Development Management Plan

Background Evidence Paper: Parking Standards

October 2017

Reigate & Banstead
BOROUGH COUNCIL
Banstead | Horley | Redhill | Reigate

Contents

Introduction

This paper provides the evidence base that informs the parking standards referred to in Policy TAP1 of the Reigate & Banstead Borough Council Development Management Plan. Clause 1c of that police states that “All types of development, across the borough, will be required to include adequate car parking and cycle storage for residential and non-residential development in accordance with adopted local standards (see Annex 4). Development should not result in unacceptable levels of on-street parking demand in existing or new streets.” The parking standards that have been developed aim to provide adequate parking to avoid untidy or crowded on-street parking, while also recognising the Council’s responsibility to encourage the use of sustainable modes of transport.

This paper includes a policy background on parking, a description of the evidence base assembled in the production of the standards, a run-through of the methodology used in developing and refining the standards, and provides the standards themselves in the final section of the paper.

Policy Background

National Policy

Previous government guidance was that maximum parking standards would assist with the sustainability agenda, by discouraging excessive car ownership and car use. More recent guidance has reversed this approach for residential development, stating that maximum parking standards lead to blocked and congested streets and pavement parking, resulting in poorly designed places.

The Letter to Chief Planning Officers: Planning Policy on Residential Parking Standards, Parking Charges, and Electric Vehicle Charging Infrastructure (2011) confirmed that Government would no longer require maximum parking standards for new residential development, and that Local Authorities should determine what parking standards should be based on individual circumstances.

The National Planning Policy Framework (NPPF) (2012) stipulates that developments should be sustainable and well-designed. Paragraph 39 of the NPPF states that if a local planning authority is setting parking standards for residential and non-residential development, they should take into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

Planning Practice Guidance replaces the aforementioned 2011 letter and states that local planning authorities should seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable.

In his Planning Update of March 2015, the Secretary of State for Communities and Local Government emphasised the importance of setting local standards based on local evidence, commenting that:

> "many councils have embedded the last administration's revoked policies. Following a consultation, we are now amending national planning policy to further support the provision of car parking spaces. Parking standards are covered in paragraph 39 of the National Planning Policy Framework. The following text now needs to be read alongside that paragraph: 'Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network.'"

Local Parking Policy

Saved Policy MO7 of the Borough Local Plan requires new development to provide parking provision in line with the standards identified in Annex 3, which are based on the Surrey County Council (SCC) parking standards adopted in 2003. These standards have since been revised, and the most up-to-date guidance is contained within the Vehicular and Cycle Parking Guidance (2012), which supersedes the 2003 parking strategy and standards. However, the 2003 standards are still technically the base for decision-making on parking provision for new developments in the Borough.

The Core Strategy does not update the parking standards and states that this will be covered in the DMP:

> "The Council will develop detailed policies in relation to parking in the DMP and supplementary guidance. These will set out graduated standards for different areas of the borough, to ensure that car parking does not detract from the character of the area and encourages sustainable modes of travel, taking into account the accessibility of different locations and levels of car ownership."

Policy CS17 of the Core Strategy states that sustainable transport choices will be facilitated by seeking to minimise parking provision in the most sustainable locations and secure adequate parking provision relative to patterns of car ownership elsewhere.

The Development Management team at Reigate & Banstead Borough Council note that they take a flexible approach to parking provision, taking account of the guidance in the Borough Local Plan 2005, the SCC 2012 parking standards and the broad guidance in the Core Strategy. The 2003 and 2012 SCC parking standards are set out below for reference.

The Core Strategy also notes that guidance on parking and design will be delivered through a Supplementary Planning Document, and that the Council will work with Surrey County Council to investigate, and where appropriate introduce, Residential and Controlled Parking Zones.

2003/2005 & 2012 Parking Standards

A Parking Strategy for Surrey (2003) sets out maximum parking standards. For most forms of market housing on developments of 20 dwellings or more, the general guidelines are:

- 1 car space per 1 bedroom dwelling unit
- 1.5 car spaces per 2 bedroom dwelling unit
- 2 car spaces per 3 bedroom dwelling unit or above

The above standards are based on the assumption that total parking spaces across the Borough will result in 1.5 spaces per dwelling on average. For developments below the 20 dwellings threshold there is more flexibility and the maximum standard would only be advisory.

The SCC Strategy suggested that local authority areas would be divided into 'Parking Areas', taking account of factors such as on-street parking controls. A subsequent percentage reduction could then be applied depending on what area the development was located in. This was never implemented in Reigate & Banstead.

Surrey County Council Vehicular and Cycle Parking Guidance (2012) supersedes the 2003 standards, and provides a minimum set of parking standards in line with revised national policy that had emerged since the earlier standards were published. The new standards suggest an area-based approach, with developments in highly accessible town centre locations being allocated fewer parking spaces than those in suburbs or rural areas.

Locational Characteristics	Town Centre	Edge of Centre	Suburban	Suburban edge/ Village/Rural
1 & 2 bed flats	1 space per unit	1 space per unit	1 space per unit	1 space per unit
1 & 2 bed houses	1 space per unit	1 space per unit	1 + space per unit (note 1)	1.5 + spaces per unit (note 1)
3 bed houses	1 space per unit	1 + space per unit (note 1)	2 + spaces per unit (note 1)	2 + spaces per unit (note 1)
4 + bed houses	1 space per unit	2 + spaces per unit (note 1)	2 + spaces per unit (note 1)	2 + spaces per unit (note 1)

Notes on Figure 1

1. Where space permits, it may be appropriate to consider increased provision.
2. Reduced or even nil provision may be appropriate in support of demand management and the most efficient use of land.
3. Allocated or unallocated parking may be acceptable where appropriate.
4. Unallocated parking should be available only to the proposed development.
5. Visitor parking is encouraged where appropriate (eg: flats) though is not always necessary.
6. Garages, open carports and/or car barns are acceptable subject to good design. It is acknowledged that in certain locations garages may be used for purposes other than parking. The appropriate size and provision of garages is considered to be a matter for the local authority.

