

## **A Parking Strategy for Calderdale**





### **1. Introduction**

- 1.1. Our vision for Calderdale in 2024 is for a place where you can realise your potential whoever you are, whether your voice has been heard or unheard in the past. We aspire to be a place where talent and enterprise can thrive. A place defined by our innate kindness and resilience, by how our people care for each other, are able to recover from setbacks and are full of hope. Calderdale will stand out, be known and be distinctive. A great place to visit, but most importantly, a place to live a larger life.
- 1.2. Our transport network – how we connect, interact and access our homes and workplaces, shops, healthcare and leisure destinations – has a major influence on our health and wellbeing, our local economy and the environment. Calderdale's Transport Strategy sets out a vision of an efficient, safe, clean and well managed transport network that caters for the needs of all users. This is essential if we are to achieve Vision 2024: our ambition to be a place where everyone can realise their potential; where talent and enterprise can thrive; defined by kindness and resilience; and distinctive in its towns, landscape and people.
- 1.3. We now need to ensure that our transport 'offer' also fully aligns with and contributes to the Council's three overarching organisational priorities: tackling the climate emergency, reducing inequalities and strong and resilient towns.
- 1.4. Parking policy is one of the most effective tools that we can use to manage and influence traffic and travel on our highway network. Used well it can lay the foundations for a more sustainable transport system, supporting active travel, modal shift, public transport and emerging electric vehicle and alternative fuels technologies whilst still catering for those who must rely on the private car.
- 1.5. Progressive parking management is politically challenging to implement but the purpose of this paper is to set out a strategic framework for the management of parking across Calderdale and to identify the actions that the Council must take to ensure that our ambitions are realised. Our aim is to deliver a sensible range of interventions which do not create unnecessary barriers to the way people travel but nonetheless encourage them to think about their choices. The cornerstone of this strategy is to balance the availability of appropriate car parking with frequent, fast and reliable public transport, along with infrastructure that supports walking and cycling and creates excellent connectivity across our communities.

## 2. Why do we need a parking strategy?

### Environment

- 2.1. Data from both the UK Climate Commission and Calderdale's Emissions Reduction Pathway study shows that reducing transport emissions is one of the most vital steps in fighting the climate emergency and achieving our ambition of 'Zero Carbon Calderdale'. In Calderdale, road transport is the greatest single contributor to carbon, creating around 41% of the overall carbon emissions profile.
- 2.2. The Emissions Reduction Pathway identifies a range of transport interventions to reduce car use, as shown in the figure below. Management of car parking is integral to this. None of these interventions will work in isolation.

	<b>Transport</b> 
<b>Top Priority</b> 	Reduce car use through modal shift and demand reduction
<b>Short term action</b> 	<ul style="list-style-type: none"> <li>• Improve cycling and walking infrastructure</li> <li>• Reallocate road space and restrict parking</li> <li>• Expand electric vehicle charging network</li> <li>• Work with partners to expand bus offering and decarbonise rail</li> <li>• Decarbonise the public fleet and reduce emissions from staff travel</li> </ul>
<b>Medium term action</b> 	<ul style="list-style-type: none"> <li>• Role of freight consolidation</li> <li>• Role of traffic control measures</li> </ul>

- 2.3. Vehicular traffic creates a cocktail of emissions including exhaust fumes, re-suspension of road dust, abrasion of the road surface itself and the wear of brakes and tyres which can lead to the creation of pollutant dust from heavy metals such as iron and copper. These all contribute to poorer air quality along and around our highway network and the associated health and

environmental issues that this brings. All Calderdale's declared Air Quality Management Areas are associated with road traffic emissions and this strategy clearly aligns with our emerging Air Quality Strategy and our aim to achieve 'Clean Air for All'.

#### Public transport

- 2.4. The national bus strategy, Bus Back Better, sets out the vision and opportunity to deliver better bus services for passengers across England, through ambitious and far-reaching reform of how services are planned and delivered with simpler fares, new and cleaner buses, improved routes, a more reliable service and higher frequencies. The Mayor of West Yorkshire, Tracy Brabin, has pledged to 'bring the region's bus services back under public control' with the aim of making the bus the 'first choice' for peoples' journeys. Plans have recently been announced to reduce the price of an all-day ticket and cap single fares at £2.
- 2.5. The West Yorkshire Enhanced Bus Partnership, to which Calderdale Council is signatory, is a statutory partnership between West Yorkshire Combined Authority, the West Yorkshire districts and local bus operators and defines how we will work together to deliver our ambition to transform bus services. The Council, through its network management role, needs to address the impact of congestion on bus services and provide opportunities for bus priority while balancing the needs of all road users including parking.

