



Outer London Commission: car parking policy review

Presentation to OLC sub-regional meeting

10th March 2015; London Borough of Croydon

The Presentation

- Background
- Purpose/focus
- Analysis
- Context: key issues
- Possible discussion points
- Next steps

Background: Further Alterations to the London Plan (FALP)

- The first round of the OLC (2009) recommended more flexible parking standards in outer London; as a result the FALP included some changes to address these recommendations
- The Inspector's report found that the Mayor's approach to parking was 'flexible and strikes an appropriate balance' between restraint in areas of good public transport and local standards
- The car parking policy review is being undertaken to explore concerns raised by ministers in relation to the use of maximum car parking standards for residential development in the UK
- Any change to policy would need to undergo appraisal, consultation and examination

Parking for residential development

	PTAL 0 to 1		PTAL 2 to 4		PTAL 5 to 6	
	150–200 hr/ha	Parking provision	150–250 hr/ha	Parking provision	200–350 hr/ha	Parking provision
Suburban						
3.8–4.6 hr/unit	35–55 u/ha	Up to 2 spaces per unit	35–65 u/ha	Up to 1.5 spaces per unit	45–90 u/ha	Up to one space per unit
3.1–3.7 hr/unit	40–65 u/ha		40–80 u/ha		55–115 u/ha	
2.7–3.0 hr/unit	50–75 u/ha		50–95 u/ha		70–130 u/ha	
Urban	150–250 hr/ha		200–450 hr/ha		200–700 hr/ha	
3.8–4.6 hr/unit	35–65 u/ha	Up to 1.5 spaces per unit	45–120 u/ha	Up to 1.5 spaces per unit	45–185 u/ha	Up to one space per unit
3.1–3.7 hr/unit	40–80 u/ha		55–145 u/ha		55–225 u/ha	
2.7–3.0 hr/unit	50–95 u/ha		70–170 u/ha		70–260 u/ha	
Central	150–300 hr/ha		300–650 hr/ha		650–1100 hr/ha	
3.8–4.6 hr/unit	35–80 u/ha	Up to 1.5 spaces per unit	65–170 u/ha	Up to one space per unit	140–290 u/ha	Up to one space per unit
3.1–3.7 hr/unit	40–100 u/ha		80–210 u/ha		175–355 u/ha	
2.7–3.0 hr/unit	50–110 u/ha		100–240 u/ha		215–405 u/ha	

Maximum residential parking standards			
number of beds	4 or more	3	1–2
parking spaces	up to 2 per unit	up to 1.5 per unit	less than 1 per unit

Background: objectives of parking policy?

- To understand the context within which parking policy in London operates
 - Growth
 - Economy
 - Housing need & viability
 - Changing nature of the city eg mode shift, quality of life etc
 - Changing demographics and behaviour
- How do we want London to be in the future...how does this relate to parking?
- Set out policy recommendations that seek to strike a balance between eg:
 - Enabling car ownership and use to support access v promoting sustainable travel
 - Localised on-street issues v wider network congestion
 - Convenience / choice v air quality, health, noise, etc
 - Viability v wider impacts

Purpose/focus of the review

This review is focused on residential parking standards in outer London only and will consider the different context between:

- outer London and the rest of London
- outer London and the rest of the SE

It will consider whether / what changes may be appropriate, in particular to address:

- specific issues associated with overspill parking

It will also consider whether there are other specific challenges that could be addressed, eg:

- the implications of permitted development on car parking (office to homes, house to flat conversions, etc.)
- design of parking to minimise / mitigate impacts eg shared parking



TfL is undertaking analysis to inform the review

Analysis of context in Outer London: how is it different from other parts of London/outside London, how does it vary within and how is it changing, including:

- population, densities, its appeal, etc
- accessibility, trip patterns, purposes...‘dependency’ versus ‘choice’?
- densification; improvements to accessibility, eg Crossrail, etc?
- can we develop typologies of different ‘types’ of places in outer London?

