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# Supplementary Planning Document **Parking Standards and Travel Plans**

Consultation Draft

*September 2006*

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# **EXECUTIVE SUMMARY**

## **1. Introduction: Purpose and Status of the Supplementary Planning Document**

1.1 The overall purpose of this supplementary planning document (SPD) is to set out detailed guidance on the way the Council expect parking and travel plan policies in the Dudley Unitary Development Plan (UDP) are to be applied in particular circumstances or areas. It is intended to inform the operation of the development control process, and to provide a guide for developers and land use managers about the general principles applicable to parking and travel planning and how these are considered through the planning process. An SPD cannot set or change policies within the UDP, rather they expand and explain existing UDP policies in more detail.

1.2 The Unitary Development Plan policies relevant to this guidance are set out below:

- **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**

1.3 These policies have been formulated with regard to national Planning Policy Guidance Note 13 'Transport'. One of the key objectives of this guidance is for local authorities to *"use parking policies alongside other planning and transport measures, to promote sustainable choices and reduce reliance on the car for work and other journeys"* (Paragraphs 6, bullet point 7).

1.4 In implementing the policies covered by this guidance the authority will also actively consider the use of a number of strategies, including the 'West Midlands Local Transport Plan' (the transport strategy for the West Midlands conurbation), and the use of conditions and planning obligations.

1.5 The guidance consists of fourteen sections:

- 1) Introduction
- 2) Purpose
- 3) National and Regional Policy Context
- 4) West Midlands Context

- 5) Local Policy Context
- 6) Formulation of Parking Standards
- 7) Parking Standards in Town Centres
- 8) Parking Standards and Accessibility
- 9) Vehicle Parking Standards for Land Use Classes
- 10) Operational Parking for Land Use Classes
- 11) Parking for People with Impaired Mobility
- 12) Parking for Cycles and Powered Two-wheelers
- 13) Travel Plans and Planning Obligations
- 14) Design of Car Park provision

## 2. Formulation of Parking Standards in Dudley

- 2.1 National guidance requires local authorities to ensure that levels of parking provided in association with developments will promote sustainable transport choices and not require developers to provide more spaces than they themselves wish, other than in exceptional circumstances. This guidance is set out principally in Planning Policy Guidance Note 13 'Transport' which also requires local authorities to set **maximum levels** of parking for broad classes of development.
- 2.2 The policies contained within the Dudley UDP express these principles. The SPD is intended to support the policies in the UDP by setting out the **maximum standards** for vehicle parking that Dudley Council will apply to new development and proposals for redevelopment of existing buildings including change of use. It sets out maximum parking standards for different land use classes and also sets out standards for the provision of special needs parking (for example, provision for people with impaired mobility, powered two wheelers and cycles) and operational parking for delivery vehicles.
- 2.3 The approach taken in Dudley has been to establish maximum parking standards in relation to **baseline parking standards**. These are maximum parking standards set at the least restricted level permitted by national guidance. These baseline standards will apply to all development of under 500 sq. metres or where a use is defined as having low accessibility.
- 2.4 In practice, application of the parking standards will mean that for any particular proposal, parking may be provided up to, at, but not beyond the designated standard.
- 2.5 Baseline standards will only apply in limited areas of the Borough, being subject to the following;
- 2.6 Economic Strength of Town Centres

2.7 Town centres contain concentrations of land uses that attract visitor and commuter trips. They also contain substantial publicly available parking. Town centres are also economic drivers and sustainable development locations where inward investment should be encouraged. However, centres vary in terms of their current economic strength. More restrictive parking standards are likely to be appropriate where a centre demonstrates considerable economic strength and functions as a high level centre in the wider regional hierarchy of centres. However, it is also important to ensure that main centres in Dudley are attractive to new development and that developers are not discouraged from locating new offices in centres as opposed to suburban locations.

## 2.8 Traffic Congestion and Availability of Long Stay Parking

2.9 Traffic congestion, as evidenced by low peak period speeds and is heaviest in the Dudley and Brierley Hill areas, with less congestion around Halesowen and Stourbridge. Many of the strategic routes in the Borough also suffer from congestion, particularly the A461, A4123 and A491

2.10 This suggests that the need for more restrictive controls on new commuter parking is most pressing in the Dudley and Brierley Hill areas. There is already a large amount of long stay parking in the Brierley Hill area and also a significant amount in the Dudley area. However, it is apparent from parking surveys that these spaces are well used and that there is little spare capacity. This could discourage future office development in these centres and care has been taken in setting parking standards for new employment uses in these areas to avoid them being so restrictive as to act as a deterrent on future development.

2.11 It is proposed that two general parking standards should apply for business and employment uses as follows:

<b>TABLE 1: PARKING STANDARDS FOR BUSINESS AND EMPLOYMENT</b>
<p><b>Level 1</b>  <u>Merry Hill, Waterfront and Dudley town centre</u></p> <p>Please note that whilst Merry Hill and the Waterfront are included here, due to their role as principal retail and office destinations in the Borough, they are not currently designated as a centre in planning policy terms. The Black Country Sub-Regional Study (a Phase 1 Review of the Regional Spatial Strategy) is currently considering the role of Merry Hill/ Brierley Hill and its centre status. This will result in an Examination in Public (EIP) in January 2007. The Secretary of State (SoS) is expected to deliver a report in August 2007 with subsequent incorporation into the Regional Spatial Strategy (RSS).</p> <p><b>Elsewhere</b>  Halesowen, Stourbridge and the Borough's district and local centres and the remainder of the Borough.</p>

In Level 1 areas it is proposed that parking restrictions will be more restrictive than the Baseline standard, while for the other town centres and district centres the Baseline standard will apply, subject to an accessibility assessment outlined below.

## 2.12 Accessibility

2.13 An important consideration in the formulation of parking standards for Dudley has been the level of public transport accessibility that exists for different centres and other parts of the Borough. A gradation of maximum parking standards is proposed with parking standards being more restrictive the higher the level of accessibility. Where accessibility is highest, it is proposed that an accessibility reduction of 20-40% will apply to the baseline level, and for areas of medium accessibility, a reduction of 10-20% is proposed. In areas of low accessibility, the baseline parking standard will apply. This approach is outlined below.

<b>TABLE 2: APPROACH TO ACCESSIBILITY</b>
<b>Low Accessibility</b> No change to baseline level
<b>Medium</b> Reduce baseline by 10-20%
<b>High</b> Reduce baseline by 20-40%

2.14 The application of parking standards therefore reflects that there is a level of diversity of accessibility but, in order to avoid perverse incentives for developers to locate in less accessible areas in order to obtain more parking, it is proposed that developers in such locations should be expected to demonstrate how accessibility by non-car modes can be improved to at least a “medium level”. It is also proposed that flexibility should be exercised in not applying accessibility reductions for use classes that attract significant numbers of short stay trips such as A1 (Retail) and D2 (Leisure) developments.

2.15 In order to establish the level of accessibility at any development site in the Borough, an assessment framework has been produced. Given their different characteristics, different frameworks have been produced to assess accessibility at both non-residential development sites and residential sites. It is proposed that an accessibility assessment, based on the framework, should be submitted by developers for proposal over 500m<sup>2</sup> gfa / any new residential development involving in excess of 10 dwellings. As an alternative, it may be possible for the Council to undertake the accessibility assessment for developers using the ‘Accession’ tool developed by the Department for Transport.

## 2.16 Standards for Specific User/Vehicle Categories

- 2.17 The draft guidance includes standards for provision of parking spaces for people with impaired mobility, parents with young children, cyclists and motorcyclists. These standards are set at minimum levels. **This parking should therefore be provided at or above the proposed standards.** This is to ensure that the needs of these groups are fully catered for and accessibility for all encouraged.
- 2.18 The Supplementary Planning Document also sets out guidance in relation to Travel Plans and planning obligations within a framework that incorporates the existing requirements in relation to Transport Assessments.

## 3. Travel Plans

- 3.1 For smaller developments, the application of maximum parking standards will principally be informed by the level of centre and accessibility assessment described above. For larger developments, parking requirements will continue to be defined as part of a Transport Assessment (TA) and also by reference to a Travel Plan.
- 3.2 Where a proposed development is not acceptable in planning terms due to inadequate access or public transport provision, planning obligations might be used to secure a contribution towards a new access road or provision of a bus service, perhaps co-ordinated through a Travel Plan. Where a Travel Plan is key to delivering lower levels of car commuting, developers will be expected to contribute to the cost of implementing and monitoring the effects of the Travel Plan until a development is well established. Contributions may relate to the total cost or partial cost of agreed measures or may involve phased payments over a period of time, related to defined dates or triggers.
- 3.3 Planning obligations that are deemed necessary in relation to a Travel Plan will be the subject of an Agreement under section 106 of the Town and Country Planning Act 1990. It should be noted that Sections 46 and 47 of the Planning and Compulsory Purchase 2004 give the Secretary of State the power to make regulations to replace s106, however the Secretary of State has not yet taken these powers (please refer to ODPM Circular 05/2005 'Planning Obligations').
- 3.4 The principles that the Council intend to apply towards the use of planning obligations is also set out in the Supplementary Planning Document. Where off-site infrastructure measures are to be provided as part of a Travel Plan, they will also be subject to agreements under Section 278 of the Highways Act 1980.

# **SUPPLEMENTARY PLANNING DOCUMENT**

## **Parking Standards and Travel Plans**

### ***Consultation Draft***

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# **Parking Standards and Travel Plans Supplementary Planning Document (SPD) *Consultation Draft***

## **1 INTRODUCTION – THE PURPOSE AND STATUS OF THIS SUPPLEMENTARY PLANNING DOCUMENT**

- 1.1 The aim of this document is to set out detailed guidance on the way the Council expect parking, and travel plan policies in the Development Plan to be applied in particular circumstances or areas. It is intended to inform the operation of the Development Control process, and to provide a guide for developers and land use managers about the general principles applicable to parking and how these are considered through the planning process.
- 1.2 Whilst this guidance will not have equivalent status to Development Plan Documents, compliance with Supplementary Planning Document guidance is a material consideration in the making of planning decisions and therefore carries significant weight in the decision making process.
- 1.3 The Development Plan policies relevant to this guidance are set out below. This draft guidance should be read in conjunction with these policies and should have consideration for other relevant Development Plan Policies (set out in the Council's adopted Unitary Development Plan – 2005) and Development Plan Documents
- **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**
- 1.4 This SPD has been produced with regard to National Planning Guidance, the Regional Spatial Strategy, the Development Plan (i.e. the Council's Adopted Unitary Development Plan 2005), the Community Strategy and drawing upon best practice elsewhere. It has been subject to a Sustainability Appraisal (SA) and screening for a Strategic Environmental Assessment (SEA).
- 1.5 Public consultation has taken place in line with the draft Statement of Community Involvement. A statement of the consultation undertaken, the representations received and the authority's responses to these



representations will be found in the Consultation Summary Report. (NB. This section will apply once public consultation has been carried out).

- 1.6 In implementing the policies covered by this guidance the authority will actively consider the use of a number of strategies, including the 'West Midlands Local Transport Plan' (the transport strategy for the West Midlands conurbation), and the use of conditions and planning obligations.

The guidance consists of fourteen sections:

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## **2 PURPOSE**

- 2.1 The overall purpose of the 'Parking Standards and Travel Plans' SPD is to maximise the efficient use of land in the Borough by encouraging high levels of utilisation of car parking and to promote sustainable transport. To achieve this aim the SPD will build upon policies within the plan which seek to reduce the level of car use in the Borough, encourage sustainable transport choices and improve highway safety - the key objectives of the draft SPD are therefore;

- to establish maximum parking standards for the Borough;
- to provide guidance on the application of parking standards;
- to provide additional advice on the application of Travel Plans; and
- to outline the methodology which underlies parking policies and standards.

- 2.2 When adopted the SPD will be part of the Council's overall approach to addressing the needs of motorists, other road and public transport users, and business by contributing towards a reduction of congestion and pollution and better access to development and facilities.

### 3 NATIONAL AND REGIONAL CONTEXT

- 3.1 National guidance on parking and travel plans is principally set out in Planning Policy Guidance note 13 (PPG13) (2001) *“Transport”*, whereas regional guidance is set out in the Regional Spatial Strategy (RSS) for the West Midlands, adopted in 2004.

#### Parking Standards

- 3.2 PPG13 recognises that car parking has a major influence on people's choice of transport mode. One of its objectives is for local authorities to *“use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys”* (Paragraph 6, bullet point 7).
- 3.3 PPG13 (paragraph 51, bullet points 1 to 8) requires that local authorities, in developing and implementing parking policies, 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*
  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 consider appropriate provision for motorcycle parking.*
8. *Consider appropriate provision for motorcycle parking”.*

- 3.4 PPG13 requires local authorities to set **maximum levels** of parking for broad classes of development which 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. Local authorities should not set any minimum parking standards for development, other than parking for disabled people. PPG13 also requires local authorities to establish a consistent approach to maximum parking standards above relevant thresholds.
- 3.5 To encourage a more consistent approach, PPG13 sets out maximum parking standards in its Annex D. The guidance requires that these standards are applied as a maximum throughout England, but Regional Planning Bodies and Local Planning Authorities may adopt more rigorous standards, where appropriate, subject to the advice in the guidance. The maximum parking standards set out in Annex D do not apply to small developments, that is, those below the relevant thresholds. PPG13 therefore requires local authorities to use their discretion in setting the levels of parking appropriate for small developments so as to reflect local circumstances.
- 3.6 Divergence from the maximum standards in PPG13 should be allowed only where an applicant has demonstrated (where appropriate through a Transport Assessment) that a higher level of parking is needed. In addition, where retail and leisure developments are located in a town centre, or on an edge of centre site (as defined by Planning Policy Statement 6 (PPS6) (2005) *“Planning for Town Centres”*) consideration may be given to allowing parking additional to the relevant maximum standards provided that the parking facilities will genuinely serve the town centre as a whole.
- 3.7 Other national policy guidance seeks to complement the Government’s transport strategy and strengthen the link between land use planning and transport. The search sequence in Planning Policy Guidance note 3 (PPG3) (2000) *“Housing”* and the sequential approach in PPS6 are intended to counter the tendency for developers to avoid areas with more restrictive parking standards. In addition, PPG3 guidance seeks to increase residential density and improve the quality of housing layouts. One way identified of doing this is by limiting parking spaces across an area to an average of 1.5 per dwelling.
- 3.8 The Regional Spatial Strategy (RSS) for the West Midlands RPG11 published in June 2004 sets out an approach to car parking standards and management in Policy T7 *“Car Parking Standards and Management”*, this is as follows;

## **Maximum Standards**

- A. *“Local authorities should work within maximum standards for parking associated with new development in line with those given in PPG13 and reflecting the approach set out in PPG3. All local authorities should work together to identify, before the next review of RPG:*
- i) those town centres and heritage areas to which more restrictive standards should be applied, because of their public transport accessibility, higher densities and/or sensitive character; and*
  - ii) a broad indication of more restrictive maximum standards for relevant land use categories.*
- B. *These areas and standards should then be incorporated into development plans. Care should be taken to avoid deterring investment in town centres, particularly those judged to be vulnerable (PA11).*

