

# FAREHAM

BOROUGH COUNCIL

## AGENDA

### POLICY AND RESOURCES SCRUTINY PANEL

**Date:** Monday, 24 August 2020

**Time:** 6.00 pm

**Venue:** Teams Virtual Meeting

**Members:**

Councillor Mrs S M Bayford (Chairman)

Councillor N J Walker (Vice-Chairman)

Councillors T Davies  
M J Ford, JP  
Mrs C L A Hockley  
L Keeble  
J G Kelly

**Deputies:** I Bastable  
S Cunningham  
R H Price, JP



**1. Apologies for Absence**

**2. Minutes** (Pages 3 - 6)

To confirm as a correct record the minutes of the meeting of the Policy and Resources Scrutiny Panel meeting held on 30 July 2020.

**3. Chairman's Announcements**

**4. Declarations of Interest and Disclosures of Advice or Direction**

To receive any declarations of interest from members in accordance with Standing Orders and the Council's Code of Conduct and disclosures of advice or directions received from Group Leaders or Political Groups, in accordance with the Council's Constitution.

**5. Deputations**

To receive any deputations of which notice has been lodged.

**6. Parking Services Review** (Pages 7 - 46)

To consider a report by the Director of Leisure and Community on the parking Services Review.

**7. Osborn Road Multi Storey Car Park** (Pages 47 - 92)

To consider a report by the Director of Leisure and Community on the Osborn Road Multi Storey Car Park.



P GRIMWOOD  
Chief Executive Officer  
Civic Offices  
[www.fareham.gov.uk](http://www.fareham.gov.uk)  
14 August 2020

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# FAREHAM

BOROUGH COUNCIL

## Minutes of the Policy and Resources Scrutiny Panel (to be confirmed at the next meeting)

**Date:** Thursday, 30 July 2020

**Venue:** Teams Virtual Meeting

**PRESENT:**

**Councillor** Mrs S M Bayford (Chairman)

**Councillor** N J Walker (Vice-Chairman)

**Councillors:** T Davies, M J Ford, JP, Mrs C L A Hockley, L Keeble and J G Kelly

**Also Present:** Councillor S Cunningham (Item 6) and Councillor R H Price, JP (Item 6)



**1. APOLOGIES FOR ABSENCE**

There were no apologies for absence.

**2. MINUTES**

RESOLVED that the minutes of the Policy and Resources Scrutiny Panel held on 3 March 2020 be confirmed and signed as a correct record.

**3. CHAIRMAN'S ANNOUNCEMENTS**

The Chairman announced that the special Policy and Resources Scrutiny Panel had been convened to consider the Officer Delegated Decision made on 17 July 2020 to approve:

That the Director of Planning and Regeneration enter the Council into a legal agreement with Hampshire and Isle of Wight Wildlife and Isle of Wight Council to secure nitrate mitigation at Little Duxmore Farm in connection with residential planning permissions granted within the Borough of Fareham.

The Chairman informed the Panel that the decision has not yet been implemented because it has been called-in by 2 separate groups of 3 non-Executive members, as per the Council's Constitutional arrangements.

The Chairman explained how the meeting would proceed. She confirmed that Councillors Cunningham and Price would be called upon to present their reasons they had given for the call-in. The Director of Planning and Regeneration would then be invited to explain how the decision on the legal agreement was reached. This would then be followed by any specific questions to officers.

**4. DECLARATIONS OF INTEREST AND DISCLOSURES OF ADVICE OR DIRECTION**

There were no declarations of interest made at this meeting, however Councillor G Kelly addressed the Panel to confirm that whilst he was one of the signatories of the call-in presented by Councillor Price, he was sitting on the Panel as a member of that Panel and would consider the item with an open mind and would only make his decision when all of the facts have been presented to the Panel.

**5. DEPUTATIONS**

The Panel received the deputations listed below in the format indicated and they were thanked accordingly.

Name	ITEM	Type of Deputation

<b>Mrs P Rook (on behalf of C.H.I.P)</b>	6 – Call-in of Decision 2195	Video
<b>Mrs H Megginson (Lead Petitioner for Save Warsash and the Western Wards)</b>	-Ditto-	In Person
<b>Mrs V Wyatt</b>	-Ditto-	Video
<b>Mr T Haynes</b>	-Ditto-	Video
<b>Mr J Cullingham</b>	-Ditto-	Written
<b>Mr R Holford</b>	-Ditto-	Written
<b>Mr A Ford</b>	-Ditto-	Written
<b>Mr R Megginson</b>	-Ditto-	In Person

**6. CALL-IN OF OFFICER DELEGATED DECISION NO. 2195 - NITRATE MITIGATION - LEGAL AGREEMENT WITH HAMPSHIRE AND ISLE OF WIGHT WILDLIFE TRUST & ISLE OF WIGHT COUNCIL**

The Panel received the deputations referred to in Minute 5 above.

The Panel considered a report by the Head of Democratic Services which outlined the reasons given for the two call-in's of the Officer Delegated Decision regarding the Nitrate Mitigation Legal Agreement. A number of appendices were attached to the report to further assist the Policy and Resources Scrutiny Panel in its review of the decision. Appendix A and Appendix B provided a copy of the call-in notices which cited the grounds for the call-in. Paragraphs 12-16 of the report provides comments on the reasons for the call-in from the Head of Development Management.

The Chairman invited the Solicitor to the Council to address the Panel to clarify the situation with regard to the call-in reason given at point 3.

At the invitation of the Chairman, the Director of Planning and Regeneration joined the meeting and was called upon to advise the Scrutiny Panel of the process undertaken before making the delegated decision. The Director of Planning and Regeneration then answered questions put to him. In accordance with the Council's Code of Conduct, the Director of Planning and Regeneration left the meeting and was not present for the remainder of the meeting.

The Chairman confirmed that having considered all the reasons given for the call-in's, the Policy and Resources Scrutiny Panel now had to consider its options as set out in the report, that being either:

- (a) to accept the decision made by the Director of Planning and Regeneration, in which case the decision can implemented; or
- (b) to request that the Director of Planning and Regeneration reconsiders the decisions, giving the reasons for such a request.

A motion was proposed and seconded to accept the decision made by the Director of Planning and Regeneration and to allow the decision to be implemented which when being put to the vote was declared CARRIED. (5 members voting in favour; 2 against).

RESOLVED that the Policy and Resources Scrutiny Panel accept the decision made by the Director of Planning and Regeneration and to allow the decision to be implemented to:  
Enter the Council into a legal agreement with Hampshire and Isle of Wight Wildlife Trust and Isle of Wight Council to secure nitrate mitigation at Little Duxmore Farm in connection with residential planning permissions granted within the Borough of Fareham.

(The meeting started at 6.00 pm  
and ended at 8.18 pm).

# FAREHAM

## BOROUGH COUNCIL

### Report to Policy and Resources Scrutiny Panel

**Date**                    **24 August 2020**

**Report of:**            **Director of Leisure and Community**

**Subject:**              **PARKING SERVICES REVIEW**

#### **SUMMARY**

The on-street parking enforcement Agency Agreement with Hampshire County Council was terminated, at the County Council's request, on 31 March 2020.

In order to prepare for this change, at the meeting on 04 March 2019, the Executive agreed to a wide-ranging review of the Parking Service. This took place during 2019.

A draft Executive report has now been prepared, which outlines the top-level results and proposals for the future provision of parking within the Borough, that includes improvements to the town centre's parking infrastructure and the introduction of charges in coastal car parks. The report can be found at Appendix A and more detailed results at Appendix B. A presentation will also be given to the Scrutiny Panel on 24 August outlining the main findings of the review.

The Scrutiny Panel is asked to comment on the contents of the presentation, draft Executive report and detailed results. Any comments will be added to the report to be presented to the 07 September 2020 meeting of the Executive for consideration.

#### **RECOMMENDATION**

It is recommended that the Scrutiny Panel note and comment on the presentation, draft Executive Report and detailed results in advance of the report being presented to the 07 September meeting of the Executive for consideration. Comments will be included in the final report presented to the Executive on 07 September.

## **INTRODUCTION**

1. The on-street parking enforcement Agency Agreement with Hampshire County Council was terminated, at the County Council's request, on 31 March 2020. In order to prepare for this change, on 04 March 2019 the Executive agreed to a wide-ranging review of the Parking Service.
2. The overall aim of the review was to ensure that residents could benefit from improved off-street parking choices and a more responsive enforcement service, whilst delivering new revenue streams for the Council.
3. The review included research into the charging regimes of comparable councils as well as the latest parking technologies. It also included a consultation exercise on customers parking preferences, plus usage surveys in the town centre and coastal car parks.
4. A draft Executive report has now been prepared. This outlines the top level results and proposals for the future provision of parking, including the introduction of charging in coastal car parks and improvements to the town centre's parking infrastructure. These proposals have the potential to generate a significant new revenue stream for the Council which will help to offset the costs of the parking service, including major improvements to Osborn Rd Multi-Storey Car Park, as well as contributing to the £1.5 million shortfall in the Council's medium term financial plan.
5. The draft Executive report can be found at Appendix A. More detailed results can be found at Appendix B. A presentation will also be given to the Scrutiny Panel on 24 August outlining the main findings of the review.
6. The Scrutiny Panel are asked to note and comment on the contents of the presentation, draft Executive report and detailed results. Comments will be added to the Parking Review report to be presented to the Executive on 07 September 2020 for consideration.

## **CONCLUSION**

7. A review of parking in the Borough has been conducted, which contains a number of proposals for future provision, including improvements to the town centre's parking infrastructure and charging in coastal car parks. The Scrutiny Panel is asked to note and comment on the review and proposals, with comments being added to the Parking Review report to be presented to the meeting of the Executive on 07 September 2020 for consideration.

**Appendices:** A: Draft Parking Service Review Report

B: Detailed Parking Review Results

**Reference Papers:** Report to the Executive on 4 March 2019 entitled "Parking Enforcement"

### **Enquiries:**

For further information on this report please contact Roy Brown, Project Coordinator. (Ext 4489)





# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 7 September 2020

<b>Portfolio:</b>	Policy and Resources
<b>Subject:</b>	<b>Parking Service Review</b>
<b>Report of:</b>	Director of Leisure and Community
<b>Corporate Priorities:</b>	Strong, Safe, Inclusive and Healthy Communities. Dynamic, Prudent and Progressive Council.

**Purpose:**

This report sets out the results of a detailed review of the Council's Parking Service, and provides options for the future delivery of the service.

**Executive summary:**

The on-street parking enforcement Agency Agreement with Hampshire County Council was terminated, at the County Council's request, on 31 March 2020.

In order to prepare for this change, the Executive agreed to a wide-ranging review of the Parking Service. This took place during 2019 with desk research, parking surveys and a public consultation feeding into the analysis. The detailed results of the review can be found in Appendix A.

A new General Enforcement Team has been created and was fully operational by 01 April 2020, at which point the Council was no longer responsible for on-street parking.

In response to the Covid-19 pandemic, charging for town centre car parks ceased between 25 March and 1 June 2020. This resulted in lost income of just over £300,000, placing further financial pressure on the Council.

The proposals for the future are outlined in the report and have the potential to generate a significant new revenue stream for the Council which will help to offset the costs of the parking service, including major improvements to Osborn Rd Multi-Storey Car Park, as well as contributing to the £1.5 million shortfall in the Council's medium term financial plan.

**Recommendations:**

That the Executive approves:

- a) A pay-by-app option be introduced for all pay and display car parks in the Borough;
- b) new pay-on-foot machines be procured for Osborn Road, Fareham Shoppers and Market Quay car parks and a budget of £250,000 be allocated for this purpose;
- c) a charge of £3 be introduced to all coastal car parks in the Borough covering a period of 4 hours;
- d) new solar powered pay-and-display machines be procured for the coastal car parks and a budget of £75,000 be allocated for this purpose;
- e) Meon Shore car park be upgraded with improved surfacing and marked bays at a cost of £40,000;
- f) dragon's teeth and height barriers be installed in Monks Hill and Salterns car parks at a cost of £23,000;
- g) a consultation exercise on a Traffic Regulation Order (TRO) be undertaken outlining any required changes to parking restrictions; and
- h) authority be delegated to the Director of Leisure and Community in consultation with the Executive Member for Health and Public Protection to conduct TRO consultations in free car parks where the limited time waiting limit is deemed too long.

**Reason:**

The introduction of daytime charging in coastal car parks would help fund future parking improvements as well as helping the Council to respond to the financial challenges it faces.

**Cost of proposals:**

The creation of a new General Enforcement Team has saved £91,300 in annual employee costs. Redundancy costs of approximately £90,000 were met through existing budgets. The provision of new payment equipment at car parks will cost £325,000, with upgrades to coastal car parks costing £65,000. £190,000 to allow the upgrading of the ageing parking infrastructure was approved as part of the Capital Strategy by the 6 January 2020 Executive. The additional £190,000 required would be funded from the Council's reserves, to be paid back through the new revenue streams identified within the report. If approved, the additional charging could generate up to £900,000 a year. Future improvements to Osborn Road multi storey car park and other car parks would also be funded from this income.

**Appendices:** A: Detailed Parking Review Results

**Background papers:** Survey results

**Reference papers:** Report to the Executive on 4 March 2019 entitled "Parking Enforcement"

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

<b>Date:</b>	7 September 2020
<b>Subject:</b>	Parking Service Review
<b>Briefing by:</b>	Director of Leisure and Community
<b>Portfolio:</b>	Health and Public Protection

#### INTRODUCTION

1. This report sets out the results of a detailed review of the Council's Parking Service, and puts forward options for the future delivery of the service.

#### BACKGROUND

2. The Council owns 44 off-street car parks providing approximately 4,400 spaces at different locations across the Borough. The majority are free, with only the 17 car parks based in Fareham Town Centre being chargeable. The other car parks are based along the coast and at smaller district shopping areas such as Portchester and Stubbington.
3. From 2007, the Council was also responsible for on-street parking enforcement (i.e. traffic warden duties). This service was undertaken on behalf of Hampshire County Council via an Agency Agreement. The agreement allowed Fareham Borough Council to recover the costs of on-street enforcement through revenue generated by Penalty Charge Notices (PCN), residents' permits and dispensations.
4. In order to undertake both off-street and on-street parking enforcement, the Council employed a team of 8 Civil Enforcement Officers plus a manager.
5. In early 2019 Hampshire County Council gave notice that it intended to terminate the Agency Agreement at the end of March 2020. This meant that Fareham Borough Council would no longer be responsible for any aspect of on-street parking enforcement, including the management of residents permits.
6. This decision was reported to the Executive on 04 March 2019 and it was agreed that, in the light of such a major change to the Council's Parking Service, a detailed review should be undertaken to determine future options.
7. The results of this review are set out in Appendix A.

8. The Covid-19 pandemic has further intensified the financial challenges faced by the Council. Amongst other local responses, charging in town centre car parks ceased between 25 March and 01 June 2020. Approximately £150,000 a month was lost in off-street parking income during this time, with just over £300,000 being lost in total.
9. Whilst charging has now recommenced in the town centre, parking income will likely be negatively impacted for the foreseeable future as people continue to observe social distancing measures, resulting in less visits to the town centre.

## **SUMMARY OF THE RESULTS**

10. The overall aim of the review was to ensure that residents could benefit from improved off-street parking choices and a more responsive enforcement service, whilst delivering new revenue streams for the Council.
11. The review included research into the charging regimes of comparable councils as well as the latest parking technologies. It also included a consultation exercise on customers parking preferences, plus usage surveys in the town centre and coastal car parks.
12. It was also necessary to review the future size and structure of the Council's car parking team, given the loss of on-street enforcement responsibilities. This provided an opportunity to look at the possibility of merging the roles of car parking enforcement and environmental enforcement (i.e. dog control, littering etc).
13. The main results of the review are as follows:-
14. *Town Centre Parking income has seriously declined:* Income from parking charges dropped by nearly a quarter from approximately £2.50m in 2011/12 to £1.88m in 2019/2020.
15. *We offer good value:* Inner and outer car park charges have not risen since 2010 and 2008 respectively. Parking in the town centre is generally good value when compared to other Hampshire Councils, particularly if visiting for a number of hours in our 'outer' car parks.
16. *Daytime charges should not change:* Based on comparisons, there was scope for increasing charges, particularly in the outer car parks. However, in order to continue to support the vibrancy of the town centre, particularly as it recovers from the impact of Covid-19, it is proposed that charges should be maintained at their current level.
17. *Customers want more payment options:* Whilst we already offer a number of ways to pay for parking, many customers expressed a wish to be able to make payment by phone app within the public survey. It is proposed that this service is introduced in all of the Council's Pay-and-Display car parks.
18. *Season tickets and permits are complicated and hard to enforce:* The old system of Season Tickets; Blue Badge Parking; Employee and Tenant Parking is complicated and difficult to enforce. Many Councils now manage these digitally without the need for paper permits. It is proposed that, in future, season tickets are managed electronically, improving the user experience. Parking officers will have all the ticket data on their handheld devices making enforcement much simpler. This would be achieved by minor modifications to the current permit system and met within existing budgets.

19. *There is a high level of failure demand:* Out-of-date infrastructure (e.g. cameras, barriers and ticket machines) in Market Quay, Osborn Road and Fareham Shoppers car parks have resulted in a high level of failure demand (i.e. tickets not working). This creates additional work for officers and impacts on the customer experience. It is proposed to introduce the latest pay-on-foot technology to these car parks on a phased basis.
20. The preferred approach is one that combines ticketless and ticketed technology. Drivers visiting Fareham and parking in barrier car parks would have their number plate read with the barrier raising automatically on entrance. When leaving, visitors would type their number plate into a payment machine, make payment and then drive out as the barrier automatically raises on exit. If for any reason the number plate was not read on entrance, a barcode ticket would automatically be issued. These ticket types are much more reliable than the magnetic strip tickets that are currently issued by existing ticket machines.
21. *Many Councils charge for parking in the evening:* A number of Councils within Hampshire charge for evening parking in their town or city centres. Market Quay car park is well used during the evening and the results of the public survey show that people are willing to pay for the convenience of its location. Both Osborn Road Multi-Storey and Ferneham Hall car parks will increase in use once the remodelled Ferneham Hall opens. Therefore, a small evening charge at Market Quay, Osborn Road Multi-Storey and Ferneham Hall car parks could be a reasonable approach to take, and would generate significant income for the Council.
22. However, as the Council is committed to supporting the rejuvenation of town centre businesses following the impact of Covid-19, it is not proposed to introduce a charge at this time. Evening charges may be considered again in the future.
23. *Blue Badge Parking should remain free:* Other councils are beginning to introduce charges for disabled parking. It is not proposed to introduce such a fee in Fareham.
24. *Parking at District Centres e.g. Portchester and smaller car parks should remain free:* Most Councils within Hampshire do not charge at district centres, and there would potentially be a significant impact on local traders if this was introduced.
25. *Some designated waiting times are too long:* Some free car parks allow prolonged stays, potentially impacting on the availability of spaces. It is proposed that the limited waiting time allowed be reduced in car parks that currently allow longer stays e.g. 24 hours.
26. *Introduce charging for coastal car parks:* All councils on the South Coast (from Cornwall to Kent), apart from Fareham, charge in their coastal car parks. There is an expectation that people pay when parking by the coast, and are willing to do so.
27. The introduction of charging would help encourage greater turnover at busy car parks during the peak summer months. Issues such as motorhomes using the car parks as holiday destinations would also be tackled through updated parking conditions restricting overnight parking. Waiting restrictions would be placed on the Warsash Road car park to help keep spaces free for those wanting to visit local shops.
28. It is proposed to introduce a charge of £3 for 4 hours between 10am and 6pm (allowing local dog walkers time to walk their dogs in the morning and evening with no parking fee). This compares well with neighbouring Gosport, which charges between £3.50 and

£4.00 for 4 hours parking and Hayling Island which costs £5.80. Other charging prices were assessed but they did not provide the right balance between being competitive with other local Councils, offering value to the customer and income to the Council.

29. Based on the parking surveys conducted, this proposal could generate up to £900,000 income per year. The purchase of the solar powered pay-and-display machines would cost approximately £75,000. There would also be some additional costs associated with cash collection and maintenance of the machines.
30. Condition surveys of the coastal car parks were conducted and a number of potential improvements were identified. The installation of height barriers and dragon's teeth, would aid enforcement and help contain parking within the designated areas in both Monks Hill and Salterns car parks. This proposal would cost £23,000.
31. Improvements to the shingle surface, the clear marking of parking bays and the replacement of the tired wooden barriers at the western end of Meon Shore car park would improve user experience and aid enforcement. This proposal would cost £40,000.

