

NON-EXEMPT

HAVANT BOROUGH COUNCIL

Operations and Place Shaping Board

15 JULY 2019

PARKING SUPPLEMENTARY PLANNING DOCUMENT: TARGETED REVIEW REGARDING PARKING ASSOCIATED WITH NEW DEVELOPMENT IN HAVANT AND WATERLOOVILLE TOWN CENTRES
David Hayward (Planning Policy Manager)

INFORMATION

Portfolio: Cabinet Lead for Planning, Regeneration and Communities

Executive Director: Director of Regeneration and Place (Simon Jenkins)

Key Decision: Yes

1 Purpose of Report

- 1.1. This report is to give the Operations and Place Shaping Board an update on the targeted review of the Parking Supplementary Planning Document (SPD), the consultation responses received and the proposed way forward.

2 Recommendations

- 2.1 The Operations and Place Shaping Board is recommended to:
- a) Note the responses received to the recent consultation on the Parking Supplementary Planning Document (Appendix A);
 - b) Note the need for a wider review of the Parking Supplementary Planning Document following the Examination of the Havant Borough Local Plan 2036;
 - c) Recommend to Cabinet that the Parking Supplementary Planning Document (at appendix D) be recommended to Full Council for adoption.

3 Summary

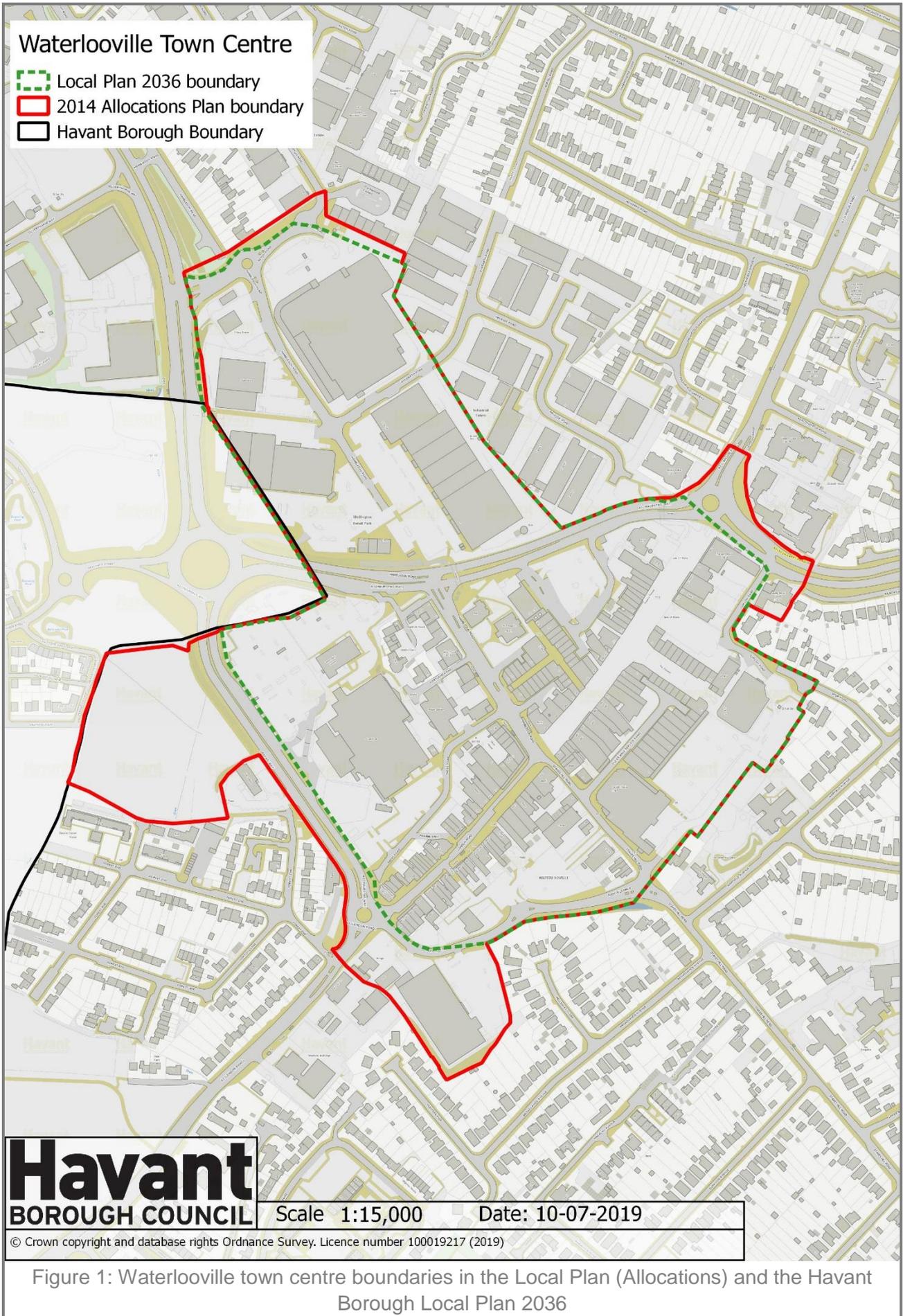
- 3.1 The Parking Supplementary Planning Document (SPD) was adopted in July 2016 and is on the Council's website at www.havant.gov.uk/supplementary-planning-documents/parking-supplementary-planning-document. Given this

timeframe, there have not yet been any sizeable development schemes that have been built using the revised SPD.

