# Appendix 8: Car Park Management Plan (version 8.0)

# St Andrew's Park Uxbridge

# Car Park Management Plan

## November 2015

### Notice

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Plan Design Enable

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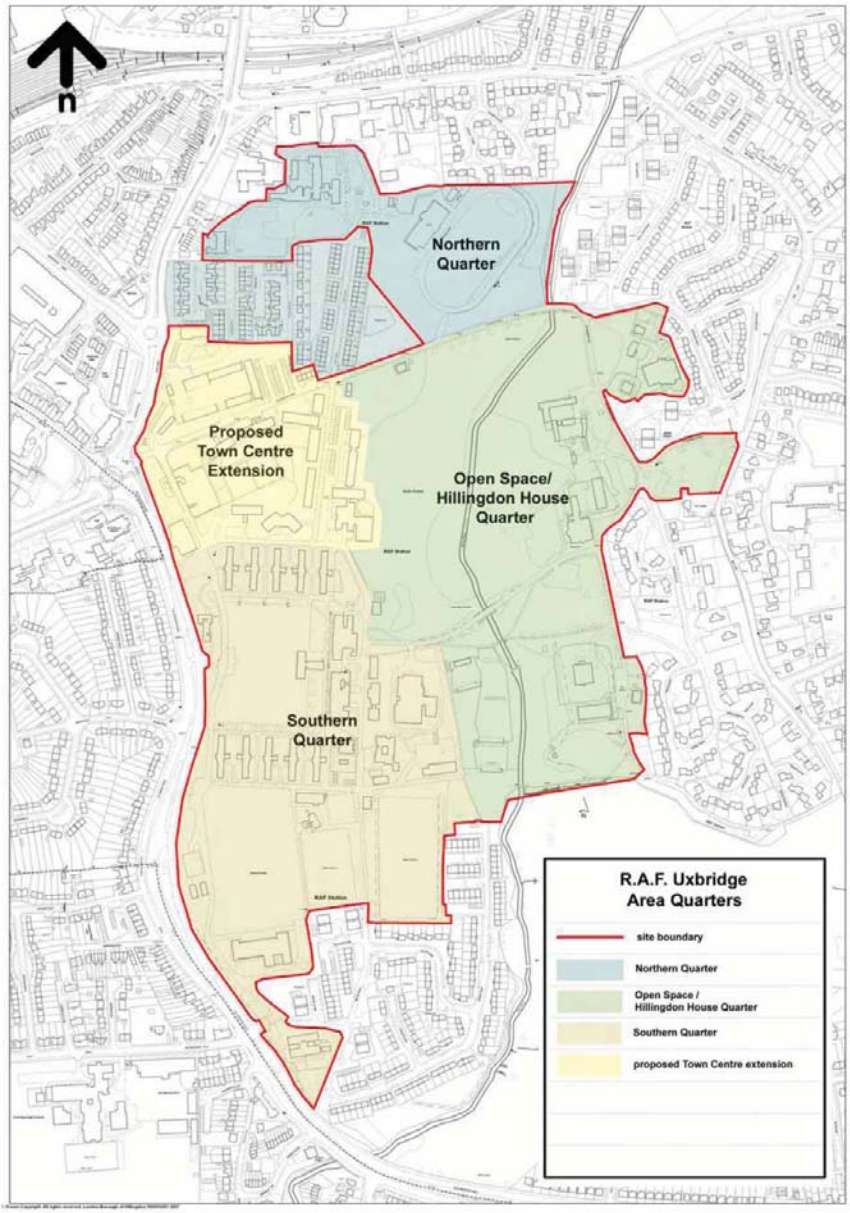
# 1. Introduction

1.1 This document provides a Car Parking Management Plan (CPMP) for the proposed masterplan of the former RAF Uxbridge site. The aim of the CPMP is to ensure that the car parking on the site operates efficiently and demand for parking does not overspill onto the wider highway network. The Car Park Management Plan is also required to satisfy Condition 43.

