

Leicester  
City Council

**WARDS AFFECTED**  
All

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:  
STRATEGIC PLANNING & REGENERATION SCRUTINY COMMITTEE  
CABINET**

**JUNE 20th 2002  
JULY 29<sup>th</sup> 2002**

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**SUPPLEMENTARY PLANNING GUIDANCE:  
VEHICLE PARKING STANDARDS  
ENERGY EFFICIENCY AND RENEWABLE ENERGY IN NEW DEVELOPMENTS**

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**Report of the Service Director for Planning and Sustainable Development**

**1. Purpose of Report**

To seek the views of members on the proposed amendments to the Draft Supplementary Planning Guidance (SPG) on "Vehicle Parking Standards" and "Energy Efficiency and Renewable Energy in New Developments" and to seek the approval of Cabinet for the publication of the documents as Supplementary Planning Guidance to the adopted City of Leicester Local Plan.

**2. Summary**

In October 2001 the Draft Supplementary Planning Guidance (SPG) on "Vehicle Parking Standards" and "Energy Efficiency and Renewable Energy in New Developments" were deposited with the Draft Replacement City of Leicester Local Plan (RCLLP) for public consultation.

Details of the representations and responses to the objections are set out in the Supporting Information. Minor amendments to the SPG are proposed a result of the consultation. The SPG will provide interim guidance for the adopted City of Leicester Local Plan prior to the adoption of RCLLP.

**3. Recommendations**

Strategic Planning and Regeneration Scrutiny Committee is requested to consider the proposed amendments to the Draft SPG in the light of the representations received. Cabinet is requested to approve the guidance as Supplementary Planning Guidance for the City of Leicester Local Plan.

**4. Headline Financial and legal Implications**

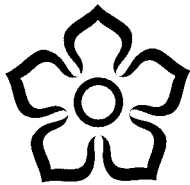
Adequate provision exists within departmental budgets for publication of the SPG. No legal implications are seen to arise.

**5. Report Author/Officer to contact:**

**Alison Bowen, Development Plans Group. Ext. 7228,**

**DECISION STATUS**

<b>Key Decision</b>	<b>No</b>
<b>Reason</b>	<b>N/A</b>
<b>Appeared in Forward Plan</b>	<b>No</b>
<b>Executive or Council Decision</b>	<b>Executive (Cabinet)</b>



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**SUPPORTING INFORMATION**

**1. Report**

- 1.1 Supplementary Planning Guidance (SPG) provides additional information and direction on the interpretation of local plan policies. Policies of the adopted City of Leicester Local Plan 1994 have been superseded by the Deposit Replacement Local Plan (RCLLP) and the SPG will act as an interim guide to the City Council's policy on Vehicle Parking Standards and Energy Efficiency and Renewable Energy in New Developments, prior to adoption of RCLLP.
- 1.2 When RCLLP was placed on deposit in October 2001 for six weeks the two SPG were included in the consultation. A summary of the representations and responses to both SPG is included in Appendix 1 of this report. A revised draft of the SPG on Vehicle Parking Standards is attached at Appendix 2 and the SPG on Energy Efficiency and Renewable Energy in New Developments is attached at Appendix 3. The main issues arising from the consultation in respect of each SPG are set out below.

**VEHICLE PARKING STANDARDS**

- 1.3 Since the Draft SPG was prepared Regional Planning Guidance (RPG8) has been issued. Some respondents raised the question of whether the SPG conforms with RPG8. In particular the 50% reduction target for non-residential development in the outer area of the city (Zone 4 as shown on Map 3 of the SPG) was criticised for being less restrictive than the 40% target in RPG8 for out of city centre development. Conversely another objector considers that a 50% target is too ambitious. However the study of public transport accessibility in the City and County indicated that there are two identifiable zones within the "out of city centre" area. In the edge of city centre area (shown as Zone 3 on Map 3 of the SPG,) public transport accessibility is higher and a more restrictive target of 30% is required. This brings the reduction target for the whole out of centre area within the RPG8 guidelines but allows for variation in accessibility.

