

**New Forest District Local Plan (First Alteration)
New Forest District Local Development Framework**

SUPPLEMENTARY PLANNING DOCUMENT

The provision of car parking space in residential development

(outside the New Forest National Park)



CONSULTATION DRAFT

INTRODUCTORY NOTE

(This Note is not part of the draft supplementary planning document.)

The following draft supplementary planning document (SPD) has been prepared by New Forest District Council as local planning authority for that part of the New Forest District not within the New Forest National Park. Against the general background of Government guidance on maximum parking standards in Planning Policy Guidance 13 *Transport*, it follows the more recent Planning Policy Statement 3 *Housing* in putting forward a policy and standards which the Council believes will be more responsive to local circumstances, particularly levels of car ownership in the area.

An SPD cannot replace current local plan policies, which will remain the statutory planning policy until the Local Development Framework has reached an appropriate stage - probably late 2009 or thereabouts. However it will, once adopted, be a material consideration in applying the local plan policy.

The proposed SPD:

- moves away from imposing a site maximum for residential parking space, taking instead a more advisory and flexible approach;
- abandons (for housing) the division of the District into accessibility zones;
- advocates a broad interpretation of the expression "environmental damage" in Policy DW-T9 of the Local Plan; and
- takes account of the differences in efficiency of garages, on-plot parking spaces and shared parking areas and the need for visitor parking.

As shown in the table below, the levels of parking space proposed are not unlike those in Appendix G7 of the Local Plan. However, the new provisions relating to garages and to visitor parking will in many cases allow more spaces to be provided.

Dwelling size (bedrooms)	NFDC standard 2005 (Local Plan Appendix G7)		Proposed recommendation 2007 (SPD)	
	main towns / centres	rural areas	shared parking	on-plot parking
1	0.8	1.0	1.4	1.7
2	1.6	2.0	1.5	1.9
3	1.6	2.0	1.9	2.4
4 or more	2.4	3.0	2.1	2.6

As required by the Planning and Compulsory Purchase Act 2004, a **sustainability appraisal** of the draft SPD is on the Council's website at nfdc.gov.uk/planning.

COMMENTS on the draft SPD should be sent to Patrick Hughes, New Forest District Council, Appletree Court, LYNDHURST, Hampshire SO43 7PA

or e-mail: patrick.hughes@nfdc.gov.uk to arrive on or before **Monday, 17 December 2007**.

NEW FOREST DISTRICT LOCAL PLAN (FIRST ALTERATION)

SUPPLEMENTARY PLANNING DOCUMENT: PROVISION OF CAR PARKING SPACE IN RESIDENTIAL DEVELOPMENT (OUTSIDE THE NEW FOREST NATIONAL PARK)

CONSULTATION DRAFT

- 1 This Supplementary Planning Document sets out guidance to developers and others on the provision of car parking space on residential developments. It should be read alongside Policies DW-E1 and Policy DW-T9 of the New Forest District Local Plan (First Alteration) (August 2005) and the District Council's supplementary planning document *Housing design, density and character* (April 2006). The local plan policies form part of the Development Plan for the area, and can be expected to remain in force until altered or replaced through the statutory policy review process. Insofar as they relate to housing development, they are reproduced on the following page.
- 2 General guidance at national level for the provision of parking space to serve new development appears in Planning Policy Guidance Note (PPG) 13 *Transport* (March 2001). Paragraphs 12 to 17, which deal specifically with housing development, have been replaced with new Government policy set out in Planning Policy Statement (PPS) 3 *Housing* (November 2006). The relevant paragraphs are as follows (emphasis added).

Extracts from PPS3 *Housing* (November 2006)

16. Matters to consider when assessing design quality include the extent to which the proposed development:

- Is easily accessible and well-connected to public transport and community facilities and services, and is well laid out so that all the space is used efficiently, is safe, accessible and user-friendly.
- Provides, or enables good access to, community and green and open amenity and recreational space (including play space) as well as private outdoor space such as residential gardens, patios and balconies.
- Is well integrated with, and complements, the neighbouring buildings and the local area more generally in terms of scale, density, layout and access.
- Facilitates the efficient use of resources, during construction and in use, and seeks to adapt to and reduce the impact of, and on, climate change.
- **Takes a design-led approach to the provision of car-parking space, that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.**
- Creates, or enhances, a distinctive character that relates well to the surroundings and supports a sense of local pride and civic identity.
- Provides for the retention or re-establishment of the biodiversity within residential environments.

