

RESIDENTIAL PARKING STANDARDS SUPPLEMENTARY PLANNING DOCUMENT REVIEW AND UPDATE

Bassetlaw District Council



Final
January 2020

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Appendix A – Draft Parking SPD

1. Introduction

1.1 Importance of Parking

1.1.1 The scale and nature of car parking provision in new developments can have a significant impact upon the creation of new communities in terms of:

- Accessibility both for those with and without use of a car;
- The safety of all road users;
- The density of development; and
- The quality of the public realm.

1.1.2 Ensuring the right balance in the quality and quantity of parking is therefore an important element in the design and development of new residential developments across the District.

1.2 Residential Parking in Bassetlaw

1.2.1 The residential parking standards currently in place covering Bassetlaw were adopted in June 2012 as part of a Residential Parking Standards Supplementary Planning Document (SPD). The details of these are highlighted in **Table 1.1**. They set minimum standards for both allocated and unallocated spaces based upon the number of bedrooms within each property.

Table 1.1: Bassetlaw Residential Parking Standards

Dwelling Size (all dwelling types)	Allocated car parking spaces	Unallocated car parking spaces
1 bedroom	1 space per dwelling	0.3 spaces per dwelling
2 or more bedrooms	2 spaces per dwelling	0.3 spaces per dwelling

Source: <https://www.bassetlaw.gov.uk/planning-and-building/planning-services/planning-policy/core-strategy-and-development-policies/supplementary-planning-documents/residential-parking-standards/>

1.3 Purpose of this Document

1.3.1 Concerns have been expressed within communities in Bassetlaw, and from elected members that existing parking standards applied to recent residential developments often result in insufficient parking provision to accommodate the demand generated by levels of car ownership.

1.3.2 This Report provides a summary and evaluation of the policy and application behind car parking standards used for residential development within Bassetlaw (and further afield) to provide the context and evidence upon which to update the SPD and relevant policies in the emerging Bassetlaw Local Plan (BLP).

1.3.3 The emerging BLP is proposing to provide more detailed guidance for the design of new developments in its Design SPD. This will cover issues to do with parking standards and the design of parking provision within new developments.

1.3.4 The current Bassetlaw Residential Parking SPD makes recommendations in terms of ensuring that enough car parking provision is included within new developments in the future to meet expected demand and thereby avoid the negative impacts of overspill parking in inappropriate locations.

1.3.5 This Report is structured around the following chapters:

- **Chapter 2 – National Policy Context:** Provides an update on the relevant national parking policy context within which new standards should be considered, and the latest thinking from industry experts as to how parking provision should evolve in a local context.

- **Chapter 3 – Parking Standards in Nottinghamshire:** Summarises parking standards applied elsewhere within the county.
- **Chapter 4 – Parking in Neighbourhood Plans:** Details the approaches to parking contained within the Neighbourhood Plans in place across the district.
- **Chapter 5 – Residential Parking Case Studies:** Provides an assessment of the success of parking standards applied in residential developments within Bassetlaw.
- **Chapter 6 – Car Ownership in Bassetlaw:** Details factors which may influence parking demand based upon an analysis of Census data.
- **Chapter 7 – Specialist Requirements:** Draws out some of the features which should be considered when devising appropriate parking standards.
- **Chapter 8 – Summary and Recommendations:** Sets out a recommended approach to addressing future residential parking requirements within the District.

1.4 More Information

1.4.1 If you have any queries regarding the information contained within this Report, please contact:

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2. National Policy Context

2.1 Overview

- 2.1.1 Whilst there are no UK wide car parking standards to apply to new developments in Bassetlaw, national policy and perceptions form an important basis upon which to consider revisions to local parking provision.

2.2 National Planning Policy Framework

- 2.2.1 The National Planning Policy Framework (the NPPF)¹ details the Government's planning policies and how they should be applied and was most recently updated in June 2019. With regards to establishing residential parking standards it states:

"If setting local parking standards for residential and non-residential development, 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.

Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with Chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists...."

2.3 Changes in Perception of Parking

- 2.3.1 Whilst not legislation, in September 2019 the Transport Select Committee recommended a ban on pavement parking across Britain, to reflect that already in place in London, citing the negative impacts on safety and accessibility². The Committee recommended that the Government:

- Commit to tackling pavement parking as part of its Loneliness Strategy;
- Legislate for a nationwide ban on pavement parking across England, outside London;
- Fund a national awareness campaign to highlight the negative consequences of pavement parking;
- Reform the TRO process — to make it cheaper and easier for local authorities to use;
- Abolish the requirement to advertise TROs in a local newspaper;
- Publicise to the general public who enforces different types of parking offences; and
- Consult on a new offence of obstructive pavement parking.

- 2.3.2 This was followed by an article in Local Transport Today (LTT) which suggested that whilst most local authorities put pedestrians at the top of the road user hierarchy, the prevalence of paving parking suggested that in practice this is often not the case³.

2.4 Summary

- 2.4.1 National policy context provides a strong direction for the establishment of local residential parking standards whilst offering the flexibility for local circumstances to be considered if bespoke standards are deemed necessary by a local authority.

¹ NPPF, para. 105 and 106; Ministry of Housing, Communities and Local Government, June 2019

² <https://www.parliament.uk/business/committees/committees-a-z/commons-select/transport-committee/news-parliament-2017/pavement-parking-report-published-17-19/>

³ Local Transport Today, "Pavement Parking All the Rage"; LTT781, September 2019

3. Parking Standards in Nottinghamshire

3.1 Overview

- 3.1.1 A review has been undertaken of parking standards in Nottinghamshire to provide some context on the range of standards in place. No judgement has been made upon the suitability of these standards in terms of balancing the supply and demand requirements of parking provision.

