

CONSULTATION DRAFT

Parking Provision for Residential and Non-Residential Developments: Supplementary Planning Document (SPD)

(October 2021)

Parking Provision for Residential and Non-Residential Developments Supplementary Planning Document (SPD)

Executive Summary

Achieving appropriate parking provision within residential developments is key to ensuring the design, layout, use and location of development remains appropriate in the long-term. This document establishes parking standards for residential and non-residential developments in Gedling Borough and is a material consideration for determining planning applications. Parking standards are based on car ownership projections up to 2051 and Nottinghamshire County Council Highways advice. The standards are set out in Sections 4 and 5 of this document.

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1.0 Introduction

- 1.1.** This Supplementary Planning Document sets minimum parking standards for new development in Gedling Borough, see sections 4 and 5. It will be a material consideration for determining planning applications and will support the Gedling Borough Aligned Core Strategy (Part 1 Local Plan), Local Planning Document (Part 2 Local Plan) and neighbourhood plans.
- 1.2.** The parking standards are based on Government car ownership projections up to 2051, and also on the advice of Nottinghamshire County Council Highways Authority. This document updates and supersedes the '*Parking Provision for Residential Developments Supplementary Planning Document (May 2012)*'.
- 1.3.** The purpose of this Supplementary Planning Document is to ensure that new development is supported by the appropriate level of parking and does not over or under provide, taking account of future car ownership patterns. Achieving appropriate parking provision is key to ensuring that the design, layout, use and location of development remains appropriate in the long-term.
- 1.4.** It is intended that the document provides a framework for all stakeholders setting out the expected parking standards in Gedling Borough. The document will provide a framework for negotiations on planning applications.

2.0 Planning Policy Context

- 2.1.** This section sets out the planning policies and documents that relate to parking provision.
- 2.2.** National Planning Policy Framework (NPPF) (2021)¹
- Section 9 (Paragraphs 107 and 108) set out the requirement for the preparation of local parking standards. See **Appendix C** of this SPD for the 'Note on Compliance with the NPPF (2021)'.
- 2.3.** Greater Nottingham Aligned Core Strategy (Part 1 Local Plan) (ACS) (2014)²
- Policy 10 (Design and Enhancing Local Identity)
 - Policy 14 (Managing Travel Demand)
 - Policy 15 (Transport Infrastructure Priorities)
- 2.4.** Gedling Borough Local Planning Document (Part 2 Local Plan) (LPD) (2018)³
- Policy LPD 11 (Air Quality)
 - Policy LPD 32 (Amenity)
 - Policy LPD 35 (Safe, Accessible and Inclusive Development)
 - Policy LPD 40 (Housing Development on Unallocated Sites);
 - Policy LPD 41 (Live Work Units);
 - Policy LPD 42 (Self Build and Custom Build);
 - Policy LPD 50 (Development within Town and Local Centres)
 - Policy LPD 51 (Upper Floors)
 - Policy LPD 57 (Parking Standards)
 - Policies LPD 64 – LPD 70 (Housing Allocations)
- 2.5.** Neighbourhood Plans⁴
- There are four adopted neighbourhood plans in Gedling Borough in Burton Joyce, Calverton, Linby and Papplewick.
- 2.6.** Nottinghamshire County Council (Highways Authority) Highway Design Guide
See Section 5.0 of this SPD.
- 2.7.** Supplementary Planning Guidance⁵
- Gedling Borough Air Quality and Emissions Mitigation Guidance (2018) which supports Policy LPD11.

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² <https://www.gedling.gov.uk/acs/>

³ <https://www.gedling.gov.uk/lpd/>

⁴ <https://www.gedling.gov.uk/resident/planningandbuildingcontrol/planningpolicy/neighbourhoodplans/>

⁵ <https://www.gedling.gov.uk/resident/planningandbuildingcontrol/planningpolicy/adoptedlocalplanandpolicydocuments/supplementaryplanningdocumentsandguidance/>

3.0 Methodology Summary and Evidence

3.1. This section summarises the methodology used to calculate the residential parking standards set out in section 4 of this SPD. The methodology projects car ownership levels between 2011 and 2051 in the urban and rural areas of Gedling Borough, taking account also of Nottinghamshire County Council Highways advice.

