

LOCAL DEVELOPMENT FRAMEWORK

# Residential Parking Standards

SUPPLEMENTARY PLANNING DOCUMENT



**ADOPTED**

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**EASTLEIGH**  
BOROUGH COUNCIL

# **Residential Parking Standards 2009 Supplementary Planning Document**

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## 1. Introduction

- 1.1 This document sets out the approved parking standards for Eastleigh Borough in respect of residential development; see Table of Residential Parking Standards at the end of this document, following the publication of Planning Policy Statement (PPS) 3 Housing, which put the responsibility for setting residential parking standards with the local planning authority. It incorporates the findings of recent research on residential parking and takes advantage of increased flexibility in Government policy which results in a set of residential parking standards which are more responsive to local circumstances.
- 1.2 In line with PPS3, Hampshire County Council withdrew Table 1: Residential from the Hampshire Parking Strategy and Standards (2002) in January 2008.
- 1.3 The parking standards for non-residential development remain the responsibility of Hampshire County Council and are set out in Tables 2 to 8 of the Hampshire Parking Strategy and Standards (2002). There are currently no proposals to amend the non-residential parking standards.
- 1.4 This document has been prepared as a Supplementary Planning Document (SPD) so that it will assist in the planning of new development. The main objectives are:

**Objective 1:** Achieve the PPS3 requirement which advocates taking account of expected car ownership levels, the importance of promoting good design and the need to use land efficiently.

**Objective 2:** Provide clear guidance on car and cycle parking on residential development.

- 1.5 The Sustainability Appraisal and Strategic Environmental Assessment in respect of this SPD can be found at [www.eastleigh.gov.uk](http://www.eastleigh.gov.uk)
- 1.6 This document was published in draft for public consultation September-November 2008. It has been amended in accordance with comments received and was adopted by Eastleigh Borough Council on 12 January 2009.

## 2. Policy Background

- 2.1 The Eastleigh Borough Local Plan Review 2001 – 2011 (adopted May 2006) contains policies relating to housing, residential parking and development, i.e. policies 85.H, 86.H, 104.T, 105.T and 106.T. This document supplements these policies taking account of recent policy guidance. The revised residential standards shown in the Table of Residential Parking Standards in this document, replaces Table 1 of Appendix 1 of the Hampshire Parking Strategy and Standards 2002.

## Housing Policies

85.H Planning permission will be permitted for the conversion of detached, semi-detached and end of terrace dwellings to units of smaller accommodation, provided the property to be converted is over 100 sq metres in gross floor area. Planning permission will not be granted for the conversion of mid-terrace properties or those of less than 100sq metres in gross floor area. Proposals will be assessed against the relevant design policies as well as all the criteria listed below:

- i. an appropriate level of private outdoor amenity space per unit created will be required;
- ii. car parking areas should be visually unobtrusive and should be situated more than 3 metres from the nearest point of any dwelling unit; proposals should not include tandem parking which is intended for the use of more than one dwelling;
- iii. the proposed intensity of use of gardens (eg. for car parking) should be carefully considered, to avoid adverse effect on neighbours;
- iv. intrusive features, for example rear fire escapes or external access stairways must be sympathetically designed and where there may be problems of overlooking, housed in a covered structure;
- v. the cumulative impact of the proposal with other similar proposals must not adversely affect the character of the area or have unacceptable environmental, amenity or traffic implications or result in the significant loss of houses for family accommodation; and
- vi. car parking shall be provided in accordance with the relevant standards.

86.H Proposals for the sub-division of a residential property for the purposes of multiple occupation will be permitted provided all the following criteria are met:

- i. they should provide a satisfactory living environment for the occupants in terms of size, layout, facilities, noise, parking, and safety;
- ii. they should not detract from the character of the area or the amenities of neighbours in terms of noise and disturbance, loss of privacy and appearance of the property. Only detached, semi-detached and end of terrace properties will be considered appropriate for sub-division;
- iii. they should not overload existing roads and parking facilities; and
- iv. the sound insulation between any unit of accommodation and any other unit of accommodation or non-residential part of the building or adjacent buildings shall be to a standard not less than that specified in Approved Document E of the Building Regulations 1991 (1992 Edition).