3.2 Nottinghamshire Highway Design Guide

- 3.2.1 In December 2018, Nottinghamshire County Council produced a Consultation Draft Highway Design Guide⁴ which details minimum car parking standards to be applied in new residential development in those districts or boroughs without their own guidelines in place.
- 3.2.2 Although the Guide has not been formally adopted at the time of this Report being issued (October 2019), the draft version provides a benchmark for the development of new parking standards across the County, and these are summarised in **Table 3.1** below.

Table 3.1: Proposed Nottinghamshire County Council Parking Standards

Dwelling Size (all dwelling types)	Allocated car parking spaces (minimum)
1 bedroom	≥ 1 space per dwelling
2 to 3 bedrooms	≥ 2 spaces per dwelling
4 or more bedrooms	≥ 3 spaces per dwelling

- 3.2.3 The Guide states that if a lower level of parking is proposed, this must be justified by calculating parking demand in accordance with the Department for Communities and Local Government's 'Residential Car Parking Research (RCPR)' document⁵. The approach is similar to the previous standards adopted by the authority which effectively followed the same methodology as the DCLG RCPR document, with more locally relevant information such as car ownership data for households in Nottinghamshire.

3.3 Ashfield

- 3.3.1 The residential parking standards in Ashfield are set out in **Table 3.2**. Adopted in November 2014 as part of a Supplementary Planning Document, they broadly reflect the standards established by the County Council, with the additional expectation that visitor parking will be provided as part of aged persons residences.

Table 3.2: Ashfield Residential Car Parking Standards

Dwelling Size (all dwelling types)	Allocated car parking spaces (minimum)
1 bedroom and/or aged person residence	1 space per unit plus 1 space off plot per 2 units for visitors
2 to 3 bedrooms	2 spaces per unit
4 or more bedrooms	3 spaces per unit

Source: <https://www.ashfield.gov.uk/media/2676/residential-car-parking-spd-nov-2014.pdf>

⁴ <https://www.nottinghamshire.gov.uk/transport/roads/highway-design-guide>

⁵ https://webarchive.nationalarchives.gov.uk/20070605052804/http://www.communities.gov.uk/pub/295/ResidentialCarParkingResearch_id1510295.pdf

3.4 Broxtowe

3.4.1 Residential parking standards across Broxtowe are detailed within Appendix 4 of the Local Plan which was adopted in 2004. They are unique within the County by focusing on maximum standards as opposed to minimum provision (which may reflect the age of the document). They are determined based upon a combination of the location of development, the scale of the development and the number of bedrooms per dwelling, whilst also factoring in the frequency of bus services near the site.

3.4.2 In town centres, district centres and edge of centre, up to a maximum of one space per dwelling is permitted, whilst in other urban locations and elsewhere the standards equate to:

- For developments greater than 100 dwellings: an average of 1.5 spaces per dwelling.
- For developments less than 100 dwellings: see **Table 3.3** for maximum levels.

Table 3.3: Broxtowe Residential Car Parking Standards

Average number of buses during the peak hour	Number of Bedrooms			
	1	2	3	4+
>2	1	1	1	2
0-2	1	1	2	3

Source: <https://www.broxtowe.gov.uk/media/2025/appendix-4.pdf>

3.5 Gedling

3.5.1 The minimum standards applied in Gedling are detailed in **Table 3.4** and **Table 3.5**. A 'Parking Provision for Residential Developments Supplementary Planning Document' was adopted in 2012. It details different rates for different size developments (up to 5 dwellings and 6 or more dwellings). This threshold was used because no more than five dwellings can be accessed from an unadopted road.

Table 3.4: Gedling Parking Standards up to/including 5 dwellings (no unallocated element)

Dwelling Size (all dwelling types)	Number of Allocated Spaces	
	Built Up	Rural
Up to 2 bedrooms	1	1
3 bedrooms	2	2
4 or more bedrooms	2	3

Source: <http://www.gedling.gov.uk/media/gedlingboroughcouncil/documents/planningbuildingcontrol/planningpolicy/LPD.pdf>

Table 3.5: Gedling Parking Standards for Developments of 6 or more dwellings

Dwelling Size	Built Up		Rural	
	Allocated	Unallocated	Allocated	Unallocated
Up to 2 bedrooms	0	1.1	0	1.1
	1	0.5	1	0.5
	2	0.2	2	0.2
3 bedrooms	0	1.4	0	1.6
	1	0.7	1	0.9
	2	0.3	2	0.3
4 or more bedrooms	0	1.7	0	2
	1	1	1	1.2
	2	0.5	2	0.6
	3	0	3	0

Source: <http://www.gedling.gov.uk/media/gedlingboroughcouncil/documents/planningbuildingcontrol/planningpolicy/LPD.pdf>

3.6 Mansfield

- 3.6.1 Residential parking standards within Mansfield are detailed within a Draft Interim Planning Guidance Note relating to Parking in New Developments. The document is un-dated, and it is not known when the standards will be formally adopted.
- 3.6.2 Unlike other Nottinghamshire authorities, the minimum standards differentiate between provision for houses and bungalows, and apartments. The standards also appear to be more generous than elsewhere in the County in terms of a minimum of two spaces being required for a one or two bedroomed house. **Table 3.6** details the standards in place.

Table 3.6: Mansfield Residential Car Parking Standards

Dwelling Size (all dwelling types)	Allocated car parking spaces (minimum)
Houses & Bungalows	
1 – 3 bedrooms	2 spaces (one of which can be a driveway)
4 or more bedrooms	3 spaces (one of which can be a driveway)
Visitor Parking	Where there is no space for off street parking there may be a requirement in developments over 80 dwellings to provide on street parking in designated lay-bys.
Apartments	
1 – 2 bedrooms	1.5 spaces plus an element of visitor parking calculated at one space per five dwellings (commencing at five dwellings).
3+ bedrooms	2 spaces plus an additional element of visitor parking (calculated as above).

