

West Midlands Regional Assembly – Regional Planning Body

This report has been prepared on behalf of the West Midlands Regional Assembly, the Regional Planning Body, as technical advice to inform the Regional Spatial Strategy Revision process. It is one of a suite of technical reports commissioned to inform the development of spatial policy as part of Phase Two of the Revision of the West Midlands Regional Spatial Strategy.


Every effort has been made to verify and check the contents of this report including all figures and tables. However the West Midlands Regional Assembly can not accept any responsibility for errors or inaccuracies.

Further information and details of the West Midlands Regional Strategy and the Revision process can be found on our web site www.wmra.gov.uk

West Midlands Regional Assembly

Parking Standards Study

Draft Scoping Report

JOB NUMBER: 5023650.601			DOCUMENT REF:Draft Scoping study			
	Second Draft	APT				Sept 2005
P1	First Draft Report	APT				June 2005
		Originated	Checked	Reviewed	Authorised	Date
Revision	Purpose Description					

Contents

<i>Section</i>	<i>Page</i>
1. Introduction	3
Introduction	3
This Study	3
Structure of Report	4
2. Background	6
Background	6
PPG 13 – Planning Policy Guidance on Transport (March 2001)	6
Regional Planning Guidance for the West Midlands (June 2004)	7
Planning Policy Guidance Note 3: Housing (March 2000)	8
Planning Policy Statement 11: Regional Spatial Strategies	9
Guide to Producing Regional Transport Strategies – Department for Transport (April 2003)	10
3. Underlying Principles and Objectives	15
4. Options Considered	17
Introduction	17
Parking Standard Levels	17
Settlement Type	18
Accessibility	21
Disabled, Cycle and Powered Two Wheeler Parking	24
5. Strengths and Weaknesses of Proposed Approach	26
Settlement Type	26
Accessibility	27
6. Other Issues	28
7. Summary	30
8. The Next Stage	30

1. Introduction

INTRODUCTION

- 1.1 The West Midlands Regional Spatial Strategy, RPG 11, identifies Parking Standards (T7) as an area to be covered by a partial review. Atkins have been commissioned to review the work done to date and make recommendations for further work. This study is one of a number of technical studies that have been commissioned by the Regional Assembly to inform policy development.
- 1.2 This report summarises a potential framework for Parking standards for application across the West Midlands Region (the Region).
- 1.3 This Region consists of a wide diversity and variety of settlement types from the major urban areas of Birmingham, the Black Country, Coventry and North Staffordshire to sparsely populated rural areas in the Peak District and the Marches.
- 1.4 In between these two extremes are a number of villages, market towns, small towns, large towns and small cities all surrounded by rural areas.
- 1.5 This Study focuses on the Regions stand alone towns and cities as well as on the West Midlands conurbation.
- 1.6 It is recognised that there is a need for consistency across the region with respect to parking standards in order to help avoid wasteful and unsustainable competition between towns cities and areas within the West Midlands Region and to reflect local circumstances

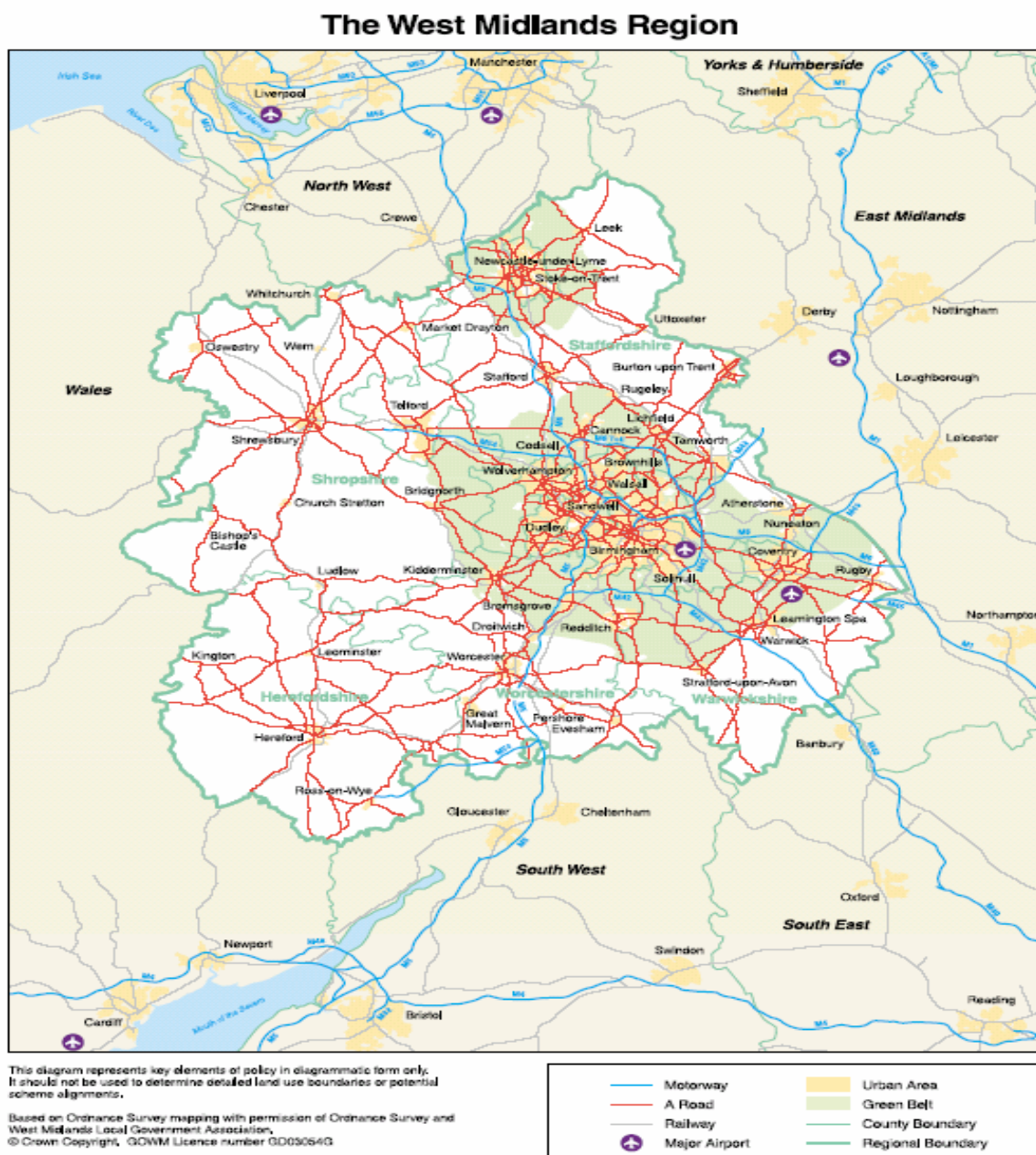
THIS STUDY

- 1.7 This study is in effect a scoping study.
- 1.8 This report will build on the experience within the West Midlands Region and from the other regions and develop a framework for parking standards across the Region. This framework can then be the subject of discussion by the Regional Assembly before becoming the basis for input into the Regional Spatial Strategy.
- 1.9 Although initial consultation has taken place with interested parties and key stakeholders across the region, it may be appropriate for feedback to be sought regarding the draft framework presented in this Report.
- 1.10 The Parking Standards that this Study refers to are the standards that planning authorities refer to when considering a planning application for any development. The standards will give guidance on the number of parking spaces that should be provided.
- 1.11 The standards should be applied to both private sector and public sector land use types of all sizes.

