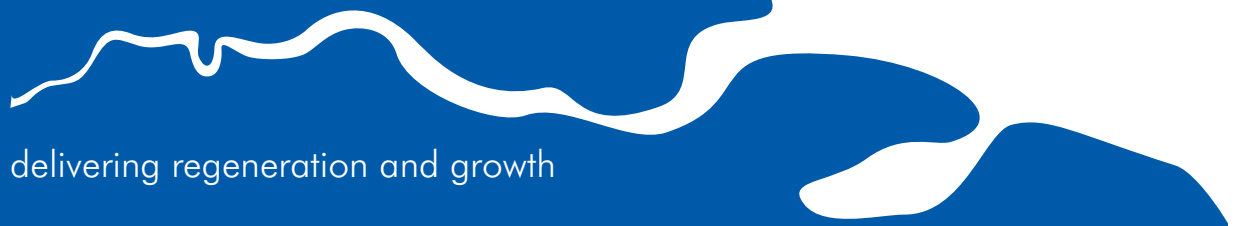


# parking review

## march 2011

southend on sea borough council  
local development framework



delivering regeneration and growth

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## Section 1: Introduction

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- 1.1 This report focuses on a review of the Essex Planning Officers' Association (EPOA) Vehicle Parking standards adopted by the Borough Council as Interim Planning Guidance in 2001 and the need to ensure that parking standards can be appropriately applied within the emerging Local Development Framework (LDF) context and support overall economic and transport policies.
- 1.2 The review includes reference to Government guidance on parking standards, standards used elsewhere in the sub-region and wider area, related transport and parking policy issues and initial recommendations on the future of standards in the Local Development Framework context. The review also considers existing and projected car ownership levels in Southend-on-Sea together with the parking comments made by stakeholders, businesses and the general public at various LDF consultations.
- 1.3 In carrying out this review, the views of the Council's development control officers on how the current standards were taken in the form of a workshop to ascertain their views of how developers regard the standards and whether they consider the standards to be fit for purpose.

## Section 2: National Planning Policy

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2.1 This section sets out the national planning policy context in respect to vehicle parking standards in new development.

### (i) PPS3 – Housing

2.2 Planning Policy Statement 3: Housing (PPS3) underpins the delivery of the Government's strategic housing policy objectives.

2.3 In respect to residential parking, paragraph 16 of PPS3 states that matters to consider when assessing design quality include the extent to which the proposed development takes a design-led approach to the provision of car-parking spaces. These spaces need to be well-integrated with a high quality public realm and ensure that they are pedestrian, cycle and vehicle friendly.

2.4 Paragraph 51 states that Local Planning Authorities should develop residential parking policies for their areas that take account of expected levels of car ownership, the importance of promoting good design and the need to use land efficiently.

### (ii) PPG13 – Transport (published March 2001 and amended January 2011)

2.5 Planning Policy Guidance 13 (PPG13) seeks to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.

2.6 On 3<sup>rd</sup> January 2011, the Government amended paragraphs 49 to 56 of PPG13, which relate to parking standards. These amendments remove reference to maximum parking standards that limit the number of parking spaces allowed in new residential developments. The amendments allow Councils and communities the freedom to set parking policies that are right for their areas.

2.7 The Government stated in their press release that maximum parking standards has resulted in *“our pavements and verges crammed with cars on kerbs endangering drivers, cyclists and pedestrians ... parking problems on new developments can cause knock-on effects to surrounding neighbourhoods. Spill-over creates street congestion that can cause blind spots for pedestrians, hinder emergency vehicles and lead to fly parking”*.

2.8 Set out below is paragraphs 49 to 56 of PPG13 with tracked-changes to highlights the amendments made on 3<sup>rd</sup> January 2011 and the change of emphasis from maximum standards to minimum.

### Parking

~~49. The availability of car parking has a major influence on the means of~~

~~transport people choose for their journeys. Some studies suggest that levels of parking can be more significant than levels of public transport provision in determining means of travel (particularly for the journey to work) even for locations very well served by public transport. Car parking also takes up a large amount of space in development, is costly to business and reduces densities. Reducing the amount of parking in new development (and in the expansion and change of use in existing development) is essential, as part of a package of planning and transport measures, to promote sustainable travel choices. At the same time, the amount of good quality cycle parking in developments should be increased to promote more cycle use.~~

~~50. A consistent approach on parking should be set out in the RTS to avoid wasteful competition between different locations based around the supply or cost of parking, to the detriment of sustainable development.~~  
49. Policies on parking should be coordinated with parking controls and charging set out in the local transport plan, and should complement planning policies on the location of development.