Local Evidence Base for Parking Standards

This section will look at evidence from the 2001 and 2011 censuses relating to car ownership and house size, and analyse what connections may exist between housing size, type, tenure, socioeconomic status, and car ownership. The section will then set out the forecasts for future car ownership at the end of the plan period (2027) that will be used for determining the DMP parking standards.

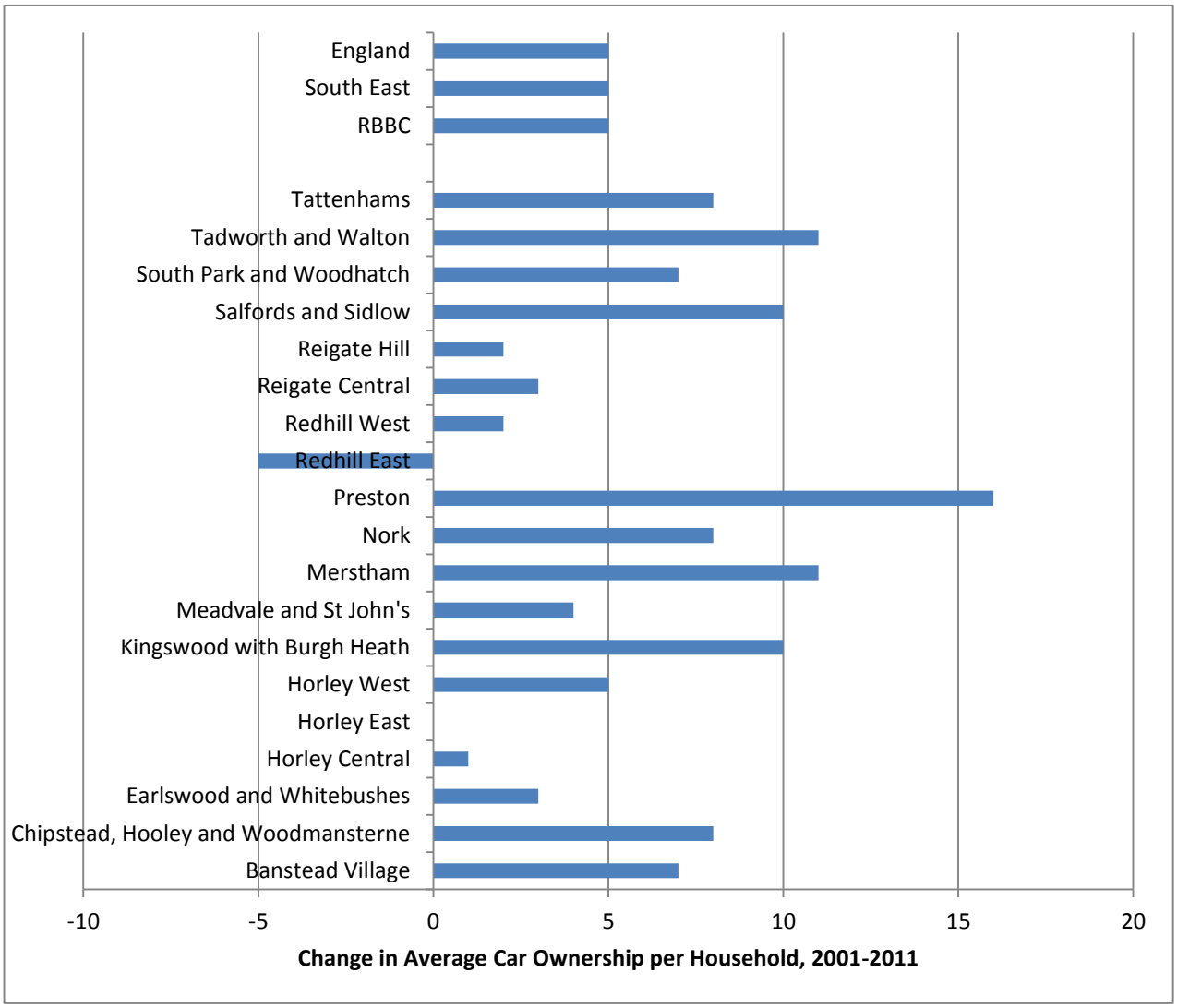
Local Car Ownership and Growth

The 2001 and 2011 census data has been analysed to understand how car ownership changed during that decade-long period, and to identify trends and to understand the context of different areas.

The below table illustrates the number of cars owned per household per ward in 2001 and 2011 as a percentage. The final two columns set out average cars per household, and growth (or decline) in average cars per household is plotted on a bar chart below.

