

REPORT TO: PLANNING AND TRANSPORTATION COMMITTEE – 29 APRIL 2002

**REPORT ON: DRAFT NATIONAL PLANNING POLICY GUIDELINE 17
ADDENDUM : TRANSPORT AND PLANNING MAXIMUM CAR
PARKING STANDARDS
DRAFT REGULATORY IMPACT ASSESSMENT : TRANSPORT
AND PLANNING MAXIMUM CAR PARKING STANDARDS**

REPORT BY: DIRECTOR OF PLANNING AND TRANSPORTATION

REPORT NO: 257-2002

1 PURPOSE OF REPORT

1.1 The purpose of this report is:

- a to inform the Committee of the proposal by the Scottish Executive to introduce national maximum car parking standards for a small range of significant travel generating land use types; and
- b to seek the agreement of the Committee to returning a response to the Regulatory Impact Assessment as set out in the Appendix to this report.

2 RECOMMENDATIONS

2.1 It is recommended that Committee:

- a notes the contents of this report with regard to the proposed introduction of national maximum car parking standards; and
- b agrees to respond to the Scottish Executive on the content of the draft NPPG17 addendum and the Draft Regulatory Impact Assessment on the basis of the contents of this report and its appendix.

3 FINANCIAL IMPLICATIONS

3.1 There are no financial implications for the Planning and Transportation Department budget arising from this report.

4 LOCAL AGENDA 21 IMPLICATIONS

4.1 The adoption of maximum car parking standards has the potential to contribute to the Council's key themes of ensuring that local needs are met locally and that access to facilities, services, goods and people is not achieved at the expense of the environment and are accessible to all.

5 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 The adoption of maximum car parking standards has the potential to contribute to the Council's Local Transport Strategy by restraining commuter journeys and encouraging use of more widely accessible public transport.

6 BACKGROUND

- 6.1 In 1999 the City Council responded to a consultation from consultants for the Scottish Executive on draft proposals for maximum parking standards, transport assessments and green transport plans. Whilst accepting the principle of maximum car parking standards and recognising the potential advantages, the City Council expressed some concerns about how it was proposed to implement maximum car parking standards across Scotland. In particular, apprehension was expressed regarding the proposed adoption of ceiling values based on Edinburgh and Glasgow parking standards which would be too low for Dundee's circumstances. Other concerns were expressed with regard to the locational classifications proposed and their appropriateness to Dundee's tightly drawn urban boundary; to the method suggested for transport Assessments' and to how Green Transport Plans would be monitored.
- 6.2 The Council has received consultative draft copies of NPPG17 Addendum and the associated Regulatory Impact Assessment for its comment. It is the intention of the Scottish Executive that, when finalised, these will supplement NPPG17 Transport and Planning which was issued in 1999. In general the consultative draft has addressed the concerns expressed by the Council previously. The draft incorporates the local flexibility which is important if this Council is to avoid being disadvantaged by the adoption of maximum rather than minimum standards. Detailed observations on the content are set out in Appendix 1. Appendix 2 sets out the proposed response to the Regulatory Impact Assessment.
- 6.3 The draft NPPG17 guideline sets out national car parking standards for a small number of significant travel-generating land uses above certain threshold sizes. However, local authorities are expected to take responsibility for other types of development, for developments below the threshold size and for any variation of standards in different parts of their area. It is expected that local authorities will consult with appropriate national, regional and local stakeholders about their own set of maximum parking standards. The main vehicle for these maximum parking standards will be the local transport strategy with the context provided by the development plan.
- 6.4 Councils are encouraged to consider whether they would wish to apply different standards to parts of their area while at the same time avoiding any undermining of the town centre by creating incentives to develop elsewhere. This concern is equally pertinent to other areas in Dundee by virtue of the city's tight administrative boundary. Any local parking standards will require to be carefully considered and sensitively applied.
- 6.5 Other instances where the draft NPPG encourages councils to consider include locations which constitute key nodes on the public transport network serving an extensive catchment population where potential should be maximised; areas where the public transport provision is weak but in the interests of, for instance, inward

development, development is favoured then partnership between council, developer and transport operator to give the location a more sustainable transport profile is advocated; and instances where 24 hour working or unsocial working hours are issues, councils are encouraged to be sensitive to the needs of such workers while at the same time giving consideration to Green Transport Plans as a possible solution.