Sources of information

3.2. This SPD is informed by the following sources of information:-

- 2011 Census (Office for National Statistics) 'tenure by number of bedrooms by car or van availability by accommodation type (excluding caravans or other mobile or temporary structures) (CT0867)'⁶. Data provided at the geographical level middle layer super output areas.
- National Trip End Model 7.2 (2017) (Department for Transport)⁷ information on car availability projections between 2011 and 2051. Information based on 2011 mid-year estimates. The projections are of general car ownership in each area only and do not give an indication of dwelling type or size. Data provided at the geographical level middle layer super output areas.
- Residential Car Parking Research for Nottinghamshire (Nottinghamshire County Council, 2010)⁸ which forms the basis for the methodology of this SPD and includes information on typical levels of parking demand.

3.3. Both datasets are provided at the middle layer super output area geographical level and present the data as 15 separate zones of Gedling Borough, as shown in **Appendix A**. The Census 2011 Rural-Urban classification of middle layer super output areas classifies three zones as 'rural town and fringe' and twelve zones as 'urban minor conurbation'. Given that both datasets have a baseline date of 2011 and both are based on the same geographical levels, they provide comparable sources of data.

⁶ <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/009405ct08672011census>

⁷ <https://www.gov.uk/government/publications/tempro-downloads>

⁸ <https://www.nottinghamshire.gov.uk/media/123026/residentialcarparkingresearch.pdf>

Methodology Summary

- 3.4.** In broad terms, the methodology projects car ownership levels between 2011 and 2051 in the urban and rural areas of Gedling Borough, and takes account of the following factors which are likely to impact on car ownership:
- Type of dwelling (house or flat)
 - Size of dwelling (the total number of bedrooms)
 - Location of dwelling (rural or urban)
 - Type of parking required (allocated/unallocated)
- 3.5.** The National Trip End Model data was firstly used to calculate the percentage change in car ownership and total dwellings between 2011 and 2051, providing separate figures for both the urban and rural areas. The Census 2011 data was split into four categories – Urban ‘house or bungalow’ and ‘flats, maisonettes and apartments’ and Rural ‘house or bungalow’ and ‘flats, maisonettes and apartments’. The percentage changes were applied to the correspondent urban/rural Census category, effectively projecting forward Census 2011 data up to 2051.
- 3.6.** Urban and rural areas are defined as shown on the plan attached as **Appendix A**.

Standards for houses and bungalows

- 3.7.** The standards for house and bungalow proposals (**Tables 1 and 2**) reflect the average projected car ownership up to 2051, plus an allowance (0.2) for unallocated and visitor parking. The figures for average car ownership were rounded to the nearest 0.1 and are shown in these tables as the unallocated parking requirement figure where there are no allocated spaces. In order to calculate the unallocated parking requirement in cases where 1 or 2 allocated spaces are proposed, the typical assumptions supplied in Residential Car Parking Research for Nottinghamshire (2010, p. 11) were used.
- 3.8.** In addition to allocated and unallocated parking for residents, the need for visitor parking provision has also been considered. Residential Car Parking Research for Nottinghamshire (2010) states: "research suggests that no special provision need be made for visitors where at least half of the parking provision associated with a 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" (p. 12). Visitor parking has therefore been combined with the unallocated parking requirement where relevant.

Standards for flats, maisonettes or apartments

- 3.9.** Given that the sample size for flats, maisonettes or apartments is much smaller than for houses and bungalows, a standard approach to parking standards has been applied in accordance with advice from Nottinghamshire County Council Highways. The standard approach applies to such developments in both urban and rural areas. The standard approach is that 0.8 unallocated parking spaces are required for a 1-2 bedroom flat without an allocated space. The unallocated element halves for each allocated space provided, see **Table 3**. Visitor parking is also required, as set out above. The same standards apply in both the urban and rural areas.

4.0 Requirement for Residential Parking Provision

- 4.1. This section sets out the required residential parking standards for allocated and unallocated/visitor parking in Gedling Borough. The parking requirement has been calculated using the methodology summarised in section 3.0. Different parking standards are required dependant on location, proposed size and proposed type of dwelling.

Interpretation of standards

- 4.2. The parking standards set out below in Tables 1 to 3 are minimum standards and should be interpreted alongside the 'general considerations' part of this section in order to ensure comprehensive consideration of parking requirements consistent with the National Planning Policy Framework (2021).
- 4.3. An **allocated** parking space includes any spaces within the curtilage of a residential property and spaces within communal areas that are reserved for one particular residential property. An **unallocated/visitor** parking space should be available to all residents associated with the development to meet the residential parking demand of the development and includes on-street car parking.
- 4.4. A worked example of calculating car parking requirement is provided at **Appendix B**.