## **Management of Car Parking**

- C. *Local authorities, working together, should manage their car parking to reduce congestion and encourage more sustainable forms of travel by:*
- i) managing the supply, location, and price of parking in main centres to limit the provision of long stay spaces, where this is necessary to reduce congestion;*
  - ii) co-operating with each other to avoid using car parking charges as a tool for competition between centres;*
  - iii) using additional income to support the development of more sustainable forms of travel;*
  - iv) securing an adequate supply of car parking at railway stations and other transport interchanges;*
  - v) securing local Park & Ride sites as an alternative to town centre parking; and*
  - vi) developing a network of strategic Park & Ride sites, generally at railway stations, to meet the needs of the Region (T6).*
- D. *Local authorities should work with private sector operators to encourage a consistent approach within centres. Where car parking is provided it should be safe and secure with appropriate provision for people with disabilities. Local authorities should also consider the adoption of decriminalised parking enforcement powers in order to secure more effective management of car parking and demand management measures”.*

## **Travel Plans**

- 3.9 A travel plan is a package of measures aimed at promoting sustainable travel within an organisation, with an emphasis on reducing reliance on single occupancy travel. PPG13 sets out national guidance on travel plans and states in general terms when they should accompany a planning application

(i.e. in terms of floorspace thresholds or where there are significant transport implications). Indeed Paragraph 89, bullet points 1- 4 of PPG13 states;

*“ The Government considers that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including those for:*

- 1. all major developments comprising jobs, shopping, leisure and services (using the same thresholds as set out in annex D);*
- 2. smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, air quality management areas, and in other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses;*
- 3. new and expanded school facilities which should be accompanied by a school travel plan which promotes safe cycle and walking routes, restricts parking and car access at and around schools, and includes on-site changing and cycle storage facilities; and*
- 4. where a travel plan would help address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.*

*However, unacceptable development should never be permitted because of the existence of a travel plan”.*

3.10 The overarching transport strategy for the region, set out under Policy T1 of the RSS “Developing accessibility and mobility within the Region to support the Spatial Strategy”. This policy supports the promotion of sustainable travel and improved accessibility”. It states;

- A. “Access within and across the Region will be improved in a way that supports the RPGs Spatial Strategy, reduces the need the need for travel, expands travel choice, tackles congestion, improves safety and protects the environment.*
- B. This will be achieved by:*
  - i. measures to improve significantly accessibility and mobility within the MUAs, including the development of high quality sustainable public transport, so that they are able to accommodate greater levels of development, retain population and attract new jobs;*
  - ii. measures to improve accessibility and mobility in other urban areas, market towns and rural areas so that more sustainable means of travel are encouraged and local regeneration initiatives supported;*

- iii. *measures to improve national road and rail networks to ensure that strategic links to external markets are maintained and the Region does not become a transport bottleneck undermining national economic growth;*
- iv. *measures to encourage behavioural change across the entire Region; and*
- v. *measures to improve the safety and security of the transport system”.*

3.11 This SPD is designed to ensure that the Council is able to comply with Government guidance and the Regional policy framework concerning parking standards and travel plans.

## **4 WEST MIDLANDS CONTEXT**

4.1 The transport strategy for the West Midlands conurbation, set out in the Draft Final West Midlands Local Transport Plan 2006, provides a context for establishing parking standards for Dudley. The strategy includes a greater focus on managing travel demand e.g. by controlling and managing parking provision in accordance with the agreed joint policy framework, national guidance and local needs.

4.2 The joint policy framework recognises the need to co-operate on parking policies but that there are significant differences between centres. The following will be pursued as part of the agreed policy framework:

- 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; and
- developing park and ride facilities where they can make a positive contribution

4.3 As part of the preparation of this guidance, a review has been undertaken of parking standards in operation across the West Midlands Metropolitan Districts. Parking standards used elsewhere in the West Midlands reflect PPG13 guidance but there are differences in the extent to which local factors and accessibility factors have been used in relation to the application of reduced standards and in the treatment of sub land use categories. In some cases standards are provisional, awaiting further research.

4.4 The Metropolitan Districts in the West Midlands have different characteristic and land use patterns that need to be taken into account in developing

parking standards. Some districts have strategic centres where public transport accessibility and density of development are both high and where car parking provision may already be at a high level. Other districts like Dudley generally have smaller centres, although Dudley also has the large Merry Hill shopping centre, the status of which is being clarified by the Black Country Study (Phase I review of the Regional Spatial Strategy).

- 4.5 This draft SPD, while reflecting the maximum standards in PPG13, recognises the different characteristics of main centres in Dudley and the different levels of accessibility that occur across the area.
- 4.6 National and regional policy guidance also requires that parking provision should include facilities for people with disabilities, Powered Two Wheelers (PTW) and cycles. This draft SPD includes parking standards for these, which have been derived from best practice elsewhere and guidance from bodies such as Sustrans and the Institute of Highways and Transportation (IHT).
- 4.7 The Transport Priorities for the West Midlands produced by Advantage West Midlands and the West Midlands Regional Assembly proactively encourages the use of travel plans to promote sustainable transport. One of the Region's five Transport Priorities is to "Promote a change of Hearts and Minds of the Region's population." This includes programmes that encourage the use of public transport, more walking and cycling along with a corresponding reduction in the use of the private car. They wish to introduce the issue of demand management in line with thorough research, also to promote the use of travel plans for sustainable travel and to make information for all modes of transport more readily available.
- 4.8 The Regional Spatial Strategy (RSS) for the West Midlands also supports the idea of travel plans and the promotion of behavioural change. Policy T4 of the RSS "Promoting Travel Awareness" recommends an emphasis on the promotion of Travel Plans that encourage people to travel by means other than the car by raising awareness of transport issues and providing information on other forms of transport. The West Midlands Local Transport Plan encourages each partner authority to promote sustainable transport and the use of Travel Plans through the planning process.

## **5 LOCAL POLICY CONTEXT**

- 5.1 The overarching policy framework for this SPD is set out in the Dudley Unitary Development Plan, adopted in October 2005. It is not the purpose of this document to formulate new policy in this area, rather its intention is to build

upon and expand on the policies contained within this Plan that relate specifically to parking and travel plans.

- 5.2 The wider policy context for parking standards is covered by Policies AM1 and AM3 of the UDP, as follows:

**AM1 AN INTEGRATED, SAFE, SUSTAINABLE AND ACCESSIBLE TRANSPORT STRATEGY**

*The Council will pursue an integrated transport strategy which:*

- *promotes use and choice of sustainable modes of travel as real alternatives to using the car;*
- *minimises the effect of road traffic, through traffic restraint and demand management measures; and*
- *maintains and improves accessibility and safety for those living and working in the Borough and surrounding area.*

- 5.3 The availability of car parking is a major factor in determining people's choice of means of transport. By managing the type and availability of parking spaces it should be possible to reduce the levels of private car usage. Parking provision that exceeds the maximum standards specified in this SPD will only be granted in the following exceptional circumstances:

- Where it is demonstrated through a Transport Assessment and Travel Plan that a lower level of parking is not achievable through the implementation of measures to minimize the need for parking and car travel, and that a serious road safety or amenity problem would otherwise arise.
- Where a developer is providing car parking facilities in a main centre of local centre that will be available for all users of the centre and where a need for additional car parking has been identified in the Council's car parking strategy.

**AM3 STRATEGIC HIGHWAY NETWORK**

*The Council will seek to mitigate the impact of development to ensure the effective flow of traffic on the Strategic Highway Network, which includes the M5 motorway and core trunk road network as defined on the Proposals Map. Development proposals likely to have a material impact on the trunk road network will be required to submit a transport assessment. Such an assessment will accord with Highways Agency policy as set out in PPG13, Circular 04/2001 and "a New Deal for Trunk Roads in England", and shall identify any mitigation works to be funded by the developer. New accesses or intensification of existing accesses, onto trunk roads will be restricted in accordance with the Agency's graduated approach, and most severely*



*restricted in cases of motorways or other core routes of strategic significance. Planning applications for development that would result in a detrimental impact in the safety or free flow of traffic on the trunk road network will be refused.*

- 5.4 The Strategic Highway Network and other main roads are crucial to the efficient movement of people and goods as well as providing opportunities to accommodate new land use and investment. It is essential that the Strategic Highway Network of the Borough operates at maximum efficiency. This is vital to ensure that high frequency bus services, freight, emergency vehicles and other priority traffic can be accommodated. The control of parking on the highway, whether from existing land uses or new development, is a critical factor in the efficient operation of the strategic highway network.
- 5.5 The UDP policies that focus more directly on parking provision are policies CR12, AM14, AM15 and AM16, referred to below. The Council will consider proposals for parking provision in the context of these parking policies.

## **CR12 CAR PARKING IN TOWN CENTRES**

- 5.6 The policy states:

*“Suitably located, attractive and convenient short stay car parking will be encouraged in the Borough’s town centres where it would:*

- *meet the operational needs of business;*
- *be essential for the viability of a new development;*
- *achieve a better balance and distribution of parking spaces across the town centre as a whole;*
- *enable ready access to each centre outside peak hours;*
- *improve the environment or safety of streets; and*
- *meet the needs of people with disabilities.*

*All major shopping developments will be required to make provision for sufficient off street short stay parking to meet its needs. All developments on sites used as short-stay car parks in town centres will be required to make any necessary and appropriate alternative provision”.*

Town centres are a focus of activity and major trip generators. They are also public transport nodes therefore sustainable development locations. Town centres are also economic drivers, which need to remain attractive to inward investment. Parking standards need to take into account all these factors.

## **AM14 PARKING**

5.7 The policy states:

*“The Council will require levels of off-street parking provision which:*

- seek to reduce reliance on car usage;*
- reduce congestion and enhance safety;*
- encourage the use of other travel modes;*
- reduce levels of non-essential traffic on the strategic highway network; and*
- reduce adverse impact on the environment; and*
- in town centres, is suitably located, attractive and convenient”.*

5.8 The availability of parking can have more influence on people’s choice to use a car than the existence of good quality alternatives. Thus the application of maximum parking standards, particularly where there are good walking, cycling and public transport links, can have an impact on how people travel. This guidance considers parking in the context of overall accessibility. Provision of excessive parking, that is never fully used, is an inefficient use of land.

## **AM15 PERSONAL MOBILITY**

5.9 The policy states;

*The Council will ensure that facilities for people with disabilities are incorporated within highway, car parking and improvement schemes, including appropriate signage. In addition, adequate access for those with disabilities and for parents with young children should be incorporated in:*

- new shopping development and other new buildings where the public are admitted;*
- the rebuilding, extension or alteration of other buildings to which the public have access; and*
- development to enhance the enjoyment of the natural environment.*

5.10 This draft document sets out standards for the provision of parking spaces for people with disabilities and for parents with young children.

## **AM16 TRAVEL PLANS**

5.11 The policy states;

*“The Council will require the provision of Travel Plans in conjunction with planning applications for specific categories of development and, in those instances where adequate levels of on-site parking cannot be provided to the satisfaction of the Council”.*

- 5.12 In pursuing the implementation of an integrated transport strategy for the Borough, the Council requires, for all development, appropriate measures to reduce reliance on the private car and promote other modes of transport. Therefore, for larger developments and in cases where a development is likely to generate a higher level of car usage than can be accommodated by the maximum parking standards, the applicant will be required to submit a travel plan. This will need to identify complementary measures that will reduce the need for parking and encourage users to travel by modes of transport other than the car to access the development. This is referred to more fully in Section 13 of this document.
- 5.13 The implementation of the above policies will rely heavily on the Development Control process, including the use of planning obligations or appropriate conditions as necessary. These are also referred to in section 13 of this guidance.

## **6 FORMULATION OF PARKING STANDARDS**

- 6.1 Policies CR12 and AM14 in the Dudley Unitary Development Plan (2005) make clear that parking policy forms one element of a wider policy context. Spaces provided on individual new developments usually form a relatively small proportion of the total parking stock in a particular centre. The relationship of standards to the amount and management of existing on-street and off-street provision is therefore crucial.
- 6.2 However, while important, parking standards in isolation are a blunt instrument for tackling issues such as congestion and the encouragement of modal shift. The use of standards in Dudley, therefore, forms part of an integrated approach to the management of on and off street parking, accessibility by walking, cycling and public transport, while taking into account wider aspirations for regeneration and environmental enhancement of centres. The approach taken in Dudley has been to establish maximum parking standards in relation to:

### **Baseline Parking Standards**

- 6.3 These are maximum parking standards set at the least restricted level permitted by national guidance. These baseline standards will apply to all development of under 500 sq. metres or where a use is defined as having low accessibility.
- 6.4 **In practice, application of the parking standards will mean that for any particular proposal, parking may be provided up to, at, but not beyond the designated standard.**

- 6.5 Baseline standards will only apply in limited areas of the Borough, being subject to the following.

### **Economic Strength of Town Centres**

- 6.6 Town centres contain concentrations of land uses that attract visitor and commuter trips. They also contain a stock of publicly available parking. Town centres are also economic drivers and sustainable development locations where inward investment should be encouraged. However, centres vary in terms of their current economic strength. More restrictive parking standards are likely to be appropriate where a centre demonstrates considerable economic strength and functions as a high level centre in the wider regional hierarchy of centres. However, it will also be important to ensure that main centres in Dudley are attractive to new development and that developers are not discouraged from locating new offices in centres as opposed to suburban locations.

### **Traffic Congestion/Availability of Long Stay Parking**

- 6.7 Traffic congestion, as evidenced by low peak period speeds, is heaviest in the Dudley and Brierley Hill areas, with less congestion around Halesowen and Stourbridge. Many of the strategic routes in the Borough also suffer from congestion, particularly the A461, A4123 and A491
- 6.8 This suggests that the need for more restrictive controls on new commuter parking is most pressing in the Dudley and Brierley Hill areas. There is already a large amount of long stay parking in the Brierley Hill area at Merry Hill and the Waterfront and also a significant amount in Dudley. However, it is apparent from parking surveys that these spaces are well used and that there is little spare capacity. This could discourage future office development in these centres and care needs to be taken in setting parking standards for new employment uses in these areas to avoid them being so restrictive as to act as a deterrent on future development.

### **Accessibility**

- 6.9 An important consideration in the formulation of parking standards for Dudley has been the level of public transport accessibility that exists for different centres and other parts of the Borough. A gradation of maximum parking standards is proposed, where parking standards are more restrictive depending on the level of accessibility.

### **Standards for Specific User/Vehicle Categories**

- 6.10 This draft SPD includes standards for provision of parking spaces for people with impaired mobility, parents with young children, bicycles and motorcycles. These standards are set at minimum levels. **This parking should therefore be provided at or above these standards.** This is to ensure that the needs of these groups are fully catered for and accessibility for all encouraged.

### **Standards for Operational Parking**

- 6.11 Standards are necessary to ensure that the servicing arrangements for new developments are properly considered and accommodated. This may require the provision of on-site loading and manoeuvring space to allow the largest vehicle most likely to serve the development to be able to enter and leave in a forward gear.

## **7 PARKING STANDARDS IN TOWN CENTRES**

- 7.1 The government's aim, through PPS6 "*Planning for Town Centres*" (2004), is to promote the vitality and viability of town centres by:
- *Planning for growth and development of existing centres*
  - *Promoting and enhancing existing centres by focusing development in centres and encouraging a wide range of services in a good environment, accessible to all.* (PPS6, Paragraph 1.3).
- 7.2 Strong town centres are considered by government to be a means of promoting more sustainable patterns of development, ensuring that locations are fully exploited through high density mixed-use development and promoting sustainable transport choices, including reducing the need to travel and providing alternatives to car use. The Council, in assessing car parking requirements for developments in main centres, will have regard to the above PPS6 aims. Emphasis will be on the provision of parking for the visitors rather than for commuters and will take into consideration
- Demand for parking;
  - Existing provision for parking;
  - Capacity of the road network; and
  - Potential for improvements to public transport.
- 7.3 Within the main centres in Dudley, or at edge of centre locations, the Council will allow additional vehicle parking over the relevant maximum standard provided there is a need for the parking to serve the centre as a whole and that agreement to this can be secured prior to grant of planning permission. The Council will seek to ensure that the scale of parking is in keeping with the size of each centre.
- 7.4 For all main centres and the Merry Hill/Waterfront area, provision of new public car parking should also be available for use by visitors to the centre as a whole at charges broadly comparable to those applying in the rest of the centre. The Council will achieve this through the application of an appropriate planning condition.
- 7.5 Parking is an important element in facilitating the effective economic functioning of centres. Inadequate provision of parking at new developments can reduce the attractiveness of the development itself as well as the place

where it is located. Preparation of parking standards for main centres in Dudley has been informed by a number of town centre parking surveys undertaken since 2000. Furthermore they have been reinforced by the development of a Parking Strategy for the Dudley Borough which has been undertaken with assistance from Faber Maunsell during 2005/06.

