

Report for:	Strategic Planning and Environment Overview & Scrutiny Committee
Date of meeting:	18 June 2019
Part:	1
If Part II, reason:	

Title of report:	Parking Standards Supplementary Planning Document				
Contact:	Councillor Graham Sutton, Portfolio Holder for Planning and Infrastructure				
	 Author/Responsible Officer: Andrew Horner/John Chapman – Strategic Planning Team James Doe – Assistant Director: Planning, Development and Regeneration 				
Purpose of report:	To consult the Committee on the Draft Parking Standards Supplementary Planning Document (SPD).				
Recommendations	That Committee informs Cabinet of its views on the Draft Parking Standards Supplementary Planning Document.				
Period for post policy/project review	Once new car parking standards are adopted within an SPD, a review of their operation should be undertaken within 5 years.				
Corporate Objectives:	Having a clear set of standards to govern parking requirements for new development will help support the following objectives:				
	• Safe and clean environment: e.g. support policies in the Local Plan that promote a safe built environment				
	 Dacorum delivers: e.g. helps provides a clear framework upon which planning decisions can be made. 				
Implications:	Financial				
	None directly associated with this report.				

	Value for money					
'Value for money' implications	Consultants Markides were appointed through a formal procurement process where cost and value for money considerations were reflected in the scoring criteria.					
Risk implications	If the SPD is not approved, the Council will continue to apply the existing parking standards. However, these standards are expressed in terms of 'maximum standards' which should not normally be exceeded. This makes the existing standards out of date in relation to the National Planning Policy Framework and the Government's Planning Practice Guidance on 'Travel Plans, Transport Assessments and Statements'. These documents state that maximum standards should be set only where there is a clear and compelling justification. Given the above, there is a risk that the Council will be unable to successfully defend planning appeals if planning permission is refused on the basis of the existing maximum standards.					
Community Impact Assessment	Will be provided for the 25 June Cabinet report on the Draft SPD.					
Health and safety Implications	Ensuring an appropriate level of parking provision as part of new development will support future highway safety.					
Consultees:	The 'Parking Standards Review' report to your 19 June 2018 meeting explained what officer and member liaison had been carried out to inform the Markides Parking Standards Review report.					
	Officers have been consulted on the Draft SPD as follows:					
	 Development Management Legal Dacorum's Parking team Environmental Health (Air Quality) Local highway authority (HCC) 					
Background papers:	 Dacorum Borough Local Plan (April 2004) Parking Standards Review, Markides Associates, October 2017 Draft Parking Standards Supplementary Planning Document, Markides Associates, November 2018 Dacorum Area Based Policies Supplementary Planning Guidance on 'Accessibility Zones' (May 2004) Roads in Hertfordshire – a Design Guide, HCC, January 2011 					
Glossary of acronyms and any other abbreviations used in this report:	HCC: Hertfordshire County Council SPD: Supplementary Planning Document					

1.0 COMMITTEE CONSIDERATION OF PARKING STANDARDS REVIEW DOCUMENT (2018)

- 1.1 A report on the Parking Standards Review document, was considered by the Committee on 19 June 2018. The Parking Standards Review was prepared by the Council's consultants, Markides Associates.
- 1.2 The June 2018 Committee report explained the existing national and local planning policy context. Members were advised that local planning policies or guidance on parking deals with (a) level of provision (usually through local parking standards) and (b) design and layout. Responsibility lies with this Council for (a) and Hertfordshire County Council (HCC) as local highway authority for (b).
- 1.3 The main purpose of the June 2018 Committee report was to inform Members of the 'Parking Standards Review' study (October 2017) undertaken for the Council by Markides Associates. This study is available on the Council's website as part of the evidence underpinning the emerging new Local Plan:

http://www.dacorum.gov.uk/home/planning-development/planning-strategicplanning/new-single-local-plan/technical-work-for-the-early-partial-review