1.2 As part of the masterplan, the site's barracks, accommodation blocks, mess facilities, and other buildings will be converted or replaced to create a residential-led mixed use development of 1,340 new homes, a theatre, 90 room hotel, a new school as well as shops, offices and other community and recreation facilities will also be provided. Part of the site, which forms Green Belt land, would be protected through development of a new 14 hectare district park.

1.3 The development site has been categorised into 4 main quarters which are summarised below. It is envisaged that the construction of the site will be further divided into 9 phases.

**Figure 1 Quarters within the RAF Uxbridge Site**




1.4 Each quarter will have key characteristics, namely;

- The **Town Centre Extension** will provide an extension of land uses associated with Uxbridge town centre, including restaurants, retail, cafes, offices and a theatre. High density residential land use is also proposed in this area.
- The **Northern Quarter** will provide a lower density residential area and will include the new school development.
- The **Southern Quarter** will provide a mix of residential types and densities. Higher residential densities are proposed closer to Hillingdon Road to reflect the greater accessibility in this area. The street design in this area will aspire to reflect the 'Homezone' concept.
- The **Open Space Quarter** will retain and enhance the green belt in this area. Very low density residential land uses are proposed to the eastern area of this quarter to complement the surrounding residential land uses.

1.5 The Development Schedule as summarised in the Supplementary Planning Document is shown below.

**Table 1 RAF Uxbridge Development Schedule (Accommodation Schedule - Latest Revision)**

| LandUse | VSM |
|---|---|
| 1 - Bed Flat | 245 |
| 2 - Bed Flat | 536 |
| 3 - Bed Flat | 41 |
| 2 - Bed House | 2 |
| 3 - Bed House | 241 |
| 4+ Bed House | 275 |
| **Total Dwellings** | **1,340** |

| | |
|---|---|
| 3 Form Entry Primary School | 630 Pupil Places (60 Staff) |
| B1 Office | 13,860 sqm |
| Town Centre A1, A2, A3, D1, D2 Retail and Leisure (including 'assisted living' retirement home) | 6,350 sqm |
| Theatre | TBC |
| Hotel | 90 Bed |

1.6 In the development of the car parking management plan, both national and local parking policy context is provided alongside a summary of the parking strategy as set out in the Supplementary Planning Document (SPD).

1.7 As noted in the outline planning permission for the site (dated 18 January 2012), following the completion of all phases of the development, not more than a maximum of 2,099 car parking spaces (comprising not more than 450 spaces for the non-residential uses (including Assisted Living retirement home) and not more than 1,649 spaces for the residential uses) are to be provided on the site at any time.

# 2. Policy Context

2.1 The purpose of this section is to set out an overview of the planning policy framework which has informed the car parking strategy in a national and local context. Furthermore, the RAF Uxbridge Supplementary Planning Document (SPD) (2009) states that any site proposals for the site should aim to reduce reliance on the private motor vehicle in accordance with national and London Plan policy guidance.

2.2 Car parking for all uses should comply with Council's standards applicable at the time. Specifically these should be in accordance with Saved Policies AM14, AM15 and AM16 of the London Borough of Hillingdon's UDP, and also in accordance with the controls of the London Plan.

## Regional

2.3 Parking at new developments should be in line with London Plan (2015) maximum standards which reflect local circumstances and local accessibility. They should be the minimum necessary, and should consider the needs of disabled people. There should be no over-provision that could undermine sustainable modes.

2.4 The London Plan states that:

*"All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit*

*Adequate parking spaces for disabled people must be provided preferably on-site*

*20 per cent of all spaces must be for electric vehicles with an additional 20 per cent passive provision for electric vehicles in the future."*

2.5 The maximum standards for residential units, as detailed by the London Plan, are set out Table 2 overleaf.

**Table 2 London Plan Maximum Parking Standards - Residential**

| Number of Beds | 4 or more | 3 | 1-2 |
|---|---|---|---|
| Number of Cars | Up to 2 per unit | Up to 1.5 per unit | Less than 1 per unit |