~~51.~~ 50. In developing and implementing policies on parking, local authorities should:

1. ensure that, as part of a package of planning and transport measures, levels of parking provided in association with development will promote sustainable transport choices;
2. not require developers to provide more spaces than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls;
3. encourage the shared use of parking, particularly in town centres and as part of major proposals: for example offices and leisure uses (such as cinemas) might share parking because the peak levels of use do not coincide, provided adequate attention is given at the design stage;
4. take care not to create perverse incentives for development to locate away from town centres, or threaten future levels of investment in town centres. While greater opportunities exist to reduce levels of parking for developments in locations with good access by non-car modes, local authorities should be cautious in prescribing different levels of parking between town centres and peripheral locations, unless they are confident that the town centre will remain a favoured location for developers. Advice in PPG6 makes clear that good quality secure parking is important to maintain the vitality and viability of town centres, and to enable retail and leisure uses to flourish;
5. require developers to provide designated parking spaces for disabled people in accordance with current good practice<sup>16</sup>

6. where appropriate, introduce on-street parking controls in areas adjacent to major travel generating development to minimise the potential displacement of parking where on-site parking is being limited;
7. require convenient safe and secure cycle parking in development at least at levels consistent with the cycle strategy in the local transport plan; and
8. consider appropriate provision for motorcycle parking.

### ~~Maximum~~ Parking Standards

~~52.~~ 51. Policies in development plans should set maximum levels of parking for broad classes of development. ~~Maximum~~ standards should be designed to be used as part of a package of measures to promote sustainable transport choices, reduce the land-take of development, enable schemes to fit into central urban sites, promote linked-trips and access to development for those without use of a car and to tackle congestion. ~~There should be no minimum standards for development, other than parking for disabled people.~~

~~53.~~ 52. There is a need for a consistent approach to maximum parking standards for a range of major developments, above the relevant thresholds. The levels set out in Annex D should be applied as a maximum throughout England, but RPBs and local planning authorities may adopt more rigorous standards, where appropriate, subject to the advice in this guidance. The maximum parking standards set out in annex D do not apply to small developments, that is, those below the relevant thresholds. Local authorities should use their discretion in setting the levels of parking appropriate for small developments so as to reflect local circumstances. By virtue of the thresholds, this locally based approach will cover most development in rural areas.

~~54.~~ 53. For individual developments, the standards in Annex D should apply as a maximum unless the applicant has demonstrated (where appropriate through a Transport Assessment) that a higher level of parking is needed. In such cases the applicant should show the measures they are taking (for instance in the design, location and implementation of the scheme) to minimise the need for parking.

~~55.~~ 54. It should not be assumed that where a proposal accords with the relevant maximum parking standard it is automatically acceptable in terms of achieving the objectives of this guidance. Applicants for development with significant transport implications should show (where appropriate in the Transport Assessment) the measures they are taking to minimise the need for parking.

~~56.~~ 55. A balance has to be struck between encouraging new investment in town centres by providing adequate levels of parking, and potentially increasing traffic congestion caused by too many cars. Where retail and leisure developments are located in a town centre, or on an edge of centre site as defined by PPG6, local planning authorities should consider allowing parking additional to the relevant maximum standards provided the local authority is satisfied that the parking facilities will genuinely serve the town centre as a whole and that agreement to this has been secured before planning permission has been granted. Local planning

authorities should ensure that the scale of parking is in keeping with the size of the centre and that the parking provision is consistent with the town centre parking strategy.

**(iii) Summary**

- 2.9 The national planning policy seeks to ensure that provision for car parking is design-led and well-integrated with surrounding the public realm and streetscene. In assessing the numbers of car parking spaces that should be provided within each new residential scheme, national planning policy states that consideration should be given to local car ownership levels. There is no longer a requirement to impose maximum parking standards within new residential developments. Maximum parking standards will remain for non-residential destination locations and uses.

# Section 3: Sub-Regional Planning Context

3.1 This section sets out the sub-regional policy context to vehicle parking standards.

**(i) EPOA Vehicle Parking Standards 2001**

3.2 The Essex Planning Officers Association (EPOA) Vehicle Parking Standards was published in 2001 which were adopted by the Borough Council as Interim Planning Guidance also in 2001 and continue to operate as vehicle parking standards for Southend-on-Sea.