Parking Standards :Scoping Report

- 1.12 This study will also look at parking standards relating to disabled parking, cycle parking as well as parking for powered two-wheelers
- 1.13 The Region covered by this study is presented in Figure 1.

Figure 1 The West Midlands Region across which the approach to Parking Standards is considered in this Study

**STRUCTURE OF REPORT**

- 1.14 Following on from this Introduction the remaining chapters of the report are ordered as follows:

- ◆ Chapter 2 - **Background.** This chapter briefly looks at national guidance on Parking Standards together with a brief summary of the approach to parking standards adopted by the other Regions
- ◆ Chapter 3 - **Underlying Principles** This chapter details the underlying principles and assumptions upon which this study is based.
- ◆ Chapter 4 - **Options Considered** The two different approaches considered are presented in this section.
- ◆ Chapter 5- **Pros and Cons** In this chapter, the strengths and weaknesses of the proposed parking standards framework are discussed.
- ◆ Chapter 6 - **Other Issues.** Other issues that need to be taken into consideration are discussed in Chapter 7
- ◆ Chapter 7 - **Summary.** In this chapter the proposed approach is summarised
- ◆ Chapter 8 - **The Next stage.** This chapter discusses potential follow on work that is required before the text for the RSS is drafted.

2. Background

BACKGROUND

- 2.1 Atkins Consultants Ltd has been commissioned by Staffordshire County Council to develop parking standards specific to towns in the West Midlands Region on behalf of the Regional Assembly. It is suggested that these standards could form an Annex to the forthcoming Regional Spatial Strategy (formerly known as Regional Planning Guidance (RPG)).
- 2.2 Parking standards are a key component of local development frameworks since they can have a significant impact on local traffic conditions and the economic vitality of towns. In addition, Planning Policy Guidance 13 (PPG13) advocates that Regional Transport Strategies set out a co-ordinated approach between land – use planning and transport planning documents.

PPG 13 – PLANNING POLICY GUIDANCE ON TRANSPORT (MARCH 2001)

- 2.3 PPG 13 identifies that the availability of car parking has a major influence on the mode of travel. The reduction of parking provision in new developments is seen as an essential component of a package of sustainable transport measures. The guidance also advocates the inclusion of additional good quality cycle parking facilities within new development.
- 2.4 Parking standards should be clearly set out in Regional Planning Guidance to ensure there is not negative competition between different locations and that sustainable development is not compromised. Parking policies, controls and charging structures should also be clearly outlined within individual local transport plans.
- 2.5 The following practice is suggested to local authorities regarding the development and implementation of parking policies;
- ◆ Ensure that restrictions on parking are included as part of a package of transport planning measures, to ensure that parking levels will assist in promoting sustainable transport choices;
 - ◆ Local authorities should not encourage developers to provide more parking than necessary other than if a proposal creates negative parking issues on streets surrounding the development;
 - ◆ Local authorities should encourage shared use of parking spaces e.g. cinemas and office accommodation may complement each other;
 - ◆ Parking standards should not be such that they encourage out of town developments;
 - ◆ Disabled parking spaces should be provided in line with best practice;
 - ◆ Where possible introduce parking controls around major development trip generators, to minimise the impact of displaced parking;
 - ◆ Consider provision for motorcycle parking; and

- ◆ Consider safe and secure cycle parking in line with LTP Cycle Strategy.
- 2.6 With the exception of disabled parking minimum standards are not appropriate for promoting sustainable transport measures and therefore should not be encouraged. Maximum standards should be developed such that they:
- ◆ Promote sustainable transport measures;
 - ◆ Reduces land-take of new developments;
 - ◆ Enable new developments to fit into smaller town/city centre sites
 - ◆ Promote linked trips and access to development for non car owners
- 2.7 As already stated there needs to be a consistent approach to maximum parking standards such that they do not have negative implications for economic vitality in adjacent settlements. Indicative parking standards are outlined in Annex D of PPG 13 (Table 1.1). Regional Planning Boards and local planning authorities may wish to adopt more rigorous standards; however these should demonstrate consistency.
- 2.8 Developers should demonstrate within their Transport Assessments how they propose to minimise parking requirements. Overall Local authorities should ensure that parking provision is in keeping with the size of the development and that it is consistent with a towns parking strategy.

REGIONAL PLANNING GUIDANCE FOR THE WEST MIDLANDS (JUNE 2004)

- 2.9 **Policy T7 – Car Parking Standards and Management** section within the RPG released by GOWM in June 2004 states that ‘Local Authorities should work within maximum standards for parking associated with new development in line with those given in PPG13 and reflecting the approach set out in PPG3’
- 2.10 It suggests the following:
- ‘All local authorities should work together to identify, before the next review of RPG:
- ◆ Those town centres and heritage areas to which more restrictive standards should be applied, because of their broad transport accessibility, higher densities or more sensitive character;
 - ◆ A broad indication of more restrictive maximum standards for relevant land use categories.
- These areas and standards should then be incorporated into development plans. Care should be taken to avoid deterring investment in town centres, particularly those judged as vulnerable’
- 2.11 The introduction of these maximum standards is required to be sympathetic to the economic situations in town centres i.e. not act as a deterrent to investment. Partnership working is required between local authorities to manage their car parking and encourage sustainable travel by:
- ◆ Limiting and managing the supply of long stay parking;
 - ◆ Avoiding using car parking charges as a tool for competition between town centres;
 - ◆ Securing adequate car parking at railway stations and other interchanges;

- ◆ Using additional income for the development of new sustainable forms of travel;
- ◆ Securing local park and ride sites as an alternative to town centre parking;
- ◆ Developing a network of strategic park ride sites to meet the needs of the Region (refer to Park and Ride Policy T6)

PLANNING POLICY GUIDANCE NOTE 3: HOUSING (MARCH 2000)

- 2.12 Planning Policy Guidance (PPG) notes set out the Government's policies on different aspects of planning. They should be taken into account by regional planning bodies and local planning authorities in preparing regional planning guidance and development plans. This guidance introduced a new approach to planning for housing.
- 2.13 This PPG provides guidance on a range of issues relating to the provision of housing. It replaces the 1992 version of PPG3. Circular 6/98 *Planning and Affordable Housing* will continue to apply.

