

Report to the Cabinet

Report reference: C-071-2010/11

Date of meeting: 18 April 2011



**Epping Forest
District Council**

Portfolio: Housing

Subject: Construction of Off Street Parking on Housing Land - Acceptance of Tender, Rankings for Future Schemes & Review of Capital Expenditure.

Responsible Officer: Paul Pledger (01992 564248)

Democratic Services Officer: Gary Woodhall (01992 564470).

Recommendations/Decisions Required:

1. That Wedge Contracts Limited be awarded the contract, renewable annually for up to 5-years, for the construction of Off Street Parking Schemes to various council owned locations throughout the district, in the corrected tender sum of £326,861.79, based on a lump-sum tender for 3 specific sites and a summation of schedule of rates for future schemes, being the lowest tender received;
2. That the contract be let initially for the construction of the three designed schemes at Colebrook Gardens, School Lane and Hillcroft only;
3. That the contract be varied to allow additional schemes and expenditure up to the value as agreed by the Cabinet on a rolling annual basis;
4. That this contract be designated as a serial contract under Contract Standing Order C12 to facilitate the annual increase in the schedule of rate items in accordance with the Building Cost Indices;
5. That a review of the existing budget provision of £2.436 million (2010/11 – 2013/14), funded jointly from both the Housing Revenue Account and the General Fund be undertaken by the Cabinet in October 2011;
6. That the schemes for the next three sites at Chester Close, Harvey Gardens and Audley Garden, which have already advanced past the resident consultation stage, be progressed to detailed design stage, planning applications submitted and costs scheduled up ready to start on site, but not committed to start on site until the review of the Capital Programme is carried out in October 2011;
7. That any abortive design costs incurred as a result of not progressing any off-street parking schemes to construction stage be set off against revenue expenditure;
8. That the ranking table for future off-street parking schemes at Appendix 1 be approved.
9. That no further feasibility or design works be undertaken on any schemes in Table 2 at Appendix 1 until the outcome of the review of the Capital Programme is carried out in October 2011; and

10. That the Director of Housing be delegated authority to submit planning applications for future off street parking schemes at the appropriate time after the resident consultation exercise.

Executive Summary:

In accordance with Contract Standing Orders, tenders have been invited from six highways contractors to construct off-street parking bays on housing land. The tenders have been evaluated by Consultants appointed by the Council, who have recommended the appointment of the lowest tender on the basis of a full and valid tender.

In addition to reporting the tenders, the report also provides details of future expenditure and provides an opportunity to review the future of the off-street parking programme taking into account actual tendered rates and a revised ranking table for future off-street parking schemes, which Members are asked to approve.

Reasons for Proposed Decision:

In order to satisfy the requirements of Contract Standing Orders, the Cabinet is asked to consider the outcome of the tender exercise.

In addition, the Cabinet requested that a review of the off-street parking programme be undertaken in light of the current financial situation and the need to make savings generally across the Council.

Should the programme go ahead, then to progress future schemes, it is necessary to undertake detailed feasibility studies and resident consultation, obtain planning consent and prepare detailed construction design drawings. Member approval of the ranking table would enable schemes to be developed in an efficient and cost effective manner.

Other Options for Action:

- Not to undertake the construction of the off street parking bays. However, this would not resolved the parking problems recognized during recent parking surveys.
- To undertake only the three schemes at Colebrook Gardens, School Lane and Hillcroft, which are already designed and have planning consent, and suspend the programme until further notice. However, once again this would not resolved the parking problems recognized during recent parking surveys.
- To undertake the top 6 schemes in table 1 at Appendix 1, that have already been agreed by Members, and suspend the programme after that until further notice. However, once again this would not resolved the parking problems recognized during recent parking surveys.
- To tender the works on an annual, or a scheme-by-scheme basis. However, this would be time consuming and inefficient, and at the same time would not guarantee more competitive tenders due to the economy of scale.

Report:

Background:

1. The Cabinet has in the past agreed to undertake off-street parking to various Housing

Estates located within the District. A list of sites in the most need of off-street parking has been drawn up and then assessed to create a priority order. Six sites at Colebrook Gardens, School Lane, Hillcroft, Chester Close, Harvey Gardens and Audley Garden have already been prioritised by the Cabinet as being in the most urgent need of additional off-street parking.

2. A specialist Highways Consultant was appointed to prepare detailed designs, starting with the three highest ranked schemes at Colebrook Gardens, School Lane, and Hillcroft. Three design options were prepared for each of the three sites and residents, along with Local Ward Members were formally consulted on each option. Feasibility designs and resident consultation was also carried out at Chester Close, Harvey Gardens and Audley Garden.

3. Following the resident consultation exercise, planning applications were submitted for the first three sites. Permission was granted and agreements have been reached with ECC Highways.

