Cotswold District Council Parking Standards Review

Parking Guidance Note Cotswold District Council

18 April 2016

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1. Introduction

1.1. Guidance Background

Atkins has been commissioned by Cotswold District Council (CDC) to undertake a review of the existing parking standards.

As part of the commission, Atkins has prepared this guidance note to inform parking provision for new developments. Atkins has also prepared an Evidence Base to support the Parking Standards Review and Guidance Note, referred to herein as the PSREB. This should be read in conjunction with this Guidance Note (included at **Appendix A**).

1.2. Thresholds for the Application of Guidance

The Guidance Note is only directly applicable to those developments having a sufficiently significant impact on the network and hence resulting in a '*clear and compelling*¹' case for providing a steer on the level of parking which should be provided at a development (see Local Plan policy INF6 *Parking Provision*). There are no prescriptive thresholds for when standards are applicable and this is to be determined by Gloucestershire County Council (GCC) and Cotswold District Council (CDC) at pre-application stage.

For all developments deemed to have a sufficiently significant impact on the network, it is necessary for an evidence base to be supplied justifying the level of provision which includes direct comparison with any trip generation presented by the developer/consultant. This should also include (in line with the considerations set out in the National Planning Policy Framework (NPPF) document:

- 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.

1.2.1. Applicable Land Use Types

1.2.1.1. Residential Development

The vehicle parking guidance set out in this document is applicable to land use C3 Dwelling houses broken down by:

- The area in which the development is located (as defined in proceeding sections);
- The type of dwelling (houses/flats); and
- The size of dwelling (the number of bedrooms).

Specific guidance is not provided for other residential land use classifications (C1 Hotels, C2 Residential Institutions, C3 Sheltered Accommodation and C4 Houses in Multiple Occupation). For a development comprising these land uses, where it is deemed to have a sufficiently significant impact on the network, an evidence base should be supplied to demonstrate the level of parking provided is sufficient. This would include consideration of the following:

- The accessibility of the development;
- The type, mix and use of development;
- The availability of and opportunities for public transport;
- Local car ownership levels;
- An overall need to reduce the use of high emission vehicles; and

¹ NPPF Ministerial Statement – 'Parking: helping local shops and preventing congestion' (March 2015)

• A comparison of the forecast trip generation and resultant accumulation with the proposed parking provision.

Standards relating to cycle and motorcycle parking are provided for all residential land uses and should be applied regardless of the impact of the development.

1.2.1.2. Non-Residential Development

The car parking guidance set out in this document is applicable to the following land uses:

- Retail/Food/Drink Land Uses:
 - A1 Food Retail/
 - A1 Non-Food Retail
 - A3 Food and Drink
- Employment Land Uses:
 - B1 (a) & (b) Business
 - B1 (c) Light Industry
 - B2 General Industry
 - B8 Storage and Distribution

For development comprising land uses other than those listed above, and where it is deemed to have a sufficiently significant impact on the network, an evidence base should be supplied which demonstrates that the level of parking provided is sufficient. This should include consideration of the points set out above.

Standards relating to the provision of cycle and motorcycle parking and HGV/coach/servicing provision (where applicable) are provided for all major land uses and should be applied regardless of the size of the development. This is set out in proceeding sections. Area Definitions

The area in which a development is located could influence the level of car usage and hence the level of parking which should be provided. As such, the areas within the District which have common characteristics have been grouped as follows:

- Town and Fringe Cirencester and surrounding built-up area.
- Small Settlements –'market towns' or 'small towns':
 - Tetbury;
 - Moreton-in-Marsh;
 - Bourton-on-the-Water;
 - Chipping Camden;
 - Fairford;
 - Lechlade;
 - Northleach;
 - Stow-on-the-Wold; and
 - South Cerney.

• **Rural** – All other areas not covered by the above including:

- Andoversford;
- Blockley;
- Down Ampney;
- Kemble;
- Mickleton;
- Upper Rissington; and
- Willersley.

A Schematic Plan of the area definitions is included at Appendix B.

For residential development, guidance is broken down for the three above areas.

For non-residential developments, guidance within the above areas is provided for 'Town and Fringe' and a grouped category of 'Small Settlement' and 'Rural'.