- 6.6 It is not intended that residential development is included in maximum car parking standards except where local authorities consider it appropriate in, for example highly accessible sites or car-free housing areas. Councils are expected to continue to make specific provision for disabled parking. It should be noted also that the maximum car parking standards are applicable to all new development of the designated land uses. This includes extensions to existing development where the new parking maximum will be calculated on the new gross floorspace.
- 6.7 The NPPG Addendum sets out national maximum car parking standards for a small number of significant travel-generating land uses above specified threshold sizes. (See Table 1 below.) However, it is envisaged that developers of specific developments in specific locations may seek exemptions from the maximum car parking standards. Such instances must be justified in detail in a Transport Assessment and a Referral Direction sought which will be subject to referral to Scottish Ministers for consideration of call in.

Table 1 : National Maximum Car Parking Standards

Reference to m ² is to Gross Floor Area	National Maximum Parking Standard	Threshold from and above which Standard Applies
Retail (Food)	1 space per 14m ²	1000m ²
Retail (Non-Food)	1 space per 20m ²	1000m ²
Business	1 space per 30m ²	2500m ²
Cinemas and Conference Facilities	1 space per 5 seats	1000m ²
Stadia	1 space per 15 seats (see note 1)	1500 seats
Leisure (other than Cinemas, Conference Facilities and Stadia)	1 space per 22m ²	1000m ²
Higher and Further Education	1 space per 2 staff plus 1 space per 15 students (see note 2)	2500m ²
Note 1 : Sufficient coach parking should be provided to the satisfaction of the planning authority and treated separately from car parking. Coach parking needs to be designed and managed so it will not be used for car parking.		
Note 2 : The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalents.		

7 CONCLUSION

- 7.1 The Draft National Planning Policy Guideline 17 Addendum : Transport and Planning Maximum Car Parking Standards and the accompanying Draft Regulatory Impact Assessment : Transport and Planning Maximum Car Parking Standards add flesh to the bones of policy heralded in National Planning Policy Guideline 17 Transport and Planning published in 1999. The shift away from minimum car parking standards applied to new development to the use of maximum car parking standards is intended as an element in the Government's key goal of integrated transport policy.

It is anticipated to bring the benefits of focusing developers' attention on the overall travel context of the development and encouraging consideration of other modes of transport while, at the same time reducing the amount of land utilised for car parking purposes.

- 7.2 The draft has clearly responded to the representations made in response to an earlier consultation document. The greater local flexibility which has been included addresses the concerns of this council while retaining at its core a set of national standards which offer continuity across the country. The opportunity to establish a balance between the two should help to avoid boundary hopping by development and give developers greater clarity and certainty over what is expected of them in relation to car parking requirements.
- 7.3 The City Council should welcome this NPPG Addendum while commenting on the detail of its contents on the basis of Appendix 1.

8 CONSULTATIONS

- 8.1 The Chief Executive, Director of Finance, Director of Support Services, Director of Corporate Planning, and , have been consulted and are in agreement with the contents of this report.

