

 Executive Committee 7 February 2018		Agenda Item No. 7
Title	Creation of additional car parking provision in Leamington	
For further information about this report please contact	Paul Garrison 01926 456333 paul.garrison@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Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?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	n/a	
Background Papers	Reports to Planning Committee 9 th 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 28 th 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?	No
Included within the Forward Plan? (If yes include reference number)	Yes – Ref 844
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 /Deputy Chief Executive	18/1/18	Bill Hunt
Head of Service	18/1/18	Rob Hoof
CMT	18/1/18	Chris Elliott, Andrew Jones, Bill Hunt
Section 151 Officer	18/1/18	Mike Snow
Monitoring Officer	18/1/18	Andrew Jones
Finance	18/1/18	Mike Snow

Portfolio Holder(s)	19/1/18	Cllr. Mrs. Grainger
Consultation & Community Engagement		
Users of the car parks in Leamington Spa have been consulted on the closure of Covent Garden through a public survey.		
Final Decision?		No
Suggested next steps (if not final decision please set out below)		
Consultation on the revised tariff proposals will be undertaken as part of the annual fees and charges consultation process for car park charges.		

1. Summary

- 1.1 The Planning Committee of 9th January 2018 approved the linked planning applications for the Covent Garden and Riverside House elements of the HQ relocation project, subject to the finalisation of Section 106 (s106) Agreements for both sites. The conditional approval for the Covent Garden application requires the applicant to submit a car park displacement strategy for the period between closure of the existing car parks and the opening of the new multi-storey car park. The applicant's proposals require the consent of the Council regarding car parks within their control.
- 1.2 This report seeks the necessary consents to allow the s106 agreement to be finalised and also brings forward a series of proposals for new car parking provision, predominantly on Council owned land, which will be in addition to the applicant's proposals.

2. Recommendations

- 2.1 That Executive notes that the Planning Committee of 9 January 2018 agreed that a car park displacement strategy, covering the period between the closure of the existing Covent Garden car parks, currently providing 468 car parking spaces and the opening of the new 617 space multi-storey car park, would be a required clause within the s106 agreement required for planning consent for W/17/1700 planning application for the Covent Garden site (see paragraph 3.1.2) and, to allow the applicant to finalise an appropriate agreement with the Local Planning Authority agrees to:
- Grant permission for the applicant to submit a planning application for the use of the existing Riverside House car park as public car parking at weekends, throughout the closure period and;
 - Recommend to Full Council that consultation on changes to the current ticketing and payment system at the Council owned St. Peter's multi-storey car park, based on the proposals set out at Appendix One, is included within the annual consultation for car parking fees and charges to enable these to be implemented at the point, later within the financial year 2018/19 that the existing Covent Garden car parks are closed.
- 2.2 That Executive delegates authority to the Head of Neighbourhood Services in consultation with the Neighbourhood Portfolio Holder to submit any necessary planning and/or other consent applications to allow additional car parking provision to be created and operated at the following locations in Leamington, as shown at Appendix Three, in order to support the needs of the town centre, during the period that the Covent Garden car parks are closed:
- c.80 permanent surface car parking spaces at Christchurch Gardens;
 - c.50 permanent surface car parking spaces at Princes Drive;
 - c.37 permanent surface car parking spaces at Archery Road;
 - c.40 temporary surface car parking spaces at Court Street;
 - a further c.40 temporary surface car parking spaces at Court Street, subject to agreement of private and confidential item 18 elsewhere on this agenda.
- 2.3 That Executive notes that the indicative capital costs of providing the additional car parking at the locations listed in recommendation 2.2 is £770,000 and that these costs should be funded from the Car Park Displacement Reserve subject agreement of the 2018/19 General Fund Budget and Council Tax report elsewhere on this agenda.
- 2.4 That, subject to approval of recommendation 2.2, Executive delegates authority to the Heads of Finance and Neighbourhood Services, in consultation

with their respective Portfolio Holders, to draw down funding from the Car Park Displacement Reserve to deliver the development of the new car parking provision at the sites listed in 2.2 subject to the necessary consents having been obtained.