3.3 These standards were published following the publication of PPG13, which sought a greater control of parking with the aim of restraining the growth in motor traffic and ownership and use of private cars. Local authorities were expected to promote sustainability through encouraging modal shift and the use of alternative forms of travel to the car, mainly public transport, walking and cycling. Maximum parking standards was seen as a tool that would contribute to reduced levels of traffic. PPG13 was amended in January 2011 to remove maximum parking standards for residential development as it was considered that this tool created too many further parking issues as cars often over-spilled on to the highway, causing obstruction and highway safety issues.

3.4 The following table highlights that the differences between the EPOA standards and the current PPG13 standards, as at 2011. For Class C3 residential dwelling use, the EPOA standards suggested that a provision of 1.5 spaces may be possible as a site average.

**Table 1: Comparison of the PPG13 and PPG3 maximum parking standards with the EPOA maximum parking standards**

	PPG13 Standards	EPOA Standards
<b>A1 – food retail</b>	1 space per 14m <sup>2</sup>	1 space per 14m <sup>2</sup> (absolute maximum)
<b>A1 – non food retail</b>	1 space per 20m <sup>2</sup>	1 space per 20m <sup>2</sup>
<b>B1 – business</b>	1 space per 30m <sup>2</sup>	1 space per 30m <sup>2</sup>
<b>D1 – higher and further education</b>	1 space per 2 staff + 1 space per 15 students	On merit but general guide: 1 space per 2 daytime staff + 1 per 15 students.
<b>C3 – housing dwellings</b>	n/a	An average of 1.5 over an estate. <b>Urban areas</b> with good access to public transport = 1 space per unit. Poor transport links = 2 spaces per unit. <b>Suburban areas</b> = 2 spaces per 3 bedroom property; 3 spaces per 4 bedroom property.



3.5 As can be seen in Table 2, the neighbouring County Councils in the Greater South East area used standards that were comparable with the EPOA standards, with the exception of the application of parking for residential dwellings. The EPOA 2001 standards were given for urban and suburban areas whereas the counties in the South East have set standards relating to the number of bedrooms.

**Table 2: Parking Standards for Counties in the South East of England**

	A1 – food retail	A1 – non food retail	B1 – business	D1 – higher and further education	C3 – housing dwellings
<b>Kent CC*</b>	<1000m <sup>2</sup> = 1:18m <sup>2</sup> or 1:500m <sup>2</sup> for goods vehicles  >1000m <sup>2</sup> = 1:18m <sup>2</sup> or 1:500m <sup>2</sup> for goods vehicles	1:25m <sup>2</sup> or 1:500m <sup>2</sup> for goods vehicles	<500m <sup>2</sup> = 1:20m <sup>2</sup>  500m <sup>2</sup> to 2,500m <sup>2</sup> = 1:25m <sup>2</sup>  >2,500m <sup>2</sup> = 1:30m <sup>2</sup>  High Tech/ Research/ Light industry = 1:35m <sup>2</sup>	1:2 staff + 1:15 students	1 bedroom = 1:1 dwelling 2 & 3 bedrooms = 2:1 dwelling mixed development of 1, 2 & 3 bedrooms = average of 1.5 across development 4 + bedrooms = 3:1 dwelling Sheltered accommodation = 1:1 resident warden + 1:2 units
<b>East Sussex CC</b>	1:15 m <sup>2</sup>	1:25-35m <sup>2</sup>	1:30-40m <sup>2</sup>	1:1 staff, 1:3 non-teaching staff + 1:15 students	Houses = 2.3:1 dwelling Flats = 1.3:1 flat, bed-sit etc. Reduced standards allowed for affordable and smaller houses.
<b>Hertfordshire CC</b>	1:15-18m <sup>2</sup>	1:25-40m <sup>2</sup>	1:30-35m <sup>2</sup>	None specified	Not specified
<b>Cambridgehire CC</b>	Disabled parking only inside CPZ. <1400 m <sup>2</sup> = 1:50m <sup>2</sup> >1400m <sup>2</sup> = 1:18m <sup>2</sup> , including disabled (outside CPZ).	Disabled parking only inside CPZ. 1:50m <sup>2</sup> , including disabled.	1:100m <sup>2</sup> + disabled inside CPZ. 1:40m <sup>2</sup> , including disabled outside CPZ.	1:4 staff inside CPZ + 2:3 staff outside CPZ.	Up to 2 bedrooms = 1:1 dwelling 3 or more bedrooms = 1:1 dwellings inside CPZ, 2:1 dwelling outside CPZ

\*The Kent vehicle parking standards were set out in Kent County Structure Plan which was not saved beyond 2009. There are no relevant parking standards for Kent. Policy T4 of the South East Plan provides the relevant policy context. This policy states that residential parking should reflect local circumstances.

