

# Central Lincolnshire Local Plan Review Draft Residential Car Parking Standards Evidence Paper

March 2022



## Contents

|            |  |    |
|------------|--|----|
| 1.         | Introduction and Context.....  | 3  |
| 2.         | Car Ownership in Central Lincolnshire .....  | 4  |
| 3.         | Residential Parking Standards – Benchmarking exercise.....                             | 6  |
| 4.         | Summary of key points arising from benchmarking exercise .....                         | 9  |
| 5.         | Observational evidence .....   | 10 |
| 6.         | Issues and Options Consultation responses.....   | 11 |
| 7.         | Central Lincolnshire Residential Parking Standards - Options .....                     | 13 |
| 8.         | Central Lincolnshire Residential Parking Standards – Preferred Option Refinement. .... | 17 |
| 9.         | Regulation 18 Consultation Responses.....  | 18 |
| Appendix A | Ward breakdown of car ownership (by authority).....                                    | 19 |
| Appendix B | Map of Lincoln car ownership by Lower Lever Super Output Area .....                    | 22 |
| Appendix C | Breakdown of car ownership in Lincoln by LLSOA .....                                   | 23 |

## 1. Introduction and Context

- 1.1 The Adopted Central Lincolnshire Local Plan does not contain specific standards for vehicle and cycle parking in new developments. It has been highlighted that the current policy approach would be improved by the inclusion of specific parking standards to provide a more robust position for the Central Lincolnshire Authorities. In addition to this the revised NPPF was published in February 2019, including a revised national policy approach to parking standards.

### **National Policy**

- 1.2 Prior to the publication of the NPPF (2012) parking standards were stated as maximum with the intention of seeking to reduce the use of private vehicles through the reduction in parking. The last Local Plans adopted by the individual authorities were all adopted prior to the publication of the NPPF (2012), therefore, all quoted parking standards are maximum standards. The NPPF (2019) states, in relation to parking standards at paragraph 105:

*“If setting local parking standards for residential and non-residential development, policies should take into account:*

- 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.”*

- 1.3 And at paragraph 106:

*“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 (in accordance with chapter 11 of this framework). In town centres, local authorities should seek to improve that quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.”*

### **Local Policy**

- 1.4 Policy LP13: Accessibility and Transport of the adopted Central Lincolnshire Local Plan (2017) states:

*“...All developments should demonstrate, where appropriate, that they have had regard to the following criteria:...*

*q. Ensure that appropriate vehicle, powered two wheeler and cycle parking provision is made for residents, visitors, employees, customers, deliveries and for people with impaired mobility. The number and nature of spaces provided, location and access should have regard to surrounding conditions and cumulative impact and set out clear reasoning in a note submitted with the application (whether that be in a Design and Access Statement/ Transport Statement/ Transport Assessment and/or Travel Plan as appropriate, depending on the nature and scale of development proposed).”*

- 1.5 This evidence report has been prepared to set out how the proposed parking standards have been developed.

## 2. Car Ownership in Central Lincolnshire

- 2.1 Central Lincolnshire is a predominantly rural area, with a heavy reliance on car use across large parts of the area.
- 2.2 To provide some context on car ownership in Central Lincolnshire, data has been extracted from the 2011 Census, as set out below.

|                    | % no cars in household | % 1 car per household | % 2 cars per household | % 3 cars per household | % 4+ cars per household |
|--------------------|------------------------|-----------------------|------------------------|------------------------|-------------------------|
| England            | <b>25.8</b>            | <b>42.2</b>           | <b>24.7</b>            | <b>5.5</b>             | <b>1.9</b>              |
| East Midlands      | <b>22.1</b>            | <b>42.5</b>           | <b>27.4</b>            | <b>6.0</b>             | <b>2.0</b>              |
| Lincolnshire       | <b>18.0</b>            | <b>44.8</b>           | <b>28.4</b>            | <b>6.4</b>             | <b>2.3</b>              |
| Central Lincs area | <b>19.0</b>            | <b>44.6</b>           | <b>28.3</b>            | <b>5.9</b>             | <b>2.1</b>              |
|                    |                        |                       |                        |                        |                         |
| City of Lincoln    | 29.6                   | 46.8                  | 19.3                   | 3.4                    | 1.0                     |
| North Kesteven     | 13.0                   | 44.6                  | 33.3                   | 6.8                    | 2.3                     |
| West Lindsey       | 15.1                   | 42.6                  | 31.8                   | 7.6                    | 2.9                     |

- 2.3 The car ownership figures are broadly similar for the Central Lincolnshire area, and Lincolnshire as a whole.
- 2.4 Central Lincolnshire has a lower proportion of households with no cars than both the East Midlands and England, and slightly higher proportions of households with 1 or 2 cars. The proportion of households with 3 or 4+ cars is broadly similar for all areas.
- 2.5 The Census 2011 extract above also shows that there are some significant differences in car ownership between the three authority areas that comprise the Central Lincolnshire area. As would be expected, Lincoln has a significantly higher proportion of households with no car, while West Lindsey and North Kesteven have a higher proportion of households with 2 or more cars. Single car ownership is broadly similar across the three authorities.
- 2.6 Although there are some significant variations in car ownership between individual wards, urban wards, in general, have a higher proportion of households with either no access to a car, or only 1 car. This is most clear within the three Gainsborough wards where three quarters of households have either no car or 1 car. Within Lincoln, less than 10% of households have access to 3 or more cars, whereas in Kelsey ward (West Lindsey) 19% of wards have access to 3 or more cars. Waddingham and Spital ward, also within West Lindsey, has 17% of households that have access to 3 or more cars. While there is some variation in car ownership between the urban and rural wards in North Kesteven, the variation is more significant between urban and rural wards in West Lindsey. The detailed tables are set out at Appendix A.
- 2.7 Some other key points to note are:
- Abbey ward (City of Lincoln) has the highest proportion of households with no car at 38.4% and Sudbrooke ward (West Lindsey) the lowest with just 4.5%
  - North Hykeham Witham ward has the highest proportion of households with 1 car at 54.3%. Only two other wards had 50% or above, these are Glebe ward (50.2%) and

Harsholme (50.0%). Kelsey Ward has the lowest proportion of households with one car at 33.2%.

- Within West Lindsey, Market Rasen ward, despite being one of the market towns and served by both bus and rail services, has a significantly lower proportion of households with no car than any of the Gainsborough wards. Although, it should be noted that Market Rasen does have a notably higher proportion of households with no car than the rest of the district.