- 1.4 The calculation of parking reduction targets for non-residential development, appears to have been misunderstood (a reduction target of 0% is more restrictive than a reduction target of 30%). Section 5.0, page 11-12, has been amended to provide clearer guidance on the meaning of the targets and how they are calculated.
- 1.5 There was an objection to the reduction target for non-residential development being “required” rather than being assessed according to the criteria in Policy AM12, page 6. However the target is set and is used to calculate the minimum parking standard for a particular development. The actual parking provision is determined for each planning application on its individual merit but within the parameters of the maximum and minimum standards. No change is made to the document as a result of this recommendation.
- 1.6 Wyggeston & Queen Elizabeth 1 College considered that the cycle parking standards for educational establishments are too onerous for a non-local school, to which the majority of children travel by public transport, and that actual cycle parking needs should be established through a Travel Assessment.

In response I consider that a consistent approach should be taken to all educational establishments, although it needs to be clarified in the document that the cycle parking standard relates to secondary school pupils. The standard is derived from the Central Leicestershire Local Transport Plan, which includes a target to increase cycling to secondary schools to 15% of all journeys by 2011. The use of the cycle parking standards in respect of planning applications for new and expanded educational facilities will assist in the achievement of that target. In addition a School Travel Plan should complement the cycle parking provision by promoting safe cycle routes. If there are valid reasons why the target is not appropriate for a particular school then the School Travel Plan can set out the alternative measures that the school will take to reduce dependence on the private car.

- 1.7 The Leicestershire Constabulary object to the encouragement for on-street car parking because of the higher risk of car crime. If housing densities are to be achieved in accordance with national guidelines then on street parking may be necessary, subject to considerations of safety, design and amenity. However I agree that it should not be encouraged as a general policy and instead Policy AM13 of the Replacement Local Plan, which is incorporated in the document at page 6, has been amended to indicate that on street parking “may be acceptable”.
- 1.8 Reference to Powered Two Wheelers (PTWs) instead of motor cycles was requested as well as more detailed parking standards. This is consistent with national guidance in PPG13 and the text in paragraph 13.0 on page 17 has been amended accordingly.
- 1.9 There is an amendment to the advice on the design of cycle parking stands in paragraph 12.0, page 16.

**ENERGY EFFICIENCY AND RENEWABLE ENERGY IN NEW DEVELOPMENTS**

- 1.10 There was some concern expressed that the SPG provides no reasoned justification for imposing higher standards than those set out in Part L of the Building Regulations that relate to the energy efficiency of buildings. The SPG does not, however, require that

developers exceed the standards specified in the building regulations, but merely encourages developers to go beyond these minimum requirements so that the benefits of reducing energy consumption can be maximised. This will be made clearer in the final document.

1.10 Another concern related to the use of UPVC windows and doors to improve the energy efficiency of historical buildings. It is acknowledged that this should not be encouraged and that suitable alternatives are available. The text will be amended to clarify this point.

## **FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### **1. Financial Implications**

There are no direct financial implications

### **2. Legal Implications**

There are no direct legal implications

### **3. Other Implications**

OTHER IMPLICATIONS	YES/NO	
Equal Opportunities	<b>Yes</b>	The parking standards include parking provision for disabled people.
Policy	<b>Yes</b>	Both of the SPGs support the policies in the City of Leicester Local Plan.
Sustainable and Environmental	<b>Yes</b>	The restriction and control of car parking encourages more sustainable travel behaviour and releases land for more productive purposes. Energy efficiency and renewable energy technologies help to conserve natural resources and reduce greenhouse gas emissions that contribute towards global warming.
Crime and Disorder	<b>Yes</b>	Parking provision for cars, PTWs and cycles should be designed for safety. Leicestershire Constabulary do not want on street parking to be encouraged.
Human Rights Act	<b>No</b>	
Elderly/People on Low Income	<b>Yes</b>	Energy efficient buildings help alleviate fuel poverty

### **4. Background Papers – Local Government Act 1972**

PPG 13: Transport

RPG8: Regional Planning Guidance for the East Midlands to 2021

PPG 22: Renewable Energy

### **5. Consultations**

Traffic Group

Environment Team

Energy Team

## **6. Scrutiny Committee comments**

### **6.1 Vehicle Parking standards**

The Committee commented about the absence of standards for park and ride car parks; but that is beyond the scope of this document, which gives guidance on the maximum acceptable parking provision to serve new development. If a Travel Plan is required for a large development proposal it could include measures in addition to restricted vehicle parking such as contributions to park and ride facilities.

