



**CABINET**

**16<sup>TH</sup> FEBRUARY 2017**

**AGENDA ITEM (8)**

**DEVELOPMENT OF DECKED PARKING TO WATERLOO CAR PARK, CIRENCESTER**

<b>Accountable Members</b>	<p>Councillor C Hancock Cabinet Member for Enterprise and Partnerships</p> <p>Councillor MGE Mackenzie-Charrington Cabinet Member for Planning Services and Cirencester Car Parking Project</p> <p>Councillor NJW Parsons Deputy Leader and Cabinet Member for Forward Planning</p>
<b>Accountable Officers</b>	<p>Claire Locke Head of Environmental and Commercial Services 01285 623427 <a href="mailto:claire.locke@cotswold.gov.uk">claire.locke@cotswold.gov.uk</a></p> <p>Christine Cushway Property and Estates Manager 01285 623241 <a href="mailto:christine.cushway@costwold.gov.uk">christine.cushway@costwold.gov.uk</a></p>
<b>Purpose of Report</b>	<p>To highlight the need for additional parking capacity in Cirencester and consider the development of decked parking on the existing Waterloo car park site.</p>
<b>Recommendation(s)</b>	<p><b>That Council be recommended to:</b></p> <p>(a) <b>develop detailed designs and surveys to enable a full planning application to be progressed for a decked car park on the Waterloo site, Cirencester, as requested by the Cirencester Parking Demand Parking Board.</b></p> <p>(b) <b>allocate up to £225,000 from the Council's Priorities Fund for the necessary work to enable the submission of a full planning application for the site;</b></p> <p>(c) <b>give delegated authority to the Strategic Director, in consultation with the Cirencester Parking Demand Project Board, to procure an Architect to design a suitable scheme to enable submission of a full planning application for development of a decked car park;</b></p> <p>(d) <b>receive a further report to approve the principles for a detailed planning application and the business case for the development, prior to the planning application submission;</b></p> <p>(e) <b>approve the appointment of consultants, The Environment Partnership, to carry out and provide the necessary services to progress a full planning application for a decked car park at the Waterloo, Cirencester.</b></p>

<b>Reason(s) for Recommendation(s)</b>	To ensure that additional parking capacity is provided in Cirencester to meet current demands and future growth in demand as a result of residential and commercial growth set out in the draft Local Plan.
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<b>Ward(s) Affected</b>	Cirencester
<b>Key Decision</b>	Yes
<b>Recommendation to Council</b>	Yes

<b>Financial Implications</b>	<p>The costs for planning application preparation are estimated at £225,000 - this includes initial architect's costs, all surveys and consultant support to prepare the application. This will be funded from the Council's Priorities Revenue Fund; however should this proposed scheme progress to development stage, these costs could be capitalised.</p> <p>In accordance with recommendation (d) above, a full business case will be prepared, for submission to Cabinet and Council for consideration. This will include capital and revenue costs and projected income.</p> <p>It is likely that additional car parking provision will be required for decant purposes, should the scheme progress, but this requirement will be progressed by the Project Board and reported to Cabinet/Council in due course.</p>
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<b>Legal and Human Rights Implications</b>	<p>The Council has no statutory obligation to provide car parking. However, it does own a number of car parks in Cirencester and in other settlements in the District. These car parks generate an annual income of around £1.95M which funds key public services such as public conveniences, environmental protection and verge maintenance and ditch clearing.</p> <p>In order to support both the development set out in the draft Local Plan and a prosperous Cirencester, additional parking needs to be provided.</p>
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<b>Environmental and Sustainability Implications</b>	<p>Whilst the Council promotes modal shift to the use of more sustainable forms of transport, a large number of people will still use their cars to travel into Cirencester to shop and to work. This is largely due to the rural nature of the District and the limited bus services that are available.</p> <p>A new decked car park will, wherever possible, incorporate modern sustainable design features to reduce environmental impact and incorporate Electric Vehicle Charging Points.</p>
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<b>Human Resource Implications</b>	<p>Progression to planning application stage can be delivered within existing staff resources, supported by appointed consultants.</p> <p>Existing staff from the Planning &amp; Strategic Housing service will deal with the planning application when it is submitted. As the Council is the applicant, a decision on the application would not be delegated, but would fall to the Planning and Licensing Committee</p>
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<b>Key Risks</b>	<p>If additional parking is not provided within Cirencester, this is likely to impact on the growth of the town. Businesses are reporting a negative impact now, with difficulty parking for both shoppers and staff.</p> <p>The Council does not need to directly deliver a parking solution; however, leaving a solution to the private sector may see solutions which are focused primarily on income, which could drive up the costs to motorists, or take longer to be implemented.</p> <p>There is a risk that the Waterloo development proposal is not successful in gaining Planning Permission. The Council recognises the sensitivity of this development within the historic town of Cirencester and would continue dialogue with community representatives and encourage specific dialogue with neighbours to the Waterloo site. The issue that is considered the biggest risk of preventing development is the archaeological constraints, due to the site being a scheduled ancient monument with known Roman remains below ground.</p>
<b>Equalities Impact Assessment</b>	Not required - provision for disabled parking will be made, as per national guidelines.

