

Report subject	Bournemouth Christchurch Poole Parking Standards Supplementary Planning Document
Meeting date	9 September 2020
Status	Public Report
Executive summary	The draft Parking Standards Supplementary Planning Document (SPD) sets out a consolidated approach across BCP to supersede earlier legacy council Parking SPDs and establish new local parking standards for residential and non-residential development schemes. On adoption the SPD will be a material consideration which will apply when determining future planning applications. Cabinet is requested to endorse the current draft Parking Standards SPD and agree its release for a four-week consultation commencing 14 September 2020.
Recommendations	<p>It is RECOMMENDED that Cabinet:</p> <ul style="list-style-type: none"> (a) Approve the draft Parking Standards Supplementary Planning Document (SPD) for a four-week public consultation period from 14 September 2020. (b) Note the urgency to implement appropriate on-street parking controls to support the reduced car parking levels set out in the SPD. (c) Agree that any necessary minor amendments, including spelling or other changes where they do not alter the intent of the draft SPD are delegated to the Director for Growth & Infrastructure in liaison with the Portfolio Holder for Strategic Planning. (d) Note that post-consultation, a final SPD shall return to Cabinet on 16 December 2020, and subject to Member agreement for formal adoption by Council on 5 January 2021.
Reason for recommendations	To ensure the Council has a single, up-to-date and consistent framework for parking standards for new developments across the BCP area. Having an updated set of parking standards will ensure that the Council's approach to parking requirements assists with the delivery of viable development aligns with BCP Corporate Strategy objectives of contributing to carbon reduction and promotes modal shift to more sustainable travel to recognise the council's commitment to respond to the climate and ecological emergency.

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Wards	Council-wide
Classification	For decision

Background

1. In October 2019 BCP Cabinet approved a Strategic Car Parking Review (SCPR). The SCPR once completed, will form a new single strategy for the provision (availability), operation, pricing and enforcement for parking across the highway network including car parks. Also, any operational issues and level of charges in car parks is expected to be addressed via the SCPR. It is envisaged this strategy, if approved, would be closely linked to the draft BCP Council Parking Standards Supplementary Planning Document and support the emerging Local Plan to deliver the sustainable growth and provide viable, vibrant and sustainable communities well into the future.
2. The current BCP Council parking policy is set out in three legacy supplementary planning documents; Bournemouth has the Parking SPD (adopted 2014), Christchurch's approach is still contained within the former Dorset County Council parking standards guidance, and Poole operates the Parking and Highway Layout SPD (adopted 2011).
3. All three sets of standards were based on evidence of car ownership from the 2001 Census (and validated against 2011 census data). They are broadly consistent in their approaches establishing principles of having standards set lowest in town centres and gradually increasing outwards to reflect parking demands and generally less opportunities to travel on more sustainable travel modes.
4. The parking standards have been successful to date in terms of managing development within existing local plans and being reflective of recent parking demands and are (to date) regularly upheld at planning appeals when challenged.
5. Since the standards were adopted, BCP Council has now replaced the three legacy authorities and there is a need for harmonisation of the preceding authorities' planning documents. Further, there have been material changes in circumstances that require the

standards to be reviewed to ensure they are up-to-date and consistent with the Council's Corporate Strategy and other social, environmental and economic aims. These changes are summarised as follows:

- In April 2020, the councils previously serving Bournemouth, Christchurch and Poole were replaced by one new council, responsible for all local government services for the area. The creation of a single planning authority has necessitated the harmonisation of the preceding authorities parking standards for new developments.
- In July 2019, the Council declared its commitment to addressing a Climate and Ecological emergency. This was a fundamental shift in corporate direction to reflect the wider global movement towards taking quicker and more direct action to reduce carbon emissions, including the aim of making BCP Council carbon neutral by 2030 and the Bournemouth, Christchurch and Poole region carbon neutral ahead of the 2050 national target.

A key part of the response to this declaration will be to encourage reduced car travel journeys and promote more sustainable forms of travel (which is also supported by the Government's recent publication "Decarbonising Transport"). Limiting the amount of parking spaces in development in key areas will contribute to helping reduce car ownership and reduce journeys by car.