Development proposals for houses and bungalows

- 4.5. Houses and bungalows have varied requirements for both allocated and unallocated/visitor parking, dependant on the number of bedrooms per dwelling and the location of the proposal, as shown in **Table 1** and **Table 2**. The requirement for unallocated parking should be rounded up to the nearest whole number. Larger developments are more likely to create additional parking requirement arising from the broader range of car ownership levels, justifying the need for unallocated and visitor elements of parking provision. Each dwelling within a development should meet the parking provision requirement for both allocated and unallocated/visitor spaces. See **Appendix A** for the boundary of urban and rural areas.

| Table 1: Parking requirement per dwelling for houses and bungalows – Urban | | |
|---|----------------------------|------------------------------------|
| No. Bedrooms | Parking requirement | |
| | Allocated spaces | Unallocated/ Visitor spaces |
| 1 | 0 | 0.7 |
| | 1 | 0.3 |
| | 2 | 0.2 |
| 2 | 0 | 1.0 |
| | 1 | 0.4 |
| | 2 | 0.2 |
| 3 | 0 | 1.4 |
| | 1 | 0.7 |
| | 2 | 0.3 |
| 4+ | 0 | 2.3 |
| | 1 | 1.4* |
| | 2 | 0.6* |

*Based on average car ownership of 2.2 due to insufficient data for 2.3 in Residential Car Parking Research for Nottinghamshire.

| Table 2: Parking requirement per dwelling for houses and bungalows – Rural | | |
|---|----------------------------|---------------------------|
| No. Bedrooms | Parking requirement | |
| | Allocated spaces | Unallocated spaces |
| 1 | 0 | 0.8 |
| | 1 | 0.4 |
| | 2 | 0.2 |
| 2 | 0 | 1.1 |
| | 1 | 0.5 |
| | 2 | 0.2 |
| 3 | 0 | 1.5 |
| | 1 | 0.8 |
| | 2 | 0.3 |
| 4+ | 0 | 2.4 |
| | 1 | 1.4* |
| | 2 | 0.6* |

*Based on average car ownership of 2.2 due to insufficient data for 2.4 in Residential Car Parking Research for Nottinghamshire.

Development proposals for flats, apartments or maisonettes

4.6. Developments for flats, apartments or maisonettes have varied requirements for both allocated and unallocated/visitor parking, dependant on the number of bedrooms per dwelling as shown in **Table 3**. The requirement for unallocated parking should be rounded up to the nearest whole number. Developments for flats, apartments or maisonettes generally have different car ownership patterns compared to houses, reflecting for example higher development densities and occupier demographics. The nature of developments is such that it is appropriate to require both allocated and unallocated spaces. Proposals

with more than two bedrooms are less common therefore parking provision in this case will be determined on a case-by-case basis.

| Table 3: Parking requirement for developments of flats, apartments or maisonettes – Urban and Rural | | |
|--|----------------------------|------------------------------------|
| No. Bedrooms | Parking requirement | |
| | Allocated spaces | Unallocated/ Visitor spaces |
| 1 | 0 | 0.8* |
| | 1 | 0.4* |
| 2 | 0 | 0.8 |
| | 1 | 0.4 |
| | 2 | 0.2 |

* Due to insufficient data, the calculated figure has been replaced with a standard multiplier (see Paragraph 3.9)

General Considerations

4.7. Garages will only count towards the allocated parking provision where they meet the below minimum internal dimensions.

- Standard single – 6m x 3m with minimum door width of 2.3m
- Double – 6m x 6m with minimum door width of 4.2m

Where garages count towards parking provision, planning conditions will be sought to remove permitted development rights to convert the garages.

4.8. Parking spaces should have a minimum dimension of 2.4m x 5.5m (and add 0.5m if bounded on one side by an obstruction such as a wall, fence, hedge or tree, or add 1m if bounded on both sides).

4.9. Tandem spaces are acceptable provided that the proposal does not result in three or more spaces in a line. Rows of three tandem spaces should include one garage space and no more than two driveway spaces, and should meet the minimum dimensions set out above.

4.10. Off street residential parking should be sited as close as possible to dwellings to ensure that they are fully utilised to reduce the burden of on-street parking. Separate communal parking areas away from individual properties are discouraged.