2.6 The maximum standards for non-residential units, as detailed by the London Plan, are set out in Table 3 below.

| Land Use | Maximum Standard |
|---|---|
| B1 (Business) | Maximum of one parking space per 100-600sqm of gross floor area (Outer London standard) |
| A1 (Retail – town centre/ shopping mall / department store) | Maximum of one parking space per 35-50sqm of floorspace (standard for areas with PTAL rating of 4-2) |

**Table 3 London Plan Maximum Parking Standards – Non-Residential**

## Local

2.7 In order to establish the appropriate amount of car parking to be provided, planning policies (notably London Plan Policy) also require developers to take into account local circumstances in establishing appropriate levels of car parking, including Public Transport Accessibility Level (PTAL) and Car Ownership Statistics in the local area.

2.8 The site's PTAL rating has been assessed in section 4.2 of the Transport Assessment and Travel Plan (document ref. VSM/UXB/HPA/12). The analysis concluded that the north-western section of the site benefits from 'very good' accessibility. Elsewhere on the site, accessibility varies between

'good' close to Hillingdon Road and 'very poor' close to Vine Lane. TfL do not propose to re-route bus services through the development. If bus services were introduced into the site would result in an eastward migration of higher PTAL ratings.

2.9 Current Local Policy consists of saved policies from the 2007 Unitary Development Plan (UDP) and the emerging Local Plan (parts 1 & 2). Part 2 of the emerging Local Plan (currently not adopted) sets out new parking standards as detailed in table 4 below and states that:

*2.10 "Hillingdon's parking standards are based on the London Plan's with some variance to address local circumstances in terms of employment sites and residential uses. Uxbridge is a key centre for the office market in west London and more generous levels of parking are necessary in order to compete with neighbouring local authorities outside London.'*

*2.11 "The London Borough of Hillingdon seeks to restrain the use of cars by prescribing maximum levels of parking provision, whilst minimum levels are also prescribed to meet operational needs and in recognition of the relatively low level of public transport accessibility in much of the Borough compared with other Boroughs, particularly those closer to Central London."*

**Table 4 Maximum Parking Standards (UDP & emerging Local Plan)**

| Use Class | | LBH Standard (UDP) | LBH Standard (Emerging Local Plan) |
|---|---|---|---|
| A2 | Financial and Professional | 1 space per 50 sqm (minimum) | Not specified |
| A3 | Restaurants and Cafes | 1 space per 50 sqm | 1 space per 50sqm |
| A4 | Drinking Establishments | 1 space per 50 sqm | Not specified |
| A5 | Hot Food Takeaway | 1 space per 50 sqm | Not specified |
| B1a | Offices | 1 space per 100 sqm | 1 space per 100 sqm (maximum) |
| B1b/c B2 B8 | Research and development, light industry, general industry and warehousing | 2 spaces plus 1 space per 100 sqm for all floorspace in excess of 235 sqm | 2 spaces plus 1 space per 50 -100 sqm of gross floorspace |
| C3 | Flats and houses without individual curtilages with communal parking in garages or open car parking areas | 1.5 space per dwelling | 1.5 – 1 spaces per unit |
| Dwellings with curtilage parking | 2 spaces per dwelling | | 2 spaces per dwelling |
| Sheltered Housing | 1 space per 4 dwelling units, (minimum 2 spaces) plus 1 space for warden | | |

*Note that the current applicable policy is the UDP as the Local Plan is in draft and not yet adopted*

2.12 The RAF Uxbridge Supplementary Planning Document (SPD) states that:

2.13 "*10% of all parking spaces shall be provided to mobility standards and must comply with the detailed design requirements as set out in the Disability Discrimination Act 1995 and Building Regulations BS8300: 2001. Furthermore, the design of all car parks including those for people with disabilities must form an integral part of the design of the entire development, including safe and direct access to the residential units and must achieve "Secure by Design" standards and comply with the SPG on Community Safety by Design."*

2.14 *"The introduction of car clubs, facilities for electric cars and other initiatives will need to be investigated and will be expected unless proven to be unviable."*