## **(ii) EPOA Vehicle Parking Standards 2001 – Development Officers’ Views**

3.6 In 2005, ‘Transportation Planning (International)’ undertook a number of interviews with Southend-on-Sea Borough Council’s Development Control Officers’ to ascertain their views on the application of the parking standards. Whilst this research was not formally published, it did provide a useful qualitative take on the application of EPOA’s 2001 vehicle parking standards. The key comments received are summarised below:

- The difficulties faced by Officers are that Members sometimes do not agree that the maximum parking standards are appropriate in Southend-on-Sea.
- The 1.5 space standard for residential schemes is inappropriate as residents often have more than one car and then there is often pressure for parking from their visitors.
- The 1.5 space standard for residential schemes is inappropriate in areas where public transport facilities are poor.
- Some developers favour the lower standards as this allows the potential to increase densities at a site. Some developers however see car parking as an important selling point within a scheme.

3.7 In the autumn 2010, a workshop was held with Development Control Officers to gauge their views on the EPOA 2001 parking standards. The responses received were broadly similar to those given during the ‘Transportation Planning (International)’ interviews.

## **(iii) EPOA Parking Standards Design and Good Practice September 2009**

3.8 The EPOA 2001 parking standards, currently adopted by Southend-on-Sea Borough Council, were developed in line with PPG13, which sought to use parking restraint as a tool to reduce car usage. The publication of PPS3 in 2006 demonstrated that there was a need to review the standards to address a number of concerns being expressed about residential parking. A working group of County and District officers (which included Southend officers) was set up by the EPOA to review standards.

3.9 In considering new parking standards, the working group also considered the role of parking within place shaping and as a tool for promoting travel choice. Case studies were used to assess the impact of EPOA 2001 vehicle parking standards and their functional relationship to the development they serve. The evidence assembled was used to inform the EPOA Parking Standards Design and Good Practice 2009.

3.10 A fundamental change made from the 2001 parking standards is a move to minimum standards for trip origins (residential parking) and maximum standards for trip destinations (for example, commercial, leisure and retail parking), acknowledging the fact that limiting parking availability at trip origins does not necessarily discourage car ownership and can push vehicle parking onto the adjacent public highway, diminishing the streetscape and potentially obstructing

emergency and passenger transport vehicles. This approach is entirely consistent with current Government guidance in PPS3 in as much as residential parking should reflect the local circumstances of a development. PPG13, amended January 2011 places a greater emphasis on locally determined vehicle parking standards and a move away from maximum residential standards.

- 3.11 Essex County Council carried out a consultation on the 'Parking Standards: Design and Good Practice Guide' between 13<sup>th</sup> March and 24<sup>th</sup> April 2009. Southend-on-Sea Borough Council was consulted. The consultation included the preparation of a Strategic Environmental Assessment and was produced as Essex County Council Supplementary Guidance in partnership with the EPOA.
- 3.12 The importance of good design and materials is emphasised in the '**Parking Standards: Design and Good Practice Guide**'. It is stated that car parking areas are rarely attractive visually and should always be located in such positions that would encourage their use and have a positive impact on the streetscape. They should be designed with adequate lighting and other features, so that people feel comfortable using them, especially after dark.
- 3.13 It was also stated that parking should not be considered in isolation from other design considerations. It has to be considered along with other influences such as location, context of public realm and environmental considerations. The form and function of the parking can have a determining influence on the success of the development design concept.
- 3.14 The 'Parking Standards: Design and Good Practice Guide' standards allow for a reduction to the vehicle parking standard in the main urban areas. These areas are defined as those having frequent and extensive public transport and cycling and walking links, accessing education, healthcare, food shopping and employment.

### **Castle Point Borough Council**

- 3.15 Castle Point Borough Council formally consulted on the 'Parking Standards: Design and Good Practice Guide' between 22<sup>nd</sup> January and 5<sup>th</sup> March 2010 with the view of adopting this document as a supplementary planning document. This is document is scheduled to be adopted by the Council in 2011.

### **Rochford District Council**

- 3.16 Rochford District Council has endorsed 'Parking Standards: Design and Good Practice Guide' on their website.
- 3.17 Rochford District Council is currently progressing two Local Development Framework documents, the Core Strategy and Development Management DPD. The vehicle standards in 'Parking Standards: Design and Good Practice Guide' have been incorporated into the Core Strategy Submission document (consultation ended 2<sup>nd</sup> November 2009) and the Development Management Preferred Options.

