

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Member for Environment and Transport
Date:	2 April 2013
Title:	On-Site School Parking Guidelines
Reference:	4791
Report From:	Director of Economy, Transport and Environment

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1. Executive Summary

1.1. The purpose of this paper is to present the findings of the recent review conducted on school parking standards and to seek approval to a new school parking guidance document, which will better inform future school expansion plans in Hampshire. The report also sets out the reasons why the '*Hampshire Parking: Strategy and Standards*' document (2002) should be revoked.

1.2. This paper seeks to;

- outline the current arrangements with regard to school parking provision;
- provide a summary of the review work that has been carried out;
- present the findings of the review, and to detail the proposed new school parking standards document;
- outline the member engagement conducted throughout the work; and
- present recommendations with respect to Hampshire County Council's existing parking standards.

2. Contextual information

Current School Parking Standards

2.1. The current parking standards for School Car Parking provision are contained in the '*Hampshire Parking: Strategy and Standards*' document (2002) as repeated below;

	Maximum parking limit	Parking in accessible locations (50% of maximum permitted standard)
Schools	1.5 spaces per classroom	1.5 spaces per 2 classrooms

- 2.2 In considering applications for new schools, and for extended school provision on existing sites, many instances have been noted where current parking provision on-site has proved inadequate to satisfy demand. This has resulted in a combination of informal car parking on the site itself and with car parking occurring on local residential roads, causing annoyance and in some limited circumstances safety concerns.
- 2.3 The existing standards were based upon previous government advice which considered that by providing restricted car parking provision on a school site, sustainable transport would be promoted amongst staff. A review of school Travel Plans within Hampshire has identified that despite this policy approach being implemented, the majority of staff travel to school by car, notwithstanding the measures outlined in the Travel Plan intended to promote sustainable travel. This is particularly the case for teaching staff.
- 2.4 The way in which education is provided in schools has changed. Operational requirements has meant that most schools now employ a greater number of staff, with the majority of them employing teaching and learning assistants to supplement the teaching staff. Additionally, many schools now employ more administration staff with each school having wider responsibilities for the delivery of education within their communities.
- 2.5 There have been a number of changes in national policy direction with a move away by government from restrictive parking standards, particularly at school sites. The link between parking provision at school sites and travel mode has been weakened. This has been reflected in the National Planning Policy Framework (NPPF) with the removal of maximum car parking standards.

Review of School Parking Standards

- 2.6 In order to assess the adequacy and suitability of the existing school parking standards, a review has been carried out. This review was conducted using the following methodology;
- carry out a review of existing school travel plans to understand travel patterns of staff;
 - undertake a sample audit of school sites (10% schools in Hampshire) to measure parking arrangements against current policy requirements and against parking demand;
 - benchmark Hampshire County Council's current car parking standards against the adopted standards of other authorities in the South East;
 - investigate Best-Practice examples of school parking provision and management; and
 - research and develop proposals for a new parking standard and associated parking management measures.

2.7 In order to guide this work, a Member Advisory Group was established. This group was led by a member nominated by the Executive Member for Environment and Transport, and contained participation from member nominations of the Chair of the Regulatory Committee, the Executive Member for Children's Services and the Leader of the Opposition Party.

2.8 The school parking review found that:

- the vast majority of teaching staff drive alone to the school sites (95-100% infant/junior, c.80% secondary/special);
- there are very low levels of car sharing amongst teaching staff, except secondary schools, and low levels of car sharing amongst non-teaching staff;
- lower levels of non-teaching staff drive alone at infant/junior schools (c. 50%) than at secondary/special schools (c.75%);
- parking on school sites is generally above current standard (maximum 1.5 spaces per classroom) across all school types;
- notwithstanding the standard, there is a general parking shortfall of approximately 30% relative to estimated demand, except at secondary schools (where there is sufficient parking);

2.9 On the basis of the results of the review, a new On-Site School Parking Guidelines document has been produced and is provided at Appendix 1. This identifies that an increased parking provision should be provided on school sites to accommodate staff parking.

Proposed New School Parking Guidance

2.10 The document outlines the proposed approach to the determination of school parking provision on new and expanded school sites, and is drawn from the evidence gathered as part of the review.

2.11 The new On-Site School Parking Guidelines inform the decision making processes on new school provision (whether that be construction of new schools or expansion of existing sites) and do not apply retrospectively to existing school sites. The guidelines do however provide an aspiration for existing school sites to work towards should opportunities to deliver improved parking facilities exist. These opportunities will be considered on a site by site basis.

2.12 The guidance document provides advice on the expected level of parking demand at each school site, and disaggregates this by staff type (i.e teaching staff, non-teaching staff), as below;

Type	Recommended parking standard
Cars	1 space per teaching member of staff plus 2 spaces per 3 non-teaching staff. Disabled parking should be counted as 5% of the above allocation or a minimum of 1 space.
Cycles	Primary schools – 1 scooter space per 10 pupils plus 1 cycle space per 20 pupils. Secondary schools – 1 cycle space per 10 pupils In addition (for all schools) – 1 cycle space per 20 staff in a non-pupil area
Powered two-wheelers (PTW)	Minimum of 1 space or 1 space per 25 car spaces.

