

TECHNICAL NOTE

Subject: Outer London Residential Parking Standards – PBA Project Experience

Note No: TN001

Date: 16 March 2015

Prepared By: S White

1. Introduction

- 1.1. Peter Brett Associates LLP (PBA) has been involved in a number of residential development projects in the outer London boroughs. This technical note presents an overview of recent project experience in relation to car parking provision.

2. Project Experience

Bassetts Campus

- 2.1. NHS Property Services has commissioned PBA to provide transport advice for the redevelopment of Bassetts Campus, London Borough of Bromley, to provide up to 99 dwellings, with an average of 2.78 bedrooms per dwelling.
- 2.2. The site has a PTAL rating of 1b. This is considered to be poor, and there are no rail stations within walking distance.
- 2.3. On the basis of the poor accessibility of the site, 139 car parking spaces are proposed, equating to approximately 1 space per flat, 1.5 spaces per terraced house, and 2 spaces per detached house, plus eight visitor spaces.
- 2.4. The proposed car parking, at 1.40 spaces per unit, is slightly higher than local car ownership data, which shows 1.34 vehicles per household. This is to ensure that all car parking is accommodated on-site.
- 2.5. The Princess Royal Hospital is the largest local employer, and the limited parking available causes employees to park on surrounding roads. However, the development will not exacerbate the situation.
- 2.6. The planning application was submitted in December 2014.

College Road

- 2.7. Hyde commissioned PBA to provide transport support for the proposed development of 318 homes, with 1.56 bedrooms per dwelling on average, in London Borough of Harrow (LBH). Although located in outer London, the area has a PTAL rating of 6b, and therefore is considered highly accessible by public transport. Car ownership in the area is low at 0.77.
- 2.8. Hyde wished to maximise land available for development, and consequently proposed car parking is significantly below London Plan 2011 standards, with 50 spaces provided site-wide. This includes 32 bays for the 32 accessible units, and therefore only 16 bays are proposed for the remaining 286 units (a ratio of 1:0.06). The overall parking ratio is 1:0.16.
- 2.9. It was demonstrated to LBH that these proposals would not result in a highway safety impact due to vehicles parking on-street through a commitment that residents of the development would not be able to obtain permits allowing them to park in the surrounding controlled parking zone (CPZ).

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- 2.10. The planning application was submitted in March 2015.

Former Inland Revenue Site

- 2.11. PBA supported Taylor Wimpey West London with a planning application for 170 flats (with 1.64 bedrooms per unit on average) and a GP surgery in Kew, Richmond-upon-Thames in 2014. The site has a PTAL of 2.
- 2.12. Residential car parking standards in the London Borough of Richmond-upon-Thames (LBRuT) are a maximum; however LBRuT indicated that this maximum provision would be required, in order to prevent overspill parking into an adjacent retail park. Furthermore, additional visitor parking (nine spaces) was welcomed on the same basis.
- 2.13. LBRuT standards for 3+ bed flats were the same as LP 2011 standards. However, the LBRuT standard for 1-2 bed units is one space per unit, compared to the LP 2011 standard of less than one space per unit. This led to differences between the level of car parking required by LBRuT, which expected maximum provision, and TfL, which wished to see reduced provision for residents and visitors, raising concern that the proposed parking would lead to higher than expected vehicle trip generation.
- 2.14. Analysis was undertaken to demonstrate that the proposed levels of parking would not cause significant additional impact on the road network, and justifying the need for visitor parking, in order to gain TfL's support for the development.
- 2.15. The overall parking ratio at the development corresponds to 1.06 spaces per dwelling. This is similar to car ownership in the Kew ward, which is 1.01.
- 2.16. The planning application was recommended for approval by LBRuT in December 2014.

Havelock Estate

- 2.17. Catalyst Housing commissioned PBA to provide transport advice for an outline planning application for the redevelopment of the Havelock Estate in London Borough of Ealing (LBE), to provide 1076 homes (922 new and 154 retained), with 2.47 beds per unit on average.
- 2.18. The existing site has a high car parking ratio, with the majority of spaces unmarked on street. The PTAL for the site is 1b. Parking provision for the redevelopment was based on a 1:0.76 ratio for new units, with retained units (154) having a ratio of 1:1.00.
- 2.19. The proposals were for a mixture of allocated and unallocated parking, split between on and off-street parking, with the on-street parking owned and managed by LBE. Off-street parking is to be owned and managed privately. It was proposed that a CPZ could be implemented at the estate in the future.
- 2.20. LBE commented that there was no certainty that a CPZ would be introduced, and that non-residents may use the on-street parking in order to access Southall station (a 10-15 minute walk away). However, on-site observations showed no evidence that commuters were parking in the area, and it was considered further away than commuters would be likely to park and walk. The overall parking ratio for the redevelopment was 1:0.79, a reduction from the existing 1:1.30.
- 2.21. The application has been recommended for approval.

