

Horninglow & Eton Neighbourhood Plan 2013-31



PROPOSED CHANGES TO PARKING POLICY HE5

EVIDENCE BASE AND CONSULTATION STATEMENT

April 2019



Horninglow & Eton
Parish Council

Horninglow & Eton Neighbourhood Plan 2013-31

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CONTENTS

INTRODUCTION	3
WHY THE NEED TO CHANGE POLICY HE5?	4
EVIDENCE	5
DRAFT REVISED POLICY	6
WHO WAS CONSULTED & RESULTS OF CONSULTATION	10

INTRODUCTION

1. In March 2015, the Horninglow & Eton Neighbourhood Development Plan (NP) was 'made' (adopted) as part of the Development Plan for East Staffordshire Borough. This followed a rigorous process of consultation, examination by an independent Examiner, and a referendum of the people of Horninglow & Eton Parish, in accordance with the provisions of the Localism Act 2011 and its associated Regulations.
2. As part of the Development Plan for the Borough, the policies of the NP, alongside those in the Borough Local Plan, are used to determine planning applications in the Parish received by East Staffordshire Borough Council (ESBC). Policy HE5 of the NP sets out the parking standards to be applied when an application for a residential development is determined. At the time the NP was made, ESBC's own parking standards were outdated. Since then, the Borough Council has prepared, and is using, a new Parking Standards Supplementary Planning Document, dated 2017.
3. Since 2015, the Parish Council have been reviewing the performance of all NP policies, particularly their robustness when used in the determination of planning applications by ESBC. Despite the new ESBC standards, the Parish Council, having consulted widely, believe the standards need to be higher still.
4. The Parish Council are aware that National Planning Policy Framework 2018 para. 105 states that:

“ If setting local parking standards for residential and non-residential development, policies should take into account: a) the accessibility of the development; b) the type, mix and use of development; c) the availability of and opportunities for public transport; d) local car ownership levels; and e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.”

In addition, Planning Practice Guidance – Neighbourhood Plans para 041 says that:

“A policy in a neighbourhood plan...should be distinct to reflect and respond to the unique characteristics and planning context of the specific neighbourhood area for which it has been prepared.”

5. Taking into account in particular (i) the relative inaccessibility of parts of the Parish, (ii) the particular types and mix of residential uses of many of its streets, and (iii) the trend towards higher car ownership and the impact this is likely to have on streets already experiencing severe parking problems, the Parish Council believes that there is a case for an NP policy that reflects the unique characteristics and planning context of Horninglow & Eton. This, it believes, is justification for a policy that requires a higher level of off-street parking for new developments than the ESBC standard, and the consideration

of refusing permission for developments that do not meet these standards unless there are very exceptional circumstances.

WHY THE NEED TO CHANGE POLICY HE5?

6. Since 2015, there has been a rise in the number of family houses in the Parish being converted into rooms for individuals who share some common facilities. These are called “Houses in Multiple Occupation” or HMOs.
7. Often, many of those living in one HMO will have their own car, and if the street does not have any parking spaces off-street in the first place, then it adds to an existing problem of where residents can park.
8. In addition, a number of planning applications has been submitted involving the development of extensions to existing dwellings for the creation of additional bedspaces, and also the sub-division of dwellings into two or more self-contained units. These types of development have not necessarily been for the purposes of establishing an HMO, but very often there is a need for additional parking.
9. Pressure on the limited amount of on-street parking has been growing due to several other reasons, too. Historically, some new developments did not provide enough off-street space for parking, leading to cars having to be parked on-street. It was this problem that led Horninglow & Eton Parish Council to put forward higher parking standards than the ESBC ones in the Neighbourhood Plan in the first place, to avoid future developments adding to the problem.
10. Also exacerbating the problem has been the need for families to possess more than one car. For example, if both partners work, each may need their own vehicle. Added to this, there has been a growing phenomenon of siblings not being able to find affordable accommodation away from the family home, so they are having to stay on with their parents whilst working or studying – and needing a car themselves. This may result in one family possessing 3 or more vehicles.
11. Other trends are putting pressure on the capacity of local streets, too, such as the rise in the number of home delivery vehicles as a result of online shopping. Also, as highlighted in para 4 above, national planning guidance is directing that provision should be made for charging infrastructure for electric and plug-in hybrid vehicles as these become more numerous. It will be a big enough challenge to provide this infrastructure off-street, let alone on-street as well.

