

NORTH LANARKSHIRE COUNCIL

REPORT

AGENDA ITEM NO.2.....

To: PLANNING AND ENVIRONMENT COMMITTEE	Subject: DRAFT NATIONAL PLANNING POLICY GUIDELINE 17 ADDENDUM: TRANSPORT AND PLANNING: MAXIMUM CAR PARKING STANDARDS.
From: DIRECTOR OF PLANNING AND ENVIRONMENT	
Date: 1 May 2002	Ref: PL/FGMCN/73/10

1. Purpose of Report

- 1.1 This report is to inform Members of the consultative draft of NPPG 17 Addendum and the associated Regulatory Impact Assessment. When finalised, these will supplement NPPG 17 Transport and Planning which was issued in 1999.

2. Sustainability Implications

- 2.1 There are no adverse sustainability implications associated with the consultative draft NPPG17 Addendum: indeed the eventual implementation of the Addendum will enhance sustainable development within North Lanarkshire and complement the approach taken by the Local Transport Strategy and by the Glasgow and Clyde Valley Structure Plan 2000.

3. Background

- 3.1 Following the July 1998 White Papers, NPPG 17 Transport and Planning set out Government policy on the integration of land use and transport planning. The approach to planning new development comprises location policy, a set of maximum car parking standards for specific uses, the emergence of Transport Assessments covering access by all modes, and the use of Green Transport Plans and planning agreements to promote sustainable location solutions. The NPPG indicated that further detailed guidance would be issued in due course. The measures set out are essentially in two parts. There is general guidance to local authorities on parking standards which is for Councils to apply in the local circumstances. There is then guidance on national parking standards in relation to specific limited circumstances and finally there is a discussion on regulatory impact.
- 3.2 The NPPG Addendum deals with the implementation of maximum car parking standards by Councils, and sets out national maximum car parking standards for a small range of significant travel generating land use types where proposed development is above specified size thresholds. The policy in the Addendum would apply to new development subject to application for planning consent.
- 3.3 The associated draft Regulatory Impact Assessment deals with the potential impacts on business and other relevant sectors of the economy. The Scottish Executive are seeking comments on the contents of the draft NPPG by 30 April 2002.

4. Policy Context for Maximum Parking Standards

- 4.1 A key goal of integrated transport policy is to promote the creation of sustainable patterns of development through joint consideration of transport, land use, economic development, social justice and the environment. Land use planning contributes through:
- Locating key travel generating developments so that they are generally accessible by walking, cycling and public transport.
 - Reducing the need to travel by locating land uses in relation to each other and to transport facilities.
 - Enabling people to access local facilities over local networks by short walking or cycling trips.

- Supporting provision of high quality public transport access to development, in order to persuade motorists that public transport is more attractive to them than car use.

4.2 The Addendum is mainly concerned with the role of national maximum parking standards in helping to achieve the above mentioned objectives. It is argued that constraining car parking focuses developers attention on meeting the travel needs of their development by a range of modes other than the private car and that by getting the balance right between making provision for the car and providing for other means of accessing development sites can make an important contribution to more sustainable patterns of travel.

5. Application of Maximum Parking Standards

5.1 NPPG 17 set out the policy change from minimum parking standards as the norm to a new system of maximum parking standards. Councils are required to prepare their own set of maximum standards and publish these in the Local Transport Strategy with some explanation of how they were derived.

5.2 In determining the maximum standards for new development Councils are asked to take account of: public transport accessibility; targets and opportunities for walking and cycling; objectives for economic development including tourism; the availability of public on- and off-street parking provision; and the potential for neighbouring developments to share parking spaces.

5.3 Councils are also advised to consider - extending parking control zones; provision of a strategy for maintaining the viability of the town centres; if different standards should apply to different areas; applying more stringent maximum standards in key locations with nodes on the public transport network; conversely at locations where the car is the normal means of transport more appropriate parking standards can play a role. For employment use Councils are asked to consider the issue of 24-hour shift working where means other than the car is difficult. Councils are asked to be sympathetic to the needs of shift workers, subject to planning agreements to avoid abuse of the resultant parking spaces provided.

