

	Executive Committee 25th July 2018	Agenda Item No. 10
Title	Leamington Car Parking Displacement Strategy	
For further information about this report please contact	Rob Hoof 01926 456302 Robert.hoof@warwickdc.gov.uk	
Wards of the District directly affected	Clarendon and Brunswick	
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?	No	
Date and meeting when issue was last considered and relevant minute number	Executive - 7 th February 2018 Minute number 109	
Background Papers	Creation of additional car parking in Leamington, Executive Committee, 07/02/18. Reports to Planning Committee 9th January 2018: W/17/1700 Covent Garden Multi-Storey Car park, Russell Street, Leamington Spa; W/17/1701 Riverside House, Milverton Hill, Leamington Hill; and accompanying documents Car Park Strategy report, Executive 28th June 2017; Car Park Strategy working papers including Leamington Car Park User Survey 31/10/17; Multi-storey car park survey report – update, Executive 29/06/16; Council HQ Relocation and replacement of Covent Garden car park project parts A and B, Executive 20/04/16	

Contrary to the policy framework:	No
Contrary to the budgetary framework:	No
Key Decision?	Yes
Included within the Forward Plan? (If yes include reference number)	942
Equality Impact Assessment Undertaken	No
This will be relevant at the level of each individual project's implementation.	

Officer/Councillor Approval		
Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	2/7/18	Bill Hunt
Head of Service	2/7/18	Rob Hoof

CMT	2/7/18	
Section 151 Officer	2/7/18	Mike Snow
Monitoring Officer	2/7/18	Andy Jones
Finance	9/7/18	Mike Snow
Portfolio Holder(s)	4/7/18	Cllr Moira-Ann Grainger
Consultation & Community Engagement		
<p>Users of the car parks in Leamington Spa have been consulted on the closure of Covent Garden through a public survey.</p> <p>The development of the car park displacement strategy has involved detailed dialogue with the Leamington Business Improvement District and the Royal Leamington Spa Chamber of Trade</p>		
Final Decision?	No	
<p>Consultation on the revised tariff proposals will be undertaken as part of the annual fees and charges consultation process for car park charges.</p> <p>Changes to the Council's establishment will be subject to the agreement of the Employment Committee.</p>		

1. **Summary**

- 1.1 The Council has been in dialogue with the Leamington Chamber of Trade and officers from the Leamington Business Improvement District to ensure a car park displacement strategy would be put in place for the period between the closure of the existing Covent Garden car parks (maximum current capacity 468 spaces) and the opening of the new Covent Garden multi-storey car park (maximum capacity 618 car park spaces, plus 20 motorcycle bays and 30 bicycle spaces). The displacement strategy will cover an estimated 18 month period but, crucially, the timetable for the development works ensures that this will only cover the 2019 Christmas period.
- 1.2 Members will recall that the Executive of 7th February 2018 approved funding for capital works to develop new car parking capacity around the periphery of Leamington town centre, the use of the existing Riverside House car park to provide weekend public parking, and proposals to change the parking arrangements at St. Peters multi-storey car park. These proposals underpin a strategy of maximising short-term car parking provision within the town centre (on and off-street) during the displacement period.
- 1.3 This report provides an update on the implementation of the previously agreed schemes and sets out further proposals to minimise parking disruption during the displacement period, including the potential use of the existing Riverside House car park to provide public car parking capacity on weekdays.

