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1. Introduction

1.1 This document sets out the Council's approach to car parking in new residential development. These guidelines set out the level of car parking expected for new residential developments in Waverley. There are different standards depending on the size of dwellings and depending on the location. Three zones have been proposed, based on the accessibility of a site to employment, serviced etc. and access to public transport.

1.2 Whilst the guidelines indicate the level of car parking that would normally be required, they are also flexible enough to respond to the particular characteristics of the site and its location.

2. Policy Context

Planning Policy Statement (PPS) 1: Delivering Sustainable Development (2005)

2.1 PPS1 sets out the Government's key principles, which support the core principle of sustainable development that underpin planning, including the impacts of climate change, design and layout of developments and the preparation of clear policies.

Supplement to PPS1: Planning and Climate Change (2007)

2.2 This supplement sets out how planning has a key role in helping to tackle climate change and shaping sustainable communities. Planning authorities should expect new development to create and secure opportunities for sustainable transport in line with PPG13 including through the preparation and submission of travel plans, providing opportunities for alternative modes of transport and having appropriate approaches to the provision and management of car parking.

PPS3: Housing (updated 2011)

2.3 With regard to new housing developments, PPS3 encourages local planning authorities to develop residential parking policies for their areas taking account expected levels of car ownership as well as the importance of promoting good design and the need to use land efficiently.

2.4 PPS3 also requires local planning authorities to consider the extent to which the proposed development:

- Is easily accessible and well-connected to public transport and community facilities and services, and is well laid out so that all the space is used efficiently, is safe, accessible and user-friendly.

- Takes a design-led approach to the provision of car-parking space that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.

Planning Policy Guidance (PPG) 13: Transport (updated 2011)

2.5 PPG3's objectives are to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices. It also aims to promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling and to reduce the need to travel, especially by car. The planning objectives are to:

- Use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car.
- Give priority to people over ease of traffic movement.
- Take into account the needs of disabled people.

2.6 In 2011 the section in PPG13 relating to parking was amended. Whereas the original version stated that there should be no minimum parking standards other than for disabled people, the revised version removes this requirement. It states that for a range of major non-residential developments there is a need for a consistent approach to maximum standards. Therefore, the updated PPG13 retains the annexe setting out the maximum parking standards for major commercial developments like shops and offices. However, the changes to PPG13 provide the opportunity to be less rigid in terms of parking standards for residential development, consistent with the approach in PPS3.

2.7 PPG13 also states that developers should not be required to provide more spaces than they themselves wish, other than in exceptional circumstances which might include, for example, where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls.

Draft National Planning Policy Framework (NPPF) (2011)

2.8 The draft NPPF echoes PPS3's sentiments, and states that when setting local 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.
- Local car ownership.
- An overall need to reduce the use of high-emission vehicles.

Department for Transport White Paper “Creating Growth, Cutting Carbon – Making Sustainable Local Transport Happen” (2011)

2.9 This White Paper forms part of an overall strategy to tackle carbon emissions from transport. It sets out what Government believes is the best way in the short term to reduce emissions at the local level, using the tools that are available now, principally by encouraging people to make more sustainable travel choices for shorter journeys. It suggests that either minimum or maximum standards are acceptable, depending on what is right for the area.

Waverley Borough Council Local Plan (2002)

2.10 Policy M14 of the Waverley Local Plan relates to car parking standards. It states that the level of car parking provision appropriate for individual development proposals will be assessed according to the location and type of development. It makes reference to the developer’s own requirements, the accessibility of the location, and national and regional policy on parking issues.

Waverley Borough Council Core Strategy Revised Preferred Options and Draft Policies 2012

2.11 Although the Draft Core Strategy is not yet adopted, it does contain a relevant chapter on sustainable transport. Draft policy CS3 sets out a list of matters that need to be addressed in new developments including:-

- They are located where they are accessible to other forms of transport.
- They include measures to encourage non-car use such as on-site cycle parking.
- They are consistent with the Surrey Local Transport Plan.
- They encourage the provision of new and improved footpaths, bridleways and cycleways.
- They make appropriate provision for car parking, having regard to the type of development and its location, in accordance with local parking standards to be developed by the Council.

Surrey Local Transport Plan (LTP3) (2011-2026)

2.12 The overall vision of the Surrey Local Transport Plan is to help people to meet their transport and travel needs effectively, reliably, safely and sustainably within Surrey; in order to promote economic vibrancy, protect and enhance the environment and improve the quality of life. Within the Surrey Transport Plan is a more detailed parking strategy with the following objectives:

- Reduce congestion caused by parked vehicles.
- Make best use of the parking space available.
- Enforce parking regulations fairly and efficiently.
- Provide appropriate parking where needed.

