



**WATERLOOVILLE LEISURE CENTRE
WATERLOOVILLE
OVER FLOW CAR PARK**

Abridged Transport Statement

Client: Horizon Leisure Centre

**Report No. 15-215-01
August 2015**

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Client: Horizon Leisure Centre**

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- Appendix D Photographs of Disabled Spaces - 7th and 8th of August 2015

1.0 INTRODUCTION

- 1.1 This report has been prepared by Odyssey Markides on behalf of Horizon Leisure Centre. It provides an abridged transport statement on the implications of a planning condition that requires additional parking spaces for use by blue badge holders only (disabled parking spaces). The parking spaces are part of a temporary planning permission for additional over flow parking at WaterlooVille Leisure Centre granted under planning reference APP/15/00516.
- 1.2 This report also considers the long term proposals for the WaterlooVille Leisure Centre and the need to provide adequately for the mobility impaired without overprovision. The report also considers a suitable level of planning controls for an established activity run by a trusted operator.
- 1.3 The format of this report acknowledges that the broader transport policies and issues have already been considered and determined as part of the above temporary permission for the over flow car park. This statement therefore focuses on the issues associated with the availability of disabled parking spaces.

Scope of Statement

- 1.4 Following this introduction, **Section 2.0** of this report sets out the relevant background to the planning permission for the over flow car park at WaterlooVille Swimming Pool, Waterbury Drive, WaterlooVille. **Section 3.0** reviews relevant policy matters. **Section 4.0** reviews the existing parking demand as established by independent parking survey whilst **Section 5.0** considers the future demand for parking and **Section 6.0** provides a summary, conclusions and a recommendation.

2.0 BACKGROUND

2.1 Waterloo Leisure Centre is a popular, well used local leisure facility providing a worthwhile service beneficial to the health and wellbeing of the local community. The Leisure Centre car park frequently becomes full especially during special events such as swimming galas and this may result in visitors choosing to park on the nearby highway.

2.2 Temporary planning permission has been granted for an over flow car park by means of permission APP/15/00516 and this provided approximately 40 additional car parking spaces. This brought the total number of parking spaces to 183.

An “As Built” plan, referenced **pdp architecture llp drawing 27921-WD-104 revision F** can be found at **Appendix A**.

2.3 During the planning consultation process the Highways office sought 6% of the new total number of parking spaces to be provided as disabled spaces however the policy standard is only 5%. To compound this error, 6% of 183 parking spaces is only 10.98, (11 disabled parking spaces) however a total of 12 disabled parking spaces were requested.

2.4 Later in this report it is noted that the applicable percentage of disabled parking spaces be 5% and not 6%. Also, the 5% ratio is applied to new and permanent development proposals whose occupants, details, use and demands are uncertain. This is opposed to an established operation with an experienced and knowledgeable operator in an informal partnership with the local authority.

2.5 The operator of the established leisure centre has considerable experience in managing the car park and responded during the planning process. The operator advised that the existing disabled parking bays were frequently unused and that 12 disabled spaces were excessive.

- 2.6 The highway office's request was however reflected by the planning office within the permission. Planning condition 2 of APP/15/00516 requires 12 disabled parking spaces to be provided within a short time of approval or completion.
- 2.7 The temporary nature of the permission allows for a future review if an extension to the permission is sought. Also, the additional disabled parking spaces are available at all times yet the over flow car park is only in use during special events and therefore the ratio is further distorted. This condition did however enable this matter to be reviewed within that limited timeframe.

3.0 POLICY MATTERS

- 3.1 As already noted, the principles of providing the over flow car park have been established by the granting of permission APP/15/00516. This report therefore only reviews the policy considerations relevant to the use of the new parking spaces for the duration of the temporary permission.

National Policy

National Planning Policy Framework (NPPF)

- 3.2 The Government's National Planning Policy Framework (NPPF) was adopted in March 2012 and supersedes Planning Policy Statements (PPS) and Planning Policy Guidance (PPG). The NPPF provides the framework for national transport policy, how such policy is expected to be applied and places a greater focus on economic, social and environmental aspects of each scheme as well as on sustainability.
- 3.3 Of particular relevance to the use of the new parking spaces is the emphasis within the NPPF on making good use of existing sites and on economic viability.