Reviewing parking standards

- 2.14 Of particular relevance to this study are the sections (particularly paragraphs 60 to 62) on parking standards. These are reproduced below:

60. Car parking standards for housing have become increasingly demanding and have been applied too rigidly, often as minimum standards. Developers should not be required to provide more car parking than they or potential occupiers might want, nor to provide off-street parking when there is no need, particularly in urban areas where public transport is available or where there is a demand for car-free housing. Parking policies should be framed with good design in mind, recognising that car ownership varies with income, age, household type, and the type of housing and its location. They should not be expressed as minimum standards.

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

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

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

- 2.15 Thus in summary, PPG3 is suggesting a maximum number of parking spaces per dwelling of 1.5 with lower levels recommended in accessible areas such as town centres and for housing that is intended for students, the elderly or for single people.
- 2.16 The Government intends to publish in the autumn a draft new 'Planning Policy Statement on Planning for Housing' (PPS3). It will draw on Planning Policy Guidance Note 3: *Housing* (PPG3) consultation paper 'Planning for Mixed Communities' published by the Office in January 2005, the 'Planning for Housing Provision' July 2005 Consultation Paper and the responses to both.

PLANNING POLICY STATEMENT 11: REGIONAL SPATIAL STRATEGIES

- 2.17 Planning Policy Statement 11: Regional Spatial Strategies replaces PPG11 Regional Planning.
- 2.18 PPS 11 sets out the Governments national policies on different aspects of planning. The policies set out in this statement will need to be taken into account by Regional Planning Bodies in the preparation of revisions to the Regional Spatial Strategy.
- 2.19 Part 1 of the planning and compulsory purchase act strengthens the role and importance of regional planning. It replaces regional 'guidance' with 'statutory' Regional Spatial Strategies (RSSs). At the implementation of PPS11 all regional transport plans which were 'guidance' will become draft Regional Spatial Strategies, which have legal weight as they are now statutory documents.
- 2.20 The document states that the RSS should provide a broad development strategy for the region over a 15 to 20 year period and should take the following into account:
- ◆ Identification of the scale and distribution of provision of new housing;
 - ◆ Priorities for the environment; and
 - ◆ Transport, infrastructure, economic development, agriculture, minerals extraction and waste treatment and disposal.
- 2.21 The document also highlights the importance of the Regional Spatial Strategy aligning itself with other regional strategies in terms of their key objectives and vision.
- 2.22 Of specific relevance is Annex B which sets out the requirements for preparing Regional Transport Strategies. It states that '*Better integration between transport and spatial planning is critical to the development and delivery of an effective Regional Spatial Strategy (RSS). Transport policies need to reflect and support the aims of the spatial strategy, and land use planning in turn needs to take account of the existing transport network and plans for its development. This integrated approach should help deliver more sustainable travel patterns and to identify locations for housing, commercial development and essential services in areas of high public transport accessibility.*'
- 2.23 Annex B also sets out the main aims of the Regional Transport Strategy which states that the RTS should provide the following:

- ◆ regional objectives and priorities for transport investment and management across all modes to support the spatial strategy and delivery of sustainable national transport policies;
- ◆ a strategic steer on the future development of airports and ports in the region consistent with national policy and the development of inland waterways;
- ◆ guidance on priorities for managing and improving the trunk road network, and local roads of regional or sub-regional importance;
- ◆ advice on the promotion of sustainable freight distribution where there is an appropriate regional or sub-regional importance;
- ◆ a strategic framework for public transport that identifies measures to improve accessibility to jobs and key services at the regional and sub-regional level, expands travel choice, improves access for those without a car, and guides the location of new development;
- ◆ advice on parking policies appropriate to different parts of the region; and
- ◆ guidance on the strategic context for local demand management measures within the region.

2.24 The guidance also highlights the importance of having a set of coherent strategic objectives. These objectives should address the identified issues and opportunities relating to land-use and transport in the region. They should also be clearly related to the wider objectives of the RSS.

2.25 With regards to Parking Policies Annex B states that the RSS has an important role to play in ensuring local parking policies support the wider spatial strategy.

2.26 With regards to managing traffic demand it states that RPBs should consider the full range of measures available to tackle congestion as set out in the document 'managing our roads' when looking at any demand management proposals.

GUIDE TO PRODUCING REGIONAL TRANSPORT STRATEGIES – DEPARTMENT FOR TRANSPORT (APRIL 2003)

2.27 The following outlines the RTS policy role and function at the three levels of government:

National Government

2.28 The RTS should be consistent (but not repeat) national policies and guidance. It should indicate how national transport policies and programmes will be delivered in the region as set out in the Integrated Transport White Paper and the Ten Year Plan.

Regional Level

2.29 The RTS should support and integrate with Spatial Strategy.

2.30 It should also be consistent with and support other regional strategies such as the RDA economic strategy.

2.31 It should also be informed by the recommendations of relevant multi modal studies.

Local Level

- 2.32 It should provide strategic guidance on policies to be included in future local plans.

Integrating the RTS with the RPG

- 2.33 PPG11 specifies that an RTS should cover both transport and related land-use issues. It should indicate how transport measures will contribute to delivering the broad spatial strategy for different areas in the region. It should also indicate how issues, objectives and policies vary in different parts of the region e.g. policies may be different for regeneration areas than for other areas.
- 2.34 PPG 11 states that the RTS should provide guidance on measures to increase transport choices, and should set out the strategic context for demand management measures such as road user charging and workplace parking levies.
- 2.35 The guidance states that partner engagement will help identify difficult issues. Discussion and understanding and finding of common ground can be progressed and further technical, policy and consultation work identified. This could be achieved through mechanisms such as specific working groups, further technical studies or scenario testing. For instance an agreed set of criteria might be set out for assessing the level of priority of schemes (e.g. extent that it supports the spatial strategy, facilitates regeneration, increases travel choice etc). In the case of proposals for road user charging, work could be undertaken to consider the impacts of various scenarios, key principles and criteria against which proposals can be assessed and further work necessary.

Key components and requirements for the structure of the RTS

- 2.36 The guidance sets out the following key components and requirements for the structure of the RTS:
- ◆ Analysis and problem identification – related to the transport network and related land-use issues;
 - ◆ Should be clear objectives for addressing those identified problems and should be linked to broad policy for transport and land-use in the region;
 - ◆ Policies and proposed solutions – this should stem from the analysis and objectives;
 - ◆ Priorities for investment and management – set out as specific schemes, options for schemes or problems to be resolved;
 - ◆ Implementation framework – indicating the roles and responsibilities of delivery bodies and strategic agencies; and
 - ◆ Targets and Indicators – should be set out for monitoring and evaluation (The Office of the Deputy Prime Minister published a good practice guide called ‘Monitoring Regional Planning Guidance, Good Practice Guidance on Targets and Indicators’.

