

**To:** City Executive Board and Council

**Date:** 9<sup>th</sup> October, 2013  
25<sup>th</sup> November, 2013

**Report of:** Service Manager, Regeneration & Major Projects

**Title of Report:** WESTGATE – PROVISION OF TEMPORARY CAR AND COACH PARKING DURING CONSTRUCTION

## Summary and Recommendations

**Purpose of Report:** To seek approval to the inclusion of the above scheme into the Council's capital programme to provide temporary car and coach parking during the construction of the Westgate scheme of redevelopment.

**Key Decisions:** Yes

**Executive Lead Members:** Cllr Ed Turner

**Report approved by:** David Edwards, Executive Director Housing and Regeneration

**Finance:** Nigel Kennedy  
**Legal:** Lindsay Cane

**Policy Framework:**

- \* West End Area Action Plan
- \* Regeneration Strategy

**Recommendation(s):** The City Executive Board is requested to:

- a) Recommend to Council the inclusion of an amount of £3.3 million funded from an earmarked reserve in the Council's capital programme for the scheme as detailed herein relating to the provision of temporary car and coach parking during construction of the Westgate scheme of redevelopment, together with approval to transfer funding from the Council's Park and Ride works budget, if required
- b) To grant formal project approval for the temporary car and coach parking scheme detailed herein
- c) To grant delegated authority to the Executive Director, Housing and Regeneration to award any required contracts in relation to the implementation of this matter
- d) Subject to approval and the obtaining of necessary planning and any other consents note the intention to, upon the Development Agreement for the main scheme with the Westgate Oxford Alliance going unconditional, to procure the implementation of this scheme in accordance with required timescales.

## **Appendices**

1. Plan of the Oxpens proposal
  - a) Ground floor with no coaches
  - b) Ground floor with coaches
  - c) Deck level (with coaches)
2. Plan of the Redbridge Park & Ride proposal
3. The Regenerative Benefits Summary
4. Risk Register
5. Confidential Appendix Not for Publication

## Background

1. The revised conditional legal documentation between the Council and the Westgate Oxford Alliance (WOA) for the redevelopment of the Westgate Shopping Centre was completed on 15<sup>th</sup> May 2013.
2. The project timetable shows the existing car parking, both the Abbey Place surface car park and the Westgate multi storey car park, closing at the end of 2014/start of 2015. The permanent replacement car parking will not become available for use again until scheme completion during the third quarter of 2017. In numerical terms there is generally sufficient unused capacity within the existing park and ride and city centre car park network to accommodate those lost spaces (c.1100 spaces). However, through the development period, it is desirable to provide some temporary city centre parking as part of a package of measures to support the local economy. This may also include additional promotion of park and ride services and other initiatives working with retailers, bus operators and other partners.
3. In finalising the revised commercial terms for the development with the WOA it was agreed that, the viability of the scheme was not sufficient to provide for the costs associated with temporary car parking. The Council's position was that it was more beneficial to continue to maximise rental (revenue) income from the scheme rather than see a reduction in the commercial terms through the WOA bearing the costs of temporary car parking. The Council has provisionally agreed to fund the net capital cost of providing both temporary coach and car parking arrangements until the new scheme opens.
4. As previously reported, the Westgate redevelopment will deliver significantly regeneration benefits to Oxford, and for ease of reference, these are again set out in Appendix 3.
5. The terms of the Development Agreement provide that, whereas the developer can close the existing surface car park 6 weeks after the Development Agreement goes unconditional, the existing multi storey car park (save for any essential early archaeological and/or other exploratory works on the ground floor) cannot be closed until such time as the temporary car park is constructed and available for use. The efficient implementation of this scheme is therefore critical to the start date for the construction of the main scheme and the opening of the completed development.