Local Policy

Havant Borough Council Core Strategy Local Development Framework, March 2011

- 3.4 The Havant Borough Council Core Strategy Local Development Framework March 2011 provides spatial policies, development management policies and site allocations to guide and manage development in the borough. Within its Core Policies is **Policy DM14** and this provides guidance on **Car and Cycle Parking in Development (excluding residential)**. **Appendix 5 of the Havant Core Policies provides direction on parking standards for non-residential development.**

- 3.5 Within Appendix 5 is Table 6 and this provides the maximum parking ratios for new leisure development. Table A provides direction on the percentage of parking space for people with disabilities, that being 5%.
- 3.6 The above percentage is smaller than that which seems to have been applied as part of the determination of APP/15/00516 and instead 6% has been applied, which appears to have been a simple error but one that has resulted in a requirement for additional parking spaces over and above both policy and operational requirements.
- 3.7 Also, the Core Policy document acknowledges that the car parking ratios within Appendix 5 are founded on outdated work and should be replaced by a more current planning document.
- 3.8 A Draft Parking Supplementary Planning Document April 2015 (Draft Parking SPD) is currently the subject of a public consultation exercise. It should be noted that whilst the Draft Parking SPD for consultation is dated April 2015 it appears to have only been available for comment since 10th July 2015 and in planning policy terms is of very limited weight. Nonetheless the Draft Parking SPD for consultation together with the current policies can be seen to show the long term approach to parking for new development.
- 3.9 Within the Draft Parking SPD for consultation Table 8 provides direction on the parking ratios for new leisure development and on the percentage thereof of Disabled users car parking space, that being 5%. Again, this is lower than the percentage that appears to have been applied in the determination of APP/15/00516.
- 3.10 Applying 6% provision to a base of 183 suggests an ideal provision of 10.98, (11 disabled parking spaces). Applying what is the correct ratio of 5% provision to a base of 183 suggests a provision of 9 disabled parking spaces only.
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- 3.11 The current provision of 10 disabled parking spaces would appear to both exceed the policy standard ratio of 5% and exceed the existing demand for disabled parking spaces, which at its exceptional maximum is only 9 and more typically 5 disabled spaces would be adequate. (The matter of the existing demand for parking space and the results of parking surveys are identified in more detail later in this report.)

Hampshire County Council Highway Authority's Requirements

TA 5/95 Parking for Disabled People and Hampshire's 2002 Parking Standards

- 3.12 Havant's planning office were contacted to discuss the correct application of policy standards and the highway office's request. It is understood that the 6% was mistakenly quoted and the explanation provided was that the document TA 5/95 Parking for Disabled People sought 6% and that percentage was therefore sought by Hampshire as the Highway Authority. It was further suggested that this document be applied above any local planning policies.
- 3.13 To refer to its proper title, *Traffic Advisory Leaflet 5/95 Parking for Disabled People* was published by the Department of Transport in 1995. At that time the leaflet provided broad, generic national advice as to the issues to be considered when designing car parking for people with mobility impairments and was intended for the traffic engineering profession as well as the interested lay person. It states:
- "This leaflet gives advice to local authorities and car park owners and operators."*
- 3.14 As well as being in excess of twenty years old, the leaflet was not intended for those making planning decisions and has no relevance or weight in balancing planning issues.

- 3.15 Hampshire do publish on their website parking standards dated 2002 for non-residential uses under the heading “Highway development management.”

- 3.16 The Hampshire web page: <http://www3.hants.gov.uk/highways-development-planning/hdp-parking-policies/2002-parking-standards/parking-standards-appendix-one.htm>

The guidance to the local planning authorities within the county as published by Hampshire clearly refers to 5% for Leisure uses.

- 3.17 Since 2002 the Local Development Framework approach and local detailed development management policies provide guidance on these matters, all of which are consistent at 5% and are quoted in the reasons for the planning decision.