There was discussion on the need to ensure that the cycle parking standards for schools are compatible with Council policies and initiatives for the provision of cycle routes to school. The difficulties of implementing such transport schemes were recognised, but the Committee commented that there was a good opportunity to plan now for cycle routes to serve future new schools. The planning process for a new school or an extension to an existing school provides an opportunity to ensure that the appropriate car and cycle parking, in accordance with this guidance, is in place to enable a School Travel Plan to be implemented.

### **6.2 Energy Efficiency & Renewable Energy in New Developments**

The Scrutiny Committee questioned whether the target of meeting 20% of the City's energy requirements from renewable sources by 2020 was realistic. This target was set by the Leicester Energy Strategy (1994) and is currently being reviewed through the preparation of the Leicester Climate Change Strategy. There are a number of opportunities to achieve this target including the purchase of renewable energy from energy providers.

It was also pointed out that there was further potential for the use of solar energy at the Ashton Green Development. The briefs for the development consider a number of ways of incorporating energy efficiency and renewable energy into its overall design and layout.

The need to consider the implications of higher density development on air quality was emphasised. The SPG recognises that a range of design issues need to be considered for every development and that sometimes compromises might have to be reached. The impact on air quality would be one of these issues and can be informed by the modelling work being carried out by Area Traffic Control as part of its HEAVEN initiative.

The Committee also expressed a need for greater promotion of energy efficient appliances generally. This is beyond the remit of the planning guidance although there may be room to further promote the wide range of services offered by the Leicester Energy Advice Centre.

## **7. Report Authors**

**Alison Bowen, Development Plans Group. Extension 7228**

**Katherine Cooper, Development Plans Group. Extension 7229**

## APPENDIX 1

### Draft SPG on Vehicle Parking Standards (October 2001).

#### Public Consultation Representations

#### Summary of Issues

1. Powered Two Wheeler (PTW) parking – TA's & Travel Plans should indicate the expected level of demand for PTW parking, but developers will as a minimum be required to provide safe, well lit, secure parking (including ground anchors) equal to 5% of the number of publicly accessible car parking spaces provided. These facilities, where appropriate should be provide undercover. These PTW spaces are in addition to those required for pedal cycles in the SPG. (Leicester & Leicestershire Motorcycle Forum)
2. The parking standards zone applied in the City Centre should be applied to the Belgrave Road Shopping area, due to fact that Asian visitors to Leicester, tend to go to the Belgrave area and not the City Centre. (LABA)
3. The parking standards for the zone allocated in the Belgrave area, restrict the types of businesses and future development. (LABA)
4. The parking reduction targets for Parking Standard Zone 4 should be amended from 50% to 40% to conform to the guidance on maximum parking standards in RPG8. The proposed 40% target is the same as the RPG indicates for urban towns like Loughborough. (Charnwood Borough Council)
5. There is a need to ensure common standards at or near the City Boundary with other LPA's (Leicestershire CC)
6. Appendix 1 should be consistent with PPG13 (Leicestershire CC)
7. The Control of overspill parking onto the highway needs to be considered (Leicestershire CC)
8. Queuing into major car parks will need to be managed (Leicestershire CC)
9. Is it consistent with regional parking standards? (Leicestershire CC)
10. For non-local education establishments, both the cycling standard of 1 space per 5 students and accommodating a minimum of 15% of all journeys are too high. There is little hope of achieving these levels of cycling without a comprehensive safe, suitably direct, traffic free cycleway network of sufficient capacity. It is more appropriate for Transport Assessment to demonstrate the actual needs and to establish the appropriate levels of parking for these establishment (Wyggeston & QE1 college)
11. Parking Standard Zones 3 & 4 should not be grouped together. Standards for zones 3 & 4 should be separated and higher standards given to Zone 4 to acknowledge the lower public transport accessibility in this area. (Merrill Lynch Investment Managers)
12. The parking reduction targets for Parking Standard Zone 4 of 50% is too ambitious in light of the lack of alternative modes of transport in this area. (Merrill Lynch Investment Managers)
13. Parking associated with residential development should be well related to dwellings. The statement in Policy AM13 that on-street parking is encouraged provided access, amenity and safety are not compromised should be omitted from the Policy. (Leicestershire Constabulary)