4.11. Whilst it is expected that the parking requirements are met, it is recognised that in certain circumstances a departure from the requirements may be appropriate. It is not intended that the requirements are definitive when **material considerations** otherwise exist (for example there may be existing parking controls in the area; it may be infill development where the local built form prevents the ability to include allocated parking; or the proposal may be for the change of use of upper floors). Where the parking requirement can be accommodated on-street, this may be acceptable provided it does not cause

an adverse impact on the free flow of traffic, cyclists and pedestrians. Where on-street parking provision is poorly designed, it can impair road safety, obstruct access for vehicles and footways, be a hazard to cyclists and pedestrians, make a development look cluttered and unattractive, and be a source of crime. For the safety of all road users, including pedestrians and cyclists, and to maintain efficient flow of traffic, it is important that developments include well designed on-street and off-street parking layouts that minimise the likelihood of on-street parking problems.

4.12. Off-street residential parking should be sited as close as possible to dwellings to ensure that they are fully utilised to reduce the burden of on-street parking. Separate communal parking areas away from individual properties are discouraged.

4.13. The expectation is that parking standards will be met, however if the development is served by one or more regular public transport service, this may be a material consideration justifying a reduced parking provision requirement, especially if a site is located within; or close to a central area.

4.14. The Air Quality and Emissions Mitigation Guidance for Developers (2019) establishes the Council's general support for **electric vehicle charging** infrastructure to be accommodated within new developments. The provision of such infrastructure is part of a suite of actions required in order to mitigate against air pollution in the Borough, as required by Policy LPD 11. Given that electric/hybrid vehicles are becoming an increasingly available, new residential developments should seek to enable more sustainable vehicle choices through the provision of electric vehicle charging points. In applying these parking standards, developers should include at least one electric vehicle charging point per dwelling, as part of the allocated parking.

5.0 Requirement for Non-Residential Parking Provision

Adopted Standards

5.1. Nottinghamshire County Council is the highway authority responsible for the local highway network in Gedling Borough and has adopted standards that set out the requirement for parking on non-residential developments. Where the below document refers to residential parking standards, it should be read in conjunction with this SPD which is based on the latest information.

- The **Nottinghamshire County Council Highway Design Guide** (2021) sets out at 4.1 Residential Parking section minimum allocated car parking standards for different dwelling sizes, garage, driveway, on/off-street parking standards, and electric vehicle charging requirements to be used “where the district or borough council has not adopted its own parking standard” (Nottinghamshire County Council, 2021, Section 4.1, p. 1). 4.2 Commercial Parking section sets out minimum parking standards for food retail, take-away hot food shops and drive-through restaurants, cafés and similar uses, offices, light and general industry, storage and distribution facilities, residential care homes and nursing homes, cinemas, assembly and leisure, conference facilities, higher education and stadia. The Design Guide gives specific guidance on parking for people with disabilities, the dimensions and design of car parking layout, servicing provision, parking for motorcycles and bicycles, and electric vehicle charging stations. The document can be viewed using the web-link below:

