CABINET

3 SEPTEMBER 2020

REPORT OF THE HEAD OF PLANNING, ECONOMY AND REGENERATION

REVIEW OF DEVELOPMENT MANAGEMENT POLICIES ON PARKING

Cabinet Member(s):	Cllr Graeme Barnell, Cabinet Member for Planning & Economic Regeneration
Responsible Officer:	Mrs Jenny Clifford, Head of Planning, Economy and Regeneration

Reason for Report: To provide an update and proposed next steps in response to Motion 560 (Review of Development Management Policies on Parking)

RECOMMENDATION: That the contents of this report be noted.

Financial Implications: There are no financial implications as a direct result of this report.

Budget and Policy Framework: None as a direct result of this report.

Legal Implications: There are no legal implications as a direct result of this report.

Risk Assessment: The risk is deemed to be low. This report provides an overview of the planning policy options available to consider in relation to parking provision and electric vehicle charging points in new development. Further evidence and analysis will be required to inform any future changes to the Council's planning policies.

Equality Impact Assessment: No equality issues anticipated. A full Equality Impact Assessment has been prepared as part of the Local Plan Review evidence base.

Impact on Climate Change: No impacts at this stage, although any future changes to the Council's planning policies on parking provision and electric vehicles will have an impact on transportation emissions in Mid Devon. On-road transportation emissions currently account for approximately 30% of overall emissions in Mid Devon.

Relationship to Corporate Plan: Priority 4: Environment Aim 2.

1.0 INTRODUCTION

1.1 Policy DM5 of the Local Plan Review addresses parking requirements and states that:

'Development must provide an appropriate level of parking, taking into account:
a) The accessibility of the site, including the availability of public transport; and
b) The type, mix and use of development.

Design must enable and encourage the maximum use of sustainable modes of transport, including provision for cyclists and low-emission vehicles. Within the towns of Tiverton, Cullompton and Crediton, infrastructure for electric vehicles should be built into development. The Council will seek parking provision and electric vehicle infrastructure according to the following standards, the variation of which must be justified on a case-by-case basis.'

This text in the policy is followed by a table setting out standards by use type.

1.2 Full Council at its meeting on 8 January 2020 agreed Motion 560 that:

'…officers start work on undertaking a review of Mid Devon's development management policies regarding parking on new estates. These should include the number of parking spaces per property as well as how development management can help ease the transition to electric or hybrid vehicles in the future.'

1.3 This paper highlights some of the possible changes members might wish to consider and the most appropriate mechanisms to bring these forward. Each issue raised in the above motion is addressed in turn below.

2.0 NUMBER OF PARKING SPACES PER PROPERTY

2.1 Establishing appropriate parking standards is an important issue for new development. The Council's adopted Local Plan policy DM5 applies a minimum residential parking standard of 1.7 spaces per dwelling based on car ownership levels in Mid Devon. This figure is used to calculate the minimum number of parking spaces for the whole development site, with a minimum of one parking space to be allocated for the sole use of each property. The remaining provision (and more if preferred) should be distributed appropriately throughout the development, in accordance with principles set out in the Council's Supplementary Planning Document on the provision of parking in new development.

2.2 The standard takes into consideration data from the 2011 Census (car ownership per household) and data recorded in the Mid Devon Annual Monitoring Reports since 2006 for bus provision to 55 villages in the district. The methodology for calculating the provision was based on guidance set out in DCLG Residential Car Parking Research (May 2007)[1]. The findings are summarised below:

