# West Sussex County Council Guidance on Parking at New Developments August 2019



	Contents	Page
1.	Introduction	2
2.	Background	2
3.	Structure of the Guidance	3
4.	Guiding Principles and Overarching Guidance	3
5.	Residential Parking Guidance	7
6.	Non-Residential Parking Guidance	8
7.	Car Parking Capacity Surveys	11
	Appendices	

- A Parking Behaviour Zones by District
- B Electric Vehicle Space Allocations

## 1. Introduction

- 1.1 The County Council, in its role as the local highway authority, is a statutory consultee on planning applications that affect the highway. The parking guidance is needed to help determine the County Council's response to consultations on planning applications and the preparation of planning policies. The County Council provides advice to Local Planning Authorities (LPA) on the transport implications of developments to inform their decision-making. The County Council is also consulted during the preparation of local and neighbourhood plans and may provide advice on the soundness of policies that relate to parking in new developments.
- 1.2 The County Council's overall ambition for parking at new developments is to ensure that sufficient parking is provided to meet the needs of the development while maintaining highway network operations, protecting surrounding communities and pursuing opportunities to encourage use of sustainable modes of transport. This ambition is not intended to replace relevant national and local planning policy on this issue.
- 1.3 This guidance note outlines the County Council's approach to parking at new developments (both residential and non-residential). It should be used to help determine the level of parking at new developments and provides the basis for the County Council's advice to the LPAs in West Sussex on planning applications and the soundness of policies relating to parking at new developments.
- 1.4 It replaces the County Council's previous guidance: 'Standards and Transport Contributions Methodology' (2003) and 'Guidance for Parking in New Residential Developments' (2010).
- 1.5 This guidance has been produced in consultation with the Local Planning Authorities in West Sussex, following a review of the County Council's previous guidance. This guidance was approved by the Cabinet Member for Highways and Infrastructure for use from the 22 July 2019<sup>1</sup>.
- 1.6 It should be noted that a number of the LPAs have adopted or draft local plans that set out their approach to parking. Similarly draft or 'made' neighbourhood (or town) plans outline local conditions and, in some cases, propose local parking standards. Each LPA will decide how to take forward parking policies. Some authorities are expected to use the County Council's new guidance, while others will prepare their own supplementary planning documents based on the County Council's guidance or similar evidence. In cases where LPA's have their own parking standards, these will also be referred to, but the County Council would only consider objecting to development on parking grounds where the proposed parking arrangements do not comply with WSCC guidance as this could result in a highway safety or capacity issue.

# 2. Background

#### National Context

<sup>&</sup>lt;sup>1</sup><u>https://westsussexintranet.moderngov.co.uk/ieDecisionDetails.aspx?id=651&LLL=0</u>

- 2.1 Section 9 of the National Planning Policy Framework 2019 (NPPF) highlights the need to consider transport in plan-making and in the determination of planning applications. Paragraph 105 of the NPPF states that if LPAs set parking standards, they should take account of the following:
  - a) the accessibility of the development;
  - b) the type, mix and use of development;
  - c) the availability of and opportunities for public transport;
  - d) local car ownership levels; and
  - e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.
- 2.2 Paragraph 106 of the NPPF places the onus on LPAs to justify the use of maximum parking standards, stating that "*Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport".*

#### Local Context

2.3 West Sussex is a large county with significant variation in local characteristics from dense urban hubs and large coastal towns to small rural hamlets of three or four dwellings. This variation contributes to wide-ranging demographics, economic situations, and consequently car ownership and parking behaviours amongst West Sussex residents.

### **3.** Structure of the Guidance

3.1 The County Council's approach to parking at new developments is detailed in a set of Guiding Principles and Overarching Guidance in section 4 together with either Guidance on Parking at New Residential Developments in section 5 or Guidance on Parking at New Non-Residential Developments in section 6.

# 4. Guiding Principles and Overarching Guidance

4.1 The following principles set out the County Council's recommended approach to parking in new residential and non-residential developments and should be used to inform the design of new developments and decision-makers' consideration of proposals for new development. Unless clearly specified, the Guiding Principles apply to both residential and non-residential developments.

