



# Sustainability Appraisal of the Draft Parking Standards and Travel Plans Supplementary Planning Document

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For further information concerning the Parking Standards and Travel Plans Supplementary Planning Document Sustainability Appraisal please contact:

Planning Policy Section  
Dudley Metropolitan Borough Council  
Directorate of the Urban Environment  
3 St James's Road  
Dudley  
West Midlands  
DY1 1HZ

The SPD, Sustainability Appraisal and related documents can also be found on the Council's website as [www.dudley.gov.uk/environment--planning/planning/local-development-framework](http://www.dudley.gov.uk/environment--planning/planning/local-development-framework)

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## 1. Introduction

- 1.1 Under the new planning system, set out in the Planning and Compulsory Purchase Act 2004, local planning authorities need to promote sustainable development and to apply sustainability considerations to planning documents. As part of any Development Planning Document (DPD) or Supplementary Planning Document (SPD) a Sustainability Appraisal will need to be undertaken. This is a technique used to help local authorities assess the sustainability implications of their development plans.
- 1.2 The Government's recent strategy for sustainable development "Securing the Future – delivering UK sustainable development strategy" (2005) contains five guiding principles. These are:-
- i) Living within environmental limits;
  - ii) Ensuring a strong, healthy and just society;
  - iii) Achieving a sustainable economy;
  - iv) Promoting good governance
  - v) Using sound science responsibly.
- 1.3 The framework strategy identifies four priority areas for immediate action, shared across the UK, namely :
- Sustainable consumption and production – achieving more with less;
  - Climate change and energy – securing a profound change in energy generation and use, preparing for climate change and setting a good example;
  - Natural resource protection and environmental enhancement through a better understanding of environmental limits, environmental enhancement and recovery, and a more integrated policy framework;
  - Sustainable communities that embody the principles of sustainable development on the local level.
- 1.4 Planning policy Statement 12 "Local Development Frameworks" (2004) states that *"the purpose of sustainability appraisal is to appraise the social, environmental and economic effects of the strategies and policies in a local development document from the outset of the*

*preparation process. This will ensure that decisions are made that accord with sustainable development". (paragraph 3.17).*

- 1.5 Planning Policy Statement 1: Delivering Sustainable Development (2005) states *"Planning authorities should ensure that sustainable development is treated in an integrated way in their development plans. In particular, they should carefully consider the interrelationship between social inclusion, protecting and enhancing the environment, the prudent use of natural resources and economic development."* (paragraph 24).
- 1.6 The Office of the Deputy Prime Minister (ODPM) published detailed guidance in "Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks" in November 2005 setting out how sustainability appraisals should be undertaken. A Sustainability Appraisal framework should consist of objectives which should, where possible, be expressed in the form of targets, the achievement of which should be measurable using identified indicators. The aim should be to predict the effects of the draft SPD in social, environmental and economic terms. Potential effects should be quantified where possible, or subjective judgement made where this is not possible.
- 1.7 Recent guidance set out in "A Practical Guide to the Strategic Environmental Assessment Directive" (2005) applies the European Directive 2001/42/EC on the *"assessment of the effects of certain plans and programmes on the environment"*. The objective of the SEA Directive is to *"provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development"*.
- 1.8 Sustainability appraisal should be fully integrated into the plan process and should provide input at each stage when a decision is taken on a local development document. It should also be used in developing the arrangements for monitoring the implementation of the plan.
- 1.9 This report comprises the first stage in the formal Sustainability Appraisal process. The stages that need to be gone through are:
  - Identifying other relevant policies, plans and programmes, and sustainable development objectives (section 2 and Appendix 1 );

- Collecting baseline information (section 4 );
- Identifying social, environmental and economic issues (section 5 );
- Developing the SA framework (section 6).

