

NORTH LINCOLNSHIRE COUNCIL

PLANNING COMMITTEE

**PARKING PROVISION GUIDELINES FOR NEW AND CHANGE OF USE
DEVELOPMENTS WITHIN NORTH LINCOLNSHIRE**

1. OBJECT AND KEY POINTS IN THIS REPORT

- 1.1 To give consideration to modified guidelines for parking provision in new and change of use developments in North Lincolnshire. This report was originally submitted to the Planning Committee for consideration at the meeting held on 27 May 2009 but was deferred for consideration at a later meeting.
- 1.2 New guidelines would:
- provide a consistent approach to the provision of parking for new and change of use developments;
 - contribute to the Aims of the Highways and Planning Service, principally through Travel Choice (Aim 2) and Improving Development (Aim 5);
 - contribute to the achievement of the council priority 'Improving our environments'.
- 1.3 The main changes to the existing policy standards (which are contained in Appendix 2 of the North Lincolnshire Local Plan) are:
- increased flexibility in decision-making relating to parking provision;
 - generally, a reduction in the required provision of parking for proposed developments in town centres.

2. BACKGROUND INFORMATION

- 2.1 Planning Policy Statement 3 (PPS3) advises that: '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.'

- 2.2 There is a need to update and modify the current parking provision guidelines in line with new government policies and associated guidance. The proposed amended document is attached as Appendix 2 for reference purposes.
- 2.3 The current parking guidelines are set out within Appendix 2 of the North Lincolnshire Local Plan and are maximum values for parking and comparative to government standards around the year 2000. However, since the introduction of the current guidelines these have been used in preference for highway comments, as they are more in line with current government policies.
- 2.4 The parking policy document provides guidance for council officers and members of the Planning Committee when considering new and change of use planning applications for developments in North Lincolnshire. It will provide a reference for developers, agents, local residents and town/parish councils that may be considering either submitting a planning application or having to consider an application as a consultee.
- 2.5 The implementation of the amended guidelines will provide a consistent, high quality approach to the provision of parking for new and change of use developments.
- 2.6 The main changes to the existing policy standards, as set out in Appendix 2 of the North Lincolnshire Local Plan are:
- increased flexibility in decision-making relating to parking provision;
 - generally, a reduction in the required provision of parking for proposed developments in town centres and urban centres.
- 2.7 In order to comply with national advice and the council's objectives it is necessary to have up-to-date and consistent guidelines available to inform all parties in the development process and the availability of this guide will ensure that appeals against refusals on parking grounds are reduced to a minimum and can be robustly defended when necessary.
- 2.8 The amended guidelines need to be formally adopted by the Planning Committee and will form part of the emerging Local Development Framework.
- 2.9 It should be noted that policy HE2 of the current local plan states, in relation to conservation areas under paragraph (iv), that 'In instances where there is a conflict between the highway requirements and the retention of the character of the area, the latter will prevail.' This policy therefore permits a lower standard of car parking within historic conservation areas to be agreed.

- 2.10 In considering the proposed amended guidelines, a decision is required on two possible options proposed within the C3 Residential classification. Specifically, as different parking allocations are proposed for different locations, a decision is required as to which geographical areas fall within the proposed urban, sub-urban and rural divisions.

3. OPTIONS FOR CONSIDERATION

- 3.1 Approve the proposed guide with the option that the Urban Classification for C3 Residential Use covers only the central areas of Scunthorpe, Barton upon Humber, Brigg, Crowle and Epworth, plus Ashby High Street. This is the preferred option.
- 3.2 Or, approve the proposed guide with the option that the Urban Classification for C3 Residential Use covers, additionally, the central areas of other, similar communities, for example Winterton, Barrow, Kirton in Lindsey.
- 3.3 Under the provisions of policy ST2 of the local plan, Brigg and Barton upon Humber are defined as principal growth settlements whereas Crowle and Epworth fall within the medium growth category. Other medium growth settlements in the plan are Barrow, Broughton, Keadby, Kirton in Lindsey, Messingham and Winterton.

4. ANALYSIS OF OPTIONS

- 4.1 Option 3.1 will allow officers and the Planning Committee greater flexibility when establishing and agreeing the appropriate parking requirement within the identified communities, where existing parking demand is considered to be the greatest.
- 4.2 Option 3.2 will have the effect of limiting the flexibility of officers and the Planning Committee in agreeing parking standards by offering the possibility of a reduction in provision in locations where such a reduction is not necessitated by the existing parking demand.

