

Name of meeting: Cabinet
Date: 22nd September 2020
Title of report: Proposal to allocate funding from the Sustainable Economy Strategic Priorities Capital Plan to the Huddersfield Market Hall Multi-Storey Car Park demolition scheme

Purpose of report:

This report will seek Member approval for the demolition of Huddersfield Market Hall Multi-Storey Car Park and provide outline information regarding the future of the site.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes – this will result in capital expenditure significantly in excess of £250K.
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)</u>?	Key Decision – Yes Public Report
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by <u>Strategic Director</u> & name	Karl Battersby - 14.09.20
Is it also signed off by the Service Director for Finance?	Eamonn Croston - 11.09.20
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft - 10.09.20
Cabinet member portfolio	Cllr Graham Turner - Corporate Cllr Peter McBride - Regeneration

Electoral wards affected: Newsome

Ward councillors consulted: No

Public or private: Public

Has GDPR been considered? There are no GDPR implications arising from this report.

1. Summary

- 1.1 This report will provide an update on the condition of the Huddersfield Market Hall Multi-Storey car park and will outline the rationale for the proposed demolition of the building.
- 1.2 Members will be asked to approve £875K for the demolition of the Multi Storey car park and the creation of a temporary surface car park providing approximately 115 parking spaces. The capital expenditure would be funded from the Sustainable Economy Strategic Priorities section of the Council's Five Year Capital Plan, which was approved by Council on 12th February 2020.

2. Information required to take a decision

(a) Background

- 2.1 The Market Hall Multi-Storey car park is located in Huddersfield town centre adjacent to the Queensgate Market with the main entrance on Albert Street and an underpass link to the main ring road. It was constructed in 1968-69 and is a precast concrete, split level car park, providing 588 parking spaces over ten decks. The structure has a link bridge at Level 3 between the car park and the adjacent Queensgate Market Hall.
- 2.2 In 1996/97 problems with concrete delamination and deterioration of the structure led to a partial closure whilst remedial works were undertaken. Since then the Council has continued to undertake a programme of regular inspections, repairs and maintenance to extend the longevity of the now 51 year old car park structure with a long standing warranty agreement with a specialist external contractor in place for many years.
- 2.3 However, despite an ever increasing rise in expenditure on repair and maintenance in recent years, the appearance and structure of the car park has continued to deteriorate, leading to the closure in recent times of the top two storeys due to their condition and evening / weekend misuse. In 2019 the long-standing warranty agreement with an external contractor expired and was not renewed as the Council's internal structural engineers considered the car park to be life expired and in need of replacement.

(b) Current situation

- 2.4 In late 2019 the Council commissioned an independent external structural report on the future life of the Multi Storey car park, which led to a team of specialist structural and concrete contractors undertaking surveys on site in early 2020. The initial findings resulted in the Council closing the car park for four weeks from Friday 7 Feb to Friday 6 March 2020 on H&S grounds whilst a series of intrusive surveys were undertaken. These further surveys led to the installation of over 300 Acro props to ensure the stability of the structure and a decision to board up the car park on safety grounds pending consideration of the outcome of the detailed surveys and concrete testing.
- 2.5 The external independent report has been received and provides a detailed picture of the condition and longevity of the existing car park. The report identifies the need for the following works as a minimum:
 - Full replacement of deck slabs – levels 3 to 10 – noting that this would be difficult whilst keeping the parapets, therefore leading to the replacement of the parapets as well, which are also in a poor condition;

- Substantial column strengthening repairs and cathodic protection;
- Substantial edge beam repairs and cathodic protection;
- Replacement of link slabs to cores;
- Replacement of link bridge structure;
- Localised repairs to long - span beams;
- Localised repairs to cladding panels, with consideration given to the use of galvanic anodes or cathodic protection;
- Further core sampling and testing of suspected weak concrete elements and if validated, replacement or strengthening of these. This includes stair landings and stair core cladding in addition to other elements already highlighted as requiring work;
- Vehicle impact protection measures put in place including new barriers and upgrading of existing connections.