## 2. Context of the Supplementary Planning Document

2.1 This Sustainability Appraisal report accompanies the Supplementary Planning Document (SPD) on Parking Standards and Travel Plans which is being published for public consultation. It is the intention of this SPD to give detailed guidance and support to the policies in the Adopted Unitary Development Plan (UDP), in particular those relating to car parking and travel plans. It is the aim of the SPD to provide guidance as to how these issues should be addressed in the development control process. The relevant UDP policies are:-

- AM1 An integrated, safe, sustainable and accessible transport strategy
- AM3 Strategic highway network
- AM14 Parking
- AM15 Personal mobility
- AM16 Travel plans
- CR12 Car parking in centres

2.2 The aim of the UDP is to guide land use development to 2011 and beyond and, in doing so, embracing the principles of social inclusion, equal opportunities and social wellbeing and of sustainable development. Policy S2 “Creating a more Sustainable Borough” states

*“All development will be expected to contribute to the creation of a more sustainable Borough. The policies contained in this plan will promote key objectives of sustainability and specifically:*

- *promote the regeneration and reuse of derelict, underused and vacant land and property for beneficial use;*
- *encourage the efficient use of resources, including water, energy and construction materials;*
- *provide sufficient land to meet the needs of the Borough to facilitate economic growth and provide adequate housing without compromising sustainability, including urban drainage;*
- *encourage appropriate mixed use development within the Borough and in the enhancement of town centres;*

- *promote quality design;*
- *minimise the need to travel and exploit more fully locations which have high accessibility by a range of travel modes;*
- *protect, conserve and where possible enhance the Borough's green and heritage assets;*
- *encourage the need to reduce waste; and*
- *respect, maintain and enhance the distinctive communities and character of the Borough's settlements and landscape"*

2.5 The SPD is not being prepared in isolation but in the context of a range of existing plans, policies and programmes. Reference has already been made to the Dudley UDP but the SPD is also in conformity with the Regional Spatial Strategy (RSS). The RSS recognises that the regeneration of the Black Country is of paramount importance both for the region's economy and to provide a pattern of sustainable development to promote the area's well being. Concentrating development and investment in the Major Urban Areas, one of which is the Black Country, will require accessibility and mobility in these areas to be maintained and enhanced. This will need to be in the context of conserving and enhancing the environment which will look at encouraging more sustainable patterns of travel and reducing the need to travel.

2.6 The policy context that drives the need for this SPD is attached as Appendix 1 to this document. The SPD is consistent with this guidance in that it reflects the advice contained in PPG13, PPG3, PPS6 and RSS11. The application of maximum parking is part of an overall process of encouraging alternative modes of travel to new developments. The SPD is therefore in conformity with national, regional and local guidance. It acknowledges that parking is important in encouraging the use of greener modes of travel and seeks to contribute to the creation of development patterns that favour the use of public transport. Travel Plans will need to provide a mechanism to reduce car trips to new developments and enable car parking provision to be set at a level lower than the maximum standard.

2.7 However, PPG13 (in Annex D) does not provide a comprehensive set of guidelines for all classes in the Use Classes Order and the guidelines apply above given size thresholds. Many proposals dealt with through planning applications are for development below these thresholds. The SPD seeks to fill in the gaps left by national guidance

and to provide a more comprehensive set of guidelines based on principles established in national and regional planning guidance.

### **3. Consultation**

3.1 Consultation on the Sustainability Appraisal Scoping Report was carried out in June 2006. The following statutory consultees were invited to comment on its contents:

- English Heritage
- English Nature
- Environment Agency
- The Countryside Agency

Other consultees at the scoping stage were:

- Government Office for the West Midlands
- Highways Agency
- DMBC Highways

The Countryside Agency responded stating that the identified impacts of the Screening Statement were unlikely to result in the Agency seeking further involvement in the SEA process for the SPD as their main strategic environmental interests were unlikely to be affected.

The Environment Agency responded stating that an SEA would not be required for the SPD.

English Heritage responded stating that the SPD is not likely to have a significant impact on the environment at a strategic level and as such a Strategic Environmental Assessment is not required. They advise that the conservation and archaeological staff of the local authority are involved throughout the preparation of the plan and its assessment. They are best placed to advise on local historic environment issues and priorities; how policies can be tailored to minimise potential adverse impacts on the historic environment; the nature and design of any required mitigation measures; and opportunities for securing wider benefits for the future conservation and management of historic assets.

English Nature commented that it did not consider that the SPD was likely to give rise to significant environmental (biodiversity) effects and therefore did not consider that a Strategic Environmental Assessment was required.



In addition, comments were received from the Highways Agency as a key stakeholder. The Agency is content with the direction of the guidance and that it reflects and builds upon existing policy and guidance in the adopted UDP, PPG13 and the technical work being undertaken as part of the RSS review. Provided that the SPD continues to develop this existing policy and guidance, the Agency is content that the SPD does not represent a new policy direction and that it is unlikely, in its own right, to result in significant environmental effects.

