



EXECUTIVE BOARD DECISION

REPORT OF:	Executive Member for Resources Executive Member for Environment
LEAD OFFICERS:	Director of Environment and Leisure
DATE:	13 July 2017

PORTFOLIO/S AFFECTED:	Resources	Environment
WARD/S AFFECTED:	All	
KEY DECISION:	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

SUBJECT: Provision of a new Car Park at Old Bank Lane

1. EXECUTIVE SUMMARY

This report sets out proposals for the Council to carry out a direct development on Council owned land at Old Bank Lane adjacent to Royal Blackburn Hospital for a car park with up to 500 spaces for vehicles to park. The development activities undertaken by the Council would include design of the scheme, procure the construction company for the scheme, obtain all necessary approvals including planning permission and grant a management contract of the completed car park to a car park management company.

The proposed scheme will support patients and visitors to Royal Blackburn Hospital and also those employed by surrounding businesses. Additionally, it will alleviate traffic congestion on the road network around the Hospital site that will benefit those attending the hospital and commuters, plus help improve air quality, with less standstill traffic in the local area. The car park will also deliver economic benefits for the Council.

2. RECOMMENDATIONS

That the Executive Board:

1. Consider the rationale for the development of a new car park facility off Old Bank Lane to support those visiting Royal Blackburn Hospital and those employed by surrounding businesses and alleviate traffic congestion on the road network and improving air quality around the Hospital site;
2. Approve the development of a new car park facility off Old Bank Lane with up to 500 car spaces;
3. Approves a Capital Programme allocation of up to £1.6 million to deliver the scheme, with an accounting treatment and administrative arrangements to comply with regulations;
4. Delegates authority to the Deputy Chief Executive and the Director for Environment and Leisure, in consultation with the Executive Members for Resources and Environment to agree the terms for the appointment of a construction company and agree the construction contract with the selected contractor; and agree the contract for the management of the car park.

3. BACKGROUND

The Council owns a large piece of land located off Old Bank Lane, located close to Royal Blackburn Hospital. The land was originally earmarked as a housing development site but this is no longer the case.

The Royal Blackburn Hospital site currently does not have sufficient parking spaces for their requirements and on a daily basis, especially around patient visiting hours, the Hospital car park is full and visitors have to be turned away to find elsewhere to park.

East Lancashire Hospitals NHS Trust have estimated that there is an under provision of 250 car spaces at Royal Blackburn Hospital to accommodate the needs of patients and visitors, based upon the current usage of the Hospital. The Hospital may be delivering more NHS services in the future, which will place an even greater strain on their car parking facilities.

The traffic congestion caused by cars waiting to enter the Hospital car park is also cause of major blockages on the highway network with traffic often queuing back towards junction 5 of the M65. As a result, aside from those visiting the Hospital for appointments or to visit friends and family members at the hospital, Hospital staff are regularly stuck in traffic; including consultants that are travelling to Blackburn for their afternoon clinics. The traffic congestion means that clinics can sometimes start late, which has an impact on patients.

One of the aims of the East Lancashire Hospital Trust is to introduce specialist services that will attract even more patients into the Hospital from across Lancashire and South Cumbria area, all of which will require adequate car parking facilities.

In addition to the excess demand for car parking at the Hospital, local businesses in the area around the Hospital on Fusion Park are also struggling to find sufficient car parking spaces for their employee's. One business has already declared an interest in purchasing between 50-80 parking permits for employees if a new car park is developed off Old Bank Lane.

In order to address the aforementioned issues, it is proposed that the Council builds a surface car park on the site at Old Bank Lane with car parking spaces for up to 500 vehicles. The site would be accessed via Old Bank Lane, which would enable vehicles to turn off at the mini roundabout before the hospital and drive along Shadsworth Road to the new car park.

The new car park would have a significant and positive impact on traffic congestion on the road network around the Hospital site, with access easily available from both Junction 5 and Junction 6 of the M65. Interactive car park signs will be put on the Highway on Haslingden Road informing car park users of the number of spaces available on each site.

