

OFFICER REPORT FOR COMMITTEE

DATE: 24/05/2023

P/23/0083/FP

FAREHAM EAST

FAREHAM BOROUGH COUNCIL

DEMOLITION OF EXISTING MULTI-STOREY CAR PARK AND THE CONSTRUCTION OF A SURFACE CAR PARK FOR 139 CARS INCLUDING TWO CANOPY STRUCTURES FOR PHOTOVOLTAIC SOLAR PANELS AND BATTERY STORAGE, ALTERED ACCESS ARRANGEMENTS AND LANDSCAPING

OSBORN ROAD MULTI-STOREY CAR PARK, OSBORN ROAD, FAREHAM

Report By

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1.0 Introduction

1.1 The application is presented to the planning committee due to the nature and importance of the development proposal to Fareham Town Centre.

2.0 Site Description

- 2.1 The application site lies on the south side of Osborn Road in Fareham Town Centre and within the defined urban area boundary. On the site currently stands a multi-storey car park which was constructed in the 1970s, serving the northern side of the town centre.
- 2.2 The car park is spread over six levels and has a capacity of 621 spaces not including spaces on the top floor which are closed to the public. The car park operates on a 'pay on foot' basis with pay machines at ground floor level and barrier controlled vehicular access and egress.
- 2.3 At the lower level of the building is Fareham Shopmobility. The Shopmobility services provides mobility scooters, electric and manual wheelchairs to people with limited mobility, enabling them to access Fareham town centre and shop independently. There is little else other than the car park building within the application site except for an area of landscaping to the north of the building which contains several mature trees none of which are subject of a tree preservation order. The levels on the site drop down from north to south.
- 2.4 To the north of the site on the opposite side of Osborn Road lies The Vicarage at 30 Osborn Road which is a Grade II Listed Building. The adjacent 'villa' to the west of The Vicarage and the four villas to the east are all 'locally listed' buildings. The front boundary walls of all these buildings however are Grade II Listed Buildings. The buildings on the north side of the road all fall within the

Osborn Road Conservation Area. The Osborn Road Conservation Area is situated immediately to the north of the Osborn Road carriageway.

- 2.5 To the east of the site is a road which leads to the accessible parking spaces outside the library and the library building itself as well as the construction site for Fareham Live. To the south is Fareham Shopping Centre and to the west of the site is a service road leading to the shopping centre.

3.0 *Description of Proposal*

- 3.1 The applicant explains that the existing multi-storey car park was built in the 1970s using a construction method that is now considered flawed and no longer used. The building is at the end of its working life and this application proposes the demolition of the multi-storey car park building and the construction of a surface car park in its place. The submitted plans show that the new car park would occupy a very similar footprint on the site to the existing multi-storey building.
- 3.2 Vehicular access into the car park from Osborn Road would be simplified compared to the existing arrangement with one route in and one route out being provided, and associated changes made to the road layout on Osborn Road itself.
- 3.3 The car park would be split across two levels (Deck A and Deck B) stepping down from north to south to account for the change in levels across the site. A retaining wall would divide the car park separating the two decks. In total there would be 139 parking spaces of which 7 would be accessible parking spaces and 18 would offer electrical vehicle (EV) charging facilities.
- 3.4 Two large canopy structures would be constructed across the car park and these would be made of galvanised steel with grey PVC roof panels. On top of the roofs of the canopies, solar photovoltaic (PV) panels would be fitted. A dark green coloured glass reinforced plastic (GRP) battery enclosure building would be constructed in the north-eastern corner of Deck A to house the batteries used for the PV panels and EV charging points. A height restriction barrier would be constructed at the entrance to the car park constructed of grey powder coated steel with a red and white 'nudge bar'.
- 3.5 Pedestrian access into and out of the car park would be provided at three points – two at the southern end of the site to provide access to Fareham Shopping Centre and one at the north-eastern corner of the car park to link into the northern entrance to the Fareham Live venue.
- 3.6 Along the western and eastern boundaries of the car park areas, new planting would be created. Between the car park and the highway boundary of Osborn

Road to the north, areas of the site which are currently hardsurfaced but would no longer be needed as vehicular or pedestrian access, would be planted as part of the soft landscaping proposals.