Consultation on the final SA report is to be undertaken during the consultation stage of the SPD. This will again include the four statutory bodies and other organisations and groups with a direct interest in the SPD. The SPD and its SA report will be made available on the Council's web-site and paper copies will be made available for reference in all of the main public libraries in the Borough, as well as the Council's reception desks at 3 St James's Road, Mary Stevens Park and Dudley Council Plus.

#### **4. Baseline Information**

4.1 Prior to PPG13 parking was provided within developments on a predict and provide basis i.e. the estimated traffic generation from a development was translated in parking spaces and provided for generally within the development. Standards were therefore set as a minimum for broad classes of development defined in the UCO. This minimum standards approach to car parking has not generally encouraged greener modes of travel or helped to reduce congestion.

4.2 PPG13 Transport-March 2001 marked a sea change in the role of vehicle parking. It is now seen as an important part of achieving patterns of development that are sustainable by restricting parking to a minimum in order to encourage the use of public transport and other alternative, greener, travel modes. Car parking standards are therefore set in PPG13 as maximum standards for broad classes of development defined in the UCO.

Baseline information relevant to car parking standards is difficult to establish because parking is part of a package of measures to achieve sustainable development aims. It is difficult to measure Borough characteristics that are solely attributable to parking. There are however some useful sources of baseline information as follows:

- i) Census 2001 - Relevant baseline information relates to modes of travel used by residents, aged 16-74, to access work place and the average distance travelled to work.
- ii) The West Midlands Local Transport Plan (LTP2) – prepared in partnership by the seven local authorities and the Passenger

Transport Authority, this sets targets on such issues as traffic flows, public transport and accessibility in the Borough together with Travel Plans. The LTP2 also contains annual programmes for the five year period from 2006/7 to 2010/11.

If parking guidelines are appropriately set, the use of greener travel modes could be expected to increase, and for car use to decrease, over time. Traffic flows within the Borough and pollution could decrease if a significant modal shift is achieved and public transport trips into the town centres could also be expected to show an increase as patronage increases through parking policy.

Other information in the LTP background reports is less directly relevant but careful analysis may be possible to support any apparent parking related trends.

## **5. Social/Environmental /Economic issues related to Parking Guidelines**

### **5.1 Social issues**

Parking guidelines are concerned with the provision of access to jobs, goods and services. Unrestricted provision for the car would tend to create a more loosely structured or dispersed pattern of settlement that would increase journey length. Those without access to the car would be disadvantaged because they would have a more limited choice of workplace and less access to goods and services which would likewise be more dispersed and would tend to take advantage of economies of scale that car access enables. Smaller providers would become less competitive or more specialised.

Access to training and education facilities could similarly be made more difficult. In certain parts of the Borough social issues of this nature could be more acute because of relatively low car ownership, relatively higher numbers of residents in low skill and low paid jobs.

Car parking guidelines may potentially be used to encourage support for public transport and, as part of a package of measures, can support the vibrancy of accessible centres.

### **5.2 Environmental issues**

Parking guidelines are related to traffic congestion, air pollution, greenhouse gas emissions and the need to protect the environment by making efficient use of land as a resource. There are a number of traffic attractors in the Borough, in particular the Merry Hill centre as well as the three town centres and numerous employment areas. There are therefore significant levels of through and local traffic. Traffic congestion can occur on main routes, around the town centres and at other major traffic generating locations, particularly at peak times.

Parking standards may help to reduce congestion and associated resultant air pollution by encouraging greener travel modes.

Parking standards may also influence density of development by affecting the amount of land available for buildings on a site. Higher densities may alter the character of a locality, particularly when existing lower density development is to be redeveloped to create sites.

### **5.3 Economic issues**

Dudley Town Centre was identified as a major centre for retailing, commerce and employment and was one of the 25 network centres identified in policy PA11 of the RSS as an important location for major trip generating development. However in the Black Country Study, which is the Phase One revision to the RSS, Brierley Hill / Merry Hill is proposed to be one of four strategic town centres in the Black Country. This is in acknowledgement of the potential contribution it can make towards economic growth and regeneration. Dudley town centre is redesignated as a heritage and tourist centre. The Brierley Hill designation is conditioned on improved public transport access and a car parking management regime being put in place.