5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)

- 5.1 There are no financial, staffing, property or IT implications to this report.

6. OTHER IMPLICATIONS (STATUTORY, ENVIRONMENTAL, DIVERSITY, SECTION 17 – CRIME AND DISORDER, RISK AND OTHER)

6.1 Statutory

- 6.1.1 The guide will assist the decision-making process in complying with the underlying principles of national and local parking policies.

6.2 Environmental

6.2.1 Town centre developments, which discourage reliance on the car, have potentially significant environmental benefits, particularly in terms of encouraging more sustainable and healthier modes of transport.

6.2.2 Reducing the numbers of cars parked in urban centre areas can also have a potentially positive impact on pollution and the general amenity of the area. However, due regard needs to be taken of the potential for causing parking problems in adjacent areas.

6.2.3 The potential environmental improvements are consistent with the council's priority, 'Improving our environments' and Priority SC2/2 of the Community Strategy, 'Improving the quality and sustainability of the built environment'.

6.2.4 All car parking schemes will be assessed against the Conservation Appraisal Documents, which have been created as Supplementary Planning Documents.

6.3 Diversity

6.3.1 A Stage 1 Diversity Impact Assessment has been carried out in respect of this report and is available for inspection in the Traffic Team, Church Square House.

6.4 Crime and Disorder

6.4.1 An occasional concern of residents, if they are unable to park vehicles off-street or within sight of their properties, is that they may be more vulnerable to criminal damage, break-in or theft.

6.5 Risk

6.5.1 Failure to follow national planning guidance does increase the risk of challenge against the authority in respect of refused applications.

6.5.2 It also potentially compromises achieving some of the environmental objectives referred to in this report.

7. OUTCOMES OF CONSULTATION

7.1 Town and parish councils have been consulted and five have responded. These are Brigg, Owston Ferry, Goxhill, Epworth and Kirton in Lindsey. A summary of the points raised is contained in Appendix 1.

- 7.2 The principal issues raised by the town and parish councils are: inadequate parking provision, which does not take account of potential occupancy increases; the impact of small infill developments; the lack of on-street parking available; the lack of adequate public transport; and potential problems for emergency services access.
- 7.3 Epworth Town Council objects specifically to its 'urban' classification.
- 7.4 Some of the councils felt the proposals are already effectively in force.
- 7.5 The document has been also submitted to key staff within the Highways and Planning Service. Comments received have been incorporated and form part of the document now submitted for approval.
- 7.6 One particular issue raised during the internal consultation was the definition of urban areas, within the C3 Residential classification, which is the core issue differentiating the two options in paragraphs 3 and 4. There are mixed views on this, although the report does give a preferred option, which emerged following internal discussions.
- 7.7 The Cabinet Member for Highways and Planning has also been consulted.

8. RECOMMENDATIONS

- 8.1 The document be approved and adopted with the preferred option 3.1.
- 8.2 Town and parish councils that responded to the consultation be written to advising of the outcome and thanking them for their comments.

SERVICE DIRECTOR HIGHWAYS AND PLANNING

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Date: 11 May 2009

Background Papers used in the preparation of this report:

- Department for Transport Publication 'Manual for Streets'
- Planning Policy Statement 3 (PPS3)
- Planning Policy Guidance 13: Transport (PPG 13)
- Communities and Local Government Planning document 'Residential Car Parking Research'
- North Lincolnshire Local Plan

SUMMARY OF TOWN AND PARISH COUNCIL CONSULTATION RESPONSES

Brigg Town Council

- Will there will be any specific guidelines applicable to Nursing and Residential Homes, as opposed to retired person's dwelling and sheltered homes?

Owston Ferry Parish Council

- Owston Ferry classed as rural
- Insufficient parking spaces were being allocated considering the true number of vehicles per household and the minimum public transport facilities available.
- If parking spaces at the school or doctors were only available as suggested in the guidelines bearing in mind that none of the doctors and only one member of each teaching staff actually live in the village, on street parking would increase by a huge percentage, which would increase traffic flow problems at both locations.
- Parish council have objected to the small developments in the High Street on the grounds of limited parking, these objections have been overruled it would appear that these guidelines are already in force.