## Report

6. This report sets out the detail of the proposed scheme for the provision of temporary car and coach parking and asks CEB to recommend to Council its inclusion in the Capital Programme.
7. In order to give certainty to these proposals, and the timescales required to align with the main Westgate scheme planning process, the temporary parking proposals now put forward are to be delivered on Council land. Discussions are taking place with a small number of third parties, and these will continue, with a view to possibly adding additional temporary car parking spaces and/or alternative city centre coach drop off points. All of that, of necessity, will be limited by net cost and deliverability considerations.
8. Following a review of potential options by Officers, including Officers from the County Council, the existing Oxpens car/coach park is considered to be the only realistic opportunity where additional temporary car parking in a city centre location can be provided. This will require the relocation of the existing coach park and, again in that context, the existing Redbridge park and ride site is considered to be the best location. The details of the proposals are as follows:

### Oxpens

- a. A plan of the intended temporary arrangements is attached as Appendix 1. The existing carpark has a capacity of 75 spaces. Peak occupancy in the week is 24 (32%) and on a Saturday 32 (43%).
- b. The scheme will provide for a surface car park of circa 250 car spaces (including 17 disabled) together with a single deck (open grill) car park providing an additional circa 109 spaces (128 spaces are provided by the deck, but 19 are lost as a consequence on the ground floor because of the presence of the ramp). Four coach parking spaces for pick-up and drop-off will be provided.
- c. The existing public conveniences will need to be demolished and the proposal will also incorporate a number of temporary buildings as shown. These will provide for the replacement of public conveniences, a replacement building housing the shop mobility function, which will need to be temporarily relocated as a consequence of the main Westgate scheme of redevelopment, and a building providing for workshop facilities and Direct Services' car park management staff, again being relocated from Westgate. The permanent replacement shopmobility function will ultimately form part of the completed Westgate development.
- d. The intention will be that the planning application will include for the single temporary deck described above, and when the surface car

parking element is constructed the necessary foundations to facilitate that deck will be put in. The Council will then have the discretion to either provide the deck or to wait until demand proves itself. Specialist advice is that the temporary deck can be constructed in circa 3 days, with a 4 week lead in order period. This discretion is subject to the Council using all reasonable endeavours to obtain Funding Approval for at least the Target Temporary Car Park Capacity, as defined in the main scheme Development Agreement. Further detail is provided in this respect in the Confidential Appendix attached.

- e. The surface of the temporary car park to the rear of the existing ice rink will comprise a non-metallic matting solution. This is cost effective and will minimise disruption and damage to the existing surface. Full reinstatement of that area, will be provided when the temporary car parking use ends.
- f. County Council colleagues are exploring other opportunities for on-street coach drop-off/pick-up points and if a suitable alternative location(s) can be found, then it may be possible to remove the intended coach drop-off from the Oxpens site, which would allow for the provision of circa 60 additional car parking spaces. That decision does not need to be made at the present time and will be largely informed by the ability or not to provide alternative on street coach drop off/pick up capacity.

#### Redbridge Park and Ride

- a. The proposed temporary coach park at Redbridge Park and Ride is as shown on the drawing attached as Appendix 2. Redbridge currently has a car parking capacity of 1,470 spaces. Peak occupancy on a weekday is 780 (53%) and 700 (48%) on a Saturday.
- b. The core element will be for 35 coach parking spaces, this replicating the existing provision at Oxpens. In order to accommodate peak demand over the summer months, which is a problem at the existing Oxpens site, it is proposed to make provision for up to a further 37 temporary coach parking spaces. There will be a porous matting solution to the circulatory route for coaches and main parking area. Again, this will be a proprietary non-metallic system. This is cost effective and means that there will be minimal disruption and intrusion into the site, which as a former landfill is the preferred course of action. The provision of the spaces will lead to a loss of 259 park and ride car parking spaces. As a coach park the matting is expected to have an economic life of 15+ years. Other surfacing options will continue to be explored.

- c. The further peak summer month provision of 37 spaces will lead to the loss of an additional 101 car parking spaces. The proposal is that this parking will be provided on the existing surface which will be repaired if any issues arise. If the repair costs start to become too high to be sustainable, covering the area with matting may be considered. It is considered that this is a prudent approach, and serves to mitigate cost. There is a lead in time from order to installation of 8-10 weeks.
  - d. The proposal will be that in peak summer months when the coach demand requires the overspill areas, if car demand is high then cars will get priority for that overspill area.
- 9. The created temporary car and coach parks will be managed by Direct Services.
  - 10. The Planning Application for the main Westgate scheme is scheduled to be submitted on 13<sup>th</sup> September. The Planning Applications for the temporary car and coach park solutions need to be considered by the Planning Committee at the same time, and therefore with the agreement of senior Members these have now been submitted.