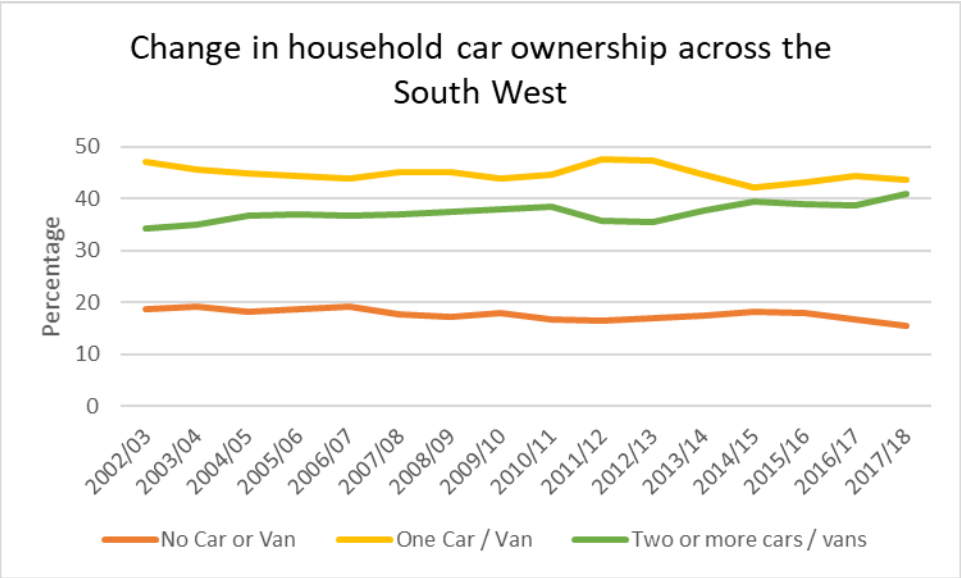
Table 1: Calculating parking demand

Number of cars per household	Percentage breakdown of total car ownership	Additional demand if one space allocated	Total allocation (1 allocated space + additional demand + 0.1 visitor spaces)
0	14.3%	0	
1	41.9%	0	

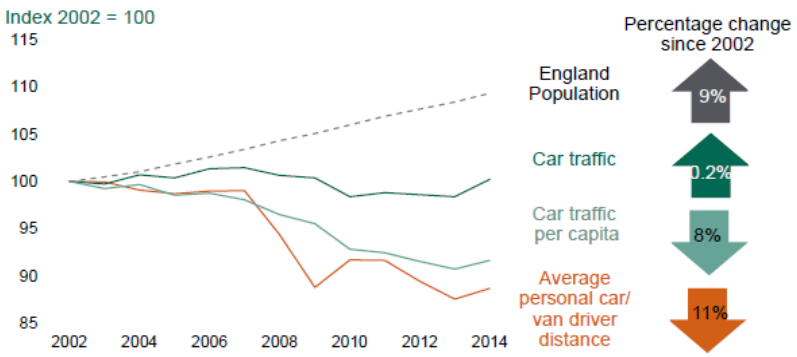
[1] https://webarchive.nationalarchives.gov.uk/20070605052804/http://www.communities.gov.uk/pub/295/ResidentialCarParkingResearch_id1510295.pdf

2	31.9%	0.319	
3	8.2%	0.164	
4 or more	3.7%	0.111	
Total	100%	0.594	**1.694**

2.3 As stated, these data are derived from the 2011 Census and therefore there is no up-to-date comparable dataset which can be used to reassess parking provision. However, data from the National Travel Survey indicates that the number of cars / vans per household has remained relatively constant across the South West as a whole from 2002/03 to 2017/18. There is also very little change in household car ownership as shown in the graph below:



2.4 However, although car ownership has seen little change in recent years, the number of journeys being made by each car is falling[2].



[2]https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/514912/road-use-statistics.pdf

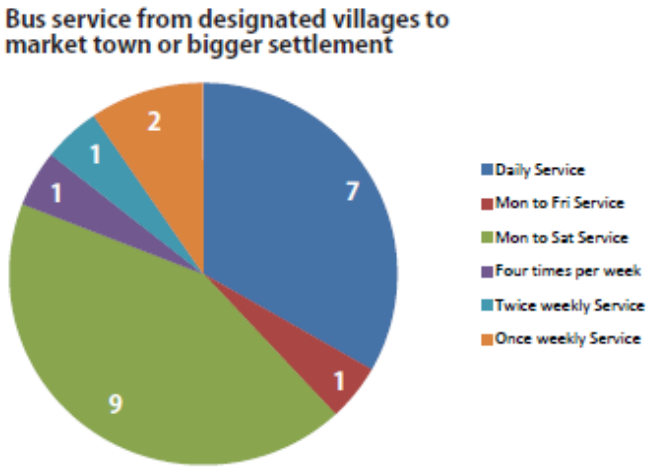
[3] https://www.gov.uk/government/statistics/transport-use-during-the-coronavirus-covid-19-pandemic