### **Transport Policies**

104.T Planning permission will only be granted for appropriate development which provides adequate off-highway parking up to the maximum standard set out in respect of the accessibility of that development. When considering the level of parking appropriate for a retail or leisure development in or on the edge of a centre, the Council may consider parking provision additional to the relevant maximum standards but only where it can be clearly demonstrated that it will serve the centre as a whole and assist the vitality and economic viability of the centre.

105.T Within town, district and local centres where it is not possible or environmentally desirable to meet the relevant parking standards on site, development, which accords with other policies in this Plan, may be permitted subject to a financial contribution towards measures to assist on-street parking management, public transport, cycling and walking.

106.T When new residential development is proposed in areas of the Borough where a residents parking scheme or other form of controlled parking zone is in operation, occupiers of new properties will not be eligible to apply for on street parking permits or to park on the highway other than in spaces allocated to the development as part of the planning permission.

2.2 Guidance at national level on the provision of car parking to serve new development is contained in Planning Policy Guidance (PPG) 13 Transport (March 2001). This guidance sought to reduce the need to travel and car use by promoting a reduction in car parking at the trip destination, e.g. workplace. Non-residential parking provision was expressed in terms of maximum standards. PPS3 replaces paragraphs 12 to 17 of PPG 13.

2.3 PPS3 Housing was published in November 2006. It has moved away from the overall provision of 1.5 parking spaces per dwelling, which was promoted in Planning Policy Guidance (PPG) 3, in favour of residential policies which take account of expected levels of car ownership in new development and an emphasis on promoting good design. This is seen as a priority in the review of the residential parking standards with a greater use of communal (unallocated) spaces to provide a lower and more flexible solution for parking for both residents and visitors and allowing better design whilst still catering for expected car ownership levels. Extracts from PPS3 are shown below with the relevant text highlighted in bold:

**“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.*

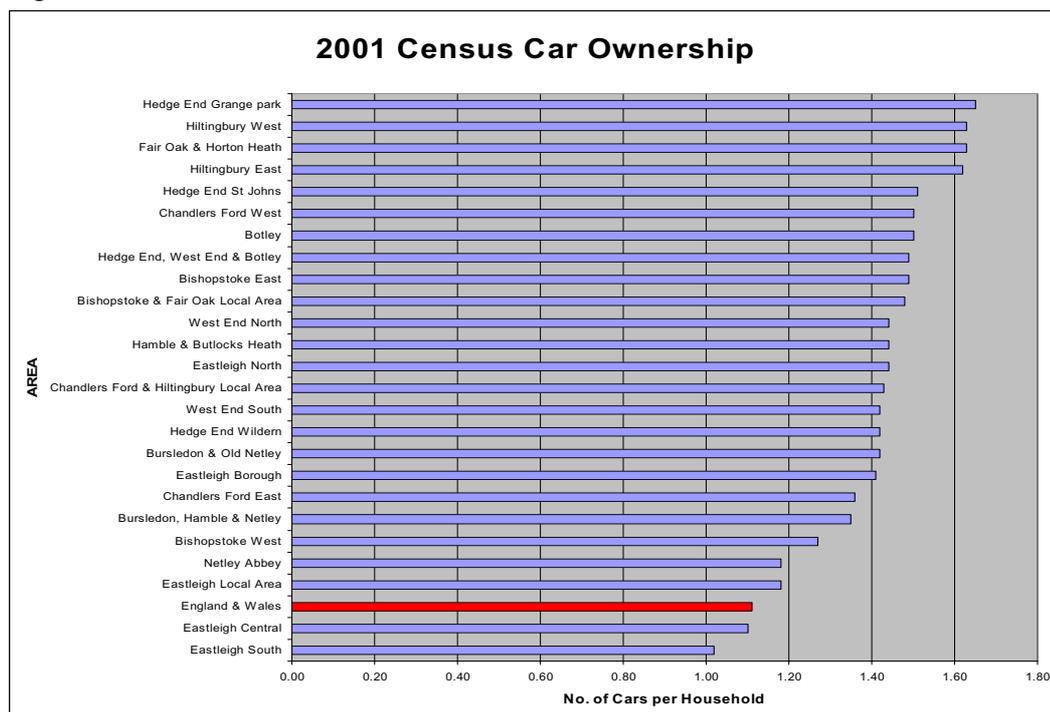
**51. Local Planning Authorities should, with stakeholders and communities, develop residential parking policies for their areas, taking account of expected levels of car ownership, the importance of promoting good design and the need to use land efficiently.”**