- 3.7 Three existing trees (a cypress, cherry and lime) would be removed due to their proximity to the northern edge of the car park where the land would be graded to accommodate the level changes and then landscaped accordingly with five new trees in this area. Along the eastern side of the car park a further six trees would be planted in the landscaping strip along with other shrubs.
- 3.8 The applicant has advised that the existing Shopmobility facility will be relocated to a vacant unit within Fareham Shopping Centre.

4.0 Policies

- 4.1 The following policies apply to this application:

Adopted Fareham Local Plan 2037

NE6: Trees, Woodland and Hedgerows

R1: Retail Hierarchy and Protecting the Vitality and Viability of Centres

TIN2: Highway Safety and Road Network

D1: High Quality Design and Place Making

D2: Ensuring Good Environmental Conditions

HE1: Historic Environment and Heritage Assets

HE2: Conservation Areas

HE3: Listed Buildings and Structures and/or their Settings

HE5: Locally Listed Buildings and Non-designated Heritage Assets

Other Documents:

National Planning Policy Framework (NPPF) 2021

5.0 Relevant Planning History

- 5.1 None.

6.0 Representations

- 6.1 Four residents have commented on the application including two objecting to the proposals. The following material planning considerations were raised.

- Removal of unsightly multi-storey car park is a benefit
- Reduction in light pollution at night welcome
- What will happen to users of Shopmobility?
- Car park should be barrier controlled to prevent unwelcome visitors and noise nuisance

- PV panels would be overshadowed and not effective in winter months
- Reduction in number of disabled parking spaces for shoppers and visitors to new venue

6.2 In addition, a consultation exercise was carried out by the Council between 11th January – 7th February 2023. A total of 307 responses were received raising the following general comments:

- The design/layout looks good
- Introduction of solar panels and electric charging is a good idea
- The provision of larger spaces is good
- There is not enough parking to meet the needs of the area or Fareham Live.
- There are not enough Disabled, or Parent/Child spaces proposed
- The reduction in spaces will have negative implications for the town centre
- There needs to be more electric charging points
- Concern regarding Shopmobility
- The main attraction of ORMSCP is the covering it provides in bad weather
- There is nothing wrong with the existing car park, why not upgrade rather than replace it?
- What about bikes, e-bikes, and motorcycle spaces?
- Suggestion of greenery and tree planting
- Concern of vandalism

7.0 Consultations

EXTERNAL

Hampshire County Council Highways

7.1 No objection.

Hampshire County Council Flood and Water Management Team

7.2 No objection.

Hampshire County Council Ecology

7.3 No objection.

INTERNAL

Principal Tree Officer

7.3 No objection. The impact on trees and the effect of tree loss, pruning and other site operations on local tree cover, public amenity and local character have all been considered. Provided the recommendations of tree report are implemented and the construction methods, as detailed within the

arboricultural method statement, are followed when working near retained trees, then it is considered that the impact would be minimal and acceptable.

Environmental Health

7.4 No adverse comments. The following measures should be implemented to deter anti-social behaviour and noise nuisance and protect the amenity of the area:

- An appropriate number of CCTV cameras should be installed to deter anti-social behaviour;
- Consideration should be taken to implementing a way to secure the car park and the future installation of speed bumps or speed restriction should the need arise.

Contaminated Land

7.5 No objection.

Conservation Planner

7.5 In terms of the impact on the adjacent heritage assets, by removing the existing car park, the proposed new ground floor car park will significantly enhance the setting of and the views both into and out of the Conservation Area. The proposals will also improve the setting of the adjacent listed buildings by removing the unsightly existing car park and significantly reducing the built form on the site. Additionally, as long as the proposed landscaping is agreed and implemented (and continues to be maintained) the proposals will enhance the overall street scape and result in no visual harm and would therefore preserve the and enhance character and appearance of the surrounding area. Consequently, there are no objections to the current application in Historic Environment terms, subject the finalisation and approval (and future maintenance of) the landscaping scheme.

Planning Considerations

8.1 The proposal is to demolish the existing multi-storey car park and construct a replacement car parking facility on the site. The site is located within the Town Centre and designated urban area. The principle of such a reuse of the land is acceptable in principle having regard to the aims of objectives of local and national planning policy to make effective and efficient reuse of brownfield land in urban areas.