51. **Local Planning Authorities should, with stakeholders and communities, develop residential parking policies for their areas, taking account of expected levels of car ownership, the importance of promoting good design and the need to use land efficiently.**

NEW FOREST DISTRICT LOCAL PLAN (FIRST ALTERATION) (2005):

Policy DW-E1

Development shall be appropriate and sympathetic in scale, appearance, materials, form, siting and layout, and shall not cause unacceptable effects by reason of visual intrusion, overlooking, shading or other adverse impact on local amenities. Developers shall have regard to:

- a the scale and siting of the proposal in relation to adjoining development, spaces, the character of the area and the wider landscape. This will involve consideration of height, massing and density, relationship to adjoining buildings and land uses and landscape features on and off site, and other*

potential impacts of the proposal on local amenities e.g. noise, light or other forms of pollution, including those arising from traffic generated by the development (see also Policy DW-E43, Section C6); and

b materials and built form in relation to the character of adjoining development, local vernacular and any historic features (see also Policies DW-E18 to DW-E29, Section C2).

Policy DW-T9 (extract)

The provision of additional car parking space in the District will be controlled in accordance with upper limits for each class of development, as set out in Appendix G7. Provision beyond these limits will not be permitted.

Development will be required to provide

i parking facilities for bicycles in accordance with the minimum standards set out in Appendix G7;

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.

- 3 The local plan policies have operated since before the adoption of the First Alteration. The upper limits for parking space provision set out in Appendix G7 of the local plan are based on those recommended in *Hampshire Parking Strategy and Standards 2002*, Hampshire County Council's supplementary guidance to the Hampshire County Structure Plan (Review). They also give an approximation to the level of car ownership for each type of housing, and are used in applying the latter part of Policy DW-T9 (the part concerned with avoiding safety and environmental problems caused by "overspill" parking).
- 4 The District Council's experience of operating the local plan policies, coupled with changes in guidance (including the new PPS3 *Housing*), has prompted a review of how the local plan policies are applied. This SPD aims to:
 - **take advantage of the increased flexibility recently introduced into Government policy to make the District Council's policy and standards for car parking provision more responsive to local circumstances, and**
 - **update the policy by incorporating in the document any other relevant recent research findings or guidance.**

Particular mention should be made in this respect of the 2007 report *Residential Car Parking Research* by WSP and others for the Department of Communities and Local Government.

The purposes of parking space control

- 5 PPG13 seeks to reduce the need to travel, especially by car. One of its main provisions is a reduction in provision of new car parking space on development sites, exploiting the direct relationship between car parking provision and the number of car journeys made. However, the key to this relationship is the level of provision at the trip *destination*. Reductions in car parking space at the trip *origin* - generally the home - have little effect on travel patterns.
- 6 Likewise, the pursuit of the PPG13 objectives necessarily focuses on car *use*, whereas the main - or at least the initial - effect of constraining domestic parking space is likely to be on car *ownership*; and even that effect is likely to be very limited in extent. It is in fact no part of current policy to seek to reduce - or indeed to limit - car ownership.

Parking and the quality of the residential environment

- 7 It is now recognised that the impacts of both the provision of space for parking and the parking itself - whether or not in the space provided for it - are central to the success or failure of the wider residential environment. The District Council's supplementary planning guidance *Housing design, density and character* (http://www.newforest.gov.uk/media/adobe/7/e/housing_design_density_and_character_SPD.pdf) devotes an annex to the issue of car parking, identifying some typical problems related to parking in new residential developments and offering a menu of possible solutions.
- 8 This design-led approach is reflected in paragraph 16 of PPS3 (see above):

a design-led approach to the provision of car-parking space, that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.

In other words, "how" is as important as "how many".

Car ownership, housing design and the efficient use of land

- 9 While there is no overriding reason to constrain residential parking space, it is important to avoid serious over-provision. Estimates of future car ownership should therefore be used as a guide in order to avoid both the inefficiency of over-provision and the safety and environmental costs of under-provision.
- 10 Minimum car parking requirements for new development may be able to assist in the design process but should not be allowed to dominate it. Their greatest value lies in protecting the environmental quality of existing residential areas rather than dictating the design parameters of the new.
- 11 Car ownership in New Forest District (strictly, the availability of cars and vans) at the time of the 2001 Census stood at about 1.4 per household. This is more than the national average, but very close to the average for Hampshire (that is, the county area excluding the unitary cities of Portsmouth and Southampton).
- 12 Nationally, car ownership has increased steadily over recent decades and is forecast to grow by 25% between 2001 and 2026 (the end of the period covered by the currently emerging development plan). It also varies widely with the type and size of household and dwelling. The 2001 Census relates car ownership to household size, as shown in Table 1.