Traffic congestion can deter investment in an area and can have significant economic costs in the form of delays to commercial vehicles. Congestion can also affect the perception people have of an area. Parking standards may help to resolve these issues by encouraging greener travel modes that could lead to less congestion, but standards need to be carefully set to enable access to goods, services and workplace without driving investment away.

## **6. Appraisal Methodology**

- 6.1 As stated earlier, a Sustainability Appraisal needs to investigate the social, economic and environmental implications of the SPD. A set of objectives is required against which the SPD can be tested. Guidance has been provided in the SEA Directive and the ODPM document on Sustainability Appraisals, both of which require a systematic method to comprehensively and impartially identify and assess these implications.
- 6.2 Guidance recommends that strategic alternatives need to be considered in order to identify the preferred option. However, in this instance, it is the aim of the SPD to supplement and support the policies on car parking and travel plans in the Adopted UDP and is reflective of policy and parking guidelines set out in national level. The parameters of the SPD are therefore relatively well defined. However other broad options will be assessed. These are:-
  - Option 1 – the draft SPD option to which this SA refers
  - Option 2 – no SPD on vehicle parking and travel plans i.e. the likely outcomes of having no local guidance on vehicle parking and alternative travel modes.

- Option 3 – implement significantly tighter guidelines than provided by PPG13 i.e. the likely outcome of particularly rigorous standards, at the local level, that would surpass those contained within PPG13.

6.3 As part of the process, the planning authority has to consult the bodies designated as “*authorities with environmental responsibilities*”, namely, the Environment Agency, the Countryside Agency, English Nature and English Heritage. Other agencies and organisations will also be consulted on the SPD and the accompanying SA. A list of these consultees is included in the Parking Standards and Travel Plans SPD Statement of Community Involvement (SCI). This consultation may result in amendments to the SA and should ensure a robust and comprehensive Sustainability Appraisal process in order to appraise the SPD in subsequent stages.

## **7. The Sustainability Framework on the SPD**

7.1 To assess the effects of the SPD on the above issues a set of SA objectives need to be established against which the SPD can be tested. The Government has set out a number of aims underpinning sustainable development principles. All the English regions are required to produce a framework setting out how they will contribute to achieving sustainable development. The West Midlands Regional Sustainable Development Framework was published in January 2005 and a revised version 2 came out for consultation in January 2006 following the Government document “Securing the Future”.

The four key objectives identified in the Framework (version 2) are:-

- Developing thriving sustainable communities
- Enhancing and protecting the environment
- Using natural resources prudently and efficiently
- Developing a flourishing, diverse and stable economy.

The Framework sets out specific objectives under each of these and these have been adapted to apply to the SPD on Parking Standards and Travel Plans.

### **7.2 Developing Thriving Sustainable Communities**

1. Ensuring easy and equitable access to services and opportunities, including jobs and learning, regardless of culture, ethnicity, faith, gender, sexuality, age, disability or location.
2. Enabling communities to participate in the decisions that affect their neighbourhoods and quality of life.

3. Addressing poverty and disadvantage, taking into account the particular difficulties of those facing multiple disadvantage.
4. Improving health and reducing health inequalities by encouraging and enabling healthy lifestyles, as well as providing equitable access to health services.
5. Providing decent and affordable housing for all, of the right quantity, type, tenure and affordability for local needs, in clean, safe and pleasant local environments.
6. Reducing crime, fear of crime and antisocial behaviour.
7. Improving opportunities to participate in the diverse cultural and recreational opportunities the Borough can offer.
8. Encouraging physical development with a better balance of jobs, housing and services within each part of the Borough in order to meet local needs locally and encourage stable and sustainable integrated communities.

### **7.3 Enhancing and Protecting the Environment**

9. Valuing, enhancing and protecting the Borough's environmental assets, including the natural and built environment and the historic environment.
10. Valuing, enhancing and protecting regional diversity.
11. Land use and development that optimises the use of previously developed land and buildings and creates high quality built environments that incorporate green space, encourage biodiversity, promote local distinctiveness and sense of place, and are well designed.
12. Minimising air, water and soil pollution levels.
13. Minimising the Borough's contribution to the causes of climate change whilst implementing a managed response to its unavoidable impacts.