# 3. Car Parking Strategy

3.1 The Car Parking Strategy for the development, as summarised in the SPD, should:

- encourage sustainable forms of transport - *Space for six car club bays are provided on site to encourage sustainable transport*
- provide an appropriate sustainable standard - *A sustainable standard was agreed within the planning application (a maximum of 450 parking spaces for non-residential uses and 1,649 for residential)*
- create safe and attractive streets with the integration of parking into the proposed environment without compromising the urban design or architectural solutions; and use land efficiently - *Car parking is provided on site as detailed in the design code; see section 3.3 for further information)*
- Accommodate parking associated with offices in town centre fringe locations, solely for their use.
- Remaining parking provision should be shared for other uses in the town centre extension.

3.2 The Design Code (document ref. VSM/UXB/HPA/7.1) reflects the aspirations for the different parts of the site and sets out the principles that should be followed in the provision of car parking across the site. Car parking will provided in four forms:

- **On plot parking** - This includes garaged parking and uncovered spaces within front gardens. Where parking is provided on plot it will comply with Lifetime Home standards;
- **On street parking** - This will need to be carefully designed within the street, on primary streets parallel parking should be included. Other streets, particularly shared surfaces, should include perpendicular parking, to provide sufficient parking space per unit. On street parking should be clearly marked within the street to avoid cars parking in undesignated areas. The detailed landscape of the scheme will need to ensure it is not possible for cars to be left in undesignated areas (see 3.3 below).
- **Rear parking courts** - Parking courts are introduced as a limited third option for the development, where possible on plot and on street parking should be used as a priority. Rear parking courts are most appropriate to create secure spaces where properties will not be able to have direct views of their car within the street, this is most apparent along the primary street, where parallel parking is used and along the park edge crescents, which have no road against the park.
- **Basement and semi basement parking** - With the higher density development in the town centre extension area are a number of basement and semi basement parking spaces. Where possible these should be created as semi basements so they can easily provide natural ventilation to the space. Within the most heavily used blocks it may not be possible to provide naturally ventilated spaces.

3.3 The strategic north-south road on the site would be transferred to LBH as an adopted road. Following discussions with the London Borough of Hillingdon (LBH), on-street parking on roads to be adopted by LBH has been removed and will now be incorporated within the other three parking types. The exception is the section through the town centre extension, where some parallel parking will be provided.

## Visitor Parking

3.4 In addition to the designated resident/operational car parking spaces, a proportion of on-street parking provision will be made available for visitors; this will only be on private roads and not on roads adopted by the London Borough of Hillingdon.

3.5 In residential areas, after the allocation of resident parking to the required standards, it is recommended that the remainder of spaces be allocated as 'visitor parking'. For management purposes, it is recommended that a visitor permit scheme be developed across the site.

## Disabled Parking

3.6 To ensure that the development incorporates inclusive access principles, it will include the following:

- 10% of all non-residential parking spaces shall be provided for disability parking;
- All accessible housing units will be allocated a disabled parking bay within close proximity of the dwelling;
- Parking bays must be provided to mobility standards and must comply with the detailed design requirements as set out in the Disability Discrimination Act 1995 and Building Regulations BS8300: 2001. Where disabled parking is provided on plot, it will comply with Lifetime Homes standards; and

In accordance to the Outline Planning Permission (January 2012) disabled parking bays shall be a minimum of 4.8m long by 3.6m wide, or at least 3.0m wide where two adjacent bays may share an unloading area and which shall be cited in close proximity to the entrances they serve.

## Electric Vehicles

3.7 All on-plot car parking areas will benefit from mains servicing to enable charging points for electric vehicles to be fitted in response to occupier/developer demand and to encourage the take-up of electric vehicles.

- Charging points should be capable of charging multiple vehicles simultaneously and shall be provided for at least 20 percent (20%) of car parking spaces in each phase as well an additional 20% passive provision for residential parking and additional 10% passive provision for non-residential parking.
- All car parking spaces are to be designed to be able to be easily fitted with an electric vehicle charging point in the future, the allocation and designation of car parking spaces to both the non-residential and residential uses approved on the site (including plans showing the location of allocated car parking spaces, dedicated to each unit),

## Car Clubs

3.8 In accordance with the Outline Planning Permission Submission (January 2012) there will be an allocation of six spaces designated for car club operators.