- 1.4 The study reviewed the Council's existing parking standards and provided an evidence base to underpin an SPD containing revised parking standards. Key recommendations were:
 - The Council should move away from maximum standards (which no longer form part of Government guidance). Instead, the starting point should be that all parking is accommodated on site, with the standards applied as 'requirements' from which departures may be justified with appropriate evidence.
 - Two 'accessibility zones' should be defined within and close to Hemel Hempstead and Berkhamsted town centres. Car ownership is lower in these areas, so reduced car parking standards could be appropriate.
 - The recommended new residential parking standards in the study reflected the above bullet points and 2011 census data on car ownership.
 - The existing non-residential parking standards should essentially be retained, but applied as broad requirements rather than maximum standards.
- 1.5 Members were advised in June 2018 that the study provided a good basis for revised parking standards. However, as the study was a technical report, its recommendations could not be used in planning decisions until formally embedded in an adopted policy document. Therefore, the preferred approach was to provide updated policy guidance in the new Local Plan and an SPD containing the revised parking standards.

2.0 DRAFT PARKING STANDARDS SUPPLEMENTARY PLANNING DOCUMENT (DRAFT SPD)

2.1 Markides Associates have now produced for the Council a draft Parking Standards SPD. A summary of the Draft SPD (excluding its appendices) is provided in Appendix
1. The full Draft SPD can be found in Appendix 2. There are five appendices to the Draft SPD and the following are particularly important:

- Appendix A Car parking standard tables
- Appendix B Accessibility plans, showing the accessibility zones, within which lower parking standards apply.
- 2.2 Atholl Noon from Markides will be attending the meeting to give a presentation on the Draft SPD and answer Members' questions.
- 2.3 The main differences between the Council's proposed existing standards and the Draft SPD are summarised in the table below. Appendix 3 gives more detailed information on the main differences.

Subject						
General approach	The standards have moved from a maximum approach to a 'standard' approach, with the expectation that development will meet its own needs on-site by providing parking to this standard.					
Parking standards for different land uses	Most of the standards in the Draft SPD are the same as the existing standards. There are some differences and the most significant are set out below. However, the move away from maximum standards will in many cases result in provision of more spaces than with the existing standards.					
	• Supermarkets, offices and general industry: the new standards are lower.					
	• Housing: for many schemes, the new standards are lower than the existing standards, particularly for 3 and 4 bedroom homes. Also, fewer spaces are required if spaces are shared than if they are allocated to individual properties.					
Accessibility zones and reduced parking standards	At present: there are four accessibility zones and the parking standards are lower in the more accessible zones (zones 1-3).					
in high accessibility locations	Draft SPD: two accessibility zones are proposed covering the most accessible areas:					
	 Accessibility Zone 1: up to 30% reduction in general parking standard. Accessibility Zone 2: 10% reduction in general parking standard. 					
	The rest of the Borough is outside the accessibility zones.					
Definition of accessibility zones	At present: most of the Borough is in Zone 4. Parts of Hemel Hempstead, Berkhamsted and Tring (mainly in and around the town centres) are in Zones 1-3, where lower parking standards apply.					
	Draft SPD: proposes that only the most accessible areas are in the accessibility zones, as follows:					
	• Zone 1: approximate 10 minutes walk of Hemel Hempstead town centre.					
	• Zone 2: approximate 20 minutes walk of Hemel Hempstead town centre and 10 minutes walk of Berkhamsted town centre.					
	The proposed zone boundaries are different from the existing boundaries.					

Car-free development and other reduced parking provision	At present: car-free development may be considered in high accessibility locations. Parking provision may also be omitted or reduced depending on the type and location of the development.
	Draft SPD: car-free schemes and other reduced parking provision will be considered if justified by robust evidence (including parking stress surveys), but normally only in Accessibility Zone 1.

