



CABINET - 7 NOVEMBER 2001

## PARKING PROVISION ON DEVELOPMENT SITES

### 1 Introduction

- 1.1 The attached report (Appendix 1), requested by the Economy and Planning Review Panel, was considered by the Panel on 17 October.
- 1.2 In introducing the report, officers referred to the Council's commitment to policies aimed at reducing car dependency through its corporate plan, Local Agenda 21, the Hampshire Local Transport Plan and the District Local Plan . The Panel was also reminded of the shift in government policy away from roadbuilding and towards alternatives to the car, which went back nearly ten years. This was reflected in government guidance evolved over that period, and officers' response to that guidance was to work in partnership with Hampshire County Council as local transport authority to make national policy work in a way which was sensitive to local circumstances. Officers outlined the current process of change in car parking policy both at the national and local level within this context.
- 1.3 With specific reference to Recommendation 7.2, officers pointed out that exceptions to the use of the Council's own local standards would occur in the case of a few large development proposals which would be subject to national (PPG13) standards (see paragraph 2.1 of the report). Otherwise the Council could set its own standards and was responsible for their implementation, but needed to do this within the context of guidance set out by national government and by the Hampshire strategic authorities (Hampshire County Council and the City Councils of Portsmouth and Southampton).
- 1.4 Officers also indicated that recommendations for revised local parking standards in accordance with Recommendation 7.3 of the report would be brought to the Panel in the course of the next few months.
- 1.5 Members of the Panel expressed the following concerns:
  - parking control is an ineffective tool in influencing car use or ownership
  - the District needs its own guidance on parking provision reflecting a different point of view from the national and (emerging) Hampshire guidance
  - overspill parking from developments underprovided with parking space (in particular residential developments) threatens road safety and the local environment.
- 1.6 The Panel resolved as follows:
  - 1 **That the Panel *does not agree with* the Council's current policies for car parking provision on development sites, the national parking space limits for large developments set out in Annex D of PPG13 and the progress**

made towards final adoption by the county and unitary councils in Hampshire of *Hampshire Parking Strategy and Standards 2001*.

**2 That there should be an immediate review of the Council's current parking policies and standards.**

**2 Comment**

- 2.1 With regard to the Panel's first recommendation, officers maintain that the steps described in paragraphs 1.3 to 1.5 of their report, reflecting technical work carried out over a period of nearly two years and shortly to reach a final conclusion, represent progress as described.
- 2.2 The Panel disagrees with the national maximum standards (or limits) set out in the March 2001 revision of PPG13. While for some land uses these are lower than the Council's current limits, for others they are identical. Bearing in mind the small number of development proposals to which they are likely to apply in this District, their status as national policy and evidence that Government is prepared to enforce their application where necessary through its various powers of intervention, officers are unaware of any convincing reason why the Council should resist them.
- 2.3 The Panel also disagrees with the Council's current policies for car parking provision. The policies set out in Annex 1 to the report to the Panel are
- first,* those of the adopted District Local Plan and
- second,* those recently proposed by the full Council in the form of alterations to the adopted Plan, following consultation with both the Panel and the Planning Development Control Committee in June this year.

Early next year officers will be recommending changes to the latter policies in the light of representations received during the statutory deposit period (July - September 2001).

- 2.4 With regard to the Panel's second recommendation, as reported in paragraph 1.3 above a review of the Council's current standards is already under way and a further report will be made within a few months. The final form and content of the Hampshire-wide document will be a key consideration in this review, and there would be no benefit in attempting to complete it in advance of final decisions at the county level which are also expected soon. The officers' report will also address the specific concerns raised at paragraph 1.5.

**3 Environmental, financial and crime and disorder implications**

- 3.1 These are as set out in sections 4 to 6 of the appended report.

#### **4 RECOMMENDATION**

- 4.1 That the Cabinet notes the views of the Economy and Planning Review Panel, including the Panel's desire for an early review of the Council's current standards.**
- 4.2 That in the course of the next few months report(s) be brought before the Economy and Planning Review Panel and Cabinet recommending changes to the Council's current policies and standards, having regard to:**
- (a) the final adoption by the county and unitary councils in Hampshire of *Hampshire Parking Strategy and Standards 2001***
- (b) concerns expressed by Members about the specific circumstances of New Forest District**
- (c) representations received regarding the relevant policies in the deposited First Alteration to the District Local Plan**
- 4.3 That no changes be made to the Council's current policies and standards, in advance of consideration of the report(s) referred to in recommendation 4.2.**

