

TORBAY COUNCIL

Report No: Env/22/04

Title: **Future Car Parking Provision in Brixham**

To: The Executive on 18th May 2004

1. Purpose

- 1.1 To report the conclusions of the Transportation Strategy Working Party on their consideration of the plans for providing alternative parking provision in Brixham, in the light of the favoured course of action with regard to Brixham Central multi-storey car park and to request the Council to include provision in the Capital Plan Budget for demolition of the multi-storey car park and re-instatement with a surface carpark in the period between the New Year and Easter 2005.

2. Relationship to Corporate Priorities

- 2.1 The provision of car parking in Brixham is for the benefit of tourism and the economy of Brixham and for the use of residents, visitors and traders within the town.

3. Recommendation

- 3.1 That Council be requested to include provision for the scheme for demolition of Brixham multi-storey car park and the construction of a surface level car park in the Council's Capital Plan with funding to be determined by the Director of Finance, in consultation with the Executive Member for Finance, as outlined in paragraph 5.7.1 of this report;
- 3.2 That, following the endorsement of the Transportation Strategy Working Party at its meeting on 16th April 2004:-
- (i) the Director of Environment Services be requested to prepare a contract to be submitted to tender for the demolition of the Brixham Central multi-storey car park and the construction of a surface level car park on the site, with commencement of the works in early January 2005;
 - (ii) the Director of Environment Services be requested, in collaboration with Brixham 21, to commence consultation with local residents, traders, emergency services and Ward Councillors on the proposals to increase on-street parking at the locations described in paragraph 5.8 of this report;
 - (iii) the Director of Environment Services be requested to prepare a detailed scheme proposal for the provision of car parking on Brixham Town Square;
 - (iv) the Estates Manager enter into immediate discussions with the owner of the land at Torbay Industrial Estate, New Road, regarding its use as a temporary car park;
 - (v) the Director of Environment Services be requested move forward in identifying potential locations for a Park and Ride site within 2 kilometres of Brixham Town Centre; and
 - (vi) the Director of Environment Services, in consultation with Brixham 21, continue to design and plan for the redevelopment of the site, set the clear brief, undertake the necessary investigative works, seek expressions of interest from developers and set a clear timetable for the redevelopment.

4. Reason for Recommendation

- 4.1 To respond to the decision made by the Executive on 11th November 2003, to seek the views of Brixham 21 with respect to its proposals to redevelop the site of the Brixham Central multi-storey car park and to determine options for addressing the loss of parking if the car park is demolished at the end of its serviceable life at Easter 2005.

5. Background

- 5.1 A report (Env/129/03) was presented to the Executive at its meeting held on 11th November 2003, which advised Members of the options available for addressing the loss of car parking that would result if Brixham Central multi-storey car park were to be demolished at the end of its serviceable life by Easter 2005.

- 5.2 The decision of the Executive at that meeting was as follows:-

- (i) that the Director of Environment Services be instructed to seek the views of Brixham 21 with respect to its proposals for the redevelopment of the site of Brixham multi-storey car park as a matter of urgency and to seek the assistance of that organisation in progressing a Park and Ride scheme for Brixham; and
- (ii) that, in the event that the preferred option for the redevelopment of the car park site cannot be achieved by Easter 2005, then outline plans be prepared with a view to demolishing the car park between New Year and Easter 2005 and replacing it with a ground level facility on the same site.

- 5.3 Brixham Central multi-storey car park currently has a capacity of 309 spaces. Replacement of the multi-storey structure with a surface level car park on the site requires significant additional car parking provision to remedy the shortfall. Demolition of the existing structure would cost in the order of £50,000, taking 6 weeks to accomplish. The construction of a surface level car park with 172 spaces, including bays for the disabled, is estimated at £87,000 and would take a further month to complete.

- 5.4 Council officers and representatives of Brixham 21 have been working together, in an endeavour to identify new car parking spaces which can be brought into operation and ameliorate the effect of the loss of car parking caused by the demolition of the multi-storey car park.

- 5.5 A letter dated 15th March 2004 from the Chairman of Brixham 21 has been received by the Director of Environment Services, outlining a plan to continue working positively with the Council through the TDA as a partnership in order to minimise the impact of the demolition of the multi-storey car park on local business. A copy of the letter is attached as **Appendix 1** to this report.

- 5.6 With regard to the demolition of Brixham Central multi-storey car park, Brixham 21 confirm in their letter that a consensus has been reached whereby the large amount of funding required to maintain the structure beyond Easter 2005 would be spent more beneficially in regenerating Brixham Town Centre.

