

Report of Director of City Development

Report to Executive Board

Date: 6th November 2013

Subject: ELLAND ROAD PARK & RIDE SCHEME DESIGN & COST REPORT

Capital Scheme Number: 16289 / 000 / 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston & Holbeck, City & Hunslet	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4(3) Appendix number: A	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Summary of main issues

1. Leeds City Council has an approved Masterplan for the Elland Road site, contained within an Informal Planning Statement. This identified key opportunities for the Elland Road area around the existing stadium. As well as leisure and ancillary development the Masterplan also aims to provide a comprehensive transport and parking strategy. The Masterplan aims to transform this area into a leisure quarter with a mix of activities serving Leeds and the wider City Region.
2. The proposed park and ride facility, taken in the context of the overall Masterplan for the area is consistent with the Best Council Plan 2013-17 in terms of promoting sustainable and inclusive economic growth, improving the economic wellbeing of local people and business by boosting the local economy and helping people into jobs by improving accessibility to job markets. The scheme also contributes to the Best Council Plan objective 1 on high quality public services – by reducing congestion, offering high quality travel choices to improve roads.
3. The proposals are consistent with strategy and policies set out in the West Yorkshire Local Transport Plan 2011-2016. Strategic park and ride measures are in accordance with the Leeds City Region Transport Strategy and with the Vision for Leeds and City Priorities for transport. The Elland Road Park and Ride facility will be the first of a number of such facilities that will be developed around the City in the future.

4. Establishing a Park and Ride site at Elland Road will mark a major step towards establishing a meaningful and comprehensive park and ride strategy for Leeds. The site will build on the significant provision already made at West Yorkshire rail stations and is consistent with plans to develop further rail station provision and the Leeds New Generation Transport (NGT) scheme.
5. The development and delivery of a robust park and ride strategy in Leeds has been identified as essential to managing traffic growth in the city, given that 75% of car commuters going to the City Centre come from outside the Outer Ring Road and that many commuters presently have limited choices other than the car.
6. The scheme will be Leeds' first major bus-based park and ride scheme utilising existing parking capacity on land which is only used on 20-30 days a year. It would commence improvements to the car parks which are in a relatively poor condition, thus improving the Council's asset and contributing to the Elland Road Masterplan's ultimate aim of formally laid out match day parking across the entire site.
7. A planning application was submitted for the scheme in July and is due to be considered at Plans Panel on 24th October. The outcome of the Plans Panel decision will be reported verbally to the board.
8. The site will consist of a permanent, high quality surface, drained and formally set out parking area for circa 420 car parking spaces and an overflow parking section to make up a total of 800 spaces. Bus waiting facilities with raised kerbs, shelters and smart ticketing machines will be located on a shared link road to the proposed ice rink and park and ride car parks. The site will be secure, lit and include landscaping along frontage of site and link road to enhance the quality of the site and the visual amenity from the surrounding area.
9. A bus service will be provided by a commercial operator selected through a competitive tender process undertaken by Metro. The service will operate 7am to 7pm on weekday and non-match day Saturdays.
10. An extensive and thorough consultation exercise was conducted from June to August 2013 and the result have been analysed and published at www.leeds.gov.uk/ellandroad. Ward Members raised a number of issues, including concerns about gaps in the current local bus network coverage.
11. Planning permission for the scheme was granted at City Plans Panel on 24th October 2013.

Recommendations

12. Executive Board is requested to:-

- i) Approve the construction of the park and ride site, associated link road and bus priority at an estimated cost of £2,800,000;
- ii) Inject an additional £490,000 into the city development capital programme for this scheme (The scheme is currently in the capital programme at £2,310,000), funded from section 106 receipts £175,000, a capital receipt £275,000, and LTP Transport Policy grant £40,000
- iii) Give authority to incur expenditure of £2,800,000 (comprising of works costs £2,330,000, staff fee costs £465,000, and legal / other costs £5,000), funded from the LTP Transport Policy Capital Programme £2,350,000, section 106 receipts £175,000, and a capital receipt £275,000
- iv) Endorse Metro entering a 5 year contract for the bus service with the preferred bidder as detailed in Appendix A.
- v) Approve the granting of a licence to the preferred bidder to operate from the site and charge a license fee as detailed in Appendix A
- vi) And to note:
 - The stages required to implement the decision as outlined in section 3.18
 - Proposed timescales for implementation as outlined in section 3.18
 - That the Head of Transport Policy will be responsible for implementation

1 Purpose of this report

- 1.1 This report sets out the progress made since April 2013 on proposals for a bus based park and ride site on land adjacent to Elland Road Stadium, and seeks approval to construct and operate the site.