2. Parking Provision by Vehicle Type

2.1. Disabled Parking

Disabled parking should be provided in line with Inclusive Mobility (DfT, 2005). The minimum level that should be provided is set out in **Table 2-1**, below. This level of parking should be provided regardless of the size or likely impact of the development and irrespective of the location.

	Type of Car Park	Minimum Disabled Parking Provision
1.	Car parks at existing employment premises	2% of the total car park capacity or one space (whichever is greater) Plus an additional space for each disabled employee
2.	Car parks at new employment premises	5% of the total car park capacity (for both employee and visitor use)
3.	Car parks at shopping areas, leisure and recreational facilities and places open to the general public	A minimum of one space for each disabled employee Plus 6% of the total capacity (for visitor use)

Table 2-1 Minim	um Disabled	Parking F	Provision
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'Inclusive Mobility' also provides guidance on the layout and dimensions of parking for disabled users. The following bay dimensions should be provided, as follows:

"Off-street parking: bays should be a minimum of **4800mm** long by **2400mm** wide with additional space:

- 1. Where bays are parallel to the access aisle and access is available from the side an extra length of at least **1800mm**, or,
- 2. Where bays are perpendicular to the access aisle, an additional width of at least **1200mm** along each side. Where bays are adjacent the same **1200mm** space can serve both sides. There should also be a **1200mm** wide safety zone at the vehicle access end of each bay to provide boot access or for use of a rear hoist."

2.2. Cycle/Motorcycle Parking

The minimum cycle and motorcycle parking standards are set out in Table 2-2.

Land Use Class	Minimum Cycle and Motorcycle Parking Standard
A1 Shops (food retail)	1 space per 60 sq. m.
A1 Shops (non-food retail)	1 space per 120 sq. m.
A2 Financial & professional services	1 space per 166 sq. m.
A3 Food & drink (public house, restaurant)	1 space per 26 sq. m.
B1 Business (a) & (b) (office, research & development)	1 space per 166 sq. m.
B1 Business (c) (light industrial) B2 General Industrial	1 space per 330 sq. m.
B8 Storage or Distribution	1 space per 330 sq. m.
C1 Hotels	0.15 spaces per employee
C2 Residential Institutions (hospital, nursing home)	0.15 spaces per employee
C2 Residential Institutions (boarding school)	0.15 spaces per employee + 0.15 spaces per student

Table 2-2	Minimum	Cycle	Parking	Standards
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C3 Dwellings (flats <u>only</u>)	1 space per dwelling	
C3 Dwellings (sheltered housing)	0.15 spaces per employee	
D1 Non- residential Institutions (doctor / vet surgery, health centre)	0.15 spaces per employee	
D1 Non-residential Institutions (school, crèche, day centre)	0.15 spaces per employee + 0.15 spaces per student	
D1 Non-residential Institutions (higher & further education)	0.15 spaces per employee + 0.15 spaces per student	
D1 Non-residential Institutions (art gallery, museum, library)	1 space per 300 sq. m. of public area + 0.15 spaces per employee	
D1 Non-residential Institutions (public hall, place of worship)	1 space per 20 seats or 1 space per 26 sq. m.	
D2 Assembly and Leisure (cinema, concert hall, night club)	1 space per 20 seats or 1 space per 26 sq. m.	
D2 Assembly and Leisure (leisure /sports centre, fitness club)	1 space per 66 sq. m.	
N.b. The calculated number of spaces should be rounded up to the nearest whole number		

For houses, cycle parking can be provided within the curtilage of each property and therefore it is not necessary to provide off-plot provision.

2.3. HGV Parking/Servicing

Provision for HGV parking will be required for Use Classes B1(c), B2 & B8 developments but the number, geometry and layout of spaces will be a matter for negotiation. Applicants will be required to provide information on the number of HGVs likely to be parked on or visiting the site. It is acknowledged that the servicing requirements vary by operator, however it should be demonstrated that the servicing provision is suitable for a typical operator of the appropriate land use.

2.4. Coach Parking

Since the nature of each development is different, the level of coach parking to be provided for relevant land uses should be determined on a case by case basis based on the proposed operation. An evidence base should be provided setting out the likely operation of the proposed development and the coach parking provision this corresponds to.