8.2 A number of further planning considerations which need to be assessed to determine the suitability of the development proposal are set out below. The key issues comprise:

- a) Reduction of parking within the Town Centre
- b) Character and appearance of surrounding area

a) Reduction of parking within the Town Centre

- 8.3 Fareham town centre is served by a number of public car parks which are available seven days a week. To the immediate east and west of the Osborn Road multi-storey facility are car parks at Palmerston Avenue and north of the new Fareham Live venue (previously known as the Ferneham Hall car parks). A short distance eastwards are surface car parks in Civic Way including the multi-storey car park serving Fareham Shopping Centre and further to the east lies Lysses Car Park. To the west are Osborn Road West, Trinity Street and Malthouse Lane surface car parks. On the southern side of the town centre is the Market Quay car park. The public car parks in the town centre provide for a total of 1,931 spaces when fully available for use (including the existing Osborn Road multi-storey car park).
- 8.4 The existing Osborn Road multi-storey car park currently has a capacity of 621 car parking spaces (not including the top floor which has been closed for use for some period of time). The new proposed surface car park would have 139 spaces meaning after the development has taken place there would be reduction on site of 482 parking spaces.
- 8.5 The application is accompanied by a Transport Statement and an Addendum Car Parking Appraisal which includes a car parking survey carried out during peak times in March 2023. The survey recorded how well used the sixteen different car parks in the Town Centre were (including the multi-storey car park itself, but not including the car parks at the former Ferneham Hall as these were closed to public use).
- 8.6 The surveys showed that during the busiest period (which was on a Monday morning), 931 of the available 1833 car parking spaces in the town centre car parks were occupied (51%). This means that 902 car parking spaces were unoccupied (49%). The Osborn Road multi-storey car park itself had 239 of its 621 spaces occupied (38%) meaning 382 spaces were unoccupied (61%). This shows that, on that given occasion, the proposed 139 space car park would not have been capable of accommodating the same number of cars meaning 100 cars would have been displaced to other Town Centre car parks. There would however have been plenty of unoccupied space in those other car parks to meet the demand.
- 8.7 The car parking appraisal explains that, compared to car parking data from 2018, the 2023 survey shows a significant reduction in the take up of parking spaces in the town centre post the COVID-19 pandemic. The appraisal also suggests that the Osborn Road multi-storey car park is not as popular or

attractive to users as other public car parks in the town centre based on the data from both surveys. It says that the loss of spaces resulting from the proposed redevelopment of the multi-storey car park would be accommodated within the remaining Town Centre public car parks. Having reviewed the evidence available Officers would agree with these observations.

- 8.8 Finally, it is acknowledged that car parking demand varies in type and level at different times of the day, throughout a typical week, weekend and subject to specific events taking place in the town centre. With the new Fareham Live venue due to open in Spring 2024 Officers are mindful of the need for town centre car parks to make appropriate provision for when performances are held at the new venue. The largest and most popular performances are unlikely to be held during the morning time so would not coincide with the peak observed in the March 2023 parking survey. Shows at the new venue are likely to be held mostly during the evening when there would be far lower demands for car parking spaces at the new Osborn Road car park proposed, other car parks in the immediate vicinity of the venue and elsewhere in the Town Centre.
- 8.9 The proposals include 8 accessible car parking spaces which represents 5.75% of the total number of spaces being provided. The Council's adopted Non-residential Parking Standards Supplementary Planning Document (SPD) typically expects disabled car parking provision at 6% of total provision.
- 8.10 In summary, Officers are satisfied that the proposal, combined with other Town Centre car parks, will provide appropriate levels of public car parking to serve Shopping Centre and surrounding facilities. Officers consider the redevelopment of the site and the consequential reduction in car parking spaces in the Town Centre to be acceptable having regard to the aims of Strategic Policy R1, which serves to protect the town centre and other areas from development which would significantly harm its vitality and viability, and Strategic Policy TIN1, which aims to ensure development has acceptable parking and servicing provision.