2. **Recommendations**

- 2.1 That Members note the overall proposals to provide at least an additional 302 spaces will be provided during the week and an additional 562 spaces at weekend, and the progress towards delivery of additional public car parking capacity at Princes Drive, Archery Road, Court Street, Station Approach and Riverside House, as detailed in section 3.1.
- 2.2 That Members note the progress towards delivery of revised parking arrangements at St. Peters multi-storey car park as detailed in section 3.2.
- 2.3 That Members agree to the principle of public car parking being provided on weekdays at Riverside House in the week as detailed in section 3.3.
- 2.4 That Members agree, subject to the approval of the proposed revised establishment by Employment Committee, to fund a temporary increase in both front-line and back-office staffing resources, as set out in section 3.4, to ensure additional resources can be deployed to manage the additional car parking provision effectively and ensure swift and effective communication with the public in the lead up to, during, and after the displacement period.
- 2.5 That Members note that a specialist company has been engaged to assist in the delivery of a signage strategy for the displacement period, to ensure smooth traffic flows and clear information on parking options, as detailed in section 3.5.
- 2.6 That Members note that, in conjunction with BID Leamington a specialist parking consultant has been engaged, as set out in section 3.6, to assist in the identification of any further areas of work that would help to minimise disruption during the displacement period, and that their work will be funded jointly by the Council and BID Leamington.

- 2.7 That Members agree to fund a comprehensive communications plan, to ensure there is a clear message that “Leamington is open for business” throughout the displacement period, as detailed in section 3.7.
- 2.8 That Members note the other work strands that are currently being investigated to encourage modal shift, to more sustainable forms of transport, as set out in 3.8.
- 2.9 That Members agree, subject to agreement by Employment Committee, to fund the creation of a permanent post within Neighbourhood Services to deliver a range of projects to develop both a wider car parking strategy and other initiatives to encourage modal and behavioural shift, throughout and after the displacement period, funded from the Contingency Budget in 2018/19 and included within the Medium Term Financial Strategy thereafter, as set out in section 3.9.
- 2.10 That Members agree that, subject to approval of recommendations 2.4, 2.5 and 2.7 above, the resultant one-off additional costs, totalling £385,000, are funded from the 2017/18 surplus.

3. Reasons for the Recommendations

3.1 Recommendation 2.1

- 3.1.1 The Council will provide significant additional car parking capacity to minimise the disruption caused by the closure of the Covent Garden car parks. New provision of 302 spaces, with a further 260 available at weekends will be provided at:
- Princes Drive (50 additional spaces)
 - Archery Road (60 additional spaces)
 - Court Street (92 additional spaces)
 - Station Approach (100 additional spaces)
 - Riverside House – weekends (260 additional spaces)
- 3.1.2 The delivery of the Station Approach car park is linked to the on-going development of new, predominantly affordable housing to the north of the station, and is due to open in late 2019. It is therefore important for the other new car parks to be in place when the current Covent Garden car parks close in early 2019.
- 3.1.3 Pre-application studies and initial design work is underway for the Court Street, Archery Road and Princes Drive sites with the aim of planning applications being submitted in October 2018 and a specialist construction consultant has been appointed to support the delivery of these car parks from pre-application through to delivery.
- 3.1.4 In addition it is planned to submit a planning application for works that will allow the Riverside House car park to be used for public car parking at weekends on a permanent basis throughout the displacement period (the temporary opening of the car park last Christmas was of a duration that did not require formal planning permission). This application is being developed by the Council’s LLP and forms part of the LLP’s separate, formal Car Park Displacement Strategy, which is a requirement of the section 106 agreement relating to the planning permission they obtained for application W/17/1700, the re-development of the Riverside House site, which was agreed by Planning Committee on 9th January 2018.

3.1.5 This planning application is due to be submitted by the LLP later this year, allowing the car park to be brought into use for public car parking at weekends prior to the Covent Garden closures.

3.2 Recommendation 2.2

3.2.1 The LLP, as the applicant for the approved planning applications is also seeking increased prioritisation of short stay car parking at St. Peter's MSCP as part of the s106 Agreement. The Executive Committee approved these measures on 7th February 2018.

3.2.2 Work is progressing to deliver dedicated short stay parking at St. Peter's Car Park from the point that the Covent Garden car parks close. It is proposed to dedicate the lower 5 floors to short stay car parking, with the remainder for long stay parking and season ticket holders. To achieve this new method of operation the car park will change from pay on foot to pay and display during the displacement period.