Source: <https://www.mansfield.gov.uk/downloads/file/773/parking-for-new-developments-draft-ipg>

3.7 Newark & Sherwood

- 3.7.1 As opposed to providing a defined list of parking requirements for new developments, the Newark and Sherwood Local Development Framework⁶, adopted in July 2013, contains a design policy (Policy DM5) and supporting statement requiring provision to be determined on a case by case basis:

“...The Council will seek to be flexible and pragmatic towards parking provision in connection with new development. In sustainable locations where development is not likely to exacerbate existing problems, the Council will not insist on on-site parking, particularly at the expense of good urban design.

Where development is proposed in areas of known parking problems and it is likely to exacerbate these at the expense of highway safety, the Council will seek to secure sufficient off-street parking to provide for the needs of the development.

Where proposals involve the loss of off-street parking they should be accompanied by an assessment and justification of the impact. Where the loss is not at the expense of highway safety elsewhere and does not undermine the commercial viability of the area it serves, it will not be resisted....”

- 3.7.2 Further research would be required to determine the range of standards applied across Newark & Sherwood district and their respective success in meeting parking demand.

⁶ http://www.cartogold.co.uk/newark_sherwood/text/Adopted-Allocations-DPD.pdf

3.8 Rushcliffe

- 3.8.1 In line with the approach of Newark and Sherwood District Council, Rushcliffe Borough Council does not have any parking standards in its Local Plan. Applications are considered on a case by case basis with advice sought from the County Council as the highway's authority and a statutory consultee.

3.9 Summary

- 3.9.1 The review of residential parking standards across Nottinghamshire highlights the range and diversity of approaches to accommodating car parking in new developments, even within one highway authority. However, despite the differences there are several commonalities which can be drawn upon including:
- **Minimum Standards** – A focus on applying minimum standards as opposed to maximum standards (with the exception of Broxtowe Borough Council).
 - **Bedrooms** – Determining provision in relation to the size of a dwelling based upon the number of bedrooms each property contains.
 - **Location** – Again with the exception of Broxtowe (whose standards are very old by comparison), authorities do not provide different standards for settlements in urban or rural locations.
- 3.9.2 There are a couple of other features worth noting:
- **Type of Dwelling** – Only Mansfield District Council provides different standards based upon the type of dwelling under consideration, with more generous standards applied to houses and bungalows compared to apartments.
 - **Unallocated Parking** – Some authorities make provision within their standards for unallocated parking, whilst others stipulate the need for dedicated visitor parking, although the overarching standards advocated by the County Council doesn't contain reference to either.
- 3.9.3 Finally, the actual scale of parking provision appears broadly consistent across the County, with a one or two bedroomed property typically being allocated one parking space, a three bedroomed property, two spaces, and a four bedroomed house or larger between two and three spaces.

4. Parking in the Neighbourhood Plans

4.1 Overview

- 4.1.1 A review has been carried out of the Neighbourhood Plans in place across Bassetlaw. Of the 29 designated areas for which a Plan could be produced, 18 either have an adopted plan or have issued a draft which is available to the public, and these together with their content, are summarised in **Table 4.1**.

Table 4.1: Neighbourhood Plans in Bassetlaw

Location	Status	Adopted	Comments Relating to Parking
Carlton in Lindrick	Adopted	Feb-19	<ul style="list-style-type: none"> Garages should be large enough for a family car.
Clarbrough	Adopted	Feb-17	<ul style="list-style-type: none"> Car park to be provided at the Village Hall.
Cuckney	Adopted	Mar-17	<ul style="list-style-type: none"> Adequate off-street parking is required because of high car ownership. Chapter 11, Policy 6 - Residential parking. Chapter 12, Policy 7 - New car park to be provided. Policy 15 - New Community Centre and car park.
East Markham	Adopted	Apr-18	<ul style="list-style-type: none"> Parking issues, p16. Parking standards are too low, p17. Section 19 - Car Parking on Residential Development, p37. Policy NP8 - Required parking standard. Appendix F - Parking evidence.
Elkesley	Adopted	Nov-15	<ul style="list-style-type: none"> House plots should have space for two cars minimum.
Harworth and Bircotes	Adopted	Dec-15	<ul style="list-style-type: none"> Need to meet County Council parking standard and Harworth Design Guide. All developments need to demonstrate they have adequate parking.
HUGS	Adopted	Sep-18	<ul style="list-style-type: none"> Parking not mentioned.
Misson	Adopted	Sep-17	<ul style="list-style-type: none"> Design guide includes lessons learnt. High car ownership means that development has to meet parking needs. Policy 2 - Sites on main streets need adequate off-street parking.
Shireoaks	Adopted	Nov-16	<ul style="list-style-type: none"> Policy 7 - Create new public car park. Appendix J - Car park analysis. Section 13.5 - Parking provision (not standards)
Sturton	Adopted	Feb-16	<ul style="list-style-type: none"> Refers to BDC SPD and BFL12 Guidance.
Sutton cum Lound	Adopted	Feb-18	<ul style="list-style-type: none"> Not mentioned.
Treswell	Adopted	Feb-19	<ul style="list-style-type: none"> Not mentioned.
Tuxford	Adopted	Nov-16	<ul style="list-style-type: none"> 4.12 - Car Parking in New Developments Recent sites have too few spaces, parking courts are not well used, not secure, people park on-street instead. Recommends using 'Space to Park' resource. Tuxford Place Analysis provides local guidance. Parking has not been provided in the right places. Recommends use of Bassetlaw District Council's SPD. Also refers to MfS2 and 6Cs Design Guide. Town centre parking is inadequate. Policy 3 - Parking to be provided within the site. Policy 10 - New car park is required.
Blyth	In Progress	n/a	<ul style="list-style-type: none"> Plots should be able to accommodate two parking spaces or meet Bassetlaw District Council's parking standards.
Everton	In Progress	n/a	<ul style="list-style-type: none"> Requirement that sites should meet NCC standard for parking
Mattersey	In Progress	n/a	<ul style="list-style-type: none"> Courtyard parking should be avoided. On-plot parking should be encouraged and 'integrated on street parking'.
Misterton	In Progress		<ul style="list-style-type: none"> High car ownership, parking problems on-street. Policy 2 - Design. Plots should have space for two off-street spaces or meet BDC standards. Parking in Industrial Park to match NCC standard.
Wakeringham	In Progress	n/a	<ul style="list-style-type: none"> Ensure that parking is sufficient to prevent it dominating the street.

