

Report of the Director of City Development

Report to Executive Board

Date: 5th March 2014

Subject: Aire Valley Park & Ride Proposals

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Burmantofts & Richmond Hill	<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 type="checkbox"/> Yes	<input checked="" 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. The Park & Ride Proposals within the city region's Enterprise Zone fit within the Best Council plan strategic aims to promote sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses. The scheme helps people into jobs, boosts the local economy and could generate income for the council.
2. In April 2012 a report was approved by Executive Board which set out the strategy for delivering park & ride facilities in Leeds. A site in Aire Valley adjacent to the East Leeds Link Road was identified as part of this strategy.
3. The city's first Park & Ride facility at Elland Road is set to open in June 2014.
4. The recently announced boost for business and local economies by the Department for Communities and Local Government has shortlisted Aire Valley Leeds enterprise zone to receive up to £8.57 million for remediation and infrastructure works that will attract advance manufacturing and supply chain companies with the potential of creating 630 new jobs and delivering over 300,000 sq ft of new commercial floor space in the long term.
5. Within the area of land to be remediated using the grant funding a site suitable for a strategic Park & Ride facility has been identified. The use of the land for Park & Ride and the associated land purchase forms an intrinsic part of the financial package to bring forward the development of the Temple Green site within the Enterprise Zone.

6. The site has been identified as a priority scheme in the West Yorkshire Plus Transport Fund (WY+TF) and the business case is being progressed in partnership with Metro to secure the funding for this scheme.

Recommendations

Executive Board is requested to:

- i. Endorse the principle of a 1000 space strategic Park & Ride site in the Enterprise Zone.
- ii. Approve the principle of progressing the scheme in partnership with Metro via the West Yorkshire Plus Transport Fund.
- iii. Approve the provisionally agreed heads of terms agreement with Aire Valley Land Ltd to purchase a 10 acre remediated site for a 1000 space Park & Ride facility, subject to funding approval from the WY+TF and planning permission being granted. That any further consideration of terms for the acquisition be delegated to the Director of City Development to consider and approve as appropriate under the appropriate scheme of delegation, with the concurrence of the Executive Member for Development and the Economy and the Deputy Chief Executive.
- iv. Approve the submission of a planning application for the 1000 space Park & Ride facility in association with Aire Valley Land Ltd, subject to the WY+TF approval processes.
- v. Note that Metro will tender for a bus operator to run an exclusive service between the site and the city centre, subject to the WY+TF approval processes.
- vi. Declare that its decision is exempt from call in.
- vii. And to note:
 - a. The stages required to implement the decision as outlined in section 3.8
 - b. Proposed timescales for implementation as outlined in section 3.8
 - c. That the Chief Officer Highways & Transportation will be responsible for implementation

1 Purpose of this report

- 1.1 This report provides an update on progress towards delivering a Park & Ride site in Aire Valley within the Enterprise Zone and seeks approval to move forward with the project.
- 1.2 This report should be read in conjunction with the report on the Aire Valley Enterprise Zone to understand the interdependencies between the delivery of the Park & Ride site and the BFG grant funded infrastructure and remediation works.

2 Background information

- 2.1 Developing Park & Ride in Leeds has been identified as an essential component of managing traffic and travel in the city. The previous report to Executive Board in April 2012 explained the rationale behind the proposed strategy for Park & Ride in Leeds. The development of the park and ride strategy will occur in several stages including the capacity expected from the NGT scheme and ongoing developments by Metro and rail operators at rail stations.
- 2.2 This scheme 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.
- 2.3 Leeds UDP Section 6.4.16 states '*Encouragement to the establishment of Park & Ride facilities is an important part of the WYLTP. ...they offer significant scope to reduce the growth in car usage, particularly of car commuting into the City Centre. Park & Ride facilities could be developed in association with each of the modes of public transport*'.
- 2.4 Policy CCCCP1 currently limits the supply of temporary commuter car parking on 'cleared sites'. Over time the supply of parking in the city centre will reduce as existing 'cleared site' car parks are redeveloped. Park & Ride sites provide a sustainable solution to offset this reduction in city centre parking and at the same time reducing congestion on routes into the city centre.
- 2.5 The Aire Valley Park & Ride is a key scheme for the Enterprise Zone and Leeds City Council for the following reasons:
 - i) A network of Park & Ride sites is a key element of the city transport strategy as set out in the emerging LDF Core Strategy, West Yorkshire Local Transport Plan (LTP3) and associated Leeds Local Implementation Plan. P&R provides sustainable transport options and parking capacity for the growth in the city centre.
 - ii) Park & Ride in the Enterprise Zone will anchor high quality public transport at an early stage in development of the Aire Valley and deliver a step change in transport provision to the area. The high quality, high frequency bus service associated with the park and ride site will encourage a higher public transport mode share and therefore reduce existing and future development vehicle trips, reducing congestion and delivering sustainable transport for the city .

The public transport provision will ensure the full potential of the Temple Green site and the wider Enterprise Zone can be met.