Table 1: New Forest District: average car ownership 2001 (by household size)

Household size (persons)	Average car ownership per household 2001
1	0.8
2	1.5
3	1.8
4 or more	1.9

- 13 Car parking standards are conventionally specified by reference to the number of bedrooms in each dwelling on a development (in other words a measure of the size of the dwelling). The relationship between the size of a dwelling and the size of the household which occupies it is not straightforward and is constantly shifting. There is a tendency for the larger households in an area to occupy the larger dwellings (and conversely for the smaller households), but this relationship is quite weak when compared to the variations of household size *within* each category of dwelling. Thus for example in the New Forest District in 2001, of the largest fifth of the total dwelling stock (the 14,182 dwellings with 4 bedrooms or more), only 4,592 or less than a third were occupied by the largest households (4 people or more): a greater number, 5,566 households in these dwellings were two-person households and even 1,534 were occupied by a single person.
- 14 In order to obtain a realistic picture of how car ownership varies with dwelling size, allowance needs to be made for this “spreading” effect: otherwise predicted car ownership will be based on the assumption of a much closer fit between household and dwelling sizes than is realistic. Table 2 below takes this “spreading” effect into account.

Table 2: New Forest District: average car ownership 2001 (by dwelling size)(estimated)

(Note: excludes elderly people in sheltered housing)*

Dwelling size (bedrooms)	Average car ownership per dwelling 2001 (estimated)
1	1.0
2	1.2
3	1.5
4 or more	1.7

Applying the growth rate referred to in paragraph 12 provides a realistic forecast of car ownership in 2026.

Table 3: New Forest District: average car ownership 2026 (by dwelling size)(forecast)

(Note: excludes elderly people in sheltered housing)*

Dwelling size (bedrooms)	Average car ownership per dwelling 2001 (estimated)
1	1.4
2	1.5

3	1.9
4 or more	2.1.

15 These average figures provide a reasonable guide for developments where parking is provided in well-designed and conveniently-located shared or communal parking areas. Much development in this District, however, adopts the principle of individual parking provision on each dwelling plot. To allow for the reduced flexibility of this arrangement, the level of parking provision on such developments needs to be increased by at least 25%.

16 Table 4 sets out recommended levels of car parking provision based on these principles. Attention is drawn to the two paragraphs which follow the table.

*Note: This SPD does not cover elderly people's sheltered housing or nursing or rest homes.

**Table 4: NEW FOREST DISTRICT (outside the New Forest National Park):
RECOMMENDED PARKING PROVISION FOR RESIDENTIAL DEVELOPMENT***

Dwelling size (bedrooms)	Recommended average provision (car spaces per dwelling)	
	Shared/communal parking	OR On-plot parking
1	1.4	1.7
2	1.5	1.9
3	1.9	2.4
4 or more	2.1	2.6

A development which provides substantially more than the recommended amount of parking space does not represent efficient use of land. On the other hand, if the total provided is significantly less, consideration will need to be given to whether there is likely to be an unsatisfied demand which could lead to road safety hazards or environmental damage of the type referred to in Policy DW-T9 of the Local Plan. If there is, developers should aim to bring the level of provision up to match the above figures as closely as possible.**

IMPORTANT: In comparing the proposed parking space provision with the recommendations in Table 4, account will need to be taken of the layout and design of the development. In particular:

- Given that at any given time many of them are likely to be put to use for other types of household storage, **single on-plot garages** should be counted as one half of a space each. Single garages should normally be of sufficient size to accommodate a car and at least one bicycle, i.e. minimum internal dimensions of 6m x 3m. Where the developer makes a case for garages smaller than this, consideration will need to be given to whether those garages should be counted towards the total car parking provision at all. Car ports should be counted as a whole space; and a double garage will be counted as two singles, i.e, as one parking space.
- In addition, and outside town centres where there is public parking space and on-street parking is regulated, layouts based on on-plot parking may include **laybys and/or other visitor parking**

space, providing that highway safety is not prejudiced and up to a maximum of 20% of the total amount of parking on site. Such spaces may be counted towards the total provision on the site.

*Note: This SPD does not cover elderly people's sheltered housing or nursing or rest homes.

**Note: In applying Policy DW-T9, the District Council will take "environmental damage" to include problems of the type listed in Annex 1 of *Housing design, density and character*, caused by a significant reduction in opportunities for on-street parking by residents already established in the neighbourhood.

PATRICKH/SPD/SPDPKSTDS07RRCABF 30 Oct '07