- Development viability – BCP Council has significant housing and other development pressures to meet the long-term needs of the area. BCP has a tightly compact urban area, meaning that it can be difficult to achieve a deliverable development that meets good design and amenity principles, provides affordable housing and other Local Plan policy criteria (where relevant) as well as providing the level of car parking provision set out in current legacy authorities' SPD requirements.

The development costs of providing parking can be substantial, particularly when having to provide basement arrangements that are often needed for flat developments in the urban area. Equally, it should be recognised that provision of parking spaces is a pre-requisite for some buyers and therefore whilst there might be scope to reduce the current standards in response to environmental factors the right balance between promoting modal shift and deliverability will need to be reached;

- Congestion – In addition to the effect car use has on air quality and its contribution to climate change impacts, BCP is experiencing worsening congestion across its road networks, particularly those that also are shared with the area's high frequency bus routes. The cost to the local economy of congestion is significant and therefore it is strategically important in terms economic growth for it to be addressed. Taking a progressive approach to reducing parking standards will help to achieve modal shift to other forms of travel and will therefore help reduce congestion and improve health and wellbeing.
- In July 2020, changes to government regulations regarding the Use Classes Order (1987 as amended) were made came into force on 1 September 2020. These changes intend to amend and simplify the system of use classes in England by introducing a new broad class to reflect changing retail and business models replacing a series of previous separate classes. Specifically, Shops (A1), financial/professional services (A2), cafés/restaurants (A3), indoor sports/fitness (D2

part), medical health facilities (D1 part), creche/nurseries (D1) and office/business uses (B1) are subsumed into a new single Use Class E.

A number of other changes have been introduced to restrict change of uses for other types of business or activities. There is added protection against the loss of learning, non-residential and community facilities, including museums public halls and local shops. These uses are now included in new Classes F1 and F2. Other potential bad neighbour town centre uses have been placed in the list of sui generis uses, with no permitted changes of use eg pubs/bars (A4), takeaways (A5), cinemas and live music venues. Updating parking requirements to reflect the amended use classes is an imperative.

6. The above are all compelling reasons to undertake a focused review of parking standards to assist with more sustainable transport solutions for the future. As a result, robust evidence has been gathered to provide clear justification for the proposed parking standards and guidance within the SPD. This has included national and local policy alignment, benchmarking with other cities, and best practice research.
7. When considering current best practice and reviewing reduced levels of car parking in other towns and cities, car parking restrictions such as Controlled Parking Zones (CPZs) or permit parking schemes would normally accompany reduced levels of on-site car parking (that is, parking levels below the current legacy benchmark figures), in order to prevent the potential for any overspill car parking demand being displaced on-street. Such displaced overspill car parking would generally have a detrimental impact on both highway safety and local amenity and would also represent poor design. With this in mind, it is recommended that appropriate parking restrictions which may include CPZs or permit parking schemes are implemented concurrently through the SCPR to support parking provision that this SPD proposes as the standards would be at a lower level than current legacy benchmark figures.
8. Traffic Regulation Orders (TROs) are the legal documents that restrict or prohibit the use of the highway network and provide the mechanism to enforce the appropriate parking restrictions. The supporting parking restrictions should be implemented prior to adoption of this proposed SPD to reduce potential negative impacts of reducing car parking requirements. Any appropriate parking restrictions which may include CPZs or permit parking schemes would need to be implemented under provisions of the Road Traffic Regulation Act and be subject to separate decision notices.
9. Supplementary Planning Documents support and provide detail to Local Plan policies. The SPD has been drafted to comply with the National Planning Policy Framework (NPPF) (2019) which states that the planning system should actively manage patterns of growth. Para 105 states that local parking standards to take into account a range of factors including the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and the need to ensure adequate provision of spaces for charging plug-in vehicles and other ultra-low emission vehicles.
10. In advance of the BCP Local Plan, the draft Parking Standards SPD will support existing legacy authority Local Plan transport policies. The alternative option, to do nothing until the BCP Local Plan is adopted, would not be advisable as developers require clarity and

detail from the Local Planning Authority to assist in setting out parking standards for new development schemes.