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PATRICKH/REPORTS/PARK1  
29 Oct '01

#### **Background papers:**

Hampshire County Council Environment  
Policy Review Committee 17.9.01: Item 7:  
Hampshire Parking Strategy and Standards  
2001

## ECONOMY AND PLANNING REVIEW PANEL - 17 OCTOBER 2001

## PARKING PROVISION ON DEVELOPMENT SITES

## 1 Introduction

- 1.1 At its last meeting the Panel requested an urgent update on this subject.
- 1.2 The Council's current policies appear in the adopted New Forest District Local Plan and the deposited First Alteration to the Local Plan (**Annex 1**). The principle of applying car parking standards as a maximum, with minimum requirements being imposed where appropriate on a site-by-site basis, runs through both the adopted and deposited policies.
- 1.3 The Council's current parking standards were adopted as supplementary planning guidance in 1999 and are broadly based on recommendations by Hampshire County Council. Earlier this year (shortly before the Government issued its revised planning policy guidance PPG13 *Transport*), the County Council together with Portsmouth City Council and Southampton City Council promoted new standards through a joint consultation document *Hampshire Parking Strategy and Standards 2001*. As reported to the Panel in March, this document was prepared by a joint working group of officers from the county, unitary and a cross-section of district councils in Hampshire. A copy of this Council's response is at **Annex 2**.
- 1.4 The County Council's Environment Policy Review Committee has now considered all the responses to the consultation document. On 17 September that Committee recommended a revised Parking Strategy and Standards document for approval by the Executive Member for Environment. If approved, the document will then in turn be recommended to the three strategic planning authorities for adoption as supplementary planning guidance to the County Structure Plan (Review).
- 1.5 The technical working group of district and county council officers set up to develop the consultation document continues to play a role in this process.

## 2 The new strategy and standards

- 2.1 The proposals of the joint consultation document were summarised in a report to this Panel on 28 March. To put the revised document in context, **Annex 3** to this report reproduces key extracts from government guidance (PPG13 and PPG3 *Housing*) which together set out the framework within which new, lower local parking standards need to be developed. This framework essentially entails:
  - for large commercial developments (relatively few in this District) a prescribed national maximum number of spaces for a given size of development;
  - for other non-residential development, discretion to set local standards (which will however be influenced by the national maximum for larger developments);
  - for residential development, some local discretion within the constraint of what is effectively an overall target figure.
- 2.2 The general thrust and much of the detail of the revised Hampshire document remain as in the consultation version. In particular the numerical standards themselves it

retains the key principle, deriving originally from the previous (1994) version of PPG13, of reducing parking provision further for developments in more accessible locations. Nevertheless some important changes have been made, as follows:

- The new document takes a simpler and less prescriptive approach to the process of arriving at appropriate reductions in provision in more accessible locations and acknowledges more fully the role of district councils as local planning authorities in assessing individual proposals.
- This Council's concern over the environmental implications of increasing restrictions on parking provision is acknowledged in the County Council's response as a matter to be addressed in considering individual planning applications.
- The revised document also allows increased flexibility in its interpretation of the advice in PPG3, only seeking to apply the guideline of 1.5 spaces per dwelling to mixed residential developments of 25 units or more.

2.3 Other concerns expressed by this Council failed to elicit changes. In particular:

- the revised document still seeks to exclude from residential layouts the possibility of well-designed on-street parking provision
- it also fails to make allowance for the important difference between open parking spaces, which generally remain available for parking at all times, and domestic garages, of which a significant proportion are in practice used for other household storage.

### 3 Comment

3.1 The revised document goes some way towards meeting the concerns of this Council as expressed in April. However a number of issues still need to be addressed before it can be effectively used at the local level as a practical means of achieving reduced parking provision in appropriate circumstances. For this District, these issues need to include the question of consistency with the standards adopted by neighbouring planning authorities not just in Hampshire but in Dorset and Wiltshire. Accordingly Officers propose to

- (i) make full use of the opportunities afforded by the County Council to influence the final stages of the process, and in particular to secure further changes to the document which would address the concerns in paragraph 2.3 above;
- (ii) consider fully the implications of the revised document in the light of government guidance and the need for consistency between neighbouring districts; and
- (iii) bring a further report to the Panel once the revised document has been adopted by Hampshire County Council, recommending appropriate changes to the District Council's current standards and their application.