### **7.4 Using natural resources prudently and efficiently**

- 14 Reducing overall energy use through increasing energy efficiency, and increasing the proportion of energy generated from renewable sources.
- 15 Using natural resources such as water and minerals efficiently.
- 16 Promoting and ensuring high standards of sustainable resource efficient design, construction and maintenance of buildings.

- 17 Ensuring the location of development makes efficient use of existing physical infrastructure and helps reduce need to travel, especially by private car.
- 18 Increasing use of public transport, cycling and walking and reducing road traffic congestion and pollution.
- 19 Encouraging and enabling waste minimisation, reuse, recycling and recovery to divert resources from the waste stream.
- 20 Encouraging local sourcing of goods and materials.
- 21 Rewarding efficient resource use and encouraging development of alternative and renewable resources where resources are likely to become depleted.

## **7.5 Developing a flourishing, diverse and stable economy**

- 22. Achieving sustainable economic growth and prosperity for the benefit of all the Borough's inhabitants.
- 23 Creating high quality employment opportunities suited to the changing needs of the local workforce.
- 24 Promoting investment in future prosperity
- 25 Encouraging ongoing investment and engagement in learning and skills development
- 26 Encouraging a culture of enterprise and innovation.
- 27 Promoting and supporting the development of new technologies, especially those with high value and low impact.

7.6 It is proposed to assess the SPD against the SA principles using a table or a matrix to compare the SPD against the identified sustainability principles. Symbols will be used to provide a simple scoring system to represent whether the SPD has positive/negative/neutral effects against each SA principle. The assessment will be supported by a commentary to provide greater clarification or detail. This will also need to be done for the two alternative options. The Tables are attached at Appendix 2.

Indicators, for the purpose of monitoring the SPD, are difficult to establish for this particular SPD. Indicators would need to relate to the aims of national and regional guidelines. These are largely related to promoting sustainable patterns of development, conserving energy and promoting innovative design. Parking guidelines are only one facet of achieving such

aims. Policy T7 of the RSS relates to parking standards and management that encourages regionally set standards that will comply with the requirement of national guidance (no specific figures are set out). Local authorities are required to provide parking details on developments involving retail, leisure, offices and industry as part of the monitoring process for regional returns and to comply with regional guidance.

#### 7.7 Other relevant indicators would be:

- The vibrancy of town centres (retail and office surveys for main centres).
- The percentage of residents satisfied with their local community ODPM Best value general satisfaction survey).
- Changes in the level of accessibility to employment and key services. (LTPs and annual monitoring reports).
- Changes in the number of days with poor air quality (Council surveys).

It would be difficult however, to attribute trends detected purely to car parking standards.

## **8. Relationship between the SPD and SA Objectives.**

### 8.1 The primary objectives of the SPD are set out as follows:-

- Establish maximum parking standards for the Borough.
- Providing guidance on the application of parking standards.
- Providing additional advice on the application of Travel Plans.
- Outlining the methodology which underlies parking policies and standards.

8.2 The above have been assessed against the objectives of the Sustainability Appraisal to see whether they make a positive or negative contribution and to what extent. This is shown in the form of a matrix attached as Appendix 2. A matrix has been produced for each option. The results of the appraisals of options are as follows:

### 8.3 SPD Option 1 – With SPD

The SPD sets out vehicle parking standards and travel plans in accordance with the requirements of the policies of the adopted 2006 UDP and accord with the maximum standards set out in PPG13 Transport. The SPD standards are more comprehensive than those in PPG13 which apply only above given floorspace thresholds and which do not reflect the latest Use Classes Order changes. The SPD also sets out the Council's requirements for Travel Plans and provision for parking for the disabled. The SA for this SPD option identified the following main effects:

**Developing thriving sustainable communities** – the SPD achieved positive scores by potentially improving access for all to a wide range of facilities. It will also help to promote healthy living by encouraging the use of more sustainable modes of travel and encouraging walking and cycling as a healthy activity.

**Enhancing and protecting the environment** – the SPD scored positively against the SA principles. By providing less space for parking and encouraging other forms of travel this could reduce the amount of land for development, encourage better use of land and reduce pollution.