The car park will be a single tarmacked surface with up to 500 marked spaces; the car park will operate a barrier system which will be linked in to the rest of site and enable payment on exit. It will be open 24 hours a day every day of the year.

Capita are available to commission the Topographical Survey upon receipt of the Call-Off Document. The quotation will be procured through "The Chest" e-tendering system and will take approximately two weeks to complete. The preliminary design would then follow on. The preliminary design is anticipated to take approximately a further two weeks to complete.

With regards to the Transport Assessment, a minimum period of four weeks should be allowed from completion of the outline drawings. It is noted that the scheme may impact upon the Strategic Highway Network. The Council will engage with Highways England on this matter and this is reflected in the timescales and fee proposal.

It is estimated that it will take eight weeks to complete the aforementioned works and submit a report to planning committee for consideration. As this is a major planning application, the planning process will take up to 13 weeks to process.

If planning approval is granted for the development of the car park with up to 500 spaces, the construction works will either be advertised on the NW CHEST for a four week period or be constructed via the Council's construction framework agreement . Once a contractor has been appointed, the construction works are estimated to take between eighteen and twenty weeks to complete. It is possible that the new car park could be open for public use by April 2018.

4. KEY ISSUES & RISKS

The car park will require managing 24 hours a day, all year round which will be labour intensive and costly. One option is to secure an agreement for the East Lancashire Hospitals NHS Trust to manage the car park on behalf of the Council for a management fee. Such a management arrangement would provide the Council with a number of benefits;

- The car park would be linked to the existing hospital car parks,
- There would be a presence both on the car park and within the hospital 24 hours a day, all year round to respond to any issues.
- Any parking or payment problems would be dealt with on site without the need for the involvement of the Council.
- The pay and display tariffs for the site would be the same as those charged on the Hospital car parks.
- Payments will be via P&D machines which would take coin or card payments.
- All the income generated from the new car park would be paid to the Council.
- The Council would have control over any permit parking arrangements and for setting the tariff for this.
- The Hospital Trust could also assist in directing patients and visitors to the car park which will in turn give them more space on their site for NHS staff to park.

If such an agreement was not possible, the Council could procure a car park management company to supervise and manage the car park on behalf of the Council. It should be noted that the Hospital has a contract with a parking services management company to manage its car park, the contract is tendered every five years and there is a competitive market for the management of car parking facilities so they receive interest from a number of contractors when the contract is advertised.

The income projections have been based largely on information from the Hospital, who has estimated that there is an under-provision of at least 250 car parking spaces to cater for patients and visitors to the Hospital, based upon present services offered at the Hospital. There is significant congestion on the road network around the Hospital which does suggest that patients and visitors to the Hospital are struggling to locate a parking space.

The local businesses on Fusion Park near the Hospital are also struggling for parking space, hence their interest in purchasing 50-80 permits to park on the new car park

5. POLICY IMPLICATIONS

The report helps to address a number of the Council Priorities in supporting businesses within the borough by providing additional parking facilities. It also helps to improve the health and wellbeing of residents with a likelihood of reduced missed appointments as well as improvements in air quality, with less congestion on the road network.

Sustainable Transport Agenda

Blackburn with Darwen Borough Council has since 2012 been very successful in obtaining Department for Transport (DfT) Sustainable Transport Funding Streams, including:

- (2012-2015) Local Sustainable Transport Fund £1.6m
- (2015-2016) Connecting East Lancashire (LSTF Extension) £1.8m (Split between Blackburn with Darwen Council and 5 Districts)
- (2017-2020) Most recently Access Fund of £1.94m in partnership with Lancashire County Council

All Sustainable Transport funding streams have had deliverable aims to make improvements to walking, cycling and public transport infrastructure, enhancing the travel options and improving accessibility to employment sites whilst reducing car usage and reliance on the car.

DfT's Walking and Cycling Strategy (April 2017) and its focus to improve the chances of Cycling and Walking being the natural choice for shorter journeys and becoming a normal activity to get to work (school, College etc.)