Goxhill Parish Council

- Allocations for rural dwellings increased as follows:
2-3 bed dwellings – 2 spaces
4 bed or greater – 3 spaces
Terraced or grouped – 2 spaces
Retired/sheltered - 1 space
- Lanes are narrow without pedestrian pavements, and on-street parking is not only visually unsightly and damaging to grass verges, but can be detrimental to the free and safe movement of vehicles and pedestrians.
- Would like to see more parking provision within the curtilage of any new dwelling.

Epworth Town Council

- Object to classification of Epworth as 'Urban'
- Under this classification no additional provision is made for additional vehicles
- Concerns were raised that this classification is already in operation within Epworth and that the town does not have the infrastructure or public transport system to support this classification
- Objects strongly to Epworth being placed in the urban category.
- The Council would propose that Epworth is given a rural classification otherwise the future viability of Epworth is seriously threatened

Kirton in Lindsey Town Council

- On page 5 of the draft document a 'Road Users Hierarchy' is set out. The list makes no mention of Emergency Service Vehicles and although it includes 'Pedestrians (Including disabled)' it does not specify those in a wheel chair and/or mobility scooters and pedestrians pushing prams and/or baby buggies.

Although the document is aimed mainly at developers of housing estates and commercial developments very little mention is made of private or small developments on infill sites and alterations to existing properties i.e.

- Conversion of an existing garage into a living room
- A house extension which will provide additional bedrooms thus increasing the occupancy of the property and therefore the number of vehicles needed by the residents
- A garden having a further dwelling or dwellings being built on the site
- Infill sites in historic communities are often on very narrow roads, which are, in some cases, less than 4m wide and are not suitable for parked vehicles.

All of these situations can and does increase the number of vehicles that require parking spaces. It is the experience of the Council that when such developments have been allowed, ON ROAD parking and parking on existing footpaths has increased to a dangerous level. It has caused congestion to such an extent the emergency vehicles have been unable to reach their specific destination.

Kirton in Lindsey Town Council Recommendations

1. Consideration must be given to the access and egress of emergency and other service vehicles.
2. Greater attention must be given to the existing development in an area and not just the parking within the boundaries of the proposed development.
3. Provision for mobility scooters etc to use level and unobstructed pavements must be considered as a priority.



PARKING PROVISION GUIDELINES

FOR

NEW & CHANGE OF USE DEVELOPMENTS



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INTRODUCTION

This document provides guidance on parking provision for all new development, redevelopment and change of use proposals in North Lincolnshire. It is recommended that these guidelines should be referred to as a starting point only, and should not, therefore be regarded as definitive.

As local factors vary considerably between sites, each application should be considered on its own merits taking into account the following factors:-

- the type of development;
- redevelopment or change of use proposal;
- the availability of land;
- existing public transport provision;
- transportation policies of the area.

It is recommended, however that all operational parking be provided within the site curtilage, although this requirement may be relaxed depending on specific circumstances.

In all instances relating to residential developments great consideration should be given to the Department for Transport Publication "Manual for Streets". Additionally the authority strongly supports the development of Home Zones and this is an important design feature of residential developments. The integration of vehicle parking facilities within developments, particularly where it is on street should comply fully with these principles.

Useful guidance on "Car Parking – What works where" can be obtained from the English Partnerships document of the same name.

POLICY CONTEXT

Planning Policy Statement 3 (PPS3) advises that: “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.” This is relevant to the assessment of a new development and it is important to consider a design led approach to the provision of car parking space that is well integrated with a high quality public realm.

North Lincolnshire fully endorses the principles of Planning Policy Guidance 13: Transport (PPG 13) and has determined the land allocations within the North Lincolnshire Local Plan (and considered within the upcoming Local Development Framework) in accordance with it.

The objectives of PPG 13 are to integrate planning and transport at the national, regional, strategic and local level to:

1. promote more sustainable transport choices for both people and moving freight;
2. promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; reduce the need to travel, especially by car.