14. Table1 is ambiguous in respect of 0% target. The statement that the City Council “will require” the reduction targets (Page 12) pre-empts the proper process of accessing the criteria for potential reduction. (De Montfort University)
15. The parking standards are insufficiently restrictive (Andy Brooks) and not adequate (Leicestershire Transport 2000)
16. The approach to parking set out in the SPG is supported. (Charnwood Borough Council, Harborough District Council, Countryside Agency)

### **Reasoned Response**

1. Accepted. It is consistent with national guidance in PPG13 to promote PTW parking with new development.
2. Not Accepted. It would be inappropriate to apply the same parking standards to the Belgrave Road Shopping area, as the City Centre. The latter has a much higher level of transport accessibility by alternative modes as compared to the Belgrave area. However it appears that there is some misunderstanding about how the parking reduction targets are calculated and this should be clarified in the SPG.
3. Not Accepted. It is consistent with national and regional guidance. The criteria in Policy AM12 provide sufficient flexibility to reflect the requirement of different types of businesses and future development in the Belgrave area.
4. Not accepted. Whilst, the City Council would wish to achieve the RPG targets in all areas, there is concern that in the shorter term such reductions in the outer areas could encourage developers to locate out of the City in less sustainable locations and jeopardise regeneration initiatives. Therefore a target of 50% will be set in this area, which would decrease the difference in levels of restraint with the ‘out of city’ locations target of 65%.
5. The comments are noted
6. Accepted. Appendix 1 will be amended in accordance with PPG13 (i.e. vehicle, cycling and PTW parking should be assessed as part of all travel plans for new or expanded school).
7. Not Accepted. The control of overspill parking is covered by the criteria in Policies AM12 & AM13 (i.e. the consequence of under provision in a particular location)
8. The management of traffic at major car parks is not a land use issue. It is dealt with by the Local Highway Authority
9. It is consistent with regional planning guidance. The parking standards applied in the SPG are either equal to or more restrictive than those set in RPG8.
10. Accepted in part. The cycle parking standards have been derived the Central Leicestershire Local Transport Plan, which includes a target to increase cycling to secondary schools to 15% of all journeys by 2011. A consistent approach to cycle parking in all education establishments is considered appropriate, but it is acknowledged that a comprehensive safe, direct and traffic free cycleway network would assist in encouraging students to cycle to school/college. The national guidance in PPG13 promotes cycle parking with major new or expanded school/college facilities in accordance with a Travel Assessment and Travel Plan. A Travel Plan should promote safe cycle routes for new or expanded school/college facilities. It can also set out alternative measures to reduce reliance on the private car if the cycle parking requirement is not appropriate for a particular school.



11. Not accepted. The reduction targets set in Parking Standard Zones 3 & 4 are different to reflect the lower public transport accessibility in Zone 4 as compared to Zone 3.
12. Not Accepted. The 50% reduction target for Zone 4 is less restrictive than the RPG8 target for out of the City Centre. This reflects the findings of the EMJCPS study. The criteria in Policy AM12 provide sufficient flexibility to reflect the different levels of public transport accessibility in Zone 4.
13. Accepted in part. The criteria in Policy AM13 provide sufficient flexibility to ensure that safety of residents using car parking associated with residential development is not compromised. However the phrase "On street parking will be encouraged..." in Policy AM13 should be replaced by "On street parking may be acceptable..." to emphasise that it should only replace off street parking if it meets access, design and safety standards.
14. Not accepted. The Central Commercial Zone meets the accessibility criteria of PPG6, including walking distance from the Central Shopping Core and proximity to public transport interchanges and therefore the reduction target is appropriate. The SPG states that the maximum reduction in parking levels will not be applicable in all circumstances and the appropriate level of parking will be determined after consideration of the criteria in Policy AM12.
15. Not Accepted. The parking standards are consistent with national and regional guidance.
16. The supported is noted.