#### **4 Environmental implications**

- 4.1 The County Council's proposals aim to help achieve local, strategic, national and international environmental goals supported by this Council. The Council's response needs to ensure as far as possible that these goals are pursued in a manner which also safeguards aspects of the local environment such as urban landscape quality.

#### **5 Financial implications**

- 5.1 The March report discussed the question of increased enforcement costs associated with greater control over the provision and use of parking space. No other significant costs are generated by this report which cannot be met from existing budgets.

#### **6 Crime and disorder implications**

- 6.1 The March report discussed the implications of revised parking standards for the design and layout of new developments. This report has no additional implications for crime and disorder.

#### **7 RECOMMENDATION**

- 7.1 **That the Panel note the Council's current policies for car parking provision on development sites, the national parking space limits for large developments set out in Annex D of PPG13 and the progress made towards final adoption by the county and unitary councils in Hampshire of *Hampshire Parking Strategy and Standards 2001*.**
- 7.2 **That no changes to the Council's current policies and standards be recommended at this time.**
- 7.3 **That following final adoption of *Hampshire Parking Strategy and Standards 2001* as strategic supplementary planning guidance, this Panel consider the need for changes to the District Council's own *Parking Standards*.**

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PATRICKH/REPORTS/CPSTDS  
4 Oct '01

#### **Background papers:**

Hampshire County Council Environment  
Policy Review Committee 17.9.01: Item 7:  
Hampshire Parking Strategy and Standards  
2001

## RELEVANT POLICIES

### NEW FOREST DISTRICT LOCAL PLAN (ADOPTED 1999)

#### ***Policy DW-T8 Safety and traffic management considerations***

*Development shall not cause or demonstrably increase danger to road users or conflict with existing or proposed schemes for traffic management.*

#### ***Policy DW-T9 Parking provision in association with development***

*Development shall make appropriate provision for on-site parking to the satisfaction of the local planning authority, having regard to adopted parking standards, the location of the site, Policies DW-T8, DW-T11, DW-T12, DW-T13 and other material consideration. Provision for motor vehicles in excess of the adopted standards will not be permitted.*

*(Policies DW-T11 to 13 provide for reduced amounts of car parking space in various circumstances in town centres and conservation areas.)*

### NEW FOREST DISTRICT LOCAL PLAN (FIRST ALTERATION) (ON DEPOSIT)

#### ***Policy DW-T9A New car parking provision on development sites and elsewhere***

*The provision of additional car parking space in the District will be controlled in accordance with upper limits for each class of development. Provision beyond these limits will not be permitted.*

*Development will be required to provide parking facilities for bicycles and car parking space to serve disabled people, in both cases in accordance with minimum standards.*

*Development will not be permitted which, as a result of failing to meet expected car parking demand on site, is likely to lead to the parking of additional vehicles on nearby roads or other land, resulting in:*

- i a significant road safety hazard, or*
- ii significant environmental damage, having regard to the character of the surrounding area.*

*Such consequences may however be avoided in some circumstances to the satisfaction of the local planning authority by means of an undertaking by the developer to contribute either financially or otherwise towards one or more of the following as appropriate:*

- a the provision of additional or improved public car parking, including provision in accordance with a proposal of this Plan;*
- b measures to improve the accessibility of the application site by walking, cycling and/or public transport;*
- c measures which directly prevent the relevant safety hazard or environmental damage.*

*Public car parking provided or improved under sub-paragraph (a) above should be of good quality, secure and suitably located in relation to the proposed development (normally within reasonable walking distance). These and other measures undertaken under sub-paragraphs (a), (b) and (c) should be likely to be implemented within a reasonable time.*

*Proposals for new private car parks not directly associated with development will be similarly assessed in the light of this policy.*



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Dear Mr Ekins

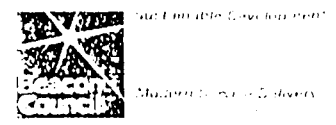
HAMPSHIRE PARKING STRATEGY AND STANDARDS 2001

Following today's meeting of the Policy and Resources Committee, I am now able to let you have this Council's formal response to the above consultation document, which is as follows.

- 1 The County Council's initiative in promoting a countywide approach to parking policy and standards with input from district councils is noted.
2 The short timescale for consultation and the special dispensation granted to district councils for late responses is noted.
3 (a) In the opinion of this Council the definition of zones which determine the accessibility index of locations where development is proposed should be undertaken by the District Council as local planning authority through the medium of the local plan or supplementary planning guidance; and
(b) the County Council be requested to make available appropriate advice and information to enable the accessibility indices to be determined on this basis.
4 The County Council is advised of
the concerns listed below (being those set out in paragraph 4.5 of the officers' report);
the District Council's considerable concerns about the environmental implications of not providing adequate and suitable space for parking of private cars; and
other detailed concerns identified by officers [communicated separately to County Council officers].
5 The District Council looks forward to having the opportunity in due course to consider the final version of the strategy and standards for adoption and incorporation within the District Local Plan or supplementary planning guidance as appropriate.