### **THE ENFORCEMENT TEAM**

32. As stated above, it was necessary to review the future size and structure of the Council's car parking team, given the loss of on-street parking enforcement responsibilities. Members will be aware that such a restructure falls under the responsibility of the Chief Executive Officer in his role as Head of Paid Service.
33. The first phase of the restructure was to split the Parking Enforcement Team into an off-street team of 4 officers and an on-street team of 4 officers, which took place late in 2019. The officers working within the on-street team were then offered the opportunity to transfer to the private parking contractor appointed by the County Council. No officers wished to transfer, resulting in redundancy costs of approximately £90,000.
34. The second phase of the restructure involved a review into the possibility of merging the roles of off-street car parking enforcement with environmental enforcement. Issues linked to environmental enforcement, such as littering and dog fouling, have long been priorities for our residents. More recently, many residents and businesses have also expressed concerns about anti-social behaviour in Fareham Town Centre linked to drug misuse, many of which have an environmental impact (e.g. drug paraphernalia littered in the town centre).
35. The review identified that whilst the two Environmental Enforcement Officers worked hard to tackle these issues, the limited level of resourcing meant that it was impossible to provide a responsive and effective service 7 days a week. As a result, it was decided to merge the roles of the Parking Enforcement Team and Environmental Enforcement Officers to create a General Enforcement Team of 6 people plus a manager.
36. The second restructure took place in early 2020 creating a General Enforcement Team. The timing of the restructure meant that there was sufficient time for the new team to become operationally effective before the removal of on-street enforcement in April.
37. Led by the Parking Manager, the team now provides the Council with a more resilient and flexible approach to enforcement, with a good level of parking and environmental enforcement across the Borough 7 days a week.

38. The team are also working closely with the officers involved in the town centre security trial with a view to including these security duties in their future role, as the security activity has been very well received by Fareham residents. They also played an important role, supporting the Police to enforce restrictions during the Coronavirus lockdown, providing guidance to the public and speaking to any people breaking the rules. This experience has given the Enforcement Officers a good grounding in many of the additional face-to-face enforcement duties they intend to take on.
39. In addition to providing a more effective enforcement service, the new approach has resulted in employee savings of £91,300 per year.

### **FINANCIAL IMPLICATIONS**

40. It is important to recognise that the review of the parking service has been undertaken at a time when the Council faces a shortfall of £1.5 million in its medium term financial plan. In addition, the impact of the Covid-19 emergency is placing further pressure on the Council's finances. An "opportunities plan" has been compiled to identify new ways of generating income to reduce the shortfall, and the parking review is a key element of that plan.
41. The termination of the Agency Agreement also presented the Council with additional costs to meet, which have largely been offset by the annual reduction in staffing costs.
42. The proposals within this report include one off costs of approximately £325,000 to pay for the new parking machinery, £63,000 for improvements to coastal car parks and then approximately £900,000 in potential additional revenue. The new revenue stream would be used to pay back the one off costs as well as contributing to the overall costs of improving parking facilities (see below). The revenue stream would also make a significant contribution to closing the £1.5 million gap in the Council's future finances.

### **CAR PARK IMPROVEMENTS**

43. A separate report is included on today's Executive Agenda regarding the long-term future of Osborn Road Multi-Storey Car Park. Following extensive testing and advice from structural engineers, it is proposed that the car park is remodelled to guarantee a good level of town centre parking for the foreseeable future. This will require a significant level of capital investment and will complement the Civic Quarter Masterplan and remodelled Ferneham Hall.
44. Condition surveys of all the Borough's Council owned car parks were conducted towards the end of 2019. They identified a number of car parks (excluding coastal car parks) that required a limited amount of maintenance such as re-lining, to continue to ensure a good level of parking provision. This work has now been completed.
45. Future improvements to all car parks will include electric car charging points and this will be reported to a future meeting of the Executive once the necessary research has been undertaken.

### **EQUALITIES**

46. An Equalities Impact Assessment regarding the proposals in this report has been completed. It did not identify any significant impacts on residents and visitors. Blue Badge parking would remain free in coastal car parks and disabled spaces would

continue to be clearly marked. Both the new coastal and pay-on-foot payment machines would need to demonstrate their accessibility when procured. The pay by phone options, also provide alternatives for those not wanting to use the coastal payment machines.

47. Economically disadvantaged visitors would still be able to park at the coast for free before 10am and after 6pm. It must also be remembered that the Council's proposed coastal charge provides better value to the customer when compared to those levied by other local Councils.

### **CLIMATE CHANGE AND CARBON REDUCTION IMPACT**

48. The Government's strategy is to move away from petrol and diesel cars to electric cars. As such, there will still be a need for adequate car parking provision in the Borough in the future. The main impact of this report is to provide a significant new revenue stream which can be used to fund future improvements to the Council's car parks. Such improvements could include electric charging points and solar panels to provide energy to any car park infrastructure.
49. Specifically, the report includes a recommendation to purchase solar powered pay-and display machines for coastal car parks.
50. Initially, the proposals in the report would increase journeys by the General Enforcement Team as they would need to visit the coastal car parks for enforcement purposes. However, in the medium term, as the Council gradually replaces its fleet of diesel vehicles with electric vehicles, these carbon emissions would be significantly reduced.

### **NEXT STEPS**

51. If the proposals outlined in the Parking Services Review are approved, the Council would need to consult on updated Traffic Regulation Orders for daytime charging at the coastal car parks. Procurement of the new pay-on-foot systems and the pay-and-display machines for the coastal car parks would begin immediately.
52. A further review will be undertaken after the first full year of operation to measure the effectiveness of the new arrangements.

### **CONCLUSION**

53. This report has set out the results of a detailed review of the Council's Parking Service, and has put forward options for the future delivery of the service.
54. A new General Enforcement Team has been created and was fully operational by 1<sup>st</sup> April 2020, at which point the Council was no longer responsible for on-street parking. They played an important role in supporting lockdown restrictions during the Covid-19 emergency.
55. The proposals for the future have the potential to generate a significant new revenue stream for the Council which will help to offset the costs of the parking service, including major improvements to Osborn Rd Multi-Storey Car Park, as well as contributing to the £1.5 million shortfall in the Council's medium term financial plan.

**Enquiries:**

For further information on this report please contact Roy Brown, Project Coordinator. (Ext 4489)



Fareham Borough Council  
Parking Review

## 1. Aims and Methodology

### Introduction

This document outlines the findings of the Council's review into parking provision and enforcement which took place between May 2019 and May 2020. It analyses options for future provision and outlines preferred options.

### Why conduct a review?

- Hampshire County Council took back 'on-street enforcement' in April 2020, considerably reducing Fareham Borough Council's income (£250,466 in 2018/19).
- This added to the Council's overall projected funding shortfall.
- An Opportunities Plan has been prepared to address this shortfall, as well as building in some capacity for future pressures and uncertainties.
- The Opportunities Plan includes a review of parking and enforcement.

### What were the aims of the parking review?

On 4 March 2019, the Executive agreed to the following review scope: -

- Identify the level of off-street enforcement required from April 2020 onwards;
- Explore whether other enforcement opportunities for CEOs could be introduced;
- Explore options for charging in non-town centre car parks;
- Explore options for cashless payments;
- Identify the most appropriate car park machinery (i.e. barriers and pay machines) for Osborn Road, Fareham Shoppers and Market Quay car parks; and
- Identify the level of back office support needed.

### What was the methodology?

The parking review was conducted between May 2019 and May 2020. In order to cover the broad scope of the review several methods were used: -

- Research of comparator Councils in Hampshire and along the South Coast;
- Research into parking machinery technology e.g. cashless and ticketless parking;
- Engagement sessions with CEOs and Parking Manager;
- Parking preference survey (May-June);
- Evening town centre evening car park usage counts (June); and
- Coastal Parking Surveys (July and August).

The following part of the report outlines the findings of the review.

## 2. What does parking in Fareham look like?

### Car Parks

- We have 44 off-street Council-controlled car parks, providing approximately 4,378 spaces across the Borough.
- The majority are free, with only the 17 town centre car parks currently chargeable.
- Of these, 1 is a “premium” car park (Market Quay), 9 are “inner” (equivalent to short stay), and 7 are “outer” (equivalent to long-stay) car parks.
- 3 of the chargeable car parks (Osborn Road, Market Quay and Fareham Shoppers) have pay-on-foot parking machines.
- The remaining chargeable car parks have pay-and-display machines.

### Ticket types and permits

- A variety of season ticket options for parking in the outer car parks are available to the public.
- Council employees based at the Civic Offices can park in either Osborn Road, Multi-Storey or Lysses open air car park.
- Organisations leasing space at the Civic Offices have individual agreements for the provision of parking permits for their employees. Permits are also provided to Citizens Advice employees and volunteers.
- Blue badge holding residents are able to register for free parking in Osborn Road Multi-Storey car park and can park for free in all the pay and display car parks.
- Shopmobility is based at Osborn Road and approximately 100 people a month benefit from free parking when hiring a mobility scooter there.

### Parking usage and charging income

- Since 2011/12, income and usage has declined in nearly all Fareham’s town centre car parks, except for Fareham Shopper’s Multi-Storey car park which has seen a marginal increase.
- Osborn Road Multi-Storey experienced the biggest drop in income from £759,987 in 2011/12 to £424,547 in 2019/20.
- As Chart 1 shows, income from charging declined by nearly 24% overall, from approximately £2.50m in 2011/12 to £1.88m in 2019/20.



- Whilst the long-term picture is one of decline, between 2014/15 and 2018/19 Market Quay, Lysses and Malthouse Lane car parks all experienced small increases in income. However, each saw a reduction in income in 2019/20. The closure of car parks at the end of March 2020, due to Covid-19, would have only had a very minor impact on overall long term figures.
- Although lower than in 2011/12, income for the outer car parks has also remained relatively stable during the last 6 years.

### **Reasons for decline**

- A combination of factors has likely contributed to the drop in off-street parking usage and income.
- Firstly, there was a 33% reduction in overall footfall within the town centre between 2013 and 2018.
- This reflects national trends and is partly linked to restricted household incomes and the growth of online shopping.
- Local factors such as the opening of Whiteley Shopping in 2013 and the closure of stores such as M&S and Argos have also likely contributed.
- One of the most significant factors was the opening of Quay Street Tesco in 2011. The store offers 560 spaces with the first 30 minutes of parking free. Up to 3 hours of parking is also free subject to a £3 spend in store.

### **Off-Street Penalty Charge Notice (PCN) income**

- Income from off-street Penalty Charge Notices (PCNs) in car parks, decreased by 64% (£68,355) from £106,733 in 2011/12 to £38,378 in 2019/20.

### **Reasons for decline**

- This reduction is in part linked to the decrease in people parking in the town centre.
- It also reflects the change in working practices resulting from the Parking Service's 2014 Vanguard intervention.
- CEOs now engage with customers and make decisions based on the facts set out in front of them, instead of automatically issuing a PCN.
- Around 163 PCNs a week were issued before the intervention. This reduced to an average of 110 after the intervention.
- This lowered the amount of challenges received, from an average of 45 a week to just 23 a week, also reducing the time spent processing appeals and responding to customers.

### 3. What do our residents want from parking in the Town Centre?

#### Consultation

- Residents and visitors to the town centre were asked about their parking preferences in a survey that ran from 29 May to 26 June 2019. Nearly 800 people took part.

#### What is parking like in Fareham now?

The following themes emerged from the responses:

- The closeness of the car parks to facilities and shops is clearly the biggest driver of people choosing inner car parks.
- 91% of respondents would prefer the flexibility to pay when they leave (pay-on-foot) rather than pay and display.
- 66% of respondents would possibly stay longer if they could pay on exit.
- Respondents would like a range of payment options with cash, contactless, chip & pin and 'pay by phone app's being the most popular.

#### Options explored

- Based on the survey results, more pay-on-foot parking could encourage longer stays in the town centre.
- However, this must be balanced against the significantly higher capital costs of pay-on-foot systems.
- Osborn Road, Fareham Shoppers and Market Quay car parks have the level of use required to justify pay-on-foot machines.
- We could extend payment options to respond to resident needs i.e. introduce a pay-by-app option for pay-and-display car parks.
- This would help reduce the level of cash collection required and the need for the customer to carry cash.
- These systems have convenience charges that range from 10p-30p per parking session, depending on the supplier.
- These can either be absorbed within the Council's charge (e.g. 10p of £1.00 would go the app supplier) or added on to the parking charge for the user to pay (e.g. a £1 parking charge would cost them £1.10)

#### Recommended approach

- Introduce a pay-by-app option for all pay-and-display car parks.

#### 4. A high-level of parking machinery failure

##### Parking Machinery Failures

- Machine malfunctions in the Council's pay-on-foot car parks (Osborn Road, Fareham Shoppers and Market Quay) create a high level of failure demand.
- For example, the parking control room received 397 daytime calls regarding parking failures during May 2019.
  - 50% were for Market Quay
  - 40% were for Osborn Road Multi-Storey
  - 10% were for Fareham Shoppers Multi-Storey
- The majority of the calls relate to:
  - Barriers not raising on entry or exit
  - Tickets not working when put into the payment machine
- Parking failures also contribute to approximately 68% of all calls to the Council's Out-Of-Hours Service.
- Of these, 85% are calls regarding parking failures at Market Quay.

##### What is causing the failures?

- The pay-on-foot ticketing machines, barriers and cameras are old and prone to failure.
- The Automatic Number Plate Recognition (ANPR) cameras are not recognising number plates.
- The magnetic strips that store information on tickets create a high level of failure demand. This is because they are easily wiped e.g. by being kept close to a mobile phone in a person's pocket.
- The age of the machines means that maintenance and repairs are becoming more difficult.

##### Options explored

- **Option 1:** Replace the pay-on-foot machines (barriers, cameras and ticket machines) in the Osborn Road, Fareham Shoppers and Market Quay car parks with Pay-and-Display machines.
- The new machinery would cost approximately £125,000 in total.
- This would greatly reduce the amount of failure demand caused by machine failures.
- It would increase the level of off-street parking enforcement needed as pay-on-foot parking generally enforces itself.
- Residents prefer pay-on-foot parking and it may discourage longer stays in the town centre.
- **Option 2:** Replace the pay-on-foot machines (barriers, cameras and ticket machines) with newer and more reliable pay-on-foot technology.
- The tickets would use barcodes which have a much lower failure rate.
- The new ANPR cameras would be able to read number plates more accurately and be more able to cope with different weather conditions, smudge marks on the number plates and certain letters and numbers that trouble older models.

- Market research shows that new parking machines for Osborn Road, Fareham Shoppers and Market Quay car parks would cost approximately £250,000.
- Although more expensive, this would reduce complaint calls to the Council and better meet the preference of the majority of our customers, who generally prefer to pay-on-foot.

**Recommended approach**

- Introduce new pay-on-foot machinery in Osborn Road, Fareham Shoppers and Market Quay car parks.

## 5. Charging Periods

### What is parking like in Fareham now?

- Fareham parking charges are applicable from 8am to 6pm Monday to Saturday and from 10.30am to 4pm on Sundays and Bank Holidays in all the inner town centre car parks.
- Parking is free on Sundays and Bank Holidays in the outer car parks.

### How do we compare with other Councils?

- There are a range of charging times used across Hampshire.
- The majority of town centre short stay car parks (60%) charge from 8am to 6pm as Fareham does.
- A further 6% charge from 8am until 7pm.
- Portsmouth charges 24 hours in popular areas such as Guildhall Walk, as does Southampton.
- A number of Councils charge for evening parking in some or all of their central car parks:
  - Rushmoor (£1.00 single charge)
  - Basingstoke & Deane (£2.00 single charge)
  - Southampton (£2.00 single charge)
  - Portsmouth (hourly charging with £1.60 for first hour)

### Options explored

- Based on evidence from the comparator councils, introducing a modest evening charge for parking in the town centre would be a reasonable approach to take.
- A single charge of £1.50 for evening parking (6pm onwards), would fairly reflect the offer of the town and compares well to other centres that charge for evening parking.

#### £1.50 evening charging at Market Quay car park

- Market Quay's high level of use during the day and the results of the public survey show that people are willing to pay for the convenience of this car park.
- Market Quay is also the busiest car park in the evenings and would be the most appropriate car park to start charging in.
- This may have an impact on the night-time economy, however, visitors would have a choice of other non-chargeable inner car parks if they did not want to pay the fee.
- This proposal could generate the Council up to £70,000 per year.

#### £1.50 evening charging in all inner car parks

- Market Quay was the only 'inner' car park that was really well used when surveyed in the evening.
- Despite a performance at Ferneham Hall on one of the nights, numbers in Osborn Multi-Storey and Ferneham Hall car parks were low. However, it is anticipated that numbers will increase when the remodeled venue opens.

- Based on the parking survey, this proposal could generate the Council up to £95,000 per year.
- Some of the inner car parks are pay and display, meaning Enforcement Officer shifts would need to end later to ensure adequate enforcement.
- Technology is available that would allow validated parking for users of Ferneham Hall e.g. receive discounted parking.

#### **£1.50 in all town centre car parks**

- During the evening surveys, all the town centre car parks except Market Quay and Trinity Street were quiet.
- A number of cars parked in the outer car parks had residents parking permits in their windows and it is likely that other residents park there overnight.
- Based on the parking survey results, this proposal could generate the Council up to £130,000 income per year.

#### **Support for town centre businesses**

- The income generated would help the Council to tackle its financial challenges.
- However, the Covid-19 pandemic has had a significant impact on town centre businesses, including those in the night-time economy.
- The introduction of an evening charge at this time may impact on their businesses as they try to recover and adapt to the new retail, hospitality and leisure environment.
- It would be appropriate to look again at options for evening charging when town centre businesses have had time to re-establish themselves following the Covid-19 pandemic.

#### **Recommended approach**

- Do not introduce town centre evening charging at this time.
- Re-assess the potential for the introduction of evening charging at a later date.

## 6. Short stay/inner parking charge levels

### What is parking like in Fareham now?

- The Council's inner car parks charge £1 an hour during chargeable dates and times.
- Our premium car park, Market Quay charges £1.50 an hour during chargeable dates and times.

### How do we compare with other Councils?

- There are a variety of charging levels across Hampshire ranging from £0.40 for the first hour (Rushmoor, Peabody Rd) to £1.80 (Portsmouth, Ashby Place).
- Table 1 below shows that the average hourly charge for inner/short stay parking is £1.06, marginally more expensive than Fareham's inner rate.

**Table 1: Short Stay Parking Charge Comparisons**

<b>Council charging</b>	<b>30 mins</b>	<b>1 hour</b>	<b>2 hours</b>	<b>3 hours</b>	<b>4 hours</b>	<b>5 hours</b>
<b>Hampshire Average</b>	£0.51	£1.06	£1.86	£2.95	£4.09	£5.68
<b>Hampshire Highest</b>	£0.50	£1.80	£3.10	£4.20	£5.60	£6.00
<b>Hampshire Lowest</b>	£0.20	£0.40	£0.50	£1.00	£1.30	£1.50
<b>Eastleigh</b>	n/a	£1.50 - £1.60	£2.60	£3.60	£4.40	£5.40
<b>Fareham Inner</b>	N/A	£1.00	£2.00	£3.00	£4.00	£5.00
<b>Fareham Premium (Market Quay)</b>	N/A	£1.50	£3.00	£4.50	£6.00	£7.50

- Eastleigh has a comparative town centre offer to Fareham. Its short stay car parks are considerably more expensive (between £1.50 and £1.60 for the first hour) than Fareham's inner car parks.
- Fareham's premium car park, Market Quay is relatively expensive when compared to other Council car parks in Hampshire, however, its high level of use shows that people will pay for the convenience of parking close to shops and facilities.
- Gosport, New Forest, Rushmoor and Basingstoke offer a limited amount of free off-street parking in their town centres. Basingstoke offers free parking for the first hour.
- Modelling shows that adopting the same approach would reduce Fareham's income from parking charges by approximately 50%.

**Options explored**

- Based on the charging level evidence from comparator car parks, there is little scope to increase the charges for our inner car parks.

**Recommended approach**

- Maintain the current charging levels for inner car parks at this time.

## 7. Long stay/outer parking charging levels

### What is parking like in Fareham now?

- There are six outer car parks in Fareham town centre. These charge 70p per hour up to five hours, with five hours and above costing £3.50.

### How do we compare with other Councils?

- Fareham's outer car parks offer very good value to visitors.
- Table 2 below shows that 70p is the lowest charge for the first hour of any comparable car park in the County.

**Table 2: Long Stay Parking Charge Comparisons**

	1 hour	2 hours	3 hours	4 hours	5 hours	6 hours
<b>Hampshire Average</b>	£1.12	£1.87	£2.60	£3.37	£4.49	£5.74
<b>Hampshire Highest</b>	£1.60	£2.60	£3.50	£4.50	£8.00	£12.00
<b>Hampshire Lowest</b>	£0.70	£1.30	£1.80	£2.00	£2.50	£3.50
<b>Eastleigh</b>	£0.90- £1.50	£2.60	£3.60	£4.40	£5.40	£8.50
<b>Fareham</b>	£0.70	£1.40	£2.10	£2.80	£3.50	£3.50

- This value to the customer increases the longer they park.
- For example, the average long stay charge for 5 hours in Hampshire is £4.49 and in Eastleigh is it £5.40, whereas in Fareham it is £3.50.

### Options Explored

- Fareham's relatively low charges indicate that a minor increase in the hourly charge for parking in the outer car parks would be reasonable.
- A 10p increase in the hourly charge for outer car parks could generate the Council up to £51,000 a year.
- A charge increase may have an impact on the level of footfall in the western end of West Street and the High Street as these areas are primarily served by outer car parks. This would not be helpful in view of the difficulties caused by Covid -19.