Surrey County Council Vehicular and Cycle Parking Guidance (2012)

2.13 Surrey County Council has recently issued its Vehicular and Cycle Parking Guidance (January 2012). This guidance has been commended to the 11 local planning authorities in Surrey for use in their Local Development frameworks (LDFs). This new guidance supersedes the County Council's 2003 parking guidelines.

2.14 Although not formally adopted by Waverley, the Council is currently using Surrey County Council's Vehicular and Cycle Parking Guidance (VCPG) as informal guidance relating to parking provision in new developments.

2.15 The County Council's guidelines set out standards for both residential and non-residential development. In most cases these standards are expressed as maximum standard. In relation to new residential development the standards are not expressed as either a maximum or minimum. They vary for different sizes and type of dwelling and also depending on location. The County Council has identified four zones as follows:-

- Town Centre
- Edge of Centre
- Suburban
- Suburban edge/Village/Rural

2.16 The County Council's recommended guidance incorporates a degree of flexibility, particularly in relation to non-town centre locations.

3. Justification for Setting Local Guidelines for Residential Parking in Waverley

3.1 In response to changes in national planning policy on car parking, it is appropriate to review the parking guidance for Waverley. Notwithstanding the County Council's new guidelines, there remains a concern in Waverley that the car parking provided in some new housing developments is not adequate, resulting in parking spilling onto surrounding roads or vehicles being parked in unsuitable locations within a new development. Having regard to this, and the high levels of car ownership in Waverley compared with both the national average and the average in Surrey, it is considered that specific guidelines are needed in Waverley. Therefore, the proposed residential parking standards are intended to provide the scope, where it is appropriate, to allow a level of parking that more closely reflects demand, taking account of car ownership levels in the borough and levels of access to local services.

Car Ownership in Waverley

3.2 A comparison of car ownership levels in Waverley compared with those of Surrey, the south east as a whole and national statistics shows the following:

	All Households (TOTAL)	All cars or vans in the area	Average number of cars per household
Waverley	47,176	70,945	1.50
Surrey	433,176	633,771	1.46
South East	3,287,489	4,271,483	1.30
England	20,451,427	22,607,629	1.11

3.3 It is clear that the average car ownership levels in Waverley are higher than those of Surrey as a whole, but more importantly, in certain wards within the Borough levels vary greatly. For example, people residing in the Frensham, Dockenfield and Tilford ward own, on average, 1.89 cars per household, in comparison to Surrey's average of 1.46. In fact, 20 of the 29 wards have higher car ownership levels than those defined for Surrey as a whole.

4. Accessibility Zoning

4.1 When formulating residential parking standards it is important to consider accessibility to services by car and other modes of transport. This is why Surrey County Council recommends different levels of residential parking depending on whether a site is within a town centre, where access to other services is much easier, compared to a site in a rural location. PPS3 requires local planning authorities to consider the extent to which proposed development is easily accessible and well-connected to public transport and community facilities and services. This can be achieved by creating zones determining levels of accessibility.

Accessibility in Waverley

4.2 The amount of parking provided should be practical to address the concerns associated with current parking provision, but sustainability is also an important consideration, given the broader aim of reducing carbon emissions by reducing the need to travel generally and encouraging non-car modes of transport where appropriate. Alternatives to the car should therefore be used wherever possible to encourage sustainable transport choices. Accessibility to main line train stations and other local services should be considered when devising parking standards.

Rail Travel

4.3 In Waverley practical alternatives to the car are fairly limited. There are two railway systems, the London Waterloo/Portsmouth line and the London Waterloo/Alton line. Both lines run a fairly frequent service so could be considered

reasonable alternatives to the car; however both Witley and Milford stations are in more inaccessible locations.

Bus Travel

4.4 There is a network of bus routes through the main settlements. However, the rural areas of the Borough are less well served, partially due to high car ownership and consequentially low demand. Most services throughout the borough run hourly, with some even more infrequent services running in the rural areas. It is believed that none of these services therefore provide a complete alternative transport solution.

Waverley Settlement Hierarchy

4.5 The Waverley Settlement Hierarchy ranks settlements in order of sustainability, and by doing so considers factors such as access to services. Although Cranleigh was identified as having a good range of community services and facilities (along with Farnham, Godalming and Haslemere), it does not have a train station. It is, however, serviced by more regular bus services. Other settlements in the Settlement Hierarchy that have reasonable provision of local services are Milford, Hindhead, Beacon Hill, Bramley, Witley, Elstead and Chiddingfold.