7.6 In addition, proposed parking standards for main centres have been informed by established planning policy and potential development proposals for the four main centres in the Borough. This has included reference to retail and centre studies carried out by the Black Country Consortium as part of the preparation of a Sub-regional Spatial Strategy for the Black Country and the Dudley Towns Report prepared in 2004 by the Civic Trust with assistance from Healey and Baker. The latter investigated the four main centres within the Borough:

- Brierley Hill (Merry Hill/Waterfront Area and Brierley Hill High Street District Centre)
- Dudley town centre
- Stourbridge town centre
- Halesowen town centre

7.7 From this work, four inter-related themes have been identified that have been considered in development of a parking strategy for the main centres in Dudley. These are outlined in **Table 6.1**. Elements of each theme have been considered to produce a parking strategy reflecting the circumstances of each main centre in Dudley and related parking standards.

7.8 Two key factors in determining the justification of a parking standard more restrictive than the baseline, are the economic strength and the development potential of each centre. On the basis of the studies undertaken by the Civic Trust, Healey and Baker, and Faber Maunsell it is evident that Brierley Hill (Merry Hill/Waterfront) is significantly different from the old established centres in the Borough. The Merry Hill/Waterfront area of Brierley Hill is recognised as an area that attracts significant investor interest for retail, commercial and leisure development and has experienced significant recent growth. Given the economic strength of this area and its current scale, a more restrictive parking standard could be appropriate.

**TABLE 6.1****PARKING POLICY FRAMEWORK FOR MAIN CENTRES**

<b>CENTRE</b>	<b>THEME 1 Parking Demand/ Supply Position</b>	<b>THEME 2 Development Potential</b>	<b>THEME 3 Centre Hierarchy</b>	<b>THEME4 Traffic Congestion and Public Transport Proposals</b>	<b>PARKING STANDARD5  Baseline or more restrictive)</b>
Dudley	Good provision - 2210 spaces  Potential for car parks to be redeveloped with some high quality replacement provision	Past decline Regeneration and redevelopment including potential for leisure and residential development	Support existing function in hierarchy	Significant traffic congestion  Metro proposals	More Restrictive standard is appropriate for employment uses
Brierley Hill Area	Good provision - 11060 spaces	Potential for substantial further expansion of Merry Hill/ Waterfront subject to status of centre.  Regeneration in Brierley Hill	Raise status of centre in hierarchy	Significant traffic congestion  Metro proposals	More restrictive standard for Merry Hill/ Waterfront is consistent with raising status to strategic centre – but not appropriate in Brierley Hill district centre
Halesowen	Good provision – 1280 spaces	Limited potential for expansion	Support existing function in hierarchy	Some congestion	More Restrictive Standard not justified for employment uses
Stourbridge	Good provision – 1580 spaces  Potential for redevelopment of some sites	Regeneration and Redevelopment including potential for new supermarket	Support existing function in hierarchy	Some congestion	More Restrictive Standard not justified for employment uses

- 7.9 The Brierley Hill area already has over 10,000 publicly available parking spaces that are free to use (mainly at the Merry Hill shopping centre and the Waterfront). For the area to become a strategic centre that does not have an unfair advantage over other centres, and to meet regional and local planning policies, it is anticipated that a charging regime comparable to competing centres will be introduced. Also, given the high level of existing parking provision in the area, there is a case for having a more restrictive approach to future parking provision as part of the wider strategy of encouraging more sustainable modes.
- 7.10 The other key factor that is relevant in the consideration of more restrictive parking standards is the level of congestion on the highway network. Analysis of traffic congestion across the Borough demonstrates that peak period traffic congestion is most extensive and severe around Dudley and Brierley Hill areas.
- 7.11 In recognition of the above, it is considered that there is a case for parking standards in relation to developments generating significant peak period trips to be more restrictive in the Merry Hill/Waterfront area and in Dudley town centre than in the rest of the Borough.
- 7.12 In the established centres of Stourbridge, Halesowen and the Brierley Hill High Street district centre, there has been a history of relative decline and the development potential for employment generating uses appears relatively limited. A more restrictive parking standard based on the role and function of these centres does not appear to be justified. It is therefore proposed that two general parking standards should apply for business and employment uses as follows:

**Table 6.2 – Level of Centre**

**Level 1**

Merry Hill, Waterfront and Dudley town centre

Please note that whilst Merry Hill and the Waterfront are included here, due to their role as principal retail and office destinations in the Borough, they are not currently designated as a centre in planning policy terms. The Black Country Sub-Regional Study (a Phase 1 Review of the Regional Spatial Strategy) is currently considering the role of Merry Hill/ Brierley Hill and its centre status. This will result in an Examination in Public (EIP) in January 2007. The Secretary of State (SoS) is expected to deliver a report in August 2007 with subsequent incorporation into the Regional Spatial Strategy (RSS).

**Elsewhere**

Halesowen, Stourbridge and the Borough's district and local centres and the remainder of the Borough.

(see Table 9.1 for application of parking standards)



7.13 The Merry Hill/Waterfront area where the more restrictive parking standards (Level 1) will apply is shown on **Plan 1**. The area of Dudley where the more restrictive parking standards (Level 1) will also apply is shown on **Plan 2**.

7.14 The application of the Level 1 and baseline parking standards will be subject to an accessibility assessment as described in the following section.

## 8 PARKING STANDARDS AND ACCESSIBILITY

8.1 An important consideration in the formulation of parking standards for Dudley has been the level of public transport accessibility that exists for different centres and other parts of the Borough. It is apparent that the main centres in the Borough and the Merry Hill/Waterfront area all have very good accessibility by public transport and that this will be significantly enhanced by the introduction of Midland Metro in the Dudley and Brierley Hill areas.

8.2 District and local centres and areas adjacent to main routes also have a good level of public transport accessibility, while even residential areas away from main routes generally have good bus services. Where good quality alternatives to the car exist this should be reflected in more restrictive car parking levels to promote modal shift. **Table 8.1** below identifies the reductions that should be applied.

**Table 8.1 – Accessibility Reductions**

**Low Accessibility**

No change to baseline level

**Medium Accessibility**

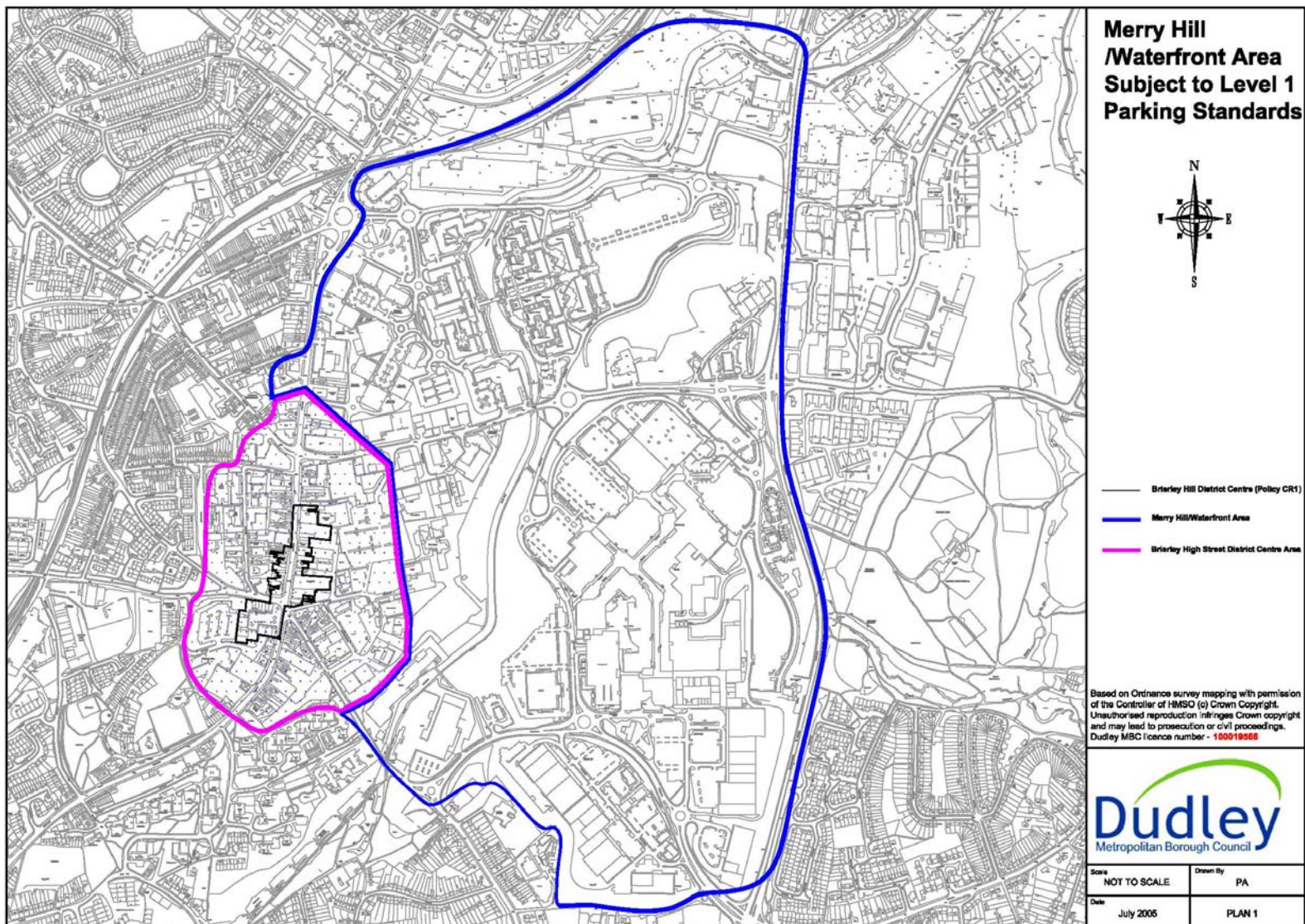
Reduce baseline by 10 - 20%

**High Accessibility**

Reduce baseline by 20 - 40%

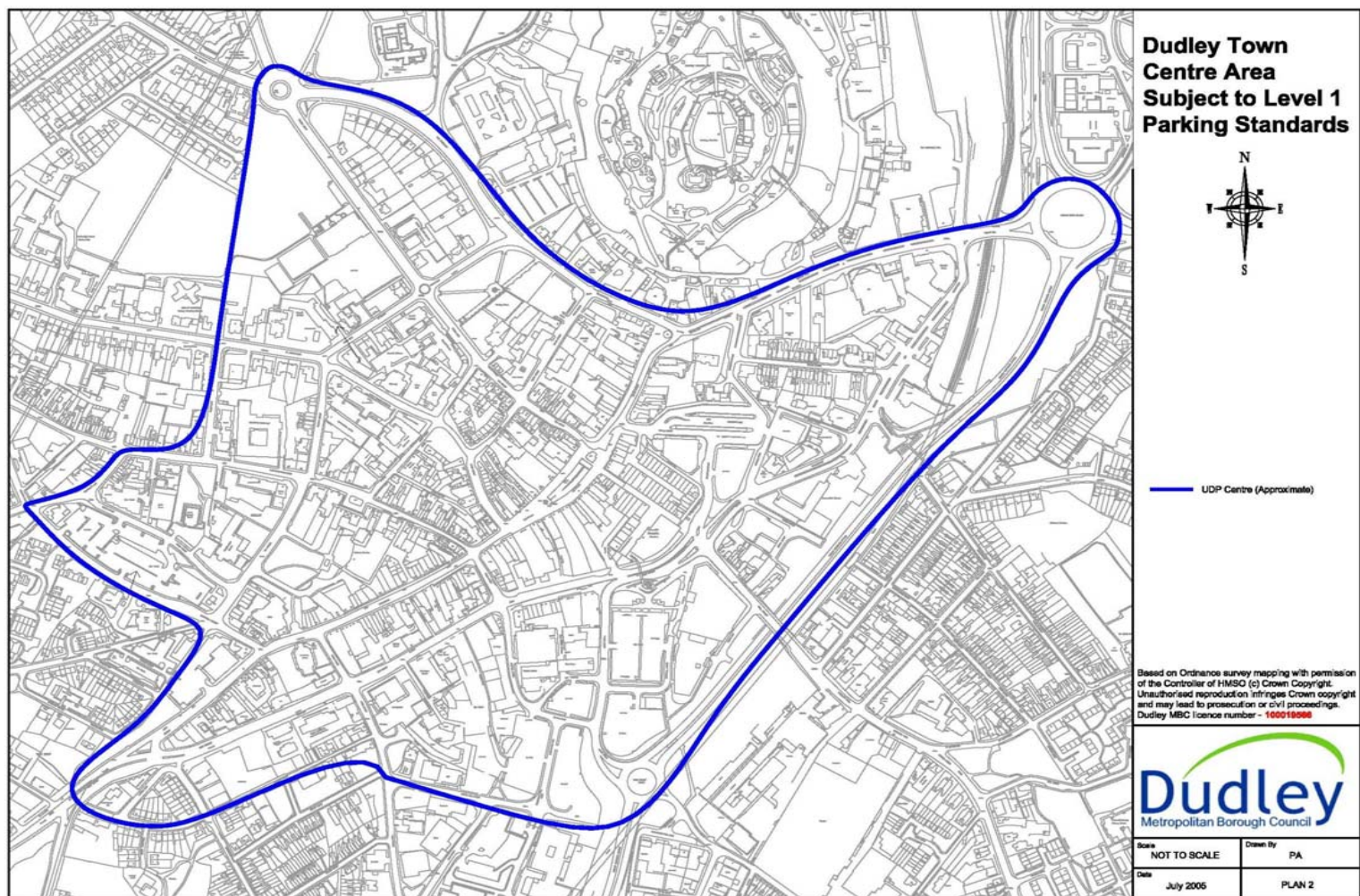
8.3 Two levels of accessibility reductions are proposed to reflect that there is a level of diversity of accessibility. In order to avoid perverse incentives for developers to locate in less accessible areas in order to obtain more parking, developers in such locations will be expected to demonstrate how accessibility by non-car modes can be improved to at least “medium level”.