2.8 In order to establish a greater understanding of the patterns of car ownership, in addition to the analysis of access to 0, 1, 2,3 or 4 or more cars, analysis has been undertaken of access to 1 or 2 cars as a single category. A number of wards had over 80% of households with access to 1 or 2 cars, these are:

- Hartsholme;
- Ashby de la Launde and Cranwell;
- Eagle, Swinderby and Witham St Hughes;
- North Hykeham Witham;
- Sleaford Quarrington and Mareham;
- Gainsborough South West;
- Scampton; and
- Sudbrooke.

2.9 Of these wards, Eagle, Swinderby and Witham St Hughes ward had the highest proportion at 83.3%. The ward with the lowest proportion of households with access to 1 or 2 cars is Abbey with 58.5%. Only one other ward has access below 60%, this is Park ward at 59.9%.

2.10 It is necessary to understand in more detail the pattern of car ownership within Lincoln, and in particular in and around the city centre area, to inform the proposed options for parking standards. Therefore, the Census Lower Level Super Output Areas (LLSOAs) for Lincoln have been analysed and mapped as set out at Appendix B.

2.11 The first map sets out the proportion of households with no car, focussing on the central Lincoln area. It provides a clear visual indication of the distribution of households with no access to a car.

2.12 The LLSOA with the highest proportion of households with no access to a car is 'Lincoln 006B' with 58.7%. This area is south of the City Centre, bounded by the High Street to the west, Monson Street/Ripon Street to the south and the River Witham to the north. The LLSOA extends out of the build-up area to the east.

2.13 The lowest proportion of households without access to a car is 'Lincoln 009F' with just 7.8%. This LLSOA is part of Doddington Park some way outside the city centre area. It is bounded by Pershore Way and Birchwood Avenue and extending north as far as Wigsley Road, Stenigot Close and parts of Harlaxton Drive. The complete table of car ownership levels within the City of Lincoln area by LLSOA is provided at Appendix C.

### **3. Residential Parking Standards – Benchmarking exercise**

- 3.1 As has been identified above, Central Lincolnshire has a lower proportion of households with no cars than both the East Midlands and England, and slightly higher proportions of households with 1 or 2 cars. The proportion of households with 3 or 4+ cars is broadly similar for all areas. Therefore there is likely to be pressure in respect of parking in residential areas, in particular in the more rural areas, where car ownership is higher than the urban areas. Although the greater density of residential development in urban areas, in particular within Lincoln, can also place pressure on parking, even with a greater proportion of households with no car.
- 3.2 In order to provide a starting point from which to start to consider what appropriate residential parking standards for the Central Lincolnshire area might look like, a benchmarking exercise has been undertaken of residential parking standards from recently adopted Local Plans. Class C3 residential dwellings are all quoted as spaces per dwelling. The residential parking standards of the Plans reviewed are set out in the table below.

|  | Stockton on Tees Borough Council 2019 (directs to Parking Provision for Developments SPD 2011) |   | Warwick District Council Parking Standards SPD (2018)    | North Tyneside 2017 (Transport and Highways SPD 2017)               | Bristol City Council (proposed saved policy, previously adopted (2014) (Maximum)) | Birmingham City Council * (SPD, 2012)  | Peterborough City Council (2019)    |
|--|--|---|--|---|---|--|-------------------------------------|
|  | Town centre  | Other areas of District   |  |   |   |  |                                     |
| 1 bed dwelling (C3)                          | 1  | 2   | 1  | 1   | 1   | Area 1: 1 per dwelling<br>Area 2: 1.5 per dwelling<br>Area 3: 2 per dwelling | 1                                   |
| 2 bed dwelling (C3)                          | 1.5  | 2   | 2/   | 1   | 1.25  |  | 2                                   |
| 3 bed dwelling (C3)                          | 1.5  | 2   | 2  | 2   | 1.5   |  | 2                                   |
| 4 bed dwelling (C3)                          | 3  | 3   | 3  | 3   | 1.5   |  | 2                                   |
| 5+ bed dwelling (C3)                         | 4  | 4   | 3  | 4   | 1.5   |  | 2                                   |
| Residential development (C3) visitor parking |  |   | plus on sites of 10+ 20% of total number spaces provided | 1 space per 3 dwellings for (v)                                     |   |  | 1 per 4-6 dwellings unallocated (V) |
| Flatted Development                          | 1  | 1.5   |  | 1 (3+ additional space per dwelling)                                |   | Area 1: 1 per dwelling<br>Area 2: 1.5 per dwelling<br>Area 3: 2 per dwelling | 1 per 2 dwellings plus 1 per 6 (V)  |
| C4 HMOs                                      | 1  | 1 per 4 residents   | 1 per 2 beds   | 1 per room plus 1 per 3 rooms (V)                                   | As for C3 dwelling houses   |  | 1 per bedroom                       |
| Sheltered Housing/ Extra Care                | 1 per warden plus 1 per 10 units   | 1 per warden plus 1 per 3 units, plus 1 V per 6 units plus 1 space and manoeuvrability for ambulances | 1 per unit, plus, 1 per 2 staff plus 1 per 10 units (V)  | 1 per 5 rooms plus 1 disabled per 10 rooms plus ambulance provision | 1 per warden  | 1 per 2 units plus 1 per warden  | 1 per dwelling                      |

|                                    |  |  |  |  |   |                     |   |
|------------------------------------|--|--|--|--|---|---------------------|---|
| Residential care homes for elderly | 1 per resident staff, plus 1 per 5 staff on duty, plus 1 per 10 residents (V) plus 1 for professional visitors plus 1 ambulance and adequate manoeuvrability space | 2 per resident staff plus 1 per 3 staff on duty plus 1 per 8 residents (V) plus 1 for professionals plus 1 for ambulance and manoeuvrability | 1 per 3 residents plus ambulance provision | 1 per 5 beds plus 1 disabled per 20 spaces and ambulance provision | 1 per 3 FT duty staff plus 1 per 3 beds (V) | 1 space per 3 rooms | 1 space per FTE staff plus 1 per 3 beds (V) |
| Residential institutions           | 1 per FTE staff plus 1 per 5 residents (V)   | 1 per FTE staff plus 1 per 5 residents (V) plus 1 ambulance and manoeuvrability  |  |  | 1 per 2 FT duty staff plus 1 per 6 beds (V) |                     |   |
| Halls of Residence                 | 1 space per 40 residents plus adequate operational parking and manoeuvrability within site   | 1 per 40 residents plus sufficient operational parking and manoeuvrability   | each case on merit                         | 1 per 2 beds plus 1 per 6 beds (V) plus 1 disabled per 20 spaces   | 1 space per duty staff                      |                     |   |

\* Birmingham City Council Area 1: City Centre Core, within 400m of New Street, Moor Street and Snow Hill stations; Area 2: outer city centre to, and including ring road frontages and areas within 500m of metro and suburban stations, areas with good public transport provision, and larger local centres without rail or metro station; Area 3: the remainder of the city.