5.4 Residential developments are not included in maximum car parking standards. With car ownership unconstrained more cars will require to remain parked at home.

6. National Maximum Car Parking Standards

6.1 The Addendum sets out the national maximum car parking standards for a small number of significant travel-generating land uses above specified threshold size. Local authorities are expected to take responsibility for all other types of development, for developments below the threshold size, and any variations of standards in different parts of the Councils area. In order to allow comparison the current parking guidelines used by the Council is also illustrated for these land uses.

	Proposed National Maximum Parking Standards	Threshold	NLC "Guidelines"
Retail (food)	1 per 14m ² (7 per 100 visitors)	1000 m ²	5 per 100 visitors (town centre) (6.5 to 8 free-standing units)
Retail (non-food)	1 per 20m ² (5 per 100 visitors)	1000 m ²	5 per 100 visitors (town centre) 6.5 to 8 free-standing units)
Business	1 per 30m ²	2500 m ²	Depends on definition (office 2 per 100 visitors)
Cinemas and Conference Facilities	1 per 5 seats	1500 seats	1 per 10 seats
Stadia	1 per 15 seats	1000 m ²	Not specified – Usually dependent on the outcome of Traffic Assessment
Leisure	1 per 22m ² (4.5 per 100 visitors)	1000 m ²	1 per 5 seats 1 per 10 seats (depends on specific use)
Higher & Further Education	1 space per 2 staff plus 1 space per 15 students	2500 m ²	1 per staff 1 per 10 students

7. Development Control Implications

7.1 It is envisaged that prospective developers with specific developments at specific locations will seek exemptions from the maximum standards. The Addendum advises that such exemptions should only be acceptable if they are justified in detail in a Transport Assessment. In addition, in order to oversee national consistency a Referral Direction is proposed to take effect from the publication of the Addendum which would require any development over the thresholds within the categories above which breaches these standards to be referred to Scottish Ministers for consideration of call-in.

8. Regulatory Impact Assessment

8.1 There are three options to local authorities for determining the amount of parking spaces at new development and which in theory could control the price at which each space were offered to those parking cars. The Scottish Ministers have ruled out workplace parking levy as a mechanism so policy must focus on the number of spaces.

- **Option 1: The status quo: Minimum Parking Standards:** This typically requires more parking space than necessary, less productive use of land and exacerbates social exclusion.
- **Option 2: Non-regulation: Developer judgement:** Leaving developers to provide what they judge necessary. A market led solution which could result in too few or too many spaces.
- **Option 3: Maximum Parking Standards:** Setting maximum standards gives developers the freedom to relate car parking to business needs subject to the maximum limit. Requiring less land and greater intensity and providing more convenience to those walking and cycling.

8.2 The judgement to be made by a developer concerns the balance between what he regards as the amount of parking to make his development viable, and the cost of the land required. There is a range of cost implications to be considered and it is likely that packages of proposals will be subject to negotiations with the planning and transport authority.

- **Option A: Scottish Ministers Standards:** It is argued that it would be impractical and inappropriate for Scottish Ministers to become involved at the detailed local level.
- **Option B: Local Authority Standards:** The risk is that different authorities will adopt different standards sufficient to affect the balance of costs and attract developers from one authority to another.
- **Option C: Local Authority Standards with Scottish Ministers National Key Standards:** This would allow local authorities to set most standards according to local circumstances, but for the Scottish Ministers to set standards for a few major travel generating land uses.

