



**Addendum to the 2011 Parking Review**

**December 2013**



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## Introduction

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- 1.1 The Parking Review was originally published by the Council in March 2011 to support the Proposed Submission consultation of the Development Management DPD. This has been reviewed and updated to reflect the current local and national planning policy context, following the introduction of the National Planning Policy Framework (NPPF), and to take account of data published within the 2011 Census, to support the publication of the Revised Proposed Submission Version of the Development Management DPD.

### National Planning Policy

- 2.1 This section sets out the national planning policy context in respect to vehicle parking standards in new development.
- 2.2 The National Planning Policy Framework (NPPF) came into force in March 2012 and replaced a wealth of existing national planning policy statements and planning policy guidance documents. The previous iteration of this report focused on the requirements for parking standards as set out within PPS3 – Housing, and PPG13 – Transport. The NPPF supersedes these documents, setting out the following approach to parking standards:

#### NPPF

- 2.3 The NPPF sets out the Government’s planning policies for England and how these are expected to be applied. At its core is the achievement of sustainable development through the planning system.
- 2.4 Section 4: Promoting Sustainable Transport provides the transport policy approach, making it clear that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. The transport system, the NPPF contends, needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel.
- 2.5 Encouragement should also be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing local plans, the NPPF is clear that local planning authorities should support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.
- 2.6 Plans should ensure development that generates significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (paragraph 34).

- 2.7 Furthermore, plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Developments should therefore be located where practical to accommodate the efficient delivery of goods and supplies; give priority to pedestrian and cycle movements and have access to high quality public transport facilities; create safe and secure layouts; incorporate facilities for charging plug-in and other ultra-low emission vehicles; and consider the needs of people with disabilities by all modes of transport (paragraph 35).
- 2.8 Paragraph 39 of the NPPF states that, if setting local parking standards for residential and non-residential development, local planning authorities should take 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; and
  - An overall need to reduce the use of high-emission vehicles
- 2.9 Local Authorities should also, as set out within paragraph 40, seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.

### **Summary**

- 2.10 The NPPF seeks to ensure that provision for car parking is set locally, based on an understanding of local car ownership levels, the accessibility, type, mix and use of development, the availability of and opportunities for public transport, with an overall focus on the need to reduce the use of high-emission vehicles. There is no longer a national requirement to impose maximum parking standards within new residential developments. Maximum parking standards will remain for non-residential destination locations and uses. Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure.

### **Sub-Regional Context**

- 3.1 This section provides an overview of the Essex Planning Officer's Association (EPOA) Parking Standards 2009, which have been used to inform the approach proposed within Policy DM15 of the Revised Proposed Submission Version of the Development Management DPD, before providing an appraisal of the current local planning context for neighbouring authorities, and others within the Sub-Region.
- 3.2 The EPOA Vehicle Parking Standards were originally published in 2001 and subsequently, also in that year, adopted by the Borough Council as Interim Planning Guidance and continue to operate as vehicle parking standards

for Southend today. The 2001 EPOA Parking Standards will however be superseded following the adoption of the Development Management DPD, which includes Policy DM15: Sustainable Transport Management, that take account of the EPOA 2009 Parking Standards.

### **EPOA Parking Standards Design and Good Practice September 2009**

- 3.3 The EPOA 2001 Parking Standards, currently adopted by Southend 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.
- 3.4 In considering new parking standards, the working group also addressed 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.
- 3.5 A fundamental change made from the 2001 EPOA 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 consistent with current Government guidance in the NPPF in as much as residential parking should reflect local circumstances, and recognising that there is no longer a requirement to set maximum standards for residential development for this reason.
- 3.6 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 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.
- 3.7 The importance of good design and materials is emphasised in the EPOA 'Parking Standards: Design and Good Practice Guide'. It is stated within this document 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.