**Using natural resources prudently and efficiently** – the SPD again scored well by minimising the need to travel and encouraging more sustainable travel modes. Access to goods and services could be achieved in a more energy efficient way as patterns of development become more sustainable.

**Developing a flourishing, diverse and stable economy** – travel plans and parking standards can contribute to reduced traffic congestion and improved accessibility, particularly in centres. This will enhance their role as drivers of the region's economy, provide jobs and increase their importance as the hub of the communities they serve.

### 8.4 Option 2 – no SPD

This option looks at the effects on the SA principles of having no SPD. Developers and planning applicants would have to rely on the standards



and advice contained in PPG13 and other guidance such as PPG3 Housing and PPS6 Town Centre Developments. There would be no comprehensive set of standards and how these would be implemented for the different levels of centres nor details of thresholds for transport assessments and travel plans.

**Developing thriving sustainable communities** – mainly neutral scores were achieved with a few conflicts due to the uncertainty over the way in which parking standards would be applied.

**Enhancing and protecting the environment** – this option scored poorly as the lack of local level guidance would be less effective in protecting the environment and reducing pollution.

**Using natural resources prudently and efficiently** – a lack of comprehensive standards and effective travel plans could make progress towards the SA principles, including access by sustainable, energy efficient, travel modes less certain.

**Developing a flourishing, diverse and stable economy** – mainly neutral scores were recorded for economic growth and future investment.

### **8.5 Option 3 – tighter guidelines than PPG13**

This option looks at the SPD objectives and applies more restrictive parking standards which exceed those in PPG13. Travel plans would look for greater reduction in car usage and be imposed far more rigorously than the SPD requires. Residential schemes could be less attractive due to insufficient car parking and business developments less attractive to employers and employees alike. This in turn could lead to increased on-street parking and congestion.

**Developing thriving sustainable communities** – mainly negative scores were achieved as there would be conflict with SA principles. Increased congestion and associated pollution could lead to poorer health, poorer access to facilities and a poorer quality of life.

**Enhancing and protecting the environment** – scores were mainly negative or neutral for similar reasons to those above. Increased congestion will lead to a poorer environment and more pollution. People will still own cars and, although greater restrictions will encourage greener modes of travel, an over rigorous restriction will deter investment and

consequently lead to increased distances needed to travel for access to goods and services.

**Using natural resources prudently and efficiently** – these were neutral scores except the SA principles concerning reducing the need for travel and reducing traffic congestion and pollution.

**Developing a flourishing, diverse and stable economy** – these were either negative or neutral scores due to the potential negative effects on investment decisions.

## **9. Monitoring the SPD**

9.1 In order to see whether the Supplementary Planning Document is operating successfully, it will be necessary to monitor planning applications and their outcomes.

9.2 A monitoring system needs to be in place in order to assess whether the objectives of the policies supported by the SPDs and the Sustainability Appraisal are being met. It may be that unforeseen adverse effects will be identified calling for remedial action. It may be that the assessment's predictions of sustainable effects were inaccurate. Monitoring the application of the SPD should ensure that future predictions can be made more confidently.



# Appendix 1

## Other relevant plans/programmes/objectives

The Policy context that drives the need for parking guidelines and the need for travel plans is reflected at different spatial levels.

### ***National Policy Context***

**PPS1-Delivering Sustainable Development (2005)** requires that development plans:

- Are founded on sustainable development principles and promote outcomes that ensure that environmental, economic and social objectives are achieved together over time.
- Promote policies that will reduce energy use and emissions, promote renewable energy resources and take climate change into account in the location and design of development.
- Contain clear, comprehensive and inclusive access policies both in terms of location and external physical access.
- Encourage accessible public transport provision to secure more sustainable patterns of transport development.

**PPG3-Housing (2000)** requires new housing and residential environments to be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life. Objectives include:

- Create more sustainable patterns of development by building in ways that lead to accessibility by public transport to jobs and other facilities.
- Make more efficient use of land by reviewing policies and standards.
- Place the needs of people before ease of traffic movement in designing the layout of residential developments.
- Seek to reduce car dependence by facilitating greener modes of travel and by planning for mixed-use.
- Promote good design in new housing developments in order to create attractive high quality living environments.

The Guidance acknowledges that requirements for parking is a determinant of the amount of land required for new housing and that parking policies should be framed with good design in mind recognising the varying need for parking in different types of location. Requirements should be expressed as a maximum for broad classes of development.