## Plan 1 – Merry Hill/Waterfront Area Subject to Level 1 Parking Standards





## Plan 2 – Dudley Town Centre area subject to Level 1 Parking Standards



- 8.4 In the case of A1 Retail and A5 Hot Food takeaways, the majority of trips will generally be short stay and it will be necessary to consider peak demands for access by car as under provision of parking could result in on-street parking that could create safety or congestion problems. Much of this type of development will take place in centres, where parking requirements will need to be considered in relation to the overall parking situation of the centre. It may be appropriate for smaller retail developments not to provide parking, while for larger developments, under provision of parking could place additional strain on existing parking facilities. Therefore, parking provision will need to be considered in relation to the wider parking situation of the centre. For such developments it is proposed that accessibility reductions should not be applied.
- 8.5 In assessing the level of accessibility of a development site, it will also be necessary to consider the characteristics of the development in terms of trip arrival times as public transport accessibility can vary during the 24 hour day. For example, where shift working is anticipated, it will be necessary to assess public transport accessibility at staff changeover times. This assessment may demonstrate that a site has poor accessibility at some of these times and the accessibility assessment will need to reflect this.
- 8.6 Given that there are many gradations of accessibility and many different types of development, it is proposed that a range of possible reductions in parking should be considered within the proposed 'Medium' and 'High' accessibility bands. It will therefore be necessary for a judgement to be made as to the appropriate reduction to be applied within each band based on relevant local and development specific factors.
- 8.7 In order to establish the level of accessibility at any development site in the Borough, assessment frameworks have been produced. Given their different characteristics, different frameworks have been produced to assess accessibility at both non-residential development sites and residential sites. It is proposed that an accessibility assessment, based on this framework, should be submitted by developers for proposals over 500m<sup>2</sup> gross floor area (gfa) and for any new residential development. This will provide an indication of the accessibility of sites and the application of the accessibility reductions proposed in Table 8.1.
- 8.8 The accessibility assessment frameworks are explained more fully in the Appendix. These frameworks are anticipated to be of use, not only in considering planning applications, but also when assessing the sustainability of sites through the development plan process.
- 8.9 These frameworks provide a basic mechanism for measuring accessibility. The Department for Transport (DfT) has produced **Accession**, a computer package to analyse the time taken to travel by different modes of transport from any given point to various facilities. It is possible that Accession could be

used to produce a general methodology for measuring accessibility of sites in Dudley Borough, which could replace the manual approach outlined above. In the meantime, there may be cases when either the Council or an applicant may wish to pursue the use of Accession to examine in more depth those proposals where accessibility is a particular issue.

## **9 VEHICLE PARKING STANDARDS FOR LAND USE CLASSES**

- 9.1 The maximum parking standards detailed in this section are based on the advice contained in the revisions to PPG13, PPG3 and the Regional Spatial Strategy for the West Midlands. They provide a guide to the standards considered appropriate for new developments as well as proposals for redevelopment of existing buildings including change of use. So far as possible these standards relate to the classification of land use specified in the Town and Country Planning Use Classes Order 1987 (as amended). It is recognised that the information provided is not exhaustive nor is it possible to cover all eventualities. Any proposed land use or built development not specifically mentioned will be considered on a site specific basis on its individual merits. The standards aim to provide developers with a clear statement of the level of car parking provision that will be acceptable to the Council with any proposed use and in any specific location within the Borough.
- 9.2 In all cases, the developers will be expected to demonstrate that adequate arrangements for vehicle parking, including loading and servicing are provided with any proposal to ensure that it will not result in road safety, amenity or traffic management problems. Proper account will need to be given, in particular, to the servicing requirements for non-residential development in relation to on-site loading, unloading, manoeuvring and waiting space to accommodate the largest vehicles most likely to serve the development, such that all vehicles can enter and leave the site in a forward gear.
- 9.3 The following sections set out the Council's parking policies and parking standards that will be applied to various classifications of development. Detailed standards for non-operation parking are shown on **Table 9.1**. Requirements for operational parking are shown on **Table 10.1**.
- 9.4 Parking requirements the disabled and carers, and for cycle parking is provided in Section 11.

### **Residential Development**

- 9.5 Residential parking allocation is referred to in Planning Policy Guidance Note 3 "*Housing*". PPG3 links parking and design and recognises that car ownership (and hence parking needs) varies with age, household type, type of

housing and location. It emphasises the need to limit parking spaces in new residential developments to achieve an average of 1.5 spaces per dwelling unit across the Borough. This policy is designed to achieve higher residential densities in urban areas. However, this standard may be flexibly applied to recognise local circumstances and is not referred to in the current Consultation Paper on housing policy entitled PPS3 *"Housing"*.

9.6 PPG 3 indicates that significantly lower levels of off-street parking should be adopted as follows (see PPG3, Paragraph 61):

- Town centres and other locations readily accessible by public transports, cycling and walking;
- Housing for the elderly, students and single people where demand for parking is likely to be less than for family housing;
- Building conversions where off-street parking is less likely to be successfully designed into the scheme.

9.7 The proposed parking standards for residential development respond to this guidance. In particular, in areas of good accessibility it is proposed that standards will be more restrictive because of the higher accessibility to public transport. It is also recommended that Travel Plans should be required to cover staff and visitors to hotels, hostels and older peoples' housing. Travel Plans will also be required for large residential developments.

9.8 Any potential for on-street parking spill from residential properties will need to be weighed in relation to the potential harm to environmental amenity and road safety. In the case of communal parking areas, it is recommended that a percentage of all parking spaces within a development must be unassigned for visitor use; and the parking standards provide guidance on this.

### **General Commercial Development**

9.9 More restrictive parking standards will apply to commercial development in the Merry Hill/Waterfront area and in Dudley Town centre than in the rest of the Borough. In addition, commercial development in areas of good public transport accessibility will have more restrictive maximum parking standards. In larger developments, the developer and occupier of the commercial site will have responsibilities for restricting staff parking through implementation of a Travel Plan. Parking facilities will be expected to include appropriate provision of disabled parking spaces and secure parking for powered two wheelers and cycles.

### **Retail Development**

9.10 Parking requirements for retail development will vary depending on size, nature and location of the development. For most retail developments, cycle, motorcycle and disabled driver parking will also be required where visitor parking is being provided as part of the development. In centres where

parking is being provided as part of a retail development, it should be available for shared public use by visitors to the wider centre.

### **Educational Establishments**

- 9.11 Standards for parking at schools have been set to limit the amount of space within the school grounds dedicated to parking provision. The parking allocation covers staff, visitors and parents. The allocation does not cover pupil parking as this is discouraged at Borough schools. Only in exceptional circumstances, including school buses, where road safety is the prime consideration, should pupil drop off and pick up points be within school premises (a full justification must be submitted to the Council along with a Travel Plan and arrangements for managing the on-site parking).
- 9.12 All new or expanded educational establishments that are likely to generate more traffic movement or parking requirements will be required to implement a Travel Plan. The school Travel Plan will make provision for the appropriate management of overspill parking and the enforcement of any provisions relating thereto.
- 9.13 Bus/coach loading and waiting areas either on the premises or on the highway will be required for most new schools and tertiary education facilities. Sufficient space should be reserved to allow buses to enter and leave the site safely. Secure cycle parking at all schools and higher education establishments must be provided.

### **Health and Medical Establishments**

- 9.14 All new health establishments or major expansions of more than 1,000m<sup>2</sup> will require a transport assessment and a Travel Plan. The level of parking below the maximum standard will be based on the transport assessment and the Travel Plan.

### **Leisure Facilities and Conference Centres**

- 9.15 This is a broad category that includes a wide range of uses. Not all forms of leisure facility are covered by the parking standards and individual assessments will be required. However, the categories listed here provide an indication of the level of parking the Council would expect to see associated with similar developments. Transport assessments will be required for larger leisure and conference developments to establish parking levels and access. Where developments are mixed, for instance incorporating a café, the parking standards for this use will apply alongside those required for the primary use.
- 9.16 The application of the parking standards with worked examples is set out in the Appendix.

**TABLE 9.1****MAXIMUM VEHICLE PARKING STANDARDS (Non-Operational)**

Land Use Class	Level	Parking Standard (per m <sup>2</sup> gross floor area)			Notes
	Level 1 – Dudley, Merry Hill/ Waterfront Baseline - Elsewhere	Gross floor area <500m <sup>2</sup> or Low Accessibility (Baseline Standard)	Gross floor area >500m <sup>2</sup>		
			Medium Accessibility Reduce Baseline by 10-20%	High Accessibility Reduce Baseline by 20-40%	
A1 Retail Food	Level 1/ Baseline	1:14			<p>Parking in centres – For A1 – A5 uses below 1000sqm, parking may not be required on-site in main centres and local centres where adequate off-site public parking is available and no serious road safety or amenity problems would otherwise be created.</p> <p>Larger retail uses will generally be expected to provide parking up to maximum standard to be publicly available. Maximum standards may be exceeded where parking is to serve the wider centre.</p> <p>For retail uses above 1,000sqm, parking reductions below maximum standard will be considered with regard to the outcome of TA/Travel Plan.</p> <p>4 spaces per bay</p> <p>1 lorry space per 45sqm.</p>
Non Food	Level 1/ Baseline	1:20			
A2 Financial and Professional Services/	Level 1/ Baseline	1:25	1:26 – 1:29	1:29 – 1:35	
A3 Restaurants and cafes	Level 1/ Baseline	1:10	1:11 – 1:12	1:12 – 1:14	
A4 Drinking establishment	Level 1/ Baseline	1:8	1:9 -1:10	1:10 – 1:12	
A5 Hot Food takeaways	Level 1/ Baseline	1:20			
Car Sales	Level 1/ Baseline	1/50sqm	1/50sqm	1/50sqm	
Vehicle Repair	Level 1/ Baseline				
Transport Café	Level 1/ Baseline				



Land Use Class	Level	Parking Standard (per m <sup>2</sup> gross floor area)			Notes
	Level 1 – Dudley, Merry Hill/ Waterfront Baseline - Elsewhere	Gross floor area <500m <sup>2</sup> or Low Accessibility (Baseline Standard)	Gross floor area >500m <sup>2</sup>		
			Medium Accessibility Reduce Baseline by 10-20%	High Accessibility Reduce Baseline by 20-40%	
B1 Offices	Level 1 Baseline	1:40 1:30	1:44 – 1:48 1:33 – 1:36	1:48 – 1:56 1:36 – 1:42	For offices below 2500sqm in main centres parking may not be required on-site, where adequate off-site public parking is available and no serious road safety or amenity problems would otherwise be created.
B1 Non-office Light industry and business parks	Level 1 Baseline	1:80 1:50	1:88 – 1:96 1:55 – 1:60	1:96 – 1:112 1:60 – 1:70	For B1 uses over 2500sqm, parking requirements below maximum standard will be considered with regard to the outcome of TA/Travel Plan.
B2 General industry	Baseline (Level 1 N/A)	1:70	1:77 – 1:84	1:84 – 1:98	For B2 uses over 5000sqm, parking reductions below maximum standard will be considered with regard to the outcome of TA/Travel Plan.
B8 Warehousing	Baseline (Level 1 N/A)	1:150	1:158 – 1:176	1:176 – 1:214	For B8 uses above 1,000sqm, parking reductions below maximum standard will be considered with regard to the outcome of TA/Travel Plan.

Land Use Class	Level	Parking Standard (per m <sup>2</sup> gross floor area)			Notes
	Level 1 – Dudley, Merry Hill/ Waterfront Baseline - Elsewhere	Gross floor area <500m <sup>2</sup> or Low Accessibility (Baseline Standard)	Gross floor area >500m <sup>2</sup>		
			Medium Accessibility Reduce Baseline by 10 - 20%	High Accessibility Reduce Baseline by 20-40%	
C1 Hotels	N/A	1 space per bedroom, including staff  1 space per 5sqm of public drinking area	Reduce pro-rata  Reduce pro-rata		In main centres - arrangements can be made with public/private car park operators to provide off-site parking spaces.
C2 Residential Institutions/ Student and Sheltered Accommodation	N/A	1space per 4 bed spaces  1 space per 2 dwelling units	Reduce pro-rata  Reduce pro-rata		
C3 Dwellings	N/A	1 bedroom 1 space 2 – 3 bedrooms: 2 space 4+or more bedrooms: 3 spaces	Reduce pro-rata		
D1 Non-Residential Institutions/	N/A				In conservation areas, reduced standard may be permitted. For flats add 1 visitor space per 5 dwellings Communal: 1.5 spaces per dwelling
Medical Facilities		1 space per staff member (FTE) 2 spaces per treatment room	Reduce pro-rata		
Hospital		1 space per 4 staff; 1 space per 3 daily visitors	Reduce pr-rata		
Primary Schools/ Nurseries		1 space per 2 staff members (FTE)	Reduce pr rata		Provision required to drop off children where no safe alternative exists.

Land Use Class	Level	Parking Standard (per m <sup>2</sup> gross floor area)			Notes
	Level 1 – Dudley, Merry Hill/ Waterfront Baseline - Elsewhere	Gross floor area <500m <sup>2</sup> or Low Accessibility (Baseline Standard)	Gross floor area >500m <sup>2</sup>		
			Medium Accessibility Reduce Baseline by 10 - 20%	High Accessibility Reduce Baseline by 20 - 40%	
Secondary Schools	N/A	1 space per 2 staff (FTE) and in addition for further education facilities, 1 space per 15 students	Reduce via Travel Plan		Provision required to drop off children where no safe alternative exists. Access shall also be provided to an area of hard standing for use by visitors to evening meetings/ community uses.
Further Education	Level 1/ Baseline		Reduce via Travel Plan		
Places of Worship	Level 1/ Baseline	1:20	1.22 – 1.24	1.24 – 1.28	
Museums, galleries and libraries	Level 1/ Baseline	1:30	1:32 – 1:35	1:35 – 1:43	In main centres no parking may be required on site where adequate off-site parking is available. Larger developments will be expected to provide parking up to maximum standard to be publicly available. Maximum standards may be exceeded where parking is to serve the wider centre. Parking reductions below maximum standard will be subject to outcome of TA and Travel Plan.
D2 Leisure uses	Level 1/ Baseline	1 space per 8 seats	Reduce pro-rata		
Cinemas, Bingo Halls, Conference Facilities etc	Level 1/ Baseline	! space per 5 seats	Reduce pro rata		
Sports halls, bowling alleys and health and fitness facilities etc	Level 1 Baseline	1:25 1:22	1:27 – 1:30 1:23 – 1:26	1:30 – 1:35 1:26 – 1:31	
Sports Stadia	N/A	1 space per 15 seats			Parking reductions below maximum standard subject to outcome of a TA and Travel Plan if appropriate and subject to consideration of the impact on local amenity.
Outdoor sports facilities	N/A	1 space for every 2 players able to use facilities at any one time	1 space for every 2 players able to use facilities at any one time		
Children’s ‘Play Barns’		To be determined			Parking requirement to reflect peak demand.

## 10 OPERATIONAL PARKING FOR LAND USE CLASSES

10.1 Attention will need to be given to the servicing arrangements for the development concerned. This will usually require the provision of on-site loading and manoeuvring space to allow the largest vehicle most likely to serve the development to be able to enter and leave in a forward gear. Manoeuvring requirements for service vehicles will be assessed by reference to accepted standards such as ‘**TRACK**’ or ‘**Designing for Deliveries**’ (both Savoy Computing). Operational Parking requirements are detailed in **Table 10.1** below.

