



**Guidance on Alton Neighbourhood Development Plan
Policies TR3 Cycle Storage and Parking and TR5 Parking Provision
and Standards**

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1. Introduction

- 1.1 The Alton Neighbourhood Plan was made on November 2015. It forms part of the Development Plan in East Hampshire District. This guidance note offers clarification on Alton Neighbourhood Plan Policies TR3 Cycle Storage and Parking and TR5 Parking Provision and Standards. This guidance note does not amend the Alton Neighbourhood Plan or Policies TR3 and TR5. This note should be read alongside the Alton Neighbourhood Plan. Policies TR3 and Policy TR5 can be read in Appendix 1 of this guidance note, and in the Alton Neighbourhood Plan.
- 1.2 This guidance note has been prepared following dialogue with East Hampshire District Council (EHDC), and has been agreed by Alton Town Council Planning and Transport Committee (23 August 2017).

2. Intent of Policies TR3 Cycle Storage and Parking and TR5 Parking Provision and Standards

- 2.1 Alton has and continues to experience the difficulties associated with developments that are not supported by sufficient parking provision that reflects current travel requirements and car ownership. Whilst not seeking to encourage unsustainable modes of travel, the intention of Policy TR5 is to ensure that new development is better placed to cope with likely car ownership, avoids potential safety issues with parking on pavements and junctions and adverse impacts on the local highway network, and improves the aesthetics of new developments.
- 2.2 The policy recognises the importance of visitor parking spaces, as visitors can often be the reason for parking on pavements in front on homes at peak times (such as weekends). It remains the intention to ensure sufficient parking is provided on new development to lessen the problems frequently experienced to date, for the benefit of the new residents, and existing local residents who experience knock on effects.
- 2.3 The intention of Policy TR3 is to encourage development proposals to include sufficient cycle parking, so that cycling to work, to shops or for leisure is an attractive and practical option. This helps to encourage sustainable modes of transport.

3. Relationship with the East Hampshire District Council Vehicle Parking Standards Supplementary Planning Document (SPD)

- 3.1 EHDC is preparing a Vehicle Parking Standards Supplementary Planning Document (SPD). The SPD expands on Joint Core Strategy Policies, specifically Policy CP31 Transport, and will supersede the Residential Parking Standards for East Hampshire District (2008).
- 3.2 The Vehicle Parking Standards SPD does not replace Policy TR5, however, in its consideration of non residential parking, the supporting text of Policy TR5 references the parking standards applied by Hampshire County Council. EHDC Vehicle Parking Standards SPD will replace the standards applied by Hampshire County Council that EHDC adopted for use. Thus, when considering vehicle parking standards for non residential uses in the Alton Neighbourhood Plan area, the factors listed in Policy TR5 remain considerations, and the standards acting as a general guide will be those in EHDC Vehicle Parking Standards SPD.

3.3 Whilst Policy TR3 addresses cycle parking, “To encourage the greater use of sustainable and non-motorised modes of transport, all new traffic-generating development must seek to provide adequate parking or storage for bicycles” “all new non-residential developments should provide cycle parking (Sheffield stands or similar)”, the policy or supporting text does not reference any specific parking standards as a guide. Policy TR3 carries full weight, and remains the starting point for the provision of cycle parking, however, EHDC Vehicle Parking Standards SPD provides useful guidance when considering the quantum of cycle parking.

4 Weight and Conformity to National Planning Policy

4.1 Policies TR3 and TR5 are up to date policies in a Development Plan that carries full weight in the decision making process. The Neighbourhood Plan examiner concluded that Policy TR5 has regard to national policy and conforms to the East Hampshire District Local Plan: Joint Core Strategy (2014), which in turn at the point of adoption, had to conform to the National Planning Policy Framework (NPPF). The examiner was satisfied that Policy TR3 met the basic conditions and recommended no changes.

5 Planning Balance

5.1 *“Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. This Framework is a material consideration in planning decisions.”* (NPPF para. 196).