## 4. Summary of key points arising from benchmarking exercise

- 4.1 The examples of standards set out above for residential development show some variation in approach, although not across all dwelling sizes. The examples reviewed do not show much variation in approach overall to 1 and 3 bed dwellings, however, 2 bed dwellings and 4 bed+ dwellings do have some significant variations in how many car parking spaces should be provided per dwelling, with figures of:
- 1, 1.25, 1.5 and 2 spaces per dwelling for a two bed dwelling; and
  - 1 to 3 spaces per dwelling for 4 bed dwellings.
- 4.2 Three of the authorities also provide a figure for visitor parking in residential developments.
- 4.3 The examples reviewed also show a significant variation in the approach taken towards parking standards for HMOs, with some quoted as per person and others per room. Whichever way they are quoted, each authority requires a different number/ proportion of spaces to be provided for HMOs.
- 4.4 Although not detailed in the table above, the parking standard examples reviewed included a range of approaches to the consideration of garages within residential parking standards, which in summary, by authority, are as follows:
- Stockton & Peterborough – to count as a space garages have to meet stated internal space size standards;
  - Warwick – garages are considered in addition to parking standards set out and should not usually form part of the allocated parking. This recognises that garages are not regularly used for car parking;
  - North Tyneside - A garage will only be considered as a parking space if accompanied by a suitable area of hard standing to the front or side and it must have minimum internal dimensions sufficient to allow for both car parking and storage;
  - Birmingham – does not mention garages in relation to car parking, but in relation to cycle parking does state that garages are suitable cycle storage provision, but should be large enough to accommodate bicycles sufficient for all householders as well as a car.
- 4.5 The standards provided for sheltered and extra care housing, residential care homes and residential institutions are more complex in order to take into account the range of users of the car parking. The standards quoted vary in their detailed approach, but generally provide a figure for warden or staff parking, plus a figure per resident or unit and then a visitor allowance.
- 4.6 Parking at Halls of Residence will potentially be relevant for Lincoln, as the university continues to expand. Therefore parking standards for such developments were included within the benchmarking exercise. The Peterborough Local Plan does not include a parking standards for halls of residence, as there is not currently a need for such a standard. Interestingly, Birmingham City Council, covering an area with a number of universities, also do not include a standard for halls of residence. Of those that do include a standard, one provides for duty staff only and not students, and one assesses each case on merit. The standards provided by the two authorities that have specific standards are significantly different, therefore any meaningful benchmarking for this development type has not been possible.

## 5. Observational evidence

- 5.1 Throughout the Central Lincolnshire area, there are numerous examples of residential developments that could be identified specifically for either good or poor parking provision.
- 5.2 There are a small number of developments have been identified as providing good examples of how parking has been adequately addressed. Specific identified examples are:
- Nettleham, the Baker Drive development off Deepdale Lane; and,
  - Lincoln, the Anjelica Road development off Carholme Road.
- 5.3 The Anjelica Road development also benefits from being well located in respect of alternative travel modes into the city centre, and supported by a good residential travel plan to support the parking provision on site.
- 5.4 There is a higher number of developments identified for their poor parking provision, and subsequent impact on the highway. The specific examples include:
- Bardney, Thomas Kitching Way/ Hancock Drive development. Phase 3 of this development received many comments relating to parking from the public;
  - Saxilby, Church Lane. Phase 1 is an over 55's development that following occupation has resulted in issues being raised about parking by both neighbours and the Parish Council.
  - Greylees, Renfrew Drive/ Pentland Drive/ Hampden Way. Inadequate on plot parking has resulted in high levels of on street parking which in turn has made traffic circulation and access difficult.
  - Witham St Hughes, parts of the estate weren't planned with either appropriate number of spaces per dwelling or had rear parking courts; the combined effect of which was to increase on-street parking.
- 5.5 In addition to the developments identified above, Scotter Neighbourhood Plan identifies two developments within the village where parking has not been adequately addressed and a high level of on-street parking takes place (Johnson Drive and The Granary).

## 6. Issues and Options Consultation responses

6.1 As a part of the Issues and Options Consultation, a specific question was asked in relation to the introduction of parking standards in Central Lincolnshire. Of the 96 respondents to the question, 82 were in support of the proposal to introduce minimum parking standards and 14 disagreed with the proposal. A range of comments were also received, which are summarised as follows:

- Various expressions of support for minimum standards, additional supporting comments include:
  - On new developments and access routes;
  - On street parking is a major issue. At least 2 cars should be allocated for;
  - One parking space per bedroom;
  - Minimum of 2 per dwelling, plus provision for visitor spaces;
  - 1-2 bed houses, 1 space. 3 bed houses, 2 spaces. 4-5 bed houses 3 spaces;
  - Minimum for a house should be 2 large cars. Where street parking is an issue 3 cars;
  - Planning restrictions on keeping trailers, caravans etc on parking spaces;
  - City/town minimum 120% property numbers, mid distance (4 – 9 miles out of town) minimum 225%, remote (10 miles +) minimum 250%;
  - Minimum number of spaces according to size of house;
  - Provision should be made for electric sockets for charging electric vehicles;
  - Standards should be enforced;
  - Dependent on local circumstances, but no more than 2 per household may be sufficient in most locations;
  - Two spaces for up to 3 bedrooms, then additional 0.5 space per additional bedroom;
- Every new car park is a 50 year commitment to fail the low-carbon policy;
- Unpaid parking locations are needed (Sleaford);
- Cheaper parking for staff;
- Housing should provide enough parking for the development, on street parking already an issue for many communities;
- Retail and employment development should include disabled bays and electric charging stations;
- Must take into consideration the economic effect on our towns of a lack of decent cheap car parks. Need to differentiate between disabled and wheelchair spaces too;
- Why not require that all vehicle owners must have a place of the highway to store their vehicle?
- They should be assessed on a project specific basis. Promote greater integrated mass transit;
- Town centre parking needs to be free to encourage the returning growth into city centre;
- Cars should not be kept on public roads, nor should public land be given over to them;
- Ensure adequate segregated and safe cycle and walking provision is in place with public transport;
- Will need to be flexible to be able to adapt to future changes;
- Parking spaces need to reflect increasing size of cars;
- Complaints regarding inconsiderate school drop-off and pick-up parking;
- Parking standards in the city and their implications should be considered in the round, given the overall promotion of sustainable transport, tackling climate change and any impacts of the introduction of parking on development opportunities;
- Particular issue in terraced accommodation, made worse by poorly sited bin storage;
- Improve public transport in rural areas to reduce need for cars;

- Needs to ensure consideration in relation to viability of parking standards imposed on Affordable housing, should be part of whole plan viability assessment;
- Need to also ensure adequate cycle parking provision, for all development types;
- In a rural county such as Lincolnshire, there will always be a high level of car use;
- Proposed policy would not be in accordance with NPPF paragraph 105;
- Blanket standards should not be applied across the whole of the Central Lincolnshire area;
- Sustainability and market forces should dictate policy;
- No direct correlation between car ownership and car use.