4.6 Given the rural/semi rural character of Waverley and the limitations of the local public transport system, it is unrealistic to assume that car ownership levels will decrease in areas where there is no immediate reliable alternative to the car. It is accepted that in Waverley, in most cases, local residents' principal means of travel will be car.

The Proposed Residential Parking Guidelines

4.7 The starting point for identifying appropriate levels of residential parking is the Surrey County Council's recently published guidance. However, it is not considered that these adequately reflect local circumstances, even with the degree of flexibility that they include.

4.8 Therefore, the Council has proposed new guidelines which it believes more accurately reflect the level of parking demand. The Council is proposing to use a zoning approach similar to the zones in the County guidelines. These zones are intended to reflect the accessibility of different locations, whilst also being easy to understand and apply, hence the use of existing defined town centre boundaries.

4.9 The three zones proposed are:-

Zone 1: Town Centre -. (using the defined town centre boundaries in the Waverley Borough Local Plan 2002).

Zone 2: Edge of centre – defined as a 10 min walking distance from the defined town centre boundaries.

Zone 3: Rest of Waverley

4.10 The amount of car parking to be provided should be practical but, where appropriate, alternatives to the car should also be used to encourage sustainable transport choices. The following table sets out the proposed residential parking guidelines for Waverley; these include an allowance for visitor parking:

Proposed Guidance for Residential Parking

Locational Characteristics	Town Centre	Edge of Centre	Rest of Waverley
1 bed	1 space per unit	1 space per unit	1 space per unit (note 1)
2 bed	1 space per unit	1.25 spaces per unit	1.5 spaces per unit (note 1)
3 bed	1.5 spaces per unit	1.5 spaces per unit (note 1)	2 spaces per unit (note 1)
4 + bed	1.5 spaces per unit	2 spaces per unit (note 1)	2 spaces per unit (note 1)

Accompanying Notes

- (1) Where space permits, it may be appropriate to consider increased provision.
- (2) If it is considered that the number of spaces required is more than is necessary, information should be submitted with the application to justify a decreased provision (applies to all standards).

Appendix 1

A1. Layout considerations

A1.1 'Surrey Design' (2002), published by the Surrey Local Government Association provides guidance for technical specifications and design issues associated with parking standards.

A1.2 It recommends that where appropriate, parking should be designed so that it can be used by different user groups throughout the day. The needs of disabled drivers must always be taken into account and may require special design solutions.

A1.3 The emphasis on parking provision should be on using a range of design solutions to accommodate parking. Parking that is situated in front of buildings, such as in front of integral garages, will require buildings to be set back and therefore tend to make the enclosure of space more difficult. The solution is to bring buildings forward and locate parking between, beneath or to the rear of buildings. On-street parking can also be designed into a scheme, often performing an additional traffic calming function.

A1.4 The location of car parking is important to the success of a scheme. It is the general expectation of car owners that they should be able to park as close to their destination as possible, preferably within view, however this desire has to be balanced against the need to maintain the overall design for an area.

A1.5 In order to be effective car parking spaces need to be large enough to allow a person to gain access/egress of the vehicle and sufficient to ensure that spaces can be used properly.

A1.6 Parking particularly needs to be provided for those with disabilities close to the entrance to a property

Technical Information

(Also refer to Surrey County Council Standing Highway Design Advice and DfT's Manual for Streets)

A1.7 Surrey Design (2002) also recommends that parking spaces conform to the requirements of the design guide to ensure the required size is provided as well as the appropriate manoeuvring space.

A1.8 The minimum sizes are as follows:

Access from the end	2.4m x 4.8m
Access from the side	2.4m x 4.8m
Disabled parking bay	At least 3m x 4.8m

A1.9 Where a space is located in front of a garage, the space needs to be 5.5m long from the back of the highway to allow the garage door to be opened without the vehicle overhanging the highway.

A1.10 Parking spaces at right angles to the carriageway should have an 800 mm clearance between the parking space and the footway in order to accommodate any overhang. This can be surfaced or planted in order to deter pedestrian use, although pedestrian crossing points should be provided. A 6m paved surface is required to manoeuvre into and out of these spaces, such as in parking squares and courts. The gradient should not be steeper than 5% (1:20).

A1.11 Parking spaces provided in lay-bys parallel to the carriageway should be 6m long with crossfalls between 2% (1:50) and 3% (1:33).

A1.12 Covered parking areas (such as carriage arches) should have clear headroom of 2.5m throughout. Covered areas that will be accessed by service vehicles should have clear headroom of 4m, provided the entry is flat.