11. Based on the evidence assembled, it is considered that the approach contained in the draft Parking Standards SPD Consultation Document at Appendix 1 is the most appropriate and aligns with current government policy and guidance, best practice and corporate commitments to reduce carbon emissions.

Consultation

12. To assist with preparing the draft SPD a task and finish sub-group of the SCPR was formed comprising the key Portfolio Holders for Transportation and for Strategic Planning together with other councillors including cross-party representatives. The task and finish group was supported by officers from Growth & Infrastructure (Planning and Transportation).
13. Public consultation on the document would take place following Cabinet approval to do so. The consultation process will be in accordance with the legacy authorities adopted Statements of Community Involvement, under the provisions of the Planning and Compulsory Purchase Act 2004, and the revised procedures required by the Town and Country Planning (Local Planning) (England) Regulations 2012. The Regulations require a minimum of 4 weeks consultation on a draft SPD with the document amended to address issues raised by representations, before it can be adopted by the local planning authority.
14. The draft SPD and relevant supporting papers will be published on the council's website as well as promoted through corporate social media. The council will email specific organisations and everyone who has registered an interest in being contacted about local planning consultations. Feedback and comments received will be taken into consideration in formulating the final version of the document prior to returning to Cabinet for approval for formal adoption.
15. In line with governance guidance in response to Covid-19 there will be minor changes to consultation arrangements. Therefore, hard copies of draft SPD and supporting documents will not be placed in libraries and in council offices for the public to view. We will ensure methods of consultation are undertaken safely in line with social distancing guidance, unless this changes in the next few months.

The programme

16. The programme to harmonise the three legacy authorities Parking SPDs was approved by the task and finish cross party working group on 29 May 2020, to aim for adoption by Council in early January 2021. This is an ambitious timetable and the production of the draft SPD has placed considerable pressure on officers. The programme was initially impacted by Covid-19.
17. The timescales for each stage are set out below:
 - March to July 2020 – Evidence gathering and SPD preparation
 - 9th September 2020 – Cabinet approval for public consultation
 - September/October 2020 - 4 week statutory consultation

- October 2020 – review representations and update / finalise SPD
- 16th December 2020 – Cabinet approval to be sought for adoption
- 5th January 2021 - Full Council Adopt SPD

Options Appraisal

18. The draft SPD provides an opportunity to consolidate into one policy document the SPDs of the three previously authorities which no longer represent the approach BCP Council wishes to take. The draft SPD will replace these to reflect current evidence, new national policy, new corporate strategy commitments including obligations to contribute to addressing the impacts of climate change for social, economic and environmental benefits to ensure the planning system actively manages patterns of growth in the BCP area. Reducing congestion, carbon emissions, and improving air quality and public health are at the heart of these objectives and directly linked to the BCP Corporate Plan. There are no reasonable alternative options to consider in this case.

Summary of financial implications

19. The draft SPD production is funded from existing resources. Additionally, the costs from undertaking the public consultation of the draft Parking Standards SPD would be met from approved revenue budgets.
20. The precise implications on street would need to be determined as individual schemes are developed through the SCPR and future decision reports would be prepared to address this. The introduction of parking control schemes (CPZs or resident parking schemes) would be self-financing.

Summary of legal implications

21. A Supplementary Planning Document is not part of the statutory development plan but instead builds upon and provides guidance on the policies within an adopted local plan. As such an SPD constitutes a material consideration when determining planning applications.
22. To be valid an SPD must be made in accordance with the procedures set out in The Town and Country Planning (Local Planning) (England) Regulations (2012) (the LPR 2012) which includes the need to undertake a consultation in accordance with the Council's Statement of Community Involvement.
23. An SPD must not conflict with the adopted local plan and steps have been taken to review the draft to ensure that the requirements of Regulation 8(3) of the LPR 2012 have been met in this regard. This consideration will also form part of the process of reviewing the consultation responses, throughout October, as the SPD is finalised.
24. Any appropriate parking restrictions which may include CPZs or permit parking schemes identified to facilitate this SPD would need to be implemented under the provisions of the Road Traffic Regulation Act 1984 (RTA) as part of the SCPR. The RTA provides Local Authorities with the power to make TROs to control parking or otherwise limit use of the highway. In making such Orders, Local Authorities must follow the procedures set out in the Road Traffic Regulation Act 1984 and detailed in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations). A further

review would be undertaken during October if there are any amendments made at the consultation stage.