b) Character and appearance of surrounding area

- 8.11 The existing multi-storey car park was constructed during the 1970s and is a monolithic and functional building made of red-brick and concrete. The building lacks architectural merit and Officers consider its demolition would have a significant beneficial effect on the visual appearance of the area.
- 8.12 The adjacent Osborn Road Conservation Area was designated in 1979 after the multi-storey car park was constructed. The existing car park is visually very dominant and its demolition would enhance the character and

appearance of the conservation area. Similarly, the removal of the car park would enhance the setting of the Grade II Listed Vicarage building, the Grade II listed front boundaries walls and locally listed buildings on the north side of Osborn Road. The introduction of additional new planting as part of the development between the new surface car park and Osborn Road would further enhance the setting of these heritage assets. In forming these views Officers have undertaken the statutory duties placed on decision makers under Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Policies HE1, HE2, HE3 & HE5 of the adopted Fareham Local Plan 2037.

- 8.13 The new car park would be appropriately set into the gradient of the land as it slopes down from Osborn Road to the south. The removal of areas of hardsurfacing to the north of the car park and the introduction and enhancement of soft landscaping in this location would soften views of the car park and the shopping centre beyond it when viewed from Osborn Road. Three of the existing mature trees to the north of the car park would need to be removed as part of the works to construct the new car park. There are other substantial mature trees in the same location and the loss of the trees would not harm the character and appearance of the area. Notwithstanding, five more trees are proposed to be planted in more appropriate locations in the same area of the site along with a further six more trees along the eastern boundary. The proposed planting would help to soften the visual appearance of the car park surfacing, retaining walls and structures such as the PV canopies and battery enclosure as well as the presence of parked cars themselves.
- 8.14 In summary, the proposal is considered to accord with Policy D1 of the adopted Fareham Local Plan 2037 in that the construction of the new car park would be a high quality development and, combined with the visual benefits of the demolition of the existing imposing multi-storey building, would create a well-designed, safe and attractive facility which would contribute positively to the character and appearance of the town centre.

Conclusion

- 8.15 The proposed demolition of the existing multi-storey car park and its replacement with a surface car park, complete with canopy structures, battery storage and amended access and landscaping, is considered acceptable in planning terms. The development would have no unacceptable implications in terms of parking provision within the town centre and would enhance the character and appearance of the area including the setting of the adjacent Osborn Road Conservation Area and its statutorily and locally listed buildings.

- 8.16 The proposal accords with the relevant policies of the adopted Fareham Local Plan 2037. Officers have taken into account other material planning considerations and have concluded there are none which suggest taking a decision other than in accordance with the policies of the adopted development plan. Officers have also undertaken the statutory tests required by Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and concluded that the proposals would enhance the character and appearance of the Osborn Road Conservation Area and the settings of nearby listed buildings.
- 8.17 Officers recommend that planning permission should be granted subject to the imposition of appropriate planning conditions.

9.0 Recommendation

- 9.1 GRANT PLANNING PERMISSION, subject to the following Conditions:
1. The development hereby permitted shall be begun before the expiration of a period of three years from the date of this decision.
REASON: To allow a reasonable time period for work to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.
 2. The development hereby permitted shall be carried out strictly in accordance with the following drawings/documents:
 - a) Location Plan - J1731-STRIPE-XX-00-DR-AX-1002-P02
 - b) Proposed Site Plan - J1731-STRIPE-XX-00-DR-AX-3003-P09
 - c) Short Section - South - J1731-STRIPE-ZZ-ZZ-DR-AX-1602-P03
 - d) Short Section - North - J1731-STRIPE-ZZ-ZZ-DR-AX-1601-P03
 - e) Long Section - J1731-STRIPE-ZZ-ZZ-DR-AX-1600-P03
 - f) Carport Design - J1731-DES-ZZ-XX-DR-E-2100
 - g) PV Frame Details - J1731-STRIPE-XX-XX-DR-AX-3765-T01
 - h) Proposed North & South Elevations - J1731-STRIPE-XX-ZZ-DR-AX-3511-P03
 - i) Proposed East & West Elevations - J1731-STRIPE-XX-ZZ-DR-AX-3510-P03
 - j) Existing North & South Elevations - J1731-STRIPE-XX-XX-DR-AX-3501-P02
 - k) Existing East & West Elevations - J1731-STRIPE-XX-XX-DR-AX-3500-P02
 - l) Preliminary Ecological Appraisal (December 2022, Updated January 2023)
 - m) Arboricultural Impact Assessment and Method Statement
 - n) General Access Layout - 5886-001 Rev J
 - o) Proposed Materials Schedule