#### Active travel

- 2.6. Active Calderdale sets out our mission to work with communities to make physical activity an embedded part of day to day life in Calderdale. Encouraging people to change their travel habits and replace car journeys with cycling and walking is a key element in achieving our goals. In order to do this we must provide a highway environment that is safe, clean and welcoming.
- 2.7. With the establishment of Active Travel England, the executive agency responsible for improving highway standards for walking and cycling, and the publication of advice notice LTN1/20 on the design of high quality, safe cycle infrastructure the government has given a clear message that our highway network must be better designed and managed to cater for all users and reduce the dominance of the motor car.
- 2.8. Government transport funding, including the City Region Sustainable Transport Settlement that is currently in negotiation, is increasingly focused on public transport and active travel. The Council has been extremely successful in securing funding for transport projects over recent years. If this is to continue then there is a clear need to better manage our constrained highway environment to create the opportunities for improvements for public transport and active travel. Parking management is crucial to this process.

## Local economy

- 2.9. For our local economy to thrive then we need to provide the right amount of parking in the right locations and at the right price. Car parking uses land in town centres that could be used alternatively for sustainable homes, businesses or amenities such as public space, parks and play areas. Parking in the wrong location can cause congestion and associated emissions as vehicles hunt for spaces.
- 2.10. We have carried out studies in our main towns in order to baseline supply and demand at different times and days across the week. This has allowed us to better understand where the pressures and opportunities lie. We have found that all of the town centres show an average of >30% oversupply but with some individual car parks at 95% occupancy and others less than 40% at peak times. Further, more detailed work, has also been carried out by our consultants Integrated Transport Planning (ITP) the main findings of which can be summarised as follows:
- Parking occupancy throughout Calderdale is low on average and car parks are generally underutilised, although demand for parking is consistently higher in Halifax and Hebden Bridge than other towns;
  - Parking 'stress' (where occupancy exceeds 85%) is experienced in only a handful of car parks in Halifax;
  - On-street parking places are generally favoured over off-street parking places throughout Calderdale, which is sub-optimal from a traffic and parking management perspective;
  - Parking tariffs in Calderdale have typically been lower than many neighbouring authorities while surplus parking revenue generated in Calderdale is higher. This suggests that other authorities are spending more on other parts of their parking service (e.g. they may be undertaking greater enforcement activity and/or investing more heavily in parking management technologies).

Anecdotal observation suggests that parking demand has reduced in some parts of the district since the pandemic.

### 3. Management Considerations

3.1. An effective strategy needs to take account of the following:

- Hierarchy (the type of parking being prioritised at each location)
- Pricing
- Length of stay
- Customer experience
- Minimising traffic in the town centre
- Levels of enforcement
- Opportunities for electric vehicle charging
- Other land use options at that location.

3.2. The correct application of these controls, either individually or in combination, will effectively influence modal choice, where people park and for how long and will become more and more essential for the economic vitality of our towns.

3.3. One of the most important considerations is “the hierarchy” as this will determine what (if any) priority should be given to the various user groups. In the main:

- Shoppers generally require short stay, convenient parking;
- Commuters/ workers require cheap long stay parking and pricing strategies can be used to encourage them either to walk further to their destination or to switch mode of travel;
- Residents (where off-street private parking is not available) require on-street parking as close to home as possible, although there may competing demands for road space which could override this expectation;
- Visitors and tourists may require either short or long stay parking depending upon the tourist offering and this will need to be considered in each of our town centres or in the vicinity of our major tourist attractions;
- Our evening and night-time economy is important. People will make different choices at different times of the day, especially as fewer public transport choices are available at night and there are personal security concerns for some. Our pricing strategy needs to take account of this.