### Recommended approach

- Maintain the current charging levels for outer car parks at this time.

## 8. Town Centre Season Tickets and Permits

### What is parking like in Fareham now?

- Fareham's season ticket prices have not risen since 2010 and cost £520 per year for a full-time pass.
- Income from season tickets sales increased from around £60,000 in 2011/12 to £124,521 in 2019/20.
- Fareham's season ticket system is complicated with 418 ticket variations.
- The vast majority of purchases are for full time tickets (Monday-Saturday).
- Season tickets are often bulk purchased by town centre employers for use by their employees.
- Due to the number of cars involved and turnover of users, registration plates are not recorded for these purchases. This leaves the system vulnerable to abuse and difficult to enforce.

### How do we compare with other Councils?

- Fareham's season tickets offer very good value to users.
- A variety of season ticket regimes and charges are in place across Hampshire. As can be seen in Table 3, Fareham's annual charge of £520 is relatively low.

<b>Council</b>	<b>Annual Season Ticket Price</b>
<b>East Hampshire</b>	£900
<b>Eastleigh</b>	£910 - £1,480
<b>Hart</b>	£753-£1,200
<b>Rushmoor</b>	£840-£1440
<b>Gosport</b>	£480
<b>Fareham</b>	£520

- The majority of Councils within Hampshire manage their season tickets through digital systems such as, MIPERMIT.
- Customers benefit from a simple registration and payment system without the need for a permit in their car window.
- Season ticket information and registrations are linked to the handsets of CEOs making it easier to enforce.

**Options Explored**

- Based on the comparison information, there is potential scope for an increase in Fareham's Season Ticket charges.
- A 10% increase in the cost of season tickets could generate the Council up to £10,000 a year.
- As a large proportion of season tickets are purchased by town centre businesses, the price increase may have an adverse impact on their operations, particularly as they recover from the impact of Covid-19.
- A simplified range of permit options combined with a digital permit system linked to enforcement officers' handheld devices would aid enforcement.

**Recommended approach**

- Maintain the season ticket prices at this time.
- Introduce a digital permit system with simplified purchasing options for the customer and easily accessible information for Civil Enforcement Officers (CEO).
- This could be achieved by making minor changes to the current season ticket processing software, which could be met within current budgets.

## 9. Blue Badge Parking

### What is parking like in Fareham now?

- All disabled residents with Blue Badges can apply for free parking in the Council's pay-on-foot car parks.
- They are also allowed to park for free in the pay-and-display car parks.
- Approximately £89,000 worth of Blue Badge parking occurred in pay-on-foot car parks during 2018/19.
- Though difficult for Enforcement Officers to prove, there is likely to have been some misuse within the scheme e.g. people sharing blue badges amongst family and friends.
- The Government extended the scheme in August 2019 to include people with "hidden disabilities" e.g. learning disabilities, autism and mental health conditions. However, an increase in demand for Blue Badge parking has not taken place yet.

### How do we compare to other Councils?

- Rushmoor is the only Council in Hampshire that charges blue badge holders for off-street parking.
- However, there are a growing number of Councils across the country that do so.

### Options Explored

- Based on the growing number of Councils that do charge for Blue Badge parking, this could be a reasonable approach for Fareham to take.
- Charging for Blue Badge parking in the Council's pay-on-foot car parks could generate the Council up to £89,000 a year.
- There are considerable equality considerations, and a detailed equalities impact assessment that would need to be completed at an early stage.

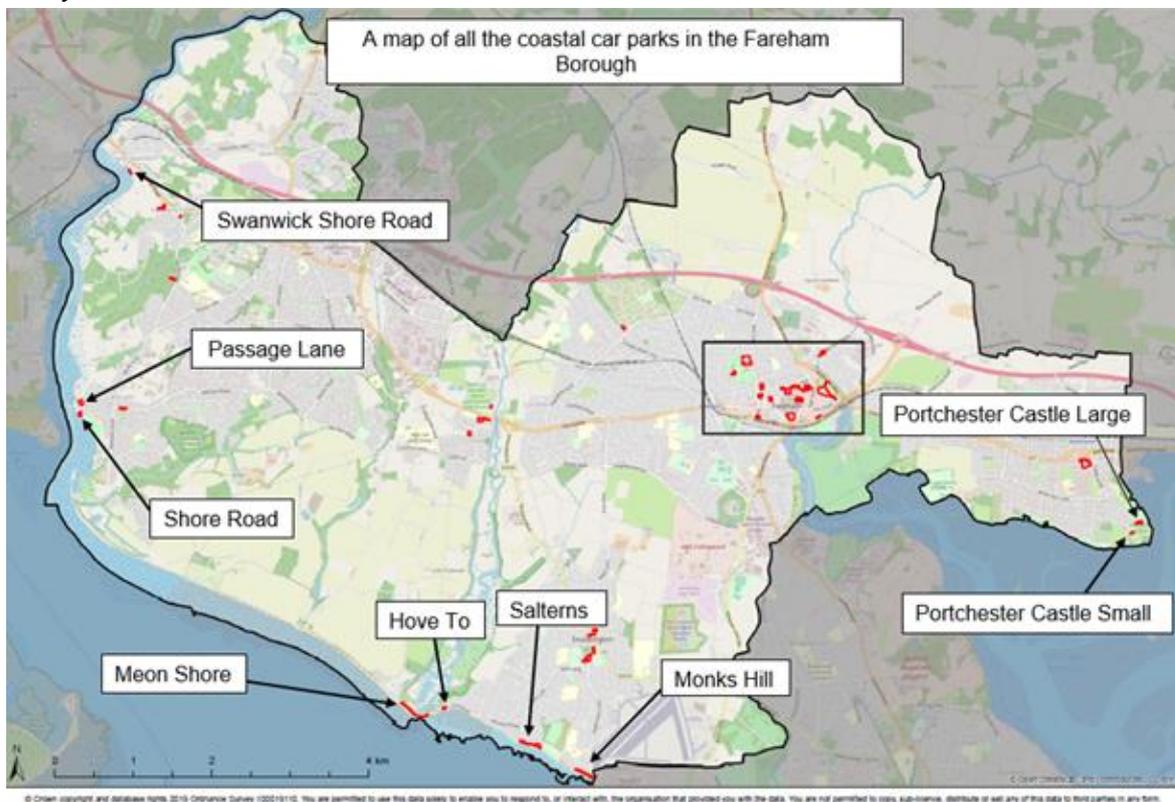
### Recommended Approach

- Do not introduce any charges for Blue Badge Parking at this time.
- Include Blue Badge permits in the proposed digital permit system to aid enforcement.

## 11. Coastal Parking

### What is parking like in Fareham now?

- Fareham has 9 coastal car parks, providing 598 spaces free of charge throughout the year:



- The car parks surveys conducted in June and August 2019 showed a high level of use in all of the car parks, with some used as a base for water sports e.g. kite surfers in Salterns.
- Some car parks have issues with motorhomes parking for long periods of time e.g. Monks Hill - essentially, using them as a free holiday location and blocking residents from using the spaces.
- Current parking conditions allow vehicles to park for up to 7 days in most coastal car parks.
- The high volume of parking in both of the Portchester Castle car parks, means that many residents have difficulty in finding a space.

### How do we compare with other Councils?

- All councils on the South Coast (from Cornwall to Kent), apart from Fareham, charge for some or all of their coastal car parks.
- This level of charging indicates that people generally expect to pay at coastal car parks.
- This is supported by feedback from the Enforcement Officers who cited many examples of people approaching them asking, "Where can I pay for a ticket?"

- Of the charging car parks of other councils, 85% do so throughout the year, with only 15% operating seasonal charges. The most common seasonal charge is from 1 April to 31 October.
- The majority of coastal car parks charge by the hour. Table 4 below shows that the average charge for the first hour is £1.27. The first hour costs between 60p and £1 in Lee-on-the-Solent and 80p in Hamble.

	1 Hour	2 Hours	3 Hours	4 Hours
<b>South Coast Average</b>	£1.27	£2.35	£3.53	£4.40
<b>Gosport/Lee-on-the-Solent</b>	£0.60 - £1.00	£1.00-£2.00	£2.70-£3.00	£3.50-£4.00
<b>Hamble</b>	£0.80	£1.60	£2.20	£2.90
<b>Hayling Island</b>	£1.40	3.90	£4.30	£5.80

### Options Explored

- Fareham's position as the only Council on the South Coast that does not charge in any of its coastal car parks means that introducing a charge would be a reasonable approach to take.
- It is probable that a significant proportion of the users of the coastal car parks are not residents of the Borough e.g. kite surfers at Salterns Park. By not charging, it can be argued that Fareham residents are subsidising their hobbies via Council Tax payments.
- A modest charge of £3 for 4 hours between 10am and 6pm could be introduced which offers good value compared to car parks in neighbouring boroughs e.g. between 50p and £1 cheaper than Gosport for 4 hours.
- Based on the parking surveys conducted, this proposal could generate the Council up to £900,000 per year.
- Higher price points could theoretically create more income e.g. £4 for 3 hrs then free all day parking, could generate an additional £100,000 annually on paper.
- However, surveying shows that most people park at our coastal car parks park for between 1-2 hrs.
- Higher price points would put Fareham on a par with Southsea Seafront, a large tourist destination and make us more expensive than neighbouring Gosport.
- Though difficult to predict by how much, this would likely greatly impact on visitor numbers making the actual increase in income significantly lower than £100,000.
- It would also be hard to argue that we are offering good value to our residents.
- The proposed charging times mean that residents will still be able to park and walk their dogs for free in the designated beach areas in the mornings and evenings.
- The solar powered pay-and-display machines required for the coastal car parks would cost approximately £75,000.
- Improvements to the surfacing and bay marking at Meon Shore car park would improve user experience and aid enforcement at a cost of £40,000.
- Installing height barriers and dragon's teeth in both Monks Hill and Salterns car parks would aid enforcement and ensure parking remains within the designated areas at a cost of £23,000.

- There would also be some additional costs associated with cash collection. However, the introduction of a pay-by-app service would reduce the need.
- This additional income would help fund an enhanced level of enforcement in the coastal car parks.
- The income could also fund improvements to the car parks e.g. interpretation boards and cycle racks.
- The updated parking conditions would also help tackle motorhomes using the car parks as a holiday destination.
- Introducing limited time parking conditions in Warsash Road car park would help keep spaces free for those wanting to visit local shops.
- Charging, coupled with limited wait times will encourage turnover at busy car parks such as the two at Portchester Castle, allowing more people to use them.

### **Recommended approach**

- Introduce a £3 charge for 4 hours between 10am and 6pm at coastal car parks.
- Monitor the level of usage during the peak summer months following the introduction of charging, identifying car parks where an increase in the number of spaces may need to be explored.

## 12. District Centres and Smaller Car Parks

### What is parking like in Fareham now?

- Fareham does not charge for any of the car parks in the Borough's District Centres e.g. Portchester or any of the smaller car parks that service other parts of the Borough.

### How do we compare with other Councils?

- There are no charges in the majority of the district centre and smaller car parks across Hampshire. Those that do charge, tend to be in village centres within rural areas e.g. Wickham Square.

### Options Explored

- Based on the evidence from the comparator councils and the potential impact on traders based in district and smaller centres, introducing charges would not be reasonable at this time, particularly following the Covid-19 pandemic.

### Recommended approach

- Maintain current policy of not charging in district and smaller car parks.

### 13. Waiting times in non-charging car parks

#### What is parking like now?

- All surface car parks are open 24 hours a day (although patrols will only operate for restricted hours) unless circumstances require overnight closure.
- There are a range of designated waiting times in the various free car parks across the Borough with some currently allowing a stay of up to 7 days.
- This could potentially impact on the turnover of vehicles and the availability of spaces as some vehicles will take up a space for a prolonged period of time.

#### Options Explored

- Reducing the limited waiting time allowed in car parks that allow parking of 24 hours or more is the simplest and most effective way to ensure spaces remain free.

#### Recommended approach

- Reduce the limited waiting time allowed in all car parks that currently allow longer stays e.g. 24 hours or more.

## 14. Parking and Streetscene Enforcement

### Parking Enforcement Team

- Parking enforcement is carried out 7 days a week.
- The Parking Office in Osborn Road Multi-Storey car park has a control room equipped with intercom and screens showing live video from payment machines and barriers.
- Back office support and control room cover is provided by the Licensing Team.
- The Out-of-Hours Team also provide evening cover for parking enquiries and failures (e.g. barriers not raising).
- Prior to a restructure at the end of 2019, the team consisted of 8 Enforcement Officers (EOs).
- Overseen by the Parking Manager, each team of four was split into two EO 'beats':
  - **Beat 1** covered the town centre: spending the majority of their time dealing with on-street parking issues e.g. illegal parking on double yellow lines
  - **Beat 2** enforced across the rest of the Borough: spending most of their time in the off-street car parks.
- They often saw incidents of littering, dog fouling and graffiti but had limited scope to act.
- There was a high level of on-street enforcement, particularly within the town centre.
- The transfer of on-street enforcement back to Hampshire County Council in April 2020, meant it was impossible to justify the same level of CEO cover.
- However, the lack of on-street enforcement created potential for incorporating other elements of enforcement within the officers 'beats' e.g. enforcing responsible dog ownerships and littering.

### Streetscene Enforcement

- There was a team of two Streetscene Enforcement Officers (EOs)
- Their main enforcement responsibilities included:
  - Litter
  - Dog fouling
  - Fly tipping
  - Graffiti
  - Abandoned vehicles
- EOs issued Fixed Penalty Notices (FPNs) for environmental offending, such as littering, and specific offences related to dog control orders, such as failing to remove dog foul and any breaches of a Public Space Protection Order.
- The EOs also occasionally moved on rough sleeper encampments.
- The EOs worked closely with the Community Safety Team to deal with issues linked to rough sleeping and anti-social behaviour in the town centre.
- The EOs supported management when visiting illegal Gypsy and Traveller encampments.

### Environmental enforcement issues are important to residents

- The importance of considerate dog control to residents is evidenced by the high number of consultation responses and support expressed by residents for dog control PSPOs aimed at tackling dog fouling and encouraging responsible dog ownership.
- The high number of attendees to recent town centre Community Action Team (CAT) meetings on the topic of drug misuse shows that this is a serious concern for many residents and businesses.
- In response, the 7 October 2019 Executive approved the 12-month pilot of a Town Centre Security Scheme with two uniformed security officers on foot within the town centre for 37 hours per week at various, flexible times.

### Meeting enforcement demand

- As shown in Table 5, the previous level of environmental enforcement resource struggled to match the level of enquiries received by the Council.

<b>Table 5: Enforcement Activity April 2019 to August 2019</b>					
<b>Activity</b>	<b>Customer reports to Council</b>	<b>Enforcement Actions</b>			
		<b>Verbal</b>	<b>Written</b>	<b>Fixed Penalty Notice</b>	<b>Vehicle removed</b>
<b>Fly Tipping</b>	61	3	2	3	
<b>Littering</b>	83	6		1	
<b>Dog Fouling</b>	20	2	3	2	
<b>Abandoned Vehicles</b>	167				4
<b>PSPO (More than 4 dogs on leads)</b>	0		1	3	

- Whilst the Council's two Streetscene Enforcement Officers worked hard to tackle these issues, the limited level of resourcing meant that it was impossible to provide a responsive and effective service 7 days a week.

## Options Explored

- A number of options to enforcement were explored prior to April 2020, aimed at providing responsive and cost-effective enforcement services.
- The options below considered 4 CEOs within the Parking Team being offered, at the end of 2019, an opportunity to transfer to the private sector on-street enforcement provider appointed by Hampshire County Council.
- **Option 1:** Having no parking enforcement would have saved £232,562 in annual salary costs, although there would be significant redundancy costs.
- Penalty Charge Notice income would disappear (off-street currently generates £50,000 a year).
- Parking would become a free-for-all across the Borough.
- It would be very difficult to provide adequate cover for the parking control room, making it hard to resolve parking failures.
- There could be a disproportionate impact on blue-badge holders if there are no spaces due to abuse.
- **Option 2:** A minimal parking enforcement team of 4 CEOs and the Parking Manager would cost £141,262 in annual salaries.
- The low number of CEOs means that there would be some periods with little or no enforcement cover across the Borough e.g. during holidays and sickness.
- There would still have been issues in providing adequate cover for the control room.
- The rota requirements would have likely impacted on retention and recruitment.
- **Option 3:** Combining the Parking and Enforcement Streetscene Teams into a General Enforcement Team of 6 CEOs and 1 Parking Manager would save the Council £91,300 in salary costs.
- This is the minimum number of officers needed to ensure reasonable enforcement cover across the Borough.
- There would be good capacity for PCN income.
- This approach offered greater flexibility and resilience to deal with fly-tippers, encampments, dog fouling, drug paraphernalia in the town centre etc.
- Lessons could be learned from the pilot Town Centre Security Scheme, with the potential for the CEOs to take on the security scheme duties in the future.

**Recommended approach**

- Create a General Enforcement Team of 6 CEOs overseen by the current Parking Manager.
- The team would deal with the following enforcement issues:
  - Off-street parking
  - Environmental:
    - Littering
    - Dog fouling and control
    - Flytipping
    - Abandoned Vehicles
  - Public Spaces Protection Orders (PSPO)
  - Gypsy and Traveller encampments
- The Parking Manager would also become responsible for elements of licensing enforcement.
- Back office support e.g. processing appeals and covering the parking control room would be provided by the Licensing Team.

**Recommended approach implementation**

- The new Enforcement Team were trained and operational prior to 1 April 2020.
- They have taken on both off-street parking and environmental enforcement duties.
- The Team has provided a good level of enforcement cover across the Borough 7-days a week.
- Enforcement Officers played a critical role in supporting the Police to ensure that Covid-19 government guidance was adhered to in public places, whilst restrictions were in place.
- They have worked closely with the security team as part of the Town Centre Security Trial, learning the best approaches to dealing with anti-social behaviour.

### 15. Preferred Option Summary

<b>Solution</b>	<b>Costs</b>	<b>Annual Saving</b>	<b>Annual Income</b>
<b>Introduce pay-by-app option for all pay-and-display car parks</b>	£0.10-£0.30 per transaction		
<b>Create General Enforcement Team of 6 CEOs &amp; 1 Parking Manager</b>	Salary £194, 526	Salary savings £91,300	
<b>Replace all pay-on-foot machinery with new more reliable equipment</b>	£250,000		
<b>Introduce coastal parking charges of £2 for 4 hours</b>	Pay and Display Machinery  £75,000		£900,000
<b>Improve Meon Shore surfacing and parking markings</b>	£40,000		
<b>Install height barriers and dragon's teeth in Monks Hill and Salterns Car Park</b>	£23,000		



# FAREHAM

## BOROUGH COUNCIL

### Report to Policy and Resources Scrutiny Panel

**Date**                    **24 August 2020**

**Report of:**            **Deputy Chief Executive Officer**

**Subject:**              **OSBORN ROAD CAR PARK**

#### **SUMMARY**

The Osborn Road Multi Storey Car Park (MSCP) was constructed in 1973 and provides nearly 40% of the town centre parking spaces. The car park is now reaching the end of its useful life and options have been considered to determine the future of the asset.

A draft Executive report has now been prepared which can be found at Appendix A. The report summarises the options considered and seeks approval in principle to proceed with the refurbishment of the car park.

The Scrutiny Panel is asked to note and comment on the draft Executive report, as well as Concept Design Proposals (Appendix B) and a Summary Cost Plan (Appendix C). Any comments will be added to the report to be presented to the 07 September 2020 meeting of the Executive for consideration.

#### **RECOMMENDATION**

It is recommended that the Scrutiny Panel note and comment on the draft Executive report which presents an outline proposal for the refurbishment of Osborn Road Multi-Storey Car Park, Concept Design Proposals and a Summary Cost Plan. Comments will be included in the report presented to the 07 September meeting of the Executive for consideration.

## **INTRODUCTION**

1. The Osborn Road Multi Storey Car Park (MSCP) was constructed in 1973, providing over 800 “pay on foot” parking spaces over six decks. It is also the location of the Council’s car parking control office, and the Shopmobility service for the town centre.
2. A review was undertaken in 2012, which identified the schedule of maintenance and repair work that was required. It also identified the need for regular inspection to be carried out, to ensure that the car park remained structurally sound for the following five years. The current view is that without significant investment, the car park has a useful life of less than 2 years.
3. In addition, good progress is being made to deliver a new £12m arts and entertainment venue, which will replace Ferneham Hall, with construction due to commence in the Winter 2020/21. It is therefore timely to consider the requirement for acceptable parking provision which meets modern standards, to support the new venue.
4. A draft Executive report has been prepared which can be found at Appendix A. The report summarises the options considered for the car park. The report also seeks approval for the outline proposal to refurbish the car park and for the scheme to be added to the capital programme.
5. Appendix B contains Concept Design Proposals for the proposed refurbishment and Appendix C provides a summary cost plan for the works.
6. The Scrutiny Panel are asked to note and comment on the contents of the draft Executive report (Appendix A), Concept Design Proposals (Appendix B) and Summary Cost Plan (Appendix C). Comments will be added to the Osborn Road Multi-Storey Car Park report ahead of it being presented to the 7 September 2020 Executive for consideration.