3.3 Recommendation 2.3

3.3.1 Following the approval of the recommendations within the February 2018 report, Members requested that further work was undertaken to determine whether some weekday parking could be provided at Riverside House.

3.3.2 A review has been undertaken to look at ways of reducing the demand for staff parking by working in a more agile way. Ideas that were considered included working from other Council sites, working from home, holding meetings away from Riverside House, changing working patterns, car sharing etc. This review also considered the opportunities to create additional capacity by formalising the layout of the lower staff car park, and creating clearer parking bays.

3.3.3 This review established that there is currently an average of 20 spare spaces on weekdays, depending on the time and day of the week. Through the changes set out in 3.3.2 it is anticipated that at least 50 spaces per day can be found without detrimental impacts on staff car parking or displacement of staff to other on-street or off-street locations in the town. Due to the increased demand on the Leamington town centre car parks during the displacement period, it is also proposed to remove St. Peter's and Chandos Street car parks from staff and Member passes during the day time

3.3.4 Adopting this approach would increase the additional weekday parking to 352 spaces and 562 at weekends and members are therefore requested to support the principle of offering public car parking at Riverside House during the week as well as at weekends. This would enhance the strategy of moving long stay parking out of the town centre car parks to the new peripheral car parks.

3.4 Recommendation 2.4

3.4.1 The current Ranger Team is comprised of 12.5 FTEs, and provides a number of functions including parking enforcement, staffing St. Peter's Multi-Storey Car Park, sign posting for customers, information gathering, reporting, and liaising with numerous partners and agencies.

3.4.2 The current number of Rangers is only sufficient to enforce on the Council's existing car parks, and carry out a limited range of duties and does not provide

the capacity that is likely to be required to ensure the smooth operation of the displacement strategy. Whilst the closure of the Covent Garden car parks will free up some capacity there is a significant difference in the resources needed to manage multi-storey and the new surface car parks. The former are predominantly pay on foot, requiring minimum enforcement, while the latter will predominantly be pay and display.

- 3.4.3 Additional visits will, therefore, be needed at the new Court Street, Archery Road, Princes Drive, and Station Approach car parks as well as more visits to St Peters Multi Storey Car Park, to ensure areas are safe and parking machines are working properly.
- 3.4.4 During the displacement period it is likely that there will be some initial confusion amongst motorists when the current Covent Garden Car Parks close, until car park users become accustomed to the new interim parking arrangements. It will therefore be desirable to provide more resources on the ground to provide information to car park users and direct them to alternative car parks where necessary.
- 3.4.5 It is, therefore proposed to employ 4 additional temporary Rangers for the first 12 months, reducing, on review to 2 for the second 12 month period when it is anticipated car park users will be familiar with the new arrangements.
- 3.4.6 These additional Ranger resources will enable better support at peak parking times during major events, and support the implementation of new parking machines by providing an on the ground presence; provide support to customers on how to use the card payment, and/or pay by app facilities (which is designed to make payments easier for car park users and could increase dwell times). This could also include support by email/phone contact, outside of normal office hours via the St Peters office that is staffed 7 days per week.
- 3.4.7 An increased Ranger presence across all car parks will also reduce any concerns about safety, especially the more peripheral car parks in the town.
- 3.4.8 The Business Support team within Neighbourhood Services currently comprises of 5 Full Time Equivalent (FTE's) (3 x Full Time and 2 x Part Time) and a Team Leader. One of the Part Time advisors is currently on Maternity Leave.
- 3.4.9 The team is multi-functional and alongside the car parking duties the team liaises with the three main externalised contractors over enquiries, orders, complaints and telephone calls. On average they receive around 450-500 phone calls and 500 emails per week and contribute to the receiving and processing of the Council's switchboard calls. They act as the "front face" of Neighbourhood Services dealing with a large range of local environment issues.
- 3.4.10 The implementation of the displacement strategy will increase the workload of the Business Support team in the following ways:-
- Closure of Covent Garden Car Park
There are currently approximately 151 parking permits within Covent Garden Car Park and they will need refunding and/or reissuing. Clearly with construction of new parking facilities at Covent Garden new permits will need to be issued with approximately the same resource required. There will be an increase in phone calls and e-mails as a result of the removal of the car park and the subsequent displacement option
 - Changes to the parking at St Peters Car Park