2 Background information

- 2.1 Leeds City Council has an approved Masterplan for the Elland Road site, contained within an Informal Planning Statement. This identified key opportunities for the Elland Road area around the existing stadium. The Masterplan aims to transform this area into a leisure quarter with a mix of activities serving Leeds and the wider City Region.
- 2.2 The Masterplan also aims to bring about regeneration benefits for this part of South Leeds and to improve access into and around the sites. As well as leisure and ancillary development the Masterplan also aims to provide a comprehensive transport and parking strategy with an identified need for 2,750 parking spaces, and this will all be tied together with quality design and landscaping principles.
- 2.3 Developing park and ride in Leeds has been identified as an essential component of managing traffic and travel in the city. The report to Executive Board in February 2012 explained the rationale behind the proposed strategy for park and ride. This previous report also demonstrated why Elland Road was recommended as the most appropriate 'quick win' park and ride scheme for Leeds.
- 2.4 The development of the park and ride strategy will occur in several stages including the capacity expected from the NGT scheme and on-going developments by Metro and rail operators at rail stations. This will also sit within the overall context of parking policies and parking management for the city centre as set out in the reports to Executive Board in September 2011 and September 2012. To support this situation and provide longer term sustainable parking options and capacity for the City Centre to support development it is proposed to deliver a 'quick win' park and ride scheme to help accelerate delivery in conjunction with additional rail service capacity.
- 2.5 The report to Executive Board in April 2013 regarding the Elland Road Masterplan update and Park and Ride scheme proposals gained approval to progress the development of the scheme including submission of a planning application; detailed design of the car park and public consultation; and further development of site and operational management proposals.

3 Main issues

- 3.1 This report sets out the progress made since April 2013 and seeks approval to construct and operate the site.

Scheme specification

- 3.2 The scheme will be delivered in partnership with Metro. The scheme comprises a bus-based park and ride site with 800 spaces and a dedicated express bus

service between the site and the city centre. A drawing of the scheme proposal is shown as Figure 1 in Appendix B. The Park & Ride car park will be the first impression of Leeds to many visitors and as such a certain level of quality, and security etc is necessary. The scheme has been developed with this in mind, while at the same time reducing the cost of the scheme where possible through innovative engineering solutions.

3.3 The scheme would provide the following:-

- A permanent, high quality surface, drained and formally set out parking area for circa 420 car parking spaces;
- An overflow parking section with temporary surface works for the remainder of demand, to a total of 800 spaces;
- There are existing drainage issues on the site and a comprehensive drainage system will be installed to ensure flooding does not occur;
- Bus facilities with raised kerbs, footway waiting area, shelter and bus turning area, on a link road giving shared access to the proposed ice rink a park and ride car parks;
- Lighting, fencing, signage, access gates and/or barrier, drainage, and CCTV;
- Landscaping along frontage of site and link road to enhance the quality of the site and the visual amenity from the surrounding area.
- To support the efficiency of the bus service a bus a gate is proposed on the M621 J3 off slip at the junction with Jack Lane. Details are shown on Figure 2 at Appendix B.

3.4 The site is currently in a poor state of repair and is an unwelcoming environment used only on match days and special events. By developing the site with appropriate quality landscaping and a greater degree of activity on a more frequent basis will transform the visual amenity of the site and reflect on the wider local area.

Planning Application

3.5 A planning application was submitted for the scheme in July and was approved at City Plans Panel on 24th October.

Bus service

3.6 Metro have undertaken a procurement exercise for the bus service and a preferred bidder has been selected. The preferred bidder will operate the bus service on a commercial basis without the need for public subsidy. In addition there will also be a profit share agreement with LCC and Metro once the service exceeds a set revenue return level. Details of the tender returns and evaluation are contained in Appendix A and are subject to exemption under access to information procedure rule number: 10.4(3).