- 2.5 That, subject to approval of recommendation 2.2 Executive recommends to Full Council that consultation on the proposed charging schedules for the new car parking provision, as set out in Appendix Two, is included within the annual consultation for car parking fees and charges to allow implementation for that part of the financial year 2018/19 when the new provision would become available.
- 2.6 That, subject to approval of recommendations 2.2, Executive agrees to the future release of monies from the Car Park Displacement Reserve and the Covent Garden Multi Storey Car Park Reserve to fund the estimated £545k net revenue cost of the displacement period, as set out at paragraph 5.9 and that this is reflected in the Medium Term Financial Strategy in the future and within the 2019/20 and 2020/21 Budgets.

3. Reasons for the Recommendations

3.1 Recommendation 2.1

- 3.1.1 Two linked planning applications were submitted by PSP Warwick LLP (LLP), the joint venture vehicle that this Council has established with its private sector partner, Public Sector Plc, for the redevelopment of the site of the current Covent Garden surface and multi-storey car parks (application W/17/1700) for new HQ offices for the Council, a new multi-storey car park and 44 apartments and for the subsequent redevelopment of the Riverside House site for up to 170 new homes (application W/17/1701).
- 3.1.2 The two applications were approved by Planning Committee on 9th January 2018, subject to the agreement of s106 Agreements for both applications. The applicant's offer of a Car Park Displacement Strategy, in respect of application W/17/1700 was accepted by Planning Committee and agreement of this strategy will be a requirement of the s106 agreement for the Covent Garden site. This strategy would cover the period between closure of the existing car parks, projected to be in the last quarter of 2018/19 to avoid the 2018 Christmas shopping period and the opening of the new multi-storey car park, projected to be during the third quarter of 2020/21 in time for the 2020 Christmas period. The loss of car parking at Covent Garden is, therefore, projected to only to cover a single Christmas/New Year period; 2019/20.
- 3.1.3 In developing their proposed strategy the LLP has approached the Council for permission to submit a planning application to allow the Riverside House car park to be used for public car parking at weekends. Having trialled public car parking at this site, on a temporary basis in the lead up to Christmas 2017 officers are happy that, subject to the LLP bearing the cost of on and off-site enhancements to pedestrian access and signage within the car park and on the route to the town centre the proposal is viable and should be supported in order to facilitate the applicant's proposed Car Park Displacement Strategy.
- 3.1.4 The applicant is also likely to agree increased prioritisation of short stay car parking within the town centre as part of the s106 Agreement. It is, therefore, also recommended that consultation on changes to the ticketing and payment system at the St. Peter's car park to enable short stay parking to be prioritised,

based on the proposals set out at Appendix One, is included as part of the annual consultation process on revised fees and charges for Council owned car parks, to provide certainty to the applicant and the Local Planning Authority that the proposed changes can form part of strategy that will be included within the s106 agreement.

3.1.5 The consultation for setting the 2019 Off-Street Car Parking Orders will commence in July 2018 allowing the new orders to be approved by this Council through the normal Car Parking fees and charges process and subsequently by the County Council to allow revised tariffs to be introduced from 1 January 2019. However, members should note that, subject to the approval of the 2019 Off-Street Parking Orders, whilst the proposed revised charges for the St. Peter's car park would be implemented from 1 January 2019 the proposed changes to allocate the lower floors for short stay parking only, as set out In Appendix One would only be implemented at the point that the displacement strategy was required, i.e. the point at which the Covent Garden car parks actually close.

3.2 Recommendation 2.2

3.2.1 Although the LLP's proposed Car Park Displacement Strategy is likely to be acceptable in terms of the Local Planning Authority agreeing that the s106 Agreement requirement, it is anticipated that there would still be an under provision of parking capacity during peak demand periods. The detailed analysis completed by the LLP as part of the planning application process indicates a shortfall of c.297 car parking spaces compared to current provision at the 1pm weekday demand peak and of c.152 spaces at the weekend peak, during the implementation of their proposals.

3.2.2 These figures will reduce to c.197 on weekdays and c.52 at weekends when the 100 space Council owned car parks at Station Approach re-open in 2019, in time for the 2019/20 Christmas/New Year period, the one peak period when the Covent Garden car parks are closed.