- 2.4 It is important to note that the SPD must supplement the Council's existing policies on parking standards and cannot change them. If the Council changes its approach towards parking standards in the new Local Plan, it will be necessary to review the SPD. Further information on this point can be found in section 13 of the Draft SPD.
- 2.5 A limited stakeholder consultation has been carried out on the Draft SPD, seeking comments from Officers in:
 - Development Management
 - Legal
 - Dacorum's Parking team
 - Environmental Health (Air Quality)
 - Local highway authority (HCC)
- 2.6 A response to the stakeholder consultation was received from Environmental Health (Air Quality). In the light of these comments, some minor additions have been made to the Draft SPD, as follows:
 - Paragraph 8.19: text added on providing showers and changing facilities for cyclists at places of employment.
 - Paragraph 11.5: new text on transport assessment and travel plans in or near air quality management areas.
 - Appendix E: last point on 'Parking provision' expanded to state 'Charging and tariffs, how they are collected and how they can encourage low emission vehicle use'.
- 2.7 On 17 April 2019, Full Council unanimously accepted a motion from Councillor Tindall regarding electric vehicles. The Council's decision on this matter calls for various action, including:

"in all future deliberations on the Local Plan, and the various proposed developments in and around Dacorum, the establishment of a fast charging point network is taken as a fundamental priority,"

- 2.8 Markides were asked to consider whether any changes should be made to the Draft SPD in response to the Council's decision. As a result, the electric vehicle charging standards in paragraph 8.23 of the Draft SPD have been increased. In particular, the standards have been increased for flats (to match the London Plan) and commercial uses.
- 2.9 The Officer view is that the Draft SPD should now be published for public consultation purposes. Your Committee is requested to inform Cabinet of its views on the Draft SPD (see recommendations).

3.0 NEXT STEPS

- 3.1 If Cabinet is in agreement on 25 June 2019, the Draft SPD will then be published for public consultation purposes. At their meeting, Cabinet will consider any requests that this Committee may make to amend the Draft SPD.
- 3.2 The public consultation on the Draft SPD will be carried out in accordance with the Council's Statement of Community Involvement. Following the public consultation, Cabinet and Full Council will be required to agree the final SPD.

APPENDIX 1: SUMMARY OF DRAFT SPD (excluding appendices)

1. Introduction and Policy Context

Background

- The purpose of the SPD is to set appropriate car and cycle parking standards for different types of development within Dacorum Borough.
- Insufficient parking can result in on-street parking stress and unsafe or obstructive parking, with high levels of frustration for residents and businesses.
- However, parking is also an important travel demand tool. Lower parking provision can, in the right circumstances (usually where there is high accessibility to other transport and facilities and a controlled parking zone) lead to lower car ownership and use.
- The SPD balances these two aspects based on the current evidence available.

Context

- Census data on car ownership provides a good basis for a parking standard, around which the Council can allow some flexibility for highly accessible developments in certain conditions.
- There was little change in car ownership in Dacorum between 2001 and 2011. Car ownership per household in the Borough is forecast to increase by 8% between 2011 and 2031.
- The percentage of young people with driving licences is falling, due to factors such as car clubs, Uber and increased housing densities in or near town centres and railway stations.
- Given local transport policy, the aim should be to encourage a gradual downward trend in car ownership and use in the most accessible locations elsewhere in the Borough car ownership is likely to remain the same or increase slowly.

The parking standards

- The SPD proposes 'parking standards' (rather than maximum or minimum standards), but with the possibility to reduce these in appropriate locations and conditions to sustain lower car ownership, subject to Council approval.
- The Council currently uses the parking standards in the 2004 Dacorum Borough Local Plan Appendix 5, along with the 2002 Accessibility Standards. This SPD would replace both these documents if adopted.
- The existing standards for residential and non-residential development are maximum standards, with lower standards applied progressively on a zonal basis in the urban areas of Tring, Berkhamsted and Hemel Hempstead.
- This national policy approach to parking has changed with the publication of the revised National Planning Policy Framework (NPPF) and requires that maximum standards need clear justification.