**TABLE 10.1 VEHICLE PARKING STANDARDS (Operational)**

Land Use Class	Operational Parking Requirement	
A1 Retail/	<u>Gross Floorspace</u>	<u>Minimum load &amp; unload space</u>
	500sq.m	50sq.m
	1000sq.m	100sq.m
	2000sq.m	150sq.m
	Service areas for loading and unloading must be laid out to allow lorries to enter and exit the site in forward gear.	
A2 Financial and Professional Services/	Banks, Building Societies and other financial services used by the public – No operational parking required.	
A3 Restaurant, Pubs and bars, Fast food takeaways.	50sq.m for loading and unloading  For new public houses and fast food takeaways, service areas for loading and unloading must be laid out to allow lorries to enter and exit the site in forward gear.	
Car Sales	100sq.m loading and unloading area.	
B1 Offices	<u>Gross Floorspace</u>	<u>Minimum load &amp; unload space</u>
	Under 100sq.m	30sq.m
	100sq.m – 250sq.m	60sq.m
	Over 250sq.m	75sq.m
B1 Non-office/ B2 industry	1 lorry space (45sq.m) up to 280sq.m gross after which 1 additional lorry space per 500sq.m gross.	
B8 Warehousing	2 lorry spaces (45sq.m) up to 280sq.m gross after which 1 additional lorry space per 500sq.m gross.	
C1 Hotels	<u>Gross Floorspace</u>	<u>Minimum load &amp; unload space</u>
	500sq.m	100sq.m
	1000sq.m	150sq.m
	2000sq.m	170sq.m

Land Use Class	Operational Parking Requirement
C2 Residential Institutions and Student accommodation	Space for ambulance, minibus or van.  Space for one pick-up and drop off point
C3 dwellings	Adequate provision for refuse collecting vehicles which should normally be separate from car parking spaces, will need to be demonstrated.
D1 Non-Residential Institutions/	
Medical Facilities	For Hospitals: Space shall be reserved for ambulances adjacent to main entrance.  Space shall be allocated for large delivery or refuse lorries which shall be accessed in a manner which avoids conflict with access ways required by ambulance. For Surgeries and Clinics: Space for one pick-up and drop off point.
Primary Schools and Nurseries  Secondary Schools  Further Education	Adequate space should be allocated for coaches which may be used either to bring children to school or for school trips. For large schools, an on-site traffic flow system should be provided to accommodate a larger number of vehicles.  Where on-site provision cannot be made, it must be clearly shown that on-street parking of coaches will not detrimentally affect the free flow of traffic on the highway.  For special schools, space shall be allocated for mini buses/ambulances adjacent to the entrance of the school building.
Places of Worship	Adequate spaces for wedding and funeral vehicles either within the site or on-street.
Museums, galleries and libraries	Minimum loading and unloading 50sq.m
D2 Leisure uses	
Cinemas, Bingo Halls, Conference Facilities etc	50sq.m for a loading and unloading area.  Space for 1 pick-up and drop off point.
Sports halls, bowling alleys and health and fitness facilities etc	50sq.m loading and unloading area.
Sports Stadia	To be determined on a case by case basis having regard to the type of activity proposed.
Outdoor sports facilities	50sq.m loading and unloading area.

## 11 PARKING FOR MOBILITY IMPAIRED PEOPLE

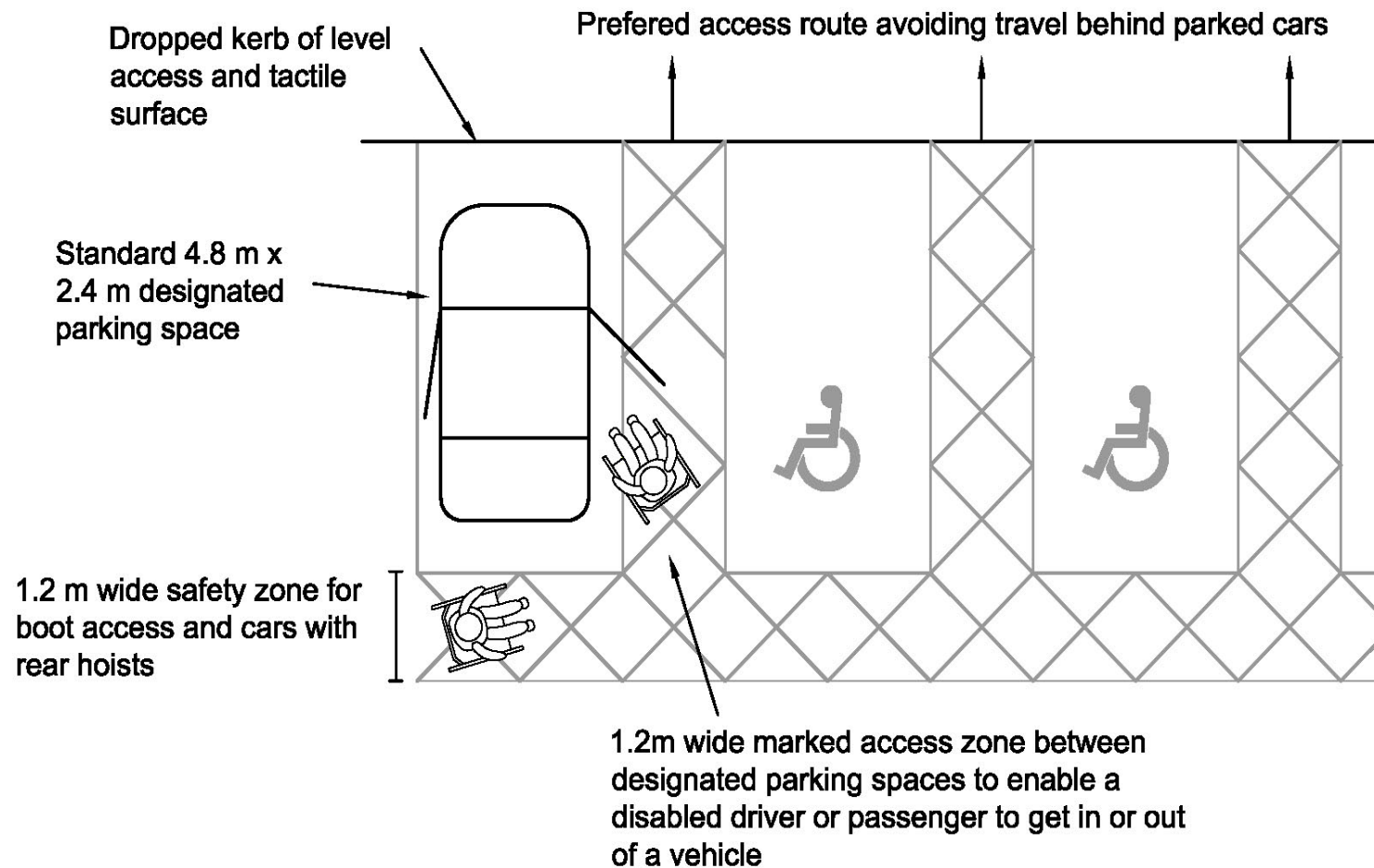
- 11.1 Parking for people with impaired mobility is an important consideration. Guidance on the design and location of parking for mobility impaired people can be found in the Department for Transport (DfT) leaflet 5/95 (April 1995) and the DfT report 'Inclusive Mobility'. The **minimum** parking standards, set out in **Table 11.1** below, will be applied in developments to cater for the needs of disabled people. Parking for disabled people should be **additional** to the maximum vehicle parking standards set out in Table 9.1. The degree of restraint on standard parking places will be taken into account when calculating to what extent the provision of spaces for disabled people should exceed the minimum standard.

**Table 11.1 Standards for Parking for Mobility Impaired People.**

<b>Employment generating developments not normally visited by the public and hotels/guest houses open to residents only:</b>	
Up to 25 parking spaces	2 wider reserved space
Up to 50 parking spaces	3 wider reserved spaces
Up to 75 parking spaces	4 wider reserved spaces
Up to 100 parking spaces	5 wider reserved spaces
Over 100 parking spaces	5 bays plus at least 1 wider reserved space per 25 standard parking spaces above 100 spaces.
<b>Shops and buildings to which the public have access, and public car parks:</b>	
Up to 10 parking spaces	Decided on merit
Up to 25 parking spaces	2 wider reserved space
Up to 50 parking spaces	3 wider reserved spaces
Over 50 spaces	4 bays plus at least 1 wider reserved space per 20 standard parking spaces above 50 spaces.
<b>Residential - General Purpose Housing:</b>	
1 space for every dwelling built to mobility standards	

- 11.2 Parking spaces for the mobility impaired should be made within 50 metres of the destination (main entrance for disabled people) so that a round trip of no more than 100 metres has to be made. Parking spaces should be clearly marked with the British Standard Disabled symbol in accordance with BS 3262 Part 1 and have a level or ramped access from the space to the entrance (see **Figure 11.1**). Pedestrian ramps should be short with gradients preferably no steeper than 5% but not exceeding 8%. These gradient specifications should also apply to any sloping pathways into car parks. Handrails should be provided on either side of steps and ramps. Wherever possible this should be undercover.

**FIGURE 11.1 LAYOUT OF PARKING BAYS FOR THE MOBILITY IMPAIRED**



- 11.3 Consideration should be given to the provision of parking management regimes, including intelligent systems, to ensure only authorized users park in parking spaces for the disabled.
- 11.4 In shops and buildings to which the public have access and public car parks (where more than 100 spaces are being provided overall) spaces should be reserved where appropriate for people needing to transfer children to and from the car.

## 12 PARKING FOR CYCLES AND POWERED TWO-WHEELERS

- 12.1 Secure, well lit and undercover cycle parking facilities should be incorporated in any developments that have the potential to attract cyclists. The *minimum* standards set out in **Table 12.1** below, will be required for development proposals, in **addition** to the vehicle parking standards. In cases, where no off-street vehicle parking can be provided as part of a development, the Council may require a significant increase in the number of cycle parking spaces to be provided by the developer, above the minimum standards specified below.

**TABLE 12.1 CYCLE PARKING STANDARDS**

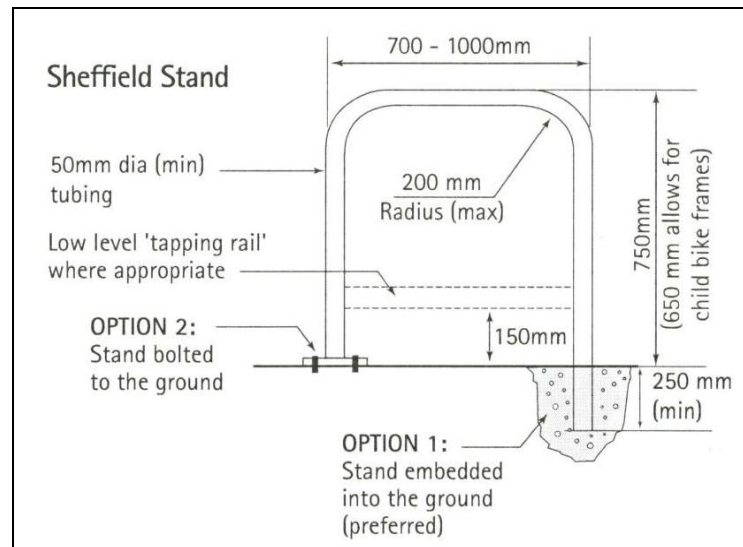
Land Use	Standard (sqm per space) (Gross floorspace)	Notes
B1 Offices B1 Non -office/B2 industry B8 Warehousing	1 space per 300sqm 1 space per 400sqm 1 space per 500sqm	Cycling facilities should aim to accommodate a minimum of 12% of all journeys to work.
A1 Retail/A2 Financial Services/ A3 Restaurant, pubs, takeaways	1 space per 400sqm for staff plus 1 space per 500sqm for customers	Minimum standards based on modal split targets in Travel Plans, where required.
Student accommodation	1 space per 2 bedspaces plus 1 per 20 bedspaces for visitors	Provision should be secure and accessible.
C3 Residential (high density development e.g. flats)	1 space per 2 bedspaces plus 1 per 20 bedspaces for visitors	Provision should be secure and accessible.
D1 Education	1 space per 5 students (year 7 and above) plus 1 space per 10 staff.	Cycling facilities should aim to accommodate a minimum of 15% of all journeys
D2 Leisure	1 space per 10 staff plus 1 space per 20 parking spaces	Minimum standards based on modal split targets in Travel Plans, where required.
All other uses	To be determined on their individual merits	Based on modal split targets in Travel Plans, where required.

- 12.2 Parking stands for cyclists should not be more than 30 metres from a building entrance and ideally should be sign posted and have lighting. The siting of stands should not obstruct a main entrance to buildings where they can cause

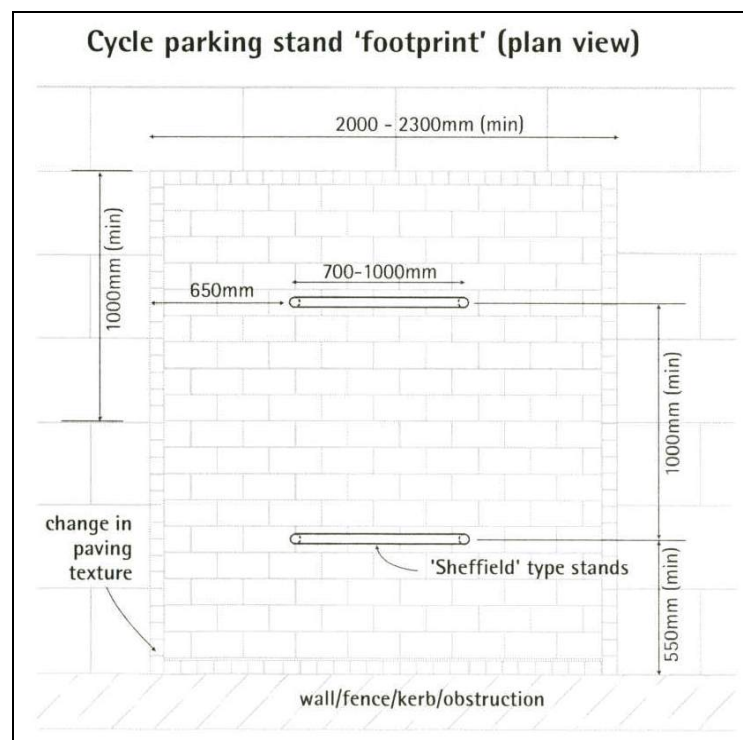


a hazard to blind and partially sighted people. Long term cycle parking for employees should be located within buildings, in cycle sheds/bike lockers or in an undercover location such as a basement car park, subject to surveillance by staff. The most satisfactory type of cycle parking is provided by a cycle locker or the universal 'Sheffield Stand' design which can accommodate two bicycles on either side with a distance separation between stands of 1 metre (see **Figures 12.2 and 12.3** below).

**FIGURE 12.2: DIMENSIONS FOR THE SHEFFIELD STAND**



**FIGURE 12.3: LAYOUT OF CYCLE PARKING BAYS**



- 12.3 With certain forms of residential development (eg blocks of flats) cycle parking provision may be required; secure cycle parking should be allocated for all new dwellings or within the overall development site. Purpose-made cycle cages should normally be provided, rather than freestanding sheds or lean-tos, to discourage the theft of bicycles and parts. A proportion of secure motorcycle parking may also be required in the case of larger residential developments.
- 12.4 Powered two wheelers can play an important part in delivering integrated and sustainable transport policies. Parking bays for powered two wheelers should be provided in well lit areas and where passersby can provide natural surveillance to deter thieves. In addition CCTV should be set to monitor such parking areas. Anchor points should be robust, compatible with a range of bike types and locking devices, and provided at a height of around 60cm to accommodate a range of wheel sizes.
- 12.5 As a minimum, it is proposed that developers should provide for safe, well lit and secure parking for powered two wheelers equal to 2% of the car parking spaces provided at retail developments and 4% of the car parking spaces provided at all other developments. This should be provided in addition to parking for pedal cycles. Powered two wheeler parking should be clearly signposted from the highway and signed in situ, indicating that it is reserved for powered two wheelers only.
- 12.6 Provision for powered two wheeler parking and cycle parking should also be made at new Park and Ride sites.
- 12.7 Powered two wheeler parking bays should be 1.5 wide by 2.5 long and have bollards protecting them from other vehicles. Sites should have anchor points, quality level surfacing, CCTV and/or natural surveillance, be located away from drain gratings and protected from the elements.