- 3.18 Policy T8 in the Core Strategy Submission document states that the Council will apply minimum parking standards, including visitor parking, to residential development. The Council will be prepared to relax such standards for residential development within town centre locations and sites in close proximity to any of the District's train stations. It is also stated that maximum parking standards will continue to be applied to for trip destinations.
- 3.19 Policy DM25 of the 'Development Management Preferred Options' document states that the Council will adopt Essex County Council's 'Parking Standards: Design and Good Practice (2009)', which applies minimum parking standards for residential development (although this may be relaxed in residential areas near town centres and train stations), and appropriate maximum parking standard for trip destinations.

### **Basildon Borough Council**

- 3.20 Basildon Borough Council are actively using the 'Parking Standards: Design and Good Practice Guide' as guidance in determining planning applications.

### **Summary**

- 3.21 Existing Southend-on-Sea vehicle parking standards are based on the former national standards set in PPG13. These standards has the detrimental affect of pushing vehicle parking onto the adjacent public highway, diminishing the streetscape and potentially obstructing emergency and passenger transport vehicles.
- 3.22 Southend-on-Sea's Planning Officers felt that from their experience the standards did not reflect the realities of car ownership and the need for visitor parking.
- 3.23 Neighbouring county councils in the Greater South East apply residential parking standards based on number of bedrooms.
- 3.24 The EPOA vehicle parking standards were reviewed and the revised standards were published in 2009. The new standards reflect the requirements of PPS3 in respect to design and also removes the maximum vehicle parking standard in residential developments. The new standards assesses parking spaces based on number of bedrooms. Castle Point Borough Council and Rochford District Council's have demonstrated a commitment to adopting these standards through their LDF documents.

## Section 4: Southend-on-Sea Local Development Framework

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4.1 This section considers the comments received during the Council's LDF consultations that relate specifically to parking matters.

### (i) Development Management Issues and Options Consultation (2010)

4.2 The Development Management 'Issues and Options' consultation on possible development policies took place between June 21<sup>st</sup> June 2010 and 9<sup>th</sup> August 2010. The purpose of the Issues and Options consultation stage was to explore how detailed development management policies could guide development in a sustainable manner. The Council wanted to gather the public and stakeholder's views about the general direction of proposed policy to meet Southend-on-Sea specific issues. The Borough Council put forward suggested options as part of the consultation alongside alternative options with the reasons why they had not been included. The process provided local people, businesses and stakeholders the opportunity to consider the options and suggest alternative options.

4.3 With regard to sustainable transport and vehicle parking policies the following comments were received:

- Support the full range of Sustainable Transport Management measures.
- Support the measures being proposed to encourage the promotion of modal shift from the private car to more sustainable means of transport through the promotion of travel planning.
- Car clubs and financial disincentives should be part of an acceptable solution.
- Vehicle Parking Standards consideration should be given to future residents.
- Standards need to reflect demand and also local circumstances.
- The policy should require applicants to be innovative about car parking and to promote reduction in parking by using incentives.
- Parking should not be an absolute figure and should be expressed as a maximum.
- Mobility management policies are not about reducing reliance on the car but reducing the attractiveness of the car.
- The parking standards being put forward will inevitably add to the parking stress in a number of locations especially those residential areas close to the town centre where proposed parking standards are lower.
- The attempt to discourage private vehicle use has failed and is now inappropriate. What we need to do is to encourage the use of more sustainable traffic movements.
- Need to provide adequate parking for residents so that congestion is eased.
- The vehicle parking standards need a complete revision to free up our roads for residents and visitors, we are a visitor town.
- The number of bedrooms in a private house must be relevant to parking needs.

- Support intention to distinguish between Southend Central AAP area and rest of Borough. May need to retain additional flexibility to respond to individual issues on major town centre sites and to take account of overall policy for town centre parking provision publicly available off-street and on-street spaces.
- Increased parking provision needed for food retail units within or on the edge of town centres.
- Car parks associated with food retail developments within or on the edge of town centres can also provide short-term car parking facilities for shoppers and visitors to the centre which can serve the town or City centre as a whole.
- Proposed standards exclude theatres – suggest 1 cycle stand per 40 seats - 1 parking vehicle space per 5 fixed seats.
- More parking facilities needed in town centre.