- 3.2 The Council has a significant development and regeneration agenda. This has been already subject to debate and approval through the unanimous approvals at Full Council of both the Havant Borough Regeneration Strategy and the Havant Borough Local Plan 2036 at Full Council. The Operations and Place Shaping Board (OPS Board) are also undertaking quarterly scrutiny sessions of the Havant Borough Local Plan 2036.
- 3.3 It is necessary to make sure that the correct level of parking is being provided to support new development. This is part of making sure that it will be sustainable development that stands the test of time. This is a particularly nuanced decision in town centres, where this is not a straightforward decision but one where there are many inputs.

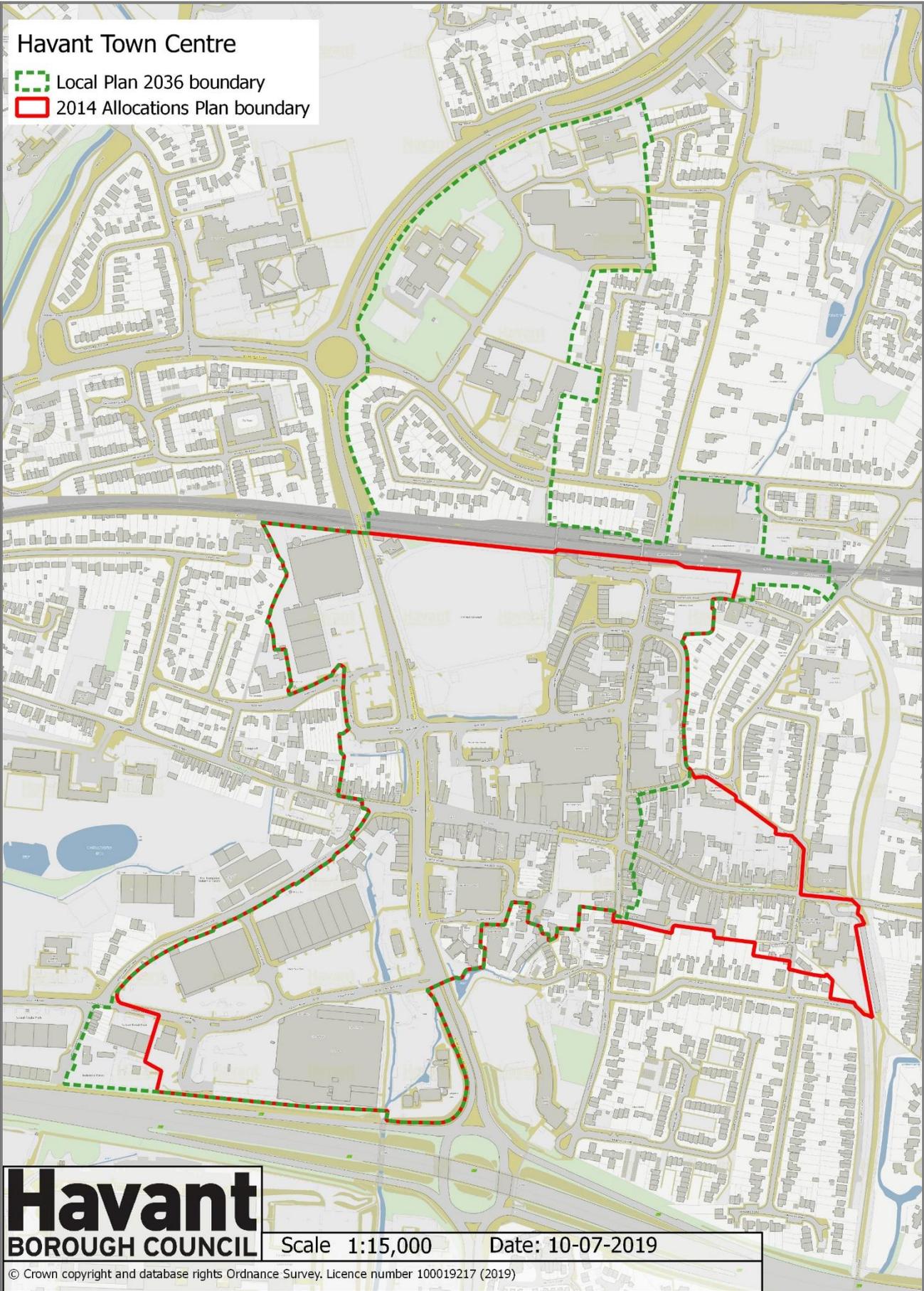
The targeted review

- 3.4 In considering the Adopted SPD, it was noted that it is inaccurate in the way that it describes Havant and Waterlooville Town Centres, in particular their accessibility by public transport. It was determined that a targeted review of the Parking SPD should take place, focussed on the level of parking required to support new developments in the Borough's two main town centres: Havant and Waterlooville.
- 3.5 As such, the review of the SPD was focussed on only that section. This constitutes paragraphs 3.01-3.12. Maps showing the boundaries of the town centres, both as existing in the Havant Borough Local Plan (Allocations) (2014) and the Havant Borough Local Plan 2036 Pre-Submission Draft (January 2019) are in figures 1 (Waterlooville Town Centre) 2 (Havant Town centre) below. Following further consideration after questions at the 9th July Project Planning session, text has been added to the proposed SPD to highlight that it would apply to the Local Plan 2036 boundary. This avoids any confusion given that it is a larger area than the existing town centre boundary and it is considered that anywhere which is considered to be part of the town centre should be covered by this guidance.
- 3.6 It was recognised that the adopted SPD treats Havant and Waterlooville town centres in the same way (see appendix B). However the two town centres have a different level of public transport accessibility. Both town centres benefit from good quality bus infrastructure, though Havant Town Centre has a bus station whereas Waterlooville Town Centre does not. However Havant town centre benefits from a well connected train station with frequent, regular services to Portsmouth, Southampton, London and Brighton. In contrast, Waterlooville Town Centre does not have a rail connection. It is 7.08km from Waterlooville Town Centre to Bedhampton Railway Station, which is the closest rail connection. It is 8.69km to Havant Railway Station, which has more services and dedicated car parking provision.



Havant Town Centre

-  Local Plan 2036 boundary
-  2014 Allocations Plan boundary



Havant
BOROUGH COUNCIL

Scale 1:15,000

Date: 10-07-2019