- 4.1.2 Almost all the Plans in place make some reference to parking, whilst some highlight the parking problems that exist within existing housing developments and with on-street parking pressures. Six of the plans have comprehensive assessment of parking issues and policies relating to parking standards in new development (notably Cuckney, East Markham, Misson, Misterton, Shireoaks and Tuxford), and these are discussed in more detail below.
- 4.1.3 Eight of the plans highlight the need to provide a minimum number of on-site spaces and three of the plans suggested that the existing standards are too low and highlight the need for developments to meet the parking standards of Bassetlaw District Council and/or the County Council.
- 4.1.4 Two plans recommended that parking courtyards should not be used, because the spaces are not used as intensively as conventional parking spaces, leading to on-street parking, whilst four plans highlighted specific public car parks that are needed to solve existing and future parking problems.

4.2 East Markham

- 4.2.1 The East Markham Neighbourhood Plan highlights the existing issues relating to parking on narrow streets in the village. A survey of parking is appended to the Plan. The Plan suggests that historical parking standards have resulted in a shortfall of off-street parking spaces. It suggests that Bassetlaw District Council's minimum standards are inadequate in East Markham, and proposes higher standards in Policy NP8:
- "Where the dwelling has direct access to an existing road:
 - 2 and 3 bedroom dwellings are required to have a minimum of 3 off road allocated parking spaces.
 - 4 or more bedroomed dwellings are required to have a minimum of 4 off road allocated parking spaces".
 - "Where the dwelling has direct access to a new estate road which is designed to accommodate visitor parking to meet the needs of the development:
 - 2 and 3 bedroomed dwellings are required to have a minimum of 2 off road allocated parking spaces.
 - 4 or more bedroomed dwellings are required to have a minimum of 3 off road allocated parking spaces".

4.3 Misterton

- 4.3.1 The Misterton Neighbourhood Plan advises that previous developments that contained only one off-street parking space have created an on-street parking problem because some residents must park on the road. Policy 2 requires that a minimum of two parking spaces should be provided where practicable or alternatively, developments should meet the BDC parking standards. Policy 13 requires that the proposed industrial park should meet the County Council's parking standards for commercial developments.

4.4 Misson

- 4.4.1 The Mission Neighbourhood Plan advocates the provision of adequate off-street parking within developments on the main street to prevent on-street parking and ensure road safety. Developments on other 'higher order' streets should provide on-site parking where possible. Parking standards are not included in the Plan.

4.5 Cuckney and Norton, Holbeck and Welbeck

- 4.5.1 The Cuckney and Norton, Holbeck and Welbeck Neighbourhood Development Plan highlights the high car ownership in the area and the need to keep new residential parking off the two main roads through the village. Policy 7 is for the provision of a new public car park.

4.6 Shireoaks

- 4.6.1 The Shireoaks Neighbourhood Development Plan provides a detailed assessment and evidence base of the existing parking issues. Policy 7 advocates the provision of a new public car park and potential sites have been assessed. There is no reference to parking standards for residential development.

4.7 Tuxford

- 4.7.1 The Tuxford Neighbourhood Plan highlights the lack of town centre parking and the impact of this on the local economy, and a new car park is proposed in Policy 10. In terms of recent developments, the Plan suggests that the parking provision has been inadequate. The Tuxford Place Analysis shows that parking in residential areas is a major concern.
- 4.7.2 The provision of separate garages and parking courts is considered to cause a problem because residents are sometimes reluctant to use them. As a result, vehicles are parked on-street or on footways and verges. The Plan recommends the use of 'Space to Park', the guidance produced by government and experts that uses real-life data from residential developments to make recommendations about parking. The Tuxford Plan also recommends the use of the BDC parking standards and it includes an extract of those standards.

4.8 Summary

- 4.8.1 The assessment of the Neighbourhood Plans in place across Bassetlaw has identified the importance of parking to many different communities, and in most instances, the issues caused as a result of insufficient provision. Only the East Markham Plan goes as far as suggesting alternative, parish-appropriate standards. These are broadly in line with the County Council's, albeit they differentiate between standards for developments depending upon the nature of the road access.

5. Residential Parking Case Studies

5.1 Overview

- 5.1.1 To assess the impact of historic parking standards within Bassetlaw, a series of audits were undertaken of housing developments which have been granted planning permission and constructed since the turn of the century.
- 5.1.2 The case studies fall into two categories – those granted planning permission based on the maximum parking standards in place prior to 2012, and those granted planning permission based on the minimum standards included within the Residential Parking Standards SPD adopted in June 2012.
- 5.1.3 The developments assessed are summarised in **Table 5.1**.