### **Oxfordshire County Council Comments**

- 11. Oxfordshire County Council colleagues have been fully engaged in discussions regarding the potential interim transport arrangements required to support a future planning Application for the development of the Westgate Shopping Centre, and in particular the temporary car and coach parking arrangements set out herein. Whereas the County Council's formal position will be set out in their response to the Application in due course, their senior Officers are content that these temporary arrangements appear to form the basis of a workable approach to dealing with the issues.
- 12. The County Council is proposing to create coach drop off areas in the City Centre and it is anticipated that these will have been consulted upon by the date of this meeting. Officers will give a verbal update.
- 13. The County Council makes the point that the management of construction related traffic during the construction phase will be of particular interest to them in assessing a future planning Application. The Development Agreement between the Council and WOA prohibits the use of park and ride sites and the Council's City Centre car parks by contractors and requires this to be enforced by the WOA.

14. The City and County Councils will continue to work together to explore other interim parking options in the City Centre, including extra on street parking
  
15. The County Council have sent a helpful letter confirming their “in principle support for the interim transport arrangements” as set out herein.

### **Financial Implication**

- 16 There are still a number of issues to be agreed on the project namely:-
  - Whether the demand for car parking on Oxpens will require the authority to deck the car park or whether the planning approval will require it
  - Whether the County Council as Transport authority will allow coaches to ‘drop off’ at an alternative location in the city centre from Oxpens
  
- 17 Since these decisions will affect the number of parking spaces available at Oxpens and Redbridge Park and Ride this will affect the final cost of the project and therefore four scenarios have been costed as follows:-
  - No decking at Oxpens with a coach drop off – Option A
  - No decking at Oxpens with no coach drop off – Option B
  - Decking at Oxpens with a coach drop off point – Option C
  - Decking at Oxpens with no coach drop off point – Option D

18. The effect of these scenarios is shown in Table 1 below :-

<b>Oxpens/Redbridge Temporary Car/Coach Parking Solution during Westgate Development</b>				
	<b>Option A</b>	<b>Option B</b>	<b>Option C</b>	<b>Option D</b>
	£	£	£	£
<b>Capital Expenditure</b>				
Oxpens Car Parking and Coach Drop off Point	2,051,500	2,051,500	3,351,500	3,351,500
Redbridge Coach Parking	810,000	810,000	810,000	810,000
<b>Total Capital Cost</b>	<b>2,861,500</b>	<b>2,861,500</b>	<b>4,161,500</b>	<b>4,161,500</b>
<b>Revenue</b>				
Oxpens Car Parking and Coach Drop off Point	(255,418)	(525,238)	(745,591)	(1,013,356)
Redbridge Coach Parking	(118,600)	(118,600)	(118,600)	(118,600)
<b>Increase in net Revenue</b>	<b>(374,018)</b>	<b>(643,838)</b>	<b>(864,191)</b>	<b>(1,131,956)</b>
Survey Costs & Other incidental costs	128,000	128,000	128,000	128,000
Fees (Professional & Statutory) Includes £45k Internal Planning Application Fees	355,328	355,328	355,328	355,328
<b>Total Other Costs</b>	<b>483,328</b>	<b>483,328</b>	<b>483,328</b>	<b>483,328</b>
<b>Nett overall Cost</b>	<b>2,970,810</b>	<b>2,700,990</b>	<b>3,780,637</b>	<b>3,512,872</b>
10% Contingency included in costs above	260,909	260,909	379,091	379,091

## Assumptions

- The 'no coach drop off' options give rise to an additional 60 parking spaces
- The decking options provide a further 109 spaces
- The life of the project , linked to the development period is assumed to be three years
- The figures assume general repairs and maintenance and some resurfacing at Redbridge Park and Ride car park. Provision has already been made for this in the Councils Capital Programme (£1.1M).
- Under the options where decking is to be provided the assumption is that this will be purchased then either , sold on, re-utilised on a different site or scrapped at the end of the project. Whist there may be an income this is thought to be minimal and has not therefore been included in the figures. Officers did consider the cost of leasing the deck but indicative costs provided by the supplier have indicated that the difference between the hire cost and the purchase over the life of the project is minimal. This position will be reviewed as part of the procurement process and no decision is required in this respect at the present time.
- Estimated income is based on the Councils current charging regime based on a 52 week year.