3.2.3 However, despite the Station Approach car parking becoming operational during the Covent Garden closure period it is recommended that the Council creates new car parking provision to support the needs of the town centre and minimise any adverse economic impacts while the new multi-storey car park is being built.

3.2.4 The proposals set out in recommendation 2.2 provide for an additional c.247 off-street car parking places which, subject to approval would:

- reduce the projected weekday peak shortfall to c.50 spaces during the period between the proposed Covent Garden closure in early 2019 and the re-opening of the new Station Approach car parking in late 2019
- create additional town centre car parking capacity of c.50 spaces at the current weekday demand peak from late 2019 until the new multi-storey car park opens in late 2020
- create additional town centre car parking capacity of c.95 spaces at the current weekend demand peak when the Covent Garden car parks close, rising to an additional c.195 spaces when the new Station Approach car parking becomes available.

3.2.5 Site plans of the proposed locations of the new car parking are set out at Appendix Three and details of the proposed work at each site are set out at Appendix Four. Preliminary discussions with the Planning and Highway

Authorities and the Cultural Services team indicate that all the proposed locations are viable, although detailed planning applications will be required.

- 3.2.6 Members should also note that the existing tennis courts at Christchurch Gardens are in poor condition. Modern, good quality provision already exists at Victoria Park, with sufficient capacity to absorb any additional demand transferred from Christchurch Gardens so provision of an alternative use of the site is a more cost-effective option than replacement of the existing courts.
- 3.2.7 Subject to approval of recommendation 2.2 the detailed work required to prepare and obtain the necessary planning permissions and any other necessary consents and to undertake the necessary works would be undertaken with the aim of ensuring the new provision would be available before the Covent Garden car parks are closed.
- 3.2.8 Members should note that, subject to the approval of recommendation 2.2, it would be proposed that the new off-street surface car parking provision created at Christchurch Gardens, Archery Road and Princes Drive would be retained on a permanent basis. This additional provision of 167 spaces, along with the new 617 space multi-storey car park at Covent Garden would therefore be available to meet future parking demand growth forecasts and be built into the Council's emerging Car Park Strategy.
- 3.2.9 However, it is proposed that any additional provision created at Court Street would be a temporary measure provided during the period that the Covent Garden car parks are closed, allowing the Council to review future options for these sites when the new multi-storey car park opens to ensure that opportunities to support the development of the Creative Quarter for Leamington are maximised.
- 3.2.10 Members will wish to note that as detailed plans are developed for each site, as set out in 3.4.1 the potential to provide electric vehicle recharging points at the proposed new locations will be considered, particularly at those sites intended to be retained for permanent car parking provision at the end of the temporary displacement period.

3.3 Recommendation 2.3

- 3.3.1 A proposal within the General Fund budget report, elsewhere on the agenda recommends allocating a proportion of the 2018/19 New Homes Bonus allocation that the Council will receive into the Car Park Displacement Reserve.
- 3.3.2 The indicative capital costs of delivering the new car parking provision at the proposed sites is £770,000 (excluding the cost of acquiring the Stoneleigh Arms site which is considered in a separate report elsewhere on the agenda) and, subject to approval of the Budget report and recommendation 2.2 of this report, it is proposed that these costs would be met from the Car Park Displacement Reserve.

3.4 Recommendation 2.4

- 3.4.1 It is recommended that, subject to approval of recommendation 2.2, authority is delegated to the Heads of Finance and Neighbourhood Services to develop the proposals for each site and establish firm costings to deliver the proposals, in consultation with their respective Portfolio Holders. Resource to support this work is available through the Project Manager - Car Parks post within

Neighbourhood Services. The use of delegated powers will ensure that the approved works can be delivered within the timescales required, i.e. before the closure of the Covent Garden car parks.

- 3.4.2 Any variances from the indicative cost will be reported to members through the normal budget reporting process or, if significant and unable to be contained within the unallocated funding within the Car Park Displacement Reserve by a special report to Executive.
- 3.4.3 Public consultation on the closure of the Covent Garden car park has already taken place as part of the Leamington car park user survey undertaken to inform the development of the draft Car Parking Strategy and additional dialogue has been held with town centre stakeholders on potential displacement options during the closure period. However, the proposals set out in this report are new options and, subject to approval of recommendation 2.2, it is proposed that a Development Review Forum will be arranged to allow them to be examined further as they are developed. It is anticipated that planning applications will be required for each of the proposed sites and these will be subject to an appropriate public consultation process for each application.