#### **(ii) Planning Obligations and Vehicle Parking Standards DPD: Regulation 26 (2007)**

4.4 The Planning Obligations and Vehicle Parking Standards DPD: Regulation 26 consultation was undertaken in 2007. With regard to Planning Obligations and Vehicle Parking Standards DPD: Regulation 26 consultation the following comments were received:

- Any restriction of car parking should be combined with measures to avoid further parking on adjacent streets and roads.
- Preferred option would be supported if applied with a certain level of flexibility, and on a site-by-site basis.
- Should allow slightly more parking above maximum standards to be provided in some cases.
- There is inherent incongruity of maximum parking standards in relation to vehicle ownership and vehicle use.
- The realities that setting maximum parking standards does not necessarily mean that people will own fewer cars and suggest that the parking standards should be higher.
- Parking standards should be applied flexibly having regard to the mix of units proposed, level of affordable housing, site characteristics and public transport accessibility.
- The provision of reliable, cheap, accessible, public transport every day and evening has proved to be beyond the ability of this Council. Without such facilities any proposal to reduce parking spaces will fail, and residents of Leigh-on-Sea and the rest of the borough will continue to call for more parking spaces to be provided for them to park their cars.
- Reducing parking provisions will result in increased residential densities to the detriment of the area.
- Latest government policy seems to be shifting away from the application of blanket restrictive parking standards, towards a more flexible approach taking greater account of local characteristics. If a lack of sufficient parking provision arises, the end result is often nearby approach roads being

clogged up with parked vehicles. Which apart from being unsightly and inconvenient can also pose access problems.

- The Council should not be using the tightening in car parking standards as an opportunity to make more general parking available. This should be used as an opportunity to implement a reduction in the general level of parking available and encouragement to use alternative modes of transport as part of a package of Travel Plan measures.
- The link between parking standards, Travel Plans and reducing the need to travel by car must be borne in mind with all of the developments.
- People are more likely to use the national rail network if they are able to leave their cars at the station, in a safe, secure environment, and continue their journeys by train.
- The aim should be to discourage vehicle useage.
- Any reductions in parking spaces numbers will encourage kerbside parking. Small parking space sizes will also have the effect of space being impractical.
- Lower provision is only acceptable in town centre with good public transport and dwellings 'aimed at' elderly, students or single. The 1.5 spd should be allowed to go to 2 spd for larger single dwellings. Areas with realistically good public transport, including access northwards, should be identified. The information should be easy to find and updated annually.
- The proposed provision will not work in practice. It will not always be possible for the Council to enforce car ownership levels and where people will park.
- Southend is a seaside town, has an 180 degree infrastructure, and is a peninsula, cut off to the South by the Thames Estuary, to the West by the North Sea and to the North by the Rivers Roach, Crouch and Blackwater. It is a long thin town, seven miles long and two miles wide. There are two main Roads and two railway lines. Much of the development of Southend was inter wars, speculative development on a grand scale, many narrow roads in a grid fashion, small front gardens now unable to adapt to the needs of the motor car without space for off street parking and garages. In many areas of the town the night time parking is well over 100%, parking is at a premium, and many residents have to park considerable distances from their homes. Much of the congestion in central Southend and in the shopping areas of Leigh and Westcliff is caused by traffic looking for somewhere to park, overloaded areas with a huge parking deficit, with lack of on street parking and insufficient car parks. The EPOA (2001) standards are not appropriate for Southend.
- Sufficient parking spaces should be allocated for all new flats, housing and conversions in those residential areas to at least maintain and not worsen the parking stressed status quo.
- The base maximum standard for car parking associated with new food retail development should reflect current government guidance set out in PPG13 (one space per 14sqm for developments of over 1,000sqm gross floorspace).

- Car parks associated with food retail developments in or on the edge of town centres can also provide short term car parking facilities for shoppers or visitors to the centre which can serve the centre as a whole.

## Summary

- 4.5 From the consultation responses, there was a general support for the suggested transport management policies set out in the consultation document, however there was a general concern regarding the adequacy of the vehicle parking standards put forward. It was generally considered that more residential parking is needed to ease congestion and obstruction within the street and support for general maximum standards for other uses. A number of respondents also noted that the vehicle parking standards should be assessed by the number of bedrooms of a proposed dwelling.



## Section 5: Car Ownership in Southend-on-Sea

5.1 In line with PPS3, this section sets out a quantitative analysis that assesses existing car ownership levels in Southend-on-Sea based on existing data provided by the Office of National Statistics and compares this with projected household growth in the borough.

### (i) Car Ownership Levels in Southend-on-Sea

5.2 The existing car ownership levels in Southend-on-Sea are recorded within the Census 2001. Whilst this information is almost 10-years old, it does contain the most reliable data until the Census 2011 is released. The analysis provides a broad assessment of car ownership trends by ward but does not consider the car ownership by house size. The following analysis therefore provides an indicative assessment of car ownership trends in Southend-on-Sea.