## **CONCLUSION**

7. Condition surveys have identified that Osborn Road Multi-Storey Car Park has a useful life of less than 2 years. A draft Executive report which presents an outline proposal for the refurbishment of Osborn Road Multi-Storey Car Park has been developed, alongside Concept Design Proposals and a Summary Cost Plan. The Scrutiny Panel is been asked to note and comment on these proposals. Comments will be added to the report to be presented to the 07 September 2020 meeting of the Executive.

## **APPENDICES**

Appendix A: Draft Osborn Road Multi-Storey Car Park Executive Report.

Appendix B: Stride Treglown Stage 2 Concept Design proposals

Appendix C: Summary Cost plan for the Refurbishment Works

### **Enquiries:**

For further information on this report please contact Ian Cousins, Property Manager (Ext 4835)

# FAREHAM

## BOROUGH COUNCIL

### Report to the Executive for Decision 07 September 2020

<b>Portfolio:</b>	Policy and Resources
<b>Subject:</b>	<b>Osborn Road Multi-Storey Car Park</b>
<b>Report of:</b>	Deputy Chief Executive Officer
<b>Corporate Priorities:</b>	A Dynamic, Prudent, Progressive Council. Maintain and Extend Prosperity.

**Purpose:**

To outline a proposal to extend the life of, and modernise, the Osborn Road Multi Storey Car Park.

**Executive summary:**

The Osborn Road Multi Storey Car Park (MSCP) was constructed in 1973, providing nearly 40% of the town centre parking spaces. The car park is now reaching the end of its useful life and options have been considered to determine the future of the asset.

Due to the fundamental changes occurring in town centres and, in particular, high streets across the UK, coupled with the shift from combustion to electric vehicles, it is very difficult to predict the parking requirement beyond 5-10 years.

An option for a permanent replacement has been considered, but in light of the uncertainties surrounding the future demand, alternative options have been explored and the recommended approach is to undertake a full refurbishment of the car park, with works to improve the structural integrity of the building for up to 15 years.

If agreed, the work would be progressed on a similar time frame to the new arts and entertainment venue in the town centre. Together, this construction work would represent a significant investment by Fareham Borough Council in the town centre.

**Recommendations:**

That the Executive approves: -

- (i) The outline proposal for the refurbishment of Osborn Road Multi Storey Car Park; and

(ii) the car park scheme be added to the capital programme.

**Reason:**

The Osborn Road MSCP provides a large proportion of the town's car parking spaces and is approaching the end of its useful life. The options put forward will ensure that the town centre parking supply continues to meet demand.

**Cost of proposals:**

The estimated cost of the refurbishment is £5.5m and would be financed through borrowing. The cost of finance would be met from increased parking income and proposals for this are the subject of a separate report on this agenda.

**Appendices:**                    **A: Stride Treglown Stage 2 Concept Design Proposals**  
                                         **B: Summary Cost plan for the Refurbishment Works**  
                                         **C: Proposed Decorative Brickwork Illustration**

**Background papers:**   **Initial design papers, survey reports**

**Reference papers:**        **None**

# FAREHAM

## BOROUGH COUNCIL

### Executive Briefing Paper

<b>Date:</b>	07 September 2020
<b>Subject:</b>	Osborn Road Multi Storey Car Park
<b>Briefing by:</b>	Deputy Chief Executive Officer
<b>Portfolio:</b>	Policy and Resources

#### INTRODUCTION

1. The Osborn Road Multi Storey Car Park (MSCP) was constructed in 1973, providing over 800 “pay on foot” parking spaces over six decks. It is also the location of the Council’s car parking control office, and the Shopmobility service for the town centre.
2. A review was undertaken in 2012, which identified the schedule of maintenance and repair work that was required. It also identified the need for regular inspection to be carried out, to ensure that the car park remained structurally sound for the following five years.
3. While this approach has ensured that the car park continues to provide a large proportion of the parking in the town centre, it has become more evident that the car park offer is no longer suited to the demands of current and future users. A review was commissioned in 2019, and this report presents options for the car park’s future.
4. The MSCP is a significant asset to the town centre, providing nearly 40% of all town centre off street parking, and is ideally located for visitors to Fareham Shopping Centre, Fareham library, Civic Quarter public services and public amenities such as the new arts and entertainment Venue. It also provides spaces for town centre workers, some of which are based in the Civic Offices.
5. The Council’s Corporate Strategy recognises the importance of promoting economic vitality across the borough and the need for attractive, vibrant town and district centres to support this. The Strategy states: -
  - *Priority 4: Maintaining and Extending Prosperity. We will commence the regeneration of Fareham Town Centre, which will include the provision of new homes, improvements to retail, leisure and entertainment facilities and changes to parking provision.*
6. A parking survey, undertaken in 2018 identified that the Osborn Road car park is rarely used to its full capacity, and that demand could be fully met through the provision of approximately 500 spaces in that location.

7. Good progress is being made to deliver a new £12m arts and entertainment venue, which will replace Ferneham Hall, with construction due to commence in the Winter 2020/21. It is therefore timely to consider the requirement for acceptable parking provision which meets modern standards, to support the new venue.

#### **EXISTING PARKING OFFER WITHIN THE MSCP**

8. The car park was designed at a time when parking requirements were very different to today. Vehicles were much smaller, electric vehicles were not in use, accessibility arrangements were less relevant and issues within society (such as rough sleeping, drug misuse, etc) were not considered through design.
9. Expectations of multi storey car park users today are of a much higher standard, and some of the best, modern facilities reflect this, with
  - a. spaces that are big enough for modern day vehicles;
  - b. a good supply of accessible spaces for customers with disabilities, or young children;
  - c. readily available electric vehicle charging points;
  - d. access/exit routes that are well-lit, clean and inherently safe; and
  - e. a design that discourages misuse.
10. In contrast, the Osborn Road MSCP does not provide the most welcoming customer experience, with spaces that are unsuitable for larger cars, and a décor which is functional but unwelcoming. The car park also has a history of attracting anti-social behaviour, which deters users, particularly after dark.

#### **STRUCTURAL INTEGRITY AND USEFUL LIFE OF THE MSCP**

11. The car park was constructed by the British Lift Slab company in 1973 using an innovative method of construction at the time, where the slab is jacked up into position. This eased the construction process and the inclusion of ramp parking increased the efficiency of the structure.
12. Regular investment up until 2012 ensured that the concrete structure remained in good order. However, with the condition of the structure deteriorating it was agreed to implement a programme of basic maintenance and inspection every six months to maintain and monitor the car park for a period of five years.
13. Maintenance over this period included the removal of loose material with the treatment of any exposed steelwork to reduce corrosion and ensured that the structure continued to be reported as safe.
14. The construction standards for concrete multi storey car parks have now been updated and the lift slab approach is generally recognised as being flawed, if not strengthened by other means. The other issue raised through the inspections was the risk of a falling section of concrete onto a member of the public. Considering these concerns, the frequency of the inspection and maintenance visits have been increased over the last year. This is supplemented by visual monitoring between each survey by the Council's

parking and property teams.

15. The current view is that without significant investment, the car park has a useful life of less than 2 years.

## **ECONOMIC CONSIDERATIONS**

16. Town centre economies have, for a number of years, been experiencing a significant level of change. As the online retail economy continues to grow rapidly, the traditional role of the high street as the place for people to do their shopping is reducing. At the same time, recreational uses on the high street, including bars and coffee shops, hair and beauty provision, services and leisure activities, have seen an increase as high streets continue to adapt to the changes in demand.
17. It is widely expected that the structural change in the role of high streets will continue throughout the coming years, and this is likely to have a direct impact on the scale and type of parking required, and the way in which it needs to function for the benefit of town centre visitors, workers and residents.
18. Also relevant to the future of the Osborn Road MSCP, is the adjacent new arts and entertainment venue, to replace Ferneham Hall. Once complete, the range of uses in the venue will be greater, as will the number of evening performances across a wide range of genres. The new venue is expected to attract a much larger number of visitors and the primary car park to serve them is likely to be the MSCP. Consequently, the purpose of the car park is likely to range from being mainly a daytime facility as a shoppers/workers' car park, to one which also has a more prominent role to service the evening economy of the town.
19. Discussions with the Shopping Centre owners and the new arts and entertainment venue operator have both indicated that a plentiful supply of good quality day and evening car parking in that vicinity is very important in supporting the services they offer.

## **OPTIONS**

20. In order to develop the proposal for the future of the Osborn Road MSCP, the following options have been explored.
21. **Do nothing:** It was necessary to consider the implications of taking no action in relation to the car park, and simply continuing with the monitoring regime currently in place. This option has been rejected as the structural integrity of the car park is approaching the end of its useful life and will therefore require it to be permanently closed. Given the significant parking provision that the MSCP offers the town centre, there would be an immediate shortfall in provision that would be detrimental to the town centre economy.
22. **Maintain and repair to minimum standards:** This option was considered as a viable option and would preserve the car park for potentially 5-10 years. Whilst this would minimise the level of capital investment required, it would not address any of the shortcomings of the existing structure in relation to meeting customers' expectations.
23. **Demolish and replace in the current location:** This option would provide an opportunity to deliver a modern car park facility which meets the latest parking standards and customer expectations and would deliver these in a prime town centre location. This option is inevitably the highest cost option but would provide a large

number of parking spaces for the next 40+ years. This option does, however, have a number of drawbacks, beyond the cost of providing it, in particular:

- a. The car park would be designed at a time when the town centre is experiencing a structural change, and there is a high risk that the provision would either be excessive, or simply not meet the needs of the town centre in the latter decades of its useful life; and
- b. as it supplies a large number of parking spaces to the town centre and potentially the new arts and entertainment venue, the temporary removal would leave a significant shortfall in supply for a period of 2+ years. At a time when the UK economy is fragile, this could have long lasting implication for the town centre economy.

24. **Demolish and Re-provide in an Alternative Location:** Alternative locations with good access to the town centre amenities are inevitably limited. The favoured alternative location would be Lysses car park, but due to the proximity of the conservation area, along with the land levels and accessibility, it is not an ideal alternative. Initial design work suggested that capacity on this site could, at the very most, be increased by 400 spaces, which would only go part of the way to replacing the Osborn Road MSCP. It would also be a very challenging option in planning terms. For comparison purposes, modelling this option considered a low-cost steel framed construction, as it would likely be the most cost-effective way of meeting current need.

25. **Upgrade the Existing MSCP:** This option would involve significant improvement to the existing structure of the car park, as well as improvements to the access routes (lifts and stairwells), fascia treatment to preserve the structural integrity and improve appearance, resurfacing and relining to modern day vehicle standards and improved connectivity to the surrounding amenities. This option would preserve the life of the car park for 15+ years and achieve many of the benefits of a full re-provision, but with a significantly lower capital investment. Clearly this option also needs to be considered alongside the life expectancy of the structure, which is much shorter than a full rebuild option.

26. When assessed against the objective of providing sufficient, good quality and modern car parking in the town centre in the most cost effective way, the final option “Upgrade the Existing MSCP” is felt to be the preferred option, and further work was undertaken to explore this in detail.

## **UPGRADING THE EXISTING MULTI-STOREY CAR PARK**

27. To explore this option further, work has been undertaken by a design team appointed by the Council, comprising architectural, structural engineering and quantity surveying expertise.

28. The outcome of the feasibility work undertaken by the team is attached in Appendix A. In summary, the scope of work that could be undertaken to upgrade the car park is set out below.

29. The traditional method to strengthen a car park of this type would involve large steel supports throughout the structure, but advancements in technology offers a new solution using carbon fibre which would reduce the encroachment into individual parking spaces.

30. The second key piece of work would be to make the concrete structure safe from loose/falling material with the removal of defective material, treatment of corroded steelwork and finished with a concrete repair system.
31. To improve the appearance of the car park decks and prolong the life of the structure, all surfaces including decks would be coated in a protective covering. The existing lighting would be upgraded to LED with revised controls. These works would provide significant improvements to the user experience of the car park compared to the existing arrangements.
32. In conjunction with these works, the layout of the parking spaces would be revised, so that all spaces could accommodate larger, modern cars. Improvements would also be made to walkways on the vehicle decks, to improve the safe movement of pedestrians.
33. The existing main staircase and lift provision in the South East corner of the car park would be upgraded, with new finishes to the lift cars, new door finishes and new call buttons inside and outside the lifts. The control systems would also be upgraded to reduce failure, but it would be possible to retain and overhaul the main plant.
34. A further lift with staircase access would be provided for public use on the North East corner, adjacent to the main entrance of the new arts and entertainment venue, with paving improvements to improve and direct pedestrian flow from the car park to the venue.
35. The external façade of the North and Eastern sides of the building would be enhanced with a safe cladding system which would enclose the existing openings to reduce the ingress of rain and improve security and safety. In association with this work we will look to eliminate areas that allow access to the roof area parapets. The design of the cladding system could also be created to integrate well with the brickwork pattern of the adjacent new arts and entertainment venue and modernise the appearance of the car park within the vicinity. An illustration of this has been marked Appendix C.
36. Upgrades are planned to the car park control system and CCTV. Additional security shutters will be provided to the vehicle entrance which with the recently installed shutters to the pedestrian entrances which will look to secure the complete car park when closed.
37. A ready supply of 12 electric vehicle charging points would be initially provided, with the option available to increase this number in the future.
38. The Shopmobility provision would be retained at the basement level.
39. Options would need to be explored to identify possible alternative locations for the Car Parking Control Office. For example, space may be identified at the Council's Depot or within the Civic Offices.
40. Finally, the refurbishment option has allowed for approximately 2,790sqm of solar photovoltaic panels on the top deck of the car park. This could generate around 300kW of power and could potentially be sufficient to meet all power requirements for the car park, and also export excess power generated to the National Grid, or adjacent premises.

## SUMMARY OF OPTIONS

41. In light of the structural issues and general condition of the car park, some form of action must be taken if the car park is to remain available for use. Given the importance of the MSCP to support the town centre economy, particularly bearing in mind how fragile it is likely to be in the short to medium term, the option of minimal maintenance was also discounted.
42. The option to demolish and rebuild the car park in its current location is the highest cost option, but also has the longest life expectancy of 40-50 years, whilst meeting the expected standard for modern day parking. However, in light of the changing nature of town centres, coupled with a fundamental shift away from combustion-based vehicles over the life of the car park, there is a risk that the car park may not be best suited for the modern vehicle in 20 years' time.
43. The option to substantially refurbish the car park would extend the life expectancy to the mid 2030's and offer a much-improved customer experience whilst ensuring that the structural integrity is maintained. Over the extended life of the car park, anticipated changes to the town centre, parking requirements, and a shift away from combustion engines is likely to be well progressed, which would inform the longer-term approach to parking provision beyond mid-2030's.
44. A comparison of the costs and life expectancy associated with the viable options is shown below.

	<b>Refurbishment</b>	<b>Demolish and re-build in current location</b>
<b>Number of spaces provided</b>	500	500
<b>Estimated scheme cost</b>	£5.5m	£14m
<b>Construction period</b>	12-18 months	18-24 months
<b>Life expectancy</b>	Up to 15 years	40-50 years
<b>Average Capital cost per year of life</b>	£367k-£550k pa	£280-350k pa
<b>Capital expenditure per space per year</b>	£734 - £1,100	£560 - 700

45. As can be seen, the relative capital cost of each option are very different, and whilst the new build option is marginally more cost effective on this basis, the refurbishment option achieves a broadly similar outcome and allows the changing demand for parking spaces to become well established before concluding the most suitable longer term option, beyond the 2030's.

## PROGRAMME

46. If it is agreed in principle to proceed with the refurbishment option, the following steps to construction would be pursued.

Sept 2020	Autumn 2020	Spring 2020/21	Summer 2021	Autumn 2021	Autumn 2022
Approve scheme in principle	Appoint: <ul style="list-style-type: none"> <li>- Design team</li> <li>- Structural Advisor</li> <li>- Project Manager</li> </ul>	Finalise design (RIBA 1-4)  Submit Planning application	Seek approval to proceed  Procure contractor	Commence works	Completion of all works

47. This preliminary timescale would enable the car park to be refurbished on a similar timescale to the completion of the new arts and entertainment venue. It is, however, subject to detailed design and structural review, which could result in the completion date being prolonged.
48. In addition to the normal Design Team appointments, the Council would also appoint an Expert Structural Advisor, to oversee the project design and construction, to ensure that the outcomes, in particular the life expectancy and safety standards, are achieved.
49. It is likely, and preferable, that the work could be undertaken in phases, allowing the car park to remain partially operational during the construction period. Close co-operation with the contractors responsible for the delivery of the arts and entertainment venue would also be necessary, to minimise conflict and disruption to nearby residential properties.

## FINANCIAL IMPLICATIONS

50. The proposal to refurbish the Osborn Road MSCP would require a capital investment of £5.5m, as shown at Appendix B. Whilst the initial cost report indicated a higher figure than this, opportunities have already been identified to reduce the cost through a value engineering exercise, (for example through the choice of cladding systems, tailoring the scope of work on each floor, etc).
51. It is proposed that this project would be financed from borrowing, with repayments of the debt finance being met by a proportion of the overall parking charges raised throughout the Borough. A report elsewhere on the Executive agenda sets out proposals to revise the car park charging arrangements, and if approved, the increase in income would be sufficient to accommodate the debt finance costs of this proposal, as well as help to meet the £1.5 million shortfall in the Council's medium term financial plan.
52. In addition, the provision of a significant amount of solar PV panels, would greatly reduce the utility costs of operating the car park, and the feed-in tariff (a payment made to households or businesses generating their own electricity) derived from this addition would also contribute towards the debt financing arrangements.

## **RISK CONSIDERATIONS**

53. A full project risk assessment would be undertaken as part of the detailed design, and throughout construction preparation/delivery. However, at this stage, the potential risks are as follows: -
- a. that the budget estimate is insufficient, affecting the viability of the proposal;
  - b. that the life expectancy of up to 15 years cannot be assured; resulting in further extensive works in the interim period;
  - c. that the structural enhancement does not perform as well as expected, resulting in the car park having to close; and
  - d. that the funding source, identified for this project, is insufficient, putting further pressure on the Council's revenue/capital budget.
54. These risks will be actively considered by Officers through the design phase and presented to Members as part of the final project approval to proceed.

## **CONCLUSION**

55. The Osborn Road MSCP plays a significant role in meeting today's demand for parking in the town centre. However, considering its condition a significant investment in the asset is required to ensure safe and improved usage for up to 15 years.
56. Taking account of the changing demand for parking in town centre locations, coupled with a shift from combustion to electric vehicles over the next decade or two, the option to undertake a significant refurbishment of the car park is preferred.
57. This is a cost-effective option which extends the asset life of the car park and enables the "structural" change in demand for parking to take place, before a long-term solution is put in place. At the same time, it will bring the car park up to modern standards, become a much more attractive and inviting facility for users and complement the new arts and entertainment venue once it is complete.