3. Residential Parking Guidance: Allocated/Unallocated Car Parking Provision

3.1. Department for Communities and Local Government (DCLG) Calculations

The principles set out in the Department for Communities and Local Government (DCLG) 'Residential Car Parking Research' document have been utilised to formulate a parking toolkit which, after entering details of the proposed development and mix, calculates the level of car parking which should be provided in new residential developments. This tool helps to determine an appropriate balance of allocated² and unallocated³ parking.

Research contained in the DCLG documentation shows that allocating too much parking can lead to inefficient use of parking spaces and the likely over provision of parking. Unallocated parking is more flexible and will result in the provision of less parking overall.

3.2. Visitor Parking

Jenks and Noble undertook a study in 1996 of Lower Earley in Reading which monitored the accumulation of parking associated with visitors. If parking spaces were not allocated to a specific dwelling then they would be available for use by visitors. As such, if greater than 50% of parking is unallocated to specific dwellings, it is not necessary to allocate specific provision for visitors.

Should more of the parking be allocated than unallocated then the research undertaken by Jenks and Noble suggests the provision of separate visitor parking at a ratio of one visitor space for every five dwellings would be required to meet demand.

3.3. Parking Toolkit

The DCLG parking toolkit is provided in the Forward Planning "Evidence Base and Monitoring" section of the Council's website. This provides a method of calculating the level of unallocated and visitor parking based on the level of allocated parking. These calculations are based upon 2011 Census data which sets out car ownership levels for all output areas across the Cotswold district. This requires users to input the following:

- The area in which the development is proposed to be located.
- A breakdown of the number units proposed to be provided by the following:
 - Type of property (house/flat); and
 - Number of bedrooms.
- The number of spaces to be allocated to each dwelling.

Entering the above details into the calculation sheet will automatically calculate the level of unallocated demand and the level of visitor parking required.

Whilst the information contained in the PSREB demonstrate differences in car ownership between owner occupied and shared/rented accommodation, the level of parking in the parking toolkit is based upon

² Allocated Parking – this includes both on-plot parking spaces and off-plot parking spaces which are specifically marked for the use of a particular dwelling

³ Unallocated Parking – this include off-plot parking spaces which are not specifically marked for the particular use of a dwelling. This also includes any parking spaces on the adopted highway which cannot be marked for the use of a particular dwelling.

ownership levels of owner occupied properties. Whilst a property may initially be occupied by a tenant or under shared ownership, it may be occupied by an owner occupier in the future. In this situation the car availability may exceed the level of parking provision.

4. Residential Parking Guidance: Car Parking Layout Best Practice and Guidance

4.1. Context

The 2006 English Partnerships/Design for Homes publication "Car Parking: What Works Where" identified the inherent contradiction between the individuals desire to own and park a vehicle in close proximity to their home, and the collective desire to enhance the aesthetic quality of the streetscape. Inevitably, parking influences the way in which a neighbourhood operates and feels, directly impacting on quality of life of its residents. Therefore, it is essential that new developments consider a design-led approach to the provision of parking that is integrated within a high quality public realm.

A guidance note produced by the Chartered Institution of Highways and Transportation (CIHT) outlined successful residential parking as having the *'right number of the right spaces in the right places'*. When designing parking within new developments, it is important to ensure that spaces allocated for parking are primarily used for parking. Under-utilised parking courts and heavily-parked footways indicate that there is a problem. Parking needs to be convenient and secure, individuals are likely to utilise parking where they feel confident that their personal safety and the security of their vehicle will not be compromised. This often requires designers to incorporate parking into the overall design of the development to ensure that vehicles are securely parked in prominent locations visible to the owners.

4.2. Manual for Streets 1 and 2

Manual for Streets 1⁴ and 2⁵ provide design principles which should be implemented in the design of new developments including the design and location of car parking. These documents provide a set of guiding principles which can be applied whilst giving consideration to site specific characteristics and should be adopted for new development.

Parking should be considered as part of the design process and not as an afterthought. As such, parking should be a key aspect of good design, and should contribute positively.

