

	Executive meeting – 29th June 2016	Agenda Item No. 5
Title	Multi-storey car park condition survey report - update	
For further information about this report please contact	Gary Charlton Contract Services Manager gary.charlton@warwickdc.gov.uk 01926456315	
Wards of the District directly affected	Leamington Clarendon	
Is the report private and confidential and not for publication by virtue of a paragraph of schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006?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	20 th April 2016 Executive Minute number 2 & 4	
Background Papers	Executive 10 February 2016 – Multi-storey car park condition survey; Executive 30 September 2015 – Council HQ relocation project, Part A and Part B reports; Executive 3 December 2014 – Council HQ relocation project – update report; Executive May 2104 – Council HQ Relocation Project – Update Report. Executive Mar 2014 – Relocation of the Council’s HQ offices, Parts A and B and Addendums	

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)	No
Equality Impact Assessment Undertaken	No, this will be picked up during the procurement stage.

Officer/Councillor Approval		
Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	7 th June 2016	Bill Hunt
Head of Service	3 rd June 2016	Robert Hoof
CMT	7 th June 2016	
Section 151 Officer	7 th June 2016	Mike Snow
Monitoring Officer	7 th June 2016	Andy Jones
Finance	7 th June 2016	Mike Snow

Portfolio Holder(s)	7 th June 2016	Councillor David Shilton
Consultation & Community Engagement		
No consultation proposed as this is for an internal works programme.		
Final Decision?	Yes	
Suggested next steps (if not final decision please set out below		

1. Summary

- 1.1. The HQ relocation project, including the replacement of the Covent Garden Multi-Storey Car Park (MSCP) was approved in April 2016. Identified within this report was the need to undertake essential works at Covent Garden MSCP to ensure it remains safe and fit for purpose until such time as the site is redeveloped.
- 1.2. This report seeks the necessary funding for those works and also for a project management resource, necessary to ensure that multiple car park projects can be delivered within appropriate timescales to minimise potential adverse impact on car park users, local businesses and the wider local economy.

2. Recommendations

- 2.1. That Executive agrees to release a maximum £300,000 from the Car Park Repairs and Maintenance Reserve, to fund essential repairs to the Covent Garden MSCP, with any unused budget allocation being returned to the Reserve.
- 2.2. That Executive agrees to release a maximum £105,000 from the Service Transformation Reserve to fund a temporary project manager post for two years to support the delivery of multiple car park projects, with any unused budget allocation being returned to the Reserve.

3. Reasons for the Recommendations

- 3.1. The progression of the relocation project will require a final decision to be made by Council in July 2017 and the Covent Garden MSCP would then be closed shortly afterwards, as set out in the April report to Executive. This timescale provides for the development of a displacement strategy to ensure that there is no detrimental impact of the closure on town centre businesses and the local economy.
- 3.2. However, the April report highlighted the need for essential repairs to the car park to ensure that it could remain open until the date of its planned closure. As highlighted in section 6, if these essential repairs are not carried out the Covent Garden MSCP would need to be closed with immediate effect on health and safety grounds, as it carries a significant risk to human safety if left unrepaired.
- 3.3. The result of such an unplanned closure of the car park would be a significant reduction in town centre parking capacity and a major detrimental impact on the local businesses that rely on this car park for longer stay parking for their customers and staff. There is currently no other long stay car park that could accommodate the displacement of season ticket holders from Covent Garden MSCP if it were to close and no significant capacity to accommodate non-season ticket users within the town centre.
- 3.4. Whilst, additional car parking capacity can potentially be provided by adding a temporary deck to the Chandos Street surface car park this would take at least 12 months to be manufactured and constructed and, in any case, more time is required to ensure a robust business case is developed. There is, therefore, no viable option that could be delivered in time to assist with replacement capacity within the town centre if the car park was to be closed.

- 3.5. The estimated maximum £300,000 cost of the essential repairs is roughly the same as the loss of net income should the car park be closed immediately rather than as planned in late 2017. There is a strong business case to utilise the available funds in the Car Park Repairs and Maintenance Reserve to ensure the net income is maintained for a further year but, more importantly, to ensure the car park remains open for the benefit of the town and parking capacity is retained within the town centre until alternative arrangements can be put in place.
- 3.6 Our specialist structural engineers have advised that it would be prudent to tender the work at Covent Garden & St Peter's MSCPs at the same time to minimise costs and benefit from scales of economy. In February 2016 the Executive agreed to fund £120k for repairs at St Peter's MSCP. If funding for Covent Garden MSCP can be agreed then a tender for the both MSCPs can be submitted to the market place.
- 3.7 When approving the Multi-storey Car Park Condition Survey report in February 2016 Executive agreed that funding for future MSCP maintenance liabilities should come from the Car Park Repairs and Maintenance Reserve. Additional funds for this reserve were agreed by Executive in June when agreeing the Final Accounts report. It is therefore proposed that the estimated cost of undertaking the repairs is funded from this reserve.
- 3.8 In addition to the MSCP repair programme and consideration of the future of the Linen Street MSCP, highlighted in that report, there is range of other project work envisaged within a wider Car Parking strategy, including consideration of the future car parking provision needed within Leamington Old Town, the potential development of additional provision within Warwick to address the town centre's needs projects and the need for future renewal of the existing pay on foot and pay and display equipment. Existing officer resource within the Neighbourhood Services service area is not sufficient to deliver all this project work at the same time. A dedicated project manager resource is needed to ensure they are delivered to required standard and on acceptable timescales.
- 3.9 The work that will be generated from the Linen Street MSCP project alone is considerable and time critical. This one project will need to focus on the feasibility aspects, the development of the business case, controlling the necessary communications with substantial numbers of stakeholders whilst maintaining the Council's capability to pursue its current level of aspiration.
- 3.10 It is, therefore, recommended that a maximum commitment of £105,000 is made from the Services Transformation Reserve to fund a temporary project management resource to work on the car park projects. This sum is equivalent to the annual cost of a grade B post for two years. It is considered a maximum figure as the grading for the post assessed by the HAY panel may score between a D to B grade.