<b>Related Decisions</b>	None
<b>Background Documents</b>	<p>Parking statistics - capacity in car parks January 2016 to date (available on Council's website)</p> <p>Atkins Parking Study 2016 (the subject of a separate report to Cabinet February 2017 with recommendation to formally append to the Council's Parking Strategy).</p> <p>TEP Cirencester Car Park Feasibility Study Stage 1</p>
<b>Appendices</b>	<b>Exempt Appendix 'A'</b> - Consultants proposal for full planning permission services

<b>Performance Management Follow Up</b>	The Member-led Car Parking Demand Project Board will closely monitor the delivery of the project and it will be a Top Task reported through the Councils Performance Management process.
<b>Options for Joint Working</b>	Not relevant

<b>Background Information</b>	
1. <u>General Background</u>	
<p>1.1 Since May 2015, when Cirencester's car parks carried sufficient capacity to meet motorists' needs, there has been an exponential growth in demand for parking during peak times. The Council established a Cirencester Parking Demand Project in the summer of 2015 and the Member-led Board has been working to confirm the current and future demand, and identify ways in which additional capacity can be delivered.</p>	
<p>1.2 It has not been possible to deliver shorter-term options to date, although discussions continue with private landowners. Extended, or a change in use of, existing developed sites requires the owner's consent and frequently requires planning permission or other consents before it can be used for public parking, so this process is not as simple as it may seem. Development of</p>	

greenfield sites is even more complex. A grass field will only meet parking needs during a few months of the year as wet weather will greatly restrict use unless the site is developed to provide a firm surface. Use of a field for parking would require planning permission as it would constitute change of use.

1.3 A review of available options, carried out by independent consultants, The Environment Partnership (TEP) (TEP Cirencester Car Park Feasibility Study Stage 1), concluded that development of the Waterloo car park to increase capacity through decking would be the best option.

1.4 Consultants, Atkins, were also commissioned to clearly identify what the current demand for parking is and what the future demand for parking would be based on the anticipated growth set out in the draft Local Plan. The report produced, once adopted as part of the Council's Parking Strategy, provides evidence of demand which justifies the need for additional parking and can be used to ensure the parking impacts of developments is properly considered and that S.106 contributions from developers can be requested to support parking developments where appropriate.

1.5 In February 2016 the Leader made a commitment to invite bids from the private sector to develop the Waterloo, Old Station and Sheep Street (Old Memorial Hospital) sites.

1.6 In order to invite bids for the sites, the Council requires a brief for each site setting out the Council's requirements from any developments. The Project Board has therefore been progressing with the work detailed at paragraphs 1.3 and 1.4 above in order to be clear on the best use of the sites and the overall need for additional parking to ensure that enough capacity can be provided prior to other uses being considered. In addition, Consultants advised that the Brexit decision in June 2016 raised doubt in the investment and development markets and could mean that the Council would not get the best offer or strategic development for Cirencester at this time. Work to consider options for the Sheep Street and Old Station is continuing and will be the subject of separate reports to the Council in the future.