In addition, to further support the Council’s sustainable transport policies, a Road User Hierarchy for the area has been adopted within the Local Transport Plan. In all matters, therefore, consideration will be given to the needs of user groups in the following order of priority:

- Pedestrians (including disabled)
- Cyclists
- Public Transport / taxis
- Motor cycles
- Commercial / business users
- Car & coach borne shoppers & visitors
- Car borne commuters

When drawing up proposals for parking areas, developers will, therefore be expected to demonstrate that the hierarchy has been adhered to.

In line with PPG13 the council will:-

Recognise Urban, Sub-urban and rural areas differently and adopt reduced requirements for parking in locations, which have good access and alternative means of travel to the private car;

Ensure parking requirements are kept to the operational minimum;

Not require developers to provide more spaces than they themselves wish unless there are significant road safety or traffic management implications;

Ensure that parking provision at peripheral office, retail and similar developments is not set at high levels which would have the effect of significantly disadvantaging more central areas;

Take into account the availability of existing public car parking facilities in the vicinity of proposed developments when establishing the parking requirements.

In addition, the Council will also:-

Encourage communal parking which is well sited for natural surveillance and provides visual amenity;

In the case of residential spaces provided within the dwelling curtilage, ensure that the spaces are independently accessible.

It should be noted that in Conservation Areas the provision of a parking facility should comply with Policy HE2 of the Local Plan and any successive policy in that:-

If it is considered that the provision of an access and parking facility detracts from the overall character of the conservation area then such a facility will not be incorporated.

PPG 13 states that, where a new development is likely to have a significant transport implications, a Transport Assessment (TA) should be prepared and submitted with a planning application for the development. It will then be used to determine whether the impact of the development on transport is acceptable.

The council has adopted the principles set out in the Department for Transport "Guidance on Transport Assessment" and developers should check in Appendix B of the document for "Indicative thresholds for transport assessments". This information should be clarified with the Transport Planning Manager prior to any submission and the authorities guidance notes on Transport Assessments.

A proposed development will be considered on its own merits when submitted with a satisfactory transport assessment especially where supported by a travel plan to encourage alternative transport methods.

A travel plan will be submitted along with the application in accordance with the "Guidance for Travel Planning" published by North Lincolnshire Council.

PARKING FOR DISABLED PEOPLE

At all new developments, consideration must be given to the needs of disabled people. In general provision should be made at the rate of 5% of the total car parking spaces, which should be clearly signed. Therefore spaces allocated for disabled drivers shall be provided in accordance with the following standards:-

Less than 20 spaces in total	1 space (min.)
More than 20 spaces	2 spaces or 5% whichever is greater

In some cases where a higher than a normal usage by people with disabilities is expected, for example at hotels and sports stadia, then increased provision will be appropriate. In addition, employers will be expected to provide individual spaces for each known disabled employee.

Further guidance on parking for people with disabilities can be found in Traffic Advisory Leaflet TA05/95 – Parking for disabled People, along with Part M of the Building Regulations.

CYCLE PARKING

People are to be encouraged to cycle by the design of cycle parking facilities installed within developments. Fear of theft is one of the biggest deterrents to cyclists. With this in mind cycle parking should be located:-

- Where it has good all round visibility, ideally from office windows. Local shops and passers by.
- As close as possible to the main entrance(s) of buildings, but not so that it hinders or endangers pedestrians, especially the disabled.
- In well lit areas, with good lighting in the hours of darkness.
- Overlooked by residential properties.

On developments the provision of secure cycle parking is important and all new developments will therefore be required to provide suitable parking for both employees and customers.

The choice of cycle stand or storage will be the responsibility of the developer details of which should be agreed as part of the technical submission.

For developments requiring a Travel Plan provision of 1 stand per 4 staff plus additional provision for customers will be the likely requirement but will be considered on an individual basis. For Residential developments requiring a Travel Plan provision of 1 stand per 5 units will be the likely requirement but will be considered on an individual basis.

DESIGN OF CAR PARKS.

There are many possible layouts for car parking and the one chosen should be specific to the site for the intended use. Care should be taken to ensure the following:-

The hard paved area should be kept to a minimum.

The area should be integrated into it's surroundings with the use of landscaping and other features to avoid large boring open spaces.

All surfacing should be hard paved and provided with positive drainage.

All parking bays should be permanently marked out and access and exit routes signed as appropriate. All bays for private cars should be 5.0m x 2.4m except for those for the disabled and other special groups.