### 3. Car Ownership

3.1 Research carried out by the Commission for Architecture & the Built Environment (CABE) ‘What it’s like to Live There’ found that throughout the country car parking remains a significant issue for residents and that many people feel that new development should accommodate typical levels of car ownership.

3.2 The 2001 Census for Eastleigh Borough shows a higher level of car ownership compared to the national average. Nationally 29% of households have two or more cars, but in Eastleigh some 43% of households have two or more cars. Conversely, 27% of households nationally have no car compared to 15% of households in Eastleigh. This varies across the Borough, where the highest number of households without a car is the ward of Eastleigh South with 30% and the lowest number of households without a car is Hedge End Grange Park with 4%. However, this is more likely to be linked to the type of housing provision and social demographic profiles of existing housing areas and would not necessarily be reflected in new housing schemes. Figure 1 below illustrates the Borough’s 2001 car ownership levels compared to England and Wales.

Figure 1



- 3.3 The planning process seeks to allocate development in more sustainable locations. However, statistical data demonstrates that even with good accessibility in terms of public transport provision, high levels of car ownership are likely to remain, due mainly to changing work patterns and multi-car households. Even if more sustainable modes of travel and a greater choice of travel for some journeys are available, residents may still retain the option of keeping a car to use for those journeys where it is needed. It is therefore important that proper provision should be made to reflect this demand. With the exception of Eastleigh town (see paragraph 8 below) the revised standards are not related to the accessibility of the area and are to be applied Borough wide.
- 3.4 There is no evidence to suggest that the general level of car ownership will reduce over time and, nationally, it has increased steadily over recent decades and is forecast to grow by another 25% between 2001 and 2036. It is recognised that there will be exceptions where the expected car ownership will not be reached for some development schemes. Any proposed reduction in the application of the residential parking standards set out in this document will normally need to be supported by a transport assessment and/or travel plan which explains why the expected car ownership will not be realised or how it will be reduced. Whilst car usage may be less in certain circumstances, car ownership levels may not be reduced and provision for adequate parking, in line with expected car ownership levels, will remain a priority.
- 3.5 If parking provision is not made to meet the likely level of car ownership for new developments, it is probable that cars will be parked in areas not designed for such purposes, such as grass verges and landscaped areas. The appropriate level of residential parking therefore needs careful consideration. Over-provision is wasteful of space and inefficient; under-provision may be unattractive to some potential occupiers and is likely to result in the conversion of front gardens to parking, leading to loss of visual quality and increased surface water run off. More importantly, it significantly increases footway parking causing inconvenience, hazards to pedestrians, in particular blind or partially-sighted people, disabled people and those with pushchairs and prams, and the necessity to implement undesirable and costly traffic regulation orders.
- 3.6 Other than issues relating to the efficient use of land or housing design, there is no reason to constrain residential parking provision, although it is important to avoid serious over-provision. PPG13 advises on the adoption of maximum levels of parking for broad types of non-residential development and it is considered that the standards in PPG13 were not intended to be a means of restricting car ownership, hence its inclusion in PPG3 - Housing rather than PPG13 – Transport. There is little evidence that restricting car parking at the home end of the journey has any real effect on car trips on the network. Restricting car parking at the destination is a different matter and is generally accepted that this can have a real effect on reducing car trips. Car ownership statistics can

provide a guide into the likely parking need and so avoid an over-provision and the safety implications and environmental costs associated with under provision. Paragraph 8.3.37 of Manual for Streets states that “The more flexible the use of spaces, the more efficient the use of land”.