Table 5.1: Residential Parking Case Studies

Location	Year of Planning Application
Approved Prior to 2012	
Monks Way, Shireoaks	2003
Mulberry Way, Harworth	2004
Thrumpton Lane, Retford	2008
Baker Avenue, Gringley on the Hill	2008
Approved After 2012	
Churchill Way, Worksop	2014
Retford Oaks High School	2014

- 5.1.4 Video surveys were carried out in June 2019 (during a weekday evening) and in October (on a weekday morning before 8am), when home parking levels were expected to be at or close to their highest levels. Stills from the videos are provided in **Figure 5.1** and **Figure 5.2**. It was not possible to survey the use of garages but parking on drives and the adjacent highway was surveyed.

5.2 Thrumpton Lane, Retford

- 5.2.1 The development is the largest of the case studies with a mixture of housing types and parking arrangements. It is to the south of the town centre but within the built-up area. Retford has relatively good rail and bus services and the town centre is within walking and cycling distance.
- 5.2.2 A large amount of on-street parking was observed on Jenkins Avenue with 37 vehicles parked on the highway. These were mainly on one side of the road, so access is still possible for emergency and refuse vehicles, but the parking does make it difficult for vehicles to pass and turning was difficult because of cars parking in the turning heads. There was a significant number of cars parked half on the footway, making it difficult for pedestrians to pass.
- 5.2.3 Many homes had vehicles parked on the drive as well as the footway at the front of the house. Most driveways were occupied. There is a small car park within the development that was very little used.
- 5.2.4 Gala Way was also surveyed. Cars were parking on the highway in front of the properties and most driveways were occupied. A few cars were parked on the footway, but most were fully in the carriageway. Access was possible throughout the development, but vehicle movements were constrained by the parked vehicles.
- 5.2.5 Overall, the development has too much on-street parking and this impedes vehicles and pedestrians. It does keep vehicle speeds low, but this is at the expense of good accessibility.

Figure 5.1: Parking on Recently Completed Developments

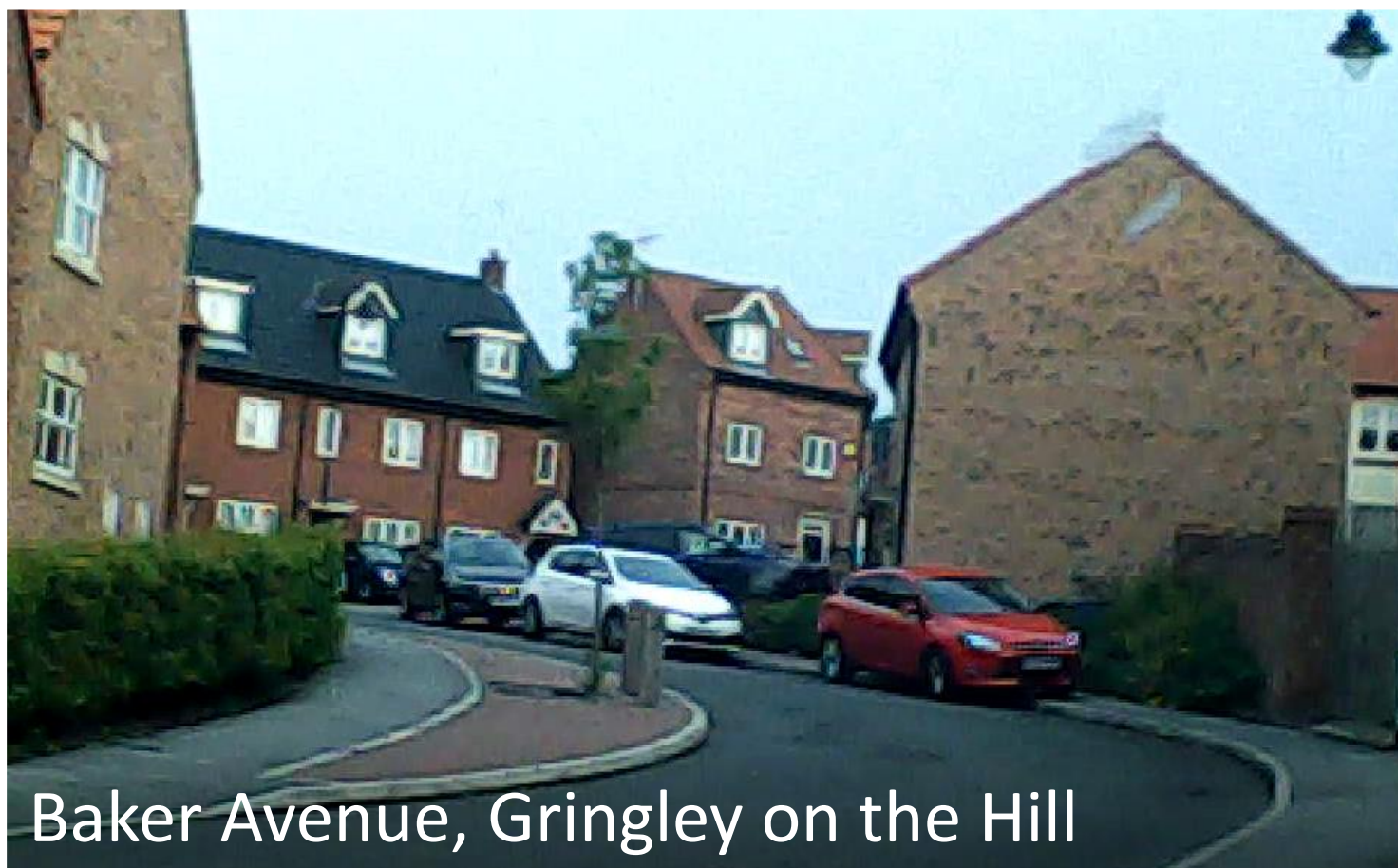
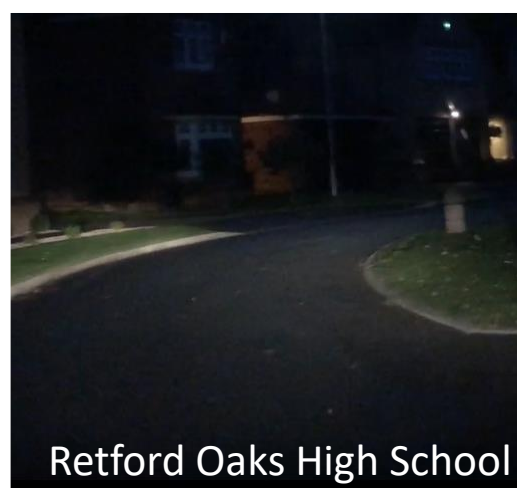