Comment on the Application of Policies

- 3.18 The NPPF seeks to place a greater emphasis on supporting economic growth in balance with matters such sustainability and reducing the burden of the planning process. Given that the issue in question is not the overall number of car parking spaces but the allocation of these parking spaces, it may have been appropriate to give greater weight to the judgement and experience of the operator who ultimately wishes to meet the reasonable needs of all visitors.
- 3.19 The established and emerging policies relating to car parking provision provide direction for developers when submitting new proposals. At the submission stage in the planning process there are a number of uncertainties. The details of development may not be established, the future operator may not be in place, the actual activities within the broad land use class may be uncertain, and the travel behaviours and the likely demand on facilities may be difficult to predict. For these reasons simple percentages are often applied for both simplicity as well as consistency.

- 3.20 Additionally, planning guidance is in place to direct development proposals that may have a lifespan of many decades and therefore increasing uncertainty. Broad assumptions and broad provisions are reasonable for new, long term development.
- 3.21 By contrast to the uncertainties associated with unknown development there is a level of certainty in respect of the demand for disabled parking spaces at the Waterloo Leisure Centre. The applicant has the benefit of detailed knowledge of the current use, operations and demands.
- 3.22 The temporary planning permission APP/15/00516 (Proposed over flow car park) ceases on 1st July 2020, a broad duration of less than five years. Should any application be submitted seeking to extend the use of the temporary over flow car park then the number of disabled parking spaces can be reviewed at that time. As well as the knowledge of the operator, the future opportunities for the planning office to directly control the parking provision should be of reassurance.

4.0 CURRENT PARKING DEMAND

- 4.1 As part of planning application APP/15/00516 44 additional parking spaces were proposed. This brought the total number of car parking spaces to 183 and as mentioned earlier in this report, 10 of these parking spaces have been provided as disabled spaces, which the applicant considers to be a very generous level.
- 4.2 Parking surveys were carried out by an independent survey company on Monday 20th July 2015 and a copy of the parking survey results are provided at **Appendix B** of this report. *(It should be noted that the number of parked cars recorded includes staff and service vehicles.)*
- 4.3 The parking survey results show that the demands for parking reach a peak in mid-morning (approximately at 10:00) and again at in the late evening (approximately at 19:00). The demands for parking in the disabled spaces peak at similar times, with the morning peak at 12:00 (noon) and the evening peak at 19:00.
- 4.4 Parking occupancy reached their highest levels during the evening peak with 9 disabled parking spaces occupied. Outside of this single hour the demand for disabled parking spaces was consistent and for the hours either side of the evening peak only 2 disabled parking spaces were required suggesting that this was an exceptionally high demand.
- 4.5 To further explore this unusual level of demand, a series of further parking surveys were carried out by the Leisure Centre to cover the time of peak demand, namely from 18:00 to 19:00. These surveys showed a peak demand for disabled parking spaces of 5 with a trend figure of 0 to 2 cars parked in the disabled space, the remainder being unoccupied. This is consistent with the experience of the operator.

A copy of the Leisure Centre's parking surveys are provided at **Appendix C**.

- 4.6 Photographs were also taken on 7th and 8th of August 2015 to substantiate the Leisure Centre's parking surveys and a copy of the photographs provided by the Leisure Centre are at **Appendix D**.
- 4.7 The parking surveys demonstrate that the current level of disabled parking space adequately provides for the maximum demand for these spaces and that there is a surplus of unused disabled parking capacity at all other times of the day.
- 4.8 In summary, the parking survey results show that the maximum demand for disabled parking was generally 5 spaces and exceptionally was 9 spaces. For the majority of the day the demand for disabled spaces was considerably lower.
- 4.9 The additional disabled spaces sought via the planning process do not appear to be necessary either in terms of compliance with policy as identified earlier in this report or with actual need as identified by survey.

