

Central Lincolnshire Policy S49 Parking Provision Evidence Report

Formerly Policy S48

March 2022



Contents

1. Introduction.....	3
2. Policy Context.....	3
National Policy and Guidance.....	3
Local Policy	4
Neighbourhood Plans	4
3. Context and Evidence.....	5
4. Issues and Options Consultation.....	5
5. Regulation 18 Consultation	6
6. Proposed Approach in Draft Local Plan	7
7. Reasonable Alternative Options.....	7
8. Conclusion.....	7

1. Introduction

- 1.1. The Central Lincolnshire Local Plan is being updated since the first Local Plan for Central Lincolnshire, an area covering the districts of City of Lincoln, North Kesteven and West Lindsey, was adopted in April 2017.
- 1.2. This Evidence Report (which is one of a collection) provides background information and justification for Policy S49, which relates to the provision of parking within new developments.

2. Policy Context

National Policy and Guidance

- 2.1. Since the Central Lincolnshire Plan was adopted the National Planning Policy Framework (NPPF) was updated in July 2018 with subsequent additional changes being published in February 2019 and a further update in July 2021.

- 2.2. Paragraph 7 of the NPPF explains that:

“The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.”

- 2.3. Chapter 9 relates to promoting sustainable transport. Paragraph 104 states that:

“Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;*
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;*
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.”*

- 2.4. Paragraph 107 specifically relates to the setting of parking standards, stating:

“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.”*

2.5. Paragraph 108 goes on to state:

“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 the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.”

Local Policy

2.6. The adopted Local Plan does not include a policy in respect of parking standards. The supporting text to Policy LP13 Accessibility and Transport sets out that the Local Plan does not include parking standards and that each proposed development will be considered on a case by case basis.

2.7. Within Section 5: Supporting Growth and Tackling Congestion of the 4th Lincolnshire Local Transport Plan (LTP4), it acknowledges the importance of parking within over all transport strategy, and the implications of too much or too little parking.

2.8. The Lincoln Transport Strategy (LTS) identifies a Parking Strategy that “delivers better parking that supports the wider strategy” as one of its primary service and policy interventions. The LTS states:

“This will support the wider aims and objectives of the transport strategy and interventions. The parking strategy will help to better manage parking within Lincoln. It will also help to rebalance movement towards walking, cycling and shared mobility – aiming to promote and provide benefits for using the Mobility Hubs and electric vehicles as well as reducing traffic in the urban area.”

2.9. The Gainsborough Transport Strategy also identifies that parking provision can have an impact on how people chose to travel, and also the impact that inadequate off street parking can have on a locality.

2.10. The Short and Medium Term interventions within the Sleaford Transport Strategy sets out the following under the heading of ‘creating an efficient parking system’:

*“Vehicles accessing car parking in the town centre core and the low turnover of these spaces causes congestion and frustration. This will be addressed by **rationalising parking provision** into fewer car parks including new provision to the south of the town centre that is accessible from the highway network and includes improved and direct pedestrian links to the town centre. A review of short and long stay parking will also be undertaken.”*

Neighbourhood Plans

2.11. A neighbourhood plan gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. A number of made neighbourhood plans across Central Lincolnshire recognise the impact that inappropriate parking provision can have on an area, and have incorporated some form of

parking standards into their policies, along with examples of good and bad parking provision from relatively recent developments.

3. Context and Evidence

- 3.1. Central Lincolnshire, as a predominantly rural area, has a higher than average reliance on the private car. This means that residential development, in particular, faces pressure in respect of car parking and the impact on highway safety. An over-provision of car parking can lead to unattractive, car dominated environments that are unsafe for non-car users, whilst an under-provision can lead to unsuitable or unsafe on-street parking.
- 3.2. All development, not just residential development, should carefully assess its parking needs taking into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; the existing available car parking provision close to the development site and an overall need to reduce the use of high-emission vehicles, as stated in the NPPF.
- 3.3. Observational evidence, as set out in the Parking standards Background Paper, has identified that there are a number of locations where poor parking provision has been identified resulting in a high level of on street parking and a resulting impact upon highway safety.

4. Issues and Options Consultation

- 4.1. The Issues and Options consultation sought respondents' views on proposals for the provision of minimum parking standards within the new Local Plan.
- 4.2. Question 25 asked "Do you agree that minimum parking standards are needed in Central Lincolnshire? Please provide any further comments you may have, such as in relation to what the standards should be or where they should apply to." There were 96 responses to this question, 82 supported the proposal, and 14 disagreed. The additional comments made are set out below:
 - 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.

5. Regulation 18 Consultation

- 5.1. A Consultation Draft of the Local Plan was published for consultation between 30 June and 24 August 2021. During this eight week consultation comments were received on the plan, the policies within the plan, and supporting information and evidence.
- 5.2. A number of comments were made on this policy. These comments have been summarised as follows:
- Various comments broadly supporting elements of the policy

- The evidence behind the policy is lacking / weak particularly in relation to EVCPs.
- Concern that the policy as written would add a further cost burden on developers, which could make development unviable.
- The policy is too vague / unclear
- Various comments relating to specific elements of the parking standards themselves.

5.3. It is not considered necessary to make any changes to this policy in light of the comments received. It is considered that the policy is clearly drafted and would not unduly increase the cost of development.

5.4. Following comments made during the consultation specifically relating to elements of the standards set out at Appendix 2 the proposed standards for older people's dwellings have been reviewed. The Residential Parking Standards Evidence Paper has been updated to reflect the Regulation 18 Consultation, the comments made and the review of the older people's dwellings element of the proposed standards.

6. Proposed Approach in Draft Local Plan

6.1. The Draft Local Plan contains a new, specific policy that addresses parking provision in new development, supported by residential parking standards that are set out at Appendix 2 of the plan.

6.2. The policy sets out the approach to parking provision for new residential development on a geographical basis, and the wider, but directly linked considerations that need to be demonstrated within any planning application or its supporting documentation, such as accessibility for all and encouragement of cycling into Lincoln city centre.

6.3. There is also a requirement for electric vehicle charging points in accordance with Policy NS18 and for cycle, powered two wheeler and disabled parking provision.

7. Reasonable Alternative Options

7.1. The following alternative options have been considered for this policy (option 1 being the preferred option within the Draft Local Plan)

7.2. Option 2: To continue as per the 2017 Local Plan, and not have a policy and rely on National policy. This option would be a continuation of the existing situation. This option did not perform well against the SA objectives, and does not provide the degree of certainty in approach to parking provision as the preferred option.

8. Conclusion

8.1. This Evidence Report demonstrates the rationale for the proposed policy as contained in the Proposed Submission Draft Central Lincolnshire Local Plan. This helps bring together relevant evidence that has informed this policy and how we have responded to comments received during the plan making process, as well as how the latest evidence and national guidance has been taken into account.