**Table 3: Car Ownership Levels in Southend-on-Sea**

	All Households	Households with no cars or vans	Households with one car or van	Households with two cars or vans	Households with three cars or vans	Households with four or more cars or vans	All cars or vans in the area	Own at least 2 cars	Number of cars per household
	Total	%	%	%	%	%	Total	%	%
Victoria	4511	47.55	39.92	10.75	1.42	0.35	3028	12.52	0.67
Milton	4616	41.07	45	11.35	1.99	0.58	3524	13.92	0.76
Kursaal	4215	44.58	41.21	11.22	2.25	0.74	3113	14.21	0.74
Westborough	4327	30.76	49.9	16.48	2.29	0.58	4010	19.35	0.93
Leigh	4460	27.06	51.61	17.67	2.98	0.67	4410	21.32	0.99
St. Luke's	4483	30.23	47.71	18.25	2.94	0.87	4346	22.06	0.97
Chalkwell	4065	29.03	45.73	19.88	4.28	1.08	4184	25.24	1.03
Shoeburyness	4286	25.94	46.83	22.45	3.55	1.24	4619	27.24	1.08
Blenheim Park	4195	26.87	45.7	21.95	3.96	1.53	4537	27.44	1.08
Belfairs	4108	24.85	45.81	23.69	4.14	1.51	4621	29.34	1.12
Prittlewell	4147	26.6	43.77	23.56	4.7	1.37	4614	29.63	1.11
Southchurch	3954	26.05	43.85	23.77	4.98	1.34	4433	30.09	1.12
St Laurence	4243	23.78	45.89	24.53	4.55	1.25	4847	30.33	1.14
West Shoebury	3893	21.89	43.05	27.49	5.96	1.62	4789	35.07	1.23
West Leigh	3709	18.06	46.64	28.31	5.8	1.19	4667	35.3	1.26
Thorpe	3825	18.51	46.14	27.56	5.86	1.93	4868	35.35	1.27
Eastwood Park	3941	17.13	44.63	30.12	6.09	2.03	5201	38.24	1.32
Southend-on-Sea	70978	28.6	45.52	20.83	3.91	1.15	73811	25.89	1.04

ONS – Census 2001

5.3 It is clear from the evidence in Table 3 that there is a varying trend of car ownership across the borough, with significantly higher levels of car ownership in the suburban areas and lower levels of car ownership in the central wards.

- 5.4 Of the 17 wards in the Borough, 11 exceeded one car per household. Notably the three wards that form part of the Southend Central AAP area, Victoria, Milton and Kursaal, have the lowest levels of car ownership in the borough with the number of households without a car exceeding 40% of all households.
- 5.5 In 11 of the 17 wards, a quarter of all households own at least two cars. In West Shoebury, West Leigh, Thorpe and Eastwood Park, the proportion of households that have two or more cars exceeds a third.
- 5.6 It is clear from this information that the car ownership trends for Southend-on-Sea are:
- The central areas have a lower level of car ownership compared to the rest of the Borough;
  - A quarter of all households in the Borough have two or more cars;
  - A third of households in four suburban wards have two or more cars.

## **(ii) Projected Household Growth**

- 5.7 It is important to consider projected household growth to consider the implications of this growth upon future car ownership in the borough.
- 5.8 The following analysis takes account of the: population projections published the ONS; the household projections published by the CLG; and the household and population projections published as part of the Chelmer Model for the East of England Regional Assembly.
- 5.9 The ONS published its mid-2006 based sub-national population projections in June 2008. These are trend based, that is they show the changes to the population that would occur if recent demographic trends continue. These figures suggest that Southend-on-Sea's population will increase by 12.1%, or 10,500 people between 2001 and 2021.
- 5.10 The CLG published its 2006-based household projections in March 2009. As with the ONS population projections, they are trend based, showing the changes that would occur if recent trends continue. In contrast to the population projections, these figures suggest that the number of households will grow by 25.4% between 2001 and 2021.
- 5.11 The Chelmer Model 'standard' run projects the population forward to 2031 based on a continuation of short-term migration trends and converts it to households and dwellings. The ONS projections are broadly comparable to the Chelmer Model 'standard' run projectections.
- 5.12 The Chelmer Model 'zero-net migration' run assumes a balance between the number of in-migrants and out-migrants and provides an indication of the level of growth that the region would need to accommodate if no migration occurs. The

Chelmer Model 'zero-net migration' run suggests that the population will increase by 5,900 and the amount of dwellings will increase by 11,600.