© Crown copyright and database rights Ordnance Survey. Licence number 100019217 (2019)

Figure 2: Havant town centre boundaries in the Local Plan (Allocations) and the Havant Borough Local Plan 2036

- 3.7 A replacement for those sections were drafted for consultation. The replacement text highlighted the differences between the two town centres in terms of accessibility to public transport and shops and services. It highlighted that across both of the town centres, a lower level of parking was considered suitable in principle, subject to appropriate evidence. However it also highlighted that zero parking was unlikely to be supported (see Appendix B). It was highlighted that evidence would be required from applicants to inform the proposed parking strategy.

Consultation

- 3.8 The consultation on the proposed changes to the SPD was approved by the Cabinet Lead for Communities, Development and Housing under delegated authority. The consultation then took place alongside the Pre-Submission Local Plan consultation from February-March 2019.
- 3.9 Two responses to the consultation were received. One was from a planning consultancy. The other was from a transport planner responding on an individual basis. Copies of the two representations are available at Appendix A with personal information redacted.
- 3.10 Both of the representations highlight what is essentially the same point. There is a criticism of the approach of 'banning' zero parking developments. It is also highlighted that the SPD sets out the same parking strategy for Havant and Waterlooville Town Centres. Both particularly emphasise Havant Town Centre as being suitable for zero parking development.

Proposed way forward

- 3.11 Officers have considered the consultation responses received and the matters that they raise.
- 3.12 It is considered that a valid point has been brought up. The reason for the targeted review in the first place is that the adopted SPD (Appendix B) suggests that Havant and Waterlooville are the same. However in public transport accessibility terms, they are clearly not the same.
- 3.13 The consultation draft (Appendix C) highlights the differences in accessibility. However the parking standard proposed is effectively then the same.
- 3.14 However whilst potentially the case within the lifetime of the development, at this point, it is only Havant Town Centre that offers a genuine ability to live car-free with long-distance and short distance public transport available and convenient together with shops and services close by.
- 3.15 As such, what is proposed for the new SPD in its final, adopted, form is that the description of the different accessibility of the two centres then follows through into a difference in the approach to parking.
- 3.16 For Waterlooville Town Centre, it is proposed that there would be no change compared to what is proposed in the consultation draft - that a lower level of

parking than in less accessible parts of the Borough is supported in principle but zero parking would not be considered acceptable.