5.2 NPPF (para 39) says, *“If setting local parking standards for residential and non-residential development, local planning authorities should take into account:*

- *the accessibility of the development;*
- *the type, mix and use of development;*
- *the availability of and opportunities for public transport;*
- *local car ownership levels; and*
- *an overall need to reduce the use of high-emission vehicles.”*

5.3 Therefore, whilst Policy TR5 carries full weight, and is considered to conform to the NPPF (as the examiner concluded), regard should also be had to the criteria in para. 39 as a material planning consideration, and this should be added into the planning balance when determining planning applications.

5.4 If a site is particularly accessible with good public transport, whilst Policy TR5 applies and the standards in Policy TR5 are the starting point, consideration of these criteria as part of the planning balance may mean that a reduction in parking standards is appropriate. Equally, if a site is considered less accessible with limited opportunity for public transport, it is unlikely that any reduction in parking standards would be appropriate.

Para. 39 of the NPPF is considered in EHDC Vehicle Parking Standards SPD, and as such is applicable where the EHDC Vehicle Parking Standards SPD acts as a guide for a policy (such as TR3, and TR5 non residential parking).

5.5 NPPF para. 39 is one material planning consideration. There are many other material planning considerations to be considered in the decision making process, including the provision of new homes contributing to meeting overall identified need, making the most efficient use of land and the re-use of previously developed land. All of these material planning considerations are weighed and considered in the overall planning balance, to decide whether the proposal constitutes sustainable development with regards to the Development Plan and the NPPF.

6. Guidance

6.1 Policy TR5 refers to all ‘new residential development’. This applies to new residential development (C3 use), and for clarification, this applies to residential extensions and changes of use to residential (for C3 use) where there is a net gain in the number of bedrooms or homes. However, with regards to residential extensions and changes of use, it is recognised that on some occasions the parking standards may not be possible to achieve in full.

6.2 It is recognised that additional bedrooms and parking spaces are not a consideration for prior approval applications.

6.3 Policy TR5 does not set parking standards for residential uses that are not classified as C3 (dwelling houses). This includes the following uses:

C1 Hotels	Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).
C2 Residential institutions	Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.
C2A Secure Residential Institution	Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.
C4 Houses in multiple occupation	Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.

6.4 For these uses, parking provision is considered on a case by case basis, with Policy TR5 as the starting point. Proposals will be considered in accordance with NPPF para. 39 and the overall planning balance.

6.5 Homes considered ‘retirement homes’ or homes with age restrictions for occupancy can fall within C2, C3 or even sui generis use classes. If C3 use, Policy TR5 applies. If non C3 use class, proposals will be considered on a case by case basis, but Policy TR5 is considered the starting point.

6.6 Alton Town Council remains committed to ensuring that all forms of residential development are supported by sufficient parking that lessens the impact on the local highway network.

7 Summary

- 7.1 Alton Town Council remains firm in its intention of ensuring that new development is better placed to cope with likely car ownership, avoids potential safety issues with parking on pavements and junctions and adverse impacts on the local highway network, and improves the aesthetics of new developments.
- 7.2 Alton Town Council remains committed to ensuring that the formal status and weight given to Alton Neighbourhood Plan is fully recognised in the determination of planning applications. This guidance is issued to provide assistance with that process with regards to Policy TR5, providing clarification regarding residential uses, and acknowledging the NPPF as a material planning consideration particularly with regards to para. 39.
- 7.3 Alton Town Council expects Policy TR5 to be applied and added into the planning balance, acknowledging that it is a policy that carries full weight and is in an up to date Development Plan. Non C3 residential uses are expected to consider Policy TR5 as the starting point.
- 7.4 This guidance note has been ratified by Alton Town Council on 25th October 2017.

8 References

This guidance note can be viewed online at www.alton.gov.uk

The Alton Neighbourhood Plan (2015) – www.easthants.gov.uk/neighbourhood-plans/existing-neighbourhood-plans-east-hampshire.