5.7 Capital Plan and Funding

- 5.7.1 Demolition of Brixham Central multi-storey car park and construction of a surface level car park is not included within the current Capital Plan Budget and is, therefore, unfunded. Council approval to bring this scheme forward from the Capital Projects Reserve List into the plan proper will require the identification of funding in the sum of £137,000. Possible options to achieve this are as follows:-

- Utilise £28,000 residing in the Capital Funding Reserve that was earmarked for a former scheme at Victoria Square but is no longer required.

- Divert monies in the sum of £60,000 from the current pooled maintenance revenue budget that has in the past been earmarked for annual repairs to Brixham multi-storey car park.
- Divert £49,000 of £90,000 set aside to address repair and maintenance issues at Babbacombe Cliff Railway. This would obviously have serious consequences for any future programme of works for this facility.
- Draw down on the £500,000 Capital Plan contingency budget to support any shortfall arising from not implementing one or more of the above proposals.

5.7.2 In the light of current Capital and Revenue Budget issues, it is recommended that the Director of Finance be authorised to determine the most appropriate funding in consultation with the Executive Member for Finance.

5.8 Proposals for immediate additional car parking provision

5.8.1 The interim measures investigated by the joint working group of Council officers and representatives of Brixham 21 focussed initially on introducing additional on-street and off-street parking spaces in proximity to the town centre. From preliminary investigations, a number of locations were considered for detailed examination by the working group. This resulted in the following immediate measures being identified.

- Provision of an additional 40 on-street parking spaces, at locations where this is currently restricted, comprising:-
 - (i) The Quay – 9 additional spaces could be provided if some waiting restrictions are removed and a taxi rank is altered to “evening only”.
 - (ii) Southern Quay – short term parking could be introduced for 6 additional spaces outside of the Amusement Arcade.
 - (iii) New Road – 5 additional spaces could be provided in the loading bay outside of Brixham Town Hall, if loading is restricted from 4pm to 10am.
 - (iv) Bolton Street – at least 20 additional spaces could be provided if traffic movement is restricted to one-way.
- Brixham Town Square – The introduction of car parking on Brixham Town Square could provide an additional 18 parking spaces.
- Torbay Industrial Estate, New Road – use of this area of private land as a temporary car park could provide an estimated 50 additional parking spaces.

5.8.2 It was agreed by the Transportation Strategy Working Party that officers, in collaboration with Brixham 21, commence consultation with local residents, traders, emergency services and Ward Councillors on the immediate measures to increase car parking provision in Brixham, as proposed above.

5.9 Proposals for a Brixham Park and Ride facility

5.9.1 The work carried out for the Council by consultants Parsons Brinckerhoff highlights the importance of a Park & Ride facility for Brixham in all future development scenarios, as this affords significantly improved flexibility in parking provision. This is a view supported by the Council and Brixham 21.

5.9.2 A number of sites have previously been identified, including Monksbridge and Strawberry Bends. A site at Churston has also been discussed, but falls outside of a zone within 2 kilometres of Brixham town centre, which is the maximum distance at which a Park & Ride is considered to be sustainable.

5.9.3 The Monksbridge site was previously included in Local Plan proposals, but was removed from the Revised Deposit at the request of Members of the previous Council administration.

5.9.4 It was agreed by the Transportation Strategy Working Party it should be recommended to

the Executive that officers undertake an immediate assessment of the potential sites available for a Park & Ride facility for Brixham town centre, including discussion with landowners as necessary.

5.10 Future development of the Brixham Central site

- 5.10.1 The site has had considerable investigation as to commercial development in the longer term. With Brixham 21 there has been an acceptance to create a new car park provision on the site, with possibly up to 350 spaces, but also to incorporate retail facilities on both the Town Square and Middle Street frontages possibly including a small/medium town centre supermarket. There has been discussion on the provision of much needed housing, including affordable housing on the site, partly aimed at camouflaging the car park but also recreating the sense of place and feel that fits Brixham.
- 5.10.2 It is important that work and plans, associated with the longer-term development, progress parallel to the shorter-term provision and demolition and to set a clear timetable to pursue the redevelopment of the site. Work is currently underway with design consultants to visualise and define the potential of all the Brixham development sites, including the town centre car park. This should lead to exploration of potential developers during the summer months with anticipated selection of preferred developer(s) later in the year. It is hoped that work could commence on the site by 2006. It is anticipated to be an 18 month build period.
- 5.10.3 It is, however, imperative to plan for the redevelopment and the need to provide alternative parking and management of town centre servicing during the construction period. For this reason it is necessary that the Park and Ride solution is created with a clear and effective public transportation system to serve the town centre. With the correct management, the pressures caused can be overcome and lead to a bright and viable future for the town centre of Brixham.
- 5.10.4 It was agreed by the Transportation Strategy Working Party it should be recommended to the Executive that officers with Brixham 21 continue to design and plan for redevelopment of the site, set the clear brief, undertake the necessary investigative works, seek expressions of interest from developers and set a clear timetable for the redevelopment.