• The Draft SPD is based on the evidence in the Parking Standards Review study (Markides Associates, October 2017).

2. Planning and Transport Policy

National Planning Policy Framework

• Local parking standards for residential and non-residential development should take into account:

a) the accessibility of the development;
b) the type, mix and use of development;
c) the availability of and opportunities for public transport;
d) local car ownership levels; and
e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

• Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport.

Hertfordshire County Council Transport Guidance

- Local Transport Plan (LTP4): The LTP4 aims to achieve a switch from the private car to more sustainable transport, partly through the use of parking as demand management.
- **Roads in Hertfordshire: A Design Guide:** This document includes guidance on parking. This guidance is being updated and the County drafted 'Parking: Design and Good Practice' in 2017 the final version is expected later in 2019.

Dacorum Borough Council Local Plans:

- **Core Strategy (2013):** Policy CS8 states that new development should provide sufficient, safe and convenient parking based on car parking standards. The application of those standards will take account of various factors stated in the policy.
- **Dacorum Borough Local Plan (2004):** The most relevant policies are Policies 57 (provision and management of parking) and 58 (private parking provision). Emphasis is given to reducing car ownership and usage and on maximum parking standards. The level of parking provision to be provided in new development is assessed using the demand-based parking guidelines and approach to parking in Appendix 5 of the Plan.

Parking Standards Technical Report (October 2017)

• This Technical Report forms the evidence base upon which the SPD has been produced.

3. Brief, Purpose and Objectives of this SPD

- The purpose of the SPD is to provide parking standards which are (1) reflective of the current situation in the Borough but (2) allow for some flexibility to encourage trends towards lower car ownership in some accessible higher density locations.
- The Parking Standards Technical Report Review provides a good basis for a parking standard.

4. Dacorum Context and Evidence Base

- **Car ownership levels:** Table 4.1 provides information for Dacorum.
- **Cycle ownership levels:** Cycling in the Borough is increasing and there is potential for further increases.
- Accessibility Zones: A combination of high public transport accessibility, access to local facilities and lower car ownership levels justifies reduced parking standards as shown below in the following 'accessibility zones':

Zone	Extent of zone	Reduction in general parking standard
1	Hemel Hempstead: approximate 10-minute walk from town centre	Up to 30%
2	Hemel Hempstead: approximate 20-minute walk from town centre Berkhamsted: approximate 10-minute walk from town centre	Up to 10%

The accessibility zones are shown in Appendix B of the Draft SPD.

5. Overall Approach to Parking Standards

- **General:** Appropriate car parking provision is vital to ensure that new development functions effectively. Planning policies can be used to manage the demand for car travel. However, attempts to curb car ownership through restricting parking may not be effective in limiting car ownership, except in very accessible locations. In Dacorum, the main effect of restrictive parking standards can be to intensify demand for on-street parking.
- The general use of parking standards: The standards have moved from a maximum approach to a 'standard' approach, with the expectation that development will meet its own needs on-site by providing parking to this standard. Lower standards are applied in the most accessible areas. In exceptions, the standard can also be adjusted upward if justified by robust evidence. The standards also encourage shared rather than allocated parking, as this results in a more efficient use of parking spaces

6. Residential parking Standards

- **Application of standards:** It is expected that parking demand should be accommodated on site, in accordance with the standards. Departures from the standards must be justified by appropriate evidence. The standards apply to all housing, including flats and affordable housing.
- Visitor parking: Research shows that no special provision need be made for visitors when at least half of a development's parking provision is unallocated. The parking standards in Appendix A require visitor parking at an additional 20% of the relevant standard if over half of the spaces are allocated to individual units or organisations. No visitor parking is required on small housing developments (less than 10 units).
- Car-free development and other reduced parking provision: Car-free schemes will be considered if justified by robust evidence, but normally only in Accessibility Zone 1. The evidence required to justify car-free or reduced parking includes onstreet parking stress surveys, to show if there is sufficient spare on-street capacity or an existing or proposed controlled parking zone (new residents will not normally be allocated permits unless surveys show ample spare on-street capacity).