Local authorities are required to revise parking standards to allow significantly lower off-street requirements. One way of doing this is by limiting parking spaces across an area to an average of 1.5 spaces per dwelling.

**PPS6-Planning for Town Centres (2005).** The government is committed to developing and supporting successful, thriving, and inclusive communities.

For town centres, the government's key objective is to promote their vitality and viability. Ways of achieving this include:

- Promoting/enhancing centres by focusing development in them and encouraging a wide range of services in a good environment accessible to all.
- Improve accessibility, ensuring that development is accessible and well served by a choice of transport modes.
- Promote more sustainable patterns of development through high-density mixed-use development and by promoting sustainable transport choices, including reducing the need to travel and providing alternatives to car use.

**PPG13-Transport (2001).** The guidance acknowledges that land use planning has a key role in delivering the governments integrated transport strategy. By shaping the patterns of development and influencing the location, scale, density, design and mix of land uses, planning can help reduce the need to travel, reduce journey length and create safer, easier access to jobs, goods and services. The main objectives of the guidance are:

- Promote more sustainable transport choices for both people and moving freight.
- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
- Reduce the need to travel, especially by car.

The Guidance views parking as a major influence on choice of mode of travel and acknowledges that parking can take up large amounts of space in developments and thereby influence density. Reducing parking in developments is viewed as essential to promote sustainable travel choices. A regionally consistent approach is advocated.

Local authorities are advised to:

- Seek levels of parking in developments that will promote sustainable transport choices.
- Not require more parking than developers want to provide (other than in exceptional circumstances).
- Encourage shared use of parking, particularly in centres.
- Be careful not to drive development and investment away from town centres.
- Provide designated parking for the disabled in accordance with good practice.
- Use on-street parking controls adjacent to major trip generators.
- Require provision in developments for cycle and motorcycle parking.

Guidelines should be set as a maximum for broad classes of development. There should be no minimum standard other than for the disabled. A consistent approach is needed for a range of major developments above

relevant thresholds. The standards given in the guidance are a national maximum standard but Regional Planning Bodies and local planning authorities can impose tighter standards subject to the advice in the guidance. Below the given thresholds local authorities can use their discretion so as to reflect local circumstances. Transport assessments may require developers to show how the need for parking will be minimised.

In town centres a balance is needed between encouraging new investment by providing adequate levels of car parking and potentially increasing congestion by too many cars. Car parking above the maximum standards may be allowed if the parking will serve the whole town centre. Parking should be in keeping with the scale of the centre and should be consistent with the town centre parking strategy.

PPG13 also sets out national guidance on travel plans which should deliver sustainable transport objectives and should be submitted with planning applications which are likely to have significant transport implications.

### ***Regional Policy Context***

**The Regional Spatial Strategy for the West Midlands (RPG11)** - published in 2004 the RSS acknowledges that the availability of car parking influences choice of travel mode. To support the strategy of encouraging development in the MUAs and in locations accessible by public transport, land required for parking needs to be minimised wherever possible. Maximum standards for residential development have not been specified but should follow the advice given in PPG3. Policy T7 of the RSS sets out an approach to car parking standards and management. It requires provision of standards in line with those in PPG13 and requires local authorities to manage car parking to reduce congestion and encourage more sustainable forms of travel.

RSS also supports the idea of travel plans through policy T4 on promoting travel awareness and encouraging travel by means other than the car.

### ***Local Policy Context***

#### **Local Transport Plan**

The transport strategy for the West Midlands, set out in the Draft Final Midlands Local Transport Plan 2006, sets the context for establishing parking standards for Dudley. The main aims regarding parking are:

- Restricting long stay parking in centres to discourage car commuting;
- Encouraging adequate short stay car parking in centres to promote economic regeneration;
- Developing pricing mechanisms where no one centre is significantly disadvantaged;
- Improving safety, security and pedestrian access at car parks;
- Developing park and ride facilities where they can make a positive contribution.

The SPD guidance, while reflecting the maximum standards in PPG13, recognises the different characteristics of the main centres in the Borough and the different levels of accessibility that occur across the area. It also provides standards for parking provision for the disabled, powered two wheelers and cycles in accordance with national and regional guidance.