- 3.7 The bus service will operate with 3 buses to deliver a 15 minute frequency service between the site and Boar Lane in the city centre. This level of service is considered to be the most suitable for the anticipated demand. The contract will include potential to step up the service as demand increases. A fare assumption of £3 return paid on the bus has been used in the modelling of demand and as a benchmark for the tendering exercise. The actual fare level will be determined on a commercial basis through negotiations with the preferred bidder. However, there will be a need to achieve a balance and set the fare at an appropriate level to reflect the fares on existing bus services and the level of parking fees in the city centre. As a comparison York park & ride costs £2.60 and Oxford costs £2.70 plus a parking fee of £2.20 at some sites.
- 3.8 The site will operate 7am to 7pm Monday to Saturday in the first instance. Sunday operation may be considered in the future, however the operator, Metro and the Council would need to be confident that the additional cost of operating a 7 day bus service would be met by increased fare revenue. At present there is significant spare parking capacity in the city centre on Sundays so the need for park & ride is significantly less than on weekdays.
- 3.9 The project will be delivered in partnership with Metro and in due course the intention will be to enter into a memorandum of understanding outlining the respective roles and responsibilities and the future management of the site and bus service provision.
- 3.10 Leeds City Council Parking Services will manage and operate the park and ride car park on a day to day basis. It is necessary to guarantee sole exclusivity to operate from the site to the contracted bus operator. Therefore, the preferred bus operator would enter into a licensing agreement with Leeds City Council and pay a licence fee for the site's use in line with the contractual arrangements for the proposed bus service. Details of the site operating costs and the license fee are set out in section 4.4.

Match day and other parking arrangements

- 3.11 As stated above the service will operate Monday to Saturday 7am to 7pm. It is not proposed to run the park and ride service on Saturday match days.
- 3.12 A study has shown that the LCC car parks normally have spare capacity and match day parking in surrounding streets is not caused by lack of capacity in the car parks. On weekdays, most park and ride traffic is expected to have left the car park before 7pm allowing match traffic to use the spaces.
- 3.13 Parks and Countryside Service, which manages the match day parking, has indicated the potential for the park and ride operation to work satisfactorily alongside the parking arrangements for weekday match fixtures.
- 3.14 The park and ride service provides an opportunity to enhance links between the football stadium and the city centre. The additional capacity provided could be utilised to supplement match day special bus services.

Traffic Impact

- 3.15 A detailed Transport Assessment of the demand, traffic and access implications of the site was prepared in support of the planning application. Examination of origin destination data collected for the Leeds Transport Model shows the majority of potential customers currently travel to the city centre using the M621. It is estimated that the Park and ride Scheme will reduce traffic to the city centre by 600-900 vehicles per day. The designated signed routes to the site for M621 traffic will be via J1 M621, A6110 Ring Road then Elland Road.
- 3.16 In terms of traffic impacts the assessment indicates that in the morning and evening peak hours this will result in an increase of only 2% on base flows at M621, Junction1. Likewise an increase of only 3% is predicted at the A6110 / Elland Road Junction. This small increase in traffic flow is not forecast to cause any significant increase in delays or congestion at these junctions. The traffic generation is less than 10% at the shared park and ride / Police HQ junction on Elland Road. The Council's traffic model has been used to design the park and ride / Police HQ junction to accommodate this level of traffic generation.
- 3.17 The Highways Agency has been consulted as part of the planning process and having analysed the Transport Assessment support the proposals.

Ice Rink Proposals

- 3.18 The access road to proposed Park and Ride site has been designed to accommodate the proposed ice rink in terms of access, traffic generation and landscaping.

Programme

- 3.19 The detailed design of the scheme is substantially complete and contract documents are being prepared. Following Executive Board approval the programme for delivery is set out below:

- Award Contract - January 2014
- Start on Site- February 2014
- Scheme Opening - May 2014

- 3.20 The intention would be to have the facility up and running in order to provide new out of town parking capacity for the Tour de France events in July 2014.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward Members have been briefed on several occasions regarding the proposals for a Park and Ride scheme as a part of the revised Elland Road site Masterplan which was presented to Executive Board in June 2011.