9 BACKGROUND PAPERS

- 9.1

Mike Galloway
Director of Planning & Transportation

Ian Mudie
Building Quality Manager

Iain Sherriff
Roads & Transportation Manager

10 April 2002

IGSM/DB

Dundee City Council
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- Paragraph 6 We would question the requirement to adopt a policy of implementing maximum parking standards in the structure plan. It is considered that the local plan is the more appropriate vehicle for detailed policy of this nature with the structure plan providing the appropriate contextual statement.
- Paragraph 8 This paragraph is not particularly clear in respect of what the nature of a developer's contribution might be and this requires to be clarified. In general the existing policies of Dundee City Council in respect of managing the amount of car parking within the city centre appear consistent with this paragraph.
- Paragraph 9 The danger of overspill into neighbouring unregulated streets is a real one. The use of controlled parking zones will have significant resource implications in terms of design and consultation prior to their introduction, their implementation and their maintenance. It is not clear whether it is intended that the developer pays these costs.
- Paragraph 10 It might be possible to adopt a scheme similar to that used in the Netherlands with A, B and C zones with different requirements. These would require to be carefully considered so to avoid any inhibition to development.
- Paragraph 11 In Dundee's circumstances some of these key nodes may be adjacent to a trunk road and the policies of the trunk road authority may impinge significantly on the Council's proposals. Clarity on which policies may have primacy is required.
- Paragraph 12 Greater clarity and advice on the use of partnership agreements with developers and transport operators would be appreciated. Public transport services obtained through the use of Section 75 agreements which attach to property may be difficult to fund when the developer sells on to a user or the user changes.
- Paragraph 13 The use of Green Transport Plans agreed as part of a Section 75 agreement is possible. However, there may be difficulties such as who monitors and enforces the requirements of the plan while the developer/end user liability question arises again.
- Paragraph 14 This council completely agrees that residential development should not be included in maximum car parking standards. The policies contained in the local plan are appropriate to local circumstances and should apply.
- Paragraph 15 The application of maximum standards to all new development including extensions is agreed in principle. However, it may be more appropriate to consider this on a site by site basis; for instance the Ninewells hospital site and the centralisation of services there requires a different approach to an industrial extension on an industrial estate. This aspect will require to be considered in conjunction with any areal approach. There should be an onus on the developer to prove that providing no additional parking will not result in problems for

surrounding streets or the road network.

- Paragraph 16 It is agreed that specific provision should be made for disabled drivers. In our view, a minimum number should be specified whereas a maximum should be applied to others.
- Paragraph 17-19 While the change of emphasis from minimum to maximum car parking standards is welcomed it is important that local authorities have the ability to determine a minimum level of car parking within the national standards to reflect local or site circumstances otherwise it appears theoretically possible that no parking could be provided. Local authorities should retain an ability to move below this minimum at their discretion. There are concerns regarding Table 1 – National Maximum Car Parking Standards:
- i There is no mention of hospitals. Ninewells Hospital in Dundee is a major traffic generator with substantial parking problems.
 - ii There is no mention of schools which can be a source of traffic and parking problems.
 - iii In the absence of any mention of a particular land use, can it be assumed that the local authority can apply its own standards?
 - iv In the case of Cinemas and Conference Facilities and of Higher and Further Education there is a confusing dichotomy between the National Maximum Parking Standard and the Threshold from and above within Standard Applies.

1 OPTIONS

- 1.1 Of the options for determining the amount of car parking at new developments, vis 1) The status quo: Minimum Parking Standards: 2) Non-Regulation: Developer Judgement: 3) Maximum Parking Standards: this council favours Option 3 as offering the most appropriate approach to the achievement of the vision for Scotland set out in the 1998 Scottish White Paper Travel Choices for Scotland.
- 1.2 Of the options for who should have the responsibility for setting the standards; A) Scottish Ministers; B) Local Authorities; or C) a combination of both with Scottish Ministers setting standards for a relatively small number of land uses and local authorities setting most standards according to their local circumstances, this council considers Option C would provide the consistency and a degree of certainty for significant, extensive land uses while retaining the flexibility to respond to prevailing local circumstances.

2 RISK ASSESSMENT

- 2.1 Whilst agreeing with the risk assessment as set out, it is worth emphasising that Option 2 carries the greatest risk of under-achieving on the aims of the White Paper.

3 EQUITY AND FAIRNESS

- 3.1 As stated at 1.1 above this council favours Option 3 as the most appropriate to the visions of the White Paper. In Dundee, 48% of households have no access to a car against a national average of 36%. It is considered by this council to be imperative to the interests of equity and fairness that alternative means of transport to the private car are encouraged wherever possible.

4 BENEFITS

- 4.1 It is considered that the range of possible benefits is comprehensive and has been adequately described. Furthermore, it is the council's belief that the benefits are interlinked and should be viewed as the objectives of the introduction of maximum parking standards.

5 COMPLIANCE COSTS FOR BUSINESS, CHARITIES AND VOLUNTARY ORGANISATIONS

- 5.1 No comment.

6 EFFECT ON LOCAL AUTHORITIES

- 6.1 Agreed

7 CONCLUSION

- 7.1 It is considered that the conclusion is justified.