EVIDENCE

12. Unfortunately, it is not currently possible to assemble reliable evidence on the number of actual HMOs in each street of the Parish. Only those proposed for 7 or more people require planning permission. Also, until recently only those HMOs with 5 occupants or more, that were also higher than 3 storeys, had to be licensed with the local authority. There are very few HMOs that meet the height criterion in the Borough, let alone the Parish. However, the height criterion has been removed by government (1st October 2018), and now there is a backlog of HMOs waiting to be licensed, so this source of evidence will eventually be available, but not for quite a while, according to the licensing department at ESBC.
13. The main sources of evidence for this problem have been the comments of residents that have repeatedly been made at the regular surgeries held by the Parish Council, those fed in by Borough and Parish Councillors from their constituents. Once consultation on a new draft Policy began, the same comments were voiced by local people, both by formal responses to the consultation and by comments recorded at the events held in August and October 2018. These are summarised in the “Who Was Consulted & Results of Consultation” section below.
14. It is likely that parking problems that are evident are caused by a number of reasons – HMOs, sub-division and extension of properties, car ownership increases in general. However, by highlighting the existing locations of the parking problem, and knowing that in some streets the problem may not yet be acute, but further conversions could cause the problem to become serious, the case for strengthening the parking policy further can be demonstrated.
15. The following streets are known to have parking problems (e.g pavement parking, parking on corners, difficult for vehicles to get down street, driveway blocking etc) from the number of vehicles owned by people who reside in the street:

Stafford Street	Hunter Street
Sydney Street	Thornley Street
Parker Street	Goodman Street
Eton Close	Shakespeare Road
Victoria Crescent	Tennyson Road
Belvedere Road	Calais Road
Wyggeston Street	Swannington Street
Harlaxton Street	Dover Road

DRAFT REVISED POLICY

16. It is acknowledged that the planning process cannot rectify past under-provision of off-street parking, or in any way control the trend of rising car ownership outlined above. It is also acknowledged that no direct control can be made of conversion to smaller HMOs.
17. However, the aim of the proposed Policy change is to strengthen the requirements on those new developments that require planning permission, so that they do not add to the pressure already evident in a number of streets.
18. For example, where permission is sought for a larger HMO or for an extension that creates a bedspace, or for the subdivision of a house into flats, and the new parking standard cannot be met, and there is an on-street parking problem already, then this policy would lead to refusal, unless there are other overriding material considerations.
19. Specifically, the proposed Policy change aims:
- (i) to ensure it is made clear that where a change of use to an HMO with 7 or more residents (*sui generis*) is proposed, then the number of off-street parking spaces to be provided must be sufficient, recognising recent trends towards higher car ownership; and
 - (ii) where extensions to, and subdivisions of, dwellings require permission, and additional bedspaces are likely to be created, to ensure off-street parking is sufficient for generated parking.
20. However, it must also be stated that the Parish Council's approach to tackling the problems of parking and highway safety in the Parish is a two-pronged one. Whilst the changes to the NP Policy below are aimed at controlling the rise in parking requirements, and form one of the 'prongs', the Parish is also working positively with Staffordshire County Council as highways authority to introduce local highway safety and traffic management schemes to free up more on-street space where possible and to ease highway flow.

AT THE MOMENT, POLICY HE5 SAYS:

A.

“New development in Horninglow and Eton must provide off street car parking provision to the following standards: -

- A minimum of 2 parking spaces for each residential unit up to and including 3 bedroom units - Provision of 1 additional parking space per additional bed space for each residential unit.*
- For one bedroom affordable housing a parking standard of 1.5 parking spaces per dwelling shall apply.*

These parking standards will not apply to residential care homes and similar facilities such as supported accommodation. However such developments will be required to provide adequate car parking spaces for visitors and staff as well as sufficient provision for residents as appropriate. (Neighbourhood Plan Objectives 1 and 15)”

THE ORIGINAL DRAFT AS CIRCULATED FOR CONSULTATION WAS:

B.

“All new developments, including extensions, change of use and multi-use occupancy in Horninglow and Eton parish must provide off street parking provision to the following schedule:

- A minimum of 2 parking spaces;*
- Provision of 1 additional parking space per additional bed space for each residential unit*
- For one bedroomed affordable housing a parking standard of 1.5 parking space per dwelling shall apply*

In the event of licences being requested for multi-use occupancy, 1 off street parking provision per bed must be provided.