3.4. In recognition of these needs our on-street parking strategy will be educated by the following principles:

- Subject to road space requirements, short-stay parking (up to 2 hours – to be determined by location) will be given priority at available on-street parking locations in or near shopping or commercial centres;
- Adequate provision will be made for the delivery of goods and for public service and emergency vehicles;

- Provision for Blue Badge holders will be made in line with recognised national standards (as a minimum);
  - In residential areas, where there are no other competing demands for road space, priority will be given to meeting residents' parking needs.
- 3.5. The mix, number and usage of on-street parking spaces will be periodically reviewed to ensure that they continue to meet sustainability objectives and reflect local circumstances.
- 3.6. Whilst our off-street public parking will ensure that:
- Short-stay parking (up to 2 hours – to be determined by location) will be prioritised on sites within an acceptable walking distance of shopping and commercial centres to ensure adequate accessibility;
  - Longer-stay parking will be prioritised on sites further away from shopping and commercial centres;
  - Long stay commuter parking will be reduced where good sustainable transport alternatives exist.
- 3.7. We also recognise that individual groups of road users have different needs and therefore our on and off street parking opportunities will be prioritised in the following manner:

<b>On-Street (relatively high priced in comparison with off street)</b>	<b>Off-Street (enables road space reallocation for walking, cycling, public transport, street vending and entertainment)</b>
Emergency services/Funerals/Health emergency	Blue Badge Holders
Blue badge holders	Short stay shoppers and visitors
Residents	Long stay shoppers and visitors
Essential business users	Employees and commuters
Short stay shoppers and visitors	
Long stay shoppers and visitors	
Employees and commuters	

- 3.8. However, this will not be prescriptive as the individual requirements will vary according to each area (town centre, district centre, health facility, residential area etc.). This accords with '[Re-Think! Parking on the High Street](#)', a 2013 report which determined that:

*“there is no simple formula that can be given on determining the right kind of tariff to be introduced nationally because every location is exposed to an individual set of dynamics and factors. The only universal answer is that local authorities and other operators must develop a plan for parking provision that faces up to the question, “What and who is our parking for?” and complements a wider strategy for accessibility that again, fits with a strategy for the town centre or local authority area”.*

- 3.9. In recognition of this the Strategy recommends that a series of audits of parking issues is carried out for each district centre. The Audit of Existing Facilities and Short Term Action Plan, described at Appendix 1 of this document, will allow an overall set of targets to be created for the Borough all of which can also be varied in light of the needs of the individual town centres: Halifax; Brighouse; Elland; Hebden Bridge; Sowerby Bridge; and Todmorden.
- 3.10. In determining our targets and strategies we will also be cognisant of the following market factors:
- An oversupply of parking creates no incentive for modal shift and will put an excessive burden on our enforcement staff. In such areas there may be an opportunity to re-purpose land.
  - An undersupply of parking can lead to 'hunting' and pollution, but may also encourage more use of sustainable modes, and,
  - Parking supply in the wrong location can be detrimental to the environment and create road safety issues. However, it may present an opportunity for dynamic pricing although this is more suited to larger city centres.
- 3.11. As described in paragraph 2.10 above, according to the report produced by our consultants ITP, it is possible that other Local Authorities are investing more in their parking service. It may be considered essential that we adopt a similar model if we are to strengthen our enforcement activity and renew and improve our parking systems in order to implement our parking strategy and achieve our ambition for modal shift.

## 4. Our Strategy

### 1. Parking provision and pricing should meet the needs of all users

We recognise that disabled users, electric vehicle (EV) users, motorcyclists and cycle users all have unique requirements.

EV users need access to public charging points to ensure they have the confidence to use their vehicles. Recent studies have shown that EV drivers have now moved their anxieties from 'range' to 'charging'. Although the number of charging points across the UK has increased by 33% over the last 12 months (32,663 chargers across 19,960 locations at end of June 2022 *source Zap-Map.com*) the Competition and Markets Authority has suggested that this figure will need to increase to between 280,000 and 480,000 units by 2030, when the ban on new petrol and diesel cars comes into effect. We will therefore facilitate the installation of both on and off street charging points in as wide and plentiful manner as possible. The ITP work recognises that there is currently:

*"Plenty of space in existing car parks to accommodate EVCPs."*

But they also noted that:

*"High levels of terraced housing and apartments in many areas are likely to necessitate the EVCP rollout to residential areas. Providing EVCPs at train stations and workplaces may help alleviate burden on residential areas."*

We recognise that there are particular difficulties associated with home electric charging on terraced streets and the remediation of this is the subject of separate work. We also note the price differentials between public and private charging rates and we will work closely with Her Majesty's Government and the West Yorkshire Combined Authority to alleviate this.

