
FEETHAMS DEVELOPMENTS
MULTI-STOREY CAR PARK (MSCP)

Responsible Cabinet Member – Councillor David Lyonette,
Transport Portfolio

Responsible Director – Richard Alty, Director of Place

SUMMARY REPORT

Purpose of the Report

1. The purpose of this report is:
 - (a) To provide an update on the proposal to develop a Multi storey car park (MSCP) accessed from Beaumont Street.
 - (b) To inform Members of the options being developed for providing sufficient temporary parking to meet demand, during the period of construction of the MSCP and of the new cinema and leisure complex.
 - (c) To seek Council approval for the release of an additional £1.5 Million to cover the construction cost of the MSCP and the cost of contingency measures to manage the shortage of parking at Feethams during the build phase so as to minimise any potential impact on the Town Centre economy.

Summary

2. The development of offices to be occupied by the Department for Education (DfE) and of plans to develop a Cinema and Leisure complex on the former bus depot site mean that 430 public parking spaces will be lost from existing car parks in the Feethams area, (albeit those on the former bus depot were created temporarily pending development and were not seen as part of the long-term supply).
3. To minimise land take for parking, the construction of a multi-storey car park on the site of Beaumont Street (North) car park has been identified as the preferred option.
4. Preliminary work on a design has considered the construction of just a multi storey car park and a MSCP including commercial space to be rented as shop or office units.

5. The construction of a MSCP alone would best meet the requirement to maximise the number of parking spaces in the new MSCP. Replacing parking spaces lost to the Feethams developments, and providing some additional parking to meet forecast increases in demand.
6. Whilst accounting for the need to maximise the available parking, the design team are looking at the option of re-locating Shopmobility to a small unit within the multi-storey car park.
7. On 18th July Council agreed to allocate £6M to the fund the construction of the MSCP. Following site investigations and development of a more detailed cost plan, total build price of the MSCP has been estimated at £7.0M. This includes design and construction costs, the extension of the MSCP to include the back lane between immediately East of Beaumont Street North car park and the option of including a Shopmobility unit within the car park.
8. During the period of construction works at Feethams, there will inevitably be a period of disruption to the availability of parking. Officers are working towards finalising Parking Contingency Plans by early in the New Year.
9. Costs associated with the potential loss of parking income and for the implementation of parking contingency measures to minimise disruption to Town centre parking during construction works on the Feethams developments are estimated at up to £500K.

Recommendation

10. It is recommended that Members approve the additional allocation of : -
 - a) £1.0M for the construction of the MSCP bringing the total allocation to £7.0M.
 - b) £500K for contingency measures to manage the loss of income and shortage of parking during the build phase.

Reasons

11. The recommendation is supported by the following reasons :-
 - (a) Based on evidence on demand for parking in the Feethams area, and projected increases in demand associated with new development, the construction of a MSCP alone would best meet the requirement to maximise the number of parking spaces in the new MSCP.
 - (b) To enable the MSCP design and construction to advance in line with the required timetable without the need for further Council resolutions.
 - (c) To enable work to progress on implementing parking contingency measures, so as to minimise any potential impact of changes to the car parks at Feethams on the Town Centre Economy.

Richard Alty
Director of Place

Background Papers

- (i) Draft parking strategy 2014-2026
- (ii) Town centre parking occupancy data 2012
- (iii) Darlington Multi-storey car park feasibility Stage A/B

Owen Wilson : Extension 6047
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S17 Crime and Disorder	Design of the multi storey car park will be to 'National 'Park Mark' secured by design standards.
Health and Well Being	Design of the car park will take account of the access requirements of disabled Town centre Visitors.
Carbon Impact	The design brief specifies that the design of the car park should as a minimum meet BREEAM - 'very good' standard.
Diversity	The Council and its appointed consultants will consider the needs of protected characteristic groups throughout the design process and construction of the car park. This includes meetings with representatives of affected groups as part of the design process.
Wards Affected	Central Ward
Groups Affected	Town centre businesses. All Town Centre visitors arriving by car including disabled visitors.
Budget and Policy Framework	This is an amendment to the budget framework and needs Council approval.
Key Decision	This is not a Key Decision it is a decision of Council
Urgent Decision	This is not an urgent decision it is a decision of Council
One Darlington: Perfectly Placed	Development of the MSCP will help facilitate development in the Feethams area, and By providing good quality parking in the right location helps support the Town Centre Economy.
Efficiency	Design and construction of the MSCP will follow the Councils Capital Projects management framework. Whole life costs of operating and maintaining the car park will be a primary consideration in appraising design options. The car park will be a high quality design,

MAIN REPORT

Information and Analysis

Background

12. Recent proposals for the development of offices to be occupied by the Department for Education (DfE) and of plans to develop a Cinema and Leisure complex on the former bus depot site mean that 430 public parking spaces will be lost from existing car parks in the Feethams area, (albeit those on the former bus depot were created temporarily pending development and were not seen as part of the long-term supply).
13. Given the net loss of parking spaces, and expected increases in demand for parking generated by the proposed developments, there is an urgent need to develop options for providing new parking in the Feethams area of the town centre.