6.2 As can be seen, a variety of car parking provision rates have been suggested in support of the introduction of parking standards to the Central Lincolnshire Local Plan. A number of comments were also made in relation to ensuring that adequate parking is provided within a development to prevent parking on the highway.

6.3 A number of comments made, although in respect of parking, related to other types of development, and not specifically residential development, or other ways in which demand for parking may be reduced, such as an increase in public transport and high quality walking and cycle routes. Viability concerns were also raised, particularly in relation to affordable housing development.

## 7. Central Lincolnshire Residential Parking Standards - Options

- 7.1 When proposing parking standards two aspects have been considered, the geographical breakdown of the Central Lincolnshire area, and the amount of parking to be provided, whether broken down geographically or not.
- 7.2 Using the household access to vehicle data from the 2011 Census there are clear differences between the city centre of Lincoln, the suburban areas of Lincoln, Gainsborough, Sleaford and then the rural areas. The Census data has been analysed at the lower level super output area, in particular for Lincoln, in order to identify where the city centre/ suburban boundary lies based on households with no access to a car.
- 7.3 Based on the significantly higher proportion of households within the City Centre area with no access to a car and the available public transport links, it is not proposed to set parking standards. Where it is necessary to provide parking, this will be considered on a case by case basis.

### Option 1

- 7.4 To consider areas by type, having a relatively detailed hierarchy of area types – Lincoln Urban Area, suburban areas (outer Lincoln areas including North Hykeham, Sleaford and Gainsborough), market towns and villages, rural areas. This option would have map based defined boundaries between area types. This option proposes to have a wider area where parking is considered on a case by case basis, rather than being just the city centre area, including a proportion of the wider Lincoln Urban Area as well. Parking standards would then be set out for suburban areas, villages and rural areas, reflecting the needs of such areas in relation to parking. The table below sets out these proposed areas, with proposed car parking standards that have been formulated following the analysis of the Census data and the undertaking of the benchmarking exercise.

|                         | <b>Lincoln Urban Area</b>   | <b>Suburban areas (incl. North Hykeham, Gainsborough and Sleaford)</b>   | <b>Market towns and Villages</b> | <b>Rural areas</b> |
|-------------------------|---|--|----------------------------------|--------------------|
| 1 bed dwelling (C3)     | No standards, each application considered on a case by case basis | 1  | 2                                | 2                  |
| 2 bed dwelling (C3)     |   | 2  | 2                                | 2                  |
| 3 bed dwelling (C3)     |   | 2  | 2                                | 2                  |
| 4 bed dwelling (C3)     |   | 2  | 3                                | 3                  |
| 5+ bed dwelling (C3)    |   | 3  | 3                                | 3                  |
| Flatted Development     |   | 1 space per unit, plus visitor allowance at 1 space per 4 dwellings      |                                  |                    |
| C4 HMOs                 |   | 1 space per bedroom  |                                  |                    |
| Sheltered Housing Cat 1 |   | 1 space per unit plus 1 per warden plus 1 per 5 dwellings visitor spaces |                                  |                    |
| Sheltered Housing Cat 2 |   |  |                                  |                    |
| Extra Care              |   |  |                                  |                    |

|                                    |  |   |   |
|------------------------------------|--|---|---|
| Residential care homes for elderly |  | 1 space per resident staff plus 1 space per 5 beds for visitors | 1 space per resident staff plus 1 space per 3 beds for visitors |
| Residential institutions           |  | 1 per FTE staff plus 1 per 5 beds visitor spaces                |   |
| Halls of Residence                 |  | 1 space per 40 residents plus adequate operational parking      |   |

7.5 This option would allow scope for specific local circumstances to be taken into account, particularly in areas in and around Lincoln, where the style and density of development changes quickly between areas, resulting in differing parking requirements in areas adjacent to each other.

### Option 2

7.6 This option provides a slightly more simple approach than Option 1, as it provides car parking standards for the Lincoln city centre area, other urban areas, and rural areas, with no further breakdown. It is not proposed to provide a map of each area, as particularly within the Lincoln Urban Area there is not a clear cut defined boundary between the city centre area and the wider urban area. This is reflected by the patterns of car ownership identified through the Census analysis and the mapping at Appendix B.

|                                    | Lincoln City Centre   | Other Urban and Suburban Areas (including wider Lincoln urban area, main towns and market towns) | Villages and Rural Area   |
|------------------------------------|---|--|---|
| 1 bed dwelling (C3)                | No standards, each application considered on a case by case basis | 1  | 2   |
| 2 bed dwelling (C3)                |   | 2  | 2   |
| 3 bed dwelling (C3)                |   | 2  | 3   |
| 4 bed dwelling (C3)                |   | 2  | 3   |
| 5+ bed dwelling (C3)               |   | 3  | 3   |
| Flatted Development                |   | 1  | 1   |
| C4 HMOs                            |   | 1 space per bedroom  |   |
| Sheltered Housing Cat 1            |   | 1 space per unit plus 1 per warden plus 1 per 5 dwellings visitor spaces                         |   |
| Sheltered Housing Cat 2            |   |  |   |
| Extra Care                         |   |  |   |
| Residential care homes for elderly |   | 1 space per resident staff plus 1 space per 5 beds for visitors                                  | 1 space per resident staff plus 1 space per 3 beds for visitors |
| Residential institutions           |   | 1 space per FTE staff plus 1 per 5 beds visitor spaces   | 1 space per resident staff plus 1 space per 3 beds for visitors |
| Halls of Residence                 |   | To be agreed on a case by case basis, 1 space per 40 beds as a starting point                    |   |

## Options Conclusions

- 7.7 Option 1 provides a more detailed geographical breakdown. While this option would be able to provide more specific parking standards for a particular settlement, it is also likely to be less easy to use and therefore less effective. **Option 2 provides a clearer geographical breakdown of the Central Lincolnshire area, and therefore, is considered the preferred option to progress.** This option also provides an element of flexibility for developments within the central area of the Lincoln itself, by not providing a defined city centre boundary. This will allow for the detailed location and existing car ownership rates, type and density of development to be taken into account when deciding on parking standards. Although a general guide would be those central areas identified as red or orange on the map showing households with no access to a car, in Appendix B, are city centre, while outside of this is the wider urban area.
- 7.8 Neither option would include garages as a parking space, as garages are frequently used for general storage, rather than car parking, as identified in the benchmarking exercise.