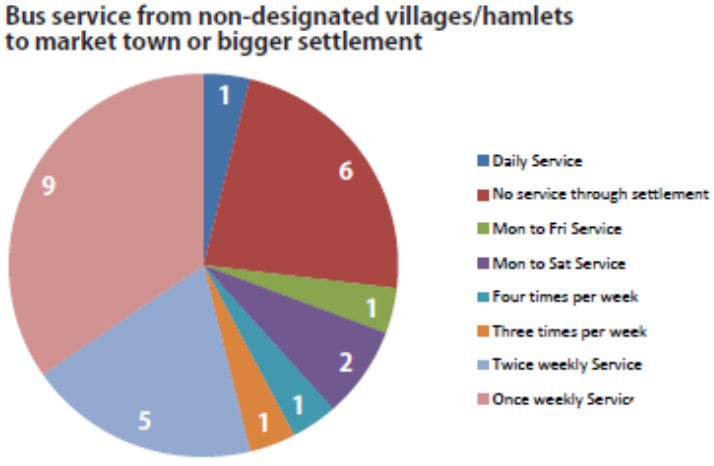
2.5 The data shows reductions in the number of trips made by car for commuting, shopping and visiting friends. This may be for a number of reasons, for example due to increases in online shopping or use of social media. Members are asked to note that this data does not yet take account of the reduction in of traffic levels and trip frequency during the COVID-19 pandemic lockdown and its subsequent easing. Department for Transport data on transport modes for the whole country[3] indicate a reduction in car usage on 31st March 2020 to a low point of 33% of equivalent daily levels, with subsequent increase to 88% (as at 17th August 2020).Whilst this data is countrywide, it suggests significant recovery in car usage post lockdown.

2.6 The National Planning Policy Framework makes clear that planning policies should '…minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.' and '…widen transport choice'. With regards to local parking standards, the NPPF stipulates that policies should take into account:

a) The accessibility of the development;
b) The type, mix and use of development;
c) The availability of and opportunities for public transport;
d) Local car ownership levels; and
e) The need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

2.7 It is important to recognise that Mid Devon is a rural area and therefore many areas have limited transport choices. For example, bus service provision





Note: three of the designated villages (Lapford, Copplestone and Yeoford) are also served by a rail link to either Crediton or Exeter, Monday to Sunday.

varies significantly across the district with some villages benefitting from a daily service and others having no service at all (see below). This in turn creates a reliance on private car use. In contrast however, there is a need to bear in mind that any changes to the Council's parking standards may have wider implications for development. For example, there is evidence to suggest that minimum parking standards are inadequate in understanding the demand for parking, contribute to over-supply, encourage car use, increase the cost of projects and make it more challenging to deliver affordable housing.

2.8 There is also a need to have regard to the Council's climate declaration and commitment to become net-zero by 2030. On-road transportation emissions account for approximately 30% of Mid Devon's overall emissions. Additionally, per capita emissions are significantly higher in Mid Devon compared to East Devon, Teignbridge and Exeter City authorities, which is in part due to higher transport emissions (longer distances to travel and fewer sustainable options). Establishing an appropriate parking standard is therefore a difficult balancing act given that parking supply can significantly determine household car ownership decisions which in turn is the strongest predicator of car use.

2.9 It is acknowledged that as electric vehicle (EV) take up continues to increase, on-road transportation emissions will fall and therefore, car usage and ownership will become a less significant issue over time (in terms of emissions). However, currently electric vehicles make up only a very small proportion of all vehicles (approximately 0.5%) in Mid Devon so any planning policies in the short – medium term will need to respond to this proportion, whilst providing an aspirational and forward looking strategy for the future.

2.10 Therefore, on the basis of current levels of car ownership and car usage, together with the need to reduce overall transport emissions in Mid Devon, it is considered that the current minimum parking standards are still justified and appropriate at this time.