4. Policy Framework

- 4.1 These proposals will assist with the Service Strand of the Fit for the Future Change programme by enabling the Council to continue to deliver a key part of its service.
- 4.2 The provision of appropriate public car parking is an essential part of the infrastructure of our town centres and within the Prosperity theme of the

Sustainable Community Strategy the Council is committed to supporting the vitality and viability of town centres.

5 Budgetary Framework

- 5.1 The cost of the specialist work to deliver the necessary repairs to the Covent Garden MSCP is estimated to be a maximum of £300,000, including a reasonable contingency. This can be funded from the Car Park Repairs and Maintenance Reserve. This reserve has an unallocated balance of £518,000 as at 13th June 2016.
- 5.2 The impact of not commissioning the remedial repairs at Covent Garden would be the closure of the car park immediately until the redevelopment of the new car park is commenced in late 2017. This would result in lost income of £38,000 per annum in season ticket income and £315,000 in car park fees. As the operational cost for the car park is £63,000 per annum the estimated net loss of car parking income prior to the date of the planned closure would be a minimum of £290,000 this being the estimated net loss for 12 months.
- 5.3 The maximum £105,000 to fund a temporary project manager can be funded through the Service Transformation Reserve. This reserve has an unallocated balance of £249,000 as at 13th June 2016.
- 5.4 In both cases the expenditure figures quoted are maximum amounts. Any unused funding provision would be returned to the respective Reserve as appropriate.

6 Risks

- 6.1 The most significant element of the necessary essential repairs is the cost of undertaking of safety improvements by installing new, higher, metal safety barriers. Our specialist structural engineers have specifically highlighted that the current handrails and safety barriers do not conform to modern day safety standards and are too low to adequately deal with the risk of falls.
- 6.2 Officers have obtained legal advice as to whether retrospective work of this nature is required, especially as the car park is due to be demolished in the near future. The advice from Legal Services is that once the Council has been made aware of a significant safety issue such as this, by a specialist expert, it would be negligent in ignoring the issue were the car park is to remain open and, if an injury or death should occur as a result of not undertaking the work, the Council could be subject to charges of corporate manslaughter.
- 6.3 Projects not being delivered on time or effectively due to the existing officer resource not being able to allocate sufficient time within existing workload also create risks. For example, there are a number of legal issues in relation to rights assigned at Linen Street MSCP that need careful consideration and time spent understanding the implications. There are financial and reputational risks involved with not carrying out this work effectively at Linen Street MSCP and the wider risk of detrimental harm to the town centre economies if projects are not delivered on appropriate timescales.

7 Alternative Option(s) considered

- 7.1 The option of closing the Covent Garden MSCP with immediate effect to avoid the £300k expenditure on essential repairs has been discounted due to the

impact on car parking capacity of the town centre and the inability to make any suitable alternative arrangements within a realistic timescale

- 7.2 The option of not funding the identified safety repairs to minimise costs requires acceptance of the risk that future incidents could occur in the final stages of the car parks life. However, due to the nature of the potential risk raised and after consulting with our Legal advisers this option has been discounted as there is the risk of corporate manslaughter if we did have a fatal incident after being given clear advice from a specialist company.
- 7.3 The option of not funding a project manager resource and continuing with the existing officer resource delivering the projects has been discounted as there are too many detailed elements of each project that require significant time allocation which is not available within the current officer resource.