### Local Authority input into options

- 7.9 The authorities that make up the Central Lincolnshire Joint Planning Committee have been consulted on the draft Residential Car Parking Standards Evidence Paper.
- 7.10 A summary of the comments made are as follows:
- 1 bed dwellings should be kept as 1 space minimum
  - Flatted development – should allow for visitor spaces?
  - HMOs – should apply to number of bedrooms (we cannot quantify number of residents at planning app stage).
  - C2 uses – should require disabled user parking?
  - Neighbourhood Plans – some NPs have already set out their own standards. We would suggest some benchmarking is undertaken here. Should neighbourhood level standards be given priority? Should the new CLLP policy expressly recognise this i.e. *“Other than where the NP has car parking standards, the following standards will apply...”*
  - Should the policy set out the car parking spaces are to be met ON plot only? Or could off-plot provision be accepted (i.e. communal parking area)? We suggest the policy prioritises on-plot (applicants required to provide justification for off plot provision?)
  - Electric Car Charging points – the policy should set out a minimum provision for charging points (as per NPPF105). (and if to be provided in communal areas – require management responsibilities for such to be set out?)
  - Garages – the team were split on this. Whilst general view was that single garages should be excluded – should larger garages (for instance double garages / car barns etc.) be recognised?
  - Non-residential uses? Is there a case for including this - Issues with limited parking provision being made at Saxilby Enterprise Park, for example.
  - Within the central wards of Lincoln there does appear to be a highway capacity issue and it is likely that car ownership may have altered significantly since the 2011 census given the demographic shift that we have seen in this time. For these reasons I think we need to have a ‘policy hook’ within the main CLLP policy to enable us to produce a Lincoln City SPD on parking provision once the Lincoln Transport Strategy has been released.
  - Providing only 2 spaces for a 4 bed unit (Lincoln urban area and suburban) and conversely 3 spaces for 3 bed dwellings (villages and rural) seems a little imbalanced? Could this instead be 2/3 spaces for 4 bed LUA/suburban and 2/3 for 3 bed rural? Giving them the ‘option’ of providing depending maybe on internal floorspace/plot size would give some flexibility.

7.11 A number of examples of developments where parking has been adequately addressed, or not, were also provided and have been referred to in the relevant section above.



## 8. Central Lincolnshire Residential Parking Standards – Preferred Option Refinement.

8.1 Option 2 has been identified as the preferred option, this option has been refined to take into account the comments received from the Central Lincolnshire Authorities. All figures quoted are minimum standards.

|                                    | Lincoln City Centre   | Other Urban and Suburban Areas (including wider Lincoln urban area, main towns and market towns)          | Villages and Rural Area  |
|------------------------------------|---|---|--|
| 1 bed dwelling (C3)                | No standards, each application considered on a case by case basis (with further detail provided in a Lincoln City specific SPD) | 1   | 1  |
| 2 bed dwelling (C3)                |   | 2   | 2  |
| 3 bed dwelling (C3)                |   | 2   | 3  |
| 4 bed dwelling (C3)                |   | 2   | 3  |
| 5+ bed dwelling (C3)               |   | 3   | 3  |
| Flatted Development                |   | 1 plus visitor allowance  | 1 plus visitor allowance   |
| C4 HMOs                            |   | 1 per bedroom   | 1 per bedroom  |
| Sheltered Housing Cat 1            |   | 1 space per unit plus 1 per warden plus 1 per 5 dwellings visitor spaces plus 1 per 10 disabled spaces. * |  |
| Sheltered Housing Cat 2            |   |   |  |
| Extra Care                         |   |   |  |
| Residential care homes for elderly |   | 1 space per resident staff plus 1 space per 5 beds for visitors 1 per 20 disabled*                        | 1 space per resident staff plus 1 space per 3 beds for visitors 1 per 20 disabled* |
| Residential institutions           |   | 1 space per FTE staff plus 1 per 5 beds visitor spaces*   | 1 space per resident staff plus 1 space per 3 beds for visitors*                   |
| Halls of Residence                 |   | To be agreed on a case by case basis, 1 space per 40 beds as a starting point                             |  |

\* Adequate circulation space for Ambulances should also be provided.

8.2 A number of the comments raised by the local authorities related to a level of detail that will be included within the Local Plan policy itself when drafted rather than this evidence paper. These include:

- The approach to neighbourhood plans that include their own parking standards;
- Where parking spaces are to be located;
- The requirement for electric charging points;
- The approach to counting garages as parking provision.

## 9. Regulation 18 Consultation Responses

9.1 Only one response specifically made an objection to the parking standards set out at Appendix 2. This response is seeking for the parking standards for specialist accommodation for the elderly (Sheltered Housing Category 1 and Category 2 and Extra Care) to be reduced, thus providing fewer parking spaces. The respondent suggested an alternative set off standards as follows:

- 1 space per every 4 dwellings for Extra Care accommodation
- 1 space per every 3 dwellings for Sheltered Housing.

This is considerably less than the minimum standard consulted on.

9.2 In response to the objection received, the benchmarking exercise has been revisited. While a number of the recently adopted Local Plans reviewed have standards that allow for less parking, these Plans are for more urban areas than Central Lincolnshire, which will also have better public transport links and more facilities in closer proximity to a development. In this regard, it is considered that the Parking Standards, as set out in Appendix 2 of the Draft Local Plan, as consulted on, are appropriate for specialist accommodation for the elderly in Central Lincolnshire.

9.3 In addition to revisiting the benchmarking exercise, Planning Officers from each of the 3 Central Lincolnshire District Authorities were consulted on. Each of the authorities were able to provide experience of recent developments for specialist accommodation for the elderly and the level of parking provided, or permitted on sites not started.

9.4 The majority of evidence provided was in relation to sheltered housing schemes (Over 55s). Within West Lindsay, two LACE housing schemes were identified, both of which are in accessible locations with facilities within very short walking distance (Roman Gate Court on the outskirts of Lincoln, Wellington View, Ingham) and provided 1 space per unit. Within the City Of Lincoln, one scheme was identified, on Boutham Park Road, adjacent to bus stops, medical centre and a small supermarket, this scheme provided 1 space per 2 units, which appears to just about meet the demand for parking on site. Finally one scheme in Sleaford town centre has planning permission, with parking to be provided at 1 space per 2 units.

9.5 It is considered that being an age restricted development is not reason enough for a lower level of parking provision, as many people do still drive well into their retirement.

9.6 Having considered the predominant rural nature of Central Lincolnshire, the provision of parking in recent applicable developments, and the observations and experiences of officers, it is considered that the parking standards as set out are appropriate for the area and do not need to be amended.