Figure 5.2: Parking on Recently Completed Developments



5.3 Baker Avenue, Gringley

- 5.3.1 Many of the homes in this development are large with plenty of off-street parking in garages and driveways. In total there were 11 vehicles parked on the highway, but these were quite spread out, so they did not have a large impact on access. Most drives were occupied. Most of the on-street parking was half on the verge or footway so vehicles could pass but pedestrians were impeded.
- 5.3.2 There is a large car park at the entrance to the development that serves the new community centre. Parking for residents is not permitted in this car park.
- 5.3.3 The site did have some overspill parking on the highway, but not to a level that created a major problem for access by vehicles or pedestrians. More off-street parking would have reduced on-street parking but at the expense of the density of development on the site and there would be more unused parking spaces.

5.4 Monks Way, Shireoaks

- 5.4.1 The development is located on the edge of Shireoaks where car ownership and use are expected to be high. The development is quite large with a mixture of large homes on cul-de-sacs along with higher density development in the central area. The higher density plots have separate parking courts while the other homes have garages and driveways.
- 5.4.2 Some roads in the development had a large amount of on-street parking while others were clear. Some parking was on both sides of the same length of road which causes difficulties for vehicles to pass. Much of the parking was half on the footway.
- 5.4.3 The most parked section was Limekiln Way in front of the highest density homes that have rear parking courts. Parking was continuous along one side of the road making passing more difficult. These cars were parked in the carriageway rather than on the footway. It is not known how much parking there was in the rear courtyard because these are garages.
- 5.4.4 In two locations where there was parking on both sides of the same section of road it did impede vehicle access. Drivers parked on the footway to minimise the level of obstruction to vehicles, but to the detriment of pedestrians. The lower density areas of the development had larger homes, more off-street parking and fewer cars parked on-street.
- 5.4.5 Overall, the site does have a significant amount of on-street parking in some areas and this is likely to cause some access issues for vehicles and pedestrians. The problem is the greatest where parking has not been provided at the front of the properties and people either choose, or are forced, to park on street close to their properties.

5.5 Mulberry Way, Harworth

- 5.5.1 This is a relatively small development of two cul-de-sacs off an access road. It is close to the centre of Harworth that is a rural village located between Worksop and Doncaster.
- 5.5.2 The culs-de-sac are shared surfaces rather than traditional carriageway with footways. Most of the driveways were occupied by vehicles and there was a small amount of on-street parking. The turning heads were somewhat obstructed, but cars could still turn around.
- 5.5.3 Parking was taking place on verges, gardens, footways and in the turning heads. The on-street parking created some obstruction and there was parking on both sides of the main access road that created an obstruction, but emergency vehicles could still gain access to all properties.

5.6 Churchill Way, Worksop

- 5.6.1 The development at Churchill Way on the northern edge of Worksop (also known as Gateford North) was granted planning permission in 2014. Once development is complete, it will form a large community of circa 750 dwellings.
- 5.6.2 The estate utilises the parking standards set out in the Supplementary Planning Document adopted by the District Council in 2012. Despite the more generous parking provision these standards offer there are still instances of cars parked on street. Whilst this did not appear to impede vehicular movement, pedestrians would be inconvenienced. The issue isn't prevalent throughout the development but occurs frequently enough to suggest that there is insufficient off-street parking provision for residents.

5.7 Retford Oaks High School

- 5.7.1 The development at Retford Oaks High School is relatively small, comprising around 65 dwellings, adjacent to Retford Leisure Centre. Most of the dwellings are to the east of the Leisure Centre and accessed via Old Hall Drive, whilst the remainder are to the south west and accessed via Ordsall Road.
- 5.7.2 The development is characterised by large detached houses with double garages set in leafy woodland. There are no footpaths in place throughout much of the development with shared space providing access for pedestrians and vehicles. Very few incidents of inappropriate or inconsiderate parking were observed during our audit of the development with obstruction free access throughout.

5.8 Summary

- 5.8.1 It is clear from the audit of housing developments granted planning permission before 2012, that the level of parking provision provided is insufficient to meet the demands of the residents. Consequently, on-street parking is frequent, resulting in accessibility being compromised for both pedestrians and general traffic.
- 5.8.2 After 2012 and the adoption of the Residential Parking Standards SPD, and the more generous provision for parking it contains, it could be assumed that these problems would have been alleviated. This is certainly the case with the Retford Oaks High School site where parking was almost all contained within designated provision. However, observations at Churchill Way, where on-street parking remains an issue, albeit to a lesser extent than in the earlier developments, suggests there may be a case for further movement in the parking standards.

6. Car Ownership in Bassetlaw

6.1 Overview

- 6.1.1 Existing levels of car ownership provide a useful interpretation as to the level of parking demand likely to be generated by a new development. There are several factors which can influence car ownership, and these are considered below, based upon information sourced from the 2011 Census.