- 3.8 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.
- 3.9 The 'Parking Standards: Design and Good Practice Guide' allow for a reduction to vehicle parking standards in what are described as 'main urban areas'. These areas are defined as those having frequent and extensive public transport and cycling and walking links, access to education, healthcare, food shopping and employment.
- 3.10 It is proposed that following the adoption of Southend's Development Management DPD, the 2009 EPOA Parking Standards will form the basis of parking standards in Southend. This will include appropriate standards for residential development in Southend's Central Area and minimum standards for residential development in the rest of the Borough. Parking standards for the Central Area have been varied from the 2009 standards as appropriate in recognition of the need to reduce congestion, encourage and facilitate the use of sustainable modes and public transport for travel, and to rationalise off-street parking in the town centre. Maximum standards will be set for non-residential uses.
- 3.11 The following section provides an account of the approach to setting vehicle parking standards adopted by other local planning authorities in Thames Gateway South Essex sub-region.

#### *Castle Point Borough Council*

- 3.12 Castle Point Borough Council formally adopted the Essex Vehicle Parking Standards 2009 SPD on 1<sup>st</sup> June 2010, superseding that set out in Appendix 4 of its Adopted Local Plan (1998).
- 3.13 Policy T8: Parking Provision of the Draft New Local Plan (2014) highlights that development proposals will be expected to make provision for parking in accordance with current adopted Essex Vehicle Parking Standards.

#### *Rochford District Council*

- 3.14 Rochford District Council adopted the 'Parking Standards: Design and Good Practice Guide' December 2010 (based on the 2009 EPOA Parking Standards Design and Good Practice), superseding the Council's previous guidance document, SPD5 Vehicle Parking Standards.



- 3.15 Rochford District Council adopted its Core Strategy on 13 December 2011, and is currently progressing its Development Management DPD, submitted to Government on 13<sup>th</sup> December 2013. The vehicle standards in 'Parking Standards: Design and Good Practice Guide' have been incorporated into the adopted Core Strategy and the submission version of the Development Management DPD.
- 3.16 Policy T8 in the adopted Rochford Core Strategy 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, however the Council will still require such development to include adequate parking provision. Developers will be required to demonstrate that adequate provision for the parking, turning, loading and unloading of service vehicles has been provided.
- 3.17 Policy DM30 of the Rochford 'Development Management DPD submission document states that the parking standards contained within 'Parking Standards Design and Good Practice Supplementary Planning Document (Adopted December 2010), or successor document, will be applied to all new developments. This document 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*

- 3.18 Basildon Borough Council are actively using the 'Parking Standards: Design and Good Practice Guide' 2009 as guidance in determining planning applications.

**Summary**

- 3.19 Southend Borough Council's existing vehicle parking standards are based on the former national standards set in PPG13, as set out within the EPOA Vehicle Parking Standards 2001. These standards can, in some cases, have the detrimental impact of pushing vehicle parking onto the adjacent public highway, diminishing the streetscape and potentially obstructing emergency and passenger transport vehicles.
- 3.20 The EPOA vehicle parking standards were reviewed and the revised standards were published in 2009. The new standards remove the maximum vehicle parking standards for trip origins (residential developments), set maximum standards for trip destinations (such as leisure, employment, retail), and recognises that main urban areas have frequent

and extensive public transport, cycling and walking links, as well as access to education, healthcare, food shopping and employment and can therefore accommodate a reduction in vehicle parking standards.

- 3.21 The new standards assess parking spaces based on number of bedrooms. Castle Point Borough Council and Rochford District Council have adopted these standards through their LDF documents.

### **Local Context**

- 4.1 The 2011 Parking Review for Southend provided an overview of the responses received during the 2010 Issues and Options consultation on the Development Management DPD. In summary, this consultation identified: a general level of support for the full range of sustainable transport management measures proposed that promote the modal shift from private car to more sustainable modes of transport; highlighted a support for parking standards to be based on number of bedrooms; and supported the intention to distinguish between Southend Central Area and the rest of the Borough.
- 4.2 The 2011 Parking Review was published as evidence for the 2011 Proposed Submission Consultation of the Development Management DPD, and the following section of this addendum to the 2011 Parking Review considers the responses received during this consultation as well as providing an over view the evidence base to the LTP, which provides some relevant context:

#### **Development Management Proposed Submission Consultation (2011)**

- 4.3 The Development Management Proposed Submission consultation on development management policies took place between 18<sup>th</sup> March and 29<sup>th</sup> April 2011. The purpose of the proposed submission consultation stage was to seek views on the soundness of the document, following the earlier Issues and Options consultation.
- 4.4 With regard to sustainable transport and vehicle parking policies the following comments were received in response to the Proposed Submission Consultation on the Development Management DPD:
- Create a closer link between the Development Management DPD and the Local Transport Plan through more meaningful cross-references to achieve necessary improvements to the strategic transport network.
  - Referencing the Council's intentions regarding CIL to ensure all future development provides for improvements to the strategic transport network.

## Car Ownership in Southend

- 5.1 Existing car ownership levels in Southend are recorded within the 2011 Census, as set out within **Table 3** below. Comparatively, Census data from 2001 is provided within **Table 4**, again setting out car ownership levels within the Borough, with **Table 5** providing a broad comparison of number of cars per household in Southend compared to other local authorities in the TGSE sub-region. The Census data 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 only.
- 5.2 In line with the NPPF, this section sets out a quantitative analysis that assesses existing car ownership levels in Southend based on existing data from the 2011 Census, provided by the Office of National Statistics.

**Table 3: Car Ownership Levels in Southend (2011 Census)**

	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 vehicles per household
	Total	%	%	%	%	%	Total	%	%
Belfairs	4173	20.9	44.7	27.0	5.5	1.9	5160	34.4	1.24
Blenheim Park	4279	23.3	44.3	25.6	5.4	1.4	5052	32.4	1.18
Chalkwell	4369	27.1	45.8	21.3	4.3	1.4	4704	27.0	1.08
Eastwood Park	3982	15.4	43.3	31.0	7.6	2.7	5564	41.3	1.40
Kursaal	5087	44.7	41.2	12.1	1.6	0.4	3651	14.1	0.72
Leigh	4608	22.2	52.6	21.0	3.3	0.9	4991	25.2	1.08
Milton	5199	44.6	42.1	11.4	1.5	0.4	3689	13.3	0.71
Prittlewell	4208	24.3	44.0	24.3	5.6	1.8	4941	31.7	1.17
Shoeburyness	4782	25.0	45.9	22.6	5.1	1.2	5358	28.9	1.12
Southchurch	4065	25.5	42.1	25.1	5.7	1.5	4733	32.3	1.16
St Laurence	4205	21.0	44.5	26.8	5.7	2.0	5231	34.5	1.24
St Luke's	4646	27.2	46.7	21.2	3.9	1.0	4897	26.1	1.05
Thorpe	3921	15.7	45.1	29.0	7.4	2.8	5405	39.2	1.38
Victoria	4965	48.6	38.7	10.2	1.8	0.7	3367	12.7	0.68
West Leigh	3840	13.4	46.4	32.1	5.9	2.1	5276	40.1	1.37
West Shoebury	3963	21.1	41.1	28.7	7.2	1.8	5093	37.7	1.29
Westborough	4386	29.7	49.5	17.2	2.7	0.8	4192	20.7	0.96
Southend-on-Sea	74678	26.5	44.6	22.7	4.7	1.46	81304	28.9	1.09