#### **Proposed Changes arising from the consultation on the SPG**

1. Amend Table 4 in section 12.0 to reflect the need for cycle parking standards for educational developments to be in accordance with a TA or Travel Plan and to clarify that the standards relate to pupils in Year 7 and above.
2. Amend section 13.0 to make reference to Powered Two Wheelers and the requirement for minimum parking provision.
3. Amend Appendix 1 to reflect the need for vehicle, cycle and PTW parking to be assessed as part of all travel plans for new or expanded schools.
4. Amend section 12.0 to provide accurate guidance on acceptable cycle stand design.
5. Amend section 5.0 to justify the 30% reduction target for Zone 3.
6. Amend section 5.0 to clarify the way in which the reduction targets are calculated.
7. Amend the reference to on street parking in Policy AM13

In addition all references to the Draft RPG8 should be amended because RPG8 2002 has been published.

#### **List of Respondents**

Charnwood Borough Council, The Countryside Agency, De Montfort University, Harborough District Council, LABA, Leicester & Leicestershire Motorcycle Forum, Leicestershire County Council, Leicestershire Constabulary, Merrill Lynch Investment Managers, Transport 2000 (Terry Kirby), Wyggeston & QE1 College, Andy Brooks.

**Draft SPG on Energy Efficiency and Renewable Energy in New Developments (October 2001)**

**Public Consultation Representations**

**Summary of Issues**

1. Discourage replacement of windows and doors, use of PVC not to be permitted in historic properties and conservation areas, adequate alternatives available.
2. Various referencing corrections need to be made to the draft. Reference made to Guide on Sustainable Settlement & Planning for Solar Design, not acknowledged.
3. See no reasoned justification why the City Council seeks to impose higher standards than those required in the Part L of the Building Regulations. Use of energy efficient technologies are a Building Regulations matter.
4. Energy efficiency gains require a lower density of build than is possible.
5. Screening planting maybe damaging in the future with effect on foundations and ground water.
6. PPG3 layouts can hinder the full use of siting, orientation and layout to achieve energy efficiency.
7. Use of condensing boilers, the most efficient white goods and staff travel plans are building regulation matters.
8. Policies should be applied to all new development proposals including industrial and commercial and private and public developments.
9. Photovoltaic technologies should be actively encouraged in every planning application.

**Reasoned Response**

1. Accepted. It is acknowledged that special care should be taken within areas and buildings with a special historic value or interest. It is agreed that reference should be made to UPVC windows and conservation issues.
2. Accepted. It is agreed that some corrections need to be made to the referencing.
3. Not accepted. The SPG does not impose higher standards but encourages developers to consider achieving higher standards because of the benefits accrued from reducing energy consumption.
4. Not accepted. The SPG does not suggest that energy efficiency can only be achieved through lower density development. Indeed it points out the benefits in terms of greater thermal massing, potential for Combined Heat and Power systems and sheltering created in higher density developments.

5. Not accepted. Any screening planting would need to be positioned a considerable distance from the development (as suggested in Figure 4.) and would not therefore affect foundations and would have a minimal impact on groundwater.
6. Partially accepted. It is accepted that the final layout of any development will represent a compromise of various considerations of which energy efficiency should be one. This is, however, recognised in the final paragraph of page 5 of the SPG.
7. Partially accepted. It is acknowledged that whilst these are generally not planning matters they can be encouraged to be incorporated into new developments. Travel plans are a planning matter because of the implications for parking and other transport infrastructure issues.
8. Agree. The SPG is aimed at all types of development.
9. Partially agree. The potential use of renewable technologies within any development will be encouraged. It will not be possible to require the use of such technologies as part of any planning permission however.

### **Proposed Changes**

1. Include a reference to the special requirement of Listed Buildings and those within Conservation Areas, including the use of UPVC windows.
2. Correct and update references.
3. Include reference to and the role of Part L of the Building Regulations.

### **List of Respondents**

English Heritage, Harborough District Council, Countryside Agency, William Davies Ltd., Housebuilders Association, Leicester Civic Society, Peter Webber.