East Hampshire District Local Plan: Joint Core Strategy (2014) – <http://www.easthants.gov.uk/planning-policy/local-plan>

National Planning Policy Framework (NPPF) - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

The (draft) East Hampshire District Council Vehicle Parking Standards SPD

Planning portal use class order - https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

9 Appendix 1

TR3: Cycle storage and parking

Justification:

The justification for policy TR2 provided evidence that cycling, which is seen as a sustainable mode of travel, is a popular mode of travel in Alton. If cycle use is to be encouraged among those moving into new housing or using new non-residential developments, then good storage and parking facilities need to be available.

Policies applied by other local planning authorities with a similar ambition to encourage cycling have been considered. Proposed dimensions for cycle storage are broadly based upon the Cycle Parking Guide published by Cambridge City Council. They are designed to

be suitable for storing two mountain bikes or alternatively two narrower bikes plus a child's bike.

Intent: Alton wants to encourage development schemes to include sufficient cycle storage (in the case of residential developments) or cycle parking (in the case of non-residential development), so that cycling to work, to shops or for leisure is an attractive and practical option. Residential cycle storage should be secure and convenient to access the public highway. This could be a dedicated space inside the dwelling or in a garage or a secure facility within the curtilage. In the case of flats the storage space can be a shared facility, as long as it is of sufficient size. Non-residential cycle parking facilities should be provided within or adjacent to the development scheme site.

TR3 Cycle storage and parking

To encourage the greater use of sustainable and non-motorised modes of transport, all new traffic-generating development must seek to provide adequate parking or storage for bicycles.

All new dwellings (including conversions and sub-divisions) must demonstrate how they can achieve secure storage for bicycles that enjoys convenient access to a public highway. The minimum dimensions of any storage space serving a single private dwelling will feature a floor area of 1.5 metres by 2.2 metres and must be accessible via a doorway at least 1.0 metres wide. Shared storage of an appropriate size/form for flatted developments featuring a secure courtyard or entrance hall will be considered acceptable.

All new non-residential developments should provide cycle parking (Sheffield stands or similar).

The action points for Alton Town Council which relate to this objective are:

TRAP4: We will prompt the Local Highway Authority to prepare a timetable for works to improve conditions for pedestrians, particularly at the following locations:

- Crown Hill / Church Street / Normandy Street;
- Selborne Road / Winchester Road / Whitedown Lane / Butts Road (The Butts bridges);
- Old Odiham Road / Greenfields Avenue;
- Basingstoke Road;
- Paper Mill Lane (Station steps);
- Station Road/Forecourt;
- Mill Lane / Paper Mill Lane / Ashdell Road / Wilsom Road (at Spitalhatch).

TR5: Parking provision and standards

Justification:

There are nine public off street car parks in Alton town centre, providing a total of 703 spaces. The three largest (each exceeding 100 spaces) are Lady Place, Turk Street and The Bank. In the Community Questionnaire most respondents considered provision to be adequate, though very short stay parking was felt to be insufficient. In some older residential parts of the town there is no off-street parking available and kerbside parking occurs, which can impede traffic flow. Similar problems occur in the vicinity of the rail station and the sixth-

form college. Bad parking was considered the second biggest highway safety concern by Alton residents.

Responsibility for setting parking standards for development was transferred from the County Council to the District Council. Hampshire County Council withdrew its residential parking standards in 2011 and its non-residential parking standards in 2014. However, EHDC has adopted standards which are based on those previously used by the County. When applied by the County Council these were maximum standards to try to reduce car ownership, in line with (then) national policy; however, this is out of step with current government guidance.

Evidence from recent Alton developments where the former standards were applied is that they have led to excessive parking on street and often on verges or around junctions. This has created a poor visual environment and difficulties for drivers. The *East Hampshire: Joint Core Strategy* policy CP29 notably seeks sufficient parking to secure a high-quality environment and the *Alton Town Design Statement*, at guideline 5.12, seeks adequate parking both off-street and kerbside.