	Percentage of Households (%)											
RBBC Ward	**0 Cars**		**1 Car**		**2 Cars**		**3 Cars**		**4+ Cars**		**Ward Ave. Cars per Household**	
	2001	2011	2001	2011	2001	2011	2001	2011	2001	2011	2001	2011
Banstead Village	14	13	42	41	33	34	8	8	2	4	1.43	1.50
Chipstead, Hooley and Woodmansterne	7	6	35	34	43	42	11	12	4	6	1.71	1.79
Earlswood and Whitebushes	16	15	44	45	32	30	6	7	2	3	1.35	1.38
Horley Central	20	21	45	45	26	26	6	7	2	2	1.26	1.27
Horley East	8	9	42	40	38	38	9	9	4	4	1.61	1.61
Horley West	14	14	43	40	32	34	8	9	3	3	1.43	1.48
Kingswood with Burgh Heath	7	6	31	32	44	40	13	14	5	8	1.81	1.91
Meadvale and St John's	14	11	43	44	35	36	6	6	2	3	1.42	1.46
Merstham	23	20	43	42	27	28	6	7	2	2	1.20	1.31
Nork	7	6	35	33	44	43	10	12	4	5	1.71	1.79
Preston	26	20	43	45	25	26	4	7	1	2	1.10	1.26
Redhill East	16	17	50	52	28	27	4	4	2	1	1.26	1.21
Redhill West	24	24	45	45	25	24	5	5	1	2	1.14	1.16
Reigate Central	17	16	48	48	28	29	5	5	2	2	1.27	1.30
Reigate Hill	12	10	42	44	36	35	7	8	3	3	1.48	1.50
Salfords and Sidlow	9	9	41	34	35	37	11	13	5	6	1.64	1.74
South Park and Woodhatch	19	17	40	41	32	33	7	7	2	3	1.34	1.41
Tadworth and Walton	8	8	36	33	42	42	10	12	4	6	1.68	1.77

Tattenhams	15	14	43	40	34	35	6	8	2	3	1.40	1.48
RBBC	15	14	42	41	33	33	7	8	3	3	1.42	1.47
Surrey		13		40		34		9		4	-	1.51
South East	19	19	43	42	30	30	6	7	2	3	1.30	1.35
England	27	26	44	42	24	25	5	5	1	2	1.11	1.16



The evidence illustrates that in all but two wards, car ownership has increased between 2001 and 2011. In Redhill East, car ownership has reduced by 5% (from an already low level) and in Horley East car ownership has remained the same. Of note, though, is that in some areas growth has increased drastically above the national average while in others growth has increased more slowly and below the national average.

Dwelling Tenure, Type and Size

Tenure

The below table lists average car ownership for houses and flats of different tenures – owned outright, shared ownership, and private or social rented. This illustrates that houses or flats which are private or social rented consistently have lower average car ownership than those which are owned outright. The shared ownership figures should be treated with caution due to the relatively small sample size, with only 597 shared ownership units identified in the 2011 census data, compared to 37,001 owned outright and 9,942 rented units. In particular there are only three 3 bed SO flats and all of these have 2 cars and there are no 4 or 5 bed SO flats. The data also shows that households living in flats consistently own fewer cars than households living in houses with the same number of bedrooms.

	1 bed	**2 bed**	**3 bed**	**4 bed**	**5 bed**
House – owned	1.09	1.27	1.61	2.00	2.34
Flat – owned	0.84	1.12	1.42	1.64	1.78
House – rented	0.63	1.05	1.24	1.60	1.76
Flat – rented	0.62	0.92	0.99	1.13	1.43
House – SO	1.00	1.24	1.58	2.06	2.50
Flat – SO	1.08	1.19	2.00	0.00	0.00

Although rented properties consistently have the lowest car ownership, it is not intended to differentiate between tenures in the DMP parking standards because the tenure of a property can change over time without planning permission. Should a rental property be guaranteed in perpetuity, for example where a property is built specifically as a "build to rent", then this could be used to support lower parking provision, but appropriate evidence will be required and this will be considered on a case-by-case basis.