Source: ONS - Census 2011

**Table 4: Car Ownership Levels in Southend (2001 Census)**

	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 vehicles per household
	Total	%	%	%	%	%	Total	%	%
Belfairs	4108	24.85	45.81	23.69	4.14	1.51	4621	29.34	1.12
Blenheim Park	4195	26.87	45.7	21.95	3.96	1.53	4537	27.44	1.08
Chalkwell	4065	29.03	45.73	19.88	4.28	1.08	4184	25.24	1.03
Eastwood Park	3941	17.13	44.63	30.12	6.09	2.03	5201	38.24	1.32
Kursaal	4215	44.58	41.21	11.22	2.25	0.74	3113	14.21	0.74
Leigh	4460	27.06	51.61	17.67	2.98	0.67	4410	21.32	0.99
Milton	4616	41.07	45	11.35	1.99	0.58	3524	13.92	0.76
Prittlewell	4147	26.6	43.77	23.56	4.7	1.37	4614	29.63	1.11
Shoeburyness	4286	25.94	46.83	22.45	3.55	1.24	4619	27.24	1.08
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
St. Luke's	4483	30.23	47.71	18.25	2.94	0.87	4346	22.06	0.97
Thorpe	3825	18.51	46.14	27.56	5.86	1.93	4868	35.35	1.27
Victoria	4511	47.55	39.92	10.75	1.42	0.35	3028	12.52	0.67
West Leigh	3709	18.06	46.64	28.31	5.8	1.19	4667	35.3	1.26
West Shoebury	3893	21.89	43.05	27.49	5.96	1.62	4789	35.07	1.23
Westborough	4327	30.76	49.9	16.48	2.29	0.58	4010	19.35	0.93
Southend-on-Sea	70978	28.6	45.52	20.83	3.91	1.15	73811	25.89	1.04

Source: ONS – Census 2001

**Table 5: Comparison of Car Ownership Levels in TGSE Authorities (2011 Census)**

Local Authority	All households	All Vehicles	Number of vehicles per Household (%)
Southend-on-Sea UA	74678	81304	1.09
Basildon	72746	90052	1.24
Thurrock UA	62353	79764	1.28
Castle Point	36440	51466	1.41
Rochford	33564	49470	1.47

Source: ONS – Census 2011

5.3 It is clear from the evidence in **Table 3** that there is a varying degree of car ownership across the Borough, with significantly higher levels of car ownership in the more suburban areas, such as Eastwood Park, West Leigh and Thorpe wards, and lower levels of car ownership in the central areas, such as Milton, Victoria and Kursaal wards. The data presented within **Table 4** based on the 2001 Census highlights that these trends have been consistent over the past decade.

- 5.4 Of the 17 wards in the Borough, the data presented in **Table 3** highlights that 13 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. The 2001 Census data (**Table 4**) is consistent with this analysis.
- 5.5 In 13 of the 17 wards, **Table 3** outlines that a quarter of all households own at least two cars. In West Shoebury, West Leigh, Thorpe and Eastwood Park, Belfairs, and St Laurence the proportion of households that have two or more cars exceeds a third.
- 5.6 When comparing Southend to other TGSE local authorities in terms of car ownership per household, the 2011 Census data presented within **Table 5** shows a slightly lower number of vehicles per household in Southend, particularly Rochford and Castle Point, although this could be reflective of Southend's dense, urban nature and good public transport links and opportunities for walking and cycling.
- 5.7 An analysis of the 2011 Census data (**Table 3 and Table 5**) and 2001 Census data (**Table 4**) indicates the following trends over the past 10 years:
- The number of households in the Borough has increased by 3,700 from 70,978 in 2001 to 74,678 in 2011;
  - The number of cars and vans in Southend has increased from 73,811 in 2001 to 81,304 in 2011, an increase of 7,496 vehicles;
  - The number of cars and vans per household has seen a nominal increase between 2001 and 2011 from 1.04% to 1.09%;
  - Southend has a lower proportion of vehicles per household when compared to other authorities within TGSE (**Table 5**), which may reflect the fact that Southend is a tightly drawn urban area with a relatively high population density. Basildon and Thurrock, which are also urban in nature, have a lower proportion of vehicles per household than both Rochford and Castle Point;
  - On average, there has been an increase in the number of households who own at least two cars, 25.89% in 2001 and 28.9% in 2011;
  - Between 2001 and 2011 there has been an overall reduction in the number of households in the Borough with no cars/vans, however the central wards (Milton, Victoria and Kursaal) have all seen a slight increase in the numbers of households without a car or van;
  - Central Areas of the Borough, including the town centre, continue to have a lower level of car/van ownership when compared to the rest of the Borough, this trend is consistent between 2001 and 2011;
  - There has been a general increase between 2001 and 2011 of the number of households in the Borough with 4 or more cars or vans, with more notable increases in the suburban wards including St

Laurence, Eastwood Park, Thorpe and West Leigh, although there has been a slight decrease in the number of households with four or more cars within a few wards, notably including the central wards of Kursaal and Milton (although Victoria Ward has seen a slight increase);

- In 2001, a third of households within four suburban wards had two or more cars, this has increased in 2011 to a third of households within six suburban wards, indicating a growth in multiple car ownership for households outside of the central area.