#### Principle A: Accommodating Parking Demand

- 4.2 Parking provision should be sufficient to accommodate parking demand while exploiting the potential for sustainable travel, minimising adverse effects on road safety, and avoiding increased on-street parking demand.
- 4.3 If parking could reasonably be expected to take place in existing streets, then it

will be necessary to demonstrate through a parking capacity survey (see Section 7) that there is sufficient capacity to accommodate the expected parking demand.

- 4.4 Expected levels of parking demand in residential developments should be determined, where appropriate taking account of; location (parking behaviour zone), dwelling size (rooms), parking provision (allocated or unallocated), and arrangements for control/enforcement (charges, etc). Calculation of expected levels of parking demand should normally be based on local or comparable data taking account of forecast changes in demand for the local plan period. Table 2 (Residential Parking Demand) should be used to calculate the parking demand for each development.
- 4.5 Calculation of demand for parking at non-residential developments should normally be based on the land-use; the trip rate associated with the development (including base and forecast mode share); and, the user group of staff/visitors of the site (including shift patterns).
- 4.6 In some areas of the County, parking of commercial vehicles (e.g. Light Goods Vehicles) that are not for private use, can lead to an increase in parking demand. The evidence-base used for calculating parking demand is Census 2011 data which only includes vehicles that are for private use so other commercial vehicles will not be represented in the calculation. Therefore, where relevant, the calculation of parking demand should include an allowance for commercial vehicles that are not for private use but are expected to require parking spaces. Where relevant, the allowance will be based on location-specific evidence provided by the developer.

#### Principle B: Electric Vehicle Charging Infrastructure

- 4.7 'Active' charging points for electric vehicles should be provided at a minimum of 20% of all parking spaces with ducting provided at all remaining spaces where appropriate to provide 'passive' provision for these spaces to be upgraded in future.
- 4.8 Due to the unprecedented scale of change in vehicle manufacturing and sales, the guidance of electric vehicle car parking places should be reassessed when local plans and supplementary planning documents are reviewed to take account of any recent developments in this technology.

#### Principle C: Sustainable Transport

- 4.9 In some locations, limiting parking provision should form part of a strategy to exploit the potential for sustainable transport. In order to realistically promote lower levels of car ownership and use whilst avoiding unacceptable consequences, all of the following should be available or provided:
  - travel plan measures, targeted at reducing vehicle ownership levels such as car clubs;
  - high levels of accessibility to non-car modes of travel and to local amenities and facilities; and
  - comprehensive parking controls; i.e. Controlled Parking Zone.

#### Principle D: Traffic Regulation Orders

- 4.10 In some circumstances, it may be necessary to regulate on-street parking to manage or mitigate the impact of development. If Traffic Regulation Orders (TRO) are required, developers will be expected to fund administration and works costs. In some circumstances, it may be necessary to undertake consultation on TROs to establish the principle of any changes before this can be relied upon.
- 4.11 It may be necessary to prevent residents of new development within Controlled Parking Zones from qualifying for residents and visitors parking permits. Residents could qualify for permits, provided spare on-street capacity exists and the issue of permits will not undermine planning policies and travel plan measures.

#### Principle E: Design Considerations

- 4.12 Good parking design is as important as providing the appropriate number of spaces. Therefore, developers will be expected to provide balanced, mixed, and flexible parking provision and ensure that all spaces are useable without creating highway safety issues such as vehicles overhanging footways. This should reflect best practice as set out in national guidance and best practise, such as 'Manual for Streets', and 'Car Parking: What Works Where', to ensure high quality design of parking provision.
- 4.13 The layout of on-street parking must also comply with 'Traffic Signs Regulations and General Directions (2016)' and, where reasonably practicable, accommodate changes for accessible lifestyle changes.
- 4.14 To ensure that developments function efficiently and as intended, detailed consideration needs to be given to the following at the design stage:
  - (a) Providing garages of sufficient size at new residential developments If garages are provided they should be at least 6m x 3m internally. If garages meet this requirement, they will be regarded as an allocated parking space of 0.5 and calculations of parking demand will take this into account.
  - (b) Providing adequate visitor parking at new residential developments -Adequate visitor parking is required and this will be influenced by the level of unallocated parking. Table 2 (Residential Parking Demand) should be used to ensure sufficient visitor parking is provided.
  - (c) Where 'active' electric vehicle charging points are provided, if these spaces are dedicated to electric vehicles only, they should be included in the 'total demand' as allocated spaces (see Principle B).
  - (d) Likely cycle ownership and storage Although good cycle storage facilities are important, requirements should take account of dwelling size and type, and have regard to existing levels of cycle ownership. The minimum levels of cycle provision are set out in Table 1. The distinction has been made for cyclists on the basis of space requirements, availability of secure communal storage facilities, and the anticipated occupants of flats.