4. In accordance with Contract Standing Orders, tenders were invited from six Civil Engineering Contractors, each of whom are registered on Constructionline and are approved contractors as nominated by Essex County Council Highways.

5. The invitation to tender was based on a lump-sum for the three schemes at Colebrook Gardens, School Lane and Hillcroft, and a detailed Schedule of Rates which could then be used for future off-street parking schemes, starting with the three schemes at Chester Close, Harvey Gardens and Audley Garden, which have already been agreed by the Cabinet.

6. The contract, initially for a period of one-year is renewable annually up to a maximum of five-years, subject to the contractor's performance and quality of workmanship therefore allows for the schedule of rates to be used to form the basis of further schemes on the list over the five year period that the tender is valid.

7. The tenders were returned on the 05 November 2010 and opened by the Housing Portfolio Holder on the 10 November 2010. The results of the tender is illustrated in the table below:

Result	Contractor	Tender Sum £	Corrected Tender Sum with SOR removed £
1	Wedge Contracts	326,855.19	281,081.78
2	Ringway Infrastructure	290,621.85	290,621.85
3	Volker Highways	398,743.19	397,433.19
4	PBM Building Services	537,791.00	506,542.00
5	McLaren Construction	609,720.00	574,044.00
6	WKD Builders	659,193.00	617,193.00

8. All six tenders returned have been completed in full. However, some tenderers did not separate out their schedule of rates to the collection page, and therefore some were excluded from the Form of Tender. The table below records the corrected tenders, including both the lump sum prices for the three schemes at Colebrook Gardens, School Lane and Hillcroft, and the schedule of rates:

Result	Contractor	Corrected Tender Sum with SOR included £
1	Wedge Contracts	326,861.79
2	Ringway Infrastructure	340,376.02
3	Volker Highways	443,605.15
4	PBM Building Services	537,892.00
5	McLaren Construction	609,020.00
6	WKD Builders	659,193.00

9. The table below illustrates the lump sum prices submitted by the two lowest tenderers, for the three sites at Colebrook Gardens, School Lane and Hillcroft.

Selected Site	Wedge Contracts	Ringway Infrastructure
Colebrook Gardens Loughton	£89,409.24	£86,223.73
School Lane Abbess Roding	£74,893.97	£84,581.20
Hillcroft Loughton	£116,778.57	£119,816.92

10. The lowest tender, both for the lump sum prices for the three specified schemes and the on-going schedule of rates, was submitted by Wedge Contracts, who have undertaken works on behalf of the Council before, and are currently in contract via a framework agreement for environmental improvements to Council estate paths, roads and garage forecourts. It is therefore recommended that the contract for the construction of the three specified off street parking schemes at Colebrook Gardens, School Lane and Hillcroft, be awarded to Wedge Contracts Ltd.

11. Since Wedge Contracts also submitted the lowest set of SOR's for ongoing and future off street parking schemes, it is recommended that the Cabinet considers and approves any schemes that may be added to the contract and the contract be extended on a rolling annual basis accordingly.

Review of Future Off-Street Parking Schemes

12. At its meeting in January 2011, the Cabinet asked that a review of the £2.44 million allocation for the construction of off-street parking schemes be undertaken and reported back to a future meeting.

13. Also, at its meeting in January 2011, the Housing Scrutiny Panel undertook a review of parking enforcement measures on Housing Estates. This review commenced in March 2009, where options were identified to try and resolve the increasing problems with parking and increased congestion on housing estates. This was highlighted by the increase in the number of complaints that the Council receives relating to unauthorised parking.

14. The outcome of that review resulted in an ad-hoc approach to the management of unauthorised parking being recommended, whereby individual sites will be assessed on their own specific circumstances. This would be done in conjunction with the residents and the local Ward Councillors.

15. In recognition of the need to tackle unauthorised parking on housing estates, the Cabinet agreed to increase the budget for off-street parking schemes in 2008 and spread out over a number of years. The original budget was for £81,000 per year, split between the HRA and the General Fund. The current budget provision for off-street parking is set out in the table below:

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
HRA	£13,000	£541,000	£649,000	£41,000	£0	£1,244,000
General Fund	£13,000	£527,000	£612,000	£40,000	£0	£1,192,000
Annual Totals	£26,000	£1,068,000	£1,261,000	£81,000	£0	£2,436,000

16. The reason the off-street parking programme is split between the HRA and the General Fund is simply to do with the fact that over the years people have exercised their right to buy and as a result, around 49% of all Council homes have now been sold, with 51% still owned by the Council.

17. As can be seen from the table above, the current funding period ends in 2014/15. However, in line with the sentiments of the Cabinets decision in relation to the Capital Strategy in January 2011, it is recommended that a further review of the budget provision for off-street parking be undertaken in October 2011.