## Appendix A Ward breakdown of car ownership (by authority)

### Lincoln Wards

|             | No car or van in household | 1 car or van in household | 2 cars or vans in household | 3 cars or vans in household | 4+ cars or vans in household |
|-------------|----------------------------|---------------------------|-----------------------------|-----------------------------|------------------------------|
| Abbey       | 38.4%                      | 43.9%                     | 14.6%                       | 2.7%                        | 0.5%                         |
| Birchwood   | 25.8%                      | 48.5%                     | 21.5%                       | 3.1%                        | 1.1%                         |
| Boultham    | 29.3%                      | 47.0%                     | 18.6%                       | 4.2%                        | 1.0%                         |
| Bracebridge | 14.5%                      | 46.9%                     | 30.4%                       | 6.3%                        | 1.9%                         |
| Carholme    | 32.7%                      | 46.0%                     | 17.6%                       | 3.0%                        | 0.7%                         |
| Castle      | 34.2%                      | 47.7%                     | 14.7%                       | 2.6%                        | 0.8%                         |
| Glebe       | 26.0%                      | 50.2%                     | 20.0%                       | 3.0%                        | 0.7%                         |
| Hartsholme  | 12.6%                      | 50.0%                     | 30.4%                       | 5.6%                        | 1.4%                         |
| Minster     | 31.6%                      | 45.5%                     | 19.1%                       | 2.8%                        | 1.0%                         |
| Moorland    | 31.9%                      | 44.7%                     | 18.8%                       | 3.4%                        | 1.2%                         |
| Park        | 37.0%                      | 46.3%                     | 13.6%                       | 2.4%                        | 0.7%                         |

**Please note:**

For all tables, the lightest yellow identifies the highest percentage within each category, and the darkest green the lowest percentage.

## North Kesteven Wards

|                                       | No cars or vans in household | 1 car or van in household | 2 cars or vans in household | 3 cars or vans in household | 4+ cars or vans in household |
|---------------------------------------|------------------------------|---------------------------|-----------------------------|-----------------------------|------------------------------|
| Ashby de la Launde and Cranwell       | 7.4%                         | 41.2%                     | 39.9%                       | 8.5%                        | 3.0%                         |
| Bassingham and Brant Broughton        | 7.2%                         | 35.2%                     | 42.1%                       | 11.7%                       | 3.9%                         |
| Billinghay, Martin and North Kyme     | 10.6%                        | 42.9%                     | 36.3%                       | 7.2%                        | 3.0%                         |
| Bracebridge Heath and Waddington East | 14.8%                        | 47.5%                     | 31.1%                       | 5.4%                        | 1.2%                         |
| Branston                              | 12.7%                        | 45.9%                     | 32.8%                       | 6.5%                        | 2.2%                         |
| Cliff Villages                        | 9.0%                         | 41.1%                     | 37.5%                       | 8.8%                        | 3.6%                         |
| Eagle, Swinderby and Witham St Hughs  | 5.2%                         | 39.1%                     | 44.2%                       | 8.8%                        | 2.7%                         |
| Heckington Rural                      | 12.8%                        | 45.7%                     | 31.7%                       | 7.1%                        | 2.6%                         |
| Heighington and Washingborough        | 12.5%                        | 45.7%                     | 32.7%                       | 7.1%                        | 2.0%                         |
| Kirkby la Thorpe and South Kyme       | 7.6%                         | 39.8%                     | 39.1%                       | 10.6%                       | 3.0%                         |
| Leasingham and Rauceby                | 10.5%                        | 46.4%                     | 33.0%                       | 7.8%                        | 2.3%                         |
| Metheringham                          | 12.6%                        | 44.8%                     | 34.0%                       | 6.0%                        | 2.5%                         |
| North Hykeham Forum                   | 14.0%                        | 48.3%                     | 31.5%                       | 4.9%                        | 1.3%                         |
| North Hykeham Memorial                | 15.2%                        | 49.0%                     | 28.3%                       | 5.6%                        | 1.9%                         |
| North Hykeham Mill                    | 14.6%                        | 47.3%                     | 30.9%                       | 5.6%                        | 1.6%                         |
| North Hykeham Moor                    | 17.7%                        | 49.6%                     | 25.4%                       | 6.4%                        | 0.9%                         |
| North Hykeham Witham                  | 13.7%                        | 54.3%                     | 25.8%                       | 5.2%                        | 1.0%                         |
| Osournby                              | 8.0%                         | 40.8%                     | 38.6%                       | 9.4%                        | 3.2%                         |
| Ruskington                            | 15.2%                        | 46.0%                     | 29.9%                       | 6.4%                        | 2.6%                         |
| Skellingthorpe                        | 10.1%                        | 43.6%                     | 36.0%                       | 6.5%                        | 3.8%                         |
| Sleaford Castle                       | 23.6%                        | 47.8%                     | 23.2%                       | 4.5%                        | 0.9%                         |
| Sleaford Holdingham                   | 19.2%                        | 44.7%                     | 29.6%                       | 4.8%                        | 1.7%                         |
| Sleaford Navigation                   | 34.4%                        | 43.4%                     | 19.3%                       | 1.7%                        | 1.3%                         |
| Sleaford Quarrington and Mareham      | 9.0%                         | 42.5%                     | 39.3%                       | 7.2%                        | 2.0%                         |
| Sleaford Westholme                    | 27.1%                        | 49.2%                     | 19.1%                       | 3.2%                        | 1.4%                         |
| Waddington West                       | 12.3%                        | 46.0%                     | 32.2%                       | 8.2%                        | 1.4%                         |