The proposal to convert St Peters Car Park into a Pay and Display car park could result in more Penalty Charge Notices (PCN's) being issued, with a resultant increase in enquiries and appeals. Some users of this car park rely on the Automatic Number Plate Recognition (ANPR) system, therefore changing to a Pay and Display car park will increase the amount of car park permit work for the team.

- New Additional Car Parks

The proposals to develop the new provision at Archery Road, Station Approach, Court Street, Princes Drive and Riverside House, will require the new car parks to be patrolled and result in additional back office work as a result of subsequent enquiries, PCN's infrastructure requirements etc.

- Changes to Staff Permits

All staff permits will need to change to reflect the removal of St. Peter's Car Park and Chandos Street for day time parking. Further restrictions may be required during the displacement period when the impact of changes becomes clearer on people's parking choices.

- Other Implications

- Additional phone calls – enquiries, complaints about permits etc.
- Contribution and promotion of any external communications plan
- Purchasing of additional tariff boards and payment machines
- Processing of car park season tickets on potential new sites
- Updating of web site
- Updating back office software with cost codes, new permits etc.

3.4.11 Additional resources will be essential within the team to provide resilience over the car park displacement period, but also the period when the Council moves to its new headquarters.

3.5 Recommendation 2.5

3.5.1 During the displacement period it will be important to direct car park users as effectively as possible to car parks where they are likely to find a space. New signage throughout Leamington will help to achieve this in conjunction with other measures set out in this report.

3.5.2 A signage strategy will be a necessary part of the displacement plan in order to ensure good traffic movement around the town and to assist visitors to find an appropriate parking space. The signage strategy will need to consider and incorporate changes to hard signage, electronic signage and temporary highways signage as necessary.

3.5.3 A specialist traffic management company has been engaged and an initial signage plan is currently being developed for consultation with local stakeholders and Warwickshire County Council.

3.6 Recommendation 2.6

3.6.1 In order to ensure confidence amongst key stakeholders in the proposed displacement plan, the independent parking specialist will assist the Council by checking the current proposals, and highlighting any possible improvements or recommendations.

3.6.2 This will ensure that everything practically possible has been put in place to minimise disruption throughout the displacement period.

3.7 Recommendation 2.7

- 3.7.1 Concerns have been raised by BID Leamington and the Chamber of Trade that any parking disruption will add to the current pressure being faced by businesses in Leamington Town Centre. It will be important to counter any perception that visiting or parking in Leamington will be a problem throughout the displacement period.
- 3.7.2 The proposed communications / marketing plan will need to cover a number of different aspects before, during and after the displacement period.
- 3.7.3 Prior to the closure of the Covent Garden car parks, customers will be informed of the proposed closure date, and the alternative car parks that will be available. This will be achieved through the use of signs within the car park, via the council and other partner's websites, social media, local press, radio etc.
- 3.7.4 At the point of closure staff will be on site at Covent Garden to help to redirect car park users to other available car parks suited to their parking needs.
- 3.7.5 Similarly car park users will need to be made aware of the parking changes in St. Peter's Car Park, although this should be easier to achieve due to the permanent on site presence.
- 3.7.6 Ongoing discussions will be needed with a variety of stakeholders in order to keep them informed on the implementation of the displacement strategy, and new or revised proposals, and to gain feedback or ideas on further initiatives.

3.8 Recommendation 2.8

- 3.8.1 Many of our car park users travel from a relatively local distance and as such the opportunity to encourage users to consider other modes of travel is a legitimate option.
- 3.8.2 Warwickshire County Council has an established Active Travel campaign for Warwickshire and it is proposed that Warwick District Council will link into this campaign with promotions about walking, bus, rail and cycle travel promoted through digital and print media and through online channels.