The report describes that the extensive works outlined would be complex and involve substantial temporary works. Such works would take over a year to implement at a cost exceeding £5m.

2.6 The overall conclusion of the independent specialist consultants is as follows:

The Market Hall Multi-Storey Car Park has now reached the end of its viable life and should be demolished in the near future. There are multiple issues with the structure, however corrosion of the reinforcement is the leading problem that manifests in widespread defects causing concern for the structural integrity. The extent of works required to make good the structure and to keep it operating over the next 5 years are substantial. Even with works being undertaken, keeping components of the original 50 plus year old building means that further defects are likely to arise. Given the scale of the works involved, it is clear that a more cost-efficient solution would be to demolish and re-build.

The Council's Technical Services has validated the consultant's report and agrees with the conclusions drawn.

2.7 Given the extent of the issues identified, Members are requested to approve the demolition of the Huddersfield Market Hall Multi Storey car park as it would not be cost effective to attempt to repair the existing building.

(c) Temporary Surface Car Park

2.8 As a part of the demolition process, an option appraisal has shown that a temporary car park utilising the existing ground and lower ground bearing floor slabs (Existing car parking levels 0-2) could be provided as an interim parking solution pending the redevelopment of the site.

2.9 This would provide approximately 115 car parking spaces, of which six spaces would be for disabled provision (two per level). No electrical charging points would be provided due to the temporary nature of the provision. Access to the car park would be directly from the subway linking to the ring road – no access would be possible from Alfred Street.

2.10 The temporary surface level car park would require new infrastructure including lighting with a metered supply, signage and meters plus specialist hoarding. The total estimated cost for creating the temporary surface car park is around £110K. It is anticipated that the temporary car park would be in operation for around 12 months until the site is required, if approved, for a proposed replacement new build Multi Storey car park. The 115 temporary

spaces being proposed would help support the adjacent Queensgate Market and the wider town's economic prospects.

- 2.11 The alternative to the proposed temporary car park would be to leave the site to lie fallow following completion of the car park demolition pending the start of the future redevelopment of the site.
- 2.12 Members are requested to approve the creation of a temporary surface car park on the site following the demolition of the existing Multi Storey car park.

(d) Demolition and Programme of Works

- 2.13 If approved, the demolition strategy identifies that the works will be undertaken level by level and bay by bay in reverse order to when it was built with all pre-stressed elements removed and crushed off site as they may have residual energy stored within them. The demolition of the stairs, lift towers, infill sections and footbridge will be dealt with in a similar manner. A haul road will have to be installed from the ring road running into the site, which will impact on the operation of the ring road. The footpath off Alfred Street and the thoroughfare between Alfred Street and Queensgate will need to be closed for the duration of the works. The subway will also be out of use for the duration of the works to accommodate site cabins and set-up.
- 2.14 The demolition of the car park and the proposed new build replacement car park - the proposed new build will be subject to a separate cabinet report in due course - form part of a significant programme of capital investment being developed for the Queensgate section of the Ring Road. This includes the Southern Corridor improvements, which will shortly be subject to a planning application, and the redevelopment of the subway leading to the car park. Detailed programming work is occurring to ensure that these major investment projects are dovetailed and delivered as part of a cohesive programme of works that will minimise as far as possible the impact on the smooth operation of the Ring Road whilst works are being undertaken.

(e) Capital Requirement

- 2.15 An indicative cost estimate of £875K has been prepared for the demolition of the Multi Storey car park and the creation of the temporary car park. This also includes £35K for the provision of a temporary fire escape from Queensgate Market following the demolition of the connecting walkway between the existing car park and the market.
- 2.16 It is proposed that the £875K capital budget is funded from the allocation of £10m for the new replacement Multi Storey car park as detailed in the Sustainable Economy Strategic Priorities Section of the Council's Five Year Capital Plan that was approved by Council on 12th February 2020. Members are requested to approve the stated allocation so that a demolition contract can be tendered and let.