- p) Lighting Layout - EVO20015935-LD-001-B
- q) Planting Plan 1 of 4 - 2398-TFC-00-00-DR-L-3002_P04
- r) Planting Plan 2 of 4 - 2398-TFC-00-00-DR-L-3003_P05
- s) Planting Plan 3 of 4 - 2398-TFC-00-00-DR-L-3004 Rev P03
- t) Planting Plan 4 of 4 - 2398-TFC-00-00-DR-L-3005_P04
- u) Landscape Management Plan - 2398-TFC-00-00-RE-L-8001

REASON: To avoid any doubt over what has been permitted.

3. The photovoltaic panels hereby permitted shall not be installed until details of their finished appearance and their means of installation on the canopy structures have been submitted to and approved by the local planning authority in writing. The development shall be carried out in accordance with the approved details.

REASON: To ensure a high quality, well-designed development.

4. No development relating to the battery storage enclosure hereby permitted shall commence until details of the enclosure have been submitted to and approved by the local planning authority in writing. The development shall be carried out in accordance with the approved details.

REASON: To ensure a high quality, well-designed development.

5. The development hereby approved shall be carried out in full accordance with the measures detailed in Section 4 (Mitigation) and 5 (Enhancement) of the Preliminary Ecological Appraisal by Environmental Assessment Services Ltd (December 2022, Updated January 2023). The installed bird and invertebrate boxes shall be retained at all times thereafter.

REASON: To ensure protection of nesting birds in line with the Wildlife and Countryside Act 1981 (as amended) and an overall net gain in biodiversity.

6. The planting scheme hereby approved shall be implemented and completed within the first planting season following the commencement of the development or as otherwise agreed in writing with the Local Planning Authority and shall be maintained in accordance with the agreed schedule. Any trees or plants which, within a period of five years from first planting, are removed, die or, in the opinion of the Local Planning Authority, become seriously damaged or defective, shall be replaced, within the next available planting season, with others of the same species, size and number as originally approved.

REASON: To ensure the provision, establishment and maintenance of a standard of landscaping.

7. No development shall commence on site until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall address the following matters:
- a) How provision is to be made near to the site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;
 - b) the measures the developer will be implementing to ensure that operatives'/contractors/sub-contractors' vehicles and/or construction vehicles are parked near to the site in accordance with the details submitted in relation to a) above;
 - c) the arrangements for receiving deliveries relating to the development during the construction period;
 - d) the measures for cleaning the wheels and underside of all vehicles leaving the site;
 - e) how pedestrian routes through the site will be protected or alternative routes provided or signposted during construction;
 - f) a scheme for the suppression of any dust arising during construction or clearance works;
 - g) the measures for Osborn Road to ensure that it is kept clear of any mud or other debris falling from construction vehicles, and
 - h) the areas to be used for the storage of building materials, plant, excavated materials and huts associated with the implementation of the approved development.

The development shall be carried out in accordance with the approved CMP and areas identified in the approved CMP for specified purposes shall thereafter be kept available for those uses at all times during the construction period, unless otherwise agreed in writing with the local planning authority. No construction vehicles shall leave the site unless the measures for cleaning the wheels and underside of construction vehicles are in place and operational, and the wheels and undersides of vehicles have been cleaned.

REASON: In the interests of highway safety and to ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

8. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential

contamination are encountered. Works shall not recommence before an investigation and risk assessment of the identified ground conditions have been undertaken and details of the findings, along with a detailed remedial scheme, if required, have been submitted to and approved in writing by the Local Planning Authority. Prior to the occupation of the building hereby permitted the remediation scheme shall be fully implemented and shall be validated in writing to the Local Planning Authority by an independent competent person.

REASON: To ensure any potential contamination found during construction is properly taken into account and remediated where required.