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Lewisham Gateway

- 2.22. PBA provided transport advice for the Lewisham Gateway development, London Borough of Lewisham. The redevelopment proposals are for a mixed-use scheme, including up to 800 homes. Outline permission was granted in 2009.
- 2.23. The site is located in Lewisham town centre, and has a PTAL of 6b. Examination of local census data has shown that car ownership in the area is low, at 0.52.
- 2.24. Building A and B of the Lewisham Gateway development (hereafter known as Phase 1 and Phase 2) have been approved, and will provide a total of 365 residential units, with 1.46 bedrooms per dwelling on average. No residential car parking is proposed.

Lymington Fields

- 2.25. PBA provided transport advice to Lovell with respect to Phase II of the Lymington Fields development in London Borough of Barking and Dagenham. The site has a PTAL of 2, and local car ownership is 0.85.
- 2.26. The development gained outline planning permission, and consent for Phase IA in December 2007. These applications included a car parking strategy based on The London Plan, with overall provision of 1.10 spaces per unit. This parking ratio was maintained for Phases IB and II.
- 2.27. Based on the proposed housing schedule for Phase II (292 units, with 2.41 bedrooms per unit on average), a total of 366 spaces would be permitted at the site under the current London Plan standards, providing an overall ratio of 1.25 spaces per dwelling. Proposals at the site are for a total of 323 car parking spaces for Phase II, a ratio of 1.1 spaces per dwelling. 50% of these are allocated, and 50% unallocated.

Station Road

- 2.28. PBA provided transport advice for Origin Housing for the proposed redevelopment of land on Station Road in London Borough of Enfield (LBE) to provide 44 residential units, with 1.80 bedrooms per unit on average.
- 2.29. The proposals were for a car-free development; due to tight land constraints, parking was only feasible at basement level, and this was not financially viable. The site has a PTAL of 5, indicating that public transport accessibility is very good.
- 2.30. LBE commented that some level of car ownership would be expected (car ownership for the surrounding ward is 1.14), and that, as the site was not within a CPZ, residents would be able to park on surrounding streets. LBE stated that parking surveys of the surrounding roads would need to be undertaken, and reviewed along with car ownership data.
- 2.31. Comprehensive car parking surveys were undertaken and, combined with analysis of census car ownership data, it was concluded that the development would not compromise existing residential car parking.
- 2.32. The planning application was recommended for approval in July 2014.

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Sudbury Hill

- 2.33. Taylor Wimpey North Thames commissioned PBA to provide transport advice for the proposed development of 68 residential flats, with 1.85 bedrooms per unit on average, in London Borough of Harrow (LBH). The site has a PTAL of 3.
- 2.34. Car parking was originally proposed at an overall ratio of 1:0.9, in line with LBH advice on a previous application at the site, in order to reduce the visual dominance of parking (which was provided at surface level).
- 2.35. Comments received during pre-application discussions with LBH planning officers indicated that a reduction in the parking ratio was desired, due to their concerns with the proposed level of parking on site creating a dominance of hard standing to the detriment of useable amenity space. Consequently, and with the agreement of LBH's highways team, the parking ratio was reduced to 1:0.85. This is significantly below local car ownership at 1.05.
- 2.36. The planning application was submitted in August 2014.

Sugar House Lane

- 2.37. Landprop have secured outline planning permission for the provision of 2,500 residential units (with 2.06 bedrooms per unit on average), alongside employment, retail and community facilities, at the former Sugar House Lane industrial estate in London Borough of Newham (LBN). PBA provided transport advice for the initial application, and is now providing transport support at detailed design stage.
- 2.38. The site has a low PTAL of 2, but the development proposals will increase the PTAL to 4.
- 2.39. The outline permission allowed for a maximum of 0.85 car spaces per unit. This is significantly higher than car ownership in the local area, which is 0.42.