These parking standards will not apply to residential care homes and similar facilities such as supported accommodation. However, such developments will be required to provide adequate car parking spaces for visitors and staff as well as sufficient provision for residents as appropriate.”

FOLLOWING ADVICE AND CONSULTATION, A FINAL VERSION OF THE NEW POLICY WAS APPROVED FOR SUBMISSION:

C.

“All new developments, including extensions that create additional bedspaces, and changes of use and large Houses in Multiple Occupation (sui generis) in Horninglow and Eton parish must provide off street parking provision in accordance with the following schedule:-

- *A minimum of 2 parking spaces where 1 or 2 bedspaces are created;*
- *Provision of 1 additional parking space per additional bed space for each residential unit*
- *For one bedroomed affordable housing a parking standard of 1.5 parking space per dwelling shall apply*

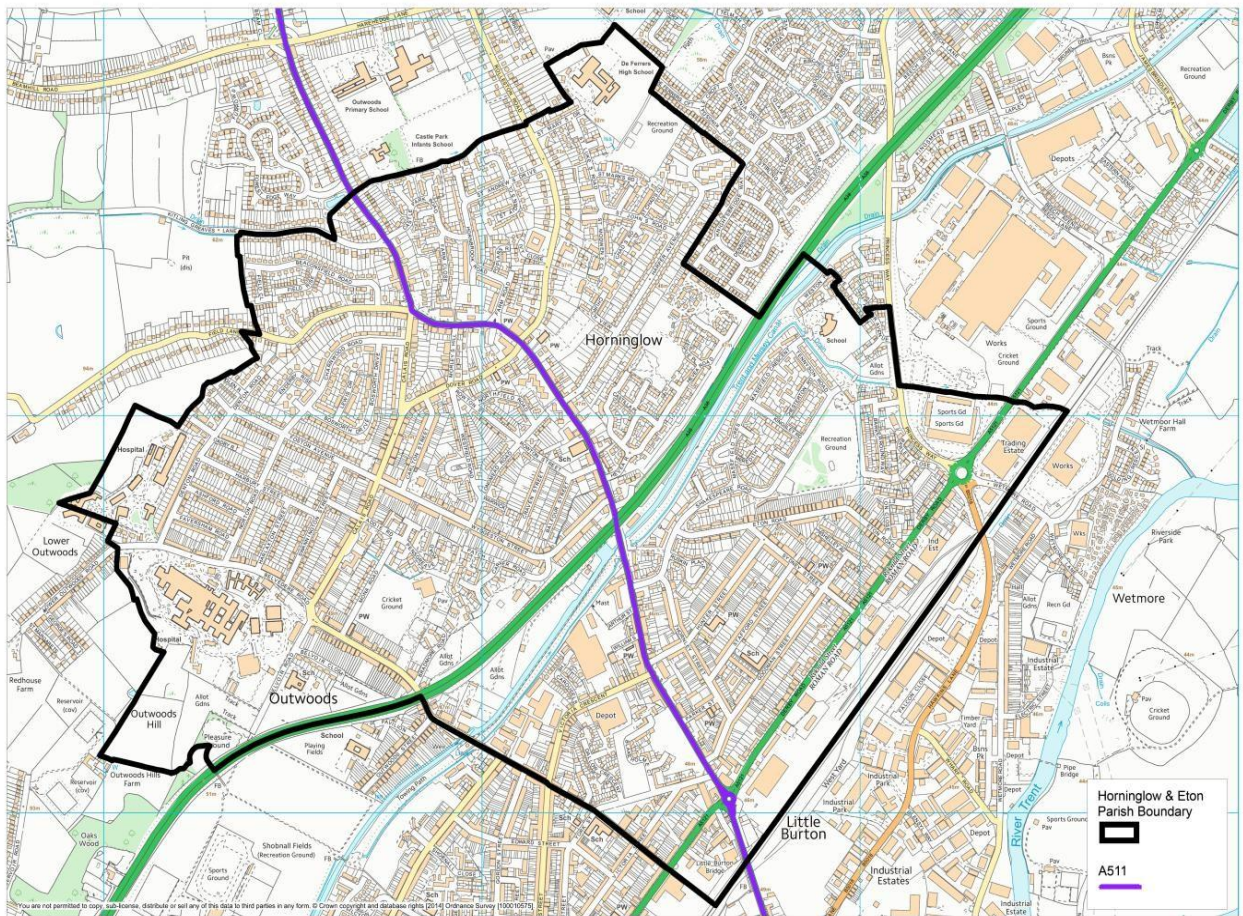
These parking standards will not apply to residential care homes and similar facilities such as supported accommodation. However, such developments will be required to provide adequate car parking spaces for visitors and staff as well as sufficient provision for residents as appropriate.