## **APPENDICES**

Appendix A - Stride Treglown Stage 2 Concept Design Proposals

Appendix B - Summary Cost plan for the Refurbishment Works

Appendix C - Proposed Decorative Brickwork Illustration

### **Enquiries:**

For further information on this report please contact Ian Cousins, Property Manager (Ext 4835)

**STRIDE TREGLOWN**

**FAREHAM**

**BOROUGH COUNCIL**

**OSBORN ROAD MULTI STOREY CAR PARK**  
PROPOSED REFURBISHMENT

STAGE 2 CONCEPT DESIGN

MAY 2020



# Site Analysis

## Existing External Photos



View along Osborn Road



View from north west



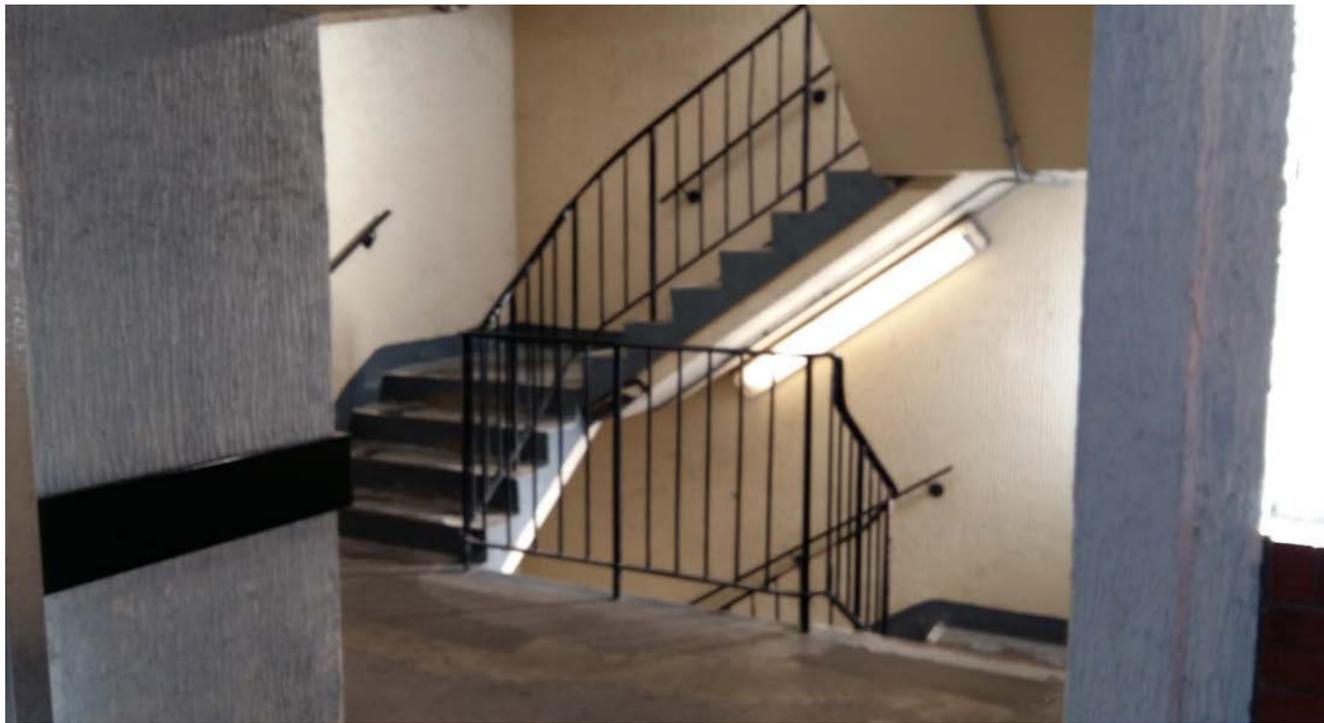
View along west elevation



Entrance (north elevation)

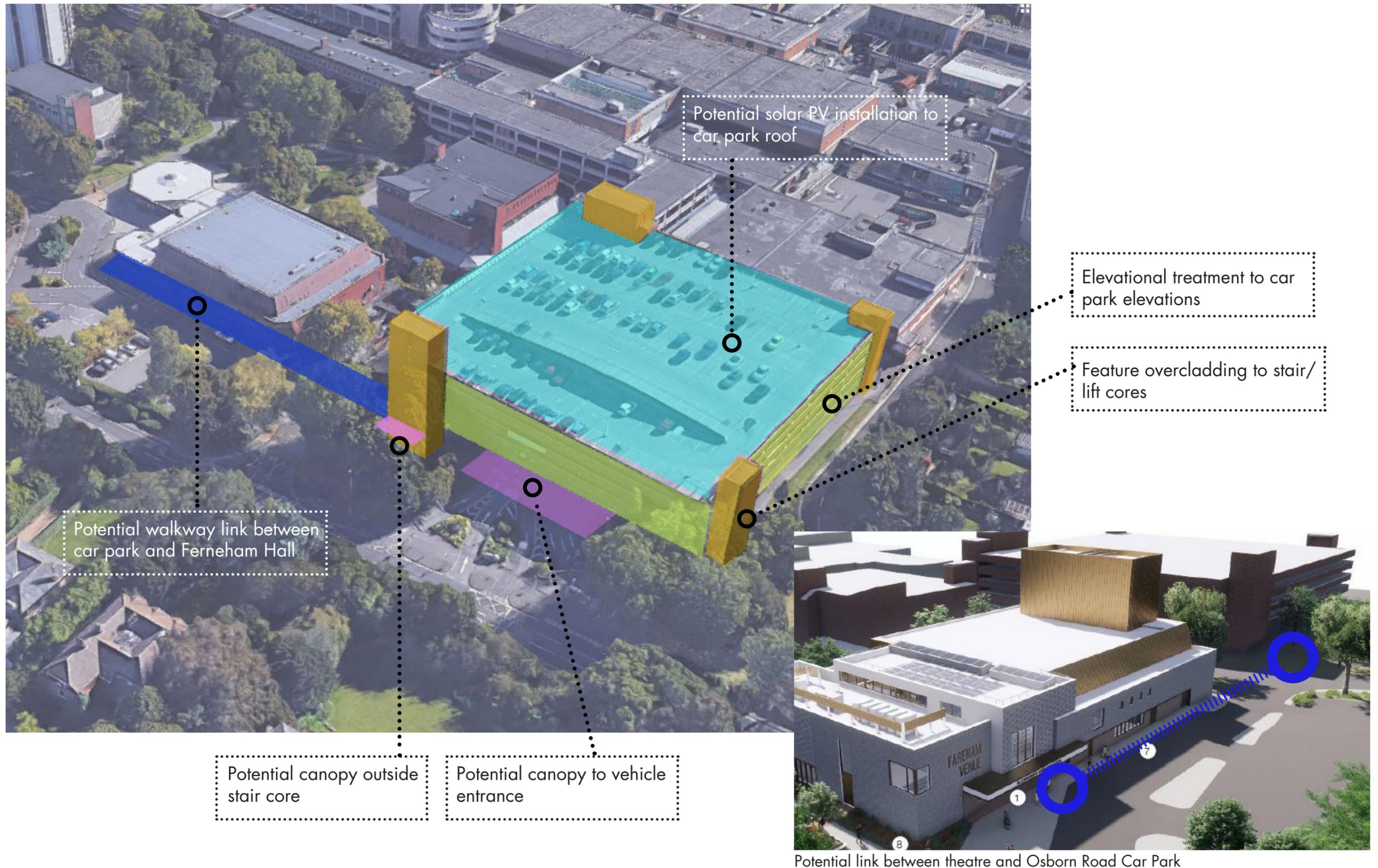
# Site Analysis

## Existing Internal Photos



# Site Analysis

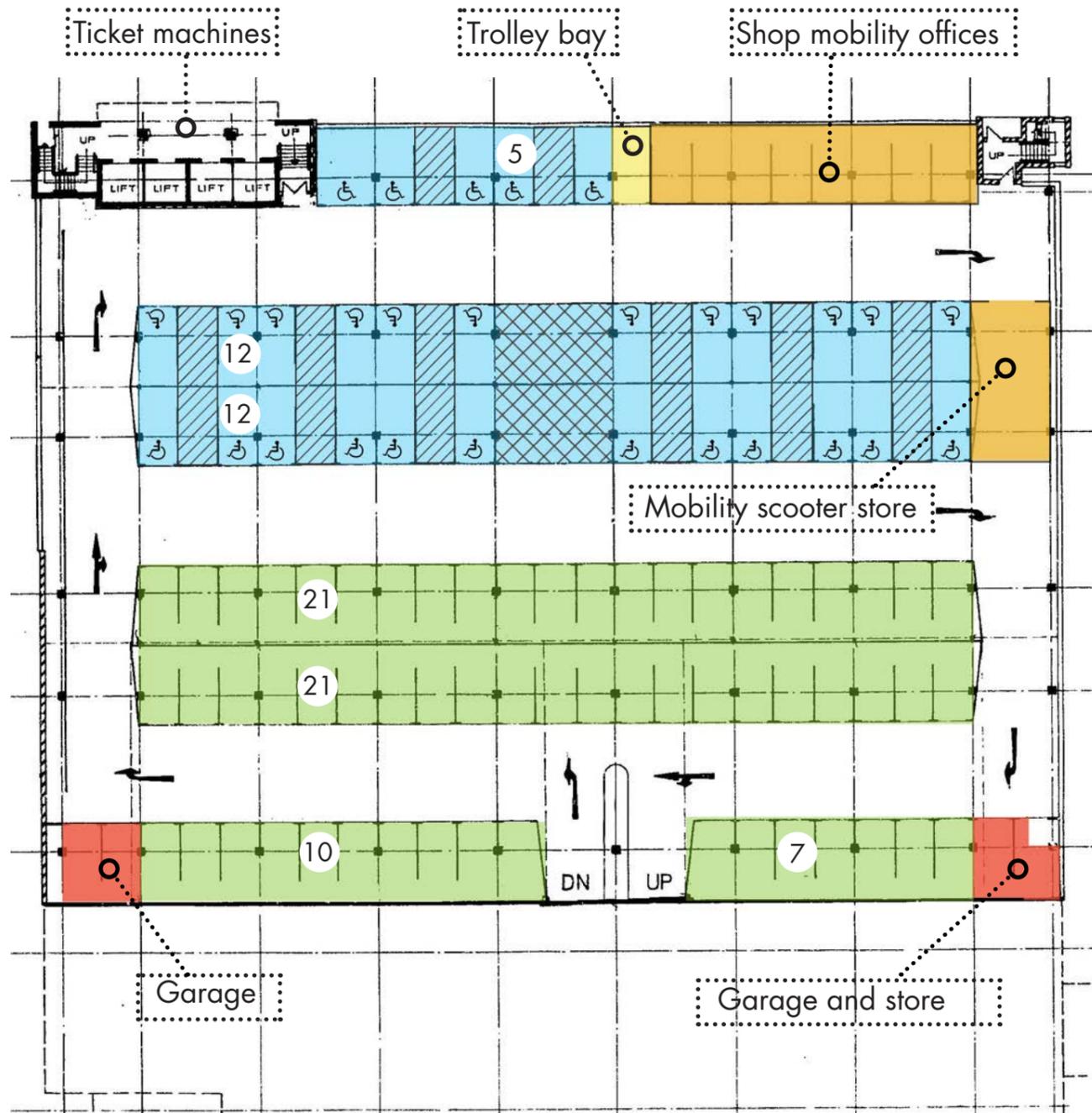
## Constraints and Opportunities



# Existing Floor Plans

There are currently 806 car spaces within the existing car park. This includes 63no. Disabled bays and 6no. Parent/ Child bays

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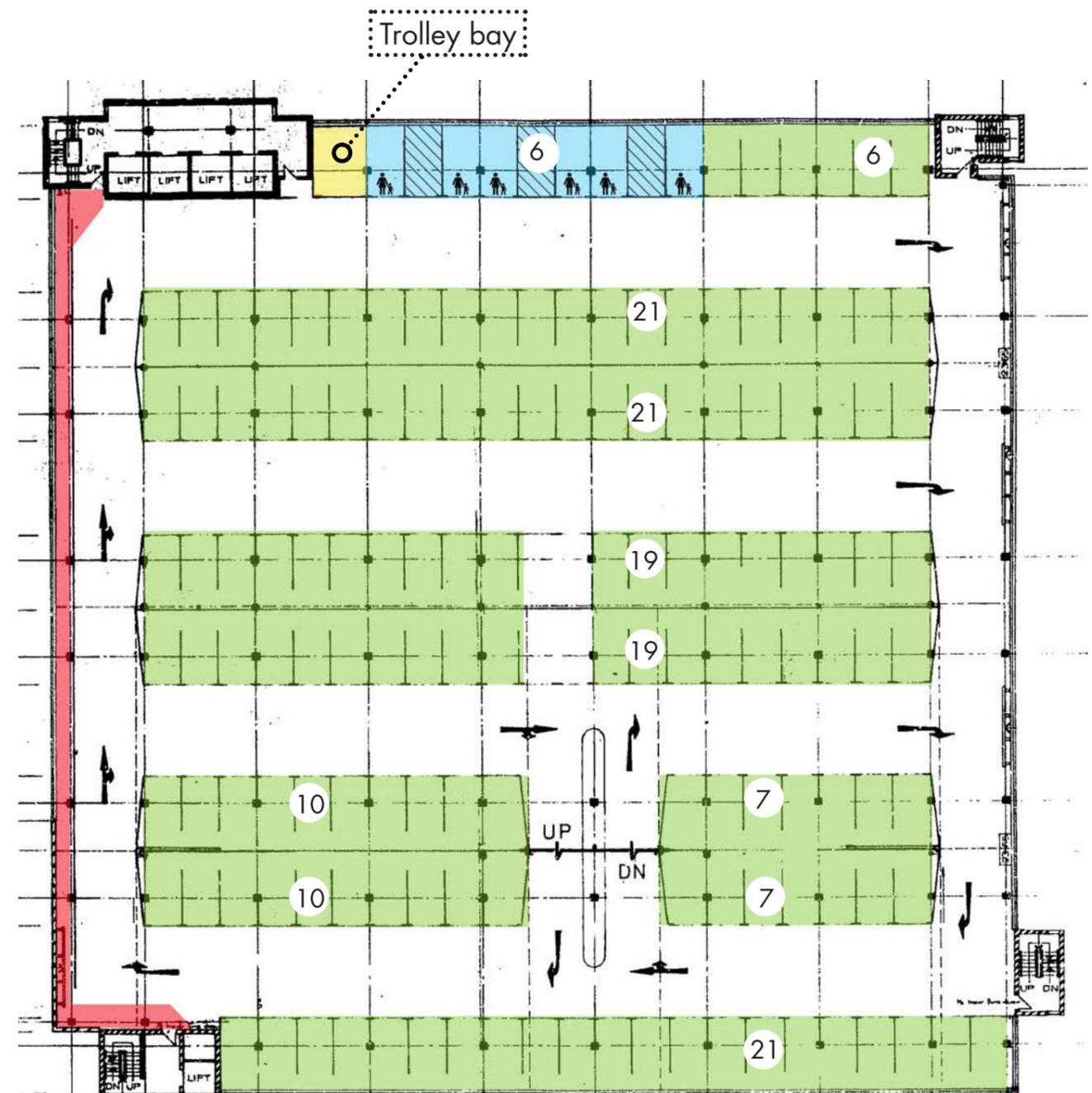


Level 0 - 16.00

**Car Park Numbers:**

- 59 Standard spaces
- 29 Disabled spaces
- Pedestrian walkway

Total: 88 spaces



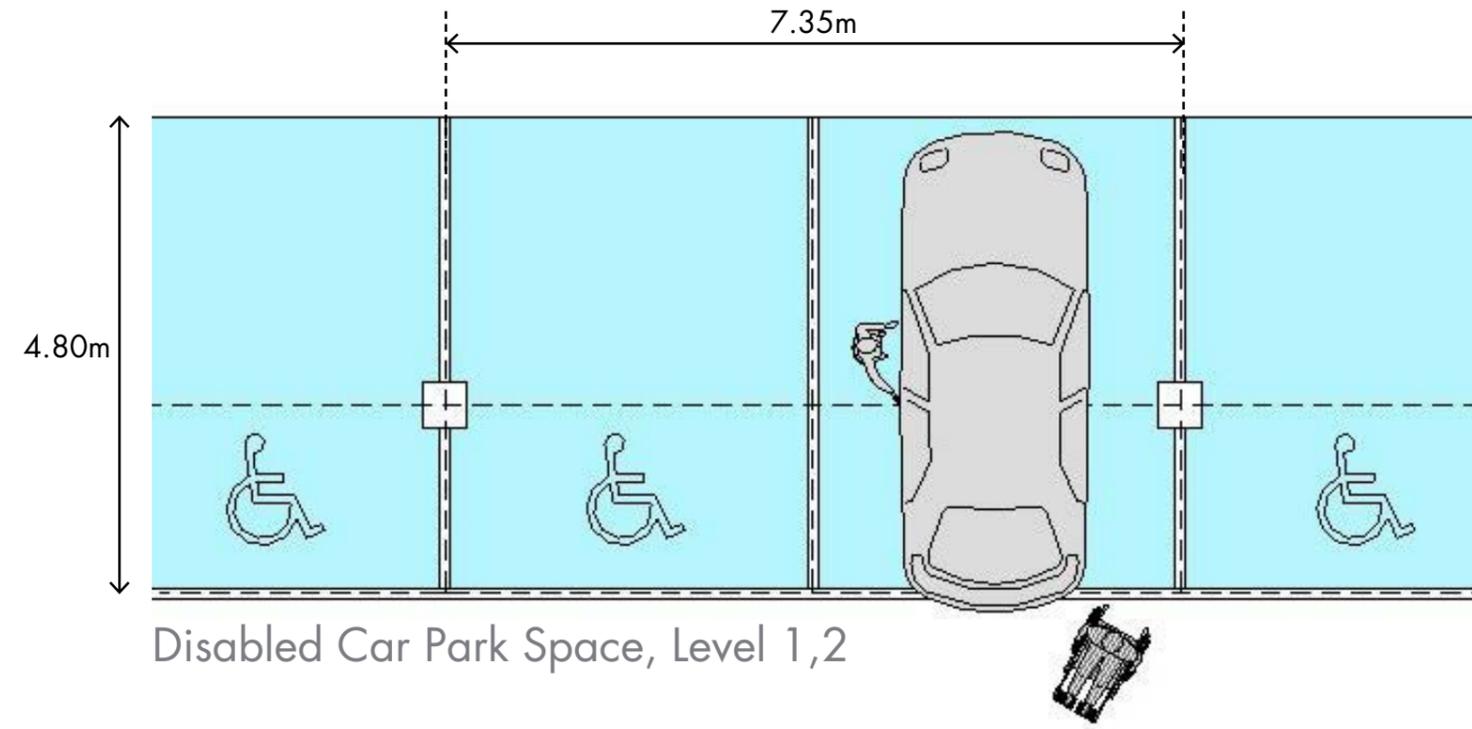
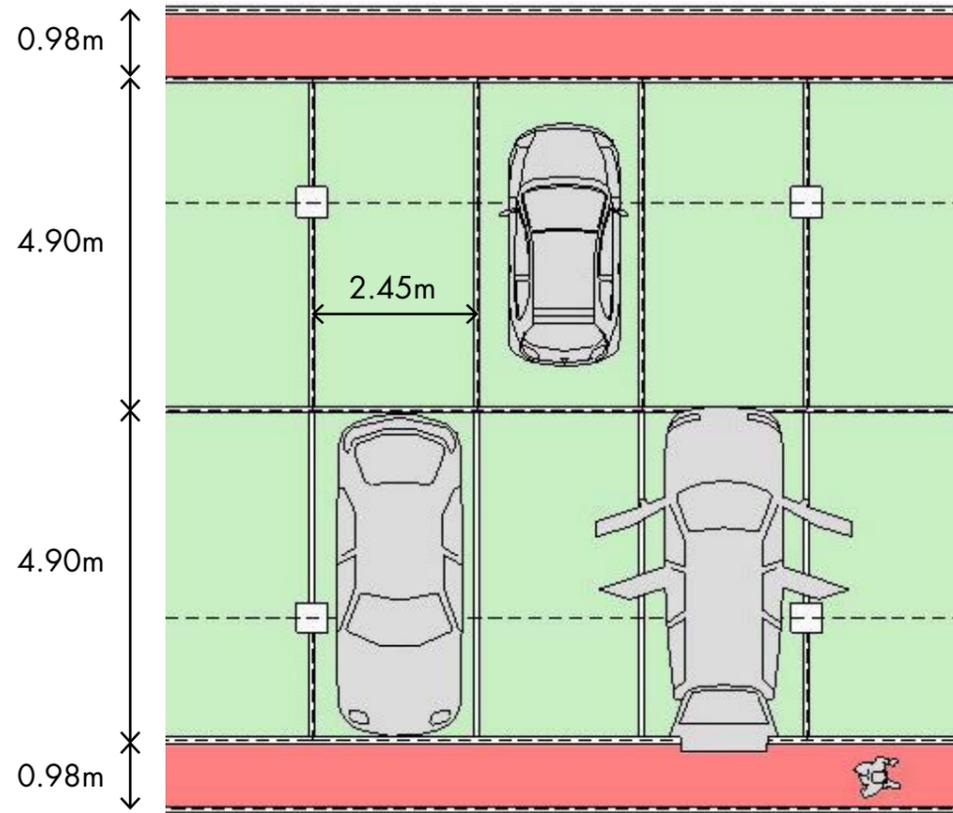
Level 3 - 23.65