3.0 DESIGN OF RESIDENTIAL PARKING

3.1 In addition to the quantum of parking spaces provided, it is equally important to consider design of residential parking. Under-provision or poorly-designed parking places can lead to inappropriate and anti-social parking, causing inconvenience to other road users and pedestrians. The Council's adopted Parking Supplementary Planning Document provides guidance to ensure:

- The design of car parking operates functionally, whilst not dominating the character of the development
- Surfaces of parking areas are permeable where appropriate and measures to control pollution in run-off water are included
- Provision is provided in as close proximity to the dwelling as possible
- Appropriate internal dimensions of garages and car ports
- Appropriate security provisions for vehicles
- Provision of visitor spaces
- Appropriate parking provision for flats
- Appropriate level of parking provision in town centres
- Appropriate design of EV charging points
- Adequate cycle parking /mobility scooter storage

- Motorcycle parking
- Appropriate disabled parking provision and design
- Provision of non-residential parking provision

3.2 Notwithstanding the above findings, any change to the Council's parking standards would necessitate a change to development plan policy. The Council has already committed to a further Local Plan Review which at present (and subject to the requirements of Government review) is proposed to progress in accordance with the following timescale:

Issues Consultation	November 2020
Draft Plan Consultation	November 2021
Publication (Proposed Submission)	November 2022
Submission	February 2023
Hearings	August 2023
Adoption	February 2024

3.3 As part of this process, officers will keep parking standards evidence under review. If there is no robust up-to-date evidence available nationally, the Council may wish to produce a technical study to understand car ownership and car usage at the local level and understand travel behaviours in greater detail. This may result in an increase or decrease in provision being taken forward through the planning policy process and indeed, changes to the Council's guidance on the design of residential parking.

4.0 HOW DEVELOPMENT MANAGEMENT CAN HELP EASE THE TRANSITION TO ELECTRIC OR HYBRID VEHICLES IN THE FUTURE

4.1 The Government has recently announced a ban on the sale of new petrol, diesel and hybrid cars from 2035, five years earlier than previously planned. This ban is being expanded to hybrid and plug-in hybrids which had not been included under the original proposals. It is therefore important that planning policy facilitates the transition to electric vehicles in Mid Devon.

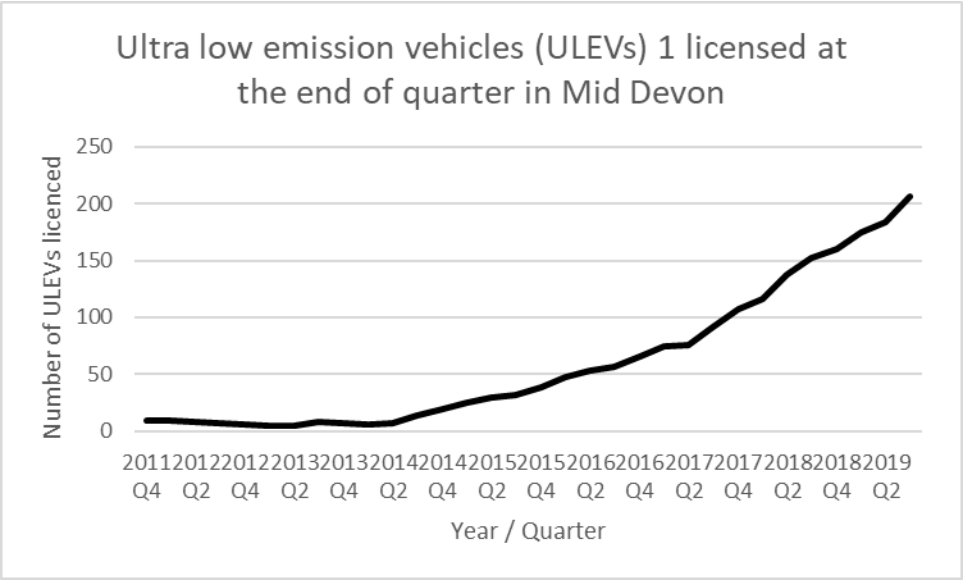
4.2 The Local Plan includes minimum standards for the provision of electric vehicle charging infrastructure (as set out in the table below). These standards were recommended by the Local Emissions Strategy Partnership, and set out the necessary infrastructure for single 3-phase or accelerated electricity supply. The necessary infrastructure ultimately depends on the prevailing vehicle technology requirements, but capacity should be built into new development to allow for upgrading and advances in technology. The policy supporting text also stipulates that cabling to 40/50% of parking spaces is recommended to allow for future requirements. The Council currently seeks provision and infrastructure for electric vehicles according to the following standards, the variation of which must be justified on a case-by-case basis.