A lower provision than that set out above will only be acceptable if it can be demonstrated satisfactorily to the planning authority that any on-street parking likely to occur as a result of the development will not create, or exacerbate, on-street parking problems for local residents or businesses, or prejudice highway (including pedestrian) safety through increasing the likelihood of dangerous parking.

ADD TO SUPPORTING TEXT:

For information, Houses in Multiple Occupation (HMOs) with between 3 and 6 persons are in Use Class C4. Changes to the General Permitted Development Order introduced in 2015 mean that a change of use from C3 (dwellings) to C4 (and vice versa) do not require planning permission (unless 2 or more separate dwelling houses are created where there was only 1 before). HMOs with 7 or more persons, however, remain “sui generis” - in a class of their own – and all changes to that use require planning permission.”

21. For the avoidance of doubt, and to meet the requirement of The Neighbourhood Planning (General) Regulations 2012, section 15(1)(a), it is proposed that the revised Policy applies to the whole Parish, which is also the area covered by the Neighbourhood Plan as a whole, which is the neighbourhood area designated by East Staffordshire Borough Council in December 2012. The map of the neighbourhood area is reproduced below.



WHO WAS CONSULTED & RESULTS OF CONSULTATION

The issue of parking was raised by residents, local Borough and Parish Councillors over a period of time

In particular, the Parish Council canvassed residents' views at the Summer Fun Day 4th August 2017 and also at the Hub where the Parish Council hosts regular surgeries. (See para 13 above).

A) As a result, the Parish Council resolved to draft a revised Policy HE5 (see **B** above) and to consult with the community and all relevant consultees.

Consultation began on 23rd May 2018, and all consultees were allowed a minimum of 6 weeks to respond.

The Parish Council consulted with local residents via notice boards, a mail drop, consultation events, and emails to relevant bodies, businesses, community groups within and outside the Parish.

(I) Mail Drop

During May 2018 letters were hand delivered to residents living in Hunter Street, Goodman Street, Parker Street and Thornley Street.

Calls were received by from residents stating:

- (i) that there is insufficient parking [in these streets], and could some bays be introduced;
- (ii) restrict parking to 2 per household; and
- (iii) stop taxis parking in the streets and business vans.

(II) Consultation Events

The Parish Council consulted residents on the 4th August 2018 at the Fun Day held at the Carver Road Scout Hut HQ.

Some of the comments made are as follows:

- ...Too many cars*
- Streets too congested*
- Difficult for commercial and emergency vehicles to get through*
- Buses cannot get access easily*
- Too dangerous for children to play in the streets anymore...*

(III) The email was sent to the following consultees:

<ul style="list-style-type: none">• Natural England (obligatory consultee)	<ul style="list-style-type: none">• Environment Agency (obligatory consultee)
<ul style="list-style-type: none">• Historic England (obligatory consultee) (including Historic Environment Records Officer)	<ul style="list-style-type: none">• Trent and Dove Housing
<ul style="list-style-type: none">• Highways England	<ul style="list-style-type: none">• Staffordshire County Council as highways authority
<ul style="list-style-type: none">• Shobnall Parish Council	<ul style="list-style-type: none">• Outwoods Parish Council
<ul style="list-style-type: none">• Stretton Parish Council	<ul style="list-style-type: none">• East Staffordshire Borough Council Planning
<ul style="list-style-type: none">• South Derbyshire District Council	<ul style="list-style-type: none">• Staffs. Moorlands District Council
<ul style="list-style-type: none">• National Grid	<ul style="list-style-type: none">• Severn Trent Water
<ul style="list-style-type: none">• National Forest Company	<ul style="list-style-type: none">• Sport England
<ul style="list-style-type: none">• County Cllr/Borough Cllr B. Peters	<ul style="list-style-type: none">• County Cllr/Borough Cllr R. Clarke
<ul style="list-style-type: none">• Borough Cllr K. Buith	<ul style="list-style-type: none">• Borough Cllr/Parish Cllr B. Johnston
<ul style="list-style-type: none">• Borough Cllr/Parish Cllr S. Andjelkovic	<ul style="list-style-type: none">• Borough Cllr/Parish Cllr D. Florence-Jukes
<ul style="list-style-type: none">• Staffs. Wildlife Trust	<ul style="list-style-type: none">• National Trust
<ul style="list-style-type: none">• Woodland Trust	<ul style="list-style-type: none">• Network Rail