Planning Policy Statement 6: Planning for Town Centres (PPS6) - Summary

Introduction

- 2.37 PPS6 replaces revised planning policy guidance Note 6: Town Centres and Retail Developments (PPG6, 1996). PPS6 sets out the policies relating to town centres and the variety of main uses that apply to them. These policies should be referred to by local authorities and regional planning bodies within the context of the development of the local development plan and regional spatial strategies.
- 2.38 Accessibility appears to be a key theme embedded within PPS6, given that the note discusses the importance of ensuring that both sustainable transport is available for new developments and services and facilities are provided close to where they are required.

The Governments Objectives

- 2.39 Sustainability is a core principle underpinning planning. The planning system has a key role in facilitating and promoting sustainable and inclusive patterns of development.

Core Aims and Objectives

- 2.40 The government's key objectives for town centres are to promote their vitality and viability by:
- ◆ Planning for growth and development of existing centres;
 - ◆ Promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.
- 2.41 Other core objectives which need to be considered include:
- ◆ Enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially-excluded groups;
 - ◆ Supporting efficient, competitive and innovative retail, leisure, tourism and other sectors, with improving productivity; and
 - ◆ Improving accessibility, ensuring that existing or new development is, or will be, accessible and well-served by a choice of means of transport.

Accessibility and Social Inclusion

- 2.42 The planning system also has a fundamental role in addressing social exclusion issues, specific aims include:
- ◆ to promote social inclusion, ensuring that communities have access to a range of main town centre uses, and that deficiencies in provision in areas with poor access to facilities are remedied;
 - ◆ to encourage investment to regenerate deprived areas, creating additional employment opportunities and an improved physical environment;

- ◆ _ to promote economic growth of regional, sub-regional and local economies; to deliver more sustainable patterns of development, ensuring that locations are fully exploited through high-density, mixed-use development and promoting sustainable transport choices, including reducing the need to travel and providing alternatives to car use; and
 - ◆ to promote high quality and inclusive design, improve the quality of the public realm and open spaces, protect and enhance the architectural and historic heritage of centres, provide a sense of place and a focus for the community and for civic activity and ensure that town centres provide an attractive, accessible and safe environment for businesses, shoppers and residents.
- 2.43 Local Authorities are encouraged to promote sites in the following order of preference:
- ◆ Locations in appropriate existing centres or sites that have been allocated within the local development plan for a specific development type;
 - ◆ Edge of centre locations, with preference to sites well connected to the centre; and
 - ◆ Out of Centre sites with preference given to sites that are or will be served by good transport links and that have a likelihood of forming links with the main centre.
- 2.44 Local authorities should also give regard to their network and hierarchy of town centres as set out in RSS's and LDF's. Local planning authorities are encouraged to engage with local stakeholders and the general community to ensure that suitable site allocations are made during the drawing up of LDF's. Where all sites selected for sequential purposes have similar characteristics, then other factors may need to be considered including social deprivation and employment/economic issues.

Access to Local Services

- 2.45 Government policy seeks to reduce the need to travel and encourage the use of public transport, walking and cycling. There is also the intention to promote multi-purpose trips and ensure access to employment, shopping, leisure and tourism is provided using public transport. Guidance upon transport assessments, accessibility analysis and parking standards is set out in **PPG13: Transport**.
- 2.46 In rural areas, local authorities are encouraged to focus development in local service centres such as market towns and large villages. It is these locations that can be served most easily by sustainable transport modes such as public transport, cycling and walking.
- 2.47 Where new centres are required to improve access to services, facilities and employment by socially excluded groups, then the availability of existing or future transport infrastructure should be a key part of the decision making process. PPS6 advocates that local authorities should develop a network of centres that are easily accessible, particularly for deprived members of the community.

PPS12 - Local Development Frameworks (Sept 2004)

- 2.48 Planning Policy Statement 12: Local Development Frameworks, is a replacement for PPG12 Development Plans.
- 2.49 It is envisaged that the introduction of PPS12 will run in parallel with the phasing out of PPG12. All new development plans will be written in accordance with PPS12 and Local Plans being prepared under the 1999 development plan regulations will be completed using PPG12.
- 2.50 In many ways PPS12 has taken existing documents and relabelled them, but with more flexibility over timescales of production. The preparation of Development Plan Documents (DPD) is a continual process under PPS12.
- 2.51 The Development Plan consists of the following documents (DPD):
- ◆ Core Strategy
 - ◆ Site Specific Allocations
 - ◆ Adopted Proposals Map
 - ◆ Area Action Plans
 - ◆ 'other' Development Plan Documents
- 2.52 The Local Development Framework (LDF) consists of the Development Plan documents plus;
- ◆ Local Development Scheme
 - ◆ Statement of Community Involvement
 - ◆ Annual Monitoring Report
 - ◆ Supplementary Planning Documents (SPD)
- 2.53 It may be that the Parking Standards Guidance is presented as a Supplementary Planning Document. This requires further discussion and consideration by the Steering Group.
- 2.54 SPDs do not have Development Plan status but they do exist within the Local Development Framework. They have a similar level of public consultation but they are not subject to independent examination unlike LDFs.
- 2.55 The process of producing supplementary planning documents is split into three stages
- ◆ Pre-production
 - ◆ Production (including consultation)
 - ◆ Adoption (following consideration of consultation responses)
- 2.56 It should be possible to produce an SPD within a 6 to 12 month timescale. During this timescale there is a statutory process which must be followed.
- 2.57 The detailed breakdown of the process for adoption of an SPD is:
- ◆ Pre-production – evidence gathering

- ◆ Preparation of Draft SPD
 - ◆ Public Participation on Draft SPD
 - ◆ Representations and finalise SPD
 - ◆ Adoption
 - ◆ Monitoring and Review
- 2.58 The minimum statutory consultation period is 4 weeks.
- 2.59 In parallel with the SPD production process, there are also two other streams of work to be undertaken to enable the formal adoption of an SPD. They are namely;
- ◆ Community involvement from pre-production through to finalised SPD
 - ◆ A sustainability Appraisal from pre-production through to Adoption of SPD

3. Underlying Principles and Objectives

- 3.1 Underlying principles and objectives need to be borne in mind from the outset when thinking about Parking Standards. Draft underlying principles and objectives are presented below. The parking standards framework that is presented in Chapter 5 takes into account these underlying principles and objectives.