- Cost per space is primarily made up of NNDR and keeping the car parks in good order (grounds maintenance, cleaning, gritting). A value of £685 per space has been utilised this is the average cost for our city centre car parks for 2012/13.
  - All options include a contingency of 10%
19. An amount of £3.3 million has been transferred to an earmarked reserve to fund this scheme as part of the 2012/13 Outturn Report approved by CEB. Council will be requested to approve this amount in the capital programme spread over the next two years in order to enable fees to be incurred on the project this financial year.
20. Options 3 and 4 in Table 1 above are estimated to be in excess of the allocated budget, and if necessary any excess costs will be funded from the Park & Ride Works budget (£1.1m over the next four years) as the life of the car parks will be extended through the proposed works.

### **Legal Implications**

21. Following the grant of planning permission there will be a need to make application for changes to Traffic Regulation Orders at Redbridge and possibly Oxpens as well. There are no other direct legal implications arising out of this Report. The procurement of any temporary car park deck and/or matting solution will be carried out fully in accordance with the Council's procurement requirements.

### **Sustainability/Climate Change Implications**

22. There are no direct implications. Full and appropriate consideration has been to matters, such as flood risk, environmental impact etc in terms of the related planning applications.

### **Equalities**

23. There are no direct implications arising. The temporary car park to be constructed on Oxpens will provide for 17 disabled parking spaces, together with a temporary building housing the Council's shopmobility function.

### **Risk Implications**

24. A risk assessment has been undertaken and the risk register is attached as Appendix 4.

### **Conclusion**

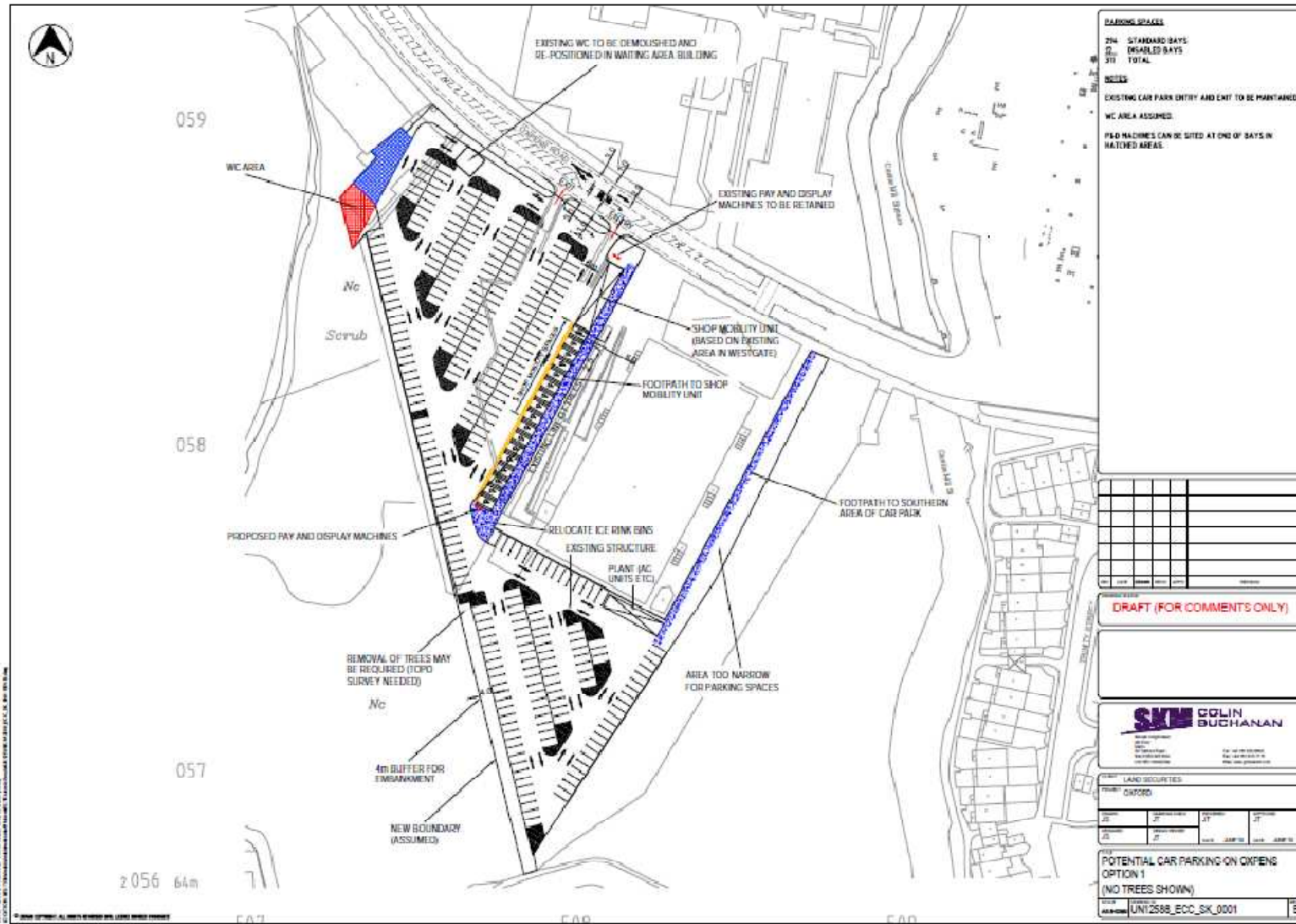
25. The proposals as detailed in this Report represent at this stage the least risk opportunity in obtaining planning consent for the temporary car and coach parking. The related planning applications have already been submitted as it is essential for these to sit alongside the main Westgate