**Car Park Numbers:**

- 141 Standard spaces
- 6 Parent/ Child spaces

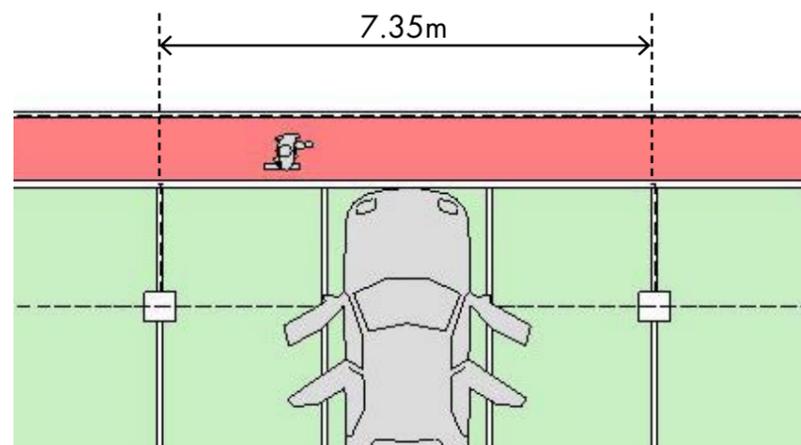
Total: 147 spaces

# Existing Car Parking

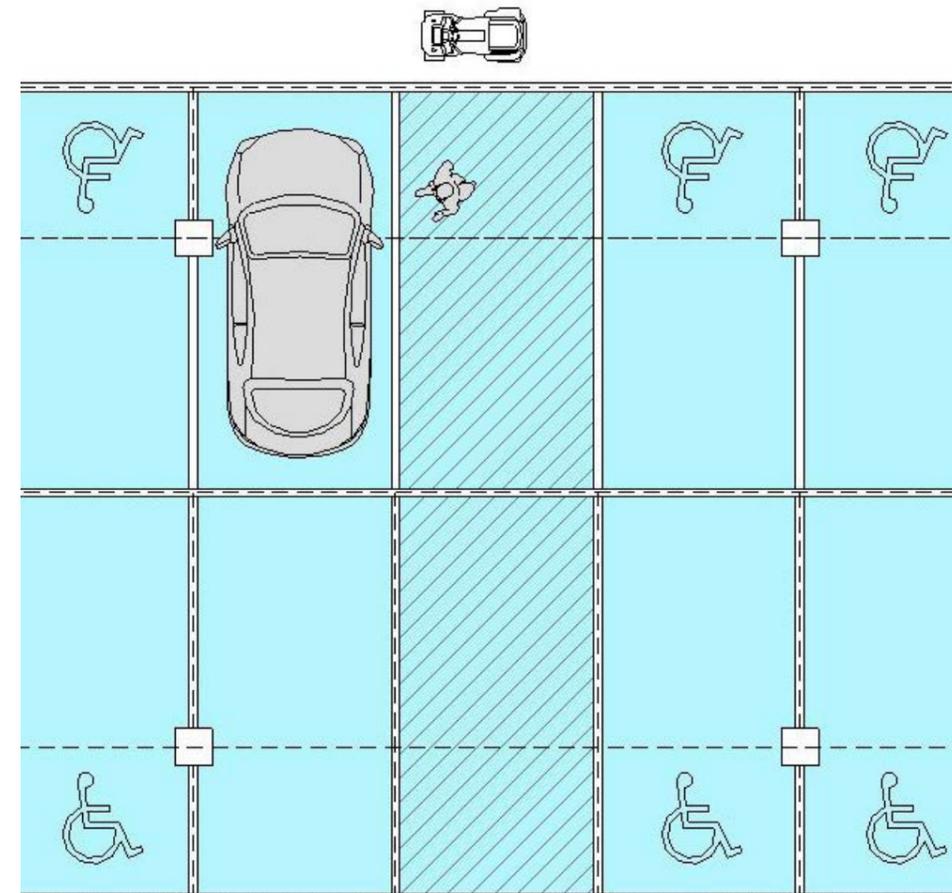


Disabled Car Park Space, Level 1,2

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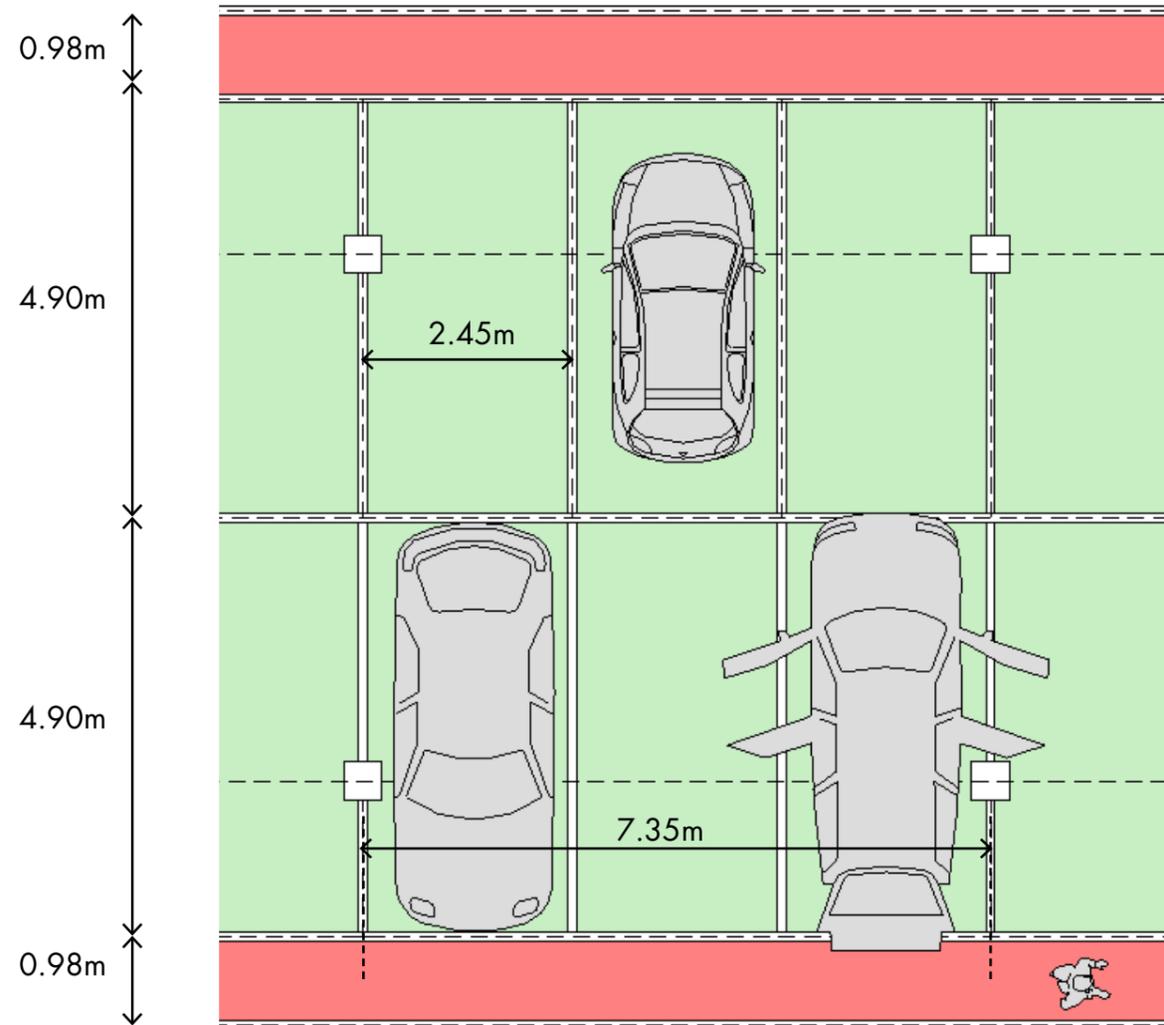
Standard Car Park Space



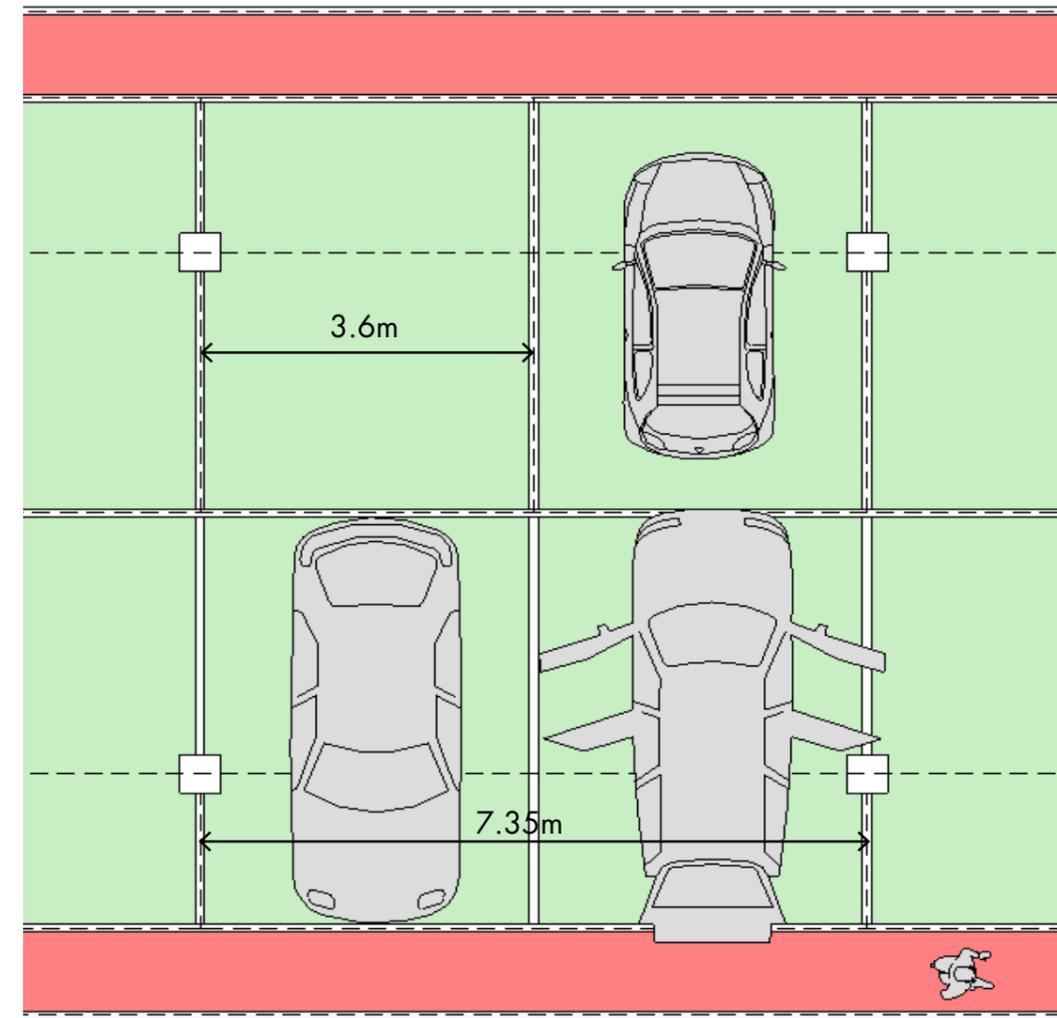
Disabled Car Park Space, Level 0

# Proposed Car Parking

Following an early Stakeholder meeting with the car park manager, it was explained that the size of the current parking bays is restrictive and causes problems for entry and egress and opening doors when drivers are getting in and out of the vehicles. The preference is therefore to provide 2 spaces per structural bay instead of 3 to suit modern/ larger vehicles. The current overall parking numbers would appear to support this while keeping within an accepted, reduced provision.



Existing Car Park Spaces  
(3 spaces per structural bay)



Proposed Car Park Spaces  
(2 spaces per structural bay)

# Proposed Car Park Numbers

## OPTION 1 - 579

Increase parking bay width and provide 2 car spaces per structural bay instead of 3 to suit larger, modern vehicles.

Apply to all levels:

Disabled spaces (2no. + 4%) : **25**

Electric spaces (2 for first 25-100 + 2 spaces for every 100 thereafter) :  $2 + (2 \times 5) = \mathbf{12}$

Parent/ Child spaces : to be confirmed (increased bay widths make any spaces suitable)

Subtotal : **37**

Balance of standard spaces : **542**

**Total : 579 spaces**

## OPTION 2 - 511

Increase parking bay width and provide 2 car spaces per structural bay instead of 3 to suit larger, modern vehicles.

Apply to levels 0-4;

Lower level 5/ rooftop parking to remain as current provision; Upper level roof to be allocated for PV installation

Disabled spaces (2no. + 4%) : **22**

Electric spaces (2 for first 25-100 + 2 spaces for every 100 thereafter) :  $2 + (2 \times 5) = \mathbf{12}$

Parent/ Child spaces : to be confirmed (increased bay widths make any spaces suitable)

Subtotal : **34**

Balance of standard spaces : **477**

**Total: 511 spaces**

# Proposed Floor Plan

## Typical Layout

Existing lifts to be refurbished

Trolley bay

Disabled, Parent/ Child, Electric vehicle parking bays - distribution and final location t.b.c

Parking bay widths increased to 2 per structural bay

Pedestrian crossing points

New pedestrian routes

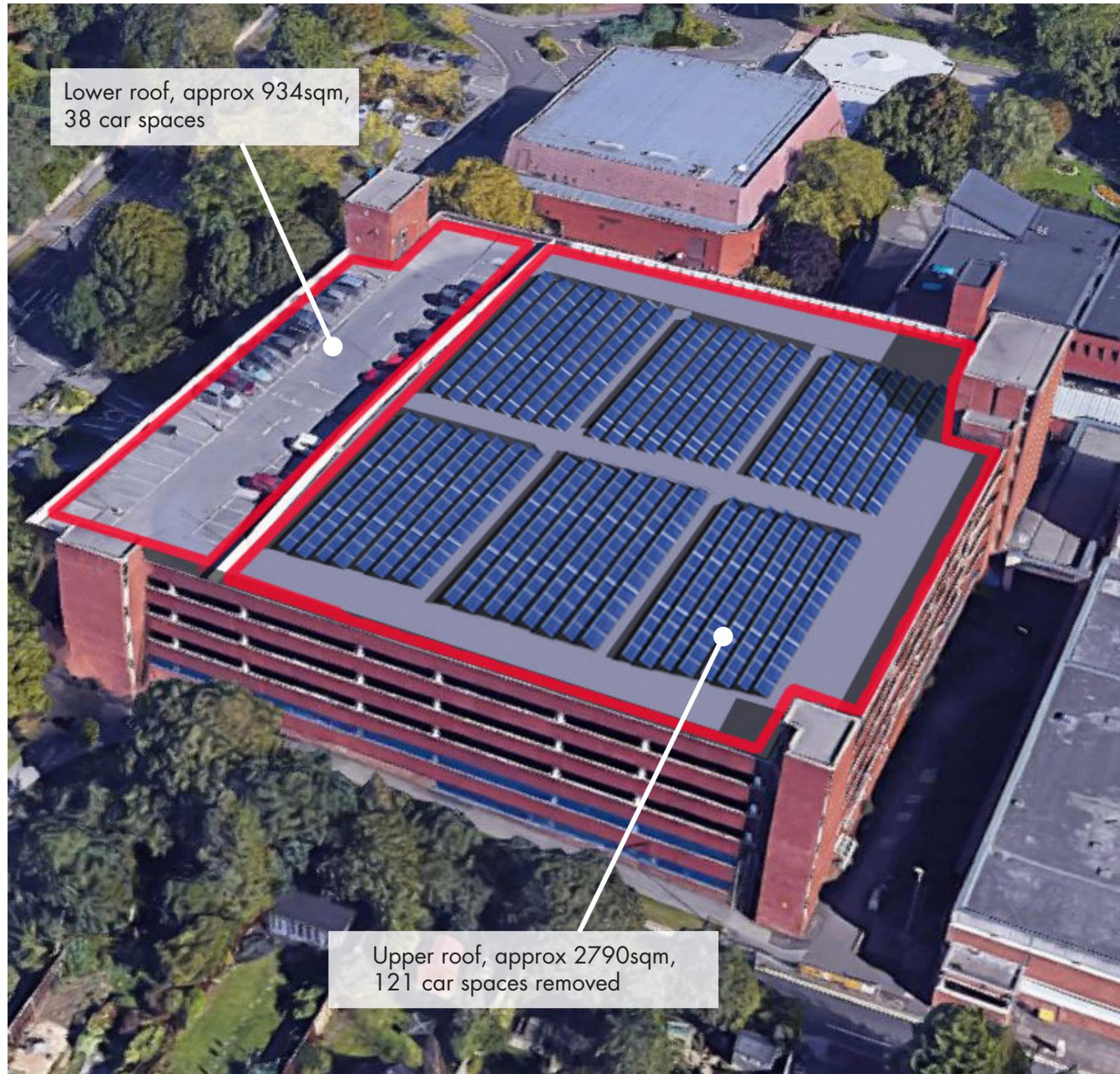
Existing pedestrian route

Page 67

Existing lift to be replaced



# Rooftop Solar PV Installation



Rooftop PV installation. Array shown for illustrative purposes, number and layout of panels t.b.c specialist



Remove parking and fix PV panels directly to roof

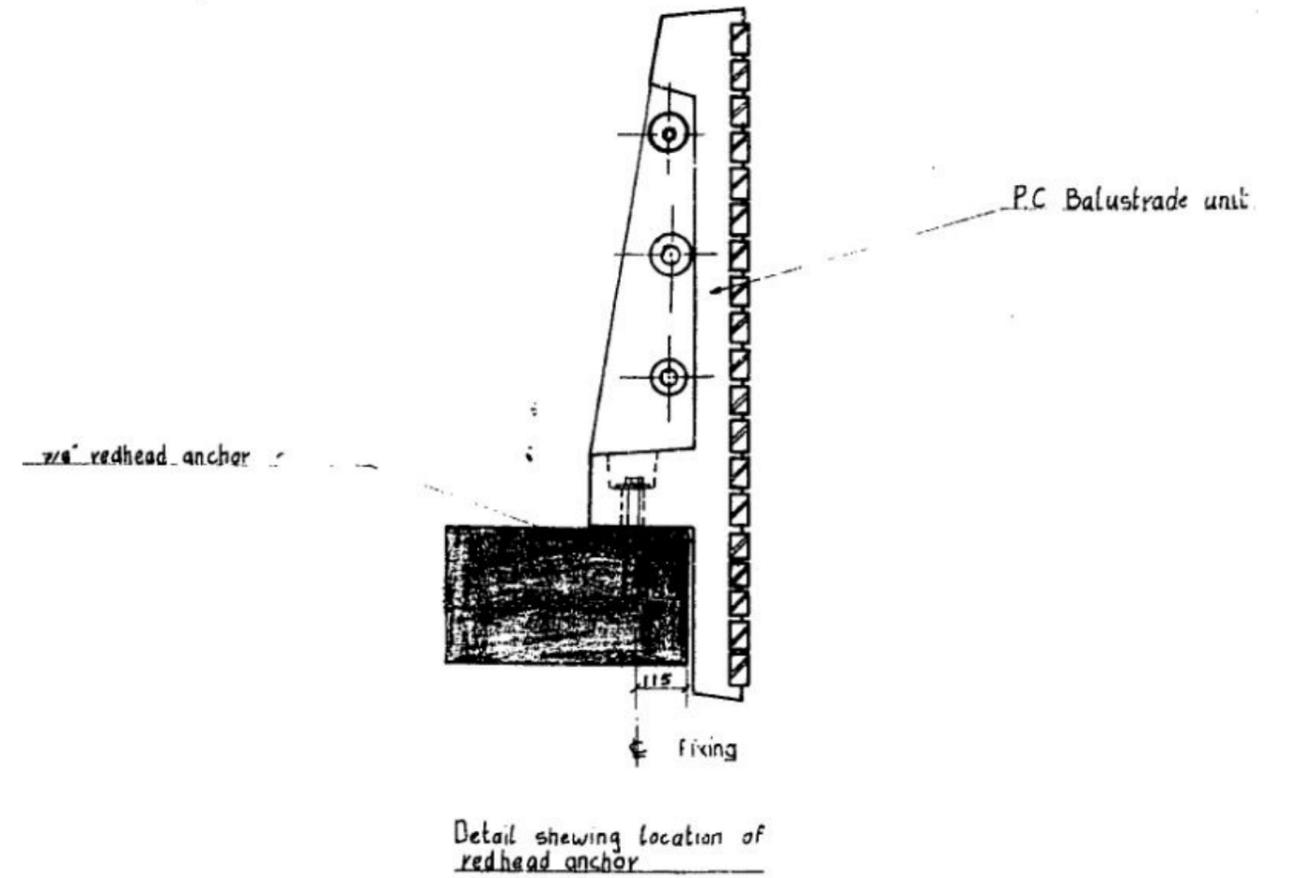
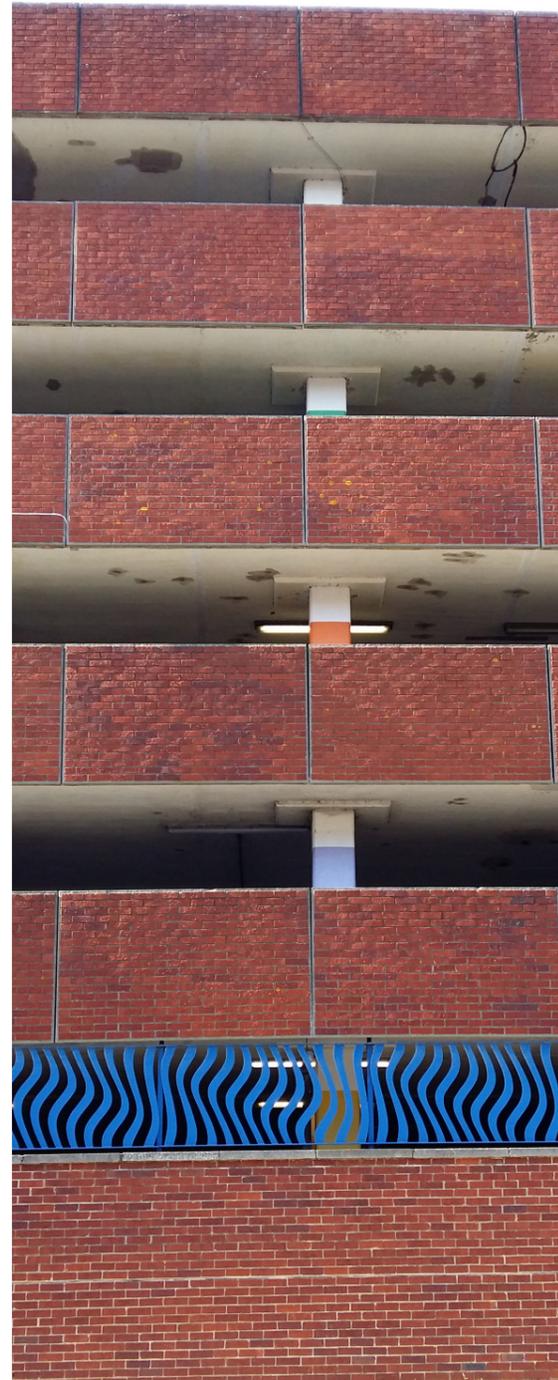
The PV panels could add value to the car park and improve the economic and environmental performance. The electricity generated from the PV panels could potentially generate approx 300kw of power and be used for:

- Car park lighting
- Electrical vehicle charge points
- Lifts
- Provision of electricity to adjacent developments, e.g Fareham BC offices, Library
- Exported to grid as income generator
- Street lighting
- On site energy storage

Subject to a full technical appraisal and review of the existing infrastructure, it may be possible to achieve a zero carbon car park

# Elevational Treatment

Proposed Studies - Brick clad concrete piers



Existing pre-cast concrete upstand with facing brick slips

Existing steel stanchions and pre-cast concrete upstands with facing brick slips

# Elevational Treatment

Proposed Studies - Brick clad concrete piers removed



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Existing pre-cast concrete/ brick clad perimeter upstands removed and replaced with lightweight steel perimeter structure. Additional natural light provided inside car park.