Type

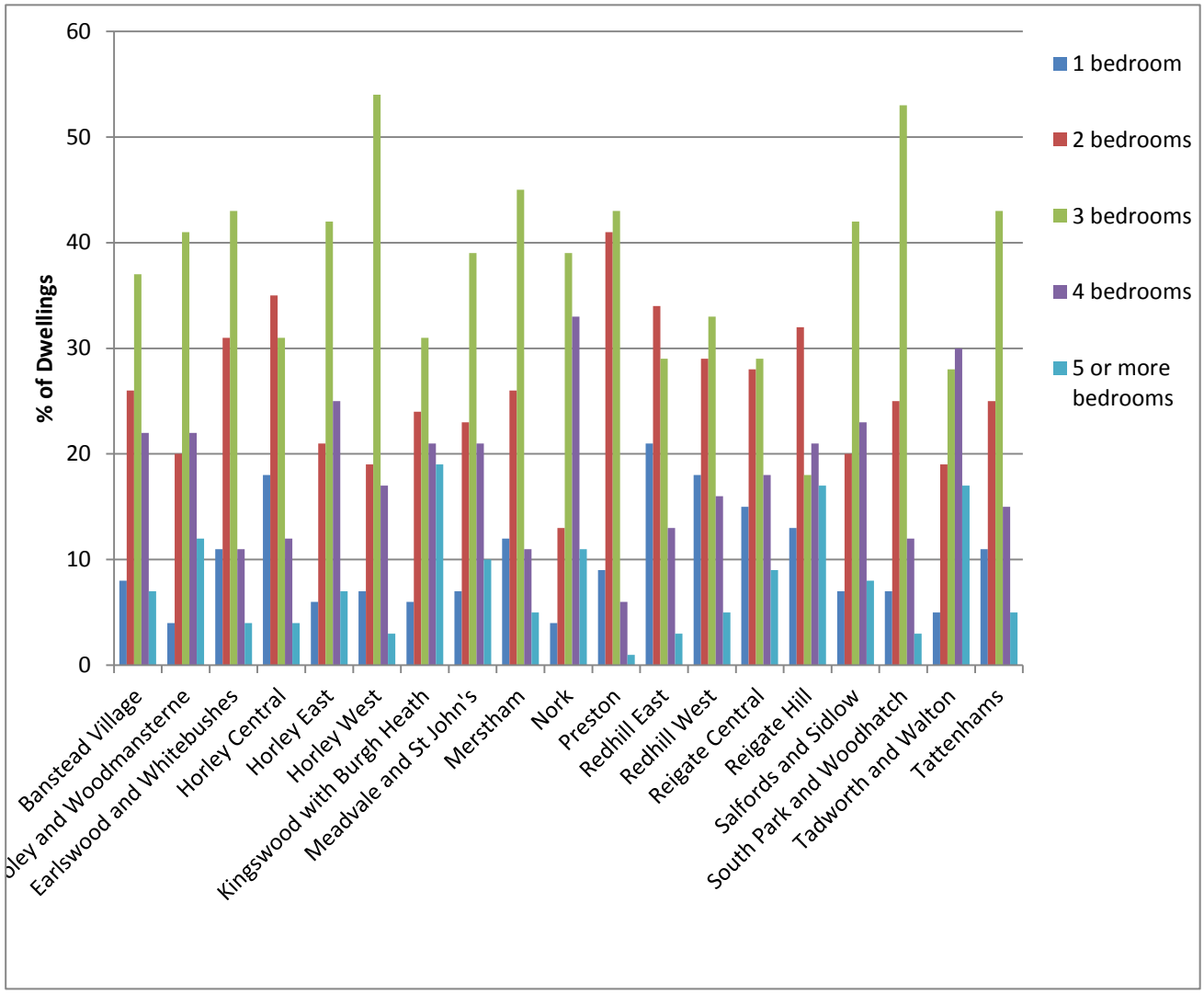
The below table confirms the different average level of car ownership for houses and flats, using properties owned outright as the basis for the figures (because we know from the previous table that these will have the highest level of car ownership). Different standards will therefore be applied to houses and flats to take account of this difference.

	Total car owning Households	Cars per household				Total number of cars	Average rate of cars per household
		One	Two	Three	Four		
House/bungalow – Owned outright							
1 bed	**240**	132	90	12	24	258	**1**
2 bed	**4,903**	2,606	2,816	639	156	6,217	**1.3**
3bed	**16,534**	6,734	13,344	4,272	1,948	26,298	**1.6**
4 bed	**9,345**	2,509	9,194	4,182	2,520	18,405	**2**
5 bed	**4,035**	699	3,778	2,529	2,168	9,174	**2.3**
		12,680	**29,222**	**11,634**	**6,816**	**60352**	
Flats – Owned outright							
1 bed	**1,425**	816	332	36	12	1,196	**0.8**
2 bed	**3,337**	1,954	1,454	237	76	3,721	**1.1**
3bed	**346**	162	248	54	24	488	**1.4**
4 bed	**38**	12	28	18	4	62	**1.6**
5 bed	**9**	3	10	3	0	16	**1.8**
		2,947	2,072	348	116	5,483	

The assumption that household size and dwelling size have a direct correlation is not necessarily correct. Data from the Survey of English Housing 2007/08 illustrates that in the South East, although around one third of single person households live in 1 bedroom properties, broadly equal proportions of single households live in 2 and 3 bedroom properties. This evidence suggests that patterns of occupancy and demand for different sized homes reflect income, wealth and life stage rather than household size.

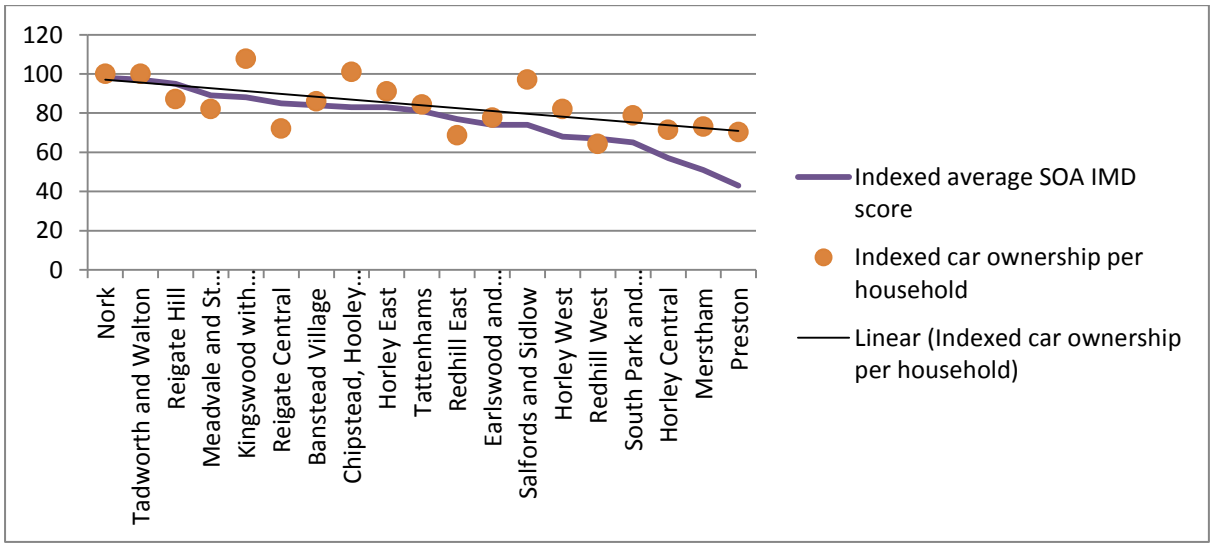
However, dwelling size should still be considered as a major factor in setting parking standards, given the capacity for different household formations through the lifetime of a dwelling, for example larger dwellings having every room utilised by someone with their own car.