4.3. Types of Parking

The following design principles⁵ are considered best practise when planning the design and location of car parking:

- There is no single best solution to providing car parking, a combination of on-plot, off-plot and onstreet parking along with suitable street widths, will be the most appropriate solution. Consideration should also be given to allocated and unallocated parking.
- The street offers an efficient and versatile parking solution which is understandable and can increase vitality and safety.
- Parking within a designated off-plot parking block is discouraged and should only be considered after
 parking at the front and on-street parking have been explored. Rear courtyards should support onstreet parking and should not be considered as a replacement. If parking is not provided in close
 proximity to the dwellings, residents will shun off-plot parking and the local highway authority may
 end up having to implement parking restrictions to limit footway parking.
- Car parking needs to be safe and secure for both the individual and the vehicle. In order to provide secure parking, natural surveillance should be encouraged in order to deter street crime and reassure users that they are safe to access their vehicle.
- Consideration needs to be given to parking for visitors and disabled people.

⁴ https://www.gov.uk/government/publications/manual-for-streets

⁵ http://www.ciht.org.uk/en/document-summary/index.cfm/docid/055693F6-8DB0-4BBE-AA9FF1B5BC5E9412

• The presence of on-street parking needs to be considered in relation to street widths to ensure adequate access widths for emergency and service vehicles.

4.3.1. Off Plot Parking

4.3.1.1. On-Street Parking

On-street parking can be informal or formal, located on one or both sides of the road and can be positioned parallel, echelon or perpendicular to the carriageway depending on the overall design concept. The advantages and disadvantages of providing on-street parking are outlined in **Table 4-1**.

Table 4-1 Advantages and Disadvantages Associated with On-Street Parking

Advantages	Disadvantages
On-street parking is able to cater for peak demands from various users throughout the day (e.g. commuters or residents).	Has the potential to produce a road safety issue, particularly in urban areas where traffic speeds are above 20mph and there are limited places for pedestrians to cross with adequate visibility. This can be more apparent in shared surface schemes which rely on reduced parking and street furniture.
Encourages active frontages, promoting activity in the streetscape which can enhance security.	Can be visually dominant across the streetscape and can undermine the established character of an area.
Typically on-street parking is overlooked in the public domain increasing security.	Schemes that do not provide alternative parking may encourage alterations to the fronts of residential dwellings which try to accommodate vehicles off- street.
The provision of on-street parking can provide a 'buffer' between pedestrians and the highway.	Vehicles parked indiscriminately can block vehicular access and generate issues for residents.
On-street parking is typically well used and adopted in residential areas.	Vehicles parked on the street can be more vulnerable to opportunistic crime.
On-street parking is versatile, it can be informal or formal, one or both sides of the carriageway, and vehicles can be parked parallel, echelon or at right angles.	If the carriageway is not properly designed to accommodate on-street parking it may encourage footway parking. Footway parking can cause hazards and inconvenience to pedestrians whilst potentially causing damage to the footway and/ or kerb.

4.3.1.2. On-Street Parking Geometry

Depending on the type of on-street parking considered (parallel/echelon/perpendicular) there are recommended dimensions for car parking bays and manoeuvring areas. Echelon or perpendicular parking requires individual bays to be delineated or indicated. The parking bay is required to enclose an area a minimum of 2.4m wide and a minimum of 4.2m long, but typically 4.8m long. Echelon parking should be designed so that vehicles are encouraged to reverse into the space, this limits the number of vehicles reversing out of the space when visibility can be restricted. The recommended dimensions for Echelon, Parallel and Perpendicular on-street parking bays are outlined in **Figure 4-1**.

The road width required for vehicles to safely access echelon or perpendicular spaces is determined by the width of the parking bay and the angle of the approach⁶. Geometries can be verified by vehicle tracking, as set out in Manual for Streets 1 and typical values for a standard 2.4m wide bay are presented in **Table 4-2**.

 Table 4-2
 Typical Road Widths for Echelon or Perpendicular Spaces

Angle of Approach	Recommended road width (m)
90°	6.0m
60°	4.2m
45°	3.6m

⁶ Recommended Geometries taken from Manual for Streets, 2007.





4.3.1.3. Parking Courts

Small parking courts (maximum 5 spaces) can be used to effectively reduce the visual impact of vehicles on the street scene. However, parking courts should be integrated into the design process to ensure that they are overlooked through natural surveillance from active frontages, Parking courts should also be well lit throughout the night, have safe and convenient pedestrian connections with the properties they serve and provide adequate space for manoeuvring, without conflict with other users.