Adequate and safe pedestrian routes should be provided between parking areas and access to buildings.

Service vehicle access should be distinct and wherever possible separate from private car parking.

Staff parking should be separate from customer parking where practical.

The parking bay layout should be such that vehicle queuing onto the adjacent public highway does not occur.

This guide should be used in conjunction with the Industrial and Residential Road Design Guides for North Lincolnshire as well as current guidance.

SCHEDULE OF PARKING PROVISION.

The following parking standards relate to those required for residents, visitors and customers. In all cases of non residential development provision must be made for staff parking at the rate of 1 space per 4 members of staff except for those which by their nature and size require submission of a travel plan. In these circumstances the provision will be that specified in the plan. This will include allocations for ancillary office use.

In addition all retail, industrial and commercial development must include for service deliveries within the site in accordance with details to be agreed and which are appropriate for the proposed development. These shall be kept separate and distinct from the car and cycle parking areas.

MAXIMUM PARKING STANDARDS FOR NEW AND CHANGE OF USE DEVELOPMENTS BY USE CLASS

In line with PPG 13 the council has recognised Urban, Sub-urban and rural areas differently and therefore allows reduced requirements for parking in locations which have good access and alternative means of travel to the private car;

USE CLASS A1, SHOPS

Town Centre/Neighbourhood/Local shops.

1 space per 30sq.m gfa outside pedestrianised areas.

Food retail above 100sq.m gfa.

1 space per 14sq.m gfa.

Food retail above 1000sq.m gfa.

As above but must include a travel plan

Non food retail

1 space per 20sq.m gfa including any external display area. A travel plan may be required.

Garden Centres

1 space per 20sq.m gfa

USE CLASS A2, FINANCIAL & PROFESSIONAL SERVICES

Banks, Building Societies, Estate Agents, etc

Each will be assessed on an individual basis but generally as for offices.

USE CLASS A3, FOOD & DRINK

Public Houses

1 Space per 3sq.m of public area devoted to patrons plus 1 space per 5sq.m of dining area when separate from the bar area

Licensed Clubs

As per public houses but may be considered on an individual basis depending on size and location.

Restaurants, cafes & takeaways

1 space per 5sq.m dining area

USE CLASS B1, BUSINESS

Offices

1 space per 30sq.m gfa. Or 1 space per 4 staff which ever is less

Business Parks

1 space per 20sq.m gfa.

USE CLASS B2 & B8, INDUSTRY, STORAGE & DISTRIBUTION.

Industrial Buildings

1 space per 65sq.m gfa plus appropriate office accommodation.

Warehouses & Wholesale Uses

1 space per 150sq.m gfa plus appropriate office accommodation

USE CLASS C1, HOTELS & HOSTELS

1 space per bedroom plus provision as per restaurants and public houses where these facilities are present.

USE CLASS C2, RESIDENTIAL INSTITUTIONS

Hospitals

Will be assessed on their individual merits but will generally require a travel plan

Care Homes

1 space per 3 residents

Halls of residence, nurses homes etc.

Generally 1 space per 5 residents but will be assessed on an individual basis depending on size and location

Areas of North Lincolnshire have been divided into 3 main classifications for parking allocations relating to USE CLASS C3, RESIDENTIAL

Urban	Sub Urban	Rural
Town centres including: Scunthorpe Ashby High Street Barton Upon Humber Brigg Crowle Epworth	The remainder of the Scunthorpe & Bottesford urban area	Rural towns, outside the urban centres of Barton upon Humber, Brigg, Crowle , Epworth as well as villages and settlements

The following standards relate primarily to new developments. Where change of use / conversion of existing buildings is proposed these standards will still apply although relaxation will be considered where appropriate. In all such cases early discussion with the highway authority will be very important.