Table 1: Minimum levels of cycle provision				
Туре	Dwelling Size Cycle Provision (per unit)			
Houses	Up to 4 rooms (1 & 2 bed)	1 space		
Houses	5+ rooms (3+ bed)	2 spaces		
Flats	Up to 3 rooms (1 & 2 bed)	0.5 space (if communal storage otherwise same as 1 & 2 bed house)		
Flats	4+ rooms (3+ bed)	1 space		

- (e) Spaces for people with disabilities Provision should be consistent with guidance in 'Manual for Streets'.
- (f) Motorcycle parking Provision should be consistent with guidance in 'Manual for Streets'.
- (g) Space for storage bins at new residential developments Part H of the Building Regulations suggests storage areas dimensions which are suitable for refuse and recycling bin storage. Development may be required to demonstrate suitable storage to ensure parking provision is available at all times.

#### Principle F: Sustainable Drainage

- 4.15 Parking areas should adopt sustainable drainage systems (SuDS) to minimise the risk of flooding in the County, as part of a drainage strategy for the development. This should conform to the SuDS Hierarchy, as follows:
  - discharge into the ground (infiltration);
  - controlled discharge to a surface water body;
  - controlled discharge to a surface water sewer.

#### Disabled Persons Parking Overarching Guidance

- 4.16 Disabled persons parking spaces should be provided at a minimum of 5% of the total number of parking spaces being provided on the site. For sites with no or low parking provision due to site constraints, justification of exclusion of disabled person parking places should be clearly set out in planning applications. However, it is advisable that a minimum of one disabled parking space is provided.
- 4.17 Where specific facilities are likely to attract a higher level of disabled visitors, this should be identified during the planning application process and detailed in transport assessments or access statements. Disabled persons parking should be suitably designed and located to cater for the needs of disabled people. The location of suitable drop-off points should also be specified in transport assessments or access statement to demonstrate how the needs of disabled people have been addressed and to inform planning decisions.

#### Electric Vehicle Charging Overarching Guidance

- 4.18 The changing nature of car sales and usage has seen a rise in the sales of vehicles that require electric plug in charging. Although the sales of Electric Vehicles (EVs) in West Sussex in 2018 was 1,593 (depending on source data), which equates to overall vehicle sales of 1% of the overall vehicle fleet (dependent on source data), this is expected to change over time. Actual sales are expected to remain on the same trajectory as the DfT published in 2008; the increasing popularity of these vehicle types has seen the DfT forecast that plug in vehicles will make up between 3% and 7% of all new car sales in 2020.
- 4.19 In order to respond to changing needs, it is important that developers consider the likely demand for electric charging points within new developments, and how this is likely to change over time. Developers should identify ways to cater for this demand within the design of new developments as part of the overall provision of parking facilities. This could include; for example, a mix of spaces with active charging facilities and passive provision, i.e. ducting to allow facilities to be brought into use at a later stage.
- 4.20 The values in Table 2 include provision of EV spaces at new residential developments. To allow for increased sales in EVs over time and an increasing proportion of the overall vehicle fleet, it is proposed that current base levels of EV car sales in West Sussex be used as an index to base levels of active provision for EVs at new developments as set out in Principle B.
- 4.21 The Governments 'Road to Zero Strategy' sets out an ambition for at least 50% and as many as 70% of new car sales to be ultra-low emission by 2030, alongside up to 40% of new vans. Taking a starting percentage of 20% active EV provision and using a linear growth between 2018 and 2030, produces a set of yearly EV provision indexes as set out in Appendix B. These values should be used as a guide to the level of 'active' EV spaces to be provided in the year of construction.
- 4.22 As the demand for electric vehicle charging points is expected to change rapidly over time, any standard for electric vehicle charging points is likely to become quickly out of date. Therefore, there is no specific standard for electric vehicle charging points but developers should consider the Guiding Principles when designing parking provision. This guidance will be subject to review in line with the development of technology and relevant legislation.
- 4.23 Developers should ensure that any EV strategy documents at local authority level have been consulted when applying level of EV spaces, for example, Arun District Council's Vehicle Infrastructure Study, January 2018.