2.13 The proposed approach is based upon a methodology of calculating car parking provision, as outlined below:

- Stage 1 – identify the number of additional staff associated with the proposals;
- Stage 2 – consider the “demand led” level of car parking, based on the adopted guidelines;
- Stage 3 – identify any proposed community facilities which would be open to the public during the school day, and consider additional parking provision if necessary;
- Stage 4 – assess the constraints to providing the “demand led” level of car parking, including the need to provide adequate outdoor teaching space, considering environmental issues (e.g. ponds, trees), delivery access, and the need to minimise vehicle/pedestrian conflicts; and
- Stage 5 – assess parking construction costs to confirm whether these are reasonable/proportionate to the overall development.

2.14 The Member Advisory Group is satisfied that the approach set out in the document provides a realistic approach to determining car parking provision on school sites. The proposed approach delivers a demand-led standard that responds to the need to ensure adequate provision is made on-site for parking, in order to minimise issues off-site.

2.15 In addition to setting out a new approach to on-site car parking provision, the document:

- offers guidance on the design of parking and cycle parking facilities; and
- signposts the need for further work to consider off-site school related travel issues.

The value of retaining Hampshire Parking: Strategy and Standards document

2.16 When originally introduced, ‘*Hampshire Parking: Strategy and Standards*’ (2002) set out the County Council’s parking standards for residential, commercial, leisure and education development.

- 2.17 In January 2008, following the publication of PPS3 (Housing), the County Council removed its residential car parking standards. This responded to government advice which stated that local authorities should develop their own locally derived standards, rather than rely upon top-down standards.
- 2.18 With the revision to the school parking standards as outlined in this report, the only remaining extant advice in the '*Hampshire Parking: Strategy and Standards*' (2002) document is for non-residential development. As a result of the previous issue of Planning Policy Statement 4 (PPS4) local authorities were encouraged to develop their own non-residential parking standards. Some of Hampshire's districts did this whilst a number of districts rely upon the existing Hampshire standards.
- 2.19 It is considered that, in light of the reduced advice provided in the existing standards document, and government advice that locally derived standards for car parking should be developed, the remainder of the '*Hampshire Parking: Strategy and Standards*' document should be revoked.
- 2.20 On the basis that a number of districts currently reference or rely upon '*Hampshire Parking: Strategy and Standards*' (2001) for advice on non-residential car parking provision, it is considered that this revocation should be delayed for a period of one year to enable all districts to bring forward appropriate local guidance and standards for non-residential forms of development.

3. Finance

- 3.1. Whilst the introduction of a new school parking guidance document for Hampshire does not have any direct financial implications, an increased level of parking requirement on school sites is likely to lead to an proportionate increase in the cost of delivering new or extended school facilities.
- 3.2. The document will be published on the Hampshire County Council website, and it is not intended that any hard-copies of the document will be published.

4. Performance

- 4.1 The provision of clear, evidence-based guidance on parking provision at school sites will enable the design and delivery of appropriate school facilities by the County Council and other parties, and will enable the County Council to make sound decisions based upon relevant and up-to-date evidence.

5. Future Direction

- 5.1. The School Parking Standards document will be sent to all of Hampshire's Districts and Boroughs in order for them to consider adoption and application in connection with any planning applications for schools that do not fall to the County Council to consider. These include further education, private school

development and Academies. The County Council will remain a statutory consultee to these applications as local highway authority.

- 5.2. A Member briefing session is proposed to present the findings of the review and the content of the new School parking Standards document. This is expected to occur in Summer 2013.
- 5.3. This report is being jointly considered by the Executive Member for Environment and Transport and the Executive Member for Children's Services.
- 5.4. This work has been closely focussed on considering on-site parking matters and has not considered in detail the issues that sometimes occur outside of school sites. The work has identified the need for further work to be carried out by the County Council to consider how off-site travel issues associated with schools can be managed.

6. Recommendations

- 6.1. That the On-Site School Parking Guidelines document (April 2013) be approved and adopted as County Council policy by way of Executive approval from the Portfolio Holders for Environment and Transport and for Children's Services.
- 6.2. That the On-Site School Parking Guidelines document (April 2013) be commended to the District, City and Borough Councils in Hampshire in their role as Local Planning Authorities, in order to provide advice for parking provision connected with school applications that they determine.
- 6.3. That the '*Hampshire Parking: Strategy and Standards*' document (2002) be revoked in full as of 1 April 2014, so removing the existing non-residential parking standards in Hampshire.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	no
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
School Parking Standards (April 2013)	Hantsfile

IMPACT ASSESSMENTS:

1 Equalities Impact Assessment:

- 1.1 The proposals in this report have been developed with due regard to the requirements of the Equality Act 2010, including the Public Sector Equality Duty and the Council's equality objectives. The website contains a summary [assessment of the impacts](#) on Developing Hampshire's Highway Network and Transport Systems and Delivering Infrastructure Hampshire Needs.
- 1.2 It is considered that the issues covered by this report will not have impacts requiring further specific actions by the Council above those already established in its existing policies and working procedures.

2 Impact on Crime and Disorder:

- 2.1 It is not considered that the issues covered by this report will have negative impacts on crime and disorder.

3 Climate Change:

- 3.1 How does what is being proposed impact on our carbon footprint / energy consumption?

The proposed approach to delivery of parking on school sites ensures that well planned development can be delivered alongside necessary infrastructure. This includes ensuring appropriate parking facilities for cycling, in order to encourage cycling amongst staff, reducing the carbon footprint and energy consumption.

- 3.2 How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The approach proposed to the delivery of car parking on school sites ensures adequate parking provision for demand, reducing parking off-site. The guidance also provides advice to ensure adequate provision is made for cycle parking, in order that sustainable travel can be encouraged.