A1.13 While it is normally feasible in domestic situations for two cars to be parked in “tandem” (one behind another), it is considered that this is the maximum number of such spaces in line as otherwise there has to be excessive manoeuvring which practically means that the innermost space is not used. Thus in assessing standards for residential development a maximum of two spaces will be considered behind each other.

A1.14 Garages used solely for the purposes of parking a vehicle should be a minimum of 4.8m long by 2.5m wide internally. This is to allow a vehicle to gain access/egress and there to be some space for the occupiers of the vehicle to get out. However in cases where no alternative storage for utility equipment is provided, garages on the curtilage of the property are to have the minimum dimensions of either 4.5m long by 3m wide internally or 5.8m long by 2.5m internally. As with conventional parking there should not normally be more than one space outside a garage (i.e. a maximum of two cars in tandem).

Manual for Streets guidance

A1.15 In terms of planning for cycle parking, the Department for Transport's Manual for Streets provides some useful guidance. The amount of cycle parking provided, as well as accessibility of it should be considered by the developer, whilst also considering how safe and secure it is. It is considered that shared cycle parking is more efficient than individual parking provision.

A1.16 Safety is an important aspect of cycle parking to encourage people to choose to use this mode of transport. The cycle storage should be located where there is natural surveillance from nearby buildings or well used thoroughfares. They should be reasonably open to reduce the fear of crime by the users.

A1.17 Cycles are not necessarily suited to overnight storage outdoors as they are vulnerable to theft and adverse weather. For this reason, at the very least, covered, lockable cycle storage should be provided on site.

A1.18 If separate cycle parking is to be provided within the building, it needs to be conveniently located and close to the main point of access. If cycle parking is to be provided in a separate detached building, it must be secure, with doors designed for easy access.

A1.19 In terms of visitor parking, guidance suggests that it is best provided in well-overlooked areas, and although there are a wide variety of design options, simple and unobtrusive solutions, such as Sheffield stands, are preferred.

A1.20 Cycle stands should be located clear of preferred pedestrian walkways, and generally closer to the carriageway than buildings.

A.2 Parking Design

A.2.1 Planning Policy Statement (PPS) 3 states that there should be "a design-led approach to the provision of car parking space that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly".

A.2.2 Parking spaces within streets and accessed directly from them minimise the amount of land given over to access ways and manoeuvring areas. They also offer 'natural surveillance' of parked vehicles, thereby reducing concerns about security. An arrangement of discrete parking bays adjacent to the flow of traffic is often the preferred way of providing on-street parking. It is recommended that, in most circumstances, at least some parking demand in residential and mixed-use areas is met with well-designed on-street parking.

A.2.3 The following key principals for best practice for car parking arrangements have been taken from the Department for Transport's Manual for Streets:

- The design quality of the street is paramount.
- There is no single best solution to providing car parking – a combination of on-plot, off-plot and on-street will often be appropriate.
- The street can provide a very good car park – on-street parking is efficient, understandable and can increase vitality and safety.
- Parking within a block is recommended only after parking at the front and on-street has been fully considered – rear courtyards should support on-street parking, not replace it.
- Car parking needs to be designed with security in mind.
- Consideration needs to be given to parking for visitors and disabled people.

A.2.4 It is therefore essential that the design of the car parking spaces is introduced at the planning stage if it is to be well integrated with a high quality public realm. A range of approaches to car parking designed should be examined before reaching the appropriate solution, and in some cases it may result in a combination of designs being implemented as the most successful solution.

A.3 Sustainable Design

A.3.1 The design of car parking facilities should also take into account sustainable design techniques. In many cases parking facilities are impermeable areas that cause problems with increased surface water run-off. To implement a sustainable design the use of permeable areas should be considered to allow water infiltration and reduce run-off. Where impermeable materials are used the use of Sustainable Urban Drainage Systems (SUDS) should be considered.

A.3.2 Planting can also be a valuable part of sustainable design and should be considered in parking areas. The use of trees and shrubs can be used to provide shelter in car parks during the summer as well as reducing the storm water run off, helping to lower the risk of urban flooding.

A.3.3 Ultimately, the suitability of particular SUDS techniques to a specific development should be assessed on a site-by-site basis.

A.4 Parking and Crime

A.4.1 During the design stage of parking areas, the prevention of crime should be taken into consideration. In 2004 the Government produced 'Safer Places – the

Planning System and Crime Prevention' which advises Local Planning Authorities to consider crime prevention and community safety.

A.4.2 The document states that parked cars can be particularly vulnerable to crime and, unless they are in a private garage, must be overlooked. It is important that appropriate lighting is provided and parking facilities are designed with natural surveillance from surrounding buildings.