outline planning application. Procurement would not need to start for probably 6 months. During that time the Council will continue to pursue possible alternative solutions, including the potential for additional or temporary city centre parking involving third party land. The real drivers are the desire to do something at least cost, to a standard that meets customer expectations, and that meets requirements for temporary car parking numbers. The ability to site coach drop-offs/pick-ups in the city centre on the public highway would enable additional surface temporary parking to be provided at Oxpens. The proposals as now submitted require the demolition of 'The Lodge' premises that are situated on Oxpens Road.

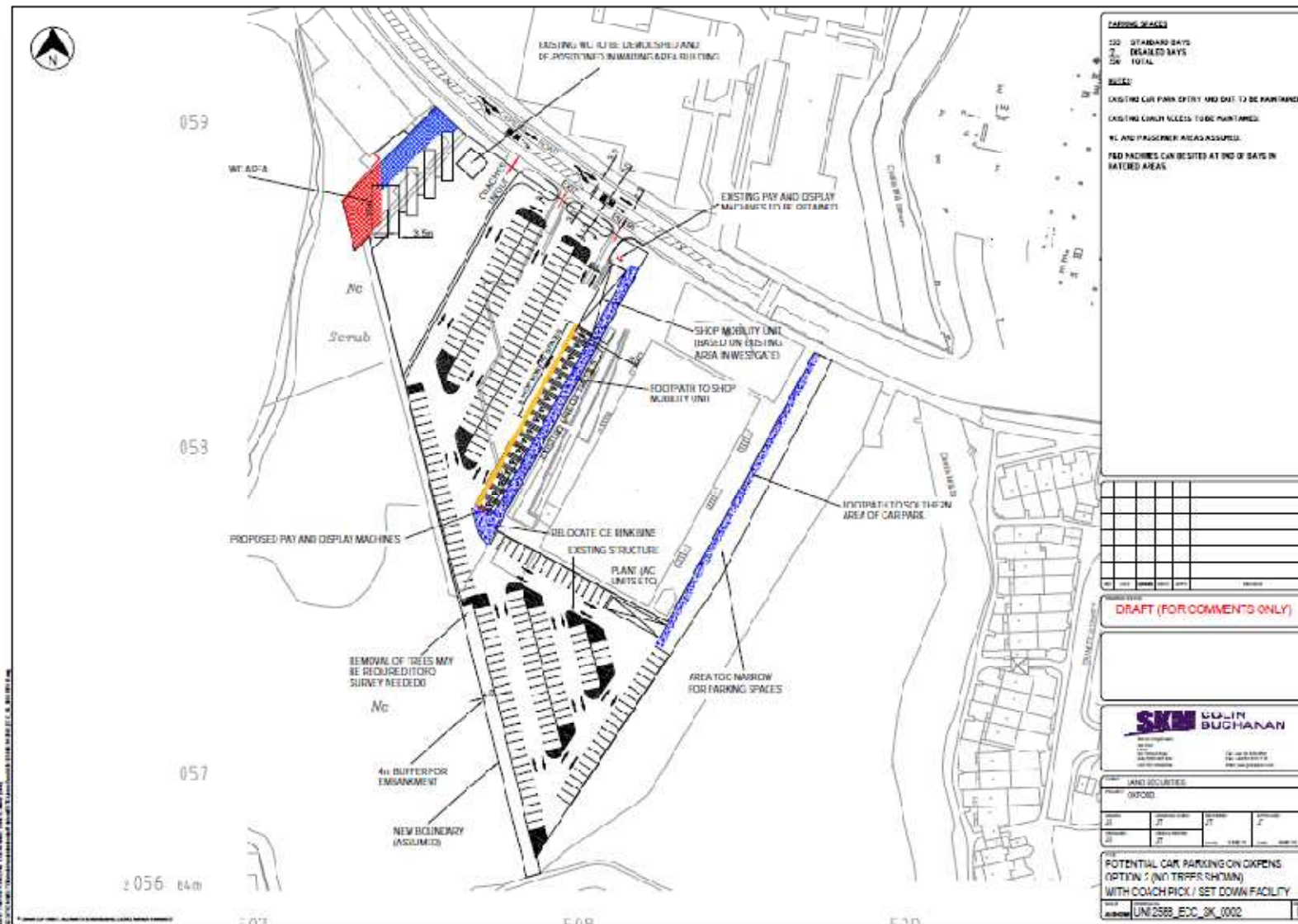
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**Version number:** 11