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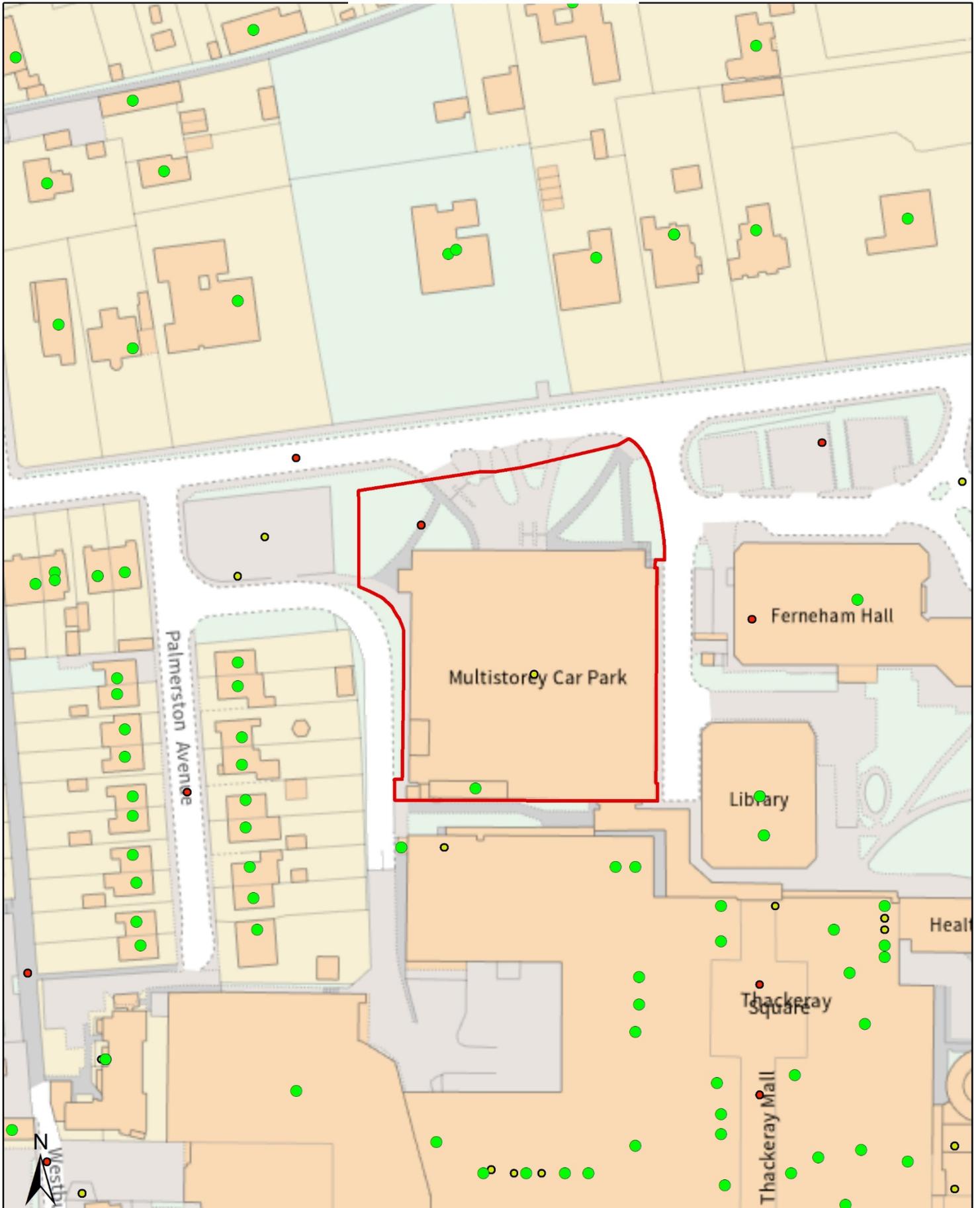
DELEGATE authority to the Head of Development Management to make any necessary modification, deletion or addition to the proposed conditions.

10.0 *Background Papers*

- 10.1 Application documents and all consultation responses and representations received as listed on the Council's website under the application reference number, together with all relevant national and local policies, guidance and standards and relevant legislation.

FAREHAM

BOROUGH COUNCIL



Osborn Road Multi-Storey Car Park

Scale 1:1,250

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