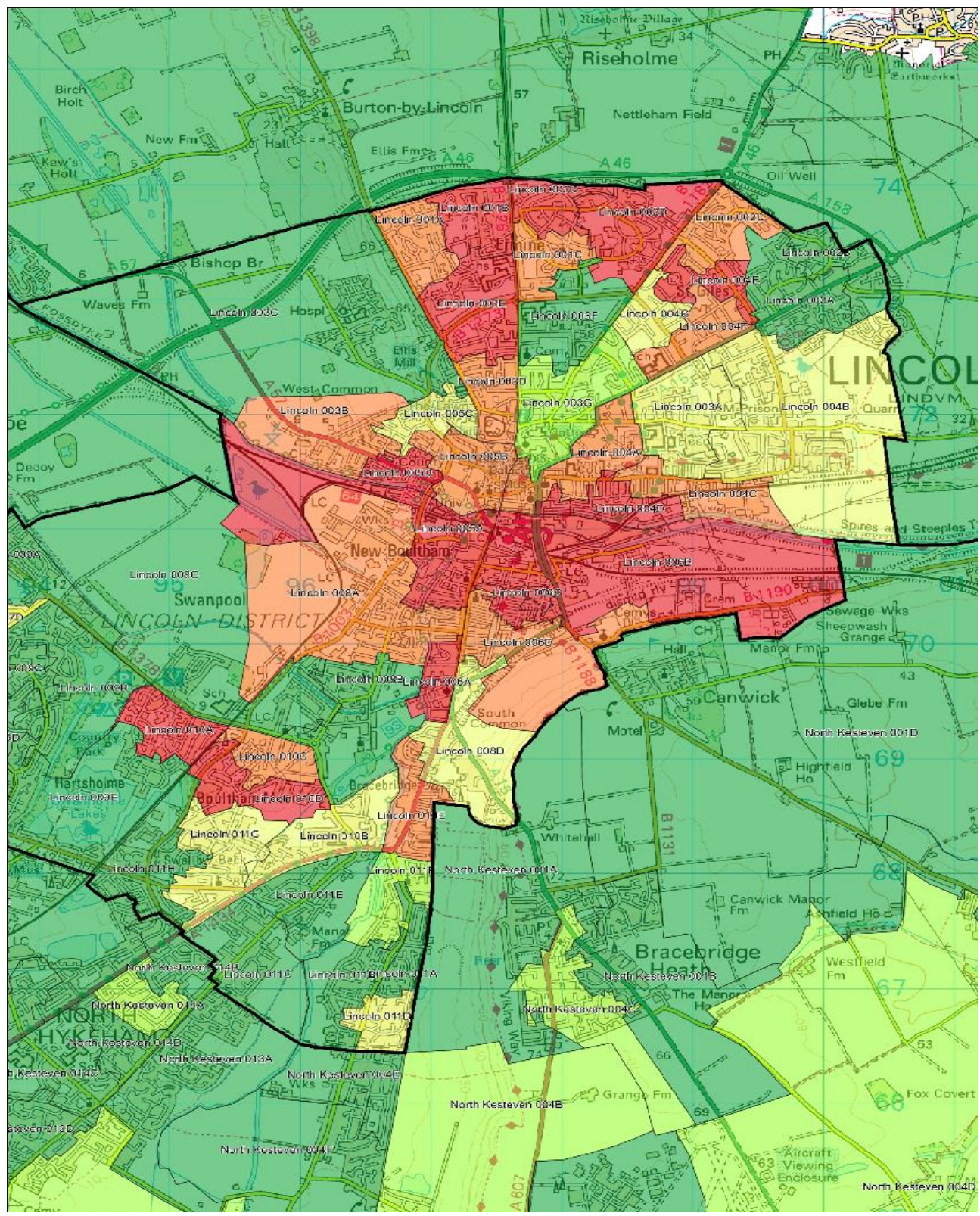
## West Lindsey Wards

|                         | No cars or vans in household | 1 car or van in household | 2 cars or vans in household | 3 cars or vans in household | 4+ cars or vans in household |
|-------------------------|------------------------------|---------------------------|-----------------------------|-----------------------------|------------------------------|
| Bardney                 | 14.3%                        | 42.0%                     | 31.6%                       | 9.0%                        | 3.2%                         |
| Caistor                 | 14.2%                        | 42.0%                     | 32.9%                       | 7.5%                        | 3.4%                         |
| Cherry Willingham       | 11.9%                        | 46.4%                     | 32.3%                       | 7.2%                        | 2.1%                         |
| Dunholme                | 10.3%                        | 41.4%                     | 35.1%                       | 10.3%                       | 2.9%                         |
| Fiskerton               | 10.3%                        | 39.7%                     | 39.5%                       | 8.2%                        | 2.3%                         |
| Gainsborough East       | 32.4%                        | 46.4%                     | 17.1%                       | 3.3%                        | 0.9%                         |
| Gainsborough North      | 26.5%                        | 47.5%                     | 21.1%                       | 3.7%                        | 1.2%                         |
| Gainsborough South-West | 35.4%                        | 47.8%                     | 13.8%                       | 2.2%                        | 0.9%                         |
| Hemswell                | 8.8%                         | 40.9%                     | 35.2%                       | 11.0%                       | 4.1%                         |
| Kelsey                  | 5.7%                         | 33.2%                     | 42.3%                       | 12.4%                       | 6.3%                         |
| Lea                     | 9.1%                         | 39.4%                     | 37.8%                       | 9.9%                        | 3.8%                         |
| Market Rasen            | 20.4%                        | 45.9%                     | 25.6%                       | 5.6%                        | 2.5%                         |
| Middle Rasen            | 9.1%                         | 41.9%                     | 35.8%                       | 9.4%                        | 3.8%                         |
| Nettleham               | 12.5%                        | 42.7%                     | 35.1%                       | 6.7%                        | 3.0%                         |
| Saxilby                 | 10.6%                        | 42.1%                     | 36.7%                       | 8.1%                        | 2.5%                         |
| Scampton                | 6.3%                         | 39.9%                     | 40.8%                       | 9.3%                        | 3.7%                         |
| Scotter                 | 7.3%                         | 37.8%                     | 40.7%                       | 10.7%                       | 3.5%                         |
| Stow                    | 9.9%                         | 38.7%                     | 37.3%                       | 10.1%                       | 4.1%                         |
| Sudbrooke               | 4.4%                         | 36.4%                     | 45.2%                       | 10.6%                       | 3.4%                         |
| Thonock                 | 13.1%                        | 42.2%                     | 32.1%                       | 9.8%                        | 2.8%                         |
| Torksey                 | 8.2%                         | 45.5%                     | 33.7%                       | 8.7%                        | 3.9%                         |
| Waddingham and Spital   | 6.4%                         | 34.8%                     | 41.9%                       | 11.4%                       | 5.5%                         |
| Welton                  | 11.1%                        | 41.0%                     | 37.5%                       | 7.2%                        | 3.2%                         |
| Wold View               | 11.0%                        | 42.3%                     | 32.5%                       | 10.9%                       | 3.4%                         |
| Yarborough              | 10.9%                        | 43.0%                     | 34.1%                       | 8.3%                        | 3.7%                         |

## Appendix B Map of Lincoln car ownership by Lower Level Super Output Area

| Map Key |          |          |          |       |
|---------|----------|----------|----------|-------|
|         |          |          |          |       |
| >40%    | 30 - 40% | 25 - 30% | 20 - 25% | < 20% |

Map 1: Proportion of households with no access to a car or van



## Appendix C Breakdown of car ownership in Lincoln by LLSOA

**Please note:** the lightest yellow identifies the highest percentage within each category, and the darkest green the lowest percentage.