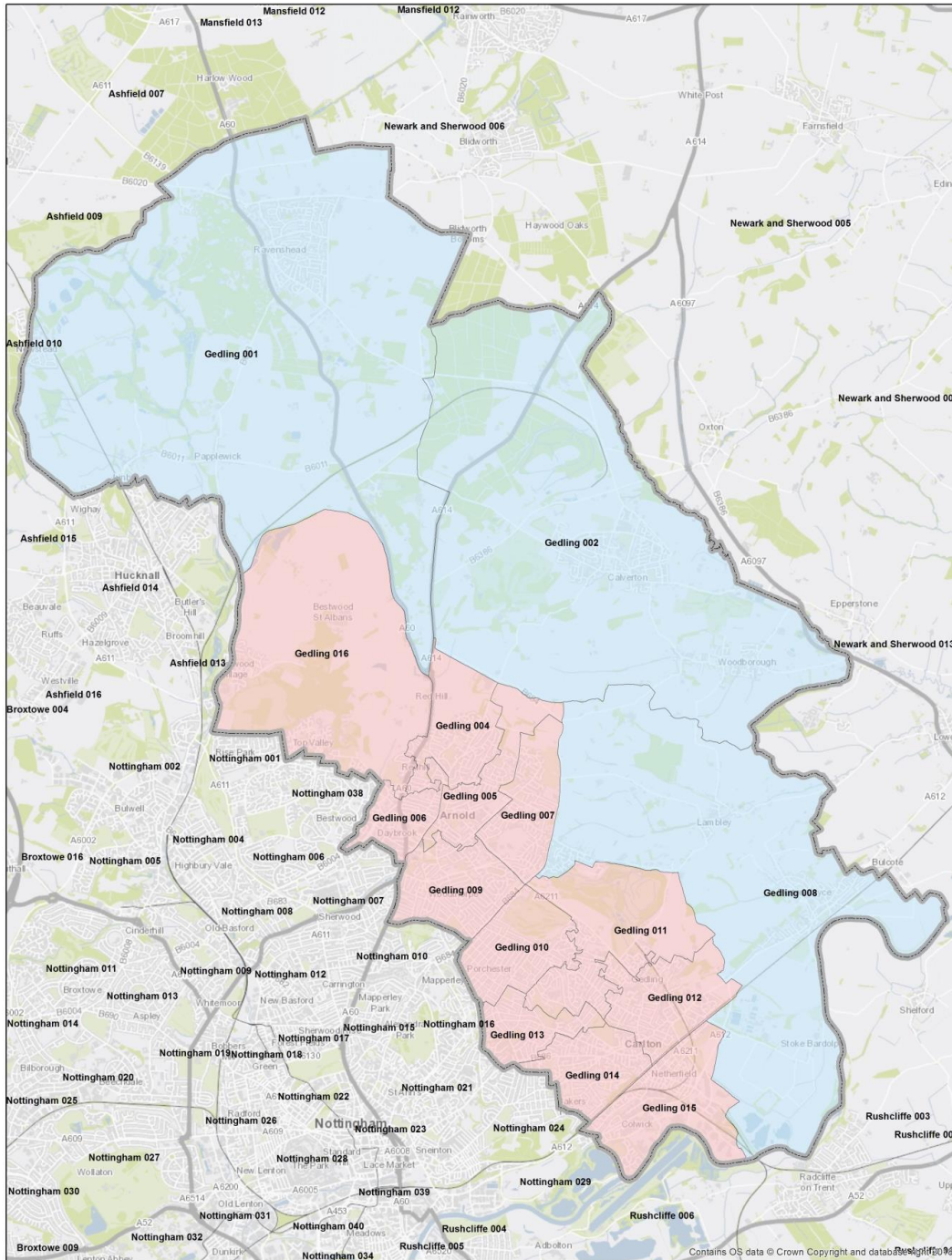
Nottinghamshire County Council, Highway Design Guide (2021)

<https://www.nottinghamshire.gov.uk/transport/roads/highway-design-guide>

Update to the Local Planning Document (Part 2 Local Plan) Policy LPD 57

5.2. Policy LPD 57 (Parking Standards) of the Local Planning Document (Part 2 Local Plan) refers to the use of Appendix D (of the plan) to calculate the requirement for parking on residential and non-residential developments. Appendix D (of the plan) includes the standards set out in ‘Nottinghamshire County Council Highways Requirements Part 4’ document and the ‘Nottinghamshire County Council 6C’s Design Guide’ document. These documents are updated on a regular basis to reflect current guidance and legislation, and were recently superseded by the Nottinghamshire County Council Highway Design Guide (2021). For clarification, the Nottinghamshire County Council Highway Design Guide (2021) should be used for determining non-residential parking standards.

Appendix A – Rural-Urban Classification of Gedling Borough⁹



Civic Centre, Arnot Hill Park, Arnot,
Nottinghamshire, NG5 6LU

**Rural-Urban Classification
of Gedling Borough**

- Rural Zone
- Urban Zone
- Borough Boundary



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⁹ The boundaries are at the geographical level middle layer super output areas (MSOA) as per the Census 2011. Zone 003 is not recorded in the data provided by the Office for National Statistics.

Appendix B – Worked Example of Using the Residential Parking Standards

Below is a step-by-step worked example to explain how the residential car parking standards should be used to calculate the parking requirement for a proposed development.

Example: A planning application for 20 dwellings is being considered.

Step 1: Establish whether the proposed development falls within the urban or rural part of the Borough using the map at Appendix A. For the purpose of this example, the proposal is within the urban area.