Analysis of issues around car parking including:

- desktop study on evidence to date re car parking standards and car ownership/use
- case studies with on-street surveys and targeted questionnaires
- review of evidence re overspill
- high level modelling of impacts of current—and possible changes to— policy
- semi-structured interviews with developers and borough officers re views, practical experience, examples
- assessment of the application of policies in different locations and impacts

We need to assess the potential impacts of current policy and possible changes to policy

The analysis will explore the potential impact of changing car parking standards on matters such as:

- traffic and congestion
- mode share: sustainable modes, perceived value of alternatives to the car
- safety
- health and active travel
- environment: air quality, noise, urban drainage, etc.
- amenity/quality of place: eg too much/little parking, double parking, paving over
- accessibility and social inclusion
- development densities/capacity
- deliverability: value and quality of developments, cost of increased provision
- developer response/approach in particular areas: impact on delivery?

Context & Issues (1): 'vicious cycle of clogged up streets'

The Government is concerned about there being a '**vicious cycle of clogged up streets**' leaving 'motorists to run a gauntlet of congestion, unfair fines and restrictions'

They argue that:

- policy currently 'constrains the provision of sufficient parking spaces in new developments to meet market demand'
- This results in 'more cars "overspilling" into surrounding streets, more municipal parking restrictions and more parking tickets'



Context & Issues (2): London is unique, London is growing

Are the challenges and opportunities in London different?

- the capital is required to accommodate 1.5m more people by 2030
- significant mode shift to public transport, walk and cycle over past 10 years and continued ambitions
- outer London is densifying, new homes will be built in already congested areas
- town centres are changing—importance of access by car varies
- investment in public transport is further improving accessibility and car ownership remains lower than the rest of the country



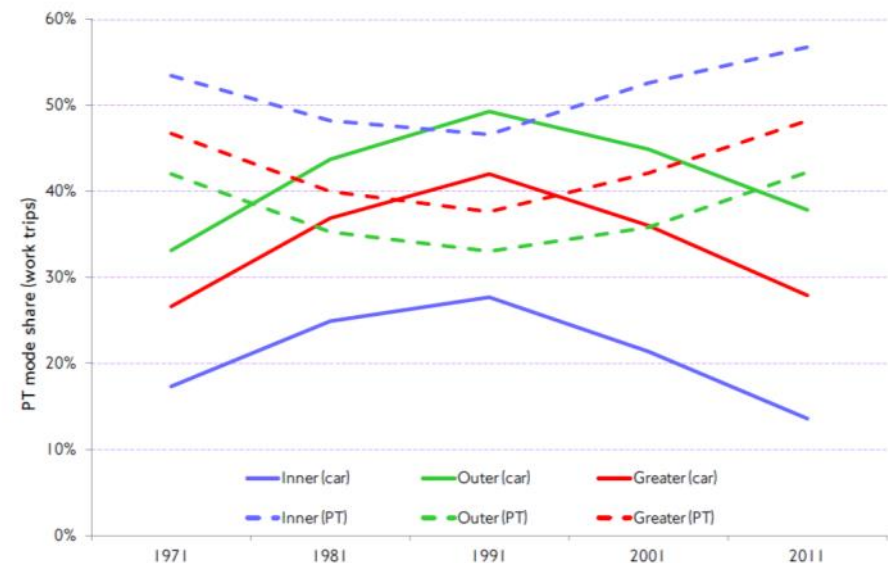
Context & Issues (3): outer London is different

Outer London is different from both inner London and also the wider south east.

For example:

- 38% of residents in outer London travel to work by car (and 42% by public transport)
- 14% commute by car in inner London (57% by public transport)
- 62% commute by car in the south east (and 13% by public transport)

Figure 7.10 Mode shares for public and private transport for commuting journeys. Census travel to work data.



Source: TfL Planning Strategic Analysis, based on Census of population.