The text of the email was:

23rd May 2018

Dear Consultee

Re; PUBLIC CONSULTATION ON THE AMENDED PARKING POLICY HE5 OF THE MADE HORNINGLOW AND ETON NEIGHBOURHOOD PLAN COMMENCING

I am writing to advise you that the Horninglow and Eton amended Parking Policy HE5 of the Neighbourhood Plan has been published for consultation by Horninglow and Eton Parish Council. The draft policy has been prepared by the parish council with consultation with the steering committee.

Below is the draft amended policy:

All new developments, including extensions, change of use and multi-use occupancy in Horninglow and Eton parish must provide off street car parking provision to the following schedule:-

- A minimum of 2 parking spaces
- Provision of 1 additional parking space per additional bed space for each residential unit
- For one bedroomed affordable housing a parking standard of 1.5 parking space per dwelling shall apply

In the event of licences being requested for multi-use occupancy, 1 off street parking provision per bed must be provided

The consultation period runs from Monday 28th May 2018 - Monday 9th July 2018.

Comments by email or in writing are welcomed. Please submit all comments to clerk@horninglowandeton.co.uk or Clerk, Horninglow and Eton Parish Council, 30 Forest Edge Way, Burton on Trent, Staffordshire, DE13 0PQ

Following the consultation process on the Draft amended policy, the policy will be amended and submitted to East Staffordshire Borough Council. East Staffordshire Borough Council will then re-consult. Once any further amendments have been made the policy will be subjected to a local Referendum and then Made by the Borough Council and used to determine planning applications in the parish.

If you require any further information please contact the writer.

Yours sincerely

Kay Lear

Clerk and Proper Officer to Horninglow & Eton Parish Council

The following responses were received:

RESPONDENT	COMMENT
Shobnall Parish Council	Attention is drawn to the parking standard for one bed affordable housing of 1.5 spaces per dwelling and query whether this should be rounded up or down for the sake of practicality. (Shobnall Parish Council was asked to do this by East Staffordshire Borough Council in its Neighbourhood Plan.)
Resident 1	I am very interested to see this proposed amendment and I hope it succeeds, as it will undoubtedly clear up a problem that has become apparent since the plan was originally made. If you are successful I would hope it could be adopted in other plan areas covering the older parts of town particularly badly affected by the lack of adequate car parking. As I understand the proposal it will effectively suspend permitted development rights for the creation of HMOs and require planning consent to be sought. As always the test will be when the first application is submitted, and then tested at appeal. The other issue will be effective enforcement against rogue developers who try to get

	away with not making an application.
Cllr A	I agree with the amendments to the plan. Do you think everything has been covered by "All new developments, including extensions, change of use and multi use occupancy" There cannot be any loop holes can there?

C) Following advice, further consultees were emailed on 21st July 2018 with the proposed text of the Policy, and were given at least 6 weeks to respond. No responses have been received. The consultees were:

<ul style="list-style-type: none"> Nicholas J. Humphreys (main letting agent in Parish) 	<ul style="list-style-type: none"> Orbit Housing Association
<ul style="list-style-type: none"> Charles Dean (Steering Group member) 	<ul style="list-style-type: none"> De Ferrers College
<ul style="list-style-type: none"> Trent and Dove Housing (different contact) 	<ul style="list-style-type: none"> Vicar of St. Chad's Church, Horninglow

D) On 20th October 2018, a consultation event was held at St Chad's Community Centre, Hunter Street. This was specifically about parking issues, and the text of the proposed Policy Change was available to inspect. A summary of the issues raised is set out below:

