This scheme is scheduled for delivery before 2021.
- **Delivery of the Bradford Interchange Station Improvements**, which seek to create a gateway railway station and 21st century transport hub. CBMDC are working closely with the West Yorkshire Combined Authority to deliver improvement to the interchange and encourage bus and rail usage.
- **Delivery of New Rail Provision** including a new station at Low Moor and at Apperley Bridge. The Apperley Bridge station is scheduled to open in December 2015.
- **Continue to work with City Region partners to support increased investment in the bus and rail services and infrastructure**, building on the announcement of increased services from Bradford Forster Square to London and Bradford Interchange to Chester, Warrington and Manchester Airport.
- **Build on the committed City Connect Cycle Scheme**, which is currently being delivered from Bradford to Leeds. CBMDC are working towards delivering a quality cycle corridor along Canal Road to support trips towards the City Centre.



- **Continue to work with West Yorkshire Combined Authority on the Single Transport Plan**, which will replace LTP 3. The Single Transport Plan could be used as an opportunity for mode share targets to be agreed on a local authority or West Yorkshire basis to support the cities aspiration to increase the use of sustainable modes of transport.

## 6.3 Parking Recommendations

### 6.3.1 Review Charging Structure

The Council operates a number of charging structures to encourage short stay and long stay parking. However analysis has shown that drivers (particularly commuters) are willing to travel a little further to access free or relatively cheaper parking in nearby open surface car parks. During the weekend, drivers prefer to utilise free parking, such as at Forster Square Retail Park that allows ninety minutes of free parking, than pay for parking at nearby car parks.

Analysis of the car park utilisation and charging structure at each car park highlights the Council car parks lose custom to either free parking in the vicinity of the car park, such as around Pine Street, or competitively priced private car parks – this is the case for the northern part of the city centre.

**Recommendation:** The Council should biannually review parking charges across the city centre. A charging structure that is relative to parking demand, in accordance with policy and a strategy to encourage a shift to sustainable modes of travel.

**Recommendation:** Regulation of temporary privately operated car parks will also assist in the control of parking supply, particularly in order to reduce parking over the longer term and to promote sustainable transport modes in accordance with the Core Strategy.

**Recommendation:** CBMDC should consider introducing parking charges for all on street parking.

These have been used in Leeds City Centre with the aim of making Council car parking costs higher than public transport costs.

### 6.3.2 Parking Management Information

Observations during the site visits noted local direction signs to car parks displaying parking capacity.

The Council should consider the expansion of the existing car park management system (incorporating Variable Message Signs) to notify drivers of the number of spaces available in nearby car parks. The system can be setup to display actual parking availability (spaces) or the words “open”, “spaces”, “full” or “closed”. Examples of Variable Message Signs are contained in Appendix F. York intends to use VMS to promote and utilise Park and Ride sites. Leicester have implemented VMS with positive outcomes in congestion.

**Recommendation:** The Council should consider the expanding the system of real-time displays notifying drivers of availability in the City Centre car parks and arterial routes into the City Centre. The parking management information should include all the identified Council car parks and privately operated multi-storey car parks as a minimum.

### 6.3.3 Car Park Payment Systems

Payments at Council operated open surface car parks are currently administered by a Pay & Display ticketing system. This requires drivers to determine their length of stay at the beginning of a parking event and results in drivers returning to their vehicles within the time paid for.

The existing ticket machines do not collate any data to easily analyse car park usage, duration of stay, etc. A number of payment systems are available and should be considered for implementation. A note summarising payment systems is contained in Appendix E. York has trialled 'pay on exit' systems.

**Recommendation:** The Council should consider upgrading the existing ticket machines to allow electronic and mobile ticketing, and data collation for ease of analysis.

**Recommendation:** The Council should consider barrier control and pay on foot/exit payment machines at suitable car parks to allow users the flexibility to extend their stay without penalty.

### 6.3.4 CMBDC Parking Quality Scheme

The Park Mark scheme is a national standard for UK car parks that have low crime and measures in place to ensure safety for people and vehicles. A 'Park Mark' is awarded to each car park that achieves the set standard and distinctive Park Mark signage helps drivers find car parks where they can confidently leave their vehicle. CMBDC Officers have confirmed that funding restrictions have meant that this accreditation is not being perused.

**Recommendation:** The Council should identify their own quality parking standards. CMBDC owned and operated car parks should be assessed against this standards and, where feasible, car parks should be improved to achieve the standard. Depending of the success of such a scheme this could be applied to privately run car parks and in future to other local authorities in West Yorkshire through the Combined Authority.

### 6.3.5 On-street and Specialist Parking Provisions

The analysis shows on-street parking to be generally well utilised and an appropriate provision of specialist<sup>7</sup> parking to be provided in appropriate locations.

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<sup>7</sup> Blue Badge Holders / Disabled User Parking, motorcycle parking and coach and event parking.

A review of the Core Strategy seeks a reduction in on-street parking by pursuing on-street parking controls. This will be supported by improved public transport facilities to encourage mode shift to sustainable modes.

**Recommendation:** The Council should consider additional on-street and specialist parking provision only where a clear demand for such is demonstrated and parking can be practically deliverable. Where new developments are proposed, the proposals shall demonstrate the level of parking they require based on the Core Strategy parking standards.