|              | No cars or vans in household | 1 car or van in household | 2 cars or vans in household | 3 cars or vans in household | 4+ cars or vans in household |
|--------------|------------------------------|---------------------------|-----------------------------|-----------------------------|------------------------------|
| Lincoln 001A | 35.5%                        | 48.9%                     | 13.1%                       | 1.8%                        | 0.6%                         |
| Lincoln 001B | 47.4%                        | 43.1%                     | 7.7%                        | 1.6%                        | 0.3%                         |
| Lincoln 001C | 33.3%                        | 44.7%                     | 18.1%                       | 3.0%                        | 0.9%                         |
| Lincoln 001D | 42.9%                        | 44.5%                     | 11.0%                       | 1.1%                        | 0.5%                         |
| Lincoln 002A | 17.3%                        | 50.0%                     | 26.2%                       | 4.8%                        | 1.7%                         |
| Lincoln 002B | 9.1%                         | 55.2%                     | 30.2%                       | 5.2%                        | 0.1%                         |
| Lincoln 002C | 33.8%                        | 51.0%                     | 14.3%                       | 0.8%                        | 0.2%                         |
| Lincoln 002D | 43.5%                        | 41.7%                     | 12.6%                       | 1.4%                        | 0.8%                         |
| Lincoln 003A | 28.4%                        | 49.2%                     | 17.4%                       | 4.4%                        | 0.6%                         |
| Lincoln 003B | 31.5%                        | 46.2%                     | 18.8%                       | 2.5%                        | 1.0%                         |
| Lincoln 003C | 13.3%                        | 49.2%                     | 31.5%                       | 5.1%                        | 1.0%                         |
| Lincoln 003D | 35.3%                        | 48.9%                     | 11.4%                       | 3.6%                        | 0.7%                         |
| Lincoln 003E | 24.4%                        | 49.6%                     | 22.2%                       | 2.6%                        | 1.2%                         |
| Lincoln 003F | 17.7%                        | 45.7%                     | 29.0%                       | 5.6%                        | 2.0%                         |
| Lincoln 003G | 19.9%                        | 50.7%                     | 24.5%                       | 3.9%                        | 1.0%                         |
| Lincoln 004A | 36.2%                        | 45.4%                     | 14.8%                       | 3.1%                        | 0.5%                         |
| Lincoln 004B | 27.4%                        | 50.1%                     | 19.9%                       | 2.1%                        | 0.5%                         |
| Lincoln 004C | 34.9%                        | 49.6%                     | 13.0%                       | 2.2%                        | 0.3%                         |
| Lincoln 004D | 54.5%                        | 37.1%                     | 7.3%                        | 0.9%                        | 0.2%                         |
| Lincoln 004E | 42.7%                        | 45.8%                     | 9.4%                        | 1.6%                        | 0.5%                         |
| Lincoln 004F | 32.0%                        | 45.7%                     | 16.8%                       | 4.5%                        | 1.0%                         |
| Lincoln 004G | 28.3%                        | 47.5%                     | 21.7%                       | 1.1%                        | 1.5%                         |
| Lincoln 005A | 46.3%                        | 43.5%                     | 9.2%                        | 0.6%                        | 0.4%                         |
| Lincoln 005B | 32.5%                        | 44.3%                     | 18.3%                       | 3.8%                        | 1.1%                         |
| Lincoln 005C | 27.1%                        | 49.9%                     | 18.4%                       | 3.9%                        | 0.6%                         |
| Lincoln 005D | 49.6%                        | 38.4%                     | 8.8%                        | 2.8%                        | 0.4%                         |
| Lincoln 006A | 40.3%                        | 44.9%                     | 11.6%                       | 2.5%                        | 0.7%                         |
| Lincoln 006B | 58.7%                        | 34.5%                     | 6.0%                        | 0.7%                        | 0.2%                         |
| Lincoln 006C | 44.7%                        | 42.7%                     | 9.8%                        | 2.3%                        | 0.5%                         |
| Lincoln 006D | 38.8%                        | 43.5%                     | 14.9%                       | 2.2%                        | 0.6%                         |
| Lincoln 007A | 37.1%                        | 47.6%                     | 13.0%                       | 1.6%                        | 0.8%                         |
| Lincoln 007B | 16.2%                        | 52.5%                     | 27.8%                       | 2.8%                        | 0.7%                         |
| Lincoln 007C | 44.5%                        | 43.1%                     | 10.8%                       | 1.0%                        | 0.6%                         |
| Lincoln 007D | 27.0%                        | 46.2%                     | 21.4%                       | 4.0%                        | 1.3%                         |
| Lincoln 008A | 33.3%                        | 48.8%                     | 16.0%                       | 1.7%                        | 0.2%                         |
| Lincoln 008B | 16.4%                        | 49.4%                     | 25.6%                       | 6.7%                        | 1.9%                         |
| Lincoln 008C | 16.6%                        | 48.2%                     | 27.8%                       | 6.7%                        | 0.8%                         |
| Lincoln 008D | 26.8%                        | 47.8%                     | 20.0%                       | 3.6%                        | 1.7%                         |
| Lincoln 009A | 9.2%                         | 50.0%                     | 31.0%                       | 7.0%                        | 2.9%                         |
| Lincoln 009B | 12.2%                        | 50.8%                     | 31.2%                       | 4.6%                        | 1.2%                         |

|              |       |       |       |      |      |
|--------------|-------|-------|-------|------|------|
| Lincoln 009C | 16.0% | 53.8% | 24.3% | 4.2% | 1.7% |
| Lincoln 009D | 14.7% | 47.4% | 30.9% | 5.8% | 1.3% |
| Lincoln 009E | 17.4% | 49.6% | 24.0% | 7.1% | 1.9% |
| Lincoln 009F | 7.8%  | 48.8% | 35.2% | 7.0% | 1.2% |
| Lincoln 010A | 39.7% | 45.5% | 11.7% | 2.2% | 0.9% |
| Lincoln 010B | 26.6% | 47.9% | 20.1% | 4.2% | 1.2% |
| Lincoln 010C | 36.3% | 41.9% | 19.1% | 1.9% | 0.7% |
| Lincoln 010D | 53.2% | 37.6% | 8.3%  | 0.4% | 0.4% |
| Lincoln 010E | 37.6% | 48.9% | 11.2% | 1.9% | 0.3% |
| Lincoln 011A | 10.8% | 44.9% | 34.8% | 8.0% | 1.5% |
| Lincoln 011B | 13.3% | 47.7% | 31.6% | 5.8% | 1.6% |
| Lincoln 011C | 11.7% | 47.2% | 32.3% | 7.1% | 1.8% |
| Lincoln 011D | 24.7% | 51.6% | 18.9% | 3.7% | 1.1% |
| Lincoln 011E | 13.3% | 39.9% | 36.4% | 7.7% | 2.7% |
| Lincoln 011F | 22.4% | 47.6% | 23.2% | 5.1% | 1.6% |
| Lincoln 011G | 27.1% | 44.9% | 21.0% | 4.8% | 2.1% |
| Lincoln 011H | 15.7% | 51.4% | 25.8% | 5.7% | 1.3% |