3.9 Recommendation 2.9

- 3.9.1 The current temporary Car Park Project Manager Post comes to an end in October 2018. The project work in Leamington will need to be delivered for the next two years, with further projects across the district for the foreseeable future.
- 3.9.2 Due to this extensive list of projects in the coming years there is a need to establish a permanent project management post, as this will help to develop capacity within the Service Area, and allow the post holder to develop their skills and knowledge.

3.10 Recommendation 2.10

3.10.1 Approval of recommendations 2.4, 2.5 and 2.7 will result in additional, albeit one-off costs. It is proposed that these are met through allocation of monies from the 2017/18 revenue budget surplus, as explained in section 5.

4. Policy Framework

4.1 Fit for the Future (FFF)

FFF Strands		
People	Services	Money
External		
Health, Homes, Communities	Green, Clean, Safe	Infrastructure, Enterprise, Employment
<u>Intended outcomes:</u> Improved health for all Housing needs for all met Impressive cultural and sports activities Cohesive and active communities	<u>Intended outcomes:</u> Area has well looked after public spaces All communities have access to decent open space Improved air quality Low levels of crime and ASB	<u>Intended outcomes:</u> Dynamic and diverse local economy Vibrant town centres Improved performance/productivity of local economy Increased employment and income levels
Impacts of Proposal		
The additional car parking alternatives being provided will ensure that the community will still be able to access shops and a range of other facilities during the displacement period.	New car parks will have additional lighting and CCTV to ensure they are safe to use. Increasing the number of Rangers will enable a greater staff presence across all Leamington car parks.	The various strands of the displacement strategy will ensure that any impact on the town centre resulting from the closure of the Covent Garden car parks is mitigated as much as practically possible.
Internal		
Effective Staff	Maintain or Improve Services	Firm Financial Footing over the Longer Term
<u>Intended outcomes:</u> All staff are properly trained All staff have the appropriate tools All staff are engaged, empowered and supported The right people are in the right job with the right skills and right behaviours	<u>Intended outcomes:</u> Focusing on our customers' needs Continuously improve our processes Increase the digital provision of services	<u>Intended outcomes:</u> Better return/use of our assets Full Cost accounting Continued cost management Maximise income earning opportunities Seek best value for money
Impacts of Proposal		
These proposals will ensure there are sufficient staff resources to adequately support the various displacement strategy work streams.	Car parking is an important front line service used by staff, residents, businesses and visitors. These proposals will result in	Closure of the Covent Garden car parks will result in some lost revenue to the Council. By providing alternative car parking

	both short and long term benefits to car park users.	arrangements the aim will be to mitigate this loss of income as much as possible.
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4.2 Supporting Strategies

4.2.1 The work proposed as part of this report will help to inform the developing Car Parking Strategy.

5. Budgetary Framework

5.1 The funding required to deliver the capital works relating to the additional car parks has previously been agreed by the Executive in February 2018 amounting to £674,000. This was to be funded from the balance of £800,000 in the Car Park Displacement Reserve. The remaining balance on that reserve of £226,000, along with £423,000 from the Covent Garden Multi Storey Car Park Reserve were agreed to fund the net revenue shortfall during the period of the works.

5.2 The temporary additional Ranger and Business Support resources required over a period of two years will cost circa £225k.

5.3 The annual cost of making the current temporary Project Manager post permanent is circa £45,900 per annum. The additional cost of £22,000 for 2018/19 is proposed to be funded from the Contingency Budget (current unallocated balance £425,800). From 2019/20, this cost should be included within the Medium Term Financial Strategy, which will serve to increase the level of recurring savings needing to be found.

5.4 The specialist parking consultant will be funded jointly by the Council and BID Leamington, and can be accommodated within existing budgets.

5.5 It is anticipated that a comprehensive communication plan will cost in the region of £150k over two years. Although some of this work will be supported through the Council's Media Team, additional budget will be required to fund other elements, as set out in 3.7.3.