# Elevational Treatment

## Proposed Studies - Option 1



View from Osborn Road

Existing pre-cast concrete/ brick clad perimeter upstands removed and replaced with lightweight, translucent 'veil'. Colours to reference decorative feature brickwork proposed for Ferneham Hall refurbishment

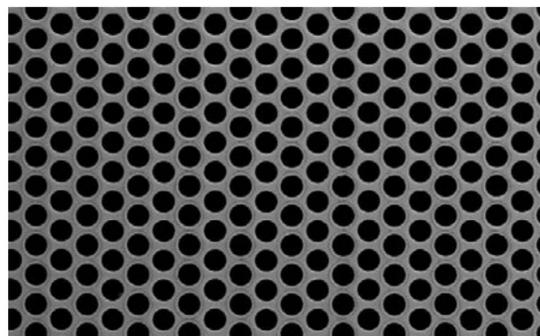
Building Regulations Part F states that naturally ventilated car parks require openings of 1/20th of the floor area of which at least 25% should be on each of two opposing walls.

# Elevational Treatment

## Proposed Studies - Option 1

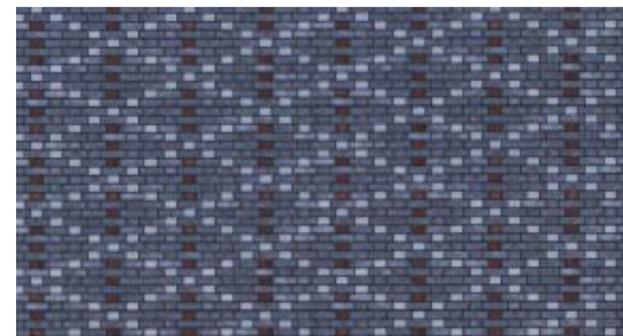


Corner view from Osborn Road

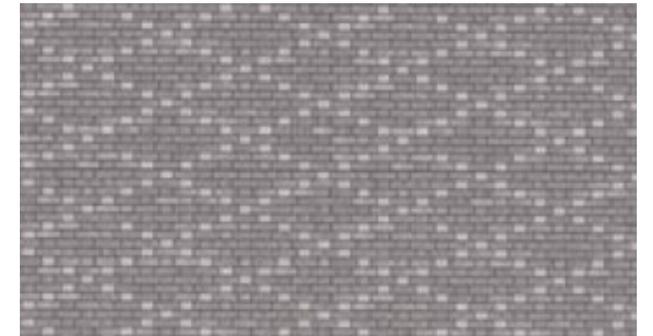


Perforated metal panels

Initial calculations (t.b.c by specialist) indicate that this rainscreen option relies on the removal of the upstands on the Osborn Road (north) and service road (east) elevation to provide the required area of ventilation and assumes no overcladding on the south elevation



Decorative brickwork proposed for Ferneham Hall



# Elevational Treatment

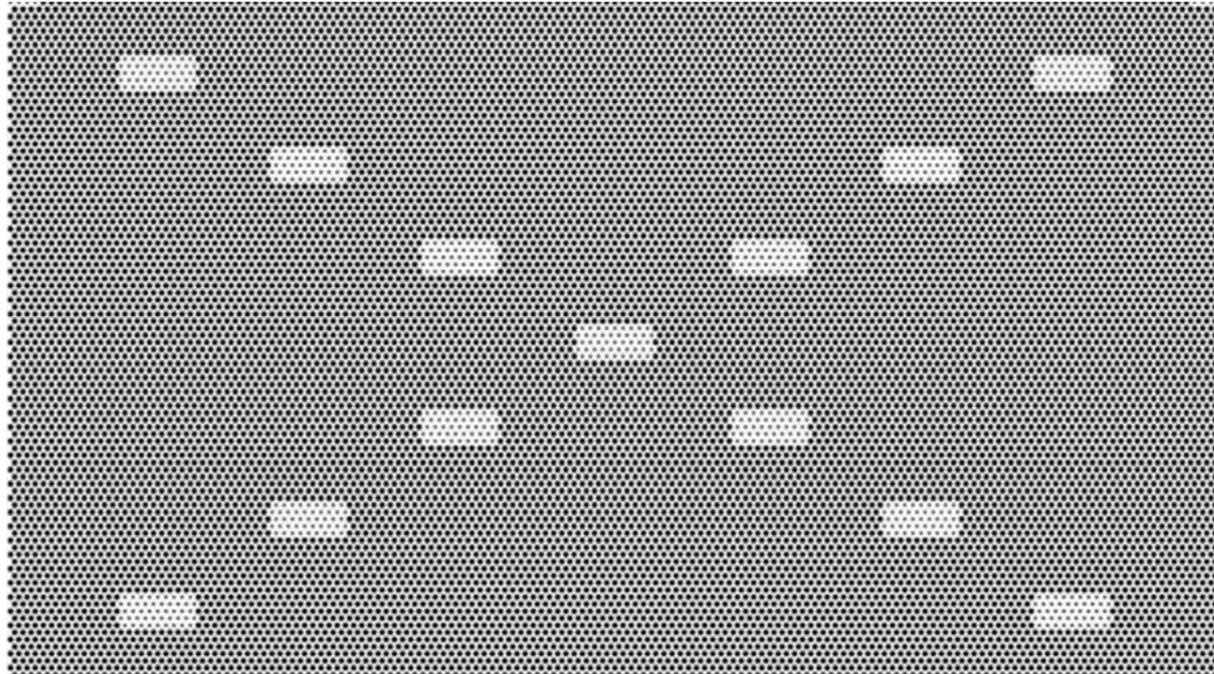
## Proposed Studies - Option 1



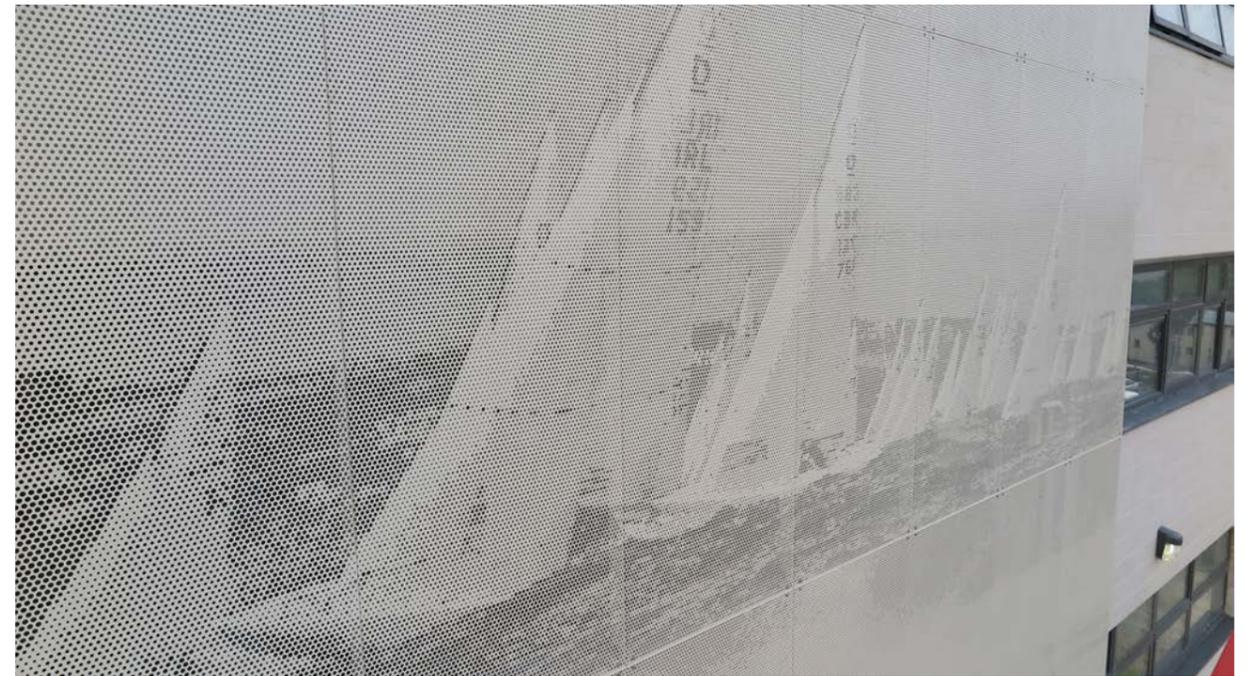
View from Osborn Road with trees in leaf

# Elevational Treatment

## Proposed Studies - Option 1 Technical Solutions



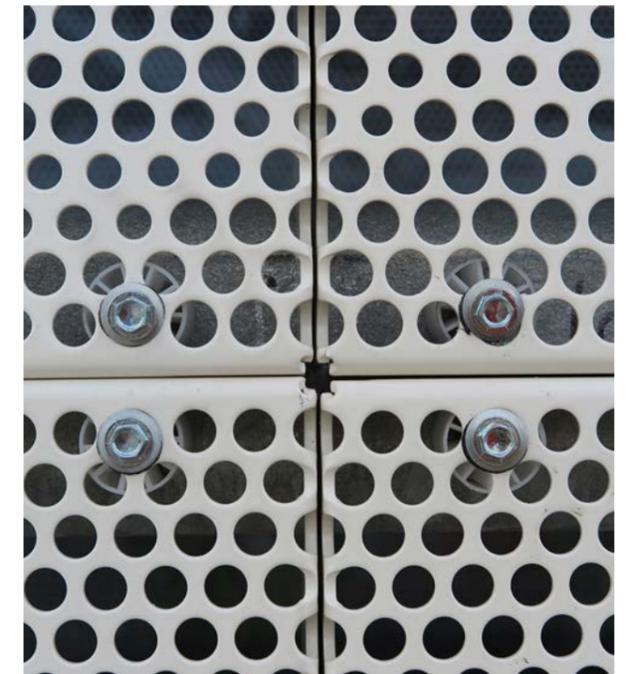
Mock up of potential panel design



Examples of similar installation



Examples of similar installation



We have consulted with cladding specialist, Graepels who are leading manufacturers of perforated metal. Their suggestion to achieve the desired pattern is to perforate the panels with 15mm diameter holes at a 20mm pitch. The brick pattern would then be achieved with a smaller, 8mm diameter hole at the same pitch. Guidance suggests that this design would provide a 50% open area to suit the ventilation requirements.

Each panel would be circa 3m x1m to suit the manufacturing apparatus and formed as a tray with folded sides to provide the required strength. They would be constructed from marine grade aluminium to suit the salt content in the Fareham air, with a light grey powder coated finish which would contrast with the dark background in the car park.

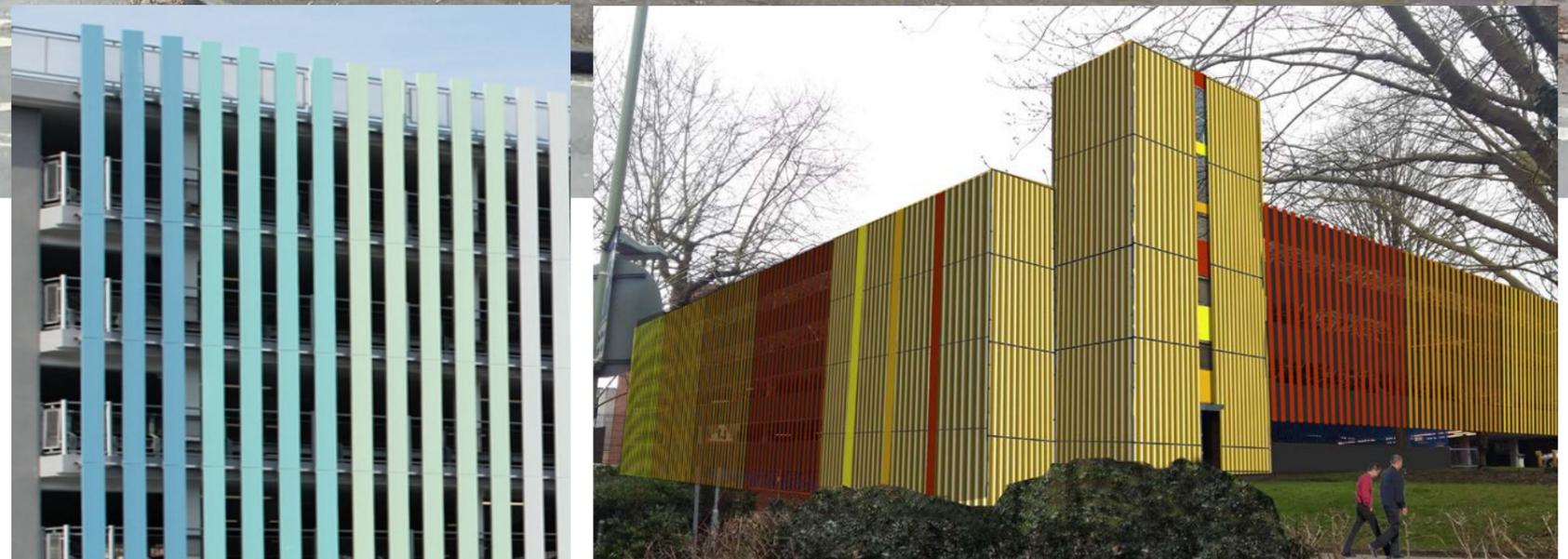
# Elevational Treatment

## Proposed Studies - Option 2a



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Existing pre-cast concrete/ brick clad perimeter upstands removed and overlaid with graduated colour louvre blades. Colours to reference decorative feature cladding proposed for Ferneham Hall refurbishment. Profile metal cladding to stair/ lift tower to match theatre fly tower



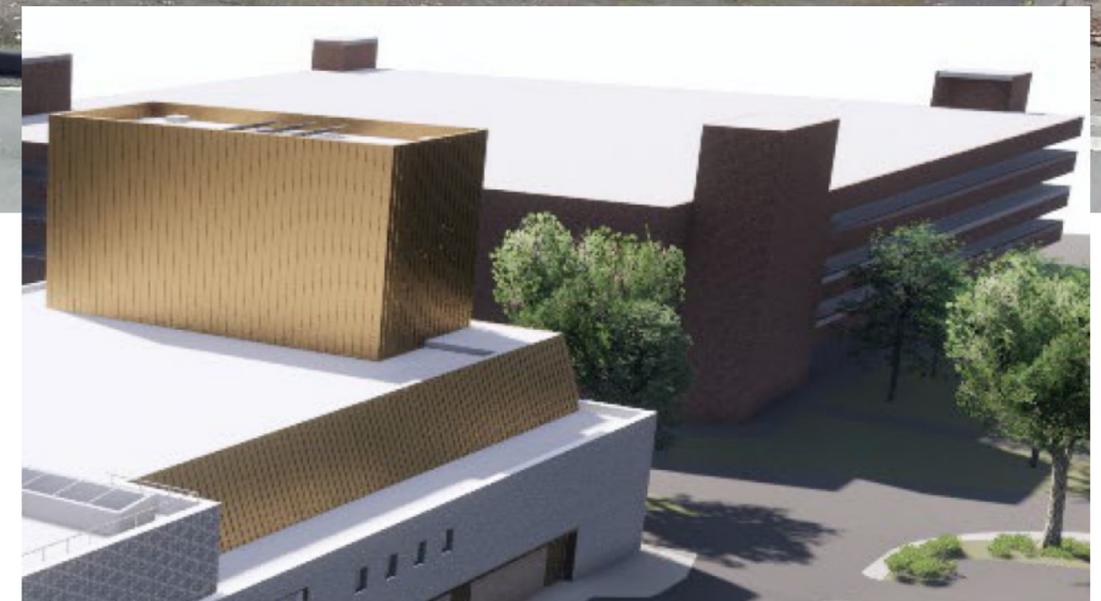
# Elevational Treatment

## Proposed Studies - Option 2b



Page 76

Existing pre-cast concrete/ brick clad perimeter upstands painted black and overlaid with graduated colour louvre blades. Colours to reference decorative feature cladding proposed for Ferneham Hall refurbishment. Profile metal cladding to stair/ lift tower to match theatre fly tower



# Elevational Treatment

Proposed Studies - Option 2b

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View from Osborn Road with trees in leaf  
(repeat blended colours main picture for comparison)



# Elevational Treatment

## Alternative Options



Existing pre-cast concrete/ brick clad perimeter upstands removed and replaced with lightweight, translucent 'veil'. Colours to reference decorative feature cladding proposed for Ferneham Hall refurbishment

# Elevational Treatment

## Alternative Options



Existing pre-cast concrete/ brick clad perimeter upstands painted black and overlaid with lightweight, translucent 'veil'. Colours to reference decorative feature cladding proposed for Ferneham Hall refurbishment



# Elevational Treatment

## Alternative Options



Overclad existing facade with staggered, graduated colour louvre blades. Colours to reference decorative feature cladding proposed for Ferneham Hall refurbishment



# Elevational Treatment

## Alternative Options



Overclad existing facade with staggered, graduated colour louvre blades. Colours to reference Fareham Borough Council core branding. Stair and lift core overclad with uniform colour panels