- 4.1.2 Most recently Ward Members have been briefed on the Park and Ride scheme proposals in June 2012 and on the latest position in March 2013. The Members continue to have concerns about the use of the Elland Road site for park and ride purposes and as such have indicated they don't support the proposals. Their concerns relate to the cumulative impacts of various developments in Beeston Ward, and more specifically to the traffic and environmental aspects, including health implications they consider a new park and ride will create for the area. An assessment of the anticipated traffic impacts is included elsewhere in this report. Landscaping of the site boundaries is included within the scheme and a Health Impact Assessment has been undertaken. A formal Transport Assessment has formed part of the Planning Application.
- 4.1.3 Although not a requirement of the planning process, given the concerns regarding air quality and the impact on health from local people a Health Impact Assessment screening has been undertaken for the scheme using the Department of Health guidelines. This shows that there are no negative health impacts of the scheme and some slight benefits in terms of transport emissions are predicted.
- 4.1.4 During consultation Ward Members identified a community request for an improved bus service on Wesley Street. While this is not directly linked to the park & ride scheme, Metro has investigated the options for this within their area wide bus service reviews. A report has been prepared for ward members which has highlighted the possible options. This has covered options for seeking to amend existing service patterns to include Wesley Street which could have consequential impacts for present service levels in the surrounding area or the alternatives for adding a new local service for which at present no funds are available and which again could impact on existing services. Metro are aware of the issues should new opportunities for amending services in the area arise. Officers will continue to work with ward members to identify options for improving bus links in the local area.
- 4.1.5 The proposals have been discussed with Leeds United Football Club who is supportive of park and ride in the location proposed on Car Park D. West Yorkshire Police were consulted at a meeting on 19th March 2013 and they have no major concerns about the proposals. Metro have been working closely with the Council on this joint proposal which they support.
- 4.1.6 The principle of the proposals was also presented to the Beeston Forum in March 2012 which reflected many of the issues that have been raised by the Ward Members. A further presentation was made in June 2013 where the details regarding previous concerns about traffic generation and traffic emissions were explained.
- 4.1.7 A full public consultation exercise was undertaken from June to August 2013 with over 1700 leaflets distributed to the surrounding residential area and in the city centre. In addition highway signs were erected on the frontage of the site. A webpage with online questionnaire was made available and publicised.
- 4.1.8 In total 123 responses were received of which 77 were from the local area. The results of the survey have been analysed to compare the responses from local

resident to those outside the LS11 postcode. The full analysis is available at www.leeds.gov.uk/ellandroad.

- 4.1.9 For the local results 35% of respondents travelled to Leeds city centre less than once a week with 34% travelling 5 times a week or more. 75% of local respondents stated they would not use the park and ride site, with 64% using existing bus services at the moment 50% of local respondents believed there would be a negative or slightly negative impact on the local area and 27% stated the proposals would have a negative effect on the visual appearance of the site verses 35% who stated it would have a positive effect.
- 4.1.10 For the non-local results 52% of respondents travelled to Leeds city centre 5 times a week or more. 51% of non-local respondents stated they would use the park and ride site, with 48% currently travelling by car. 77% of non-local respondents believed the proposals were a positive or slightly positive use of the land and only 13% stated the proposals would have a negative effect on the visual appearance of the site while 58% stated it would have a positive or slightly positive effect.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been carried out on the proposals (Appendix C) and has determined that an impact assessment is not required for the approvals requested.

4.3 Council policies and City Priorities

- 4.3.1 The proposals are consistent with the strategy and policies set out in the West Yorkshire Local Transport Plan 2011-2016 and with the emerging Draft Leeds Local Implementation Plan.
- 4.3.2 Strategic park and ride measures are in accordance with the Leeds City Region Transport Strategy and with the Vision for Leeds and City Priorities for transport.
- 4.3.3 Establishing a Park and Ride site at Elland Road will mark a major step towards establishing a meaningful and comprehensive park and ride for the strategy building on the significant provision already made at West Yorkshire rail station and plans to develop this further and preparing the way for the Leeds New Generation Transport (NGT) scheme.

4.4 Resources and value for money

- 4.4.1 Bus service patronage for the scheme has been modelled using the Leeds Transport Model under various scenarios and the transport benefits for uses have been calculated. This shows a usual central case benefit cost ratio (BCR) of 1.9 with more optimistic projections increasing that to 3.1. These BCR levels are considered good value for money for a public transport scheme and are comparable with other public transport schemes for example the recently completed A65 Quality Bus Corridor.

4.4.2 The current scheme estimate for the park and ride site and link road works is circa £2,800,000.

4.4.3 Capital Funding and Cash Flow : The scheme will be funded from the LTP Transport Policy Capital Programme £2,350,000, from a capital receipt of £275,000 towards the link road from the proposed Ice Rink, and Section 106 public transport contributions £175,000.