3.5 Recommendation 2.5

- 3.5.1 Proposed charges for the new car parks are set out at Appendix Two. Subject to approval of recommendation 2.2 it is proposed that consultation on these charges is included as part of the annual consultation process on revised fees and charges for Council owned car parks on the timetable described in 3.1.5. However, members should note that, subject to the approval of the 2019 Off-Street Parking Orders, the proposed charges for the new car parking provision would only be implemented at the point that each site became operational.

3.6 Recommendation 2.6

- 3.6.1 Taking into account the net income loss of £770k for the period that the Covent Garden site is unavailable for parking (paragraph 5.6), and the additional income of £225k that would be generated from the sites set out in recommendation 2.2 (paragraph 5.7), the net revenue costs amount to £545k for the closure period. This revenue shortfall can be funded from the balance on the Car Park Displacement Reserve and the sums allocated towards displacement costs within the Covent Garden Multi Storey Car Park Reserve, as set out in paragraph 5.9. This would be reflected in the Council's Medium Term Financial Strategy and in, due course within the 2019/20 and 2020/21 budgets.

4. Policy Framework

4.1 Fit for the Future (FFF)

- 4.1.1 The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several key corporate projects, including the HQ relocation project. The proposals within this report assist the delivery of that key project.
- 4.1.2 The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The table below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

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		
Part of the proposed approach would result in the loss of sports facilities at Christchurch Gardens. However, these facilities are old and in need of considerable investment and the availability of modern provision at Victoria Park offsets the loss.	The proposal will support local residents and visitors to access one of our destination parks through provision of additional parking capacity in the short and long-term. The new off-street provision will provide safe and secure car parking for residents, businesses and visitors	The proposals will mitigate the potential adverse impacts of the temporary closure of Covent Garden car parks during the period when a larger modern multi-storey car park is being developed, ensuring the needs of the town centre and the businesses it supports are addressed. The proposals also have the capacity to create additional car parking provision to meet longer term growth forecasts. The proposed retention as permanent car parking of some of the proposals will support the local economy by providing additional parking for shoppers and commuters.
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		
The proposals will offer officers the opportunity	The proposals develop additional parking in the	The proposals will assist the Council to generate

to work with stakeholders to deliver a successful scheme helping the Council's aim of working in partnership with the community.	short and long-term at strategic locations that help to meet the needs and requirements of our customers.	additional car parking revenue beyond the end of the displacement period. They also directly assist the delivery of the relocation project which will deliver over £300,000 per annum in revenue savings, a figure already built into the Medium Term Financial Strategy.
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4.2 Supporting Strategies

Each strand of the FFF Strategy has several supporting strategies and the relevant ones for this proposal are explained below. The potential impact of these strategies on the proposed sites set out in recommendation 2.2 will be examined further as the detailed planning for the delivery of each site is undertaken.

Local Plan

4.2.1 The Council has an agreed a strategy statement "The future and sustainable prosperity for Warwick District" which amongst other things seeks to:

- Support the growth of the local economy; and
- Maintain and promote thriving town centres.

4.2.2 Policy DS11 of the Local Plan has the proposed car park site for Court Street allocated for housing development and associated infrastructure and uses. As a consequence the proposal for development of parking on this site will be for temporary usage.

4.2.3 Policy HS2 of the Local Plan states that 'Development on, or change of use of open spaces and sport and recreation facilities will not be permitted unless an alternative can be provided or there is a robust assessment demonstrating the lack of need for the asset'
With regards to the proposal to develop parking on the site of the tennis courts at Christchurch Gardens, Cultural Services have indicated that the current provision at Victoria Park would be able to absorb any additional demand in the event of the Beauchamp Square Gardens courts no longer being available. Officers are also currently considering further investments in the tennis provision at Victoria Park Tennis which would increase the capacity of this provision.

Draft Car Park Strategy 2018-2028

4.2.4 Key Principle 1 states that Warwick District Council will ensure sufficient car park capacity across Warwick District to meet the current and future demand for parking. The approval of the proposed displacement parking options supports this principle.