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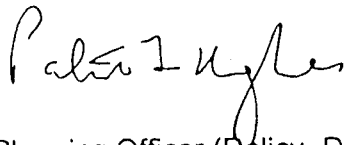




The concerns referred to at 4 above and set out in the officers' report are the following:

- (i) The proposed standards for residential development are accompanied by a general statement that "average residential parking provision should not exceed 1.5 spaces per unit". This adds nothing of practical value to the advice in PPG3 (see paragraph 2.2 above) and should be removed.
- (ii) The document also says that on-street parking should generally be discouraged in housing layouts. This broad statement should be qualified so as to continue to allow the use of carefully-designed laybys for visitor parking, as provided for in the Hampshire design guidance *Movement and Access in Residential Areas*.
- (iii) It is generally accepted as common practice that many domestic garages are frequently unavailable for cars because they are used to accommodate other household items. It seems unreasonable therefore to count every garage as equivalent to a parking space, and consideration should be given to, for example, counting each as one half of a space or some other appropriate fraction.

Yours sincerely



Planning Officer (Policy, Design and Information)

Copies to

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- N Nijhar, Gosport B C
- A MacLean, Havant B C
- I Eyres, Hart D C
- R Short, Rushmoor B C
- J Crabb, Test Valley B C
- S Opacic, Winchester D C

**Extract from PPG3 Housing**

61. Local authorities should revise their parking standards to allow for significantly lower levels of off-street parking provision, particularly for developments:

- in locations, such as town centres, where services are readily accessible by walking, cycling or public transport;
- which provide housing for elderly people, students and single people where the demand for car parking is likely to be less than for family housing; and
- involving the conversion of housing or non-residential buildings where off-street parking is less likely to be successfully designed into the scheme.

62. Car parking standards that result, on average, in development with more than 1.5 off-street car parking spaces per dwelling are unlikely to reflect the Government's emphasis on securing sustainable residential environments. Policies which would result in higher levels of off-street parking, especially in urban areas, should not be adopted.

**Extract from PPG13 Transport**

53. There is a need for a consistent approach to maximum parking standards for a range of major developments, above the relevant thresholds. The levels set out in Annex D should be applied as a maximum throughout England, but RPBs and local planning authorities may adopt more rigorous standards, where appropriate, subject to the advice in this guidance. The maximum parking standards set out in annex D do not apply to small developments, that is, those below the relevant thresholds. Local authorities should use their discretion in setting the levels of parking appropriate for small developments so as to reflect local circumstances. By virtue of the thresholds, this locally based approach will cover most development in rural areas.

# PPG 13 ANNEX D

## Maximum Parking Standards

This table should be read in conjunction with the text on parking in paragraphs 49 to 56.

USE	NATIONAL MAXIMUM PARKING STANDARD 1 space per square metre (m <sup>2</sup> ) of gross floorspace unless otherwise stated	THRESHOLD FROM AND ABOVE WHICH STANDARD APPLIES (gross floorspace)
Food retail	1 space per 14m <sup>2</sup>	1000m <sup>2</sup>
Non food retail	1 space per 20m <sup>2</sup>	1000m <sup>2</sup>
Cinemas and conference facilities	1 space per 5 seats	1000m <sup>2</sup>
D2 (other than cinemas conference facilities and stadia)	1 space per 22m <sup>2</sup>	1000m <sup>2</sup>
B1 including office	1 space per 30m <sup>2</sup>	2500m <sup>2</sup>
Higher and further education	1 space per 2 staff + 1 space per 15 students (see note 1)	2500m <sup>2</sup>
Stadia	1 space per 15 seats (see note 2)	1500 seats

### NOTES:

1. The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent figures.
2. For stadia, sufficient coach parking should be provided to the satisfaction of the local authority and treated separately from car parking. Coach parking should be designed and managed so that it will not be used for car parking.
3. Parking for disabled people should be additional to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists, in terms of numbers and design (see Traffic Advice Leaflet 5/95, Parking for Disabled People).
4. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure. For land uses not covered in these standards, the most stringent regional or local standards should apply.