USE CLASS C3, RESIDENTIAL

Bedsits & Houses in Multiple Occupancy

Up to 4 Households

Urban 0 Space
Sub urban 1 Space
Rural 1 Space

5 –6 Households

Urban 0 Space
Sub urban 2 Spaces
Rural 2 Spaces

Above 6 Households

Urban 0 Spaces
Sub urban 2 Spaces
Rural 3 Spaces

Flats

Urban 0-1/2 Space per flat
Sub urban 1/2 Space per flat
Rural 1 Space per flat

4 bed or greater dwellings

Urban 1 Space
Sub urban 2 space per dwelling within
curtilage plus 0.5space communal
Rural 2 space per dwelling within
curtilage plus 0.5space communal

Terraced or grouped dwellings

Urban 0 Space
Sub urban 1 communal space per
dwelling
Rural 1 communal space per dwelling

Retired persons dwellings & sheltered homes

Urban 1 communal space per 5 dwellings
Sub urban 1 communal space per 2
dwellings
Rural 1 communal space per 2 dwellings

These will generally be communal

2 or 3 bed dwellings

Urban 0 Space
Sub urban 1 space per dwelling within
curtilage plus 0.5space communal
Rural 1 space per dwelling within
curtilage plus 0.5space communal

USE CLASS D1, NON RESIDENTIAL
USES

Places of Worship

To be assessed on individual merits

Colleges of Higher / Further Education

1 space per 4 staff plus 1 space per 15 students plus provision for any residential accommodation. Plus travel plan.

Nursery schools & playgroups

Generally 1 space per 4 staff plus 1 space per 3 pupils but will be assessed individually. Plus travel plan.

Primary & secondary schools

Generally 1 space per 4 staff plus 1 space per 30 pupils, but will be assessed individually

Health Centres, clinics, vets etc

1 space per 4 staff plus 3 spaces per consulting room

Conference centres

1 Space per 5 seats. Plus travel plan.

Galleries, museums etc

1 space per 30sq.m gfa

USE CLASS D2, LEISURE

Cinemas, theatres, Bingo & Clubs

1 space per 5 seats or per 25sq.m gfa

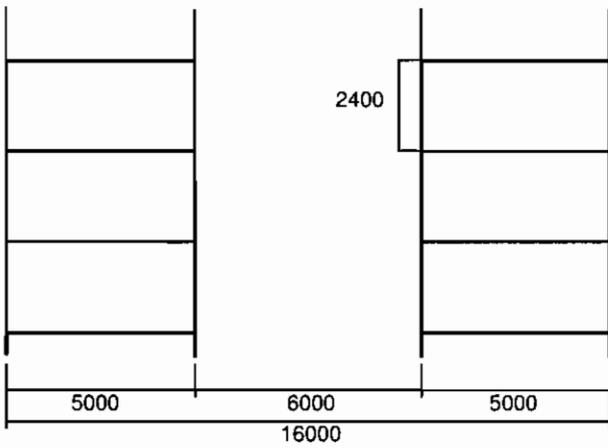
Stadia

1 space per 15 seats. Plus travel plan.

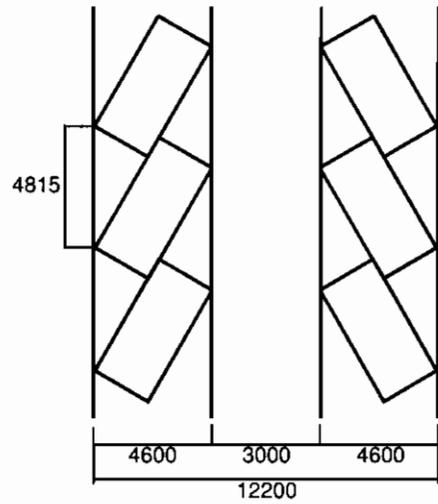
Generally staff only parking shall be provided at the rate of 1 space per 4 members of staff on duty at any one time. This will be in addition to cycle and disabled provision. Where existing public car parks are available within easy reach a reduction will be sought.