3.9 As noted in the DfT "Parking Research Review of Car Clubs" it is important that car clubs are planned into a new residential development at the beginning so that they are put in 'prime spots' rather than as an after-thought.

3.10 Research undertaken by CarPlus states that for a car club to work well in a new development it needs to have a high density of residents and preferably mixed-use units to provide a complement of day time business use and out of hours residents use. Similarly, membership of the car club will be maximised if the scheme is available from when the first residents move in.

3.11 CarPlus' research into maximising car club's attractiveness found that "*there is no minimum number of units to support a car station if the development is within a wider car club scheme. Stand alone*

*car clubs within a single development are not ideal, but could be possible with a development of 250 units or more. It is still worth considering a car club for smaller developments though as there may be plans in neighbouring sites or streets which could tie in at a later date".*

3.12 Hertz-On-Demand recommend that car spaces be dispersed across the site to maximise potential use. It was suggested that if six car spaces are planned that they be distributed in pairs or split into two groups of three. Close proximity to public transport and other pedestrian attractions would be encouraged.

3.13 Furthermore, Hertz-On-Demand Car Club and City Car Club offer existing car club locations within 5 miles of the site.

3.14 For non-residential units, a company could make its own fleet of pool cars available for staff use which would help reduce the demand for parking. This would need to be developed as part of the Travel Plan.

3.15 In summary, the development of a Travel Plan will help support the viability of a car club as it will allow the scheme to be supported by attractive public transport and will encourage walking and cycling.

3.16 Discussions with car club providers are currently on-going. Car club facilities as described above will be available during the relevant development phases.

## Potential Travel Plan Measures

3.17 To further reduce the demand for parking within the site and to encourage the use of more sustainable alternative transport modes there are several measures which could be explored as a part of the Travel Plan. These include:

### (Non-Residential) Employee Car Sharing

3.18 Car sharing priority parking bays could be introduced to offices and non-residential parking areas. In general, car sharing is especially suited to more 'isolated 'locations or organisations where lots of workers arrive/depart outside normal public transport operation times.

### (Non-Residential) Employee Shuttle Bus

3.19 Organisations may set up a staff shuttle bus allowing for people in the local area to arrive at the site via public transport and therefore reducing the potential demand for car parking on site.

### Parking "green days"

3.20 Organisations may encourage employees to commit to parking "green days" in which alternative forms of transport are encouraged as opposed to driving to work.

# 4. Car Parking Provision

4.1 As noted in the outline planning permission for the site (dated 18 January 2012), following completion of all phases of development, not more than a maximum of **2,099 car parking spaces** [comprising not more than **450 spaces for the non-residential uses** (including Assisted Living retirement home) and not more than **1,649 spaces for the residential uses**] are to be provided on the site at any time.

4.2 Each individual residential dwelling (excluding the assisted living retirement village) to be allocated as follows:

- 3, 4 and 5 bedroom dwellings are allocated 2 car parking spaces each;
- 2 bedroom houses and 3 bedroom flats are to be allocated at least 1 car parking space each and at a maximum rate of 2 car parking spaces;
- All 2 bedroom flats are to be allocated a maximum of 1 car parking space;
- 1 bed units to be allocated the remainder of spaces.

**Table 5 Parking Schedule from Accommodation Schedule (Latest revision)**

| | Car Parking | | |
|---|---|---|---|
| | Non - Residential | Residential | Total |
| Town Centre Extension Area | 287 | 473 | 760 |
| Parade Ground | 16 | 330 | 346 |
| Southern Area | - | 601 | 601 |
| Eastern Area | - | 112 | 112 |
| Northern Area | 60 | 133 | 193 |
| Hillingdon House | 55 | - | 55 |
| Other sites (Autovon Bunker, Bunker, Building 76 and Standby Set House) | 12 | - | 12 |
| **Total:** | **430** | **1,649** | **2,079** |