Funding Approval :		Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST					
	£000's	2013 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	0.0							
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Authority to Spend required for this Approval		TOTAL	TO MARCH	FORECAST				
		£000's	2013 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
LAND (1)	0.0							
CONSTRUCTION (3)	2330.0			1550.0	780.0			
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	465.0	18.1		400.0	46.9			
OTHER COSTS (7)	5.0	0.3		4.0	0.7			
TOTALS	2800.0	18.4	1954.0	827.6	0.0	0.0	0.0	
Total overall Funding (As per latest Capital Programme)		TOTAL	TO MARCH	FORECAST				
		£000's	2013 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
Government Grant - LTP	2350.0	18.4		1954.0	377.6			
Section 106 funds	175.0				175.0			
Capital Receipt	275.0				275.0			
Total Funding	2800.0	18.4	1954.0	827.6	0.0	0.0	0.0	
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	

Parent Scheme Number: 99609

Title: LTP Transport Policy Capital Programme

Revenue Implications:

4.4.4 The cost of managing and operating the site is estimated at £48,000 per annum. This includes all costs associated with staffing, utilities, CCTV and site maintenance.

4.4.5 Business rates of £26,500 per annum are currently paid for car park D. The Valuation Office Agency estimate the business rates attributable to the Park and Ride site would be £82,000 per annum resulting in a net increase of £55,500.

- 4.4.6 A license fee will be payable by the bus operator for use of the site and this will offset the revenue costs detailed above. A discount on the license fee will be required in the first two years as demand for the service builds up. Leeds City Council will need to cover a discount of 100% in year 1 and 50% in year 2 from the highways and transportation revenue budget.
- 4.4.7 As detailed in Appendix A once the bus service is established there is the potential for additional income to the council which will also offset the site management and business rate costs.
- 4.4.8 Under current legislation 50% of any increase in business rates is retained by LCC and therefore the scheme will increase the business rates income to LCC by £27,750.
- 4.4.9 Appendix A sets out the detail of licence fees which is subject to exemption under Access to Information Procedure Rule number: 10.4(3).

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Executive Board has the power to approve the Key Decisions recommended in this report. This report is eligible for call in.
- 4.5.2 Appendix A also sets out the detail of the tender returns from the bus operators and recommends the preferred bidder. This award of contract is to be announced and the bidders notified post approval of this report. Therefore for reasons of commercial confidentiality and proper contract procedures this information is subject to exemption under Access to Information Procedure Rule number: 10.4(3).

4.6 Risk Management

- 4.6.1 For park and ride to be a success it must form part of a city wide management of parking supply. A stable and effective parking management policy as previously reported to and approved by Executive Board is an essential ingredient in achieving this, including the effective management and enforcement of temporary planning consents and unauthorised car parks.
- 4.6.2 Following the tendering exercise undertaken by Metro, the risks relating to the support of the operational costs of the bus service have been mitigated as the preferred bidder is willing to take this risk.
- 4.6.3 Traffic impact has been identified by Ward Members and during public consultation as a significant concern. A detailed transport assessment has been submitted alongside the planning application to demonstrate the local highway network and access junction has capacity to accommodate the park and ride traffic.

5 Conclusions

- 5.1 This report sets out the progress made since April 2013 on proposals for a bus based park and ride site on land adjacent to Elland Road Stadium, and seeks approval to construct and operate the site.

6 Recommendations

6.1 Executive Board is requested to:-

Approve the construction of the park and ride site, associated link road and bus priority at an estimated cost of £2,800,000;

- i) Inject an additional £490,000 into the city development capital programme for this scheme (The scheme is currently in the capital programme at £2,310,000), funded from section 106 receipts £175,000, a capital receipt £275,000, and LTP Transport Policy grant £40,000
- ii) Give authority to incur expenditure of £2,800,000 (comprising of works costs £2,330,000, staff fee costs £465,000, and legal / other costs £5,000), funded from the LTP Transport Policy Capital Programme £2,350,000, section 106 receipts £175,000, and a capital receipt £275,000
- iii) Endorse Metro entering a 5 year contract for the bus service with the preferred bidder as detailed in Appendix A.
- iv) Approve the granting of a licence to the preferred bidder to operate from the site and charge a license fee as detailed in Appendix A
- v) And to note:
 - The stages required to implement the decision as outlined in section 3.18
 - Proposed timescales for implementation as outlined in section 3.18
 - That the Head of Transport Policy will be responsible for implementation

7 Background documents¹

7.1 None

8 Appendices

Appendix A – Exempt Information

Appendix B – Figures

Appendix C – Equality impact assessment screening

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.