#### **4. Visitor Parking**

4.1 In new developments, visitor parking is not normally provided within the residential curtilage. Visitor demand can, to some extent, be offset by other residents being away or not owning a car. This balancing effect is most significant when a high proportion of parking spaces are unallocated and so available to both visitors and residents. Research shows that no special provision is needed for visitors where at least half of the parking provision associated with the development is unallocated. In all other circumstances it may be appropriate to allow for additional demand for visitor parking of up to 0.2 spaces per dwelling. The use of unallocated spaces can therefore significantly reduce the overall number of parking spaces to be provided in any scheme and is therefore considered an important part of the revised standards. A minimum of 20% unallocated parking is required to take account of overspill and visitor parking. This can be provided in the form of adopted on-road provision, provided the highway is designed for that purpose, see paragraph 6 below, or in secure private parking areas. Whichever type of unallocated parking is provided, it will need to be available to the wider development for casual parking requirements. Three bands have been adopted with the highest provision required for individual or on-plot parking allocation, which is more appropriate for small, infill, developments, and two other bands with a reduction in parking provision for higher proportions of unallocated spaces, see Table of Residential Parking Standards.

#### **5. Garage Parking**

5.1 A significant number of garages are not used for car parking and this can create additional demand for on-street parking. Manual for Streets recommends that the following is taken into account:

- *car ports are unlikely to be used for storage and should therefore count towards parking provision; and*
- *whether garages count fully will need to be decided on a scheme-by-scheme basis. This will depend on factors such as:*
  - *the availability of other spaces, including length of driveway and on-street parking – where this is limited, residents are more likely to park in their garages;*
  - *the availability of separate cycle parking and general storage capacity – garages are often used for storing bicycles and other household items; and*

- *the size of the garage – larger garages can be used for both storage and car parking, and many authorities now recommend a minimum internal size of 6m by 3 m.*

## **6. On-street Parking**

- 6.1 Carriageway widths should be appropriate for the particular context and use of the street and whether parking is to take place in the carriageway. If sufficient dedicated off-street parking is not to be provided in line with the standards, and on-street parking is relied on to cover all or part of the unallocated parking provision, adequate carriageway width will be needed to minimise indiscriminate parking. Vehicles parked indiscriminately on the carriageways can block access to dwellings, create obstruction to walkers and cyclists and cause hazards by masking road users from each other. There will always be casual callers and service vehicle drivers who find it convenient to park on the carriageway and requirements for this demand must be planned for in the design. Wherever roads provide direct frontage access to dwellings the carriageways are invariably used for parking by casual callers and service vehicles. In such situations, and in any other places where parking will normally occur on the carriageway, a minimum carriageway width of 5.5m should be provided to allow one service vehicle to pass another that is parked. Unallocated casual parallel parking spaces that are contiguous with the carriageway may be within the minimum width of 5.5m provided such spaces are located to allow a clear route and passing places for service vehicles. If less than 5.5m carriageway width is available, separate parking lay-bys or other forms of parking provision will be required. Where a road is to be adopted by the highway authority, unallocated on-street parking spaces should also be adopted and so constructed to the appropriate highway authority standard.
- 6.2 When new residential development is proposed in areas of the Borough where a residents parking scheme or other form of controlled parking zone is in operation, occupiers of new properties will not be eligible to apply for on street parking permits or to park on the highway other than in spaces allocated to the development as part of the planning permission.