### 6.3.6 City Car Club

The Council has introduced two City Car Club spaces at Jacobs Well. Dependent on take up there could be an opportunity to extend provision in the City Centre. The City Car Club has extensive provision in and around Leeds City Centre.

**Recommendation:** The Council should monitor the demand for City Car Club vehicles and work with the provider to deliver additional car club spaces within Council or privately operated car parks or at the two City Railway Stations.

### 6.3.7 Electricity Charging Points

To deliver the requirements of the West Yorkshire Low Emissions Strategy (2014) and CBMDC's Low Emission Strategy and Action Plan 2013 the Council should consider the introduction of electric vehicle charging infrastructure to progress towards a low carbon, sustainable transport system. All West Yorkshire Authorities should be promoting electric charging points based on this strategy. Leeds City Council are asking all new developments to include charging points if feasible.

**Recommendation:** Where charging infrastructure for electric vehicles is introduced within the Council's car parks or on-street, existing car parking spaces should be considered. The Council should consider additional provision where a clear demand for such is demonstrated. Where new developments are proposed the opportunity for providing electric vehicle charging points should be investigated.

### 6.3.8 Events or Cultural Attractions Parking

Bradford City Centre is a focus for cultural activities in Bradford. It is important to their success to be accessible. The Council operated Sharpe Street car park serves the National Media Museum, Alhambra Theatre, Central Library, Ice Skating Rink amongst other uses. The nearest off-street car parks are at Jacobs Well (available for public use at weekends only) and at Wilton Street.

The Sharpe Street car park is very well used with observations of 100% utilisation during the week, 33% on Saturday and 72% on Sunday.

A review of contractor parking at Raphael House (William Street) shows a waiting list to operate as a result of parking demand being greater than supply.

We would recommend the following interventions to support access to cultural attractions.

**Recommendation:** CBMDC work with cultural attractions to develop Travel Plans/measures to encourage travel by non-car modes.

**Recommendation:** The Council should consider increasing car parking provision at, or in the vicinity, of Sharpe Street to support the economic and cultural vitality of this quarter of the city centre, particularly as parking is lost to future development.

**Recommendation:** Where new or extended leisure/entertainment is proposed, the developer must engage with CBMDC on proposed levels of parking and develop sustainable travel planning measures/initiatives.

### 6.3.9 Cycle Parking Provision

The City Connect Cycle Scheme is currently being delivered, which improves cycle links between Leeds and Bradford City Centre and from Shipley to Leeds along an enhanced canal tow path. This scheme has the potential to increase the levels of cycling in Bradford.

The Station Masterplans for both Bradford Forster Square and Bradford Interchange also provide an opportunity to increase cycle parking around key transport nodes. It is recommended that:

**Recommendations:** CBMDC work with partners and developers to deliver new cycle parking at key transport nodes and on new developments.

**Recommendation:** CBMDC will work with developers changing and showering facilities within all new major developments.

### 6.3.10 Extend Pay & Display Parking

As there will be a reduction in car parking over the longer term due to redevelopment of car parking sites parking within the city centre is likely to become a premium and therefore the Council should consider extending Pay & Display parking to “limited waiting” spaces where appropriate.

Pay & Display parking is more efficient to enforce as the system relies on the issue of a ticket. The Civil Enforcement Officer is likely to be more efficient in checking tickets displayed on vehicles than recording vehicle details and rechecking frequently.

The secondary effect of reducing free parking provision is that it encourages mode share to public transport systems, particularly given that some limited waiting spaces allow parking up to 4 hours.

The income generated from parking charges can be allocated towards maintaining the parking infrastructure and enforcement.

**Recommendation:** The Council should monitor car parking provision post 2020 and consider extending Pay & Display parking to “limited waiting” on street parking spaces within the city centre for implementation during the day.

### 6.3.11 Park & Ride

A review of the city centre cordon count data showed the busiest traffic corridors into the city centre to be along the Airedale, Manchester Road and Wakefield Road corridors (see Section 4.1) and forecast to increase over the next 15 years.

Notwithstanding this the LTP3 and Bradford Core Strategy recognise the importance of reducing the mode share of the private car through investment in public transport and car parking policy.

The recently opened rail based Park & Ride facility at Apperley Bridge and the new station at Low Moor (scheduled to open in Spring 2017) will encourage drivers to park at the outskirts of the city and travel into the city centre by rail. This should reduce car trips along the Manchester Road, Wakefield Road and Otley Road corridors.

Considering that the busiest approach to the city centre is the Airedale corridor along which existing railway and bus services currently operate, this existing infrastructure can be enhanced to introduce a rail or bus based Park & Ride facility. This would encourage the following:

- mode transfer to an “express” style public transport service for those living in the vicinity of the Park & Ride;
- encourage drivers to transfer to sustainable modes for part of their journey, therefore reducing congestion and CO<sub>2</sub> emissions within the city centre; and
- reduce the requirements for parking within the city centre over the longer term.

**Recommendation:** The Council should monitor the impact of the new Park & Ride facilities at Low Moor and Apperley Bridge with a view to enhancing the Park & Ride offer within the Bradford District. The provision for new Park & Ride facilities should aim to encourage mode transfer to sustainable modes, reduce car trips within the city centre, lower CO<sub>2</sub> emissions and reduce the requirement for parking over the longer term.

**Recommendation:** CBMDC work with WYCA to deliver increased parking at Shipley Railway Station – to provide Park and Ride options on the Airedale corridor.