# Elevational Treatment

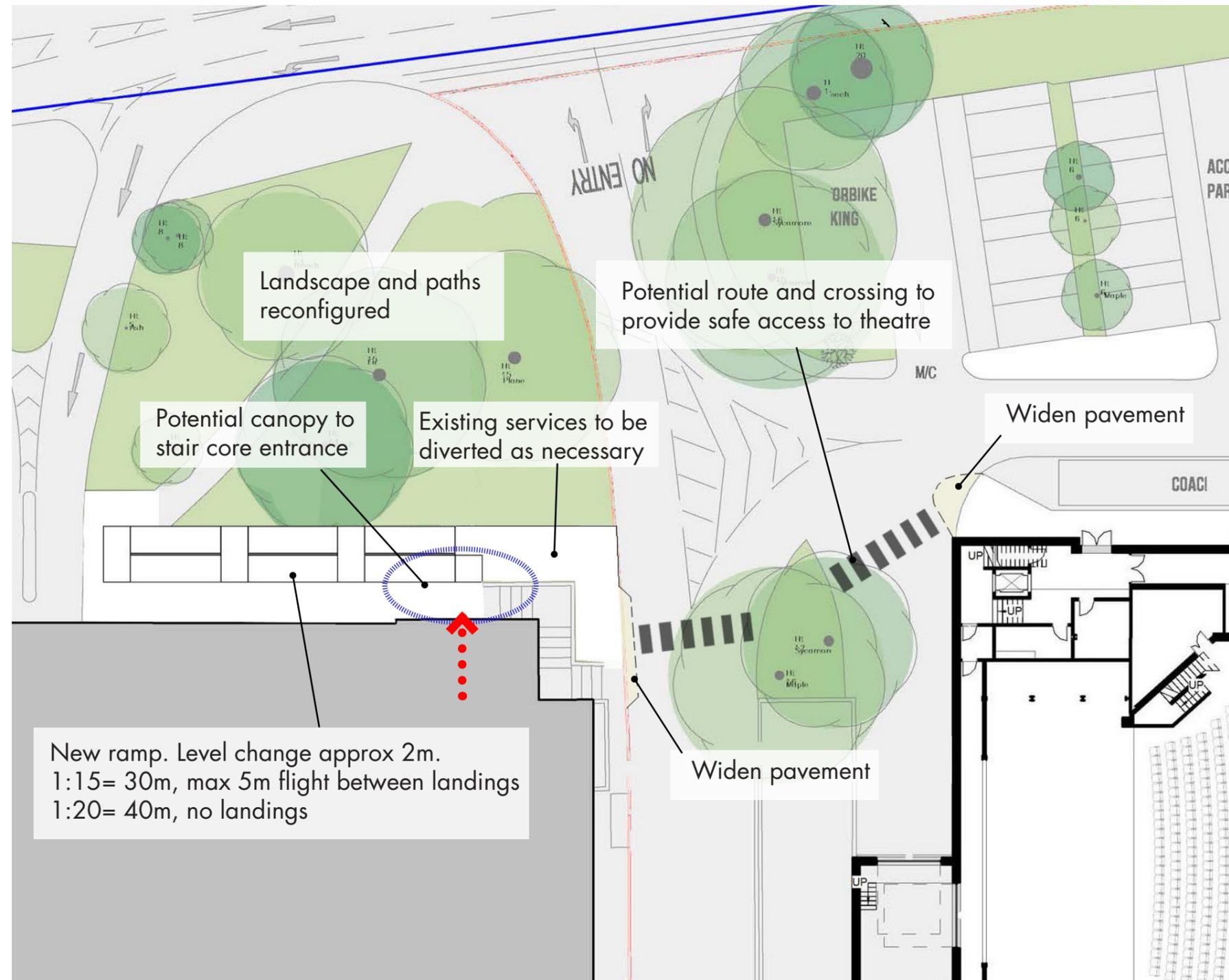
## Alternative Options



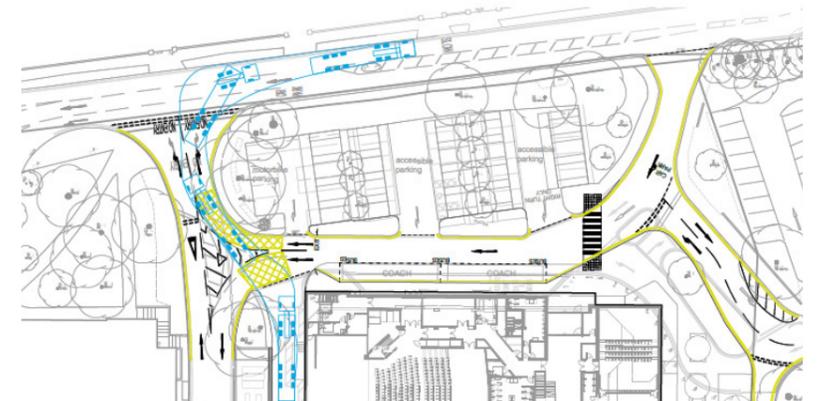
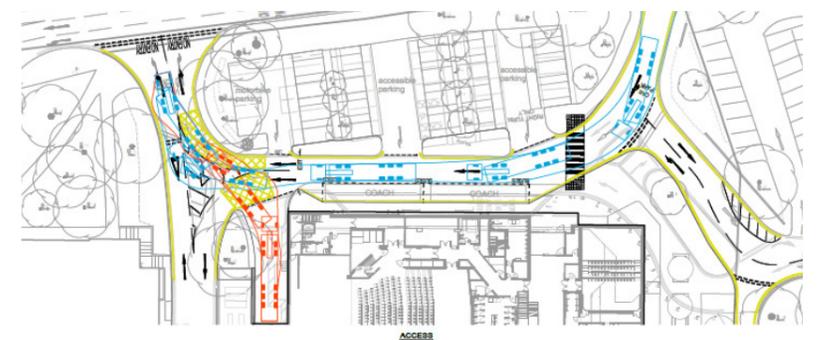
Overclad existing facade with staggered, graduated colour louvre blades. Colours to reference Fareham Borough Council core branding. Stair and lift core overclad with alternating colour panels

# Connectivity to Ferneham Hall

Proposed ramp and road crossing



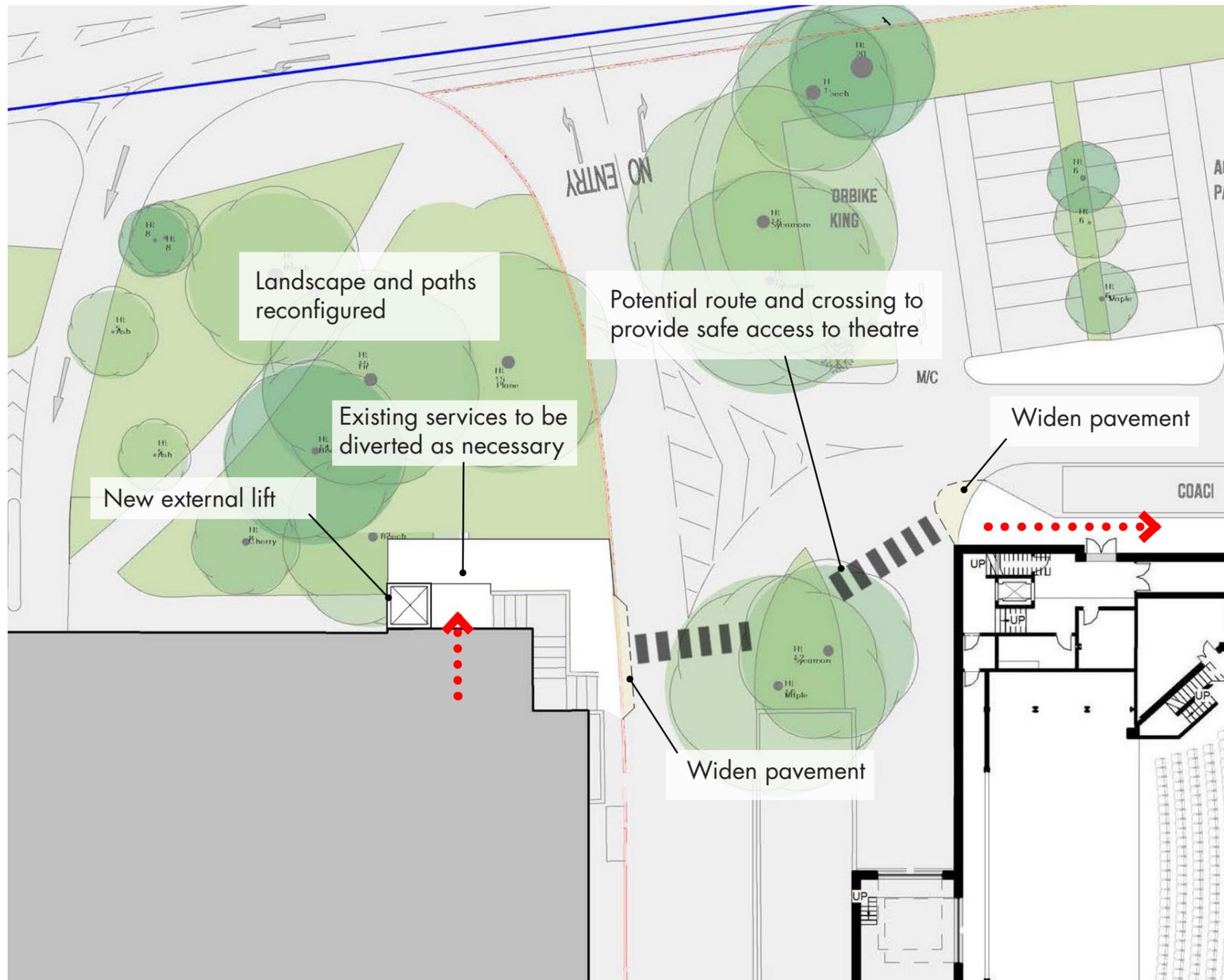
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Access between the north east stair/ lift core and Ferneham Hall involves crossing the service road which separates the two buildings. This would provide a more direct route but there are level changes and potential safety challenges to consider. It is proposed to provide a replacement lift within the existing stair core and a new wheelchair accessible ramp could be considered to address the level difference. There are existing below ground services in this area and consideration will be required about their diversion. A designated, pedestrian friendly and waymarked path across the service road could then be provided (subject to further vehicle tracking) in conjunction with enhanced landscaping.

# Connectivity to Ferneham Hall

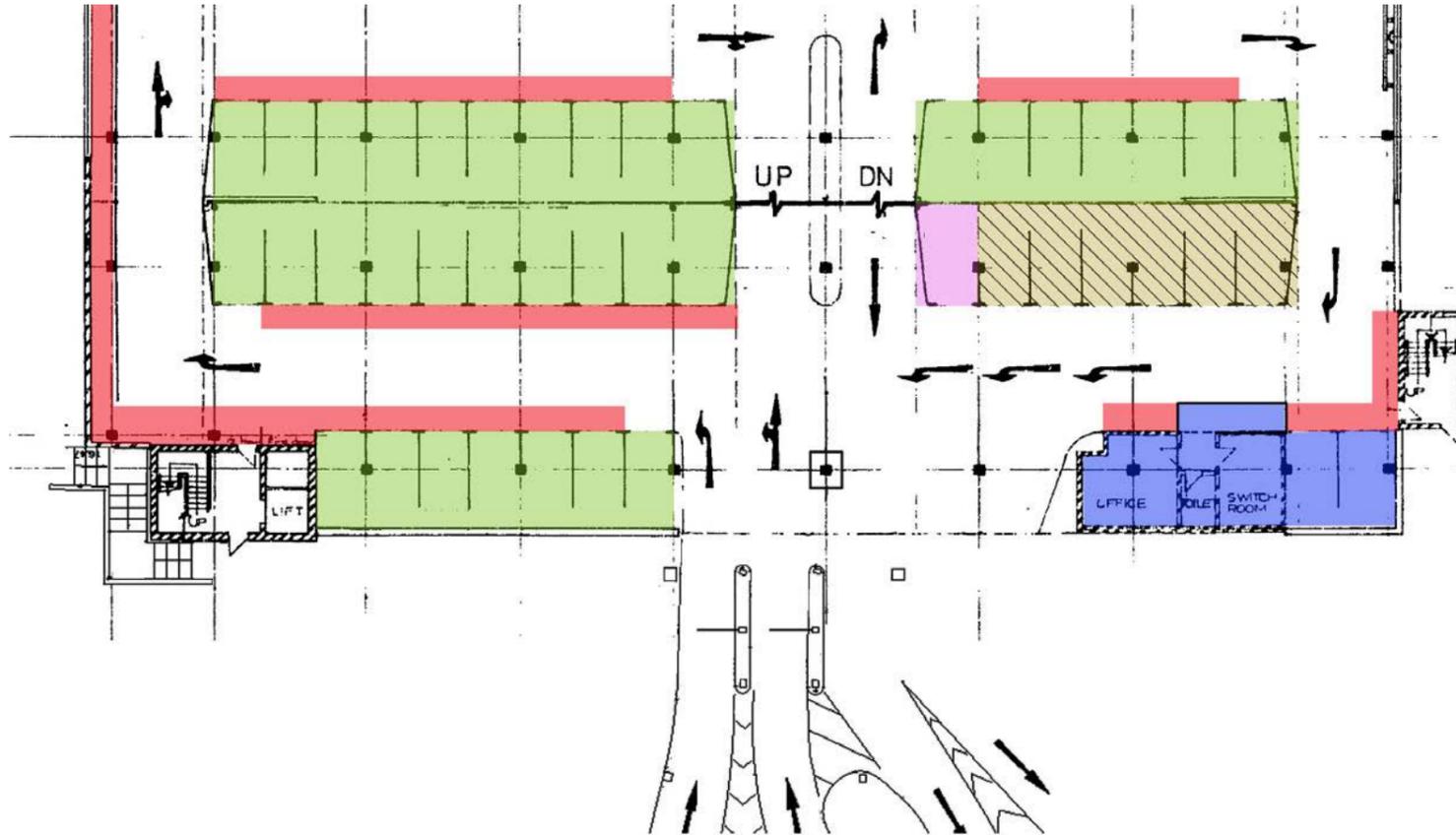
Proposed external lift and road crossing



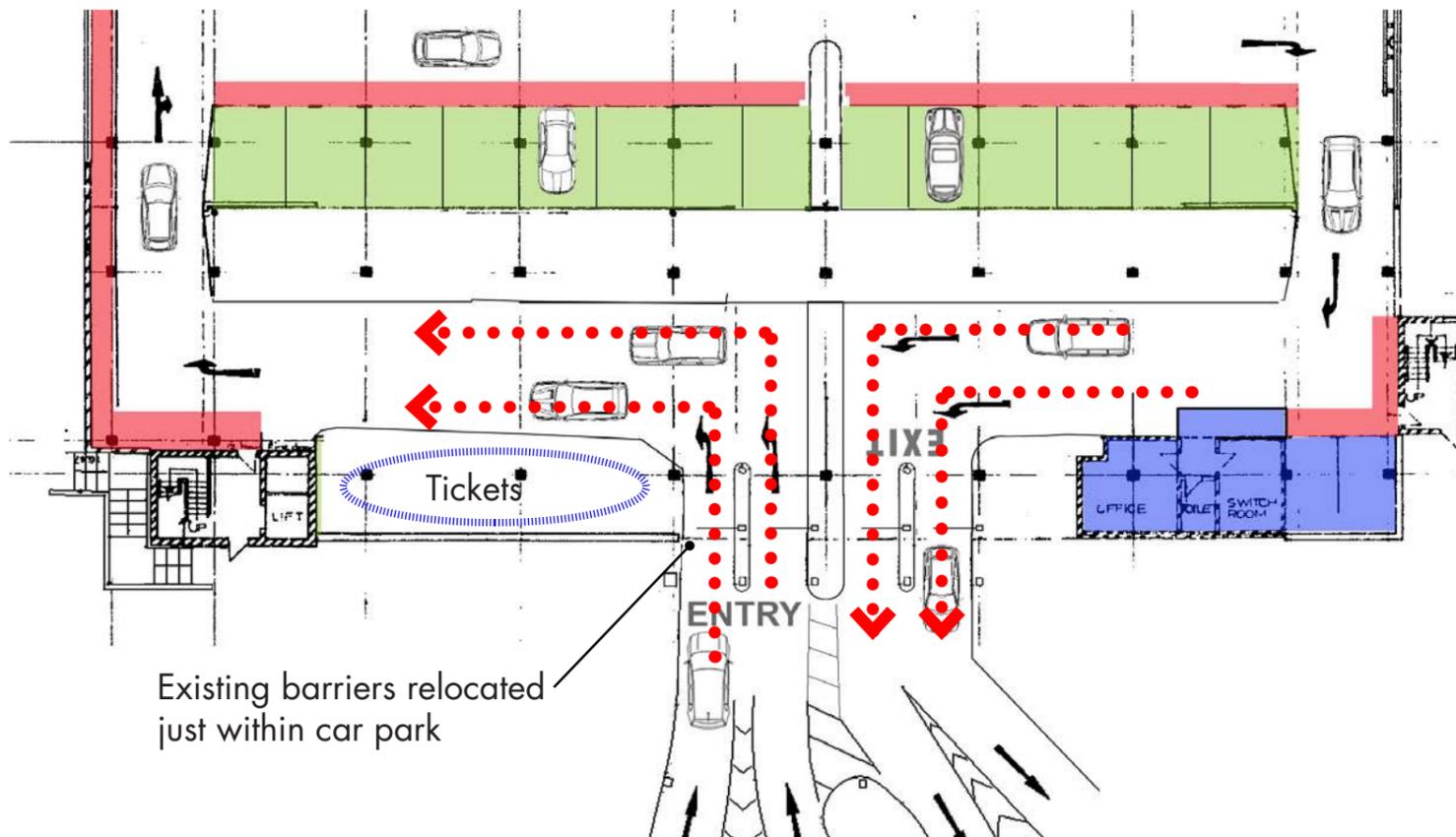
Page 84

As an alternative to a ramp, a new, additional external lift could be provided to address the level difference. There are potential concerns about susceptibility to vandalism with this option as well as ongoing running and maintenance costs.





Existing Entrance & Exit



Proposed Entrance & Exit

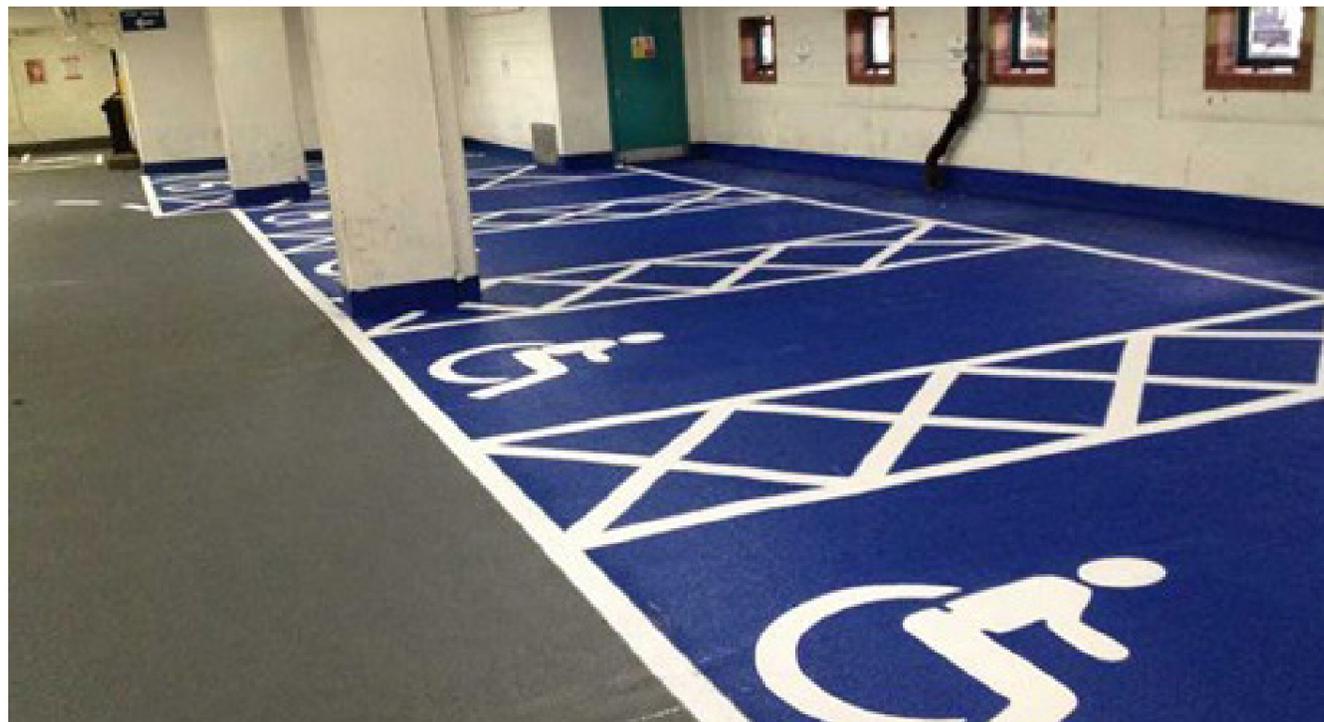
Relocate entrance and exit barriers slightly in-board of the front elevation to the car park to provide covered ticket collection and relieve potential queuing back up

Existing barriers relocated just within car park

# Signage Studies



Internal signage proposal



# Elevational Treatment

## Precedent Studies



**CONTACT**

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BRANDING & WAYFINDING  
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HISTORIC BUILDINGS & CONSERVATION  
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PRINCIPAL DESIGNER  
PROJECT MANAGEMENT  
SUSTAINABILITY DESIGN  
TOWN PLANNING

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HEALTHCARE  
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SPECIALIST LIVING  
STUDENT LIVING  
TECHNOLOGY & INNOVATION  
TRANSPORT

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BATH  
BIRMINGHAM  
BRISTOL  
CARDIFF  
LONDON  
MANCHESTER  
PLYMOUTH  
SOLENT  
TRURO

FILE	ST REPORT_A3_Landscape_190805	REVISION	
PROJECT	Pump House	1	X
CLIENT	ABP	2	X
STRIDE TREGLOWN JOB No.	153507	3	X
PREPARED BY	BAJ	4	X
CHECKED BY		5	X
DATE	13.12.2019	6	X
REVISION No.	A		

# STRIDE TREGLOWN



## Summary cost plan for upgrade of existing MSCP

Item	Description	Cost
1	Strengthening of the structure, repairs and treatment of the surfaces	985,000.00
2	External Cladding	1,195,000.00
3	Roof Surface and Drainage	250,000.00
4	Floor surface coating and markings	724,000.00
5	Staircase repairs and decoration	120,000.00
6	Signage	45,000.00
7	Electrical works and lighting replacement	350,000.00
8	Solar photovoltaic panels	750,000.00
9	Vehicle charging points	48,000.00
10	Provision of a new lift and refurbishment of existing	240,000.00
11	Entry control systems	100,000.00
12	Improvement to venue access	115,000.00
	<b>Sub Total</b>	<b>4,922,000.00</b>
13	Preliminaries, overhead and risk allowance etc	1,138,000.00
14	Technical design and Project Management	115,000.00
15	Value Engineering	-675,000.00
	<b>Total</b>	<b>5,500,000.00</b>