Step 2: Establish the breakdown of house types for the proposed development. For the purpose of this example, the breakdown is as follows:-

- 5 x 4 bedroom dwellings
- 9 x 3 bedroom dwellings
- 6 x 2 bedroom dwellings

Step 3: The developer will have some flexibility over how the parking requirement is provided, in terms of the proportion of allocated and unallocated spaces, in accordance with Tables 1, 2 and 3 of the SPD. The most appropriate solution for a specific development site will be established through the development management process, taking account of the location of the site and the nature of the development proposed. The 'general considerations' set out in Section 4.0 of the SPD will also be a material consideration when establishing appropriate parking provision.

For the purposes of this example, the development consists of:-

- 5 x 4 bedroom houses with 2 allocated spaces
- 5 x 3 bedroom houses with 2 allocated spaces
- 4 x 3 bedroom houses with 1 allocated space
- 6 x 2 bedroom houses with 1 allocated space

Step 4: Calculate allocated parking provision:-

- 5 x 4 bedroom houses with 2 allocated spaces = 10 allocated spaces
- 5 x 3 bedroom houses with 2 allocated spaces = 10 allocated spaces
- 4 x 3 bedroom houses with 1 allocated space = 4 allocated spaces
- 6 x 2 bedroom houses with 1 allocated space = 6 allocated spaces

Step 5: Add up the allocated spaces proposed for each house type:-

= 10 + 10 + 4 + 6

= 30 allocated parking spaces

Step 6: Using the parking standards set out in Tables 1, 2 and 3 of the SPD, the number of required unallocated spaces needs to be calculated for each house type proposed. The number of unallocated spaces required will vary, depending on the number of allocated spaces proposed.

With reference to the example, a 4 bedroom house with 2 allocated parking spaces in the urban area has an additional demand of 0.6 unallocated parking spaces per dwelling, in accordance with Table 1. For this example, there are 5 x 4 bedroom

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houses proposed (5 x 0.6) accounting for an additional demand of 3.0 unallocated spaces.

This process is then applied to the remaining houses types proposed:-

- 5 x 3 bedroom dwellings with 2 allocated spaces (5 x 0.3) accounting for an additional demand of 1.5 unallocated spaces.
- 4 x 3 bedroom dwellings with 1 allocated space (4 x 0.7) accounting for an additional demand of 2.8 unallocated spaces.
- 6 x 2 bedroom houses with 1 allocated spaces (6 x 0.4) accounting for an additional demand of 2.4 unallocated spaces.

Step 7: Add up the unallocated spaces required for each house type.

$$= 3.0 + 1.5 + 2.8 + 2.4$$

= 9.7 unallocated parking spaces required.

Step 8: The unallocated parking provision is rounded up to the nearest whole number so the total demand for parking is met. The total additional demand for unallocated parking would therefore be 10 unallocated spaces.

Step 9: Add together the number of allocated and unallocated spaces required to serve the proposed development. For this example, the development of the 20 house types proposed results in the need for 30 allocated spaces plus 10 unallocated spaces. This is a minimum requirement.

Appendix C – Note on Compliance with the National Planning Policy Framework (2021)

Paragraph 107 of the National Planning Policy Framework (2021) requires local parking standards to take account of the following:-:

- The accessibility of the development
The parking requirements set out in this SPD take account of accessibility of developments as they set separate standards for rural and urban areas. Generally rural locations are less accessible to everyday amenities such as shops or frequent public transport and therefore the population are more likely to be dependent on cars. The standards generally reflect higher requirements in rural areas.
- The type, mix and use of development
The parking requirements set out in this SPD take account of the use of the development as they specifically relate to residential development. The type and mix of development is taken into account in applying separate standards for both 'houses or bungalows' or 'flats, apartments or maisonettes' and varying the parking requirement depending on the number of bedrooms. The standards are expected to be applied to both market and social housing.
- The availability of and opportunities for public transport
The 'general considerations' section of the requirements set out in this SPD specify that the proximity to public transport nodes will be a material consideration for implementing the parking standards.
- Local car ownership levels
The parking requirements set out in this SPD are based on 2011 Census Data and NTEM car ownership projections up to 2051. This is the most up-to-date information in relation to car ownership. Paragraph 14.2.3 of the Local Planning Document (Part 2 Local Plan) confirms that this SPD will be kept under review to ensure that it remains up to date.
- The need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles
The 'general considerations' section of the requirements set out in this SPD highlight the Air Quality and Emissions Mitigation Guidance for Developers (2018) which sets out the Council's approach to securing electric vehicle charging as part of developments, and other air quality mitigations. This guidance can be given weight under Policy LPD11 of the Local Planning Document (Part 2 Local Plan).