Wallington Square

- 2.40. P Win Properties (Wallington) Ltd appointed PBA to provide transport support for a planning application for 30 flats (with an average of 1.47 bedrooms per unit), and reconfiguration of existing retail units in Wallington, London Borough of Sutton (LBS). The site has a PTAL of 4, and the local area has an average car ownership of 1.08.
- 2.41. The site is constrained by existing development, and as such, it was acknowledged that provision of car parking at the site would be challenging. 20 car parking spaces are proposed for the 30 flats; a ratio of 0.67 spaces per unit. Although this is in accordance with LP 2011 and LBS standards, LBS required evidence that this low level of parking would not cause adverse issues. Therefore, a car ownership study was undertaken, examining local census data. This demonstrated that car ownership at the site was likely to be low, due to the development comprising of flats only, and that 20 car parking spaces would be sufficient to meet demand.
- 2.42. The development gained outline planning consent in July 2013.

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3. Trends and Analysis

3.1. **Table 3.1** below shows a summary of the key statistics for each project.

Table 3.1: Project Key Statistics

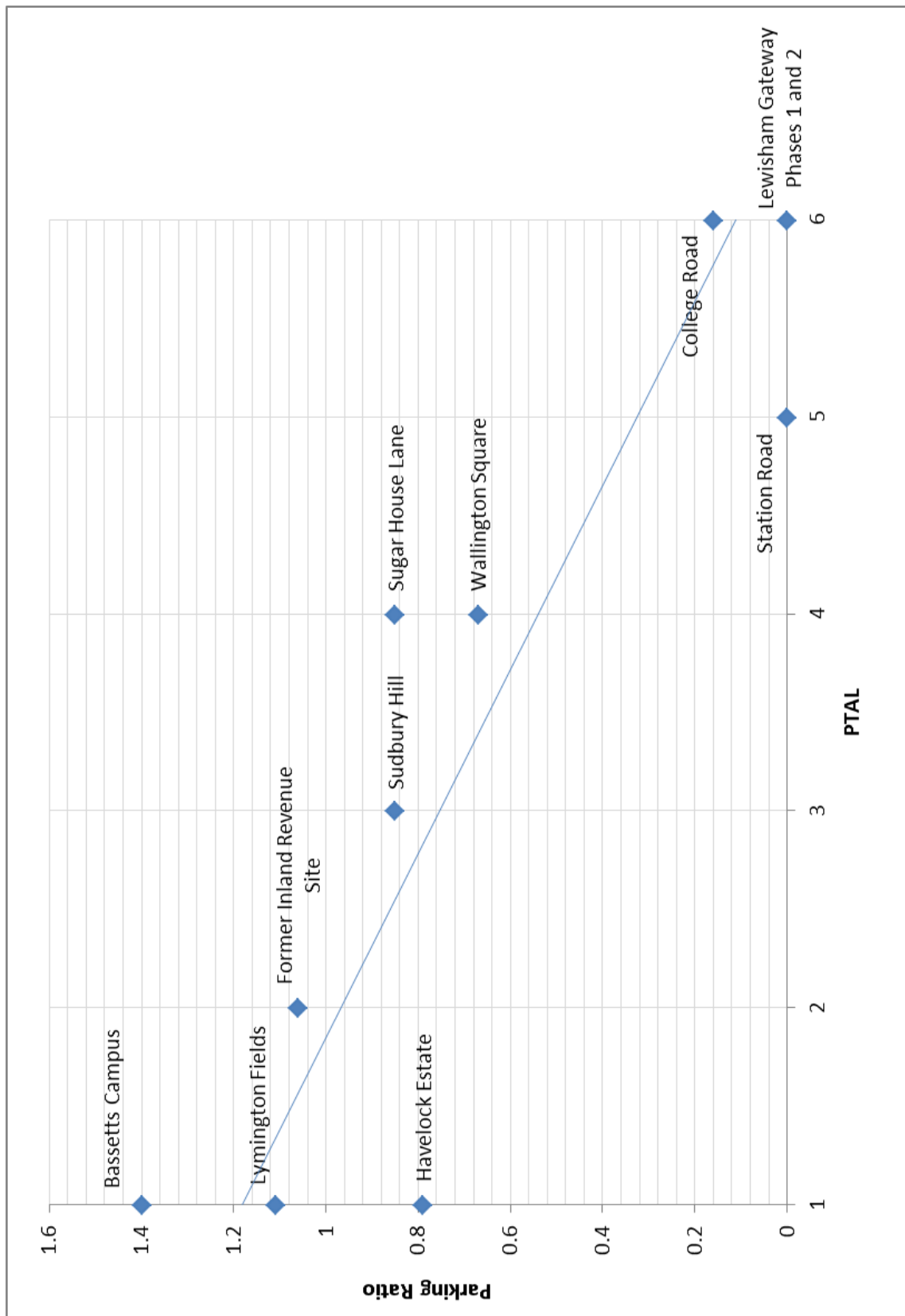
Development	Car Parking Ratio	PTAL	Local Car Ownership	Average Number of Beds Proposed per Unit
Bassetts Campus	1.40	1b	1.34	2.78
College Road	0.16	6b	0.77	1.56
Former Inland Revenue Site	1.06	2	1.01	1.64
Havelock Estate	0.83	1b	1.06	2.47
Lewisham Gateway	0.00	6b	0.52	1.46
Lymington Fields	1.11	1b	0.85	2.41
Station Road	0.00	5	1.14	1.80
Sudbury Hill	0.85	3	1.05	1.85
Sugar House Lane	0.85	4*	0.42	2.06
Wallington Square	0.67	4	1.08	1.47