The Local Transport Plan encourages each partner authority to promote sustainable transport and the use of Travel Plans through the planning process.

## **Appendix 2**

### **Option Matrices**



## OPTION 1 - Draft SPD Option

| Plan Objectives   | Sustainability Objectives |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
|---|---------------------------|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
|   | 1                         | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 |
| Establish maximum parking standards for the Borough                   | +                         | 0 | 0 | + | + | 0 | + | + | 0 | 0  | +  | +  | +  | +  | 0  | 0  | +  | +  | 0  | 0  | 0  | +  | 0  | +  | 0  | 0  | 0  |
| Provide guidance on the application of parking standards              | +                         | 0 | 0 | + | + | 0 | + | + | 0 | 0  | +  | +  | +  | +  | 0  | 0  | +  | +  | 0  | 0  | 0  | +  | 0  | +  | 0  | 0  | 0  |
| Provide additional advice on the application of Travel Plans          | +                         | + | + | + | 0 | 0 | + | + | + | +  | 0  | +  | +  | +  | 0  | 0  | +  | +  | 0  | 0  | +  | +  | 0  | +  | 0  | 0  | 0  |
| Outline the methodology that underlies parking policies and standards | +                         | 0 | 0 | + | + | 0 | + | + | 0 | 0  | +  | +  | +  | +  | 0  | 0  | +  | +  | 0  | 0  | 0  | +  | 0  | +  | 0  | 0  | 0  |

Positive Compatible (+)

Broadly Neutral (0)

Possible Conflict (x)

## OPTION 2 - No SPD on Vehicle Policies and Travel Plans

| Plan Objectives   | Sustainability Objectives |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
|---|---------------------------|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
|   | 1                         | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 |
| Establish maximum parking standards for the Borough                   | x                         | x | 0 | 0 | 0 | 0 | x | x | x | x  | x  | x  | x  | 0  | 0  | 0  | x  | x  | 0  | 0  | 0  | x  | 0  | 0  | 0  | 0  | 0  |
| Provide guidance on the application of parking standards              | x                         | x | 0 | 0 | 0 | 0 | x | x | x | x  | x  | x  | x  | 0  | 0  | 0  | x  | x  | 0  | 0  | 0  | x  | 0  | 0  | 0  | 0  | 0  |
| Provide additional advice on the application of Travel Plans          | x                         | x | x | x | 0 | 0 | x | x | x | x  | 0  | x  | x  | 0  | 0  | 0  | x  | x  | 0  | 0  | 0  | x  | 0  | 0  | 0  | 0  | 0  |
| Outline the methodology that underlies parking policies and standards | x                         | x | 0 | 0 | 0 | 0 | X | X | X | X  | X  | X  | X  | 0  | 0  | 0  | X  | X  | 0  | 0  | 0  | X  | 0  | 0  | 0  | 0  | 0  |

Positive Compatible (+)

Broadly Neutral (0)

Possible Conflict (x)

### OPTION 3 - Tighter Guidelines than PPG13 Standards

| Plan Objectives   | Sustainability Objectives |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |    |
|---|---------------------------|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|
|   | 1                         | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 |
| Establish maximum parking standards for the Borough                   | X                         | X | 0 | X | X | 0 | X | X | 0 | X  | 0  | X  | +  | X  | 0  | 0  | X  | X  | 0  | 0  | 0  | X  | X  | X  | 0  | 0  | 0  |
| Provide guidance on the application of parking standards              | X                         | X | 0 | X | X | 0 | X | X | 0 | X  | 0  | X  | +  | X  | 0  | 0  | X  | X  | 0  | 0  | 0  | X  | X  | X  | 0  | 0  | 0  |
| Provide additional advice on the application of Travel Plans          | X                         | X | 0 | X | X | 0 | 0 | X | 0 | X  | 0  | X  | +  | X  | 0  | 0  | 0  | 0  | 0  | 0  | 0  | X  | X  | X  | 0  | 0  | 0  |
| Outline the methodology that underlies parking policies and standards | X                         | X | 0 | X | X | 0 | X | X | 0 | X  | 0  | X  | +  | X  | 0  | 0  | X  | X  | 0  | 0  | 0  | X  | X  | X  | 0  | 0  | 0  |

Positive Compatible (+)

Broadly Neutral (0)

Possible Conflict (x)