For example, 2011 Census data, shown on the bar graph below, illustrates that five wards have more than 10% of their housing stock as five bedroom dwellings – Chipstead, Hooley and Woodmansterne, Kingswood and Burgh Heath, Nork, Reigate Hill, and Tadworth and Walton. Of these five wards, four of them (the exception being Reigate Hill), have car ownership considerably higher than the borough average. There are also five wards that have more than 30% of their housing stock as two bedroom dwellings – Earlswood and Whitebushes, Horley Central, Preston, Redhill East, and Reigate Hill. Again, only Reigate Hill does not have car ownership considerably lower than the borough average.



Socioeconomic Status

The below line chart plots indexed car ownership levels from the 2011 Census, using the overall rate of car ownership per household, against indexed Indices of Multiple Deprivation 2015 figures to assess if there is a relationship between deprivation and car ownership.



The use of a line of best fit on the graph shows that although there is not a perfect correlation between levels of deprivation and car ownership, there is a notable trend for households in more deprived areas to own fewer cars than those in more affluent neighbourhoods.

However, the characteristics of a ward area may change over time due to a number of factors, including where large scale development is planned. In addition, a ward like Preston may currently have low average car ownership compared to other wards in the borough, but it has the highest absolute level of car ownership growth between 2001 and 2011 – this may be due to the falling price of cars making them more accessible to households in areas of socioeconomic deprivation. Using the existing socioeconomic characteristics of ward area as a factor in parking standards is therefore not considered to be appropriate, and standards will not be attached to individual wards.

Forecast of Future Car Ownership

The evidence above is heavily based on data from 2011, the last time the census was collected. Forecasts of the likely growth (or otherwise) of car ownership over the plan period (up until 2027) can be obtained using TEMPRO, a spreadsheet-based transport appraisal tool developed by the consultancy Mott MacDonald on behalf of the Department for Transport. The findings are that car ownership is likely to increase by 16%, households are likely to increase by 13%, and car ownership per household is likely to increase by 3%.

	Current and anticipated car ownership per household			
	2011		**2027**	
Dwelling size	Car ownership for all households	Car ownership for all car-owning households	Car ownership for all households	Car ownership for all car-owning households
1 bed	0.7	1.2	0.7	1.2
2 bed	1.1	1.4	1.1	1.4
3 bed	1.5	1.7	1.6	1.7
4 bed	2	2	2	2.1
5+ bed	2.2	2.3	2.4	2.4

Summary of approach

Based on the above information, the following considerations have been applied:

- Using the higher figures for owner-occupied dwellings is preferable as the basis for calculations, as this will ensure a stronger likelihood that demand will be satisfied.
- A figure for each individual ward will not be used as the character of a ward can vary over time

- Car ownership for all households rather than car ownership for only car-owning households will be used, as this will give a more balanced view of car ownership in the borough.
- The figures will be split into houses and flats, due to the differing levels of car ownership that are consistently evident between these two types of housing.

On this basis, the figures that were used as the starting point for developing the DMP parking standards are in the table below.

Forecast Average Car Ownership per Household by End of Plan Period		
	Houses 2027	Flats 2027
1 bed	0.8	0.7
2 bed	1.2	1.0
3 bed	1.6	1.2
4 bed	2.0	1.3
5 bed	2.4	1.6

Development of DMP Parking Standards

Base Numbers for the Standards

As discussed in the previous section, it was decided from the evidence base to use the 2027 TEMPRO forecast figures for the average number of cars per owner-occupied household as the basis for the parking standards, with differentiation made between the average figures for flats and houses, and the average figures for dwellings with different numbers of bedrooms. This ensures that the standards are high enough, based on the higher average car ownership of owner-occupied houses; but recognises the clear trends regarding different levels of ownerships in different sizes and types of housing.

It was decided that the difference between individual wards was not clear enough to justify individual standards for each ward and can change over time. However, the NPPF calls for the accessibility of developments and access to public transport to be taken into account when developing parking standards, so it was decided to provide different standards based on the level of accessibility of a location where development is to take place (to be discussed in more detail below).

Allocated and Unallocated Parking

Allocated and unallocated parking refer to whether parking spaces in a development are reserved for a specific household, or whether they are available for use by all households within a development. A garage or a driveway, for example, is an allocated parking space designed for the exclusive use of the household to which it is attached; an on-street parking space is unallocated; and spaces within a parking court in a flatted development may be either allocated or unallocated.

Unallocated parking is a more efficient use of land than allocated parking because it better accounts for fluctuations in car ownership between households, meaning that households that own fewer than average cars do not have superfluous allocated parking spaces that they never use, and households with a greater than average number of cars have access to additional spaces. This is discussed in the URBED/University of Edinburgh Space to Park report (2013).

With this in mind, an attempt was made to develop a set of parking standards that would require all developments to combine some allocated parking with some unallocated parking (or to provide only unallocated parking where this was considered preferable). However, in consultation with Residents' Associations, local councillors, and Development Management this proved unpopular – the system was considered overly complicated, and there was concern that unallocated parking would lead to conflict between residents.