- 3.17 For Havant Town Centre, it is proposed that a lower level of parking than in less accessible parts of the Borough is supported in principle. This could also include zero parking developments.
- 3.18 The one facet of the proposals which it is proposed would be common for both town centres is that the proposed level of parking must be supported by appropriate evidence highlighting why it is suitable for that location.
- 3.19 It is proposed that the Operations and Place Shaping Scrutiny Board recommend to Cabinet that a recommendation is submitted to Full Council that the Parking Supplementary Planning Document be adopted based on that set out in Appendix D.
- 3.20 Nonetheless, officers also acknowledge that it will be necessary to review the Parking SPD more comprehensively following the adoption of the Havant Borough Local Plan 2036. This will make sure that there is up-to-date and relevant guidance to guide future development. There are a number of policies that will change with the adoption of the Local Plan that feed into parking provision. For example, as a result of the new approach to density, more innovative ways of providing parking will need to be explored.
- 3.21 This would need to be part of a wider review of planning guidance as a number of the Council's SPDs will be out of date and in need of updating.

Options considered and reasons for the recommendation

- 3.22 A consideration of different potential approaches to parking as part of new development in our town centres has taken place. In reviewing this, the ambitious proposals in the Council's Regeneration Strategy and the Havant Borough Local Plan 2036 have been considered. These propose significant delivery of new housing in the two town centres. In order to achieve the level of development proposed, an inevitable consequence is that less parking could be provided than would be the case elsewhere in the Borough.
- 3.23 An alternative would be to propose more parking, most likely the same as other, less accessible, parts of the Borough. However this could lead to over-provision and inefficient use of land. This could mean that it is not viable to develop the land parcels in question, ultimately threatening the ability of the Council to deliver on the two ambitious strategies. Linked to this, the National Planning Policy Framework revisions in 2018 also propose that higher density development be specifically promoted and targeted to areas of higher public transport accessibility. It is necessary for the Council's planning policies and the guidance that underpins them to comply with the NPPF.
- 3.24 Another alternative would be to use existing retail and office parking for residential developments as well. Generally, offices and town centre parking is in use during the day and residential parking is during the evening. As such,

there could be the ability to co-locate provision. It is considered however that the such arrangements could be permissible through the proposed SPD, if adequately justified with supporting evidence.

- 3.25 It is also necessary to consider what constitutes 'accessibility'. The current SPD (Appendix B) defines this solely in terms of public transport. It is recommended that this is amended to effectively whether it is possible to live one's life without the use of a private car. As such, public transport accessibility is included but the availability of shops and services is also highlighted.
- 3.26 Linked to the above, defining public transport accessibility is difficult because it can change over time. Buses and trains are operated by private companies and if a route is not profitable, it will change (become less frequent) or it will cease. As such, the definition has been based on the infrastructure as much as is possible, where significant rail or bus infrastructure exists to enable high quality services to be run.
- 3.27 Finally, changes in lifestyle and technology must be considered. It is well known and acknowledged in the Regeneration Strategy and the Havant Borough Local Plan 2036 that web-based retail is increasing in terms of use with less people using bricks and mortar shops than in the past. This potentially impacts on whether people choose to own a car and how they may use it. It also means that consideration needs to be made to how lower-parking or zero-parking developments may work. For example, if there is to be less parking, a loading bay/drop off area where courier and supermarket deliveries can park to unload is considered perfectly appropriate.

4. Resource Implications

- 4.1 **Financial implications:** The costs of producing this document are covered within existing budgets. There are no additional resource requirements expected.
- 4.2 **Legal:** On adoption, the Parking SPD will replace the current Residential Parking SPD.
- 4.3 **Strategy:** The Council has an ambitious regeneration and development agenda moving forward. The proposals in the Parking SPD seek to support and not impinge on the delivery of these two important strategies.
- 4.4 **Risks:** please see main body of the report.
- 4.5 **Communications:** please see section on consultation (below).
- 4.6 **For the Community:** Parking can be an emotive issue. The purpose of this guidance is to ensure that new developments have appropriate levels of parking provision.

4.7 **Consultation:** the proposals were subject to consultation between February and March 2019. These have been fed into the considerations before the OPS Scrutiny Board. The consultation was advertised alongside the Pre-Submission Local Plan, which is a higher level of marketing and promotion than would usually take place for an SPD.

Appendices and background papers

Appendix A: Consultation responses

Appendix B: Current SPD overview and wording of sections 3.01-3.12

Appendix C: Consultation Draft SPD overview and wording of sections 3.01-3.12

Appendix D: Proposed SPD overview and wording of sections 3.01-3.12

Background Papers: none.

Agreed and signed off by:

Monitoring Officer: Andrew Clark - 11 July 2019

S151 Officer: Razana Begum - 4 July 2019

Head of Service: Simon Jenkins - 10 July 2019

Portfolio Holder: Cllr Tim Pike - 10 July 2019

Contact Officer:	David Hayward
Job Title:	Planning Policy Manager
Telephone:	023 9244 6174
E-Mail:	 david.hayward@havant.gov.uk