5.0 FUTURE DEMAND FOR PARKING

- 5.1 Outline permission has been given for a new sports hall granted under planning reference APP/14/00024. Not only are details of the parking provision reserved but the overall parking provision will need to be amended as the new sports hall will displace some of the existing parking spaces including the temporary over flow car park.
- 5.2 The addition of a new sports hall will be of benefit to the local community and provide desirable additional leisure facilities. The redevelopment of part of the site will also provide an opportunity to ensure the level of parking provision better meets the demands of the local community including the mobility impaired.
- 5.3 It is worthwhile reiterating that planning permission APP/15/00516 for the over flow car park is temporary and will cease in under five years. This provides a level of planning control over the matter of provision of disabled parking space the opportunity to ensure the appropriate level is in place.
- 5.4 The outline planning permission for the new sports hall, APP/14/00024, has the typical conditions relating to the duration of the permission, two years for commencement and three years for the approval of reserved matters. Pragmatically, it is assumed that if this permission approached expiration then the matters of principle would still be agreed and the permission could be renewed. Nonetheless, again there are ample opportunities for the detail of the parking layout to be scrutinised and this should be of reassurance to the planning authority.

- 5.5 Parking surveys have established that only 5 disabled spaces are a suitable level of provision. A review of the Council's parking standards have identified that the planning standards have both incorrectly and inappropriately applied for a temporary permission for an over flow car park.
- 5.6 The above may warrant challenging planning condition 2 of APP/15/00516 for the over flow car park however the operator is mindful of the need to change the overall layout of the car park in the near future and would like to work with the planning office.
- 5.7 Also, the operator is wishing to promote a collaborative working relationship with the planning office and is hopeful that future decisions will better take into account the established parking patterns and behaviours.
- 5.8 The various options for the parking arrangements have been discussed with a member of Havant's planning office and they have indicated that they may entertain the option of shared use parking bays. This would however involve changing the existing system of signs.
- 5.9 The car park is currently laid out for 10 disabled spaces and rather than challenge the basis of planning condition 2 of APP/15/00516 the operator of the Leisure Centre seeks to maintain the 10 disabled spaces currently marked and signed. This is on the understanding that it is fully accepted that this level is currently an overprovision both in terms of the policy standard and in terms of actual demand.

6.0 SUMMARY, CONCLUSIONS AND RECOMMENDATION

- 6.1 Temporary planning permission has been granted for an over flow car park by means of planning, planning reference number APP/15/00516. This provides approximately 40 additional car parking spaces within an over flow car park, bringing the total number of parking spaces to 183. 10 disabled parking spaces have been initially provided with a further 2 required by condition bringing the total to 12 disabled parking spaces to be provided.
- 6.2 At the application stage the established operator of the leisure centre advised that the existing disabled parking bays were frequently unused and in the operator's judgement 12 was excessive and that a lower number would be appropriate given the pressures on parking.
- 6.3 A review of the current and emerging parking standards for new development confirms that the appropriate percentage is 5%. It appears that these standards were misread and instead 6% has been applied by the local planning authority.
- 6.4 Based on a total of 183 spaces and the application of 5% ratio the suggested number of disabled parking spaces should be 9.
- 6.5 An independent parking demand survey was sought and this has been undertaken. The results of this survey shows that at exceptional peak demand no more than 9 disabled parking spaces are required. Further parking surveys were carried out every day for a week and these showed that no more than 5 disabled spaces were required.
- 6.6 At present there are 10 disabled parking spaces provided following the granting of temporary planning permission. The number of disabled parking spaces exceeds the number indicated by policy guidance for new developments and exceeds the number being required as identified by parking surveys.
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- 6.7 It is noted that the planning permission for the over flow car park is temporary and has an expiration date within five years. The permission for the new sports hall also has the usual time constraints. These provide the Planning Authority with a number of opportunities to ensure the parking provision is appropriate and makes good use of the operator's knowledge and experience.
- 6.8 It is recommended, as a non-material amendment, that planning condition 2 of APP/15/00516 be amended to require only 10 disabled spaces, in keeping with the requirements of Havant's adopted and emerging policies.