Consequently, it was decided that the final standards should simply set a minimum number of parking spaces per household and allow developers to decide whether to use allocated parking, unallocated parking, or a mixture of the two. However, it is still believed that unallocated parking is a more efficient use of space, and a note has been added to the standards to encourage developers to include some unallocated parking, particularly in areas of high accessibility, where space is likely to be at a premium.

Visitor Parking

In consultation with residents, Residents' Associations, and local councillors, a lack of sufficient parking to accommodate visitors was a common complaint. The Government's Residential Car Parking Research (2007) states that in cases where a high proportion of parking spaces are unallocated, there is a balancing effect that reduces the need for additional visitor spaces – as some people visit residents of a development, other residents of the same development will be away, freeing up unallocated spaces. The research document concludes "no special provision need be made 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."

Consequently, the DMP parking standards will include a requirement for an additional 0.2 parking spaces per dwelling in situations where less than 50% of spaces are unallocated, rounded up to the nearest whole space.

Use of Garages

Research suggests that fewer than 50% of garages are used to park cars (the Space to Park (2013) research in Kent finding a figure of 40%, the Manual for Streets (2007) using an average figure in England of 44%), with the majority being used for general household storage, or in some cases being converted to additional bedrooms. An informal survey undertaken by The Acres Residents' Association in Horley found that only 29% of households had a garage that they parked a car in, with 61% claiming to have a garage but to use it for another purpose. However, it was not clear if this was due to the size of the garage or other reasons. Most commentary on this phenomenon concludes that it is related to the need for additional storage space and the increasing size of cars, making manoeuvring into and out of a small garage difficult.

As such, to encourage the greater use of garages for car parking, a minimum size can be suggested, beneath which garages will not be considered parking spaces – this is recommended to be 3.5m by 6m. Car ports, which are not enclosed structures like garages, will also be encouraged – unlike garages, these are unlikely to be used as storage for household items due to the lack of doors.

Accessibility

The NPPF is clear that the accessibility of new developments should be considered when deciding on parking standards. The 2012 SCC standards suggest splitting accessibility into four categories – town centre, edge of centre, suburb, and suburban edge/village/rural. However, it was noted that in Reigate & Banstead this typology does not always perfectly apply – Banstead town centre, with a train station some distance away and limited bus services, is notably less accessible than Redhill town centre, with mainline train services passing through every few minutes.

Because of this, it was decided to develop a set of accessibility criteria that could assign any location within the borough to a category of high, medium, or low accessibility. This would be based around distances to town and local centres, distances to train stations and bus stops, and the frequency and range of destinations provided at the closest train station.

There is no authoritative evidence about how far people are willing to walk to public transport stops or stations, but the research generally assumes people will be willing to walk 400m to a bus stop, but will walk further to reach a faster service such as a train station (see Human Transit (2011) or Daniels and Mulley (2013)). On this basis, it was decided to use a 400m walking threshold for bus stop accessibility, but to double this for train station accessibility. A second tier of train station accessibility was added at 1500m, representing a roughly 15 minute walk – this represents the population that might be willing to walk to the train station, but would be less likely to do so in the same numbers as people living within 800m of the station. It is assumed that people living further than a 15 minute walk from a train station will be significantly less likely to walk to it.

The same assumptions about travel time have been used for town and local centre boundaries, though it is accepted that being within walking distance of a town centre provides access to a greater range of facilities and services than being close to a local centre, which is reflected in the value of the points. Some train stations in the borough also have significantly more frequent services and to a wider range of destinations than others, and this has been reflected by splitting the stations into three categories with different points.

From these assumptions, a table for calculating accessibility of a location has been created.

Categories	Points
Distance from Town Centre Boundary	
800m or less	5
801-1500m	3
1501m or more	0
Distance from Local Centre Boundary (only applicable if distance from town centre boundary is 1501m or more)	
800m or less	3
801-1500m	1
1501m or more	0
Distance from nearest train station	
800m or less	5
801-1500m	3
1501m or more	0
Nearest train station	
Redhill	5
Reigate, Horley, Salfords, Earlswood, Merstham	3
All other stations	1
Distance from nearest bus stop	
400m or less	2
401m or more	0

Any location in the borough can be checked against these criteria and assigned a score on a scale from 0 to 17 (because a location cannot score in both the town centre and local centre criteria). The location can then be assigned to an accessibility category as follows:

- 0-6 points – low accessibility
- 7-12 points – medium accessibility
- 13-17 – high accessibility

Maps have been produced showing walking distances from train stations, bus stops, and town and local centre boundaries in line with these criteria. These maps can be found in Appendix 1, and will be made available online so that developers can see at a glance where their proposed development falls.

Testing and Informal Consultation

After the initial development of the parking standards, they were tested in a number of scenarios, both hypothetical and based on existing developments in the borough. These tests suggested that the new standards were, in some cases, leading to considerably higher levels of car parking spaces than current standards. This was confirmed in informal discussions with Development Management, who felt that the number of car parking spaces being achieved with the new standards could have a negative impact upon the aesthetics of new developments, leading to far too much hard standing around buildings, may not achieve best use of land, and could impact on viability of development.

Informal consultation was also undertaken with Residents' Associations and local councillors, who expressed concerns that initial iterations of the standards did not provide enough parking spaces for people with a greater than average number of cars, and did not prepare for potential above-average levels of growth in car ownership. While the standards should assume a realistic, evidence-based level of car ownership and use in the borough, they should not be based on a worse-case scenario in which car ownership grows more dramatically than expected, as this could cause significant issues around design, aesthetics, and landscaping.

The final iteration of the parking standards, presented in the next section of this paper, aim to balance these qualitative responses with the quantitative data and testing that has been undertaken.