6. Alternative Options (if any)

- 6.1 The alternative options for the provision of parking in Brixham, as a result of the inevitable demolition of Brixham Central multi-storey car park, were broadly identified in a report (ENV/129/03) presented to the Executive at its meeting on 11th November 2003. Further details of the options for introducing interim measures to provide additional car parking provision in Brixham are identified in paragraph 5.8 above.

Mike Yeo
Director of Environment Services

Contact Officer: Steve Hurley
Extension: 7680

IMPLICATIONS, CONSULTATION AND OTHER INFORMATION

Part 1

These sections may be completed by the Report author but must be agreed by named officers in the Legal, Finance, Human Resources and Property Divisions. If these are not completed and agreed the Report will not be included on the agenda.

Does the proposal have implications for the following issues?

Insert name of
responsible officer

Legal (including Human Rights)	Before demolition occurs, an application for Conservation Area consent would have to be made to the Local Planning Authority for approval. Any potential for economic loss claims, in respect of the demolition of Brixham Central multi-storey car park and other associated works, should be reduced by consultation with traders.	Jayne Wills
Financial – Revenue	The Environment Services Directorate's budget for 2004/05 recognises reduced car parking income due to the loss of spaces. The full year effect of reduced income from the loss of car parking spaces will need to be recognised during the 2005/06 budget round.	Adrian O'Rourke
Financial – Capital Plan	Implications for the Capital Plan with regard to the demolition of the Brixham Central multi-storey car park are as detailed in the body of the report. Financial implications which will arise from further investigation of other proposals included in the Report will need to be considered as those proposals are developed	Lynette Royce
Human resources (including equal opportunities)	None.	Geoff Williams
Property	The long-term future of the car park site should be considered as part of the Council's Corporate Asset Management process in respect of its central Brixham landholding.	Sam Partridge

Part 2

Does the proposal have implications for the following issues? Please give details as appropriate		
Sustainability	Yes	The provision of parking facilities is required to sustain the local economy by providing access to traders and businesses.
Crime and Disorder	Yes	The provision of a controlled parking facility will support the enforcement of parking restrictions by providing dedicated parking.
*OfSTED Post Inspection Action Plan	No	
*Social Services Action Plan	No	
*Change Management Plan	Yes	The implementation of the Parking Strategy for Torbay features in the Change Management Plan, (delivery of Local Transport Plan). The Parking Strategy includes the provision of attractive off street parking facilities.

Part 3

Does the proposal have implications for the following Directorates? If so, please inform the relevant Director. Please give details as appropriate		
Managing Director	No	
Corporate Governance	No	
Finance	No	
Human Resources	No	
Learning and Cultural Services	No	
Environment Services	Yes	Management of the project requires officers time, which can be met from within existing resources.
Social Services	No	
Torbay Development Agency	No	

Part 4

Is the proposal contrary to or does it propose amendment to the Policy Framework or contrary to (or not wholly in accordance with) the Council's budget?		No
1. Details of the nature and extent of consultation with stakeholders and relevant select committees.		
2. Details and outcome of consultation, as appropriate. There has been extensive public consultation through Brixham 21 on the options for future car parking provision in Brixham.		

Part 5

Is the proposal a Key Decision in relation to an Executive function?	Yes	Reference Number X61/2003	
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Part 6

Wards

Berry Head with Furzeham

Appendices

Appendix 1 Letter dated 15th March 2004 from Brixham 21, regarding the Brixham Town Centre and Central Car Park Development.

Documents available in Members' Room

None.

Background Papers:

The following documents/files were used to compile this report:

Executive report ENV/129/03

Parsons Brinckerhoff's Structural Investigation Report No: PB/HBR80685/01

File 13/2/8

BRIXHAM 21

Directors and Attendees - Nominating Organisations

Jon Andrewes (Brixham Regeneration Forum)
Sandie Armstrong (Brixham Harbour Users)
Peter Bushell (Brixham Chamber of Commerce)
John Coysh (Brixham Amenity Society and Residents Association)
Christine Guy (co-opted) (Brixham Youth Enquiry Service)
Peter Killick (Torbay Council)
Chris Lomas (Torbay Council)
Rick Smith (Brixham Fishing Industry)
Tim Whitehead (Acting CEO Torbay Development Agency)

Correspondence From: Chairman

Mr Jon Andrewes,
Torre Villa
South Furzeham Road
Brixham
Devon
TQ5 8JD

15 March 2004.

Mike Yeo
Director of Environment Services
Torbay Council
Castle Circus
Torquay
Devon.