## **7. Cycle Parking**

- 7.1 Sufficient space should be available for cycle parking within dwellings, garages or outside. If communal stores are to be provided, generally for flatted developments, they should be fully covered and contain cycle stands in the form of hoops, Sheffield stands or similar, to allow individual cycle frames and wheels to be secured horizontally. An example of a suitable store is shown in Figure 2. Generally at least one cycle parking space per dwelling is required but more can be provided if needed by the developer. For individual houses, larger than one

bedroom units, at least two spaces per dwelling should be provided, an example is shown in Figure 3 below. Stores should be situated to allow convenient but secure access.

Figure 2: Plan of communal store for four cycles using Sheffield stands

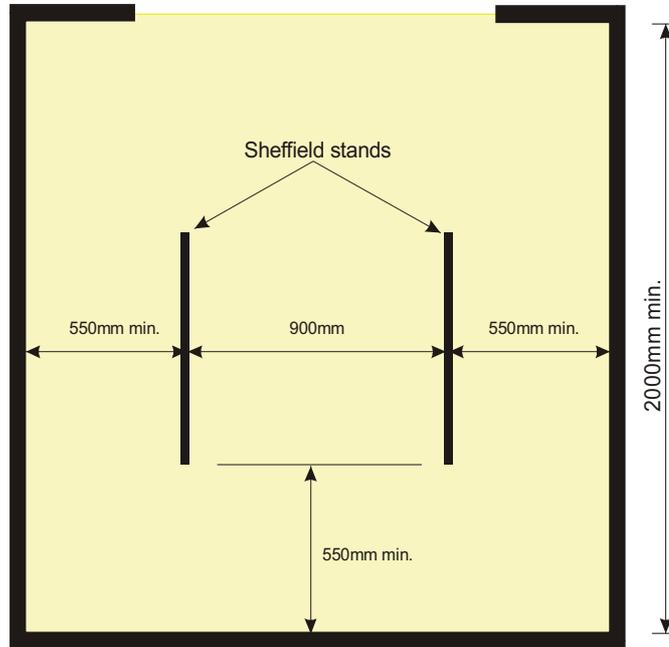
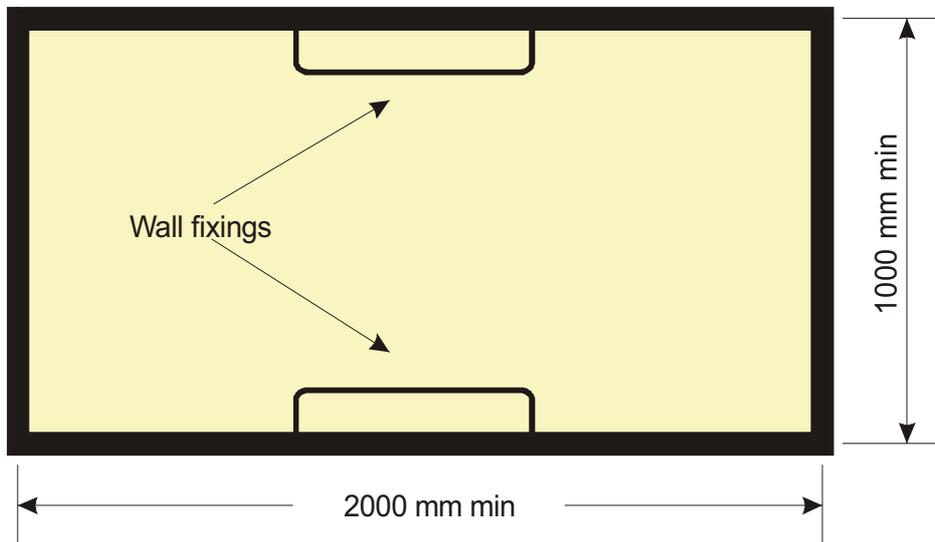


Figure 3: Plan of store for two cycles using wall fixings



## **8. Eastleigh Town Centre**

- 8.1 Eastleigh town centre and the surrounding area is the most accessible location in the Borough with regard to public transport services and local facilities. It has the lowest car ownership in the Borough, it is well served by public off-street parking provision and the majority of local streets are controlled by waiting restrictions or controlled parking zones. It is therefore considered that, within Eastleigh town centre and the surrounding roads within a Controlled Parking Zone, parking provision to a lower standard than specified in the Table of Residential Parking Standards below can be appropriate if circumstances permit and/or incentives, such as car clubs, which will reduce parking demand through encouraging reduced car ownership, are provided as part of a development. Flexibility within the town will allow imaginative schemes to come forward as part of any future regeneration.