The Parking Standards should:

- ◆ Complement and support the overall transport strategy
- ◆ Be complementary to and support the strategic demand management policies;
- ◆ to help ensure that they are consistent with the policies, objectives and targets set out in the various documents such as the LTPs, the Local Development Framework as well as local and national guidance;
- ◆ Help the achievement of Travel Plan, Sustainable Development and Mode Share objectives;
- ◆ Be based on Accessibility;
- ◆ Regeneration aspirations should be taken into account but not used as an excuse to relax parking standards and undermine demand management objectives;
- ◆ At the very least be consistent with the standards presented in PPG13, Annex D
- ◆ to help ensure that developments are sustainable and make the best use of the land available;
- ◆ to help ensure that they do not encourage additional car trips and hence cause congestion;
- ◆ to help ensure that they do not, in effect, result in the need for additional highway capacity in order to cater for the congestion created;

- ◆ to help ensure that they do contribute to the desire to increase the number of trips by sustainable modes including walk, cycle, bus, tram and train;

3.2 The DfT has recently developed an Accessibility planning tool “Accession” This has been supplied to all Local Transport Authorities and allows isochrones of journey times to destinations to be modelled and catchment populations calculated. However its use is at an early stage and applications are developing. Providing coverage of the Region is developed, then the Accession model could be used in the future in order to help quantify the accessibility of city, town and village centres as well as other large developments outside of these centres. The accessibility quantification can then be used as a basis for the categorisation of the parking standards that should apply. This is discussed further in the following two chapters.

4. Options Considered

INTRODUCTION

- 4.1 It is accepted that it is not fair or appropriate for the parking standards to be the same in all areas across the whole West Midlands Region. It is acknowledged that the parking standards will vary between rural areas compared to market towns, compared to small 'stand alone' towns compared to large cities. The West Midlands Region has a diverse land use and contains the full range of settlement types. The proposed parking standards need to reflect this.
- 4.2 The aim of this study is to produce categories or levels of parking standards that can be applied to all the settlements in the West Midlands Region with a resident population in excess of 5000. For the sake of clarity and simplicity, and to assist the application of this approach, it was proposed that there should be three different parking standard levels, referred to in this report as Levels 1, 2 and 3.

PARKING STANDARD LEVELS

- 4.3 The base level or Level 1 would be the parking standards as set out in PPG13, Annex D (see Appendix A of this report). Level 3 would have the tightest parking standards and would seek to discourage/prevent all but a nominal provision of private parking to serve the development in question. The Level 2 standards would be approximately midway between the Level 1 and Level 3 standards.
- 4.4 Thus, at the very least, all settlements (with a population in excess of 5000) would have to comply with PPG 13.
- 4.5 It is envisaged that Level 3 would only apply in urban centres serving a resident population in excess of 500,000 such as Birmingham City Centre.
- 4.6 It is proposed that Level 3 would have a parking standard that is at maximum, 20% of those presented in PPG13 ie at least five times tighter than those in PPG13. For example PPG 13 suggests that the maximum standard for 'Non Food Retail' is 1 space per 20m². In the approach being proposed in this study, this would represent Level 1. Level 3 which is five times tighter would be 1 space per 100m².
- 4.7 The idea of having zero on site parking at any development in a Level 3 location was considered. This would be supported by nearby public parking provision that served several developments and several facilities. However following feedback from the consultation process, it was suggested that a very limited amount of parking should

be allowed for operational requirements. Thus the Level 3 parking standard was set at a maximum of 20% of those presented in PPG13.

- 4.8 With reference to the Level 2 parking, developments in these locations would have maximum parking standards that are 50% of those in Level 1 (PPG13).
- 4.9 For example for a Non food retail and B1 developments the following standards would apply:

Type of Development (Use)	Level 1	Level 2	Level 3
Non food retail development No. of spaces for a 100m2 development	1 space per 20m2 5	1 space per 40m2 2.5	1 space per 100m2 1
B1 including office development No. of spaces for a 100m2 development	1 space per 30m2 3.3	1 space per 60m2 1.7	1 space per 150m2 0.7

- 4.10 Having established the parking standard Levels, the next task is to develop a basis for allocating the settlements in the West Midlands Region to the various Levels. As part of this study, two approaches were considered. One was based on settlement type the other based on an accessibility indicator. These two approaches are described in the following sections.
- 4.11 An initial list of the various settlements in the West Midlands Region was compiled using references in the Regional Planning Guidance and by reference to population statistics.

SETTLEMENT TYPE

- 4.12 As can be seen in Figure 4.1, the various settlements in the West Midlands Region with a resident population in excess of 5,000, have been allocated to parking standard Levels. The basis for this allocation is as follows:
- 4.13 **Level 1.** Generally, the smaller settlements have been allocated to Level 1. These consist predominantly of market towns. In addition, areas where there are recognised regeneration programmes have also been allocated to Level 1. This may be regarded as controversial and does warrant further consideration. The regeneration towns have been allocated to Level 1 due to the commonly documented perception that in order to help attract new development and the accompanying jobs, a reasonably high level of parking must be provided regardless of accessibility by other modes. With reference to urban fringe developments, these were originally allocated to Level 1 on the basis that the resident population within a 3 kilometre radius is often quite low. In addition, the accessibility by modes other than car is often very poor. However,

following feedback from consultees, it was thought that this might encourage development in these areas. Thus developments such as Birmingham Airport and Merry Hill were allocated into Level 2 on the basis that they should be large enough to develop and attract reasonably good accessibility by modes other than car. It should also be noted that Brierley Hill as a regeneration town has been allocated to Level 1 in Figure 4.1. However, the Merry Hill retail development has been allocated to Level 2. This discrepancy requires further consideration.

- 4.14 **Level 2.** The settlements that have been allocated to Level 2 are the larger urban settlements such as stand alone large towns such as Stafford and Hereford as well as small cities such as Lichfield and Worcester. Also included in Level 2 are towns and suburban centres within the West Midlands Conurbation. These would include Walsall and Kings Heath respectively. In addition, settlements such as Newcastle and Hanley are also included as they are part of a larger urban conurbation and have reasonable levels of access by modes other than car. For the same reason, inner city areas within 2km of Birmingham City Centre such as the Jewellery Quarter and Digbeth are also categorised as Level 2. Finally, with reference to Level 2, very large developments such as Birmingham Airport, the NEC and Merry Hill should also be included in this category due to their size and due to the fact that they should have very good access by modes other than car.
- 4.15 **Level 3.** The settlements that have been allocated to Level 3 are restricted to the very large city centres namely Birmingham, Coventry and Wolverhampton. All three have been included in Level 3 as they are all served by good public transport links. In each of these cities, the area where Level 3 parking applies is the relatively tightly confined area within the respective ring roads (Queensway with respect to Birmingham).
- 4.16 There may be an argument to say that where Air Quality Management Areas (AQMA) are designated over areas with a high or sensitive resident population, or where they are designated where large numbers of people are attracted, then they should be included within Level 3. However, as AQMAs are designated for a variety of reasons with a variety of objectives, it would not always be appropriate to automatically allocate them to Level 3. What might be appropriate is to say that they should be allocated to the next level above the one that they would have been allocated to if they were not an AQMA. A similar argument may also be applied to areas that apply for central funding as sustainable towns/cities (such as Worcester). However, both the parking categorisation of AQMAs and Sustainable Towns warrants further discussion.
- 4.17 Finally, it should be noted that the settlements in Figure 4.1 is not necessarily a conclusive list. However Figure 4.1 should give a very good indication of the type of settlement allocated to each Level. Thus, if a settlement expands significantly or a new development proposal emerges, then allocation to the appropriate Level should be straightforward.