By recognising that the installation of EV charging points in public car parks may become an essential element of their future patronage (and in the short term a useful USP) we will aim to 'nudge' private car park operators into the provision of similar facilities. Working with the West Yorkshire Combined Authority, as per the detail of "Taking Charge: The Electric Vehicle Infrastructure Strategy", our aim will be to ensure that at least 20% of all public car parking spaces are fitted with EV charging points by 2030 - see Action Plan Appendix 1. Alongside the Combined Authority, we will also, as a matter of urgency, consider the balance between rapid and slower charging points, the most appropriate management mechanism and most effective supply chain (i.e. multiple or single provider) for Calderdale.

The provision of disabled parking spaces features in the Draft Local Plan which states that:

*"Developments that allow access to the public, including retailing, offices, cultural and recreational uses should provide car parking for disabled people at a ratio of 1 disabled space per 10 spaces provided."*



As a minimum we will ensure that our public provision matches, if not exceeds, this minimum provision, as demonstrated in the Action Plan.

We will utilise high quality cycle and motorcycle parking across Calderdale to indicate that two wheeled vehicle cycle users are welcome within the Borough, which, we anticipate, will encourage non-users to begin using cycles for trips. We will also work with motorcycle user groups and the cycle forum to ensure that all district centres are fitted with secure facilities for both groups of road user.

We have also made provision for two wheeled users with the Draft Plan which states that:

*“New commercial, retail, employment and leisure development should provide opportunities for the parking of bicycles and motorcycles in secure facilities. Large residential conversions and major new blocks of apartments (creating over 5 units) should also provide facilities for the secure storage and parking of bicycles and motorcycles.”*

and

*“Where garages are provided within residential development, these should facilitate, where possible, the parking of a bicycle”.*

Likely interventions required to deliver this element of the strategy may include:

- Provision of secure cycle parking facilities
- Park & ride
- Park & pedal/ stride
- Differential pricing
- Electric vehicle parking.

See Appendix 2 for further details.

## **2. Parking provision and pricing will support the growth of sustainable transport modes**

As noted above, there is a demonstrable relationship between the availability of parking and the take up of more sustainable modes of travel. If car parking is too plentiful or too cheap then car owners have little incentive to switch.

Low levels of patronage make it more expensive to operate an effective and comprehensive public transport system, leading to an increased need for public subsidy. Cuts to service levels also adversely affect the overall connectivity of public transport users. Meanwhile, the increased use of cars exacerbates congestion, makes journey times longer and less reliable, and the increased use of high emission vehicles impacts upon local air quality. Valuable road space given over to parking can also compromise or prevent the provision of high quality infrastructure for walking, cycling and public transport.

Within Calderdale the availability and price of car parking needs to be regulated to encourage the use of sustainable transport modes. In recognition of this, we will regularly review both our tariffs and lengths of stay, provision for which is also recognised in the Audit Plan at Appendix 1.

Likely interventions required to deliver this element of the strategy may include:

- Park & ride
- Park & pedal/ stride
- Emissions-based tariffs
- Electric vehicle parking
- Workplace parking levy
- Mobility hubs

See Appendix 2 for further details.

### **3. Parking provision and pricing will not hinder access to employment, public services, retail and leisure destinations**

Car parking allows businesses to trade, employees to access their workplaces and customers to reach businesses. It also allows citizens to reach education and healthcare, and to participate in the social and cultural life of the Borough. Our parking strategy will therefore ensure that the appropriate number of spaces are available in the right location for those who cannot reasonably use other modes. The pricing of council operated car parking will encourage an appropriate level of turnover in relation to the location of the car park or parking space. As noted above, particular attention will be given to the needs of the mobility impaired.

Regular reviews of our parking arrangements and tariff structures are required through the Audit Plan at Appendix 1.

Likely interventions required to deliver this element of the strategy may include:

- Differential pricing
- Parking guidance systems
- Mobility hubs.

See Appendix 2 for further details.

### **4. Parking provision will not hinder regeneration**

Car parking can occupy scarce urban land which might be used for a variety of other purposes. We will therefore ensure that the management and provision of our car parking is utilised to help us to ensure that sufficient land is available for development and also to develop and sustain stronger towns by creating the right conditions for investment. In all new developments a sufficient quantity of EV charging points will be made available.