Use Class	**Electric Vehicle Infrastructure (Tiverton, Cullompton and Crediton)**
Residential	

C3,C4 Dwellings	1 charging point per 10 units
Non-residential	
A1 Non-food retail	2 charging points per 200 sqm (gross)
A1 Food retail	2 charging points per 200 sqm (gross
A2 Financial and professional	2 charging points per 200 sqm (gross)
A3 Restaurants	2 charging points per 200 sqm (gross)
A4 Public houses	2 charging points per 200 sqm (gross)
B1,B2 Business and general industry	2 charging points per 200 sqm (gross)
B8 Warehousing and distribution	2 charging points per 10 parking spaces (employees/visitors)
C1 Tourist accommodation	2 charging points per 30 rooms or per 10 parking spaces
C2 Residential institutions	2 charging points per 30 rooms or per 10 parking spaces
D1 Non-residential institutions	2 charging points per 200 sqm (gross)
D2 Indoor and outdoor sports	2 charging points per 200 sqm (gross)
Indoor entertainment	2 charging points per 200 sqm (gross)

4.3 A report prepared for the Environment Policy Development Group (June 2019) set out options for requiring that developers install electric car charging points in all new build properties constructed in the district. This report concluded that the most suitable option in terms of expediency and efficacy is to explore electric vehicle charging infrastructure policy through the next development plan.

4.4 In terms of possible changes that Members might wish to consider, evidence indicates that the number of ultra-low emission vehicles (ULEMs) is rising rapidly (see below). It is therefore considered that a planning policy which required a higher proportion EV charging points (not just EV ready) within new housing and commercial developments could be justified and positively prepared, subject to assessing the effect of the policy on development viability.



4.5 Notwithstanding the provisions of local planning policy, the Government has recently consulted on amendments to the Building Regulations in respect of electric vehicle charging in residential and non-residential buildings. The proposed changes are intended to ensure that all new homes are electric vehicle (EV) ready. In summary, the Government's proposed policy positions are as follows:

Policy Position: Residential Buildings
The government proposes every new residential building with an associated car parking space to have a chargepoint. We proposed this requirement applies to buildings undergoing a material change of use to create a dwelling.
The government proposes requiring every residential building undergoing major renovation with more than 10 car parking spaces to have cable routes for electric vehicle chargepoints in every car parking space.

Policy Position: New Non-Residential Buildings
The government proposes every new non-residential building and every non-residential building undergoing a major renovation with more than 10 car parking spaces to have one chargepoint and cable routes for an electric vehicle chargepoint for one in five spaces.

Policy Position: Existing Non-Residential Buildings
The government proposes a requirement of at least one chargepoint in existing non-residential buildings with more than 20 car parking spaces, applicable from 2025.

4.6 Another key issue associated with increasing the number of electric vehicles is that this will add significantly to electricity demand and place pressure on the UK's grid network. An electric vehicle uses, on average, the same volume of electricity as a domestic house[4]. It is therefore crucial that planning policy supports decarbonisation of electricity. Future development plans should therefore support renewable energy generation and energy storage and management infrastructure.

4.7 Finally, planning policy could also support the uptake of fast electric charging at accessible locations. For example, supporting fast charging infrastructure at petrol filling stations.

5.0 CONCLUSIONS

5.1 This report reviews the evidence in relation to parking standards and electric vehicle charging points and identifies policy issues which may need to be revised through the development plan process. Any proposed changes to the Council's parking and EV policies will need to be facilitated through the development plan process, which must be underpinned by proportionate and robust evidence which takes into account relevant market signals.

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Circulation of the Report: Councillor Graeme Barnell

List of Background Papers: Council 8th January 2020
Local Plan Review 2013-2033

Department of Communities and Local Government – Residential car parking research
https://webarchive.nationalarchives.gov.uk/20070605052804/http://www.communities.gov.uk/pub/295/ResidentialCarParkingResearch_id1510295.pdf

Department for Transport Road Use Statistics
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/514912/road-use-statistics.pdf

Department for Transport Statistics- Road use during COVID-19 pandemic
https://www.gov.uk/government/statistics/transport-use-during-the-coronavirus-covid-19-pandemic