Dear Mike

Brixham 21 – Town Centre and Car Park development.

I am writing to confirm that the consultation phase for the above has been undertaken and I am now in a position to advise you on the consensus that has been reached in respect of the overall plan for the Town centre and the Lanes area.

The issues below have been reviewed by joint working groups which have been very positively contributed to by council officers and local people

Gaining the trust of the town to a plan that carries a high level of risk will not be easy and will have its critics. However I believe that we can achieve the plan outlined below and move forward on this issue by continuing to work positively with your team and the TDA as a partnership, as we have done in recent months

I trust that the details below will provide sufficient information for you to decide whether you are able to commit and sign up to delivering to the joint plan and secure the interim measures that will be needed to minimise the impact on local business in the Fore street area. For ease I have listed each part of the proposal as follows:

Car Park demolition:

We have reached a consensus that, to keep spending on repairs rather than bite the bullet and demolish the car park, is of little long term benefit to the town and will see funds that could be contributing to the overall regeneration process (site clearance) being used as a short term fix to shore up a worn out structure.

The following proposed actions require your agreement:

Car Park

1. The demolition and re tarmac coating of the current parking area should begin in January 2005 and last no longer than the minimum time necessary. The time currently being quoted for the tarmac work is at present longer than a recently completed stretch of 3.8 miles of the M5 – both carriageways!. No doubt you will be able to re-visit this timescale.
2. Additional car parking space will be allocated from increased street parking, a leased space at the old paint factory site and by making Bolton Street one way. The minimum number of spaces required will be 140 in addition to the space created by the demolition of the existing car park, giving a total of around 250.
3. There will need to be a joint campaign to convince local people to stay loyal to the retail outlets in the town during both the initial demolition stage and the following interim period before the town centre is developed (see below). Sign posting, loyalty offers, newsletter, campaign posters and other means of securing local use of the town centre retail and other business will need to be planned and will, at the end of the day, be measured by the Chamber of Trade using statistics for the equivalent period over the last three years. Funding will need to be allocated to this.
4. Provision of adequate staffing for the car park with user friendly and customer care trained personnel.
5. A commitment to use every possible area of land including the square for this period will need to be made.

Future site development

As you know it has been very helpful to have Tim and Kevin from the TDA in the group. Kevin is currently undertaking a review of potential supermarket and car parking opportunities which will need to reach fruition very soon if we are to convince local business and local people to remain loyal and supportive. It will not work if there is not a plan running in parallel to the car park demolition.

We will need you to commit to the following:

1. Actively supporting the renewal process being undertaken by the TDA and BR21.
2. Contributing, through the recent traffic study, to the overall design features to ensure the renewal works in the town centre are designed and implemented to bring about a significant positive change to the existing lay out.
3. Freeing up staff time to ensure smooth project development and project implementation at all stages.

Park and Ride

The whole issue of Park and Ride has been discussed and went to the recent BR21 board meeting for approval. It was agreed as follows:

1. BR21 will fully support a Park and Ride scheme for the town preferably within 2 kilometres from the harbour.
2. While BR21 does not see its role as identifying particular sites it will do its utmost to assist with this process and support the promotion of the scheme.
3. BR21 would support an approach that looks at the existing bus stop and coach drop off provision and would actively contribute support for a re-think as to how this could be improved.

There are a couple of further issues, mentioned below, that could impact on the overall situation. They are:

1. The strategic planning work being carried out by LDA for the RDA and the Torbay Council/ Brixham 21 partnership.
2. The work being carried out by a Roger Tym led syndicate to access Objective 2 funding to build a new fish market and feeder road.

We were informed by your officers at a recent meeting that the planning work for this project will need to begin by July at the latest.

I would suggest that you consider the above points and we can move quickly to a 'compact' agreement which BR21 can use to secure the support of the town for this proposed development, which has significant long term benefit but also has the potential to place the economic heart of the town at significant risk.

Perhaps you could suggest the appropriate wording for a working compact to cover the above issues.

Yours sincerely

Jon Andrewes
Chairman BR21