Figure 4.1 Draft Maximum Parking Standards - Allocated to Levels on the basis of Settlement Type

	Level 1 PPG13, Annex D Max Standards	Level 2 Slightly tighter Maximum Standards	Level 3 Very restricted private parking	
Rural	<p>Market Towns Core Area</p> <p>Alcester Ellesmere Market Drayton Atherstone Evesham Newport Bewdley Great Malvern Oswestry Bishop's Castle Henley in Arden Pershore Bridgnorth Henley in Arden Polesworth Bromyard Highley & Alveley Ross-on-Wye Broseley Kington Rugeley Cheadle Ledbury Stone Church Stretton Leek Stourport Cleobury Mortimer Leominster Uttoxeter Coleshill Ludlow Wem Craven Arms Malvern Whitchurch</p>			
Urban	<p>Small Cities/Large Towns Area surrounding core</p>	<p>Small Cities/Large Towns Core areas</p> <p>Biddulph Rugby Burton Rugeley Cannock Shrewsbury Hereford Stafford Kidderminster Stratford Leamington Tamworth Lichfield Telford Nuneaton Warwick Redditch Worcester</p>		
Conurbation	<p>'Regeneration' Town Centres</p> <p>Brierley Hill Dudley Wednesbury West Bromwich</p>	<p>Regional Centres</p> <p>Erdington Kings Heath Shirley Stourbridge Sutton Coldfield</p> <p>Other Urban Centres</p> <p>Hanley Newcastle Solihull Walsall</p>	<p>Major Urban Centres</p> <p>Inner City Areas Digbeth Jewellery Qtr</p> <p>Very Large Developments</p> <p>Birmingham Airport Birmingham Business Park Blythe Valley Merry Hill NEC</p>	<p>Major Urban Centres</p> <p>The Core Areas Birmingham Coventry Wolverhampton</p> <p>AQMAs in central locations ?</p>

ACCESSIBILITY

- 4.18 As can be seen in Figure 4.2, the various settlements in the West Midlands Region with a resident population in excess of 5,000, have been allocated to parking standard Levels. The allocation is based on a public transport accessibility indicator.
- 4.19 This approach was developed following feedback received at the RSS Review Transport Task Group in March 2005. At this meeting it was agreed that the proposed level of Parking Standards should take into account the level of accessibility by modes other than car.
- 4.20 Ideally, the Accessibility Planning software Accession would be used to quantify the accessibility of each settlement taking into account the following:
- ◆ Walking distance;
 - ◆ Accessibility by cycling;
 - ◆ Accessibility by rail;
 - ◆ Accessibility by bus; and possibly
 - ◆ Accessibility by community transport and other demand responsive services.
- 4.21 However, at the time of writing, problems still existed with the Accession software. Also, the software has only been set up to cover distinct areas. It has not been set up to cover the whole West Midlands Region area. Thus as an interim measure, an accessibility indicator has been developed and applied. This accessibility indicator is based on the settlement's accessibility by rail and fixed route bus services.
- 4.22 The developed Accessibility Indicator is based on the number of buses and trains (and trams) entering the central area of each settlement in the 07:30 to 09:30 period on a weekday. No account has been taken of vehicle capacity, vehicle loadings or the origin of the services. However, it is felt that this Indicator does give an indication of the ease with which people can access the central area of a settlement by modes other than car.
- 4.23 As can be seen from Figure 4.2, the settlements have been allocated to three maximum parking levels.

Figure 4.2 Parking Standard Levels based on Accessibility

Level 1 PPG 13 Annex D		
Herefordshire	Bromyard	2
Shropshire	Bishop's Castle	2
Shropshire	Broseley	2
Shropshire	Cleobury Mortimer	2
Shropshire	Highley & Alveley	3
Shropshire	Ellesmere	4
Shropshire	Market Drayton	5
Herefordshire	Kington	6
Warwickshire	Alcester	7
Warwickshire	Polesworth	7
Shropshire	Church Stretton	8
Shropshire	Craven Arms	8
Shropshire	Newport	8
Shropshire	Wem	8
West Midlands	Blythe Valley	8
Warwickshire	Henley in Arden	9
Herefordshire	Ross-on-Wye	10
West Midlands	B'ham Business Pk	10
Worcestershire	Stourport	10
Herefordshire	Leominster	12
Shropshire	Whitchurch	13
Staffordshire	Biddulph	13
Warwickshire	Atherstone	14
Worcestershire	Pershore	14
Herefordshire	Ledbury	15
Staffordshire	Cheadle	16
Staffordshire	Uttoxeter	17
Shropshire	Ludlow	18
Staffordshire	Rugeley	18
Worcestershire	Bewdley	18
Worcestershire	Evesham	20
Shropshire	Bridgnorth	21
Shropshire	Oswestry	21
Warwickshire	Coleshill	22
Staffordshire	Leek	25
Staffordshire	Stone	26
Worcestershire	Great Malvern	29
Worcestershire	Droitwich Spa	30
Warwickshire	Warwick	37
Worcestershire	Bromsgrove	37
Staffordshire	Lichfield	40
Warwickshire	Stratford upon Avon	40
West Midlands	Birmingham Airport	41
West Midlands	N.E.C.	41

Figure 4.2 Parking Standard Levels based on Accessibility (continued)