<p>STAFFORD STREET</p> <ul style="list-style-type: none"> Build out to be introduced at junctions which lead onto Sydney Street Like what is proposed on the map at the consultation event Introduce speed humps Remove some overgrowth from the school grounds which will create some parking Change 'No parking' to 8.00 to 3.30 pm Change 'no parking' to allow parking on Bank Holidays as the school will be closed Ask if the school staff would consider car sharing as the school car park is not adequate and as such many staff park on Stafford Street
<p>HUNTER STREET</p> <ul style="list-style-type: none"> Make yellow lines shorter at the end of Hunter Street Make Hunter Street a one way all the way down the Street Make one side parking and the other one way like Osbourne Court parking layout Like what is proposed on the map When exiting Hunter Street to Horninglow Road, the tree on the right can restrict vision

- If one way extend what there is already
- Remove double yellow lines between St Chads and 3 flats
- Introduce double yellow lines at the corners
- No entry signs to be larger
- Add cameras to stop people driving the wrong way
- Taxis from Ashby and King Standing are parking in streets overnight
- Mark out parking bays
- The one way proposal on the map is the wrong way
- Parking on Hunter Street sometimes makes it difficult for people with pushchairs to get access and parents therefore have to walk on the road

SYDNEY STREET

- Introduce double yellow lines on the corner of roads
- Make one way system
- Introduce speed humps
- Can the pub on Sydney Street offer any parking
- Can parking be restricted for HMO

THORNLEY STREET

- Make whole of Thornley Street one way
- Introduce one way system for half of Thornley Street to Goodman Street
- One side parking and the other one way street
- Introduce parking bays
- Make longer, double yellow lines on the corner of streets
- Section of Thornley Street which leads to Goodman Street to be made one way
- Remember garages off Thornley Street and how to get access to them if the flow of traffic is changed
- No entry sign at corner of Thornley Street/Goodman Street
- Introduce double yellow lines on corners
- Like what is proposed
- Make No Entry signs bigger
- Add cameras to catch people driving the wrong way
- Stop cars driving on the grass verges
- Mark out parking bays
- Remove double yellow lines by junction of Goodman Street
- Introduce Parking permit, 2 car spaces per household
- Remove part of double yellow lines near to shops as part of the street is already one way street

PARKER STREET

- Like the proposal suggested on the map
- Add double yellow lines on corner of Horninglow Road and Parker Street
- Make one way – in via Horninglow Road

- One way system on the proposed map is the wrong way – we would not be able to get into our garages without illegally coming out of Parker Street
- Introduce double yellow lines on corners
- Mark out parking bays
- Proposed one way system on the map is the wrong way
- Do not make Parker Street one way

GOODMAN STREET

- One side parking only
- Surface of road needs doing

ETON CLOSE

- Encourage residents to park on their drives
- Introduce double yellow lines on the junction as you enter Eton Close

SHAKESPEARE ROAD

- Introduce 20 mph

VICTORIA CRESCENT

- Stop parking on double yellow lines

DERBY ROAD

- Businesses along Derby Road are parking on Eton Road

TENNYSON ROAD

- Stop buses going around Tennyson Road when children going to and from school, businesses are waiting 20 minutes

OTHER MATTERS RAISED

- Explore any green spaces which could be used for parking
- Pedestrian crossing is needed for Derby Road
- The bus shelter opposite Eton Road is always full of litter/there is no bin
- Can HMO's be explored in Eton
- Can landlords be put under pressure to tidy up the gardens of their rented properties
- Relook at parking time limits near to Dean and Smedley shops, could some parking be made available for properties nearby

It can be seen that HMO issues were raised several times, and that the overall concern voiced by residents and businesses was that of highway safety – whether by improved traffic management, safer parking and enforcement of parking restrictions.

All events were publicised on the Parish Council website: www.horninglowandeton.co.uk and on Facebook. Below is a screenshot from the Parish Council's Facebook page:



[Horninglow & Eton Parish Council](#) added [3 new photos](#).

20 October 2018 ·

Our consultation day is today for how we can improve traffic flow in Eton, 11am to 5pm. All residents views welcome. Asda have popped down to do crafts with the kids so feel free to bring them along.





Following advice, and consideration of the views received, the text of the proposed Policy HE5 was amended to that shown at **C** above.

With help from



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