4.3.2. On Plot Parking

On-plot parking is typically well used and adopted in residential areas. However, it can be detrimental to the street scene with residents often seeking to maximise their provision of on-plot parking through the introduction of tarmac and other hardstandings. The advantages and disadvantages of providing on-plot parking are outlined in **Table 4-3**.

Table 4-3	Advantages and Disad	vantages Associated w	ith On-plot Parking
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Advantages	Disadvantages	
Typically on-plot parking is more secure with vehicles parked on private property.	Can be visually dominant across the streetscape and can undermine the established character of an area.	
The provision of on-plot parking can provide a 'buffer' between residential dwellings and the highway.	Schemes that do not provide alternative parking may encourage alterations to the fronts of residential dwellings which try to accommodate more vehicles off-street.	
On-plot parking is typically well used and adopted in residential areas. On-plot parking is favoured by	Vehicles parked indiscriminately can block vehicular access and generate issues for residents.	
residents and homeowners.	Residents can 'squeeze' vehicles onto their plot causing a detrimental impact on the street scene.	
	On-plot parking can have potential ramifications for drainage, with residents maximising their parking provision through the introduction of hardstandings.	

4.3.2.1. On-plot Tandem Parking

The design and layout of on-plot parking can impact the level of adoption in residential areas and potentially reduce the amount of on-street parking. It is often considered that on-plot parking should accommodate vehicles in a parallel position to avoid vehicles 'blocking'. However, on-plot tandem parking requires less space and promotes the idea of soft landscaping to soften the visual impact of vehicles on the street scene. Tandem parking should be limited in use, and will require additional manoeuvring areas, to accommodate extra movements, and to reduce conflict with other road users. Swept Path Analysis should be provided for all plots assuming full parking.

4.3.3. Garages

The provision of a garage either on-plot or off-plot provides the opportunity for additional parking. However, research⁷ indicates that the presence of a garage should not be considered as an alternative to allocated parking as, on average, only 44% of garages are used for parking in England. In determining what should count towards formal parking, Manual for Streets indicates that the following should be taken into account:

- Car Ports are unlikely to be used for storage and therefore could count towards parking provision;
- The inclusion of garages should be considered on a scheme by scheme basis, based on the following factors:
 - The availability of alternative spaces, including on-street parking, where this is limited residents are more likely to park in their garages;
 - The availability of separate cycle parking and general storage capacity, garages are often used for storing bicycles and other household items; and
- The size of the garage, larger garages can be used for both storage and car parking, with many authorities recommending a size of **6m** by **3m**.

4.4. Summary

It is important to provide the correct type of parking which meets the needs of residents. This will ensure that car parking is used rather than having unoccupied parking spaces with vehicles parked elsewhere, such as on the footway. Full justification of the car parking layout should be provided for any development proposal.

⁷ Manual for Streets, 2007.

5. Non-Residential Parking Guidance: Car Parking Provision by Land Use

5.1. Application of Standards

Guidance is based on the area in which development is located. Different consideration should be given to sites within a 'Town and Fringe' area and those in 'Small Settlement'/'Rural' areas.

Cirencester has a larger supply of car parking across the town than other areas of Cotswold District and therefore the situation is more complex. As such, the existing supply of car parking could influence the provision of new parking as part of a development.

Furthermore, due to accessibility levels, there is unlikely to be a difference in car usage levels in a non-residential development located in a 'Small Settlement' or a 'Rural' area.

5.2. Cirencester Parking Study

5.2.1. Summary of Findings

As set out in the PSREB, GCC undertook a town centre parking study in Cirencester in 2015. The key findings of this study were:

- On-street parking is congested in the central town core both during the week and at weekends;
- Other parts of the town centre experience congestion, particularly the southern extents and Beeches Road;
- The remainder of the town centre, within the ring road, is relatively well used but has some remaining capacity;
- The outer town areas of Chesterton, Beeches Road and Bowling Green have lots of spare capacity;
- Commuter parking is evident throughout the town, but is particularly significant in the Beeches Road area, and to the south of the town, outside existing permit parking schemes;
- There is no evidence of significant levels of commuter parking outside the ring road;
- Commuter parking is evident in the peripheral car parks, particularly Beeches Road where pricing is set to attract commuter parking. Those car parks dedicated to short stay parking have spare capacity during the week;
- Most car parks have some spare capacity at weekends; and
- Waterloo and Forum⁸ Car Parks are underused.