**Table 6 Commercial Parking Schedule Breakdown (Accommodation Schedule - Latest revision)**

| Proposed Development | LBH Standards | **Number of Car Parking Spaces** |
|---|---|---|
| **Town Centre Extension Area** | | |
| D1/D2 Cinema building | On an individual basis (London Plan) | 3 |
| B1 Office | 1 space per 100 sqm | 144 |
| Convenience Store and smaller units | A1 – between 1 space per 15 sqm and 75 sqm depending on retail format and PTAL<br>A2/A3/A4/A5 – 1 space per 50 sqm | 121 |
| Theatre + cafe/ restaurant | On an individual basis (London Plan) | |
| B1 (A1/A2) | 1 space per 100 sqm | |
| 90 bed hotel | 1 space per bedroom for hotels on key arterial roads outside central locations | 19 |
| Pavilion Café | 1 space per 50 sqm | |
| **Parade Ground** | | |
| D1 – 2x GP surgery | On an individual basis (London Plan) | 12 |
| A1/A2 – shop | A1 – between 1 space per 15sqm and 75sqm depending on retail format and PTAL A2 – 1 space per 50sqm | 4 |
| **Northern Area** | | |
| School | On an individual basis (London Plan) | 60 |
| **Hillingdon House** | | |
| A3 Restaurant | 1 space per 50 sqm | 55 |
| B1a Office | 1 space per 100 sqm | - |
| **Other Sites** | | |
| By stand by set house | Existing | 12 |
| Autovon Bunker, Bunker, Building 76 | - | - |
| **Total** | | **430** |

# 5. Car Parking Management

5.1 This section describes the measures which will be taken to manage the car parking strategy effectively.

## Allocation of Residential parking

5.2 All residential car parking within the site will be allocated to individual dwellings.

5.3 The car parking space allocation to residential dwellings shall be dedicated to the sole use of the occupiers of the dwelling to which each space has been allocated. Thereafter, the location, allocation and dedication of car parking spaces shall be retained and maintained in accordance with the approved details for so long as the development remains in existence, unless consent to any variation is first obtained in writing from the London Borough of Hillingdon.

## Allocation of Non-Residential parking

5.4 For non-residential uses it is assumed that each land use will be allocated a number of spaces and this will be split for each unit based on the gross floor area of the unit.

5.5 In the Town Centre Expansion area. The commercial areas will have parking provided for their sole use. The remaining parking could be shared with other uses in the town centre extension.

5.6 If demand for parking at the site becomes an operational issue, it is recommended that a 'needs-based' system for staff parking is introduced. This will need to be developed within the Travel Plan but may include a permit system for staff wishing to use the car parking facilities.

5.7 Any staff wishing to apply to such a permit system could complete an application form which would help better prioritise allocation. Such factors might include:

- Place of residence;
- Job title and department;
- Use of car for business purposes;
- Current mode of travel to work;
- Health or disability issues; and
- Other personal circumstances e.g. childcare arrangements which impact on mode and/ or timing of travel to and/ or from work.

5.8 Individual applications would then be considered for a permit by applying scoring systems based on set criteria. A weighting system could be applied to reflect the fact that some criteria should be more influential in determining need for a permit (therefore are assigned a greater number of maximum points). This system is indicative only and would need to be further refined should the need arise.

5.9 It is however recognised that in order to do this, a number of operational changes would need to be introduced including implementing a system to restrict access to the car park such as barrier control, separation of staff and visitor parking spaces and a staff resource to oversee, implement and update the system as necessary.

## Parking Charges

5.10 A mixture of prohibited parking and restricted parking (Mon – Sat 8:00am to 6:30pm) is proposed along the adopted roads. The London Borough of Hillingdon would be responsible for the management of this.

## Management

5.11 The strategic north-south road and the school access road on the site will be transferred to LBH (as the local highway authority) for adoption.