7. Non-residential parking standards

- These are set as standards, with any developments seeking provision above or below these standards having to produce evidence to justify this.
- Shared Parking standards and Parking Space Allocation: With mixed use schemes, there is potential for parking spaces to be shared. This is highly desirable, provided this works without conflict and that car parking provision is sufficient for the combined peak of all land uses. Such an approach will be judged on a case by case basis, based on evidence submitted.
- Car free and low car parking: As with residential development, car free or very low parking provision will only normally be considered in Accessibility Zone 1 and should be justified by evidence. Exceptions to this approach will be considered on a case by case basis.

8. Specific parking provision

Design and layout of parking spaces

- Proposals should accord with Hertfordshire County Council's 'Roads in Hertfordshire: Highway Design Guide'. This guidance is being updated and the County drafted 'Parking: Design and Good Practice' in 2017 – the final version is expected to be published in 2019. Once published, the new guidelines should be used in the provision of parking under this SPD.
- **Dimensions of spaces:** Until the County Council's new design guide is finalised, the dimensions of a standard parking space are 2.5m x 5m.
- **Garage sizes:** Unless garages are at least 6m long and 3m wide, they will not be counted as part of the parking provision to meet the parking standards.

Motorbike parking

• The provision of an additional 4% of total parking spaces for motorbikes for all nonresidential development is required. For residential development, motorbike parking may depend on other provision (e.g. garages and car ports) and each case will be treated on its merits.

Cycle parking

• Cycle parking standards are shown in Appendix A.

Electric vehicle charging points

- New developments should include charging provision for electric vehicles, in accordance with the standards in paragraph 8.23 of the SPD.
- The standards distinguish between:

 <u>Active provision</u>: an actual socket connected to the electrical supply system that vehicle owners can plug their vehicle into; and
 <u>Passive provision</u>: the network of cables and power supply necessary so that at a future date a socket can be added easily.

9. Transport statements and transport assessments

• Transport Statements or Assessments are required to support planning applications, according to criteria set out in the Council's Local Validation Checklist.

10. Parking stress studies

- This section refers to on-street Parking Stress Surveys which the Council may require where developments are proposed that do not meet the standards.
- Guidelines on undertaking a Parking Stress Survey are provided in Appendix C.

11. Travel plans and travel plan checklist

- Travel plans aim to deliver sustainable transport objectives through a positive action plan. A Travel Plan needs to consider the options for parking provision amongst its checklist of criteria.
- This section explains when a travel plan is required and the scope of such plans.

12. <u>Section 106 contributions and community infrastructure levy</u>

• This section provides guidance on such contributions.

13. Future reviews of the SPD

• A review of the SPD may be required due to various factors, including the adoption of a new Local Plan or changes in travel behaviour or the parking management approach in Dacorum.

• There will be an ongoing need to review parking standards (both car and cycling) to ensure that the levels proposed are appropriate to the needs of developments, whilst also providing for more sustainable travel patterns.

APPENDIX 2: DRAFT PARKING STANDARDS SUPPLEMENTARY PLANNING DOCUMENT

APPENDIX 3: MAIN DIFFERENCES BETWEEN EXISTING STANDARDS AND PROPOSED SPD

Table 1: Summary table

Subject	Existing standards	Draft SPD
General approach	Dacorum Borough Local Plan (2004): The most relevant policies are Policy 57 (provision and management of parking) and 58 (private parking provision). Emphasis is given to reducing car ownership and usage and on maximum parking standards.	
Parking standards for different land uses	The level of parking provision to be provided in new development is assessed using the demand-based parking guidelines and approach to parking in Appendix 5 of the 2004 Local Plan.	