## **13 TRAVEL PLANS AND PLANNING OBLIGATIONS**

- 13.1 The application of maximum parking standards is part of an overall process of minimising the level of traffic generated by new development and encouraging alternative modes of travel to new developments. Developments which propose unjustifiable or excessive levels of car parking will not be acceptable.
- 13.2 In assessing this, the Borough Council will consider the alternatives, both in terms of a more suitable location for the proposal and access by sustainable means of transport. The Council will also consult with the Highways Agency where developments may have an impact on Motorways or trunk roads.
- 13.3 For smaller developments, the application of maximum parking standards will principally be informed by the Accessibility Assessment described in Section 8 and set out in the Appendix. For larger developments (i.e. those exceeding the development thresholds contained in Table A in the Appendix), parking

requirements will continue to be defined as part of a Transport Assessment (TA) and also by reference to a **Travel Plan**. The requirements for this are outlined in Revised PPG13 and Policies AM3 and AM16 of Dudley Unitary Development Plan Adopted October 2005.

- 13.4 The list of developments covered by Revised PPG13 does not cover all types of development and does not fully take into account different characteristics of development. For other travel intensive types of development the Institution of Highways and Transportation (IHT) Guidelines for Traffic Impact Assessment (TIAs) recommend TAs where there are 100 trips in/out combined in the peak hour or more than 100 on-site parking places are provided. The Council will therefore apply this threshold for Travel Plans in addition to the threshold related to floorspace. These thresholds will also apply to the redevelopment of sites as well as new development.
- 13.5 Where trips and parking provision is less significant, a **Transport, Accessibility and Parking Appraisal (TAPA)** will be requested as part of the planning application for developments in excess of 500m<sup>2</sup>. This requires developers to submit details of employee numbers, an assessment of accessibility by non-car modes and a realistic estimate of both vehicle and cycle parking spaces with reference to the above targets. Actual parking levels will then be determined after consultation with any other relevant authorities. The Transport, Accessibility and Parking Appraisal Form is shown in the Appendix to this Draft Guidance.
- 13.6 For developments less than 500m<sup>2</sup> gfa, it will not normally be necessary to complete a TAPA Form although there may be occasions when it would be warranted. These small-scale developments will be individually assessed in liaison with the applicant.
- 13.7 Transport Assessments and Travel Plans should set out the travel characteristics of a development and the proposals for ensuring that associated traffic impacts are minimized and measures are put in place to maximise use of alternative modes of transport. They should also describe how people using a new development are to be continually encouraged to use these alternatives. The process for the submission and assessment of Transport Assessments and Travel Plans is also set out in the Appendix.
- 13.8 Travel Plans should focus on providing a mechanism to reduce car trips to new developments and enabling car parking provision to be set at a level lower than the maximum standard. Travel Plans will be expected to consider the following five types of initiative:
- Physical infrastructure such as public transport stops, cycle parking stands, changing rooms, showers, luggage lockers and new cycle and/or pedestrian paths.

- Service improvements and changes to working practices such as wholly or partly subsidised bus services, either privately run for staff or improvements and / or diversions to public transport services, managed car parking schemes (including charging regimes based on need), car sharing schemes, freight management schemes, introduction of flexible working hours, etc.
- Encouragement and information schemes such as help with car-sharing (related to parking management), public transport information and ticketing arrangements (including discounts), bicycle user groups, route maps and promotional schemes or events.
- Appointment of a Travel Plan Coordinator to ensure that the Travel Plan is implemented, and monitored, and to ensure that it is effective, and updated as necessary. For a very major development, the Travel Plan Co-ordinator should be full time.
- Setting of targets for maximum number of car trips generated by the development during morning and evening peak periods.

13.9 Travel Plans should relate to development end uses/users and where this is not known, the Council, where appropriate, will apply a condition requiring a use specific Travel Plan to be submitted before occupation of a development. For large developments, a Travel Plan will be expected to include a range of measures. For example, provision of a bus stop and taxi rank within the site, provision of a bus service to the related catchment area for a number of years and employment of a travel co-ordinator for a number of years. For a residential development, the developer could provide each household with an information pack about public transport services and cycle routes to the site. Where measures are site-specific, and are to be implemented within a specific time frame or in conjunction with development phases/site occupation, provision will be specified through the use of planning conditions.

13.10 The scope of measures that should be proposed in Travel Plans will be a matter for discussion with the Council, as will the mechanism through which they will be implemented. In many cases, required on-site measures will be provided by the developer. Off-site measures and on-going promotional activity may be provided by the developer or funded by the developer and provided by another agency (such as the Council) and, in that case, the processes for implementation will be the subject of a planning obligation.

13.12 This approach is consistent with Circular 05/2005 on Planning Obligations. Contributions may relate to the total cost or partial cost of agreed measures or may involve phased payments over a period of time, related to defined dates or triggers. Circular 05/2005 embraces some of the reforms to the planning obligations system proposed in the consultation paper “Contributing to sustainable communities: a new approach to planning obligations”. The reform of the planning obligations system is on-going and the Council will

consider, at a future appropriate date, whether future revisions to the system will require modifications to this draft guidance.

- 13.13 Planning obligations that are deemed necessary in association with a Travel Plan will be the subject of an Agreement under section 106 of the Town and Country Planning Act 1990 and will be in accordance with the provisions of Circular 05/2005. Where measures include changes to the highway, they will also require agreements under Section 278 of the Highways Act 1980. The principles that the Council will apply towards the use of planning obligations is set out in **Table 13.1** on the following page.
- 13.14 Table 13.1 also illustrates how the provision of on-site measures required by a Travel Plan will be governed by planning conditions. The mechanism for delivery of off-site measures will be controlled through planning obligation agreements. Identifying necessary measures through planning conditions and through planning obligations, has the advantage that all parties are aware of what is being requested, the costs and timescales, and who will take responsibility for delivery. This is of benefit to the applicant, the end user and the planning authority. In order to ensure delivery of measures as required, planning obligation agreements will normally include a provision for the Council to call on a bond at a specified level to enable it to implement measures not delivered by a developer as required in the agreement.
- 13.15 The provision or funding of transport measures by developers needs to be proportionate and it will be necessary to take into account potential impacts from other developments in an area. In some cases it may not be either feasible or appropriate for some developments to provide transport improvements even though they create increased traffic congestion. In such cases there may be a need for developer contributions to be pooled, in order to allow transport improvements to be secured in a fair and equitable way, or for a developer to contribute to measures that the Council has for reducing traffic congestion in an area.
- 13.16 The provision of contributions towards reducing adverse impacts of development on congestion will be based on the number of **additional** trips by car that the development is likely to generate. Such contributions will be calculated at £4,000 (@2005 prices) per additional car trip to and from the site in the AM peak hour or PM peak hour, whichever is the greater, over and above existing/previous trips to the site in the same periods derived by reference to the Trip Rate Information Computer System (TRICS) database.
- 13.17 This rate of contribution has been derived by reference to typical costs of providing mitigation measures for large developments and represents the maximum contribution that will apply and reductions will be considered where traffic congestion is not a serious problem on the local highway network. Contributions provided in this manner would be used by the Council to improve transport infrastructure in the area of the Borough where the development is located.

**TABLE 13.1 PRINCIPLES AND USE OF PLANNING OBLIGATIONS**

	On-Site Measures and Services		Off-Site measures		Targets
	Infrastructure	Services	Infrastructure	Services	
<b>Approach</b>	Specified through planning condition	Specified through a planning obligation, supplemented with a bond if appropriate.	Specified through planning obligation – delivery mechanism to be governed through a Section 278 Agreement	Specified through planning obligation supplemented with a bond if appropriate.	
<b>Transport Appraisal</b> (Full TA or TAPA) Examples of measures	Employee Parking spaces- (number/type) Public Parking spaces – (number/type/ management/charging) Cycle storage Showers/changing Operational Parking Bus/coach access Drop off Pedestrian routes Travel Plan Document Affiliation to TravelWise		New access Highway improvement Traffic management Bus stop/bus lane Cycling facilities Pedestrian facilities Assistance to staff using alternative modes  If no site specific measures are appropriate/deliverable but there is a problem of traffic congestion, a contribution from the developer will be sought towards area wide transport enhancements to be delivered by the Council.*	New/modified bus service	Trip generation by mode based on existing conditions and nature of the development eg using TRICS database. This will provide the basis for establishing traffic impact.
	Required provision of on-site and off-site measures and services may be modified by Travel Plan – see below				
<b>Travel Plan</b> Examples of measures	Additional/enhanced facilities for non car users	Provision of :a Travel Co-ordinator role Travel Information Incentives to use non-car modes Monitoring of trips by mode	Possible additional mitigation measures or additional contribution if targets trips exceeded. *		Target for trips to development by car based on forecast Travel Plan outcomes.

\* Quantum of contributions to be related to assessed increase in traffic as a result of the development

- 13.18 Securing commitment to individual behavioural change among end users of a development is therefore a key objective of the development control process and the Council will wish to explore with developers how targets for maximum car trips generated by a development may be established through a Travel Plan. However, for large developments where a low level of traffic generation is indicated in a Travel Plan, the Council will look to safeguard the transport system from the situation that could arise if forecast traffic levels and modal shares are not in accordance with the targets in the Travel Plan. This is to minimise future impacts on congestion, safety and potential environmental impacts. To achieve this, there will be an obligation on the developer to establish base line information and to provide a contribution to the Council to cover the cost of monitoring the trips generated by the development over time. This charge will be based on the scale and forecast cost of the monitoring required.
- 13.19 In this situation, it is envisaged that the obligation agreement will need to identify a phased approach involving the implementation of measures, from the first day of operation / occupancy, or triggered as occupancy reaches a certain percentage of capacity, together with monitoring to collect baseline data and future year data on travel patterns in order to monitor progress towards targets.
- 13.20 The Council will seek through the mechanism of a planning obligation that a developer either provides or funds the cost of additional infrastructure or other appropriate measures that will need to be implemented should agreed targets not be achieved.
- 13.21 In cases where the Council is minded to approve a development linked to proposals in a Travel Plan, but where it is not possible to identify and cost the additional measures/services that would be required in the event of forecast reductions in traffic generation not being delivered, the developer will be required to provide a commitment to make an additional contribution in lieu of such additional measures. This contribution will be calculated at a rate of £4,000 (@2005 prices) per observed vehicle trips to and from the site in the AM or PM peak hours (whichever is the greater) over and above the target forecast.
- 13.22 It is envisaged that all potential contributions payable to the Council in accordance with requirements above will be identified in advance and where payments are not being made on signing of the agreement, they will be the subject of a bond or similar guarantee to safeguard the position of the Council.
- 13.23 This approach has the advantage of being flexible in enabling the applicant to pursue a range of measures to achieve the desired outcome while also involving the developer in monitoring and reporting performance in relation to the Travel Plan. It also requires engagement of the developer with the Council in terms of monitoring and enforcing the Travel Plan.

## 14 DESIGN OF CAR PARKING PROVISION

- 14.1 Parking Provision (public and private) must be appropriately landscaped, surfaced and secure for both vehicles and individuals and appropriately accessed to ensure that highway safety and amenity issues do not arise. All car-parking spaces are to be accessible at all times. Areas for circulation and turning are to be kept clear at all times. Parking areas should not be prominent in views from the street or elsewhere in the public realm. There should be convenient and safe pedestrian routes between car parks and the main entrances to buildings.
- 14.2 Car parking provision associated with any development should be adequately defined with surface materials sympathetic to the surroundings of the site. Car parks should not be surfaced with loose granular materials where these could deposit onto the highway. Traditionally, car parks have been hard surfaced, sealed and independently drained within the curtilage of the site with surface water outfalls to public sewers, not to highway drainage systems. However, it is recognised that there are material benefits to be gained from seeking to attenuate the run-off and applicants should look to complementary sustainable drainage systems.
- 14.3 Access and circulation arrangements must accommodate the needs of pedestrians as well as vehicles. The recommended size of car parking spaces are:-
- Private cars: 5.0m x 2.5m, but smaller parking bays may be acceptable in private parking areas around residential and commercial development where little turnover of spaces is expected. Parking spaces within residential cartilages should be a minimum of 6m in length in front of garage doors/access to the dwelling.
  - Commercial vehicles: Varying between 9m and 19m x 3.1m depending upon the type of vehicle most likely to serve the development.
  - Parking for the mobility impaired: Parking spaces should be 3.6 m wide or have a transfer area 1.2 m to one side of a standard space. 3.2m wide spaces maybe acceptable where space is limited. Alternatively, two standard 2.4m wide spaces with a shared space of 1.2 m between maybe considered.
  - Parking for people with children: Parking spaces for people needing to transfer children to and from the car should be provided at a minimum width of 3.2m. These should be marked with a suitable symbol.
- 14.6 Traditionally new housing layouts have often been designed around the needs of the car, which has resulted in street scenes that do not cater for pedestrians or other vulnerable road users. Recent Government guidance in the companion guide to **PPG3. Better Places to Live by Design** contains



valuable advice on how to accommodate parking within a housing development and achieve a balance between the needs of other users of the street and the requirements of car owners. Developers are expected to refer to this document and also **Places, Streets and Movement (1998)**, the companion guide to Design Bulletin 32 when seeking to accommodate motor vehicles within new housing developments.

- 14.7 PPS6 is supported by 'Planning for Town Centres: Guidance on Design and Implementation Tools'. Regarding parking, the guidance advises:
- Large amounts of surface level parking are likely to detract from the overall appearance of a development and its surrounding area and are unlikely to maximise the development potential of available land.
  - Parking and servicing should be carefully located within developments to minimise visual impact. Parking should normally be at the rear, underneath or above new development.
  - Surface parking should be conceived as part of the overall landscape proposals for the development and should link into the wider area. Multi-storey parking should be carefully designed and be well integrated with its surroundings.
- 14.8 Pedestrian access, security, lighting, signing and publicity, management and maintenance are all important design considerations. Where rooftop parking is proposed, lighting should be designed sensitively to minimise the level of light pollution.
- 14.9 The Council, in assessing car parking proposals in new developments in main centres, will have regard to the above PPS6 aims and the more specific guidance on parking in its supporting document.

# APPENDIX 1

## A Guide to Parking Standards, Transport Assessments and Travel Plans

- 1.1 This guide supports the Dudley MBC Draft Guidance on Parking Standards and Travel Plans by setting out the processes for determining parking levels as part of the planning process and the supporting information that will be required. The following four diagrams set out the process that will be followed in assessing the parking requirement for a development proposal.

**Diagrams 1-4** of this document indicate the process that will be followed in assessing an application for new development.

**Diagram 1** outlines how the parking standards will be applied through the planning process.

**Diagram 2** sets out the standard process for the application of parking standards at medium scale developments that do not require full Transport Appraisals or Travel Plans.

**Diagram 3** refers to the established process for undertaking Transport Appraisals and the linkage to Travel Plans;

**Diagram 4** explains the role of Travel Plans and the link to forecasting the level of trip making to new developments.

- 1.2 The mechanism for determining parking standards involves consideration of levels of accessibility and possible impacts of Travel Plans and other measures.