9. Response to Consultative Draft

9.1 It is important to note that the principal of maximum car parking standards is welcomed given that it has an influential role in contributing to sustainable development measures. The specific options that the document seeks comments are fairly straightforward in drawing a conclusion. Clearly the most sensible approaches are Option 3: Maximum Parking Standards and Option C: Local Authority Standards with Scottish Ministers National Key Standards. However while this can be recommended to the Scottish Executive there are a number of clarifications required and implementation issues for Local Authorities and the Local Transport Strategy. These implications are considered further in the Annex to this report.

10. Recommendation

10.1 It is recommended that the Committee respond to the Scottish Executive Draft NPPG 17 Addendum: Transport and Planning: Maximum Car Parking Standards in the terms detailed in the Annex to this Report.



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12 April 2002

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Draft NPPG 17 Addendum: Transport and Planning: Maximum Car Parking Standards.

The key issues to provide to the **Scottish Executive** in response to the draft consultation.

- The Council welcomes the consultative draft and supports the principal of maximum car parking standards and its implementation will be an important measure to enhance sustainable development and complement the approach taken by the Council within its Local Transport Strategy and by the Draft Glasgow and Clyde Valley Structure Plan.
- It is noted that Councils are required to take a number of factors into account through Local Transport Strategies when assessing local parking standards. One such factor is public transport accessibility. It would be useful if the Scottish Executive could provide greater detail on the criteria which constitutes "good public transport accessibility".
- A comparison between the proposed maximum National parking standards and the current "minimum" North Lanarkshire standards show that in general the differences are not too restrictive. However, there is concern that the National standards relating to Higher and Further Education at 1 space per 2 staff plus 1 space per 15 students would be overly restrictive especially in relation to Further Education colleges.
- There is an issue over the interpretation of the land uses to be the subject of the National standards. What constitutes "Business", "Leisure" or "Conference Facilities" is open to interpretation. It would be of advantage if the descriptions of the land uses related to the Used Class Orders descriptions.
- It is noted that manufacturing land uses are not included in the National standards though some processes can result in high traffic generation. It is also noted that other possible high traffic generating land uses such as hotels, hospitals and health centres are not included in the National standards guidelines.
- With regards to new development it is noted that in order to fulfil development aspirations in areas where traditionally public transport is weak, Councils are required to enter into partnership with developers and transport operators to provide these locations with a more sustainable transport profile and in which appropriate parking standards play a role. However, the low availability of financial subsidies from authorities such as the SPTE must be recognised and that Councils cannot guarantee public transport provision as services which could be put in place can also quickly be withdrawn by transport operators.
- A major concern is that many developers may see the maximum standard as an opportunity to save construction costs and not provide any car parking for a new development. It would be useful if the Scottish Executive could clarify to developers that while there are maximum standard there also requires to be minimum standards in place. There is also the need for a clear financial package which shows to developers that the savings on the car parking provision are directed to the provision of public transport.
- The NPPG only mentions the savings by developers on the cost of constructing the car park. There is no mention of assessing and redistribution of the betterment costs as a result of developers now being able to develop the car park areas, increase development densities and increase land values.
- It is mentioned in paragraph 16 that Councils should continue to make specific provision for disabled parking. It is recommended that the NPPG makes it clear that maximum standards do not apply to disabled parking provision.
- There will be resource and timescale implications for Councils associated with the promotion of parking control zones. The process is time consuming for Councils in that it can often take 2 to 3 years to implement and due to the right of objection, there is no guaranteed outcome. Also of concern is that the introduction of parking zones could be out of step with the opening of the associated development.
- The possible displacement effect of on-street car parking to adjacent residential areas where historically it has proved to be difficult to effectively introduce such levels of control must be taken into consideration.
- Paragraph 37 states that "there may be some initial costs in incorporating the new National maximum standards into policy documents" on Local Authorities. There is concern that these costs may in fact be

substantial. There is also concern that developers may receive all the benefits of reduced development costs without requiring to put in place a clear and appropriate public transport package.

- There is concern that Local Authorities will become the main target for complaints from the public on all parking displacement issues especially in residential areas.