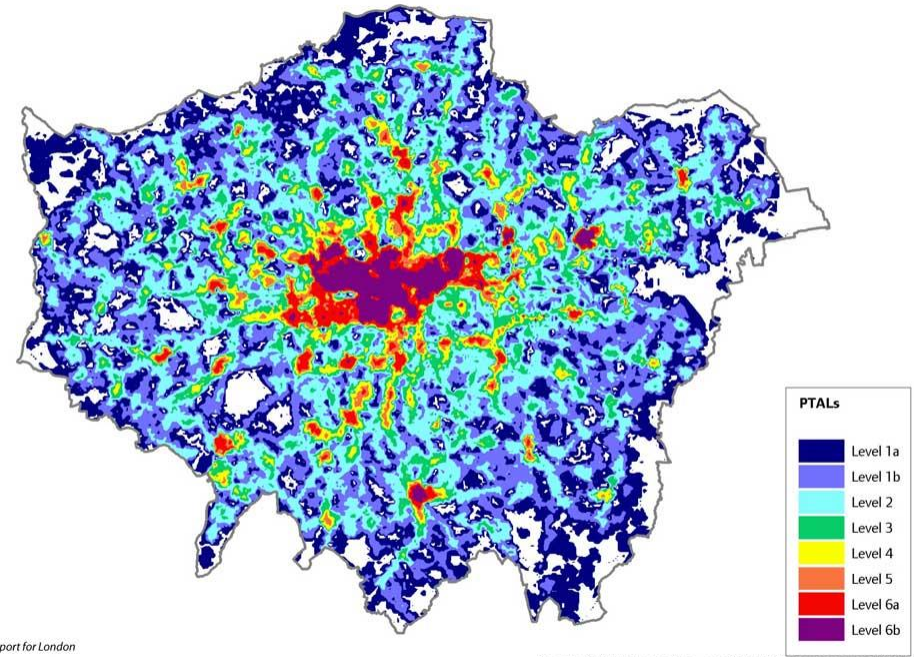
Source: Census 2011: Mode share for “home to work” trips

Context & Issues (4): outer London is not homogenous

Within outer London there are significant variations:

- in some places car dependency is much higher, with poorer access to public transport or longer distances to travel and complex trip combinations
- there are areas with high levels of accessibility around town centres and transport hubs (but need to consider trip origins and destinations)
- perception/provision of alternatives varies
- the 'feel' of places varies...some are more like inner London, some like outside London and their appeal is linked to different factors

Access to public transport



source Transport for London

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Diagram: GLA, The London Plan - consolidated with alterations since 2004 (2008)
www.london.gov.uk/thelondonplan

Context & Issues (5): how much flexibility exists?

Some flexibility already exists: while most developments comply, if the case is made to justify the need for more parking in specific circumstances, it is possible to exceed standards, for example:

- LB Croydon development at Cane Road was approved to exceed London Plan standards to c2.5 spaces per unit (46% greater than the maximum standards)
- this was justified by the relative inaccessibility of the development to public transport & services

Is there sufficient flexibility to enable decisions to be made reflecting local circumstances? Or does this risk legal challenge?



Context & Issues (6): wider network impacts

Congestion in London already costs c£4bn each year and is forecast to increase by 15% in outer London by 2031:

- if car ownership levels were to continue at current rates, there could be ***more than 650,000 additional cars on London's roads by 2031****
- maximum standards are playing a significant role in being able to mitigate potential impacts of some developments: Barking, Earls Court, Southall, White City & Old Oak Common
- impacts of any referable development need to be assessed against air quality, network impacts, etc ...s106 contributions might have to increase to mitigate impacts, or could there be more recommendations for refusal on basis of unmanageable impacts?



*Based on c0.8 cars per household (Greater London – TIL 6) and c0.8 million new households between 2011 and 2031 (FALP para 1.15b)

Context & Issues (7): relationship between car ownership & use

Evidence shows linkages between car ownership and use

- TfL data shows that 1/3 of outer London car owners use their cars 5 or more times a week during the weekday peak, and 2/3 of them use their cars during the weekday peak at least once a week
- developments with more parking have higher levels of car ownership and more car journeys than in those with less parking
- but people may self select where they live; those for whom access to a car is particularly important will only opt to live in a development with parking available



Context & Issues (8): delivery of parking in practice

There may be some issues around whether / how parking is delivered in practice:

- some boroughs have observed that parking supply in some developments is significantly below maximum levels, causing overspill issues on surrounding streets
- access to parking may not necessarily be distributed evenly to the residents within developments
- cost of delivering parking eg underground is high
- could 'separated parking' help maintain access to a car when needed, but disincentivise unnecessary use (5-10 minute walk trips)

Would practical guidance for how to deliver/design parking in a way that minimises impacts help (eg consolidated/shared parking in town centres)?



Context & Issues (9): viability and marketability of developments

How is the quality of place and desirability / viability of developments impacted by parking?