Electric Vehicle Charging Points

The UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations (2017) notes that the government aims to end the sale of all new petrol and diesel cars by 2040, with the aim of encouraging electric vehicle uptake. The forthcoming Automated and Electric Vehicles Bill will also push for further installation and standardisation of electric vehicle charging points. If sales of new non-electric cars are to be ceased in 2040, it is important for Reigate & Banstead to ensure it does not have outdated housing stock with no access to electric charging points only 23 years from the present date (and only 13 years after the end of the

current plan period). Consequently, it was considered important to include a requirement for all new development to incorporate electric vehicle charging points, or the ability to easily install such charging points at a later date. Surrey County Council has also adopted guidance on electric vehicle charging points, which sets out ideal specifications and power requirements for such points – developers should consult this document for additional guidance when installing electric vehicle charging points.

Disabled Parking

It is felt that there are no specific circumstances in Reigate & Banstead that require a change from the guidance provided by the Surrey County Council parking standards on disabled parking. Levels of disability are not significantly higher than elsewhere in Surrey, and although the borough's demographics are ageing, this is also replicated in other parts of Surrey. The SCC standards only cover non-residential disabled parking – for residential parking, standards are only needed where unallocated communal parking is provided, and in this situation the non-residential standard has been used.

Motorcycle Parking

There is no guidance from Surrey County Council parking standards on the provision of motorcycle parking, but secure and convenient parking for these vehicles is certainly required. There is currently no evidence of exceptionally high or low levels of motorcycling in the borough, and this issue was not raised in the representations to the Regulation 18 consultation. The Institute of Highway Engineers, in their document Guidelines for Motorcycling, suggest that where local authorities have set motorcycle parking standards, this is typically based on a proportion of car parking capacity up to 5% and a minimum provision of one or two spaces. The standards in the Development Management Plan will work from this basis, requiring motorcycle parking spaces equivalent to 5% of car parking spaces, rounded up to the nearest one space.

Bicycle Parking

Cycling is a popular leisure activity in parts of Surrey, particularly around the North Downs, but in terms of the day-to-day use of bicycles it is felt that there are no specific circumstances in Reigate & Banstead that call for a change from the Surrey County Council bicycle parking standards. There is currently no evidence of particularly high or low levels of cycling compared to the rest of the county. There were some concerns in the responses to the Regulation 18 consultation that certain uses, such as doctor's surgeries, did not actually need as many cycling spaces as set out in the SCC standards. However, policies in the DMP require the promotion of sustainable modes of transport, and cycling levels are unlikely to significantly increase unless adequate, secure parking is available. Consequently, the SCC standards will be used for cycle parking, except in circumstances where strong evidence for reduced provision can be produced. These standards are considered a minimum.

Non-Residential Parking Standards

The starting point for non-residential standards were the standards included in the 2012 SCC guidance. These standards had been included in the DMP Regulation 18 consultation, and the standards that were raised as issues by respondents during that consultation were noted. The standards were then compared with individual standards in five other boroughs with comparable populations, levels of car ownership, and spatial patterns – Guildford, Wealden, King's Lynn and West Norfolk, Poole, and North Somerset – and it was noted where Reigate & Banstead's standards were unusually high or low.

From this analysis, certain standards were considered not to be a problem and were retained as they were in the Regulation 18 consultation. The remaining standards were examined and adjusted to a level felt to provide adequate parking for both staff and customers or clients. A note was added that town centre locations may require a lower level of parking, and certain standards were completely removed due to being overly niche – for example, pick your own fruit farms. As identified in the table, any use not included in the table will be subject to individual assessment as and when planning applications come forward.

These standards were then consulted on with Development Management, and no further issues were raised.

Proposed Standards

Residential Standards

	High Accessibility	Medium Accessibility	Low Accessibility
1 bed flat	1	1	1
2 bed flat	1	1	2
3 bed flat	1	1.5	2
4+ bed flat	1.5	2	2
1 bed house	1	1	2
2 bed house	1	1	2
3 bed house	1	2	2
4+ bed house	2	2	2.5

Notes:

- The term 'house' covers houses and bungalows, the term 'flat' covers a flat, maisonette or apartment.
- Developments may use entirely allocated parking, entirely unallocated parking, or a mixture of the two to meet the minimum standards.
- Developments are encouraged to include some unallocated parking, especially in areas of higher accessibility.
- If the number of unallocated spaces is less than 50% of the total number of spaces, add 0.2 unallocated spaces per housing unit to account for visitor parking.
- Unallocated parking should only be available for residents of the development and their visitors, not for general use.
- Final calculations should always be rounded upwards to the nearest full parking space.
- A lower amount of parking may be required in areas within or close to town centres.
- Garages will only be counted as car parking spaces if they are a minimum of 3.5m by 6m. Car ports are encouraged instead of garages.