### Baseline Parking Standard

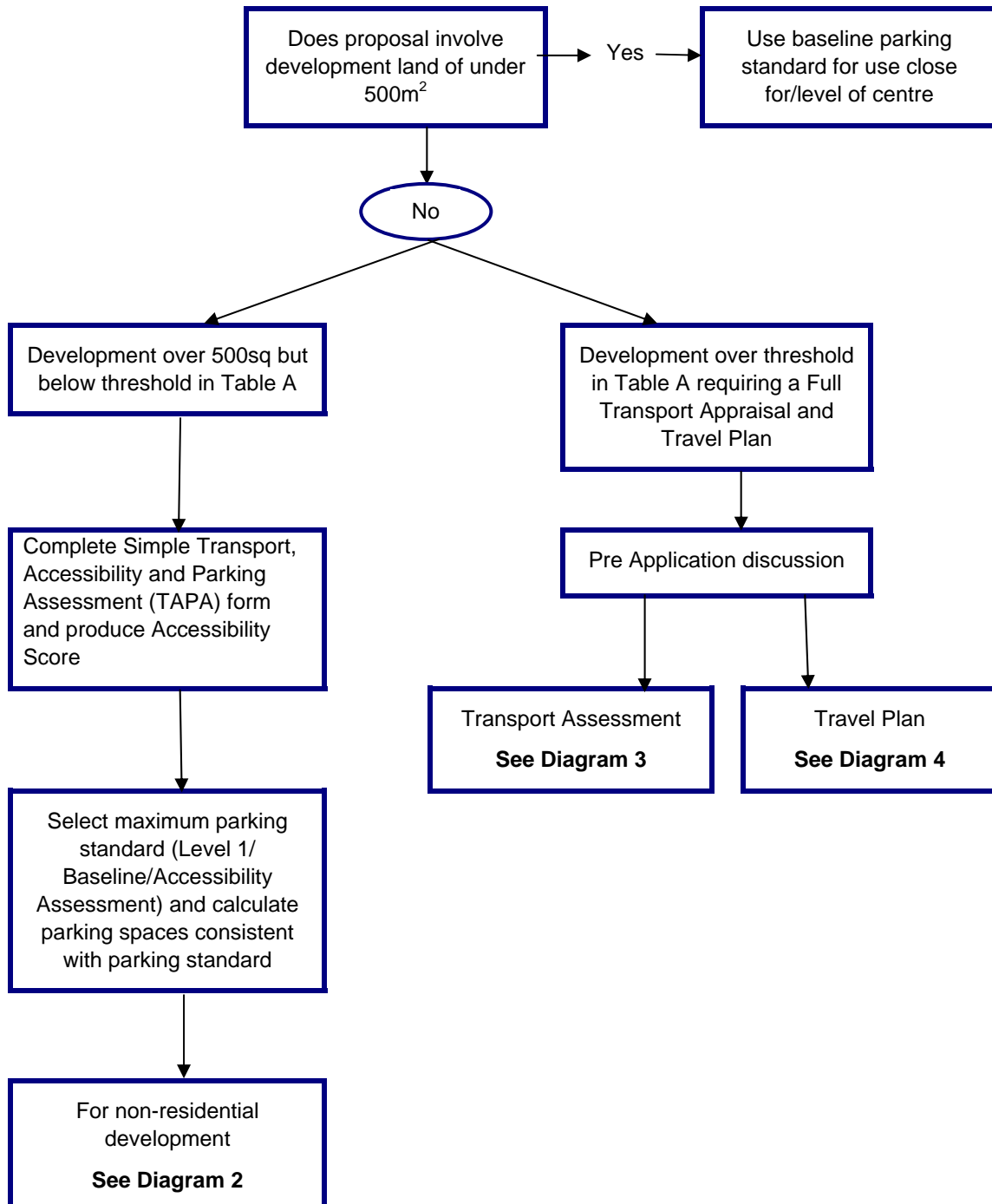
- 1.3 For all developments and uses a specific maximum standard is specified in the Dudley MBC Draft Guidance on Parking Standards. This is the “base” standard for that use and indicates the maximum level of parking that is likely to be allowed. **It applies for all developments of under 500m<sup>2</sup> or where a use is defined as having low accessibility.**

### Main Centres

- 1.4 The relationship between parking standards and main centres has been investigated in the preparation of the draft SPD on Parking Standards. This investigation has concluded that a more restrictive parking standard should apply in the Merry Hill/ Waterfront area (not including the existing centre of Brierley Hill), and in Dudley town centre.

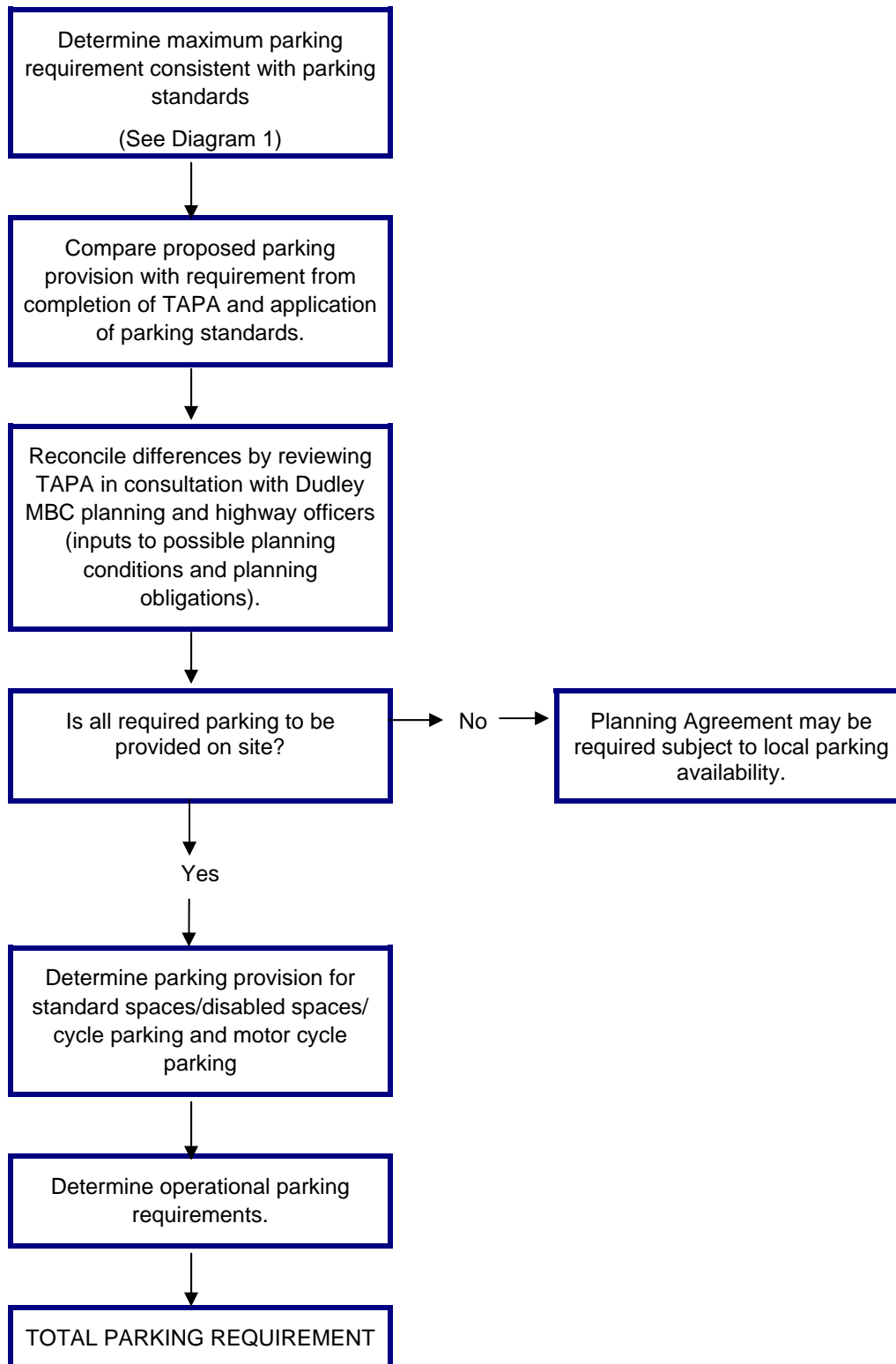
## Application of Parking Standards:

**Diagram 1 - A Guide to the Planning Process**



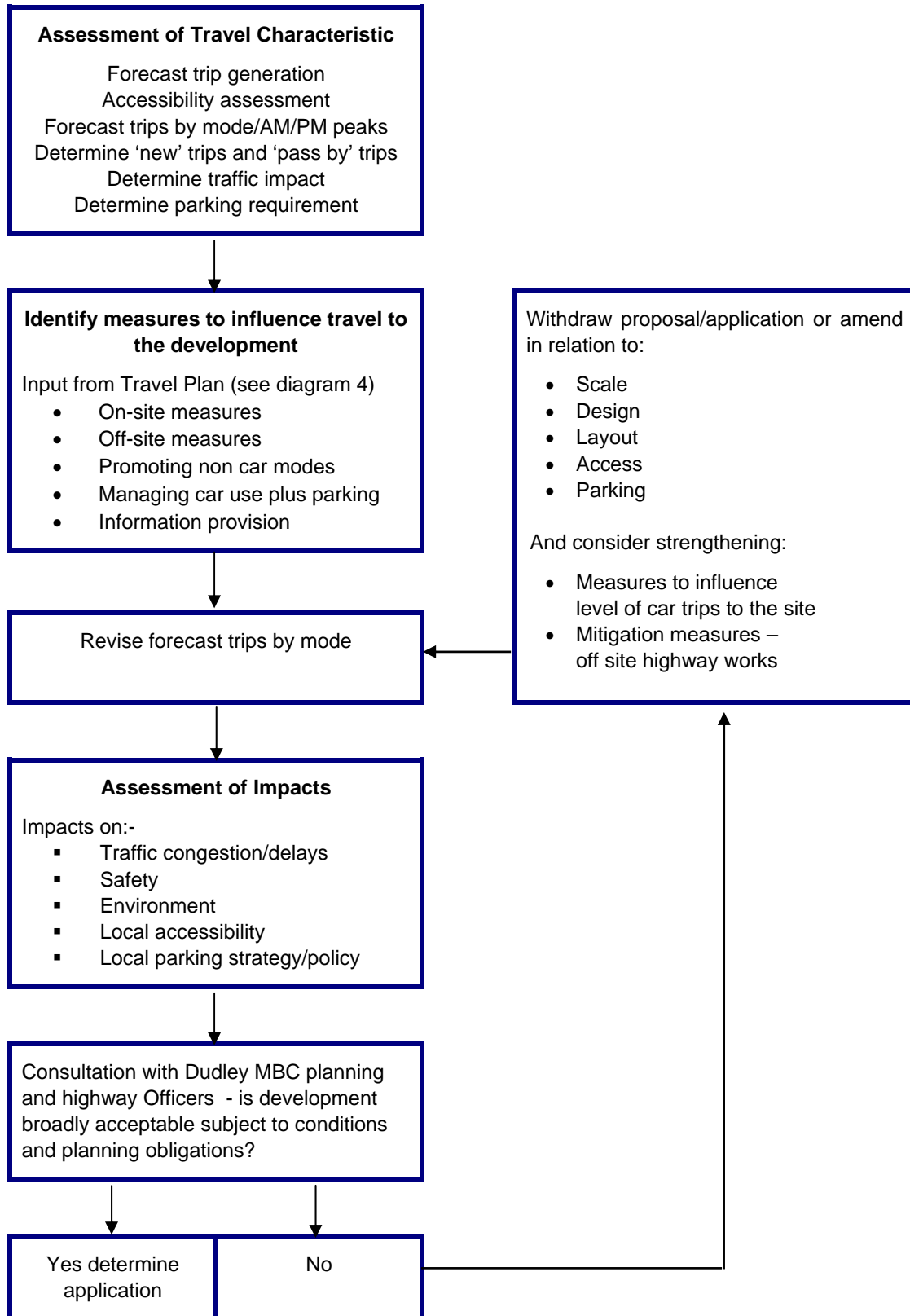
## Application of Parking Standards

**Diagram 2 - A Guide for Non Residential Development**



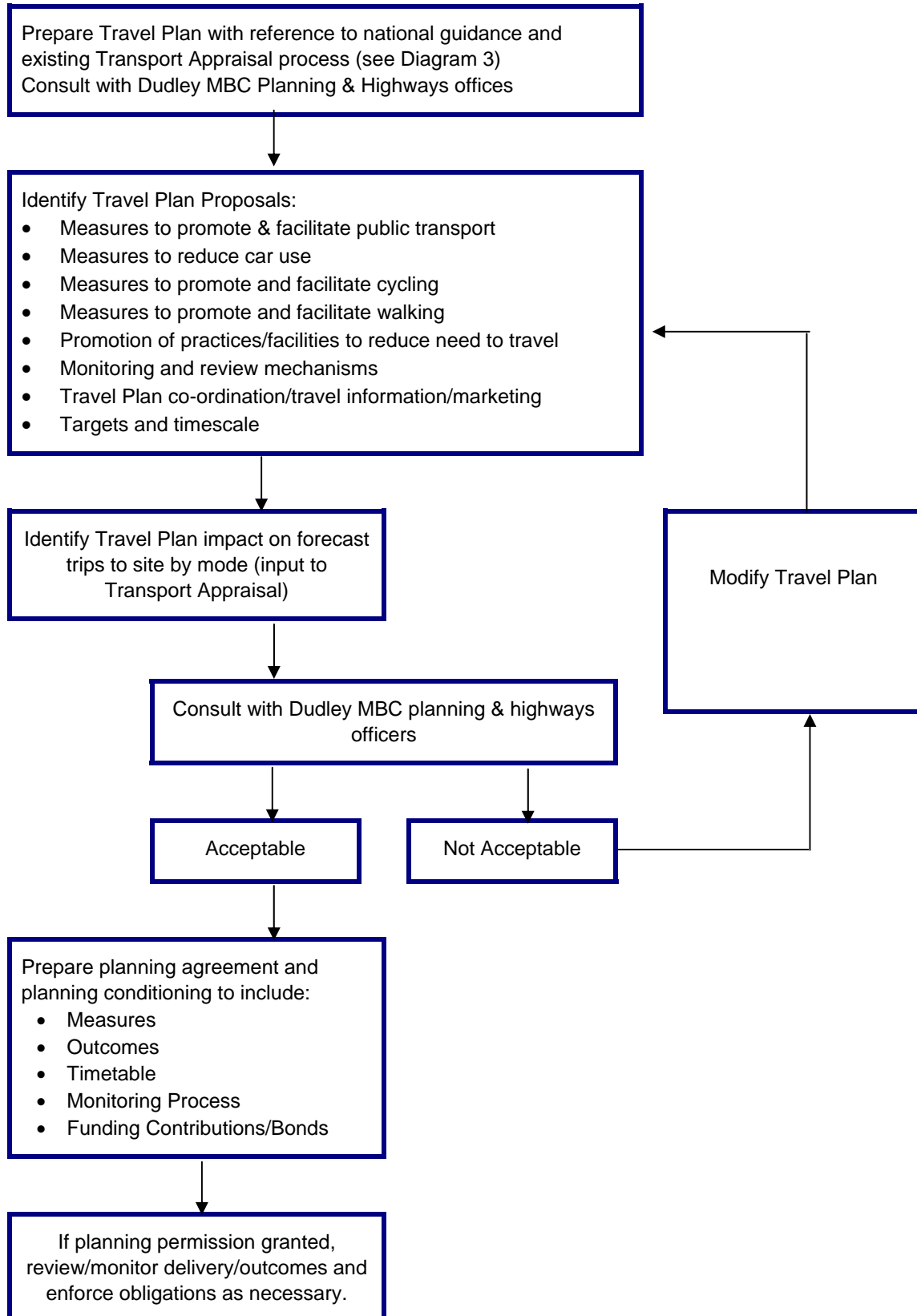
## Transport Assessment and Parking:

**Diagram 3 - A Guide to the Transport Appraisal Process**



## Transport Assessment and Parking:

**Diagram 4 - A Guide to the Travel Plan Process**



# Transport Assessments and Travel Plans

- 1.1 Diagrams 3 and 4 explain the requirement in relation to preparation of Transport Appraisals and Travel Plans. A simple Transport, Accessibility and Parking Assessment Form (TAPA) will be requested for all developments of over 500m<sup>2</sup> gfa. A Transport Accessibility and Parking Assessment Form is included at the end of this Guide.
- 1.2 A full Transport Assessment is required for all applications above the thresholds given in Table A below. Travel Plans will also be required where the threshold levels exceed those in Table A.