6.2 House Size

- 6.2.1 The principal indicator upon which to determine the level of car ownership within a household is the number of bedrooms within the property, where typically the greater the number of bedrooms, the more cars that are available to the occupiers. **Table 6.1** highlights the number of cars available to Bassetlaw residents based upon the respective number of bedrooms within a property.

Table 6.1: Car Ownership by House Size

Size of Dwelling		Average Cars per Household
		District Wide
All Accommodation Types	1 bedroom	0.43
	2 bedrooms	0.91
	3 bedrooms	1.29
	4 or more bedrooms	1.93

Source: Census 2011

- 6.2.2 Whilst the number of cars can be seen to increase, ownership does not exceed two cars per household (on average), even in those properties with four or more bedrooms.

6.3 Location

- 6.3.1 The location of a residential area can influence the number of cars within each household, based upon the theory that those areas more accessible by public transport and closer to employment and service provision, are less dependent on use of a car.
- 6.3.2 This theory appears to be borne out in Bassetlaw, with the 2011 Census indicating that car ownership within the urban areas of the district are lower than in the more rural areas, as illustrated in **Table 6.2** below. The difference equates to around 0.2 cars per household.
- 6.3.3 Whilst the difference is noticeable, over a development of 100 dwellings this would only amount to an additional 20 spaces, and over a 1,000-dwelling development, 200 spaces. As such it is not felt to represent a significant factor in the determining new parking standards.

Table 6.2: Car Ownership by Location

Size of Dwelling		Average Cars per Household				
		Worksop	Retford	Urban	Rural	District
All Accommodation Types	1 bedroom	0.33	0.40	0.36	0.59	0.43
	2 bedrooms	0.79	0.85	0.81	1.08	0.91
	3 bedrooms	1.18	1.24	1.20	1.39	1.29
	4 or more bedrooms	1.85	1.77	1.82	2.04	1.93

Source: Census 2011

6.4 Dwelling Type

- 6.4.1 A second factor perceived to influence levels of car ownership is the type of dwelling. The assumption is that demand for parking is higher from those living in a house or bungalow compared to those residing in a flat, maisonette or apartment. The respective figures for Bassetlaw are highlighted in **Table 6.3**.

Table 6.3: Car Ownership by Dwelling Type

Dwelling Type		Average Cars per Household				
		Worksop	Retford	Urban	Rural	District
House or bungalow	1 bedroom	0.40	0.39	0.40	0.59	0.49
	2 bedrooms	0.83	0.89	0.85	1.09	0.94
	3 bedrooms	1.19	1.24	1.21	1.39	1.29
	4 or more bedrooms	1.86	1.77	1.83	2.05	1.94
Flat; maisonette; apartment.	1 bedroom	0.29	0.40	0.33	0.58	0.37
	2 bedrooms	0.59	0.64	0.62	0.75	0.64
	3 bedrooms	0.67	0.69	0.68	1.12	0.77
	4 or more bedrooms	0.79	1.21	0.95	1.31	1.06

Source: Census 2011

- 6.4.2 It is evident from the table that dwelling type has a tangible effect on car ownership levels. Across all location types and all sizes of accommodation, car ownership is higher amongst those living in houses or bungalows.

6.5 Tenure

- 6.5.1 The Census provides information on car ownership levels based upon the tenure of a property. It is possible to determine differences between properties that are owner-occupied, privately rented or social rented. In terms of the development of parking standards however, this is not felt to be an appropriate criterion. There can be fluidity between the owner occupied and privately rented markets and establishing different parking standards based upon a property being in the private or socially rented market could be conceived to be discriminatory.

6.6 Summary

- 6.6.1 It is clear from the assessment of the Census data that car ownership levels within Bassetlaw differ based upon the size of the property in terms of the number of bedrooms, location, and the type of household in question.
- 6.6.2 Household size and type have more tangible impacts than dwelling location, and whilst location influences levels of vehicle ownership it is not to an extent that would warrant an alternative approach to parking provision.

7. Specialist Requirements

7.1 Overview

- 7.1.1 Alongside the quantum of parking provision to be accommodated within new residential developments, several other factors should be considered to ensure that the parking supply is robust, future proofed and can encourage more sustainable car use where possible.

7.2 Disabled Parking Provision

- 7.2.1 It is expected that Disabled Parking provision will be agreed with District and County Council Officers. Further information relating to the actual position of disabled parking spaces is contained in Traffic Advisory Leaflet 5/953 and additional information may be found in NCC's adopted guidance Highways, Transportation and Development (HTD).

7.3 Pedal Cycle Parking

- 7.3.1 For cycle parking the minimum parking standards identified in the County Council's adopted guidance, "Highways, Transportation and Development" (HTD), or national guidance, should be applied. For developments with common facilities, such as flats, one space for every five dwellings should be provided. Parking should be under cover and secure. Where spaces are allocated, there should be one space for each dwelling.

7.4 Motorcycle & Moped Parking

- 7.4.1 For motorcycle and moped parking the minimum parking standards identified in the HTD, or national guidance, should be applied. For developments with common facilities, such as flats, the current (at March 2010) parking standard for motorcycles and mopeds is one space, plus an additional space for every 10 car parking spaces.

7.5 Electric Vehicles

- 7.5.1 Many car manufacturers are moving away from petrol or diesel-powered engines and the Government proposes to ban all such vehicles from 2040. To ensure that new developments within Bassetlaw are both future proofed to reflect this change and can contribute towards encouraging more environmentally friendly car use, every new dwelling should provide at least one electric charging point.
- 7.5.2 One of the key barriers in the take up of electric vehicles is uncertainty associated with supporting infrastructure, and so anything less than all new developments containing at least one charging point would undermine the move towards phasing out petrol or diesel-powered vehicles.