Current levels of car ownership in Alton are over 1.2 per household and in East Hampshire are 1.4 per household. Parking standards for the allocated sites for housing growth at Alton should take account of factors set out in the *National Planning Policy Framework*, which are repeated in the *Hampshire Local Transport Plan* (2011). A mix of housing types is sought on these sites, which implies typical levels of car ownership. Location of the sites around the edge of town implies car ownership could be above average. Similarly, the rather poor availability of town bus services may increase car ownership and parking space needs. Policies elsewhere in this Plan seek to encourage the use of travel modes other than the car, namely walking, cycling and buses.

Intent:

Policy TR5 therefore uses the former Hampshire County Council standards for residential off-street parking for new residential development, but it states them as a minimum level of provision. It does not expect them to be significantly exceeded and overprovision is discouraged. It relates the number of off-street parking spaces to the size of the dwelling. Where communal unallocated off-street parking space is provided the number of parking spaces can be slightly reduced. Where off-street parking is within a garage, this should be of a sufficient size to accommodate modern car designs and provide cycle storage, in line with County Council guidance. The policy expects new housing development schemes to identify roadways where on-street parking would be appropriate and those where it should be discouraged. It also expects there to be sufficient unallocated parking provision for visitors within new housing development schemes and for this provision to be marked as such.

This policy expects non-residential developments at Alton to provide some off-street parking for use by employees and clients at that development. As a general guide applicants should utilise the non-residential standards until recently applied by Hampshire County Council.

TR5 Parking provision and standards

Designated off-street parking

New residential development within Alton will provide an adequate level of off street parking for residents. The following minimum standards will apply:

*1 bedroom dwellings: 1 parking space
2 and 3 bedroom dwellings: 2 parking spaces
4 bedroom (or more) dwellings: 3 parking spaces*

Where communal, unallocated off-street parking is provided for eight or more dwellings, the minimum standard for 2 bedroom dwellings and above may be reduced by one space per four dwellings.

Garages as off-street parking

Where garages are to be counted as an off street parking space the following minimum internal dimensions should apply:

*Single garage: 3.0 metres wide x 6.0 metres deep
Double garage: 5.7 metres wide x 6.0 metres deep*

Visitor parking

New residential development within Alton will provide adequate designated additional parking for visitors, at a minimum of one space per two dwellings. This can either be off-street or on-street, subject to the wider guidance set out within this policy. Visitor parking should be marked as such.

Additional on-street parking

Additional on-street parking provision will be welcomed where appropriate, but should not be used as a substitute for off-street parking provision. Non-designated on-street parking should be restricted along through-routes within new residential developments.

Non-residential parking

Parking for all non-residential uses should be negotiated on a case by case basis and should propose an adequate amount of off-street parking for staff and visitors to ensure there is no impact by way of parked cars on the wider highway network. When determining the amount of parking required by the development the following factors should be considered:

- Projected staff numbers:*
- Projected visitor numbers, as well as the likely time and duration of the visit to establish the requirement at peak times; and*
- The accessibility of the development by modes other than private car.*

The action points for Alton Town Council which relate to this objective are:

TRAP17: We will work with East Hampshire District Council to identify future demand for off-street car parking in the town centre, with the aim of ensuring that additional spaces are provided ahead of demand.

TRAP18: We will press East Hampshire District Council to freeze or reduce the levels of charging in their off-street car parks.

TRAP19: We will press East Hampshire District Council to provide very short stay (maximum 1 hour) parking spaces close to the retail area, with a tariff which starts (preferably at zero cost) for a time period of 15 or 20 minutes. We will also explore with Hampshire County Council the possibility of introducing very short stay on-street parking in the town centre.

TRAP20: We will work with Hampshire County Council as they develop on street parking control measures for critical parts of the town. Particular emphasis will be given to the area around Alton College, and to streets on the periphery of the town centre and in the vicinity of the railway station that are affected by all day commuter parking.

TRAP21: We will seek to identify areas where coaches may be parked during daytime. This is necessary if tourism is to be encouraged.

TRAP22: We will seek to work with South West Trains to ensure that adequate levels of parking are provided at Alton Railway Station. There should be sufficient spaces to cater for both commuters and Watercress Line visitors.