Non-Residential Standards

Use Class	Maximum Standard Spaces
A1 Retail	
Food or non-food retail (up to 500m2)	1 car space per 30m2
Food retail (500-1000m2)	1 car space per 25m2
Food retail (above 1000m2)	1 car space per 14m2
Non-food retail (500m2 or more)	1 car space per 25m2
Open Air Markets	Individual assessment
A2 Financial and Professional Services	
Financial services, banks, building societies, estate agents, employment agencies, betting shops	1 car space per 30m2
A3 Food and Drink	

Restaurants, snack bars, and cafes for the sale of food and drink for consumption on the premises	1 car space per 5m2
A4 Drinking Establishments	
Public houses, wine bars, or other drinking establishments	1 car space per 5m2
A5 Hot Food Takeaways	
For the sale of food for consumption off the premises	1 car space per 5m2
B1 Business	
Offices (other than A2), research and development, light industry appropriate to residential areas	1 car space per 30m2
B2 General Industrial	
Industrial processes (other than B1)	1 car space per 30m2
B8 Storage or Distribution	
Warehouse for storage	1 car space per 100m2 1 lorry space per 200m2
Warehouse for distribution	1 car space per 70m2 1 lorry space per 200m2
Cash and carry	1 car space per 30m2 1 lorry space per 200m2
C1 Hotels	
Hotels, boarding houses, and guest houses	1 car space per bedroom 1 car space per FTE member of staff
C2 Residential Institutions	
Residential care homes and nursing homes	Individual assessment
Hospitals and secure residential institutions	1 car space per 4 staff 1 car space per 3 beds
Boarding schools and residential colleges	Individual assessment
D1 Non-Residential Institution	
Day nurseries and creches	0.75 car spaces per staff member 0.2 car spaces per child
Adult day care centres	Individual assessment
Doctors, dentists and vetinary practices	1 car space per member of staff 2 car space per consulting room
Libraries, museums, art galleries, law courts, public halls, youth and community centres	1 car space per 30m2
Places of worship	1 car space per 10 seats
Non-residential schools and colleges	1 car space per 2 staff 1 car space per 10 students 1 coach space
D2 Assembly and Leisure	
Cinemas, theatres, bingo clubs, dance halls and clubs	1 car space per 5 licenced people

Conference centres and exhibition halls	1 car space per 6m2
Stadiums	1 car space per 15 seats
Health clubs	Individual assessment
Tennis and badminton clubs	4 car spaces per court
Squash clubs	2 car spaces per court
Field sports clubs	1 car space per 2 playing participants
Golf clubs	3 car spaces per hole
Driving ranges	1 car space per driving bay
Equestrian centres	1 car space per stable
Sui Generis	
Vehicle repair, exhaust, and tyre centres	1 car space per staff 2 car spaces per service bay 3 car spaces per MOT bay
Car sales	1 car space per 50m2 1 car space per staff
Petrol stations	1 car space per 20m2
Camping, caravan, and mobile home sites	1 car space per staff 1 car space per pitch
Other uses not mentioned above	Individual assessment

In town centres, lower levels of parking will be considered acceptable, subject to proportionate justification, which could be based upon:

- Public transport accessibility
- Walking and cycling accessibility
- Staff numbers
- Opening hours
- Shift patterns
- Potential for car sharing
- Existing parking provision in the town centre

Disabled Parking

Residential parking: Allocated spaces should be suitable and accessible to disabled users. Where unallocated communal parking is provided, 5% of spaces should be reserved for disabled users, rounded upwards to the nearest 1 space (providing a minimum of 1 disabled space)

Non-residential parking: an additional 5% of total parking spaces should be allocated for disabled users (rounded upwards to the nearest 1 space) or a minimum of 1 space per 750m² (whichever is the greater). Disabled car parking spaces should be a minimum of 5m by 3.6m, and should be located close to an accessible entrance.

Motorcycle parking

Non-residential: Motorcycle parking spaces should be provided to the equivalent of 5% of car parking spaces, rounded upwards to the nearest 1 space.

Cycle Parking

Some reduction of provision may be allowed where strong evidence can be produced of a lack of need or sufficient pre-existing provision in the surrounding area.

Use Class	Minimum Cycle Spaces
A1 Retail	
Food retail	1 space per 350m² (out of centre) 1 space per 125m² (town/local centre)
Non-food retail	1 space per 1500m² (out of centre) with minimum 4 spaces 1 space per 300m² (town/local centre)
All other retail uses	Individual assessment
A3 Food and Drink	
Restaurants, snack bars, and cafes for the sale of food and drink for consumption on the premises	1 space per 20 seats (min 2 spaces)
A4 Drinking Establishments	
Public houses, wine bars, or other drinking establishments	1 space per 100m² (min 2 spaces)
A5 Hot Food Takeaways	
For the sale of food for consumption off the premises	1 space per 50 m² (min 2 spaces)
B1 Business	
Offices Research and development/light industry appropriate in a residential area	1 space per 125m² (min 2 spaces) 1 space per 250m² (min 2 spaces)
B2 General Industrial	
Industrial processes (other than those falling within B1)	1 space per 500m² (min 2 spaces)
B8 Storage or Distribution	
Storage or distribution	1 space per 500m² (min 2 spaces)
C1 Hotels	
Hotels, boarding houses, and guest houses	Individual assessment
C2 Residential Institutions	
Residential care homes and nursing homes	Individual assessment
Hospitals and secure residential institutions	Individual assessment
Boarding schools and residential colleges	1 space per 2 students 1 space per 2 staff

C3 Dwelling Houses	
Flats/houses without garages or gardens: 1 or 2 bedrooms 3 or more bedrooms	 1 space 2 spaces
D1 Non-Residential Institution	
Day nurseries and creches	1 space per 5 staff plus minimum 2 spaces
Doctors, dentists and vetinary practices	1 space per 2 consulting rooms minimum 2 spaces
Libraries, museums, art galleries, public halls, youth and community centres, places of worship	Individual assessment
Non-residential schools and colleges	Individual assessment
D2 Assembly and Leisure	
Assembly and leisure	Individual assessment
Sui Generis	
Sui generis and all other uses not mentioned above	Individual assessment

Appendix 1 – Accessibility Maps