### 5. Guidance for New Residential Developments

5.1 In order to take account of expected future growth in the demand for parking, growth factors have been identified using the Department for Transport's (DfT) National Trip End Model dataset (i.e. TEMPro) for a forecast year of 2033, as this broadly aligns with the end of current local plan periods. The growth factors were applied to 2011 census data to provide expected levels of parking

demand in 2033 for different sizes of dwelling in each Parking Behaviour Zone PBZ - see Appendix A).

5.2 Accordingly, the expected parking demand per dwelling in Table 2 should be used to calculate the number of parking spaces that should be provided in the design of new residential developments. In general, the choice of PBZ should correspond to the location of the development. However, if the location is not regarded as typical of the PBZ; for example, sites near transport hubs, then consideration can be given to using a different PBZ that more closely relates to the location of the development.

Table 2: Residential Parking Demand (spaces per dwelling)						
Number of bedrooms	Number of habitable rooms		Parking Behaviour Zone			
		1	2	3	4	5
1	1 to 3	1.5	1.4	0.9	0.9	0.6
2	4	1.7	1.7	1.3	1.1	1.1
3	5 to 6	2.2	2.1	1.8	1.7	1.6
4+	7 or more	2.7	2.7	2.5	2.2	2.2

- 5.3 To accommodate potential variations in parking demand within a single ward, consideration may be given to varying the expected parking demand by 10% above or below, which is based on the average variation in demand between PBZs. In order to determine whether or not this is acceptable, the applicant will need to provide justification through, for example, the provision of parking beat surveys.
- 5.4 To meet with current and emerging guidance on the promotion of sustainable travel modes and choices, consideration could also be given to reducing the expected level of parking demand by 10%. This is based on the Department for Transport's 'Smarter Choices' research that shows reductions in traffic movements can be achieved by up to 10 to 30% where a range of travel choices are available through provision of travel plans, public transport contributions, and other sustainable travel initiatives.
- 5.5 As part of their planning application, applicants will be expected to provide a schedule of parking provision, detailing the number of allocated and unallocated spaces, including garages and EV charging facilities (active and passive). The planning application should include an explanation of how the provision of parking will meet the needs of the development including how these needs are expected to change in the future.

- 5.6 The likely occurrence of parking space obstructions, such as caravans and refuse skips, around 2% (taken from the parking beat surveys), has been taken into account in Table 2.
- 5.7 The evidence collected to inform the guidance on parking in new residential developments is based on levels of car ownership. Parking beat surveys did not seek to distinguish between resident and visitor vehicles. Demand for visitors to residential dwellings is likely to peak during evenings and weekends so demand should be met at these times. Where parking is unallocated this demand for visitor spaces can be met from spaces that are available due to some residents being away during these times and spaces that are unused as some dwellings will not own vehicles.
- 5.8 Developers should take an approach that is consistent with national research which suggests; "that no special provision should 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 0.2/spaces per dwelling"<sup>2</sup>.