Multi Storey Car Park

14. To minimise land take for parking, the construction of a multi-storey car park on the site of Beaumont Street (North) car park has been identified as the preferred option.
15. Through the 'SCAPE' framework, in August the Council commissioned Willmott Dixon Capital Works Limited to develop initial design options for a multi-storey car park, with a cost plan, taking into consideration.
 - (a) Impact on the local urban character
 - (b) Quality of customer experience, including:
 - (i) Lighting levels
 - (ii) Pedestrian routes to Town Centre and to Feethams
 - (iii) CCTV coverage
 - (iv) Payment method - pay on foot (on exit), the preferred solution
 - (v) Size of parking bays and Blue badge parking
 - (c) Environmental impacts – with a presumption that design should aim to be as energy efficient as practicable.
 - (d) Traffic movements
 - (e) Option of providing flexible retail /office space, facing onto Beaumont Street, on the ground floor of the car park.
16. Taking into account the need to maximise the number of available parking spaces within the design constraints of the Beaumont Street site, the desire to develop a building in keeping with the local urban streetscape, the length of construction period and whole life costs, the initial design options look at:

- (a) Frame or construction solutions – e.g. Steel or concrete construction
 - (b) Layout solutions – footprint of the car park, location of access points, internal design and option of including some commercial retail and/or office space.
17. Layout solutions include the option of extending the footprint of the car park to include the cobbled back lane immediately East of Beaumont Street North, and options of providing parking only or of including commercial space within the Multi-storey car park. There are significant additional costs associated with fitting out the commercial space (estimated at between £600 - £800K, depending upon level of fit out required), with the risk that if not all the space is occupied and let at the expected market rate, then the capital costs will not be fully recovered
18. Officers have had early discussions with Shopmobility on the option of Shopmobility moving to a small unit within the multi-storey car park. Initial estimates of the cost of constructing a shopmobility unit within the MSCP are in the region of £200K.
19. Construction of a MSCP, without any commercial space, or with just a small Shopmobility unit would create around 650 parking spaces.

Parking Contingency Measures

20. From Spring 2014 when work is timetabled to start on the Multi-storey car park, then from September 2014 when construction of the new Cinema and Leisure complex is expected to start, there will be a shortage of parking spaces in the Feethams area.
21. Options for managing the shortage in parking at Feethams include:
- (a) Re-directing drivers to alternative car parks where spaces are available, for example at peak times East Street, the Park Place Car parks and Chestnut Street currently operate with spare capacity.
 - (b) Providing additional temporary parking, for example through installation of a temporary two storey car park.
 - (c) The extension of Beaumont Street East Car Park to include the privately owned plot of land adjacent to Houndgate would add an additional 35 – 40 parking spaces. Estates are discussing a potential agreement with the landowner to lease the land for parking.
 - (d) Provision of a temporary park and ride site, utilising existing parking space out of the Town Centre.
22. Officers are working towards finalising the Parking Contingency Plans by early in the New Year.
23. Costs associated with the potential loss of parking income and for the implementation of parking contingency measures to minimise disruption to Town centre parking during construction works on the Feethams developments are

estimated at up to £500K, this is made up of costs associated with loss parking revenue (£150K) and the cost of contingency measures to provide alternative parking.

Financial Implications

24. In respect of the multi storey car park the £7.0M capital expenditure will be financed by prudential borrowing and will be funded from the existing Medium Term Financial Plan (MTFP) for the first five years of operation. During the five year period, additional income from car parking and business rates in respect of new developments will need to be set aside to assist in repaying the loan after the initial five years. Capital receipts guaranteed during the five year period will also be required to be set aside to repay the loan in full or part.
25. The £500K relating to loss of income and parking contingency will be built into the 2014/15 MTFP.
26. A full financial appraisal will be contained in a Cabinet report and reflected in the next revision of the MTFP.