5.13 These assumptions do not take account of adopted policy and are indicative of trends.

**Table 4: Southend-on-Sea Population and Household Projections (2001 – 2021)**

	2001-estimate	2006-estimate	Mid-2021	Mid-2031	% increase 2001 – 2021
ONS 2006-based population projections	160.4	159.9	170.9	179.9	12.1
CLG 2006-based household projections	71	72	82	89	25.4
Chelmer Model – Standard Run (population projections)	160.2	160.3	165.1	167.3	4.4
Chelmer Model – Standard Run (household projections)	70.9	72.7	79	86.6	22.1
Chelmer Model – Population: Zero Migration	160.2	160.3	164.4	166.1	3.7
Chelmer Model – Dwellings: Zero Migration	73.8	75.6	81.9	85.4	15.7

Source: ONS, CLG and East of England Assembly

5.14 Assuming that the level of car ownership by household remains stable at 2001 levels, there is likely to be an increase of between 8,400 and 11,500 cars in Southend-on-Sea.

**Table 5: Indicative Car Ownership Levels in Southend-on-Sea (2001 – 2021)**

	2001 No. Cars	2021 household	2021 Total No. Cars	2001 – 2021 increase in cars
ONS 2001	73,800	-	-	-
CLG 2006-based household projections	-	82,000	85,300	11,500
Chelmer Model – Standard Run (household projections)	-	79,000	82,200	8,400
Chelmer Model – Dwellings: Zero Migration	-	81,900	85,200	11,400

Source: ONS, CLG and East of England Assembly

Note: this is indicative exercise to demonstrate the increase in car numbers at origin based on existing trends.

5.15 The assessment is simplistic in its assumptions and has been designed to illustrate the potential increase in car numbers in Southend-on-Sea between 2001 and 2021. The figures presented are therefore not definitive but indicative.

5.16 Given the potential increase in the number of cars in Southend-on-Sea it is important that the car parking strategy / standards is not overly restrictive. The increase in car numbers should not be accommodated by on-street parking to the detriment of the wider area and borough and should be provided on-site.

**(iii) Southend-on-Sea Borough Council – Local Transport Plan 3 Evidence Base – June 2010**

5.17 Southend-on-sea Borough Council is currently drafting its third Local Transport Plan (LTP3). **The Issues and Options consultation period took place between 16<sup>th</sup> December 2010 and 28<sup>th</sup> January 2011.**

5.18 The third Local Transport Plan contains a transport strategy (policies) and an implementation plan for the local area that supports other relevant plans, development documents and community and corporate priorities.

5.19 The evidence base document that supports LTP3 highlights that the reasons for high car usage are not clear, but suggests that it could be down to the provision of parking spaces at key employment sites in Southend, or poor availability of public transport to these sites.

5.20 This evidence base document also notes that on-street parking is at 90% as an average, which indicates that there are several areas across the Borough where on-street parking is at capacity.

**(iv) Summary**

5.21 Through the research undertaken in this section a number of conclusions have been drawn:

- 25% of all households have two or more vehicles (2001 census);
- The number of households in Southend-on-Sea are projected to increase by 2021 which will create more pressure for parking spaces within the borough. There is a need to ensure that sufficient car parking is supplied within new developments to ensure that the level of on-street car parking does not increase;
- High levels of on-street parking are unlikely to be able to absorb parking demands from projected household growth.

## Section 6: Conclusions

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6.1 From this review of the level and operation of parking standards in the Council's area it can be concluded that:

- In accordance with Government guidance, a collaborative approach should be taken with neighbouring sub-regional authorities;
- A local approach to residential parking standards is required;
- Feedback from local development control practitioners suggests that there can be difficulties in pursuing a maximum standard through the planning process, especially for residential developments;
- Maximum parking standards for new residential schemes is not considered appropriate within Southend-on-Sea;
- The use maximum standards has resulted in the increased on-street parking that has added to congestion and obstruction of the street. Vehicle parking restrictions should be considered at destination and not origin. There is no evidence locally that providing a reduced number of car parking spaces at a travel origin discourages people from owning a car;
- Residential parking standards should be considered by the number of bedrooms;
- There would appear to be a need to adopt tighter parking standards in central parts of the borough;
- The maximum standards for the principal non-residential land uses are at the least restrictive end of the range set out in Government guidance.

6.2 The most significant conclusion is that people own more cars than there are spaces for within residential developments. Government advice set out in the original PPG13 sought to reduce car travel through reducing availability of parking at origin and destination has not worked at origins, therefore vehicle parking standards need to be increased, along with sustainable transport measures. The amendments to PPG13 reflect the need to make these changes. By changing the origin car parking standard from a maximum to a minimum it is intended that appropriate parking facilities will be provided.