Parking Layouts - Basic Dimensions

90° Approach Angle

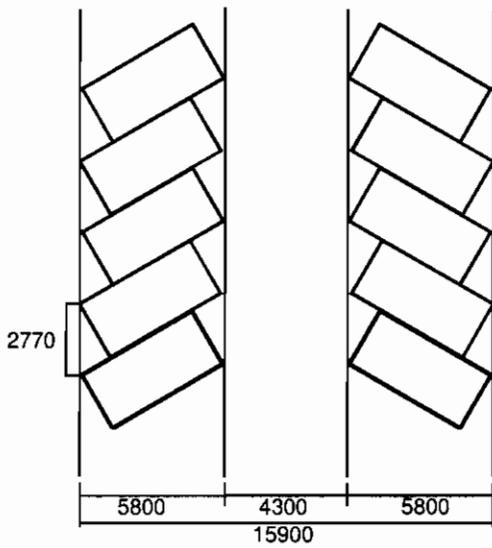


30° Approach Angle

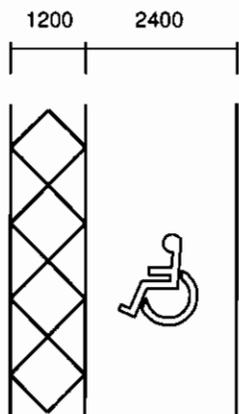
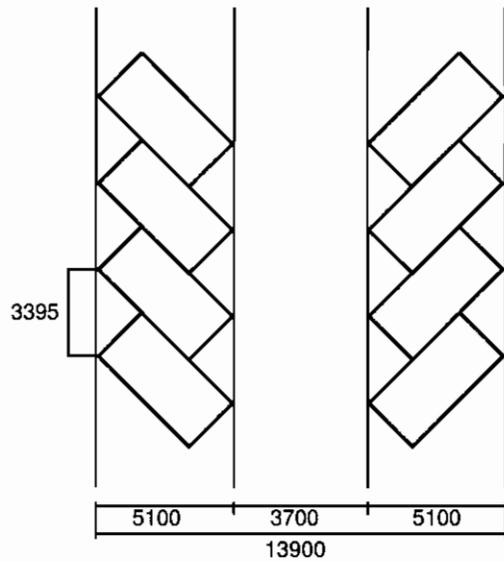


All parking bays to be 2.4m x 5.0m

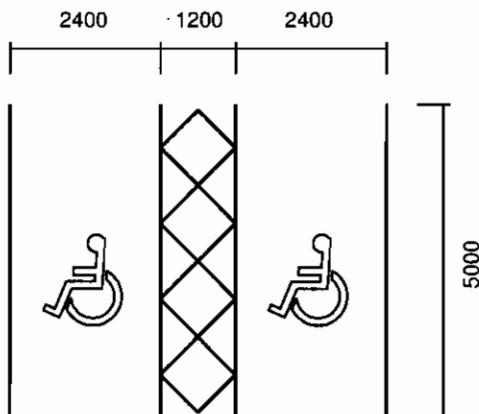
60° Approach Angle



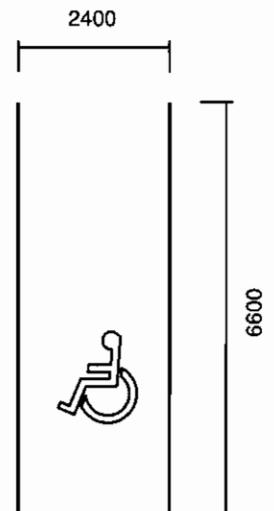
45° Approach Angle



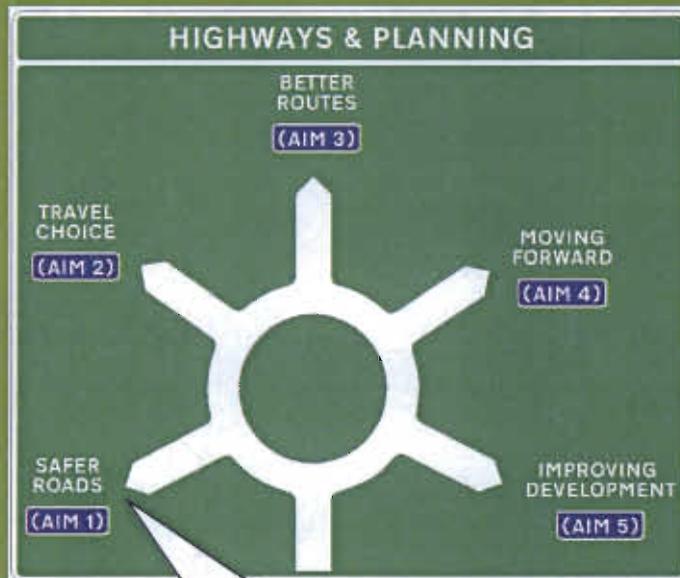
Standard Bay



Bank of Bays



Bays in Line



This policy was prepared as part of **SAFER ROADS**, one of the five key aims of the Highways & Planning Service.

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