Overall, we will seek to ensure that there is no net increase in parking provision across the Borough as a whole. Our aim will be to protect the viability of our town centres whilst also trying to ensure a modal shift to public transport and active travel. This is reflected within the Local Plan as described below:

*“Within the town centres of Calderdale the application of the advisory parking requirements could have serious consequences for traffic congestion, amenity, conservation efforts, regeneration, use of valuable town centre land, or compromise efforts to encourage travel by alternative modes of transport. As a result the Council will not expect developers to provide parking with their developments within these centres. In some*

*circumstances, for instance within Conservation Areas or within the curtilage of Listed Buildings, it may be necessary on conservation or amenity grounds to preclude parking altogether. However, there may be circumstances within the town centres where essential operational parking is needed. The Council will assess these requirements on their merits, and will not seek to allow parking that would be used for general long stay purposes.”*

Likely interventions required to deliver this element of the strategy may include:

- Differential pricing
- Diversified Parking Uses

See Appendix 2 further for details.

## **5. Parking provision and pricing will ensure that Calderdale remains competitive**

We will be mindful of the parking policies of neighbouring centres to ensure that businesses within Calderdale are not disadvantaged. However, as noted in the [‘Re-Think’](#) report, we recognise that ‘every location is exposed to an individual set of dynamics and factors’ and therefore we will ensure that this does not become a ‘race to the bottom’ in which our other objectives are abandoned. Rather it will require a bespoke approach which recognises our key district strengths and couples them with complimentary tariffs and time bands.

The audit process described at Appendix 1 will demonstrate how this will best be effected.

Likely interventions required to deliver this element of the strategy may include:

- Park & pedal / stride
- Smart payment
- Differential pricing
- Parking guidance systems

See Appendix 2 for further details.

## **6. Where there are competing demands for road space, on-street parking will not be prioritised over the needs of public transport or active travel modes**

There are some areas where housing may lie adjacent to important public transport links or planned active travel interventions and here the availability of on-street parking may compromise the on-going route integrity or create congestion. In such instances the availability of on-street parking will not be prioritised.

## **7. Regulation and enforcement**

We will invest in our parking enforcement, systems and technology such that we can successfully implement our parking strategy, achieve our ambition for modal shift and react to a changing environment and new opportunities.

We will actively enforce all parking regulations in order to ensure the free flow of traffic and the appropriate turnover of on and off-street spaces which will ensure our

ambition to create stronger townscapes whilst also protecting the vitality and vibrancy of our district centres. We will also use our enforcement powers to proactively create safe spaces, especially in the vicinity of schools where we aim to create the right environment for active travel.

In addition to the above, we will utilise our planning powers to proactively discourage the operation of fly parking on those sites currently operating without planning permission. Where appropriate, in the vicinity of schools for example, we will also carry out anti-idling campaigns supported by the introduction of local legislation if required.

**Appendix 1****Audit of existing facilities and short-term Action Plan (one to be completed for each District Centre)**

<b>Mechanism</b>	<b>Measure</b>	<b>Control</b>	<b>Cost</b>	<b>Funding</b>	<b>Timescale</b>
No of EV charging points on surface CP's.	% per CP	Target	Variable. Need to calculate impact on revenue.	Govt / WYCA grant.	
No of EV charging points on street.	% per CP	Target	Variable. Need to calculate impact on revenue.	Govt / WYCA grant.	
No of EV charging points in residential areas.	Number	Target	Variable (likely to be borne by private operators)	Govt / WYCA grant / private.	
Move to solar P+D machines with contactless card payment option.	% of replacement machines.	Target	£x per machine.	Car parking revenue either through tariff increases or income target reductions.  Phased renewal.	
Move to LED lighting in all CP's.	% of replacement lighting installed.	Target	Cost per unit.	Invest to save as with the LED streetlighting stock.	
Replacement of on street car parking (residential) as part of a road space reallocation to buses and cycles.	Per kilometre (or part thereof). Scheme dependent. Accords with both Govt and WYCA policy expectations.	Cost Benefit Analysis	Variable.	DfT Grant.	
Replacement of on street car parking (P+D) as part of a road space reallocation to buses and cycles.	Per kilometre (or part thereof). Scheme dependent. Accords with both Govt and WYCA policy expectations.	Cost Benefit Analysis	Variable. May require revision of CP income targets.	DfT Grant.	
Moratorium on additional TC CP spaces with possible phased	Possible reduction as a percentage.	Possible target for reduction over time.	Need to consider potential impact on income.	N/A	