8 Background

- 8.1 Due to the Council no longer having internal engineering department it was agreed to procure suitable expertise to undertake structural surveys and supply the project manager for any work programme tendered thereafter. The competitive tender was published at the beginning of the year (2015) for suitable companies to undertake this project.
- 8.2 In April 2015 the company Pick Everard were commissioned to undertake the structural surveys. It was necessary for all three multi-storey car parks, St Peters, Covent Garden and Linen Street to be surveyed.
- 8.3 The results from the surveys were supplied in July 2015. The findings highlighted structural and health and safety issues at all three sites. More significant problems were highlighted at Covent Garden and to ascertain the extent of the problems, further testing was required at the site. The testing is now complete Covent Garden.
- 8.4 The summary of Covent Garden's car park survey are as follows;
 - Chloride ion content in concrete is one of the most common initiators of corrosion of steel reinforcement embedded in concrete. There are negligible levels of chloride to the all decks and therefore the risk of corrosion from chloride is considered to be low.
 - There is lack of concrete cover due to the design and age of the car park, modern standards suggest 30mm minimum cover in sections of the car park it is only 10mm. However this has not led to high levels of chloride ion ingress or affected the reinforcement bars.
 - The failure of the top deck covering is allowing water to enter the structure and have caused extensive delamination of the concrete structure. Due to the water ingress from the top two floors there is corrosion to the rebar within the ramp to deck 7 and 8 which is cause for concern. As a result of these findings the top two decks have been closed to vehicles.
 - Alkali-Silica Reaction occurs when the alkaline pore fluid and siliceous minerals in some aggregates react to form a calcium alkali silicate gel. This gel absorbs water, producing a volume expansion that blows open the concrete. This was noted in the initial testing and a further test was undertaken to assess the extent of the problem. ASR cannot be repaired and can only be slowed by preventative moisture ingress into the concrete and by continuous monitoring to assess the structure.

- The further testing has indicated that ASR is present throughout the structure but at a low level and does not pose an immediate risk. But treatment of the parapets is advised due the nature of the design and location.
- Carbonation to the concrete is not considered to be a cause for concern.
- The drainage system is main contributor to the water ingress to the building and should be refurbished as soon as possible.
- Vehicle impact protection on all decks is showing extensive failure to the paint coatings and rusting has occurred to the barrier and bolt fixings in many locations. It is also does not pass modern standards and would is unlikely to pass load testing against vehicle impact, these should be refurbished.
- The handrails are less than 1m high which is less than current building regulations allow. They are also showing signs of corrosion and should be replaced to meet modern day standards.
- The water ingress to open stairwell within the centre if the car park presents an ongoing health and safety risk and should also have a steel barrier installed to protect pedestrians from moving or parking vehicles.
- The report concludes that Covent Garden MSCP needs remedial repairs to be undertaken by summer 2016 if this is to be maintained as a public use car park.

8.5 The summary list of repairs is an indication of what would have been required if the Council was to keep Covent Garden for the medium term. With the Council taking the decision to replace the car park, only immediate remedial works will be undertaken. This will extend the usability of the car park until it is demolished for the new HQ and MSCP. The original cost for the immediate remedial works was £814,000, however in conjunction with our specialist engineering contractors this has now been revised down to circa £300,000.

8.6 £200,000 of the £300,000 would be expended on metalwork to resolve the safety issue with the height of the handrails and safety barriers with the remainder tackling the structural deficiencies. Due to the car park's age and design it fails when it is measured against modern building standards. The specialist structural engineers highlighted the issue of the handrails and the barriers not conforming to modern day standards. The handrails are 40cm too low and therefore do not adequately deal with the risk of falls. To not undertake the work would place the council at risk as detailed in 6.2.

8.7 The car park has 511 spaces and supports the town centre shopping offer by providing easy to use parking with the pay on foot system and much needed all day parking close to the main centre. It currently operates on a circa 55% fill rate and has 150 day time season ticket holders and 60 resident overnight season ticket holders. In terms of spare car parking capacity in all the town centre car parks there is on average 340 spare spaces available weekdays and 240 spare spaces on weekends. If the car park was closed then the weekday capacity is short by 170 spaces and by 270 spaces on a weekend.

8.8 The current project plan for the new multi-storey is commencement late 2017 which would give officers time mitigate the impact of the displacement of cars by potentially increasing capacity in the remaining car parks. This would be done by introducing a temporary additional deck at Chandos Street. The initial advice from suppliers is that a temporary deck would have at least a 12 month production lead time.

8.9 The works programme has been greatly reduced due to the future development of the car park. The main works due for completion are safety improvements to the hand railings around floors 2, 3, 4 and 5, waterproof coverings to the

parapets and some minor concrete and rebar repairs. In conjunction with the remedial work the top two decks will be permanently closed to public access, this will present no loss of parking spaces as the car park is only 45% to 55% full at any one time. This work will ensure the operational use of the car park until such time as it is redeveloped.

- 8.10 The cost for this work is still substantial and this is predominantly due to the size of the building. To not complete these works would leave us in a difficult position in terms of liability should an incident occur now we are aware of the problems. Whilst we are in the process of obtaining the necessary works we have mitigation grounds. However, if the Council decides not agree to the works then we are left culpable if an incident occurs in an area that we have been notified about. It is officers recommendation that we undertake the necessary work to ensure that we have suitable dealt with the risk to the Council whilst maintaining public use to the car park.