5.12 The remaining (non-adopted) roads would be maintained and managed by the on-site Estate Management Company who would implement and enforce car parking controls. (Refer to Outline Estate Management Strategy VSM/UXB/HPA/16/16.1)

5.13 Car parking management will be put in place on the site due to the location of the town centre and public transport facilities.

## Car Parking Policy and Enforcement

5.14 A car parking policy will be developed which sets out the terms of use for staff and visitors to the site. It is important that the car parking policy is enforced in order to be effective. Measures should be taken to prevent inappropriate parking or abuse of the car park such as:

- Parking outside of designated parking bays e.g. double parking;
- Blocking access points (both to the building and the access point to the car park); and
- Inappropriate use of disabled parking bays.

5.15 Enforcement measures should be implemented for re-offending rule breakers such as banning the use of the car park.

## Travel Plan/s

5.16 A comprehensive Travel Plan should be developed, for each major non-residential land use, to minimise the impact of the trips generated by the proposed RAF Uxbridge redevelopment. Key measures which will support the reduction in trips to the site include:

- Promoting car sharing by offering incentives such as preferential parking spaces for car sharers; and,
- Provision of public transport information and provision of discounts on public transport season tickets.

5.17 A Travel Plan should be also be developed for residential land uses to support the reduction of car trips to the site.

# 6. Monitoring Strategy

## Monitoring the operation of parking

6.1 With the exception of the strategic north-south road through the site and the school access road, which will be adopted by the London Borough of Hillingdon as the Local Highway Authority, all remaining estate roads within the site will be managed by the Estate Management Company.

6.2 It is important that the operation of the car parking across the site is carefully monitored in order to understand the adequacy.

6.3 It is important that the parking is monitored in order to understand the demand across the site so that appropriate actions can be taken to manage the demand if it is shown to be over utilised. The following indicators will be used in order to determine the adequacy parking facilities.

**Patrols**

6.4 Details of the numbers of utilised/vacant parking spaces may need to be recorded at regular intervals to understand the level of demand for parking at the site. This might be undertaken by a

patrol to understand the utilisation of the commercial parking facilities to understand the average utilisation rates. It is recommended that measures be taken so that patrols are taken on a weekly basis for the first three months of the opening of a development phase in order that usage can be carefully monitored to begin with. After the three month period and providing that there are no outstanding issues, the frequency of the patrols could be relaxed.

**Visitor demand**

6.5 It is recommended that demand for visitor car parking should be monitored in order to understand the adequacy of the provision. It is advised that visitor parking is monitored in a similar way to commercial parking which may include regular patrols to understand utilisation rates.

**Complaints**

6.6 The number of complaints received from members of the public, visitors or staff will be recorded as well as the responses provided and the course of action that resulted from the complaint.

## Travel Plan/s Monitoring

6.7 Travel planning will play a role in the monitoring of commercial parking through modal share and attitudinal results relating to the use of parking. The Travel Plan/s should commit to undertaking travel surveys on an annual basis, the data collected as part of this will be used to understand the implications for the car parking. This includes:

- **Mode share data**: This will be used to understand the proportion of staff travelling to work by car and to identify the proportion of car sharers for commercial land uses. Comparisons of annual changes of the recorded mode share of both sole occupancy and car sharing will be used; and
- **Dedicated section of staff travel survey to discuss car parking**: It is important that as part of the staff travel survey, questions are included in relation to car parking. In particular, considerations such as difficulty in parking, willingness to car share and understanding where staff are parking.

## Operational Monitoring Meetings

6.8 The development of a car parking management plan focuses on the predicted demand for parking across the site and therefore the level of parking provision. It is recognised that in practice this may differ from the assumptions laid out and therefore it is important that shortly after the opening of a development phase of the masterplan, a review is undertaken to identify any issues which may need to be addressed and the CPMP is updated by the developer. The revised CPMP will then be issued to the London Borough of Hillingdon.

6.9 In addition, regular meetings should be held to discuss operational issues related to parking across the site. These should involve key stakeholders including the Estate Management Company, residents and, if necessary, the London Borough of Hillingdon. This could perhaps be incorporated on the agenda of meetings in relation to the site Travel Plan/s.