### Oxpens Ground Floor with No Coaches

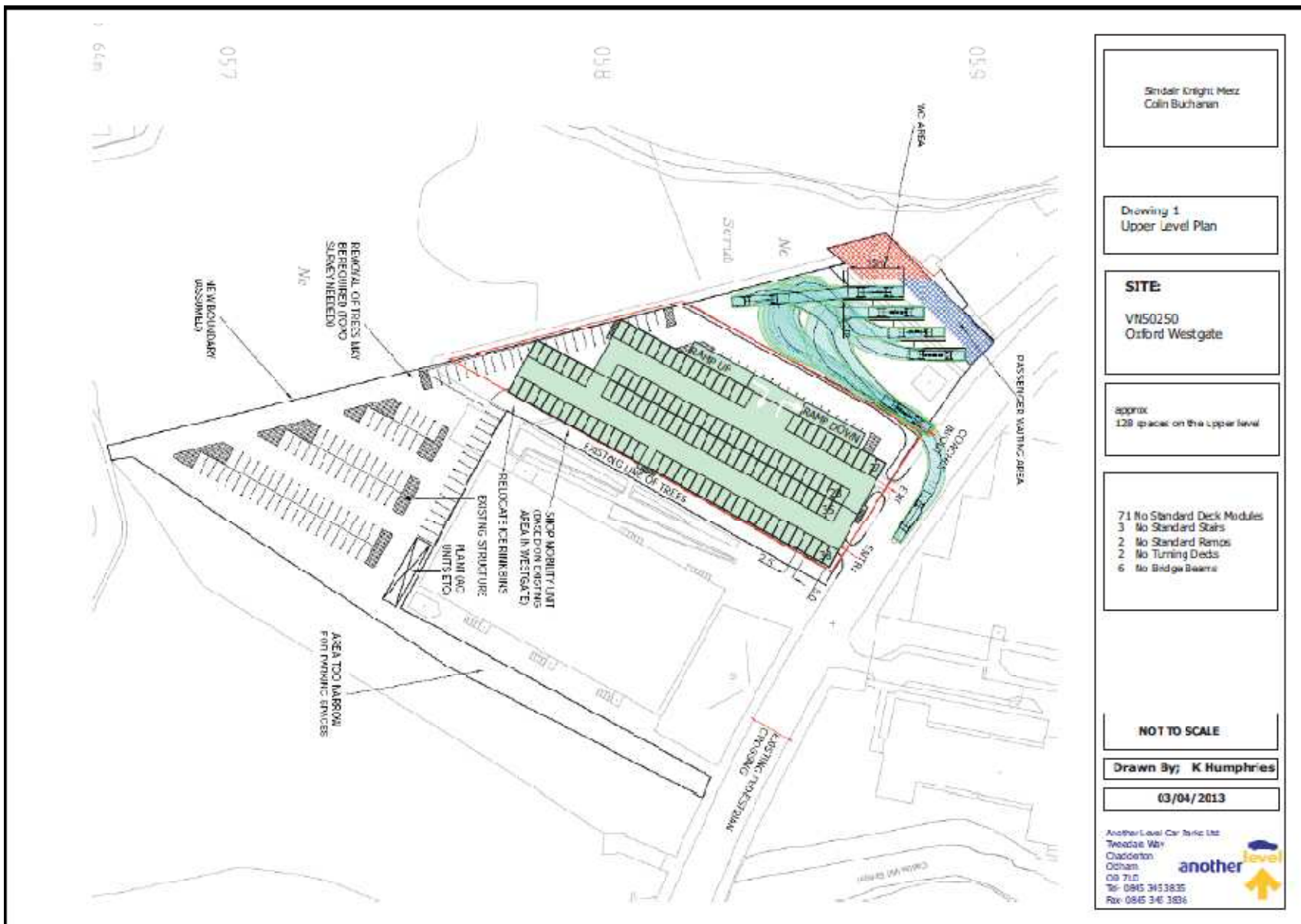


# Oxpens Ground Floor with Coaches