Mechanism	Measure	Control	Cost	Funding	Timescale
reduction over time.					
Review of on-street P+D availability ensuring that very short times are adjacent to TC's to protect accessibility.	N/A	Confirmation of broad concentric tariff banding.	N/A	N/A	
Review of off-street P+D availability ensuring that short stay parking times are adjacent to TC's to protect accessibility.	N/A	Confirmation of broad concentric tariff banding.	N/A	N/A	
Review of equivalent tariff structures across WY.	N/A	TBA – needs input from business and skills so that we can identify our TC viability against others to create a level playing field.	N/A	N/A	
Review of all disabled bays across the Borough to test availability.	Minimum of 10% of all able bodied spaces (matched by spatial dispersion).	TBA – percentage availability across space.	N/A	N/A	
Review of cycle parking availability.	Availability across space.	TBA – based availability across space.	Variable.	Dft Grant Funding.	
Review of long stay secure cycle parking availability.	Availability across space.	TBA – based availability across space.	Variable.	Dft Grant Funding.	

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## Appendix 2

### Interventions to be investigated/ implemented to deliver the Strategy

Intervention	Detail	Could it work in Calderdale
Park & Ride	Opportunities to use the rail network for P&R, particularly for commuter trips.	Yes – but dependent on commuting patterns returning to something that resembles pre-Covid-19 behaviour.
Park & Pedal/Stride	Opportunities to promote in car parks within a 10-25min walk to urban centres.	Yes – could be delivered now.
Differential pricing	To be explored in conjunction with a reduction in parking supply to manage demand across the parking stock. May have limited impact at this moment in time due to significant spare capacity. It is generally prudent to charge a higher tariff for more convenient parking places.	Yes – if tied in with other measures.
Emissions-based tariff	Incentivise people to shift from petrol/diesel to electric vehicles. Effectiveness challenged by low tariffs overall but could be explored with a reduction in parking supply to enable a stronger price incentive to be created.	Yes – but parking tariffs need to increase to generate the desired impact.
Electric vehicle parking	Plenty of space in existing car parks to accommodate EVCPs. High levels of terraced housing and apartments in many areas likely to necessitate EVCP rollout to residential areas. Providing EVCPs at train stations and workplaces may help alleviate burden on residential areas.	Yes – should be delivered ASAP.
Smart Payment	Diversification of payment channels welcomes to enhance customer experience. Covid-19 has accelerated uptake of contactless/ cashless parking.	Yes – good suite of payment options already in effect.
Parking Guidance Systems	Previously provided in Calderdale by AppyWay. Welcomed to enhance customer experience and promote seamless parking.	Yes – but it's not critical given that parking is not under stress.
Workplace Parking Levy	Demand for parking at workplaces currently unclear. However, low tariffs in public car parks would likely displace parking from workplaces to public car parks unless tariffs are increased if WPL is implemented.	Requires further investigation and engagement with large employers.
Diversified Parking Uses	<p>Excess parking capacity exists throughout Calderdale and therefore some parking assets should be released to secure address housing challenges/create new public amenity and generate revenue to finance Net Zero-related initiatives.</p> <p>Appears to be a particular opportunity to rebalance demand between on and off-street parking, which could support Public Realm improvement works, Low Traffic Neighbourhoods, etc.</p>	Yes - should be explored further.

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Intervention	Detail	Could it work in Calderdale
Mobility Hubs	As above, conveniently located car parks could be diversified to become multi-modal transport interchanges to support local bus services, public micromobility hire services, car clubs, local freight distribution.	Yes- should be explored as a next phase of work.
Anti-idling Campaigns	Already in place in Calderdale but could be ramped up in accordance with EV promotion/emissions-based charging.	Yes – tied to EV promotion.
Planning powers	Investigate experience in other local authorities where planning controls (e.g. through a supplementary planning document) have been specifically used to manage/ deter provision of additional town centre parking on development sites	Yes – should be explored further