7.6 Car Sharing & Car Clubs

- 7.6.1 In larger scale developments, particularly where levels of car ownership are likely to be lower, dedicated spaces for use by car club vehicles only should be considered. This could help to reduce the need for individual ownership of cars, or households purchasing more than one car. In turn it may assist in reducing overall demand for car ownership, including in more rural locations, yet enable the benefits of having access to a car in terms of the enhanced access to services to be available to more people.

8. Summary and Recommendations

8.1 Overview

- 8.1.1 This Report has assessed national and local policy, guidance and perceptions of car parking standards, the impact of the application of historic parking standards in Bassetlaw in practice and drawn out the extent of demand based upon car ownership detailed within the 2011 Census. Together this review provides a rounded picture as to the likely parking requirements in future residential developments across the district.
- 8.1.2 It is now widely acknowledged that restricting car parking in residential areas does not reduce car use, and instead contributes towards inappropriate and inconsiderate parking which undermines the quality of the public realm and thereby the attractiveness of walking and cycling.
- 8.1.3 Our recommendations (drawn out in more detail below) can be summarised as follows:
- Recommendation 1 – Adoption of Parking Standards
 - Recommendation 2 – Implementation of More Generous Standards
 - Recommendation 3 – Differentiation of Provision by Dwelling Size (No. of Bedrooms)
 - Recommendation 4 – Differentiation of Provision by Dwelling Type
 - Recommendation 5 – Consistency in Standards
 - Recommendation 6 – Alignment with the County Council
 - Recommendation 7 – Ensuring the Quality of Provision
 - Recommendation 8 – Update and Review

8.2 Recommendation 1 – Adoption of Parking Standards

- 8.2.1 The current Residential Parking Standards SPD provides a framework upon which developers in Bassetlaw can base their designs and proposals for new communities. In parts of Nottinghamshire however, standards are determined on a case by case basis. From our work with house builders we are aware that the lack of certainty this creates can lead to more protracted negotiations further down the line. As such, adopting a set of standards will provide consistency and certainty to the decision-making process.

8.3 Recommendation 2 – Implementation of More Generous Parking Standards

- 8.3.1 The parking standards in place prior to the adoption of the Residential Parking Standards SPD in 2012 have contributed towards the creation of residential developments in which pedestrians are marginalised by the prevalence of cars parked on footways. The adoption of minimum standards in 2012 is seen as the starting point in addressing this lack of provision.
- 8.3.2 As the number of developments which have applied the standards contained within the SPD since 2012 are limited, it may take more time to fully understand their impact. However, the emergence of the large Churchill Way development and the observed use of pavement parking within the new estate, suggest a move towards even more generous standards is still required.

8.4 Recommendation 3 – Differentiation of Provision by Dwelling Size

- 8.4.1 Residential parking standards in the SPD are currently differentiated by the number of bedrooms within a property, and this is an approach which should be maintained. Some authorities' base standards on dwelling size which reflect the number of rooms in a property, but this doesn't directly reflect potential parking demand, which is driven by the number of adult residents, and therefore more closely associated with the number of bedrooms.

8.5 Recommendation 4 – Differentiation of Provision by Dwelling Type

- 8.5.1 Analysis of car ownership within the 2011 Census highlights a clear difference between those living in a house or bungalow and those living in apartments. If a data-led approach to a revised set of parking standards is to be adopted, it is considered appropriate for bespoke standards to be applied based upon dwelling type.

8.6 Recommendation 5 – Consistency in Standards

- 8.6.1 Except for the size and type of dwelling, we recommend a consistent approach in the application of standards in terms of the location of a development, whether it be in an urban or rural setting, or the scale of the development.
- 8.6.2 Our analysis highlights a marginal difference in car ownership levels across the various Wards or Middle Super Output Areas (MSOAs) within Bassetlaw. This difference is not considered enough to warrant a difference in parking provision by location within the district.
- 8.6.3 In terms of differences in demand based upon the scale of a new development, there is no evidence to suggest this has an effect. Only Gedling in Nottinghamshire apply different standards based upon the scale of a development, but their threshold is set at five dwellings and relates more to the ability to control unallocated spaces on unadopted roads than a broader recognition of differences in demand.

8.7 Recommendation 6 – Alignment with the County Council

- 8.7.1 The County Council produced revised parking standards in December 2018, although they have yet to be adopted following public consultation. These simple and easy to understand guidelines offer more generous parking standards to developers than those currently in place within Bassetlaw with regards to the number of spaces required for larger properties, with three or more bedrooms.
- 8.7.2 The level of parking demand drawn out of the 2011 Census assessment suggests that the existing Bassetlaw standards should provide enough capacity. However, a move towards the slightly more generous County Council standards would build in additional capacity and allow for demand generated by visitors for example.
- 8.7.3 The County Council's Design Guide already provides the steer for the technical aspects of car parking provision in new developments and as such we suggest that it appears logical for standards associated with the quantum of provision to follow suit.

8.8 Recommendation 7 – Ensuring the Quality of Provision

- 8.8.1 Regardless of the scale of parking provided, it is imperative that provision is of a high quality. Spaces must be easily, independently accessible, and located in areas with good natural surveillance. Shortcomings in the quality and usability of spaces will result in the displacement of parking onto the street.

8.9 Recommendation 8 – Update and Review

- 8.9.1 We recommend that the standards contained within the SPD are reviewed and updated every five years, consistent with interim Local Plan reviews. This will provide enough time to evidence how successful the standards have been in practice and reflect new, emerging or updated data sets, such as the 2021 Census results which are likely to be available in 2023.

Appendix A – Draft Parking SPD



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