*Note: PTAL based on improvements as part of development proposals

PTAL

- 3.2. A strong correlation exists between PTAL and car parking ratio, as shown in **Graph 3.1**.
- 3.3. The correlation coefficient for PTAL and car parking ratio has been calculated as -0.88. This indicates very strong negative correlation. Car parking provision is generally lower in areas of high accessibility; for example Lewisham Gateway Phase 1 and Phase 2 has a PTAL of 6b, and no car parking is to be provided. Conversely, Bassetts Campus has a PTAL of 1b, and a car parking ratio of 1:1.4 is proposed.

Graph 3.1: PTAL Correlation



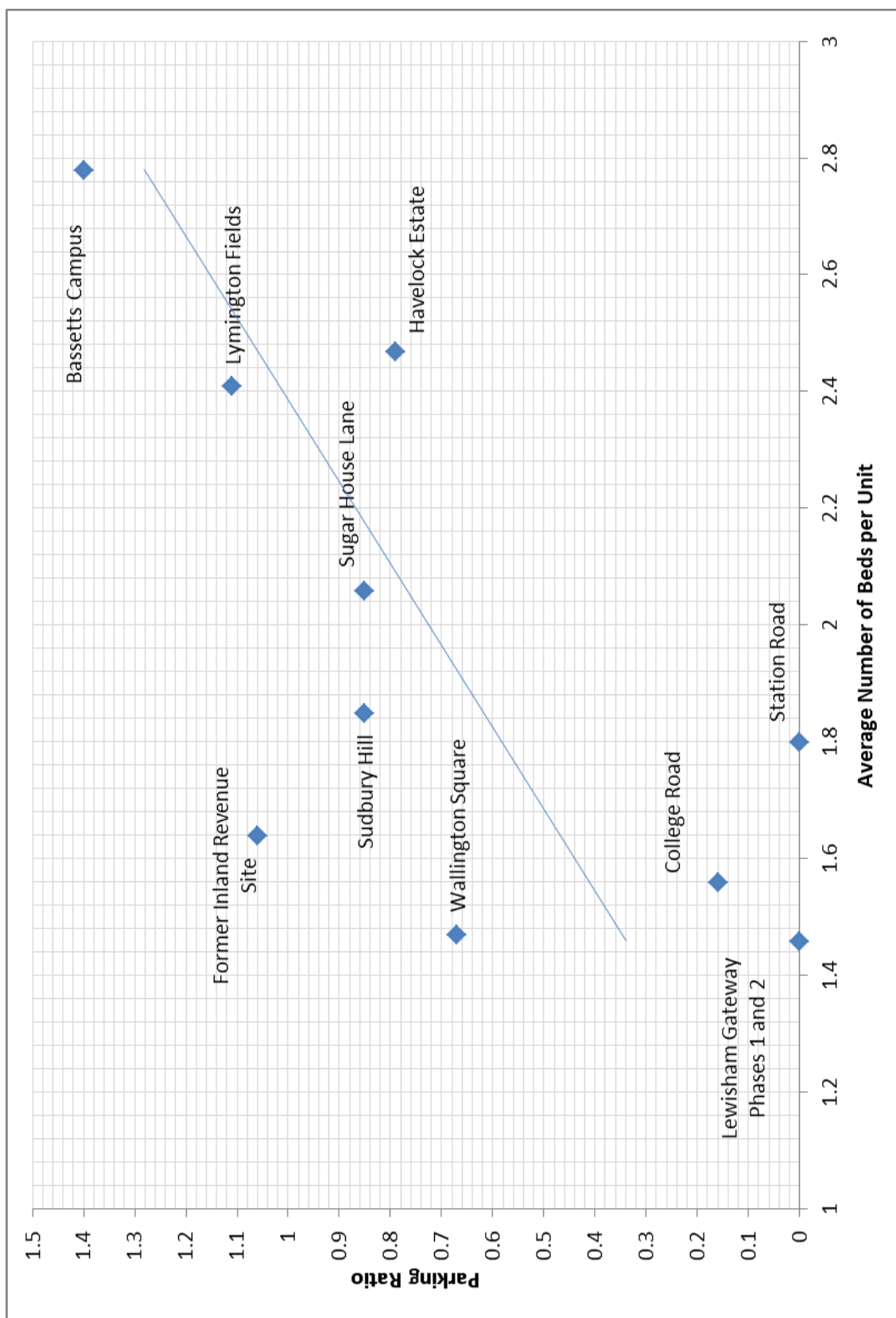
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Unit Size