Summary of human resources implications

25. The ambitious programme to produce the SPD has had some implications for officers particularly due to remote working arrangements. If approved for public consultation, the engagement and consultation is integral to the work of the Growth and Infrastructure and will be managed by officers with no significant implication.
26. The creation of any appropriate parking restrictions which may include CPZs or permit parking schemes necessary to support the draft Parking Standards SPD would be resourced from existing budgets. It is noted that the consultation and design of CPZs involves significantly more officer time than most other minor traffic schemes and so should extensive CPZs be required additional resources may be required. Additional parking restrictions may also be created as a result of the SCPR's recommendations. This could potentially be funded from the Local Transport Plan Capital Programme.

Summary of sustainability impact

27. The principle of reducing parking standards to reduce car usage and encourage modal shift to other forms of travel, would have a direct positive impact on carbon and other emissions to air, land and water. A Habitats Regulations Assessment (HRA) and a Strategic Environmental Assessment (SEA) are not required for SPD production as the existing Local Plans have accompanying HRAs and SEAs. The SPD has nonetheless been screened.

Summary of public health implications

28. The principle of reducing parking standards to reduce car usage and encourage modal shift (including walking) would have a significant positive impact on air quality and health and wellbeing.

Summary of equality implications

29. All developers will have to comply with the new parking standards in the design of new schemes of development. It will be important that the new standards are justified with evidence to ensure a fair approach is taken by the council for all developer markets. An Equality Impact Assessment (EqIA) screening has been carried out to ensure that in bringing in this council wide SPD there are no identified impacts on protected characteristic groups in terms of ethnicity, religious belief or faith, gender, transgender, sexual orientation or social inequality.
30. The opportunity to enhance equity for all users has been taken to ensure the draft SPD reduces barriers to mobility. Enhancements to the cycle provision will benefit non-able users who rely on cycles for independent personal mobility. Enhancements to car parking standards for disabled drivers and passengers have been made to reduce barriers and support their everyday needs.

Summary of risk assessment

31. The draft SPD has been developed to reflect the priorities and objectives of the adopted Corporate Strategy, whilst in accordance with national and local planning policy. Should

the draft SPD not be adopted at a future date or is delayed then a key risk of not having a harmonised set of parking policies remains increasing the possibility of incorrect levels of parking being provided. Whilst the existing parking standards could continue to be used, resources will need to be made available to ensure the timetable is met otherwise the programme will be delayed. This will be mitigated by the Heads of Planning and Transportation nominating specific officers to the project as well as use of framework consultants.

32. A key risk will be the creation of overspill parking resulting from a reduction in the standard of on-site car parking provision. This risk will be addressed in the SCPR which will need to identify those measures needed and implemented through the Road Traffic Regulation Act to control on-street parking in support of the approach in the final adopted SPD. Additional mitigation is provided by the provision of cycle standards as part of the draft SPD to reduce reliance on private car use for new developments.
33. Another associated key risk is the approval process for a TRO. Presently Cabinet must give approval to advertise a TRO and if objections are received Cabinet approval is required to make and seal the order. This can take between 6 to 8 months from start to finish and the possibility remains that the TRO may not be made. In order to reduce the risk of unsuccessful TROs consideration of the delegation of powers to enable the Director for Growth and Infrastructure to advertise TROs could be considered by Cabinet to support the delivery of the necessary parking restrictions.

Background papers

None.

Appendices

Appendix 1: Draft Parking Standard SPD for Consultation
Appendix 2: Strategic Environmental Assessment Screening Statement
Appendix 3: Equalities Impact Assessment Screening