**TABLE A**  
**THRESHOLDS FOR FULL TRANSPORT ASSESSMENTS AND TRAVEL PLANS**

Use	Thresholds
Residential	100 dwellings
Food Retail	1,000m <sup>2</sup> gross floorspace
Non-food Retail	1,000m <sup>2</sup> gross floorspace
Cinemas and Conference Facilities	1,000m <sup>2</sup> gross floorspace
D2 including Leisure	1,000m <sup>2</sup> gross floorspace
B1 including offices	2,500m <sup>2</sup> gross floorspace
B2 Industry	5,000m <sup>2</sup> gross floorspace
B8 Warehousing	10,000m <sup>2</sup> gross floorspace
Medical Establishments	1,000m <sup>2</sup> gross floorspace
Schools	200m <sup>2</sup> gross floorspace (all new schools and additional classrooms at existing schools will trigger the need for a new or updated school Travel Plan)
Higher & Further Education	1000m <sup>2</sup> gross floorspace
Stadia	1,500 seats
<b>Travel Intensive Developments</b>	100 trips in/out combined in the peak hour or more than 100 on-site parking places

- 1.3 Transport Assessments and Travel Plans have a significant link with the levels of parking to be provided at a new development. Together with the Transport, Accessibility and Parking Assessment, they enable a picture to be built up of how easy it is to reach a site by alternatives to the car. This in turn should inform decision making on the level of parking required and its management. The latter is particularly important in and around town centres.

- 1.4 An important objective of the planning system is to improve accessibility for all and reduce social exclusion. Thus, while opportunities to reduce car parking on “low accessibility” sites may be limited, developers may be required to contribute to improving non-car accessibility, wherever possible, to at least “medium accessibility” level. Equally, requirements for contributions to bus service improvements to sites with existing “high accessibility” will normally not be required. The need for improvements to walking, cycling and public transport infrastructure within and beyond the site will need to be considered.
- 1.5 Accessibility to new development sites in Dudley will therefore be a key consideration and will affect the level of parking permitted in new developments. The TAPA Form lists information on accessibility that is required and includes a mechanism to assess accessibility. (An alternative approach could be to utilise the DfT Accession computer package to assess accessibility and the council will be happy to discuss this with developers.) The accessibility assessment is intended to indicate where opportunities to reduce parking and/or improve accessibility exist in relation to residential development. Where a use has medium or high accessibility the parking standard will generally be selected from within the relevant range identified. The specific standard considered appropriate for the development by the Council will take into account the following factors:
- Accessibility Table score;
  - Accessibility issues revealed in the Transport Assessment;
  - Overall parking strategy for the local area.
- 1.6 The reduction in car parking allowed on-site will be calculated on the basis of the level of accessibility **before** any walking, cycling and public transport improvements are made. This is to avoid developers being penalised for improving public transport.
- 1.7 For larger developments, the established Transport Assessments (TA) process should provide information on transport impacts and proposals for mitigation that are specific to the application site and its surroundings. The content of TAs will be expected to reflect Diagram 3.
- 1.8 Larger developments will also require Travel Plans. These are documents designed for individual or groups of developments/organisations to reduce the level of car travel. It may not be possible to produce detailed Travel Plans for speculative developments where staff details are not known. In such circumstances a preliminary document should be produced indicating a framework of the measures to be pursued and the targeted reduction in car journeys to the site. This should be used as a framework for preparation of a detailed Travel Plan within 2 years of commencement of a large development.
- 1.9 All Travel Plans should have clear targets, be enforceable and will be dealt with by conditions on planning applications (reflected in the contents of Diagram 4). Advice on preparing Plans can be obtained from the Travel Plan Officer at the Council.



# Transport, Accessibility and Parking Assessment Form

National Planning Policy Guidance (PPG13 “Transport”) recommends a broad approach to assessing the transport implications of development proposals. This Transport, Accessibility and Parking Assessment (TAPA) Form should be completed in conjunction with the planning application form for all developments above 500m<sup>2</sup>gfa. For developments above the relevant thresholds indicated in Table A of this appendix, a full Transport Appraisals and Travel Plan will also be required.

<b>1. Application Details</b>  Ref. Number  Description of Proposed Development (Land Use/Sq metres/number of units)  Proposed car parking spaces (Public/private)  Address/Location	
<b>2. Transport Characteristics of Scheme</b>	
<b>Non-Residential</b>	
<i>Expected number of employees visiting the site per day (if relevant).</i>	
Of which approximately how many are expected to arrive by: Car Car Sharing Bus Train Bicycle Walking Other (please specify)	

<i>Expected number of visitors per day visiting the development (if relevant)</i>	
Of which approximately how many are expected to arrive by: Car Car Sharing Bus Train Bicycle Walking Other (please specify)	
<i>Expected number of deliveries, pick-ups and service trips per day (if relevant).</i>	
Of which approximately how many are expected to be: Light Goods Vehicles Other Goods Vehicles	
<b>Residential</b>	
<i>Expected number of residential movements per day, including likely destinations (if relevant).</i>	
Of which approximately how many are expected to come and go by: Car Car Sharing Bus Train Bicycle Walking Other (please specify)	
<b>All Uses</b>	
Please identify any expected times of day and week for peak departures and arrivals.	
Please identify any special transport characteristics of the development.	
Please state the relationship (if any) of the development to Local Transport Plan proposals affecting the site.	
Please provide details of the number of parking spaces to be provided. • Cars, • Disabled bays • Cycles (state if covered) • Motorbikes (state if covered)	

### 3. Outline of any planned measures to limit transport impacts

(Please read attached note 1)

Please describe any measures planned to influence the way employees and visitors access the site (such as encouraging walking, cycling and public transport)	
Please describe any measures you propose to ensure freight and delivery traffic is efficient and causes as little disruption as possible.	
Please describe any proposed measures to alter or improve the surrounding road network.	
Please identify any improvements proposed to enhance walking, cycling and public transport within or outside of the development site.	
Please provide explanation of any parking controls and parking management.	

**Note 1.** As part of the planning application the Local Planning Authority may require additional information on proposed measures to reduce the impact of traffic generated activities at the site. This may take the form of a Travel Plan or changes to the layout and design of the buildings. It may also cover proposed changes to the surrounding road network. Particular emphasis will be placed upon addressing the likely impacts of freight movements and deliveries.

#### 4 Accessibility Assessment

This assessment will depend on the development proposal – either a residential or non-residential accessibility assessment will be required.

Accessibility Assessment (Non-Residential)		Accessibility Level High: 24-30 Medium: 16-23 Low: 15 or less		
Access Type	Criteria	Criteria Scores	Score	Sub-Score
Walking	Distance to nearest bus stop from main entrance to building (via direct, safe route)	<200m	5	
		<300m	3	
		<500m	1	
		>500m	0	
	Distance to nearest railway station from main entrance to building	<400m	3	
		<1km	2	
		>1km	0	
Cycling	Proximity to defined cycle routes	<100m	3	
		<500m	2	
		<1km	1	
Public Transport	Bus frequency of principal service from nearest bus stop during operational hours of the development	15 minutes or less	5	
		30 minutes or less	3	
		>30 minutes	1	
	Number of bus services serving different localities stopping within 200 metres of main entrance	Localities served		
		4 or more	5	
		3	3	
		2	2	
	Train frequency from nearest station (Mon-Sat daytime)	1	1	
		30 minutes or less	3	
		30-59 minutes	2	
	Drive to nearest station	Hourly or less frequent	1	
		10 minutes or less	2	
		15 minutes or less	1	
Other	Travel reduction opportunities	Facilities on-site or within 100 metres that reduce the need to travel:		
		* food shop/cafe	1	
		* newsagent	1	
		* crèche	1	
		* other	1	
Total Aggregate Score				

Accessibility Assessment (Residential)		Accessibility level High 35-48; Medium 20-35; Low Less than 20		
Access Type	Criteria	Criteria Scores	Score	Sub-Score
Walking distance from centre of site to facilities using a safe, direct route	Distance to nearest bus stop	<200m	5	
		<400m	3	
		<500m	1	
		>500m	0	
	Distance to nearest railway station	<400m	3	
		<800m	2	
		>800m-1000m	1	
		>1km	0	
	Distance to nearest Primary School	<200m	5	
		<400m	3	
		<600m	1	
		>600m	0	
Distance to nearest food shop	<200m	5		
	<400m	3		
	<600m	1		
	>600m	0		
Cycling distance from centre of site	Proximity to defined on or off-road cycle route	<100m	3	
		<500m	2	
		>1km	1	
	Distance to nearest Secondary School	<400m	3	
		<600m	2	
		<1km	1	
		>1km	0	
	Distance to nearest town centre	<1km	3	
		<3km	2	
		<4km	1	
	Distance to nearest business park or employment concentration	<1km	3	
		<3km	2	
<4km		1		
Public transport	Bus frequency from nearest bus stop (Mon-Sat daytime)	15 minutes or less	5	
		30 minutes or less	3	
		>30 minutes	1	
	Train frequency from nearest station (Mon-Sat daytime)	30 minutes or less	3	
30-59 minutes		2		
Hourly or less frequent		1		
Accessibility to other basic services	Accessibility to other basic services (GP, Post Office, Library, Bank and Pub)	At least 3 within 400m	5	
		At least 3 within 800m	3	
		At least 3 within 1.5 km	1	
	Accessibility to Play Area or Park	<200m	5	
		<400m	3	
		<600m	1	
>600m		0		
Total Aggregate Score				

# Application of the Parking Standards

The derivation of the appropriate parking provision at a particular development is a sequential process based on the sum of the following:

**Step 1:**

**Select “Level 1” standard or “Baseline” standard for the use and location (see Table 9.1).**

**Step 2:**

**Make appropriate reduction to maximum parking requirement in locations with defined medium or good existing public transport (see Table 9.1).**

**Step 3:**

**Calculate the total amount of car parking allowed on site after adding in disabled, motorcycle and bicycle spaces (see Tables 11.1 and 12.1).**

## Worked Examples

**Example 1: Cinema of 1200 seats in Dudley town centre location with assumed high accessibility**

Step 1: Level 1 = 1 space per 5 seats therefore  $1200 \div 5 = 240$ .

Step 2: Accessibility Reduction = Reduce parking by 20 - 40% - assume 20% selected\* = 1 space per 6 seats = 200 spaces (\*selection to be based on local factors)

Step 3: Mobility impaired spaces = up to 50 spaces 4 bays and 5% of car spaces thereafter = 12; Motorcycle spaces = 2% based on car parking total = 4; Bicycle spaces = 5% of all car spaces = 10 (a % of these to be long stay for staff)

**Total Parking = 200 car spaces, 12 mobility impaired, 4 motorcycle spaces and 10 bicycle spaces.**

### **Example 2: A1 food retail in Stourbridge of 5,500m<sup>2</sup> gross floor area**

Step 1: Baseline = 1:14 therefore  $5,500 \div 14 = 393$  spaces

Step 2: Accessibility Reduction – not applicable for retail use

Step 3: Mobility impaired spaces = up to 50 spaces 4 bays plus 5% of car spaces thereafter = 21; Motorcycle spaces = 2% based on car parking total = 8; Bicycle spaces = 1:500m<sup>2</sup> for visitors = 11 and 1:400m<sup>2</sup> for staff = 14

**Total Parking = 393 car spaces, 21 mobility impaired, 8 motorcycle spaces and 25 bicycle spaces of which 14 should be secure for staff use.**

### **Example 3: 3,500m<sup>2</sup> B2 unit in non-centre medium accessibility location**

Step 1: Baseline Parking Requirement = 1:70, therefore  $3500 \div 70 = 50$

Step 2: Accessibility level = Medium - Reduce parking by 10-20% (1:77-1:84) - assume 20 selected\* =  $3,500 \div 84 = 42$  spaces (\*selection based on local factors)

Step 3: Mobility impaired spaces = up to 50 spaces = 3; Motorcycle spaces = 4% based on car parking total = 2 spaces; Bicycle spaces = 1:400m<sup>2</sup> = 9 spaces

**Total = 42 standard car spaces; 3 mobility impaired; 2 motorbike and 4 bicycle spaces.**

### **Example 4: A1 non-food retail in Brierley Hill (Merry Hill) of 3,000m<sup>2</sup> gross floor area**

Step 1: Level 1 parking requirement = 1:20, therefore  $3,000 \div 20 = 150$  spaces

Step 2: Accessibility Reduction – not applicable for retail uses

Step 3: Mobility impaired spaces = up to 50 spaces 4 bays and 5% of car spaces thereafter = 9; Motorcycle spaces = 2% based on car parking total = 3; Bicycle spaces = 1:500m<sup>2</sup> for visitors = 6 and 1:400m<sup>2</sup> for staff = 8

**Total Parking = 150 standard car spaces, 9 mobility impaired, 2 motorcycle spaces and 14 bicycle spaces of which 8 should be secure spaces for staff.**

Some developments may involve various uses with shared parking. In such cases, calculating the total amount of parking should take into account that peak parking demand for the uses on the site will occur at different times of the day. Generally, the dominant land use with respect to gross floor area (gfa) will form the basis of the calculation of spaces needed. In situations where the uses will have the same peaks of demand the total for the individual uses will be calculated and the totals combined. Any opportunities for reductions will be assessed from this figure on a site-by-site basis – see following Example 5.

**Example 5: Shared parking on mixed use site with different peaks of use:  
Dudley town centre  
Hotel with 50 bedrooms; Health and fitness club 400m<sup>2</sup>; non-food retail  
unit 1000m<sup>2</sup>; and public house 150m<sup>2</sup>**

Step 1: Baseline Requirement for Hotel 50 bedrooms = 1 per bedroom = 50 spaces;  
Health and fitness club 400m<sup>2</sup> = 1:22 therefore  $400 \div 22 = 18$  spaces; non-food retail  
unit 1,000m<sup>2</sup> = 1:20 therefore  $1,000 \div 25 = 40$ ; public house = 1:8 therefore  $150 \div 8 = 19$ .

Step 2: Accessibility level (assumed) = High - Reduce parking by 20-40% - assume  
20% selected\*. (\*selection based on local factors)

Hotel  $50 - 10 = 40$  spaces; Health and fitness club  $18 - 3 = 15$ ; non-food retail  $40 - 10 = 30$ ; public house  $19 - 4 = 15$ .

Peak car parking demand will be in evening, therefore add hotel, health and fitness club and public house requirements together = 70 spaces. (Assume that requirement for non-food retail use may be provided from within this parking requirement during the day unless Transport Appraisal indicates otherwise.)

Step 3: Mobility impaired spaces = up to 50 spaces 4 bays plus 5% of all car spaces thereafter = 4 Motorcycle spaces = 4% based on car parking total = 3 spaces; Bicycle spaces = 1 per 10 staff (assume 20 FTE) and 1 per 20 parking spaces for leisure based on staff car parking total = 6 spaces of which 2 should be secure for staff.

**Total = 70 normal spaces based on peak evening use, plus 4 mobility impaired; plus 3 motorcycle spaces and 6 bicycle spaces.**