5.2.2. Application of Findings

The guidance below should be adopted as a starting point and further consideration should be given to the level of car park capacity in Cirencester when considering a 'Town and Fringe' site. It should also be noted that the 2015 Parking Study will be updated shortly to take account of new survey information, and incorporation of this information may result in revised estimates of public parking capacity in the town.

⁸ At the time of the surveys, the Forum car park had recently reopened after total refurbishment and hence surveyed car park occupancy levels may not be typical of current occupancy.

Since the level of available car parking in Cirencester will reduce as more development takes place in the area, it is important to discuss the spare capacity with GCC, utilising any parking occupancy data they may have available.

5.3. Employment and Retail

It has been demonstrated in the PSREB that the previously adopted standards provide a suitable starting point. These standards are summarised in **Table 5-1**.

Table 5-1 ODC Farking Standards – Employment and Retail Land 036	Table 5-1	CDC Parking Standards – Employment and Retail Land Uses
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	Maximum Parking Standards			
Land Use	Strategically Significant Land Uses			
	Cirencester/ Principal Settlements	Elsewhere	Other Land Uses	
A1 Food Retail	1 space per 18sqm (over 1000sqm)			
A1 Non-food Retail	1 space per 22sqm (over 1000sqm)	1 space per 30sqm (up to 1000sqm)	1 space per 25sqm (up to 1000sqm)	
A3 Food/Drink	1 space per 5sqm (of public area)			
B1 (a) & (b)	1 space per 42sqm (over 1000sqm)	1 space per 35sqm (over 1000sqm)	1 space per 25sqm (up to 1000sqm)	
B1 (c) & B2	1 space per 50sqm (over 5000sqm)		1 space per 50sqm (up to 5000sqm)	
B8	1 space per 200sqm (over 10,000sqm)		1 space per 100sqm (up to 10,000sqm)	

These standards provide a suitable starting point in the determination of appropriate parking provision for employment and retail uses. The level of parking should be justified using an evidence base setting out the following:

- The accessibility of the development;
- The type, mix and use of development;
- The availability of and opportunities for public transport;
- Local car ownership levels;
- An overall need to reduce the use of high emission vehicles; and
- A comparison of the forecast trip generation and resultant accumulation with the proposed parking provision.

For developments located within the 'Town and Fringe' area, it is important to consider the level of existing spare car parking capacity within the town centre. As such, the demand for car parking should be considered in line with:

- The proximity of the proposed development in relation to on and off street parking areas which have available capacity
- The type of parking this would generate, i.e. commuter parking (staff), short-term parking (visitors/customers) and how the charging tariff may impact the choice of car parking;

- The time periods during which the peak parking accumulation would occur and relate this to the available car parking capacity; and
- The likelihood of linked trips to other existing facilities in Cirencester.

5.4. Leisure, Education and Healthcare

Specific guidance is not provided for Leisure, Education or Healthcare land uses. All sites should be considered on a site-by-site basis using the points set out in NPPF along with the likely travel patterns of site users.

Further consideration should be given for those sites which justify the preparation of a Transport Statement/Transport Assessment to ensure that the forecast trip generation and resultant parking accumulation is in line with the proposed parking provision.

5.5. Mixed Land Uses

Where a development is proposed to comprise a mix of land uses, consideration should be given on a siteby-site basis including the following:

- 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.

The guidance set out for the individual land uses should be utilised as the starting point. Further consideration should however be given to the likely dual and shared use of car parking.

6. Summary

This Guidance Note provides details of the methodology used to determine an appropriate level of car parking within new residential developments. This is supported by the parking toolkit (based on the methodology set out in the DCLG document) which takes the form of a spreadsheet which developers can utilise to determine the ratio of allocated, unallocated and visitor parking required across a development based on local car availability levels.

The note also provides best practice design guidance on layout and location of car parking in residential developments.

The Guidance Note also provides details of determining an appropriate level of parking for non-residential developments.

Appendix A. Parking Review and Guidance Note Evidence Base

Appendix B. Area Plans

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