- 5.8 If these trends were to continue, it could be assumed that the number of households in Southend will continue to grow, together with the number of cars. However, overall car ownership in Southend has remained broadly consistent at just above one car per household.
- 5.9 Given the potential increase in the number of cars in Southend then it is important that the parking standards for the Borough, particularly for residential development, seek to sustainably accommodate this potential parking need sustainably, whilst not being overly restrictive. This should be balanced with an approach to travel management that makes provision for more sustainable forms of travel and improved accessibility to these modes, reducing dependency on high emission vehicles wherever possible, in line with the approach set out within the NPPF and, at the local level, by the Core Strategy and LTP.
- 5.10 The new parking standards for Southend, as set out within Policy DM15 of the Revised Proposed Submission Development Management DPD, are based on the EPOA 2009 Parking Standards and by setting minimum parking standards at trip origins (residential developments), rather than maximum standards as per the EPOA 2001 parking standards currently adopted by the Council, will ensure that an increase in car ownership across the Borough does not overly rely on on-street parking to the potential detriment of the immediate and wider area.

## Conclusions

- 6.1 From this addendum to the 2011 Parking Review it can be further concluded that:
- A local approach to residential parking standards is required;
  - The 2009 EPOA Parking Standards have been produced collaboratively across Essex and allow for flexibility based on local circumstances, and as such provide an appropriate basis for setting parking standards in Southend;
  - The use of maximum standards for residential development is, in some cases, considered to have resulted in increased levels of on-street parking stress that has added to congestion and obstruction of the street as residents have on evidence chosen to own vehicles and require space to store them, even if they do not use them for all trips made. Vehicle parking restrictions should therefore be considered at destination and not origin to encourage more sustainable modes of transport to destinations, such as the town centre, to help reduce congestion and short-distance trips in particular, complemented by a positive approach to sustainable travel broadening choice and improving accessibility.
  - There is no evidence locally that providing a reduced number of car parking spaces at a travel origin (i.e. residential development) discourages people from owning a car, although Census data from 2011 indicates a slightly lower level of car ownership per household than neighbouring authorities which may be indicative of the urban nature of the area and availability of more sustainable modes of transport, being promoted through the Core Strategy and LTP or perhaps higher average income levels or indeed more residents per household;
  - There would appear to be a need to adopt tighter parking standards in the Central Area of the Borough however, and in accordance with the EPOA Parking Standards 2009, maximum standards would be appropriate at 'trip destinations' (i.e. non-residential uses);
  - Residential parking standards should be based on the number of bedrooms allocated to each dwelling in a development.
- 6.2 Government advice set out in PPG13 that sought to reduce car travel through reducing availability of parking at both trip origin (i.e. residential development) and destination (non-residential development) has been shown not to be successful at trip origin, particularly in Southend. This was recognised within the amendment to PPG13 in January 2011 whereby greater emphasis was placed on locally determined vehicle parking standards and a move away from maximum residential standards.
- 6.3 This criteria was therefore removed from national planning policy and, in the current policy context, is no longer applicable. The NPPF allows for

parking standards to be set locally for both residential and non-residential development.

- 6.4 By changing the 'origin' (residential) car parking standard from a maximum to a minimum, by setting a maximum standard for 'trip' destinations (non-residential), and by recognising that the Central Area of the Borough is a main urban area, allowing for parking standards to be established that reflect this, it is intended that appropriate parking facilities will be provided within the Borough.