1.7 The main focus has therefore been progression of a viable site to deliver additional parking as soon as possible to alleviate the current pressure for parking and to allow other sites to be developed following the provision of this additional capacity. The report referred to in paragraph 1.3 above makes it clear that the Waterloo car park is the best option for a decked car park.

1.8 The number of decks to be constructed at the Waterloo site has yet to be decided and will be dependent on various factors including archaeological constraints (affecting construction method and depth of piling permitted) and feedback during consultation. The Council needs to plan now for the long term future of Cirencester. It would therefore be sensible to consider a development that either builds in surplus parking now or has the ability for further decks to be added in the future. Consideration will therefore be given to this as part of the design and planning process.

1.9 Pre-Application Advice has been obtained from Planning on the development of the Waterloo site for decked car parking. Initial advice is that the development is in line with the existing and emerging Local Plan and could be supported subject to a suitable design. The option for mixed use on the site, with commercial units, has been considered but it was felt that parking should be maximised on the Waterloo site and other sites within the town may be better suited for commercial development. The Focussed Changes document for the Local Plan, currently out for consultation, has now also removed the mixed use element from the proposed policy following representation from the Environment Agency.

1.10 At its meeting on 12<sup>th</sup> January 2017, the Cirencester Parking Demand Project Board agreed unanimously to recommend to Cabinet that the Waterloo be developed with decked parking.

## 2. Business Case

2.1 The 'Cirencester Off-Street Parking Survey' prepared by Atkins, and subject to a separate report on the agenda, sets out the current and future demand requirements for off-street car parking in Cirencester over the life of the emerging local plan, to 2031. This identifies the need for between

333 additional spaces in the low case scenario to 742 in the worst case scenario. This report provides the base evidence for the need to provide additional parking within the town to support its future growth and development.

2.2 Due to the uncertainty of the design at this stage, a realistic business case cannot be produced; so, as part of the detailed design and survey work, capital construction costs, on-going revenue costs and projected income will be calculated.

2.3 One of the next stages to be progressed is consideration of an outline Masterplan for development sites, predominantly existing car parks, in the town centre in Cirencester by reviewing various related documents, such as the emerging Local Plan (including the Retail study) and the Atkins Parking Study.

2.4 Development of the Waterloo car park would provide excess capacity which may enable development/disposal of other car parking sites in the town for purposes which would have wider strategic benefits. Capital receipts from any such disposals could be used to repay any borrowing for the construction of the decked car park.

### 3. Consultant Appointments

3.1 If the Council supports the recommendations in this report, it will wish to progress with a full planning application as soon as possible. A quotation has been provided by TEP for the provision of services to submit a full planning application - TEP were appointed to carry out the feasibility stage of works (detailed at paragraph 1.3 above). This appointment was the result of a mini-competition under the ESPO Estates Management Framework 2700, lot 6 Planning, and all seven consultants on the framework were invited to submit a tender for the feasibility works. The detail within the specification set out not only the requirements to carry out feasibility work on the car park site but also the potential future appointment for the preparation and submission of full planning applications. The TEP bid included the use of sub-consultants to provide aspects of work which could not be provided directly by TEP. TEP were the only consultant to submit a bid for the work. Set out within **EXEMPT Appendix 'A'** is the overview of the proposal for these services. TEP have already prepared and submitted pre-application advice for the decked car park. Where TEP cannot provide reports and services in-house, the Council would ask them to tender this provision.

3.2 An architect will also need to be appointed. The Council could procure this service using a Framework Agreement; however, this would prevent smaller local architects having the opportunity to compete for this work. The Parking Demand Project Board supported procurement inviting tenders from all architects, as it was felt an understanding of local environmental and design issues would be beneficial. This tender would be for the planning application stage only. This would not require OJEU procurement at this stage, which would protract the procurement process. The architectural input for the design and construction phase will then need to be tendered as part of the development procurement, if Planning permission is granted, which will result in an OJEU procurement.

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