The Haslingden Road Corridor Study (Capita Report 2016) notes this and suggests developing 'Area Based Travel Plans', promoting sustainable transport options with clear targets for modal shift aimed at RBTH and other large employers at Evolution Park, Shadsworth Business Park and Walker Park Business Park.

Whilst we understand the need to support these policies, the Council has had to reduce the bus subsidy to its main provider over the past seven years in order to manage the severe and unprecedented cuts in government funding. As a result, there are significantly less bus services which travel to and from the Hospital at peak times. There is now one Bus every 30 minutes with the last Bus departing at 20.13 only 13 minutes after the end of visiting hours. Due to the traffic Network issues around visiting hours, the Bus timetable cannot run to schedule, with a 13 minute Bus journey from Blackburn Bus station to the hospital often taking up to 45 minutes.

In 2016, the total number of patients who were either admitted patients, attended Accident and Emergency or were outpatients was 929,895. Of which 256,210 (28%) were from Blackburn with Darwen, 72% were from outside of the Borough. The number of patients is also increasing each year with 18,704 more patients in 2016 than in the previous two years.

6. FINANCIAL IMPLICATIONS

6.1 Capital funding

A budget estimate has been provided for civil, drainage and surfacing works to construct a 500 space car park. This is based on an industry estimate for the construction of a surface car park. The contract for the construction of the car park could be advertised on the NW CHEST to enable the Council to obtain the most economically advantageous tender for the construction works.

Alternatively, if the Council has completed the process of establishing a framework agreement for

construction works, the construction of the car park could be procured via the framework agreement.

6.2 Revenue Funding

It is proposed that the Council owned car park operates on the same tariffs as the Hospital. The current tariffs charged by the hospital which are:

Current Tariffs	
0 – 3 hours	£1.90
3 – 8 hours	£2.80
8 – 24 hours	£3.50

We estimate that the average tariff, based on information provided by the Hospital, for someone using this car park would be £2.07p, based on:-

- 85% of transactions at £1.90
- 10% of transactions at £2.80
- 5% of transactions at £3.50

Pay and Display Income:

Days	Average Tariff	Number of times spaces sold per day	Number of days per annum	Number of spaces available	Occupancy rate	Income
Monday – Friday	£2.07	2	261	500	65%	£351,175
Saturday - Sunday	£2.07	2	104	500	50%	£107,640

Permit Income: 80 permits sold at a cost of £40 per month equates to £38,400 over a 12 month period

Based on the aforementioned figures, the total projected income for the car park is estimated at £497,215 per annum from which the cost of the car park including management fees and future maintenance costs will be paid.

7. LEGAL IMPLICATIONS

The procurement of the construction works would need to be in compliance with the Public Procurement Regulations 2015 and the Council's Contracts and Procurement Procedure Rules.

The Council will have to procure a contract with a car park management company to supervise and manage the car park on behalf of the Council as the car park would be open 24/7, all year round.

8. RESOURCE IMPLICATIONS

A management fee has been included within the business plan for the project to pay for the services of a car park management company to supervise and manage the car park on behalf of the Council.

The Council would have to provide management input to manage the contract with the car park management company and resolve any issues which may occur. The Parking Services Manager

would be responsible for managing the car parking contract.

The car park will require maintenance works, particularly after the initial 3 years of operation. A maintenance budget has been included within the business plan for the project.

9. EQUALITY AND HEALTH IMPLICATIONS

Please select one of the options below. Where appropriate please include the hyperlink to the EIA.

Option 1 Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2 In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. *(insert EIA link here)*

Option 3 In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. *(insert EIA attachment)*

10. CONSULTATIONS

11. STATEMENT OF COMPLIANCE

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council's Code of Corporate Governance.

12. DECLARATION OF INTEREST

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded in the Summary of Decisions published on the day following the meeting.

VERSION:	1
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CONTACT OFFICER:	Martin Eden
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DATE:	21-6-17
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BACKGROUND PAPER:	
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