Legal Implications

27. Construction of the MSCP will require the 'stopping up' of the cobbled lane immediately East of Beaumont Street North car park. The recommended approach is to apply for a Section 247 Order, under the Town and Country Planning Act 1990.
28. Applications for Section 247 Orders can be submitted in advance of planning decisions being made or when the planning permission has been granted. Applications can also be made if the planning decision is subject to a planning appeal or has been called in by the Secretary of State. In cases where the planning permission decision has yet to be made, any draft 'Stopping up Order' published cannot be confirmed until planning permission has been granted.
29. The process of making a Stopping Up Order takes about 13 weeks after receipt of all relevant documentation. However, it can take longer if a planning application has not been approved at the time of the Order application or if objections are received; the time taken would be significantly longer when there are unresolved objections. If objections cannot be resolved then a public inquiry or a written representations procedure may be undertaken to enable the Secretary of State to decide whether or not to make the Order.
30. The process of 'stopping up the cobbled lane' has been built into the project plan and risk log for the MSCP.

Risks

31. Objectives of the MSCP project are to provide sufficient Town Centre parking in the right location to support the Town Centre Economy. To construct a MSCP which is easily accessible and attractive to park in, which is in keeping with surrounding

buildings, is cost - efficient to operate and is constructed as cost effectively as possible within an agreed budget.

Also, during the construction phase to minimise disruption, so that the Town Centre continues to attract the same number of visitors.

32. Risks to meeting these objectives are:

- (a) **Disruption to parking and to the Town Centre Economy during the construction period.** These are being addressed by a separate contingency plan to re-direct drivers to alternative car parks, to spread some of the demand further across the day and during the busiest periods of peak demand, to provide on a temporary basis additional parking capacity.
- (b) **Total project costs of the MSCP higher than anticipated.**
The Council will employ an independent cost consultant to check quotes and provide assurances that the costs presented are realistic.
- (c) **Demand for, and therefore income from parking is not as high as forecast.**
The forecast demand for parking is based on actual levels of parking demand in 2012, and expected new demand from the new developments. Overall parking demand has grown since 2010/11, and when further new development occurs, (for example at Central Park and within the Town Centre Fringe) demand for parking will increase further.

Procurement Advice

33. There are two suggested procurement routes for the design and build of the MSCP:

(a) **Full 'OJEU':**

A Full OJEU procurement of a design and build contract would be likely to add between 4 and 6 months to the timetable for completing the MSCP.

(b) **SCAPE National Framework – for developments over £2million:**

SCAPE (Scape System Build Limited) is a Local Authority controlled company which acts as a Contracting Authority and Central Purchasing Body as defined in the European Procurement Directives.

The nature of the SCAPE Framework means that it has undergone the OJEU process, enabling approximately 4-6 months being shaved off the traditional OJEU timescale.

34. Both options are considered to deliver value for money as both go through rigorous market testing. With a traditional OJEU compliant design and build contract the submitted tender prices reflect the current construction market conditions but with differing percentages applied for individual contractor's overhead and profit. The SCAPE framework works with a Contractor procuring quotes during the development phase which are then presented to the Client.

35. The SCAPE framework is priced on an 'open book' basis with a minimum of three quotes provided for each work package at contract stage, and with a fixed percentage added for the contractor's overhead and profit. The current framework provider for projects in excess of £2million in value is Willmott Dixon.
36. In addition to the contractor's cost there is also a cost to utilise the framework, which is payable directly to SCAPE and based on a fixed 0.5% of the total project value.
37. To further ensure value for money is achieved by whichever route followed, the Council would employ an independent cost consultant to sense check the quotes and provide further assurance that the costs presented are realistic in relation to the current market conditions.
38. To ensure the project is delivered to the necessary timescales and ensuring sufficient measures to protect the Council's interests are in place and to ensure value for money is achieved as described above it is recommended that the SCAPE Framework is the preferred procurement route.
39. For the MSCP the Council would use the SCAPE3 framework contract, with a fee level applied by Willmott Dixon for overheads and profit of 1.75%.

Equalities Considerations

40. Individuals and groups with a protected characteristic have been consulted and their views considered in developing the Parking Strategy and proposed actions within the strategy, including construction of a MSCP at Feethams.
41. Equalities implications will be considered during the formulation of the design to ensure the MSCP is compliant with the Equalities Act 2010.

Consultation

42. To inform the development of the Darlington Parking Strategy 2014 -2026, the Council has carried out detailed surveys and public consultation on parking in Darlington. Actions within the Parking Strategy include provision of multi-storey car parks, including the proposed site at Feethams.

Outcome of Consultation

43. Agreement that there is a requirement to provide sufficient parking spaces in the Town centre to meet existing and forecast demand for parking.