3 Implications for the Council

3.1 Working with People

Not Applicable

3.2 Working with Partners

Should the proposals be approved, officers will work in close partnership with our Highways colleagues, consultants and the successful contractor to ensure the successful delivery of the demolition scheme, at all times considering the health and safety of Kirklees residents. Close relationships with Planners and Highways will occur to ensure that other works impacting on the Ring Road such as the Southern Corridor and the Subway repairs are closely co-ordinated.

3.3 Place Based Working

Not applicable.

3.4 Climate Change and Air Quality

The demolition strategy is to deconstruct the Multi Storey car park structure level by level minimising noise and air pollution. The works will be undertaken with minimal on-site demolition. Structural elements will be disassembled and transported for crushing off-site. Any dust generation will be suppressed using water jets to improve air quality. Steel reinforcement will be harvested from the crushed concrete for recycling.

3.5 Improving outcomes for children

Not applicable.

3.6 Financial / Legal implications

An indicative capital budget of £875K is required for this project to be funded from prudential borrowing that has already been identified in the Sustainable Economy Strategic Priorities section of the Council's Five-Year Capital Plan. The revenue cost of financing this level of borrowing has been included within the Council's Medium-Term Financial Plan approved by Council on 20th February 2020. Should this budget be exceeded post tender it will be dealt with in accordance with the Council's Financial Procedure Rules.

The demolition of the Market Hall Multi Storey car park will result in an annual income reduction of around £500K, which will be offset to a degree by the temporary provision that has been created at Southgate and the proposed interim surface level car park on the cleared site when opened. This is based on the assumption that car parking charges will resume at an appropriate point in the future when the impact of COVID has declined. The budget pressure resulting from the closure is being managed through the revenue budget monitoring process for the Economy and Infrastructure Directorate.

The Corporate Landlord Service is responsible for maintaining Council's Assets such as the Market Hall Multi Storey car park to ensure compliance with building related legislative requirements. The existing car park represents a significant health and safety risk due its condition and its demolition will ensure that these risks are removed, thereby helping to protect residents and visitors from harm.

4 Consultees and their opinions

The Portfolio Holders for Regeneration and Corporate have been consulted regarding the closure and proposed demolition of the Multi Storey car park.

5 Next steps and timelines

Subject to approval of this report, officers from the Economy and Skills Service will ensure that the project concerned is implemented in accordance with the Cabinet decision and the Council's Financial and Contracts Procedure Rules.

6 Officer recommendations and reasons

Members are requested to:

- (a) Consider and approve the proposed demolition of Huddersfield Market Hall Multi-Storey car park;
- (b) Consider and approve the creation of a temporary surface car park on the cleared site of the former Multi Storey car park;
- (c) Consider and approve a proposed allocation of £875K to enable the works stated in (a) and (b) above to be implemented, which would be funded from the Sustainable Economy Strategic Priorities section of the Council's Five Year Capital Plan, which was approved by Council on 12th February 2020.

It is the considered view of the Council's internal Technical Services and external independent specialist consultants that the car park is beyond economic repair and should be demolished.

7 Cabinet Portfolio Holder's recommendations

As the Portfolio Holders for Regeneration and Corporate we strongly support the demolition of the Huddersfield Market Hall Multi Storey car park. The building is life expired and any further investment in this aging structure would not represent value for money. Its demolition will pave the way for the redevelopment of the site and will form the first visible step in delivering our ambitious Blueprint plans for this part of Huddersfield.

As a consequence we recommend that Cabinet:

- (a) Considers and approves the proposed demolition of Huddersfield Market Hall Multi Storey car park;
- (b) Considers and approves the creation of a temporary surface car park on the cleared site of the former Multi Storey car park;
- (c) Considers and approves a proposed allocation of £875K to enable the works stated in (a) and (b) above to be implemented, which would be funded from the Sustainable Economy Strategic Priorities section of the Council's Five Year Capital Plan, which was approved by Council on 12th February 2020.

8 Contact officers

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9 Background Papers and History of Decisions

12th February 2020 - Council – Approval of Five-Year Council Capital Plan.

10 Service Directors responsible

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