		See Table 2 below for further information on the main proposed changes in parking standards for particular land uses.
Accessibility zones and reduced parking standards in high accessibility locations	Appendix 5 of the 2004 Local Plan explains the approach in different accessibility zones. Non-residential development: expected to provide the following proportions of the relevant maximum parking standard: Zone Car parking provision (% of maximum demand-based standard) 1 0-25% 2 25-50% 3 50-75% 4 75-100% Residential Development: • Zones 1 and 2: Normal maximum standards apply • Zones 3 and 4: lower standards apply	A combination of high public transport accessibility, access to local facilities and lower car ownership levels justifies reduced parking standards as shown below in the following 'accessibility zones' Zone Reduction in general parking standard 1 Up to 30% 2 Up to 10%
Definition of accessibility zones	The Council's Area Based Policies Supplementary Planning Guidance on 'Area Based policies' (2004) defines four accessibility zones: <u>http://www.dacorum.gov.uk/home/planning- development/planning-strategic-planning/supplementary- planning-documents-(spds)</u> Most of the Borough falls within Zone 4. Parts of Hemel Hempstead, Berkhamsted and Tring (mainly in and around the town centres) are in Zones 1-3.	Zone Extent of zone 1 Hemel Hempstead: approximate 10-minute walk from town centre 2 Hemel Hempstead: approximate 20-minute walk from town centre Berkhamsted: approximate 10-minute walk from town centre

		The rest of the Borough is outside the accessibility zones. The extent of Zones 1 and 2 in the Draft SPD is different from the high accessibility zones (i.e. zones 1-3) in the 2004 Area Based Policies document.
Car-free development and other reduced parking provision	Policy 58 in the 2004 Local Plan states that car free development may be considered in high accessibility locations. Parking provision may also be omitted or reduced on the basis of the type and location of the development.	

Table 2: Main changes in parking standards for particular land uses

Use class	Existing maximum parking standards	Draft SPD parking standard
Food supermarkets 500 – 2,500 m ² gross floor area (GFA) (use class A1)	1 space per 18 m² GFA	1 space per 22 m ² GFA
Food superstores/ hypermarkets exceeding 2,500 m ² GFA (use class A1)	1 space per 15 m² GFA	1 space per 18 m ² GFA
Offices (use class B1(a))	1 space per 30 m ² GFA	1 space per 35 m ² GFA
General industry (use class B2)	1 space per 50 m ² GFA	1 space per 75 m ² GFA

Residential (use class C3)	Accessibility zones 1 a	nd 2:			Car	parking sta	andard	
,	Bedrooms	Max. spaces	Bedrooms	Bedrooms		Zone 2*	Elsewhere	
	1 (inc. bedsits)		1 bedroom (inc.	Allocated	0.7	0.8	1.0	
	3	1.5	studios and bedsits)	Unallocated	0.6	0.7	0.8	
	4 or more	2		Allocated	1.1	1.2	1.3	
			2 bedrooms	Unallocated	0.9	1.0	1.1	
	Accessibility zones 3 a	nd 4:		Allocated	1.4	1.6	1.7	
	Bedrooms	Max. spaces	3 bedrooms	Unallocated	1.2	1.3	1.4	
	1 (inc. bedsits)	1.25		Allocated	1.7	1.8	1.97	
	2	1.5	4 bedrooms	Unallocated	1.4	1.5	1.6	
	3 4 or more	2.25	More than	Allocated	Assesse	d on individu	al case basis	
			4 bedrooms	4 bedrooms Unallocated		Assessed on individual case basis		
Visitor parking for		tandarda abovo	* Accessibility zones	(see Draft SPD	Appendix	В)		
housing developments	Depends on % of total spaces Total spaces, in				including			
	If 50-100% of spaces allocated		s allocated	Car 20%.	Car parking standard plus 20%.			
			If all spaces unallocatedNo visitor parking requireIf less than 50% of spaces allocatedSubject to Council discret			required.		
						discretion.		
			Developments of (even if all spaces a		its No vis	itor parking	required.	