Shropshire	Wellington	52	
Staffordshire	Kidsgrove	58	
Worcestershire	Kidderminster	62	
Warwickshire	Rugby	64	
Warwickshire	Bedworth	67	
Staffordshire	Burton upon Trent	68	
Staffordshire	Stafford	76	
Staffordshire	Cannock	80	
Warwickshire	Leamington Spa	81	
Staffordshire	Tamworth	83	
Shropshire	Telford	93	
Warwickshire	Nuneaton	93	
Herefordshire	Hereford	97	
Non Central Areas of Salmon shaded settlements to be included in this category			
Birmingham Urban Fringe to be included in this category			
Level 2 : Tighter than PPG 13, Annex D			
Worcestershire	Redditch	117	
West Midlands	Merry Hill	118	
Staffordshire	Newcastle under Lyme	128	
West Midlands	Sutton Coldfield	131	
Worcestershire	Worcester	137	
Shropshire	Shrewsbury	150	
West Midlands	Solihull	169	
West Midlands	Brierley Hill	179	Includes Merry Hill !
West Midlands	Dudley	216	
Staffordshire	Hanley/Stoke on Trent	221	
West Midlands	West Bromwich	294	
West Midlands	Coventry	313	
West Midlands	Walsall	341	
West Midlands	Wolverhampton	371	
Main Birmingham Suburbs			
Level 3 : Extremely Tight Standards			
West Midlands	Birmingham	1116	

Parking Standard Level Proposed

	As per PPG 13
	Tighter than PPG13
	Extremely tight Standards

- 4.24 Settlements were allocated to the various levels using the following criteria:
- ◆ 0 to 100 inbound buses and trains per morning peak period were allocated to Level 1;
 - ◆ 100 to 1000 inbound buses and trains per morning peak period were allocated to Level 2;
 - ◆ In excess of 1000 inbound buses and trains per morning peak period were allocated to Level 3;
- 4.25 With reference to Birmingham, on the basis that the numbers of buses and trains serving the Inner City areas and serving the Regional Centres was in excess of 100 for all areas checked, these have been allocated to Level 2.
- 4.26 Referring to Figure 4.2, it can be seen that large developments such as Blythe Valley, Birmingham Airport, Birmingham Business Park and the NEC all fall into Level 1 based on this public transport accessibility criteria. This is probably not appropriate as it can be argued that the public transport network serving these developments is not as good as it should be. As the public transport accessibility criteria is applied as per Figure 4.2, there may be an incentive for such large developments to locate on urban fringe locations and/or areas bordering Green Belts. In such circumstances, it may be appropriate to adjust the categorisation based on the stress on the strategic network.
- 4.27 However, this adjustment option requires careful consideration as it may lead to the provision of extra capacity on the strategic network, which may in turn, result in encouraging further traffic growth.
- 4.28 An alternative approach could be that developments above a certain size (based in total trips generated) should automatically be allocated to Level 2 (if outside of central Birmingham) or Level 3 (if located in central Birmingham). The total number of trips generated should be based on the total number of trips for all the developments in the whole development area considered together. This would cover all development types. If developments are considered individually or in small packages, then they may fall below the agreed size cut off. Thus the possibility that the parking standards, to a certain extent, are encouraging development in unsuitable areas will persist.

DISABLED, CYCLE AND POWERED TWO WHEELER PARKING

- 4.29 It is also felt important that the Parking Standards in the RSS are multimodal and not just relating to car. Thus standards for disabled parking, cycle parking and powered two wheeler parking are suggested in the following sections.
- 4.30 It should be noted that these are **minimum** standards and that they should be regarded as **additional** to the car parking provision

- 4.31 **Levels 1, 2 and 3.** In addition to the maximum car parking standards discussed in the preceding sections, the following Minimum standards should also apply:
- ◆ Disabled Parking - A figure that is equivalent to at least 6% of the total number of parking spaces should be reserved for disabled people;
 - ◆ Cycling : Based on the maximum number of staff on site at any one time between 07:30 and 18:00, cycle parking provision should be made for at least 8% of this maximum number;
 - ◆ Cycling for non staff : Provision of cycle parking for non staff should be appropriate, taking into account the nature of the development, the size of the development, the type of visitors and the timing of their trips;
 - ◆ Powered 2 Wheelers: Based on the maximum number of staff on site at any one time between 07:30 and 18:00, powered two wheeler parking provision should be made for at least 3% of this maximum number;
 - ◆ Powered two-wheeler parking for non staff: Provision of powered two-wheeler parking for non staff should be appropriate, taking into account the nature of the development, the size of the development, the type of visitors and the timing of their trips
- 4.32 The minimum standards presented above are based on a combination of stated national objectives, Travel Plan mode share targets for various large organisations/developments and existing parking standards within the West Midlands Region and from other Regions.
- 4.33 However, the percentages presented above do require further consideration and consultation.
- 4.34 With reference to the disabled parking provision, using the approach described above, for a similar sized development, the number of disabled parking spaces would decrease if a settlement was in Level 2 compared to Level 1, or Level 3 relative to Level 2. This may not seem appropriate. However, the Local Authority should take this into account and should provide disabled as required in appropriate locations. This does not mean to say that the Local Authority has to pay for the provision of any additional disabled spaces as the cost of this provision can form part of a Section 106 agreement.
- 4.35 The advantage of this approach is that the Local Authority can carry out the required enforcement and help ensure that the disabled space is only used by registered disabled people.

5. Strengths and Weaknesses of Proposed Approach

SETTLEMENT TYPE

5.1 The allocation to Levels based on the Settlement Type has the following strengths and weaknesses:

Strengths

- ◆ Simple to develop;
- ◆ Simple to apply;
- ◆ Straightforward to understand;
- ◆ Can easily be expanded and updated
- ◆ Allocation should remain fairly constant over time as settlement type is not likely to change over the next 20 years;
- ◆ Account can be taken of regeneration issues;
- ◆ There is a broad range of standards within Level 2

Weaknesses

- ◆ There is a broad range of standards within Level 2
- ◆ The allocation criteria have a more qualitative base;
- ◆ No account is taken of modal accessibility;
- ◆ There will undoubtedly be grey areas when classifying an area and allocating it to a settlement type. For instance should the inner city areas of Wolverhampton and Coventry be Level 2 or Level 1. Similarly, should the regional centres surrounding Wolverhampton and Coventry be in Level 2 or Level 1;
- ◆ Bearing in mind the difference in the number of person movements into Birmingham City Centre relative to Coventry and Wolverhampton, should Birmingham be in a new Category, Level 4? This is may not be a weakness of this approach as a slight modification to the Settlement Type description or to the number of Levels would address this.
- ◆ Finally, there is an issue in Figure 4.1, as referred to in Section 4 relating to Merry Hill. If Merry Hill is regarded as part of Brierley Hill Town Centre, then it would be classed as a regeneration area. This would result in Level 1 Parking Standards being applied. However, if Merry Hill is regarded as a separate

development, albeit in reasonably close proximity to Brierley Hill Town Centre, then Level 2 parking standards would apply. Applying different parking standards to Brierley Hill compared to Merry Hill seems reasonable as the two areas are different. Also, Brierley Hill is more of a local centre serving the local population whereas Merry Hill is a regional centre.