- 4.2.5 Key Principle 3 states that Warwick District Council will ensure sufficient car parking to support Warwick District Council's key facilities and premises. The proposals to develop parking at Princes Drive and Archery Road support this principle in the long-term as the parking will improve accessibility for users of Victoria Park.

5. **Budgetary Framework**

- 5.1 The capital costs associated with the change of use of the Riverside House car park for public car parking at weekends would be borne by the LLP.
- 5.2 Within the 'HQ Relocation and Replacement of Covent Garden Car Park Project' Executive report of April 2016, a figure of £423k was calculated as the potential loss of net income over the anticipated 18 month closure period for the Covent Garden car parks. Subsequently, following approval of the recommendations in the 2015/16 Final Accounts report, £900k was allocated to a new Covent Garden Multi Storey Car Park Reserve. This was to cover the projected £423k income shortfall with the balance being made available for the initial debt charges.
- 5.3 In the November 2017 Base Budget report, £100k was allocated to a new Car Park Displacement Reserve. The General Fund Budget report on this agenda proposes a further £800k is allocated to this reserve from 2018/19 New Homes Bonus allocation, bringing the total balance in this reserve to £900k.
- 5.4 Taking into account the available funding in both these reserves, as referred to in paragraphs 5.2 and 5.3 the Council will have set aside £1.323m towards car parking displacement costs.
- 5.5 The indicative capital costs of implementing the proposals in recommendation 2.2 are £770,000. This estimate will be rigorously examined through further feasibility work, as explained in paragraph 3.4.1. It is anticipated that these costs would be met from the Car Park Displacement Reserve, which would leave a balance of £130k.
- 5.6 It is estimated that the closure of Covent Garden for redevelopment will result in loss of income of c. £770K over the forecast duration of the redevelopment of the site.
- 5.7 It is also estimated that the additional car parks proposed under recommendation 2.2 could generate at total of c.£150K income per annum, equating to c.225k for the duration of the redevelopment.
- 5.8 The figures within paragraphs 5.7 and 5.8 do not reflect savings in running costs for Covent Garden and the consequent running costs for the new car parks. Initial estimates suggest there may be a small net saving here which has not been factored into the figures at this stage. This will be worked up in more detail and included within future Budget reports. Likewise the figures do not factor in any new income from the new Station Approach car park which is scheduled to open in Autumn 2019. This too will be reflected in future budget reports.
- 5.9 Taking into account the income loss figure of £770k in paragraph 5.6 and the additional income figure of £225k in paragraph 5.7, the net revenue cost for the displacement period amounts to c. £545k. This revenue shortfall can be funded from drawing down the balance on the Car Park Displacement Reserve (£130k

after the capital works, as per paragraph 5.5) and the £423k allocation towards displacement costs within the Covent Garden Multi Storey Car Park Reserve (as per paragraph 5.2).

6. Risks

- 6.1 Development on each of sites proposed at 2.2 will require further planning permission. If permission for development at any of the proposed sites is not granted there will be a shortfall in parking provision for Leamington town centre at peak periods during the redevelopment period.

7. Alternative Option(s) considered

- 7.1 An alternative option is to do nothing in addition to car park displacement strategy being offered by the LLP. However, although the LLP's proposed Car Park Displacement Strategy is likely to be acceptable in terms of the Local Planning Authority agreeing the s106 Agreement requirement, it is anticipated that there would still be an under provision of parking capacity during peak demand periods. As such this option has been discounted as it would not support the Council's objective to support thriving town centres.
- 7.2 A range of alternative sites were considered but ultimately discounted due to planning constraints or viability and/or operational issues. These discounted sites were:
- Champion Hills
 - Victoria Park
 - Station Approach
 - Chiltern Railways Leamington Station Car Park, Old Warwick Road
 - Morrison's Car Park, Old Warwick Road
 - Newbold Comyn
 - Newbold Terrace East
 - Pump Room Gardens
 - Portobello site, off Rugby Road
 - Edmonscote Field
 - Site of the former Ford Foundry car park
 - Chandos Street
- 7.3 The reasons why each site was, after careful consideration ultimately discounted are set out at Appendix Five.