## **9. Residential Parking Standards**

- 9.1 In line with the new guidance, the Council will seek a well designed solution that accommodates the expected level of car ownership for the Borough. This can be in the form of off-street parking and/or specifically identified and designed on-street parking areas that do not impact on the capacity, operation and safety of the highway. Unallocated casual and visitor parking, in line with section 4 above, will also need to be considered, particularly for larger developments.
- 9.2 In new housing developments parking spaces are generally allocated to specific dwellings. This approach, although desirable for buyers and therefore attractive to developers, does not always represent the most efficient use of the parking provided. The level of car ownership varies between households and in some instances there will be under provision of spaces and in others there will be overprovision of spaces.
- 9.3 The proposed revision of the residential standards, with increased provision for visitor parking, is considered sufficient to meet demand based on expected levels of car ownership, provided there is a combination of off-street allocated parking and off-street and/or on-street communal unallocated parking, as shown in the Table of Residential Parking Standards. These are the required levels of parking provision for residential development schemes. The overall number of parking spaces will normally be rounded up. Garages which are provided to the minimum internal dimension of 6m x 3m will count as contributing towards the overall parking requirement, as well as being sufficient for cycle storage purposes. Any garages less than this will not count towards the car parking provision, but they may count for cycle storage. When “in-curtilage” parking, is being provided, the advice within Lifetimes Homes <http://www.lifetimehomes.org.uk> should be followed.

<b><u>Example: Parking requirement for a development of 100 houses</u></b>				
	No. of houses	with 50% or more unallocated spaces	with <50% unallocated spaces	Individual/on-plot allocation
1 bed	20	20	25	40
2/3 bed	70	105	123	140
4+ bed	10	20	23	30
Total spaces required		145	171	210
Average spaces per dwelling		1.45	1.71	2.1

## References

Department for Communities and Local Government: *Planning Policy Guidance 3 – Housing* - 2000

Department for Communities and Local Government: *Planning Policy Guidance 13 – Transport* - 2001

Department for Communities and Local Government: *Planning Policy Statement 3 – Housing* - 2006

Hampshire County Council: *Hampshire Parking Strategy and Standards* – 2002

Office for National Statistics: *2001 Census* - 2001

Department for Communities and Local Government: *Residential Car Parking Research* – 2007

CABE: *What It's Like to Live There* – 2005

Department for Transport: *Manual for Streets* – 2007

Department for Transport: *TEMPRO v5* – 2006

## Table of Residential Parking Standards 2009

Property Size	Car Ownership		Car Parking Standard			Long Term Cycle Storage	
	2001 (Census)	2026 (TEMPRO growth)	with 50% or more unallocated spaces	with <50% unallocated spaces	Individual/ 'on- plot' allocation	Individual storage	Communal storage
	cars per household		parking spaces per dwelling				
<b>GENERAL RESIDENTIAL</b>							
1 bed	0.96	1.00	1.00	1.25	2	1	1
2/3 bed	1.37	1.44	1.50	1.75	2	2	1
4+ bed	1.69	1.77	2.00	2.25	3	2	1
<b>OLDER PEOPLE'S HOUSING</b>							
Active elderly with Warden Control	0.39	0.41	0.50	0.60	1	1	1
Nursing and rest homes	1 space per 6 bedrooms plus 1 space per staff member					1 per 6 staff	

### Notes

1. A minimum of 20% unallocated parking is required to provide for casual and overspill parking.
2. All proportions to be rounded up to the next whole number.
3. Garages less than 6m x 3m internally will not count towards parking provision.
4. A minimum of 5% of residential spaces should be designated for use by disabled people.

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