### 6. Guidance for Non-Residential Development

- 6.1 Under the Companies Act 2006, businesses are obliged to minimise their effect on the environment. In support of this obligation and in line with the West Sussex Transport Plan, businesses should promote sustainable travel behaviour by encouraging employees to travel by non-car modes and reducing the number of single occupancy car journeys. To support sustainable travel measures the availability of car parking or cost of use should be carefully controlled.
- 6.2 Since the publication of the previous standards in 2003, there has been a shift in Government policy and more flexible working practices have been established. The move to a new planning system during 2006 further shifted the responsibility for determining parking standards to individual LPAs and indicates that local circumstances should be taken into account when setting such standards, including the accessibility of the site, the likely demand for parking, and the viability of the site.
- 6.3 Therefore, although new guidance has been prepared, it should only be used as an initial guide for developers, who should undertake a site-specific assessment and seek to balance operational needs, space requirements, efficient use of land and cost attributed to providing parking and where relevant, attracting/retaining staff.
- 6.4 Table 3 sets out initial guidance on vehicular and cycle parking demand by landuse class.

Table 3: Non-Residential Parking Demand			
Use Class	Vehicular	Cycle	

<sup>&</sup>lt;sup>2</sup> DCLG, 2007, Residential Car Parking Research

A1 Shops	1 space per 14sqm	1 space per 100sqm for staff and 1 space per 100sqm for customers	
A2 Financial and Professional Services	1 space per 30sqm	1 space per 100sqm for staff and 1 space per 200sqm for customers	
A3 Restaurant and Café	1 space per 5sqm of public area and 2 spaces per bar (or 5m length of bar for large bars) for staff parking to be clearly designated	1 space per 4 staff and 1 space per 25sqm for customers	
A4 Drinking Establishments	As A3	As A3	
A5 Hot Food Takeaways	As A3	As A3	
B1 Business	1 space per 30sqm, up to threshold of 500sqm in less accessible areas	1 space per 150sqm for staff and 1 space per 500sqm for visitors	
B2 General Industrial	1 space per 40sqm	1 space per 200sqm for staff and 1 space per 500sqm for visitors	
B8 Storage	1 space per 100sqm	1 space per 500sqm for staff and 1 space per 1000sqm for visitors	
D1 Non-Residential Institutions	Site specific assessment based on travel plan and needs	Site specific assessment based on travel plan and needs	
D2 Assembly & Leisure	1 space per 22sqm.For large scale places of assembly serving more than a local catchment, 1 space per 15sqm.	1 space per 4 staff plus visitor / customer cycle parking	

- 6.5 The land use will mean that the amount of commercial vehicle parking will vary greatly between one site and another. The amount of parking should be based on:
  - the developments land-use,
  - trip rate associated with the development (including base and forecast mode share) and
  - the user group of staff/visitors of the site (including shift patterns).
- 6.6 The number of spaces for LGV/HGVs may also be derived using a similar methodology or compared to vehicle operating licences for similar buildings/operations.
- 6.7 In designing provision for EV charging infrastructure at non-residential developments, there is a need to take account of likely parking behaviour (e.g. expected duration of stays) which could affect the number of `active' spaces.

- 6.8 In designing provision for disabled persons parking at non-residential developments with over 200 parking spaces, consideration may be given to reducing the percentage of spaces for disabled persons below the minimum level specified in paragraph 4.15 to avoid overprovision of spaces.
- 6.9 It is the responsibility of the developer to prove that adequate facilities are provided on site for the proposed use, including cycle parking, changing and storage facilities. This may include providing details of the proposed operation of the site once in use such as whether the site will need to store vehicles not in use or on layover periods, the frequency of vehicles visiting the site for deliveries, or the type and size of vehicles using the site.
- 6.10 It should be considered that the staff and visitor ratio of each land use is likely to be distinct to their appropriate class and may change over the life of the building, particularly when occupied by another business. For example, land uses such as retail uses (class A1 A5), health centres / leisure uses (class D1 D2) and hospitals (class C2) will generally have two user groups accessing those types of developments, staff/employees and customers/patients. Conversely, land-use types (such as employment uses, class B1 B8) will generally only be accessed by staff/employees with occasional visitors. Due regard should be paid to the unique characteristics of each land-use.
- 6.11 In addition to land-use class, the following characteristics should also be taken into account when determining parking arrangements:
  - survey or business data to ascertain the peak parking periods and demand;
  - the geographical location of the site along with the levels of accessibility for non-car mode users; and
  - local data such as Census travel to work data about mode share and information detailed in supporting travel plans.