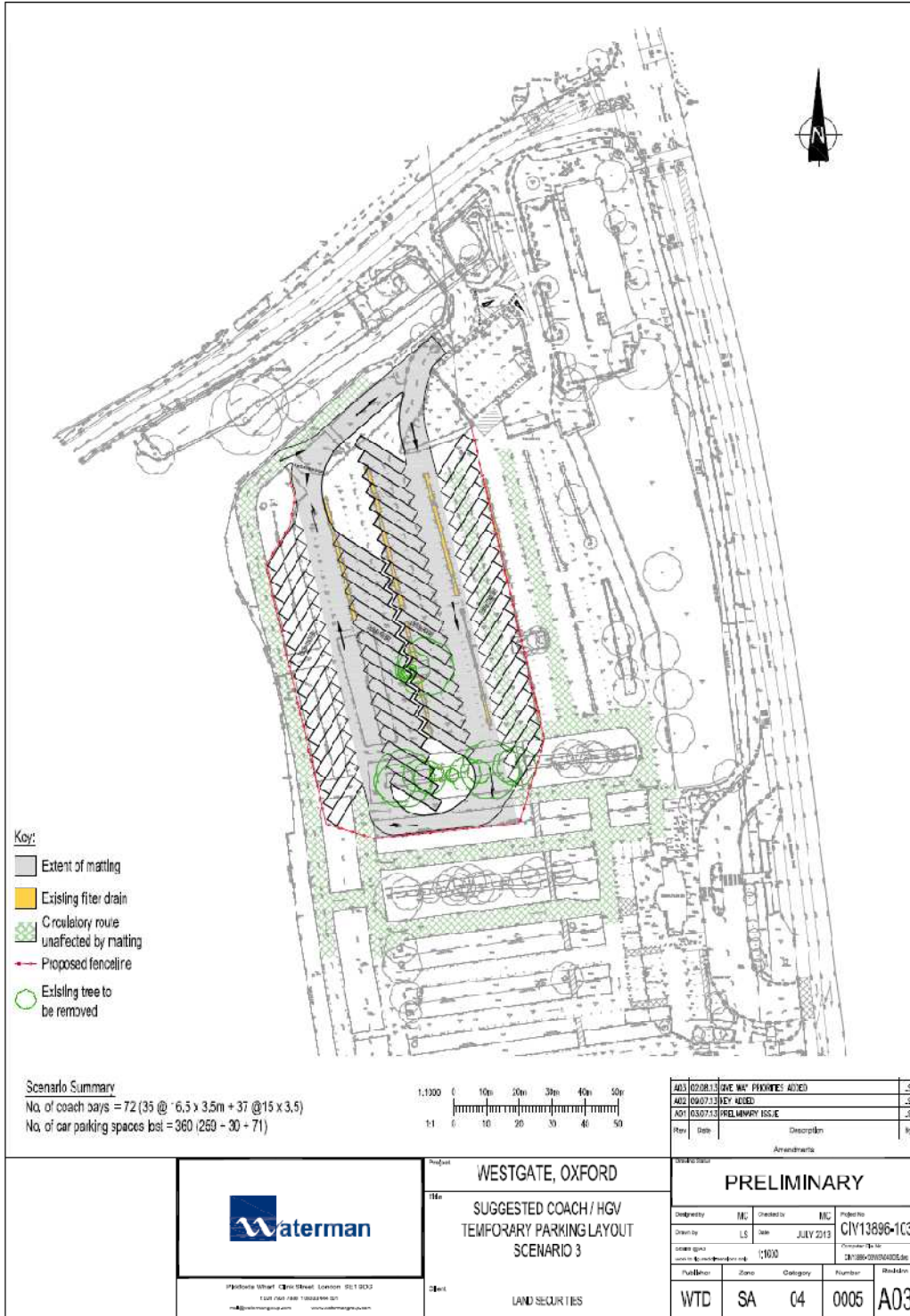
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### Oxpens Deck Level with Coaches