18. Until the review is undertaken in October 2011, it is recommended that only the first three designed schemes at Colebrook Gardens, School Lane and Hillcroft be constructed, and that the three schemes at Chester Close, Harvey Gardens and Audley Garden be progressed to detailed design stage, including seeking planning consent and Highways approval. No on-site work will commence at Chester Close, Harvey Gardens and Audley Garden until approval is granted by the Cabinet following its review of the Capital programme in October 2011.

19. It should be pointed out that if the Cabinet decide not to progress with the schemes at Chester Close, Harvey Gardens and Audley Garden, then all design costs would have to be met from both HRA and General Fund revenue expenditure.

20. Having now conducted a tender exercise for three designed schemes, it is possible to calculate an average "cost per bay" rate. Taking into account the rates from the lowest contractor, Wedge Contracts, the table below illustrates this average cost per bay: However, the site at School Lane has a very specific set of site conditions, such as limited access for large machinery, limited site storage space and sloping ground which necessitates the construction of retaining walls. This, coupled with the lower number of bays, make the cost per bay very high, and out of proportion with the other sites.

Site	No of Bays	Tendered Rate	Ave £/bay
Colebrook Gardens Loughton	24	£89,409.24	£3,725.39
School Lane Abbess Roding	9	£74,893.97	£8,321.55
Hillcroft Loughton	38	£116,778.57	£3,073.12

21. A ranking table is included at Appendix 1, which combines a number of separate tables into just three specific categories:

- Table A includes the six schemes already agreed by Members as the highest priority sites.
- Table B includes a list of all sites that have been assessed and are capable of having some form of off-street parking. The sites are ranked, taking into account scores relating to a number of separate assessment criteria. The criteria has already been agreed by the Cabinet at its meeting in September 2008.
- Table C lists those sites that are either not suitable for having off-street parking, or where residents have expressed objection or there are no Council owned dwellings in the street.

22. Taking the middle “cost per bay” rate above and using it to project forward costs for the three further sites that have already been agreed by the Cabinet at Chester Close, Harvey Gardens and Audley Garden, the Council can expect costs in the region of those set out in the table below:

Site	No of Bays	Ave £/bay	Estimated Cost
Chester Close	25	£3,725.39	£93,134.75
Harvey Gardens	20	£3,725.39	£74,507.80
Audley Garden	10	£3,725.39	£37,253.90
			£204,896.45

23. Neither feasibility or design work has yet begun on any of the schemes listed in table 2 at Appendix 1 to this report, therefore it is not possible to project the costs per site throughout the ranking table. However, using this average cost per bay rate, it will be possible to provide around 650 additional parking bays if the full £2.436 million off street parking budget is made available.

24. It is recommended that the ranking table at Appendix 1 for future off-street parking schemes is noted and agreed so that a more detailed feasibility study can take place and resident consultation takes place when approved by the Cabinet on an annual basis.

25. It is also recommended that where schemes will require planning approval, that the Director of Housing be delegated authority to submit a planning application on behalf of the Council.

Resource Implications:

The overall budget for the installation of off street parking bays identified within the Capital Programme for 2011/12 is £1,068,000 and for the following two-years is a total of £1,342,000 in total.

Legal and Governance Implications:

Housing Act 1985.
Contract Standing Orders.

Safer, Cleaner and Greener Implications:

Sites for future off-street parking have been assessed, taking account of access for emergency vehicles and waste lorries, as well as damage caused to green verges and open spaces.

Consultation Undertaken:

All residents in the vicinity of the schemes at Colebrook Gardens, School Lane and Hillcroft, have been consulted on the design options, and have been consulted again as part of the planning process. Local Ward Members have also been consulted.

Residents have also been consulted at Chester Close, Harvey Gardens and Audley Garden.

Consultation with residents for future schemes will be consulted as part of any feasibility study.

ECC Highways have also been consulted, since some of the schemes will result in the

parking bays becoming adopted for future maintenance by ECC Highways.

Background Papers:

- Feasibility reports, design options and consultation questionnaires associated with the three schemes at Colebrook Gardens, School Lane and Hillcroft.
- Planning application documents for the above three sites.
- Tender documents and tender evaluation report.
- Survey assessment sheets for all sites listed on the ranking table.
- Council Capital Strategy.

Impact Assessments:

Risk Management:

The contract has been developed to allow a continuation of work beyond the first three sites at Colebrook Gardens, School Lane and Hillcroft, by using SOR's. However, the contract has break clauses so that there is no commitment to undertake any further works.

A safety audit is undertaken as part of the design stage, and this is agreed with ECC Highways as part of the consultation process.

All public utility companies are consulted to establish the extend and position of all underground services, so that the Council can minimise the risk of incurring unexpected costs when works commence.

Equality and Diversity:

Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties, reveal any potentially adverse equality implications? No

Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken? N/A

What equality implications were identified through the Equality Impact Assessment process?
N/A

How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?
N/A