Appendix B - Parking Surveys 20th July 2015

DATE : MONDAY 20TH JULY 2015

LOCATION :WATERLOOVILLE LEISURE CENTRE, WATERLOOVILLE, HAMPSHIRE

	WATERLOOVILLE LEISURE							
	GENERAL BAYS		DISABLED BAYS		STAFF BAYS		COACH BAYS	
	PARKED	EMPTY BAYS	PARKED	EMPTY BAYS	PARKED	EMPTY BAYS	PARKED	EMPTY BAYS
06:30	38	97	1	9	3	33	0	1
07:00	53	82	1	9	3	33	0	1
08:00	67	68	5	5	10	26	0	1
09:00	73	62	3	7	23	13	0	1
10:00	135	0	3	7	33	3	0	1
11:00	112	23	4	6	28	8	0	1
12:00	114	21	6	4	28	8	0	1
13:00	94	41	1	9	29	7	0	1
14:00	71	64	3	7	26	10	0	1
15:00	68	67	2	8	20	16	0	1
16:00	69	66	2	8	25	11	0	1
17:00	103	32	1	9	28	8	0	1
18:00	122	13	2	8	25	11	0	1
19:00	131	4	9	1	25	11	0	1
20:00	118	17	2	8	23	13	0	1
21:00	76	59	1	9	1	35	0	1
22:00	14	121	0	10	6	30	0	1
22:30	4	131	0	10	4	32	0	1

Appendix C – Leisure Centre's Parking Surveys 5^h to 12th August 2015

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Disabled Spaces Demand Survey
Record SheetSurvey of Existing Ten Disabled Spaces
Underlaken by Waterloo Leisure Centre Staff

Day of the Week and Time	Number of Cars (with Blue Badges) in Disabled Spaces	Number of Cars (without Blue Badges) in Disabled Spaces	
Monday	/	/	/
6pm	/	/	/
7pm	/	/	/
8pm	/	/	/
Tuesday	/	/	/
6pm	/	/	/
7pm	/	/	/
8pm	/	/	/
Wednesday			
6pm	2	1	
7pm	2	1	Signed: <i>[Signature]</i>
8pm	2	1	Dated: 6/8/15
Thursday			
6pm	0	0	
7pm	0	1	Signed: <i>[Signature]</i>
8pm	0	0	Dated: 6/8/15
Friday			
6pm	0	0	
7pm	0	0	Signed: <i>[Signature]</i>
8pm	0	2	Dated: 7/8/15
Saturday			
6pm	0	0	
7pm	0	0	Signed: <i>[Signature]</i>
8pm	0	0	Dated: 8/8/15
Sunday			
6pm	0	0	
7pm	0	0	Signed: <i>[Signature]</i>
8pm	0	0	Dated: 9/8/15

Jenny. Barnett.



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Disabled Spaces Demand Survey
Record Sheet

Survey of Existing Ten Disabled Spaces
Undertaken by Waterloo Leisure Centre Staff

Day of the Week and Time	Number of Cars (with Blue Badges) in Disabled Spaces	Number of Cars (without Blue Badges) in Disabled Spaces	
Monday			
6pm	4	1	
7pm	5	5	Signed: <i>RMC/EM</i>
8pm	2	2	Dated: 10/8/15
Tuesday			
6pm	0	1	
7pm	2	1	Signed: <i>EM</i>
8pm	2		Dated: 11/8/15
Wednesday			
6pm	1	1	
7pm	2	1	Signed: <i>EM</i>
8pm	2	1	Dated: 12/8/15
Thursday			
6pm			
7pm			Signed:
8pm			Dated: 13/8/15
Friday			
6pm			
7pm			Signed:
8pm			Dated: 14/8/15
Saturday			
6pm			
7pm			Signed:
8pm			Dated:
Sunday			
6pm			
7pm			Signed:
8pm			Dated:

Appendix D – Photographs of Disabled Spaces 7th and 8th August 2015

7th August 2015

18:00



19:00



20:00



8th August 2015

18:00



19:00



20:00