# 7. Parking Capacity Surveys

- 7.1 This guidance is to assist developers and their consultants when considering the parking implications of new development and when preparing transport statements and assessments. The guidance seeks to ensure that parking capacity surveys are robust and that information is of a consistent standard, thereby providing a reliable basis for decision-making.
- 7.2 Parking capacity surveys should seek to satisfy the criteria outlined in this guidance and should be agreed with the County Council at the scoping stage for transport statements and assessments. In line with Principle A, surveys are expected to be carried out only when it is reasonably expected that parking will take place on existing streets, and should follow calculation of the expected levels of vehicle ownership and consideration of how this parking can be provided. Surveys are expected to be reported in the form of a short summary report which may form part of a transport statement or assessment.
- 7.3 The geographical area that should be surveyed (the 'survey area') should be proportionate to the impact of the development determined as the number of

vehicles that are expected to park on-street in the surrounding area. The survey area should include sufficient available space to accommodate the number of vehicles expected to be owned by residents of the site and their visitors - see Table 2 (Residential Parking Demand).

- 7.4 The survey area is expected to centre on the development site and should include areas most likely to be used for parking by those living in, or visiting the site and will, therefore, need to have regard to site access arrangements.
- 7.5 Parking capacity surveys should be carried out when usage of available parking space is at its greatest (i.e. peak time) in the survey area. This may include early morning surveys to assess the amount of overnight parking in the area. The duration of the survey will be dependent on the likely impact of the development and whether or not there are existing pressures on parking space in the area. A development that is likely to have a large impact on on-street parking in an area where available space is already well-used or insufficient to meet existing demands, would be expected to carry out an extensive survey throughout the day.
- 7.6 A parking capacity survey should take the form of a beat survey (or similar alternative) where an enumerator walks a planned route at regular intervals recording registration plate details of the parked vehicles. The enumerator should record sufficient information to provide the following information in a summary report (see Table 4 below):
  - the rate of turnover of vehicles on each street expressed as a number of vehicles leaving/arriving per hour;
  - the number of vehicles parked on each street; and
  - an estimate of the parking capacity of each street and a brief explanation of how this was calculated.
- 7.7 If the development is located within a Controlled Parking Zone, the summary report should also provide details of the existing resident permit take-up and/or any waiting lists. This information can be obtained from the West Sussex County Council Parking Strategy Team on 01243 642105.
- 7.8 A summary report of parking capacity surveys should be accompanied by:
  - a map displaying the geographical area surveyed at a suitable scale for interpretation
  - details of the dates and times of day when survey(s) were undertaken
  - details of parking restrictions (Traffic Regulation Orders) that apply in the survey area which are available by using the following link or copying the URL into an internet browser: <u>http://www.westsussex.gov.uk/apps/tro/</u>

Table 4: Example Car Parking Capacity Survey – Summary Report				
Date	9th August 2017			

Location (street name)	Start time of survey	Rate of turnover of vehicles (veh/hr)	Number of vehicles parked on street	Estimated parking capacity of street (details of calculation provided below)	Details of existing parking restrictions (TROs)
Astreet Close	07:00	1	5	5	Link to website
Astreet Close	07:30	1	5	5	Link to website
Astreet Close	08:00	3	3	5	Link to website
Astreet Close	08:30	2	4	5	Link to website
Astreet Close	09:00	1	3	5	Link to website
Astreet Close	09:30	1	3	5	Link to website
Details of parking capacity calculation: Length of available parking area $(24m)$ / Length of vehicle $(4.8m) = 5$ vehicles					

# Appendix A: Parking Behaviour Zones by District















# **Appendix B: Electric Vehicle Space Allocations**

Year	% Growth Index	% Spaces for active EV charging facilities
2018	0	20
2019	4	24
2020	8	28
2021	13	33
2022	17	37
2023	21	41
2024	25	45
2025	29	49
2026	33	53
2027	38	58
2028	42	62
2029	46	66
2030	50	70