5.6 To deliver the signage strategy it is estimated that this will cost in the region of £10k.

5.7 The proposed expenditure from paragraphs 5.2, 5.5 and 5.6 is all one-off and totals £385,000. This is proposed to be funded from the 2017/18 surplus (as included within the Final Accounts Report, also on this agenda), as part of the consideration of the full allocation of that surplus within the August Budget Review Executive report.

6. Risks

6.1 The additional car parks referred to in 2.1 will require planning permission, which is due to be considered in October 2018.

6.2 Although the Council is making its best endeavours to mitigate disruption throughout the displacement period, it is unable to control the choices made by car park users in selecting their preferred parking location.

7. Alternative Option(s) considered

- 7.1 The option of not implementing the changes at St. Peters or Riverside House has been discounted as these changes are a condition of the planning condition
- 7.2 The option of not increasing staffing resources has been discounted due to important roles that the Ranger team will play in minimising the disruption during the displacement and Business Support team in supporting a variety of parking related functions and providing services to customers.
- 7.3 The option of not investing in new signage has been discounted as this is key to ensuring efficient traffic flows around the town, and giving information to customers of the car parks available to them.
- 7.4 The option of not engaging a specialist consultant who can offer additional expertise and advice has been discounted as the Council is committed to putting in place as many initiatives as possible to mitigate any disruption over the displacement period.
- 7.5 The option of not funding a comprehensive communication plan has been discounted as this will be key to support the other strands of the displacement strategy, and ensure car park users are kept fully informed throughout the displacement period.
- 7.6 The option of not investigating alternative sustainable transport initiatives has been discounted as these initiatives will contribute to mitigating any disruption during the displacement period, and offer longer term benefits.
- 7.7 The option of not making the current Car Park Project Manager role permanent has been discounted due to the various work streams that need to be delivered over the next two years in Leamington, the need to complete the Car Park Strategy, and other related projects across the District.

8. Background

- 8.1 When the current Covent Garden Multi-storey and surface car parks close in early 2019, there will be a loss of 468 parking spaces.
- 8.2 Although actual usage of these car parks is lower than the number of spaces lost it will still represent a significant loss of parking capacity in the town.
- 8.3 However, the provision of the additional car parking capacity at Court Street, Princes Drive, Archery Road, and Riverside House will provide sufficient spaces to cover the long stay parking places currently provided at Covent Garden, with a further 100 additional long stay parking places being added to the available provision when the new Station Approach car park comes on line later in 2019.
- 8.4 The short stay parking provision currently available at Covent Garden will be accommodated when the car parks close through a combination of the currently unused provision within the Royal Priors Multi-storey car park, the new protected short stay parking provision that will be provided within St. Peters Car Park and use of currently available on-street spaces.

- 8.5 Work is also currently underway with Warwickshire County Council to see what further additional on-street changes could be made to create more short stay parking.
- 8.6 Other work is also underway to create more spaces in existing car parks by changing layouts and/or entrance and exit points.
- 8.7 The combination of these various initiatives will ensure that there is sufficient capacity to cover both short and long stay needs during the week and at weekends as shown below:

Current Covent Garden Car Parks Capacity

Long Stay	257	spaces	
Short stay	211	spaces	
Total	468	spaces	*note average demand is 426

New Long Stay Provision

Princes Drive	50	spaces	
Archery Road	60	spaces	
Court Street	92	spaces	
Riverside House	50	spaces	*note 260 spaces at the weekend
New Provision Weekday Total	252	spaces	

Old Town current spare capacity	80	spaces	
Station Approach late 2019	100	spaces	
Overall Capacity Total	432	spaces	

Short Stay Provision

St. Peters spare capacity	120	spaces	
Royal Priors spare capacity	200	spaces	
Current on street capacity	15	spaces	
Additional on street spaces	50	spaces	*Other on street increases still being investigated
Increasing capacity on current car parks	20	spaces	
Total	405	spaces	