- 3.4. A strong correlation also exists between average unit size and car parking provision; this is accounted for within the current adopted London Plan 2011.
- 3.5. The correlation coefficient between average number of bedrooms and car parking ratio has been calculated as 0.68. This indicates strong positive correlation. Developments with a higher number of bedrooms per unit are likely to have higher numbers of residents owning cars – particularly as these developments are more likely to provide family housing. Consequently, in order to prevent overspill parking, car parking provision is generally higher.
- 3.6. **Graph 3.2** shows the correlation.

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Graph 3.2: Unit Size Correlation



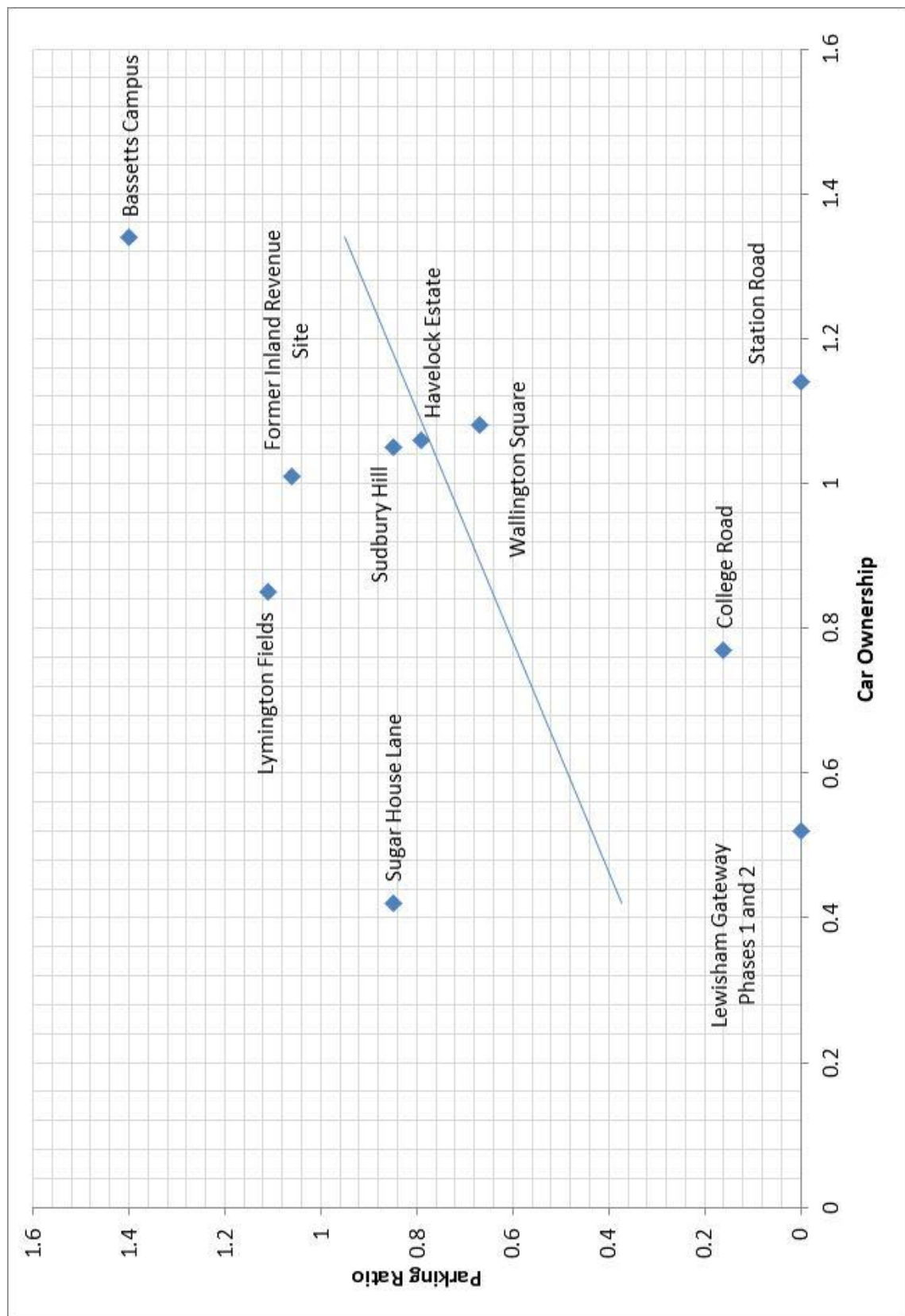
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Car Ownership