# Redbridge Site Layout



## REGENERATIVE BENEFITS SUMMARY

<b>Benefits</b>	<b>Scheme Delivered</b>	<b>No Scheme</b>
New jobs created (est)	2,650	None
Jobs created during construction phase	1,550 + local labour and SME initiatives	None
Private sector investment (including tenant investment)	£375m	£5 – 10m
Apprenticeships as part of phase	Apprenticeships delivered	None
Affordable Housing Units (subject to viability)	c. 30	None
Training and Development regimes to support access for local people	Yes	No
New legible, accessible and secure car park	Yes	No
New homes to achieve Code 4	Yes	No
Target environmental standard for new Centre	BREEAM Very Good aspiring to Excellent – Workshops to agree objectives	n/a
Improved linkages within City Centre reinforcing accessibility to key areas including Oxpens and Castle	Yes	No
Delivery of key West End strategic site	Yes	No
Substantially enhanced public realm	Yes	No
New Riverside Environment	Yes	No
Flood Mitigation Measures	Yes	No

CEB Report Risk Register – Westgate Temporary Car and Coach Parking

No.	Risk Description Link to Corporate Objectives	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid	Monitoring Effectiveness					Current Risk
Risk Score = Almost Certain		Impact Score: 1 = Insignificant; 2 = Minor; 3 = Moderate; 4 = Major; 5 = Catastrophic						Probability Score: 1 = Rare; 2 = Unlikely; 3 = Possible; 4 = Likely; 5 = Almost Certain						
16	CEB-001-CA Contaminated land issues on Redbridge	4	3	Adverse reaction received from the environment agency because of the proposed works on a former land fill	The Environment Agency and Environment Services colleagues are being fully consulted. EA have confirmed that no floodplain compensation is required at Oxpens. The Redbridge works are designed so as to not intrude into the site. Plate tests are being undertaken to confirm load bearing capacity(L)	3	3							
	CEB-002-CA Cost overrun	3	3	Unforeseen costs arise	Full design has been undertaken and detailed cost estimates produced. Dialogue with specialist providers regarding their products has been undertaken and indicative estimates obtained(L).	3	2							



CEB-003-CA	Potential Town Green application	3	3	Third party submits town green application	Protective signage has been erected on the land to the rear of the ice rink some months ago. SENDRA have been consulted as part of these proposals(M)	3	3										
CEB-004-CA	Flood amelioration works impact	3	3	Concern and objection from the Environment Agency that cannot be resolved	On Oxpens the flood impact is minor and has been fully addressed as part of the design and planning process. On Redbridge that are no additional implications arising. The Environment Agency are being fully consulted and to date have made no adverse comment (L)	3	2										

17