ACCESSIBILITY

5.2 The allocation to Levels based on the accessibility to modes other than car of the settlement has the following strengths and weaknesses:

Strengths

- ◆ Simple to develop;
- ◆ Simple to apply;
- ◆ Straightforward to understand;
- ◆ Can easily be expanded and updated
- ◆ Account can be taken of regeneration issues;
- ◆ The accessibility indicator has a more quantifiable basis;
- ◆ The approach provides a reasonably good indicator of accessibility by PT modes;
- ◆ There is a broad range of standards within Level 2, thus some flexibility in interpretation is offered to the Local Authority;

Weaknesses

- ◆ There is a broad range of standards within Level 2
- ◆ Accessibility of a settlement is likely to change over the next 20 years;
- ◆ Accessibility indicator in this study is based only on morning peak accessibility;
- ◆ No account is taken of bus and rail service vehicle capacity or average loading due to the difficulty in obtaining these figures;
- ◆ No account is taken of the number of households within walking and/or cycling distance of the settlement or proposed development location;
- ◆ The 'five times tighter' than PPG 13, Annex D standards for Level 3 lacks empirical evidence to support this proposed criteria;

6. Other Issues

Monitoring

- 6.1 In line with the RTS and RSS Monitoring and conformity process, there is a need to set up a monitoring system to ensure that whatever standards are agreed are actually applied. There is a real danger that competition may develop between neighbouring authorities particularly if one authority is particularly keen on attracting a development whether it be for perceived prestige or regeneration objectives. Parking standards proposed or applied at developments should form a regular agenda item at a meeting of senior transport officers from across the Region. It may be appropriate to form a Demand Management Task Force that has parking standards as a key agenda item at its regular (ie quarterly meetings).

Shared Parking Facilities

- 6.2 In central areas or at business, retail or technology parks, the provision of centrally located car parking should be encouraged at the expense of individual car parks for each development. This shared car park should be under the control of the local authority thus allowing the local authority to manage the availability and mix of parking spaces and to also control the pricing (ie parking charges).
- 6.3 Section 106 funding should be used for both capital and maintenance costs of shared, public car parks that are within a reasonable walking distance of a development.
- 6.4 Care has to be taken during the planning stages where a shared car park is proposed. The timing of trips needs to be taken into account in order to avoid over provision. For instance, using PPG 13 maximum standards, if a 3000 m² office development is planned adjacent to a 500 seat cinema, the standards might suggest the provision of 100 spaces for the office development (at 1 space per 30m²) and 100 spaces for the cinema development (at 1 space per 5 seats). Thus suggesting a total of 200 spaces should be allowed at Parking Standard Level 1 (see Section 4). However in reality the timing of the trips would be totally different and something approaching a 100 space car park could accommodate both the office and the cinema development in this simple example.
- 6.5 Consideration should be given to the idea of a formal parking assessment to be included in the Transport Assessment process for a development. This parking assessment would investigate the provision, cost and availability of parking spaces within a reasonable walking distance of the proposed development.

Parking Charges

- 6.6 No free parking in public (off street) car parks should be provided in any of the Level 2 or Level 3 urban areas, except for at transport interchanges where the use of a certain mode such as tram or train or quality transit route is being actively encouraged.

Parking Standards :Scoping Report

- 6.7 Charges should be at a level that at the very least cover the cost of providing and maintaining the car park as well as covering the cost of revenue collection.
- 6.8 This should apply to parking for staff, visitors, shoppers, students and patients.
- 6.9 The option above on parking charges could be delivered through the planning process as a Section 106 obligation and/or as a condition of planning permission being granted. Once again, this would require monitoring.
- 6.10 A question for the Steering Group: Should the RTS/RSS process be making recommendations regarding parking charges?

Parking Revenue

- 6.11 Parking revenue should be hypothecated and used to help achieve the sustainable transport objectives of the Region and of the Local Authority.
- 6.12 Together with Section 106 contributions, parking revenue should help:
- ◆ cover the capital of public car parks;
 - ◆ cover the annual costs of the public car parks (including staffing);
 - ◆ contribute to the capital costs of infrastructure and facilities for sustainable transport;
 - ◆ contribute to the annual costs of sustainable transport serving the centre where the revenues are raised.
- 6.13 The hypothecation of all parking revenues to cover the above may cause extremely difficult for many local authorities as this source of revenue may have been used to fund a variety of other services over the past couple of decades. Thus 100% hypothecation is not a feasible option in the short term. However, it should be possible for any increase in parking revenues from say 2006 onwards, to be hypothecated. The should be combined with an objective to achieve 100% hypothecation of parking revenues by an agreed medium term date.

Public or Private Parking

- 6.14 Wherever possible, private parking should be kept to an absolute minimum. The agreed level of provision should be under public control.
- 6.15 Where for example a new hospital is planned, the parking should be publically controlled and as part of a green travel plan. This would help remove or dilute the potential conflict that can develop between staff and employers.

Temporary Parking

- 6.16 Planning Authorities should not allow development sites to be used on a temporary basis as private car parks.

- 6.17 This undermines any demand management objectives and can lead to informal competition between authorities.

7. Summary

- 7.1 Overall, the Accessibility based approach is recommended for further consideration.

8. The Next Stage

- 8.1 Further consideration by the RSS Task Group is required.
- 8.2 Further consultation may be required with Local Authorities and with businesses and other stakeholders.
- 8.3 The timing of the trips generated by a development requires further consideration and should be taken into account when considering shared parking facilities.

Appendix A : PPG 13, Annex D Maximum Parking Standards

Use	National Maximum Parking Standard 1 space per square metre (m ²) of gross floorspace unless otherwise stated	Threshold from and Above Which Standard Applies (gross floorspace)
Food retail	1 space per 14m ²	1000m ²
Non food retail	1 space per 20m ²	1000m ²
Cinemas and conference facilities	1 space per 5 seats	1000m ²
D2 (other than cinemas, conference facilities and stadia)	1 space per 22m ²	1000m ²
B1 including offices	1 space per 30m ²	2500m ²
Higher and further education	1 space per 2 staff + 1 space per 15 students (see note 1)	2500m ²
Stadia	1 space per 15 seats (see note 2)	1500 seats

Notes:

1. This table should be read in conjunction with the text on parking in paragraphs 49 to 56 of PPG13.

1. The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent figures.

2. For stadia, sufficient coach parking should be provided to the satisfaction of the local authority and treated separately from car parking. Coach parking should be designed and managed so that it will not be used for car parking.

3. Parking for disabled people should be additional to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists, in terms of numbers and design (see Traffic Advice Leaflet 5/95, Parking for Disabled People).

4. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure. For land uses not covered in these standards, the most stringent regional or local standards should apply.