- 3.7. Analysis of the information contained in **Table 3.1** has also shown a moderate correlation between local car ownership and parking ratios.
- 3.8. The correlation coefficient between local car ownership and car parking ratio has been calculated as 0.37. This indicates moderate positive correlation. Developments located in areas of higher car ownership tend to provide higher levels of car parking. This may also be related to PTAL levels and wealth, as areas that are less accessible and/or wealthier are likely to have higher car ownerships.

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Graph 3.3: Car Ownership Correlation



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4. Conclusions

- 4.1. In PBA's experience, car parking provision at residential developments is dependent on a number of factors, including:
 - Viability, including cost of design (under/ over ground, on/ off street etc.) and commercial arrangements.
 - GLA/ Local Policy requirements
 - Average unit size, target market
 - PTAL, local car ownership
 - Site design principles, including amenity of streetscape and public areas
- 4.2. Typically, developers are aware of the constraints and opportunities at a site, and generally target a car parking ratio that is appropriate in terms of each item above. In very general terms, developers seek to provide enough parking to make their homes attractive to the market, but no more than is necessary so that the scheme is cost effective. From our limited evidence base, it can be seen that there is a strong correlation between PTAL and car ownership and parking provision. This is unsurprising given the general approach outlined above.
- 4.3. The accessibility of outer London varies dramatically, with many town centres having PTALs equal to that of central London, whilst outlying urban areas may have low PTALs of between 0 and 2. Car use is likely to be higher in areas of lower PTALS. The project experience highlighted in Section 2 and 3 indicates that developers tend to be aware of this, and that parking levels typically account for this.
- 4.4. It is important to note that, although PTAL provides a measurement of the level of accessibility to public transport, there is no directional assessment. From experience, PBA is aware that moderate proportions of residents in outer London travel away from London to work. Although a PTAL for an area may be relatively high, there is therefore no guarantee that the public transport services available would provide connection to destinations that residents in the area travel to.
- 4.5. Unit size and, correspondingly, the target market for a developer are also considered key influences in a developer's determination of parking provision for a scheme. It is recognised that many families living in outer London (outside of the high accessibility/ high density areas) are likely to want to own a car, even if it is not intended for commuting purposes. Car parking provision for larger homes is therefore generally considered important for developers, in order to provide for car ownership and to attract buyers.
- 4.6. Local authorities often take a similar view in terms of car ownership for larger homes in low accessibility areas. If low levels of car parking provision are proposed, they will often require reassurance that this will not have a significant detrimental impact on highway operation and safety. However, in the light of guidance in NPPF, such impacts would need to be severe in order to establish cause for refusing an otherwise acceptable sustainable development.
- 4.7. Overall, residential car parking provision is determined on a case-by-case basis, with numerous factors influencing the approach. Policy, PTAL and unit size are significant factors, but ultimately, parking provision must not impact on the viability of an otherwise acceptable sustainable development. There are examples of residential development in low accessibility areas requiring a more flexible approach, and these are typically discussed and resolved. Local factors also play a part, and therefore a permissive approach to relaxation of policy in this area would seem to be most appropriate.

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Peter Brett Associates LLP Caversham Bridge House Waterman Place, Reading Berkshire RG1 8DN

T: +44 (0)118 950 0761 F: +44 (0)118 959 7498 E: reading@peterbrett.com