Some developers view parking availability as key for both the viability and marketability of their developments:

- Berkeley Homes states that “parking provision should be agreed at a level which supports the viability of new developments”
- is the desire to have a home with somewhere to park and load the car(s) key for family housing and/or to ensure mixed communities (eg self employed)?
- are there examples of where application of particular approach to parking inhibits the provision of housing? And / or its quality

However...

- in some cases parking spaces originally approved within developments not being fully used
- examples of successful and popular developments delivered with low levels of parking
- with space at a premium does it need to be used differently?
- increasing parking provision could result in lower densities, increased need for developable land, and reduced ability to provide public transport?

Discussion points

1. What is the role of residential parking standards and what is 'the problem' that needs to be addressed?

Are there car parking overspill issues? in which circumstances (type and geographical spread)? if so, how might these best be addressed?

How do maximum residential parking standards affect parking levels, car ownership & car use?

What impact do you think a change to residential parking standards will have on congestion and the demand for destination parking?

2. Inevitably there will be trade offs, with different winners & losers for different policy options...what should the priorities be?

3. How do car parking standards affect appetite for & economics of development?

What impact would a change in standards have on local authority revenue streams from parking?

Discussion points

4. Would practical guidance for how to deliver parking in a way that minimises impacts be of value... what advice could be provided to improve residential parking implementation?

What are the issues associated with allocated versus unallocated development?

What other mechanisms could be used to manage parking provision/impacts, e.g. consolidated or shared parking, CPZs etc.

5. How far do parking levels affect issues such as density and acceptability of development/its impacts?
6. Is it possible to develop a 'typology' of places & if so, what factors should be considered in terms of parking requirements for different types of places?

Some emerging policy options

Option 1

- Retains ref to maximum standards
- Policy provides for more generous approach to residential standards in low PTAL areas and combines residential with existing office criteria to guide their application.
- Supporting text says LBs 'should' consider more generous standards in PTAL 0-1, and provides scope for application in parts of Outer PTAL 2. Focuses on suburban areas and family housing where on street parking is a particular problem.

Option 2

- Deletes ref to maximum residential standards.
- Policy provides for more generous approach for residential standards in PTALs 0-1 based on separate criteria derived from those already used for offices
- Supporting text says LBs 'should' consider more generous standards in PTAL 0-1, and provides scope for application in parts of Outer PTAL 2. Focuses on suburban areas and family housing where on street parking is a particular problem.

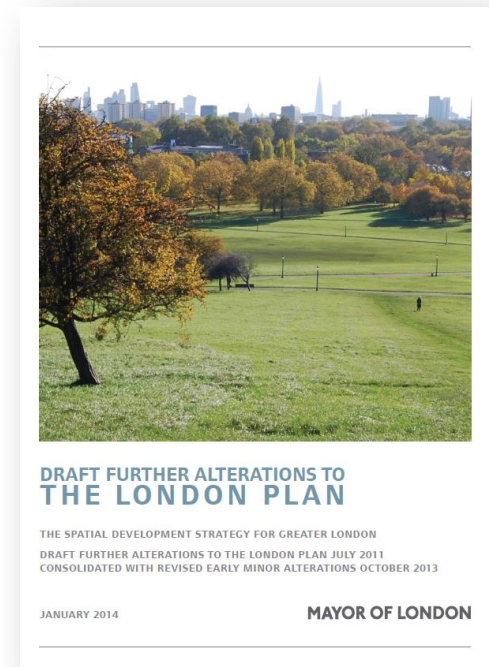
Some emerging policy options

Option 3

- Retains ref to maximum standards
- Policy provides for more generous approach to residential standards in low PTAL areas based on NPPF based criteria
- Supporting text permissive on application of more generous standards, provides scope for application in parts of Outer PTAL 2, for visitor parking and minimum standards. Less emphatic on higher standards in 'suburban' areas and for family housing where on street parking is a particular problem.

Next steps

- data collection is ongoing
- development, analysis & impact assessment of policy options
- public meetings in each sub-region during Feb & March
- OLC and TfL to report findings and recommendations to the Mayor
- any changes would be subject to public consultation through a minor alteration to the London Plan, undertaken in May



Questions?