- iii) The scheme has a strong business case and modelling work undertaken for the WY+TF shows the transport benefits unlock over 250 jobs in the city centre at a GVA of over £20m. These benefits occur by improving the connectivity and reducing the cost of travel to areas to the east of Leeds.
- iv) Additional jobs and GVA benefits will occur in the Enterprise Zone, in part from the transport benefits for new employees, and also the financial and infrastructure contribution the site brings in opening up the Temple Green site for further development.
- v) The proposed site located centrally within the Enterprise Zone with access via Bellwood Roundabout is ideally suited to intercept traffic heading toward Leeds city centre before it experiences any significant congestion.
- vi) Initial demand forecasts suggest a site with 600 car parking spaces would cater for current demand. Growth in patronage in the longer term may require up to 1000 spaces.
- vii) The combination of Park & Ride demand for journeys to the city centre and trips to the Enterprise Zone developments provides a substantial customer base which will support a high frequency bus service on a commercial basis with little or no upfront revenue subsidy requirement.
- viii) Accessibility to employment across the Aire Valley is improved for those employees without access to a car, this in turn increases the potential range of employees available for recruitment to employers in the Enterprise Zone.
- ix) Provision of a new high frequency service offers the opportunity to serve the existing Cross Green employment area with this service. This also provides options to reconfigure the existing bus services to better serve the residential areas of Cross Green and Richmond Hill.
- x) Once further road infrastructure links to north and south are provided through a combination of development build out and further WY+TF investment, the Park & Ride site would act as a transport hub within the Aire Valley Enterprise Zone . Extensions of services from the north and additional bus services from Hunslet would provide the connectivity between the Enterprise Zone and communities in Inner South and Inner East areas.
- xi) The Park & Ride site would attract business rates which can be recycled via the LEP for other projects to encourage economic growth in EZ and across the City Region.

3 Main issues

- 3.1 In April 2012 a report was approved by executive board which set out the strategy for delivering park & ride in Leeds. A site in Aire Valley adjacent to the East Leeds Link Road was identified as part of this strategy.

- 3.2 The recently announced boost for business and local economies by the Department for Communities and Local Government has shortlisted Aire Valley Leeds enterprise zone to receive up to £8.57 million for remediation and infrastructure works that will attract advance manufacturing and supply chain companies with the potential of creating 630 new jobs and delivering over 300,000 sq ft of new commercial floor space in the long term.
- 3.3 Within the area of land to be remediated using the grant funding a site suitable for a strategic Park & Ride facility has been identified as shown in Appendix B. The use of the land for Park & Ride and the associated land purchase forms an intrinsic part of the financial package to bring forward the development of the Temple Green site within the Enterprise Zone.
- 3.4 The Park & Ride site has been identified as a priority scheme in the WY+TF and the business case is being progressed in partnership with Metro to secure the funding for this scheme.
- 3.5 While the WY+TF is part of the city deal and gives the Combined Authority autonomy over the schemes to be delivered, part of the funding within the WY+TF is devolved major scheme funding from DfT and as such the WY+TF process is being developed to reflect this and demonstrate to DfT that sufficiently robust assessments are carried out.
- 3.6 The scheme has been identified in the WY+TF programme and a Gateway 1 business case is being prepared for the 28th February Interim Portfolio Board. Approval at this board will allow funds to be released to develop the detailed design, planning and full business case for the Gateway 2 decision. Gateway 2 is equivalent to DfT's conditional approval stage and allows the authority to go out to tender for the scheme. Gateway 3 then gives full authority to spend once the tenders are returned.
- 3.7 The proposed process of land purchases within the WY+TF would require Gateway 3 full approval before purchasing the land. This could cause significant issues in the timing of when the grant can be used for the remediation. The Council is in detailed negotiations with AVL Ltd and provisionally agreed terms are detailed in the appendix A for Members' consideration. In order to expedite the remediation, negotiations are being undertaken with WT+TF, to bring forward the approval for the land purchase to Gateway 2 which would allow the exchange of contracts necessary to give AVL Ltd confidence to start the remediation.
- 3.8 The indicative programme for delivery of the project is:
- WY+TF Gateway 1 Approval – February 2014
 - Enter Conditional Contract to purchase Land - March 2014
 - Planning Application – March to June 2014
 - WY+TF Gateway 2 Approval – June 2014
 - Exchange Contracts for Land – June 2014

Site Remediation – June 2014 to March 2015

WY+TF Gateway 3 Approval - February 2015

Purchase of land completed – March 2015

Park & Ride Construction - April to November 2015

Opening - November 2015

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 A Park & Ride site has been included in the Area Action Plan from an early stage and formal consultation on this document has been undertaken at various stages of its development, most recently in 2011.

4.1.2 The Highways Agency has been consulted on the proposals and is supportive of the principle of Park & Ride in this location. Further detail of the proposal will be presented in the Transport Assessment submitted as part of the planning application.

4.1.3 Specific consultation on the Park & Ride proposal will be undertaken following WY+TF Gateway 1 approval.

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 Park & Ride in the Aire Valley Enterprise Zone will:

- Provide sustainable transport access to support creation of jobs in Enterprise Zone and wider AAP area.
- Reduced congestion on the Strategic Highway Network
- Provide public transport links to existing and planned employment areas
- Provide access to employment opportunities from adjacent deprived areas

- Fit with City Centre Commuter Car Parking policy CCCCPC1.

4.4 Resources and value for money

- 4.4.1 The current scheme estimate is circa £8m including land acquisition and construction, and will be fully funded from the WY+TF programme.
- 4.4.2 The bus service would be tendered via Metro. Modelling of potential demand and experience of the recent procurement for the Elland Road site would suggest that a bus operator would tender on a commercial basis with no public revenue subsidy required.

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.
- 4.5.2 The information contained in Appendix A to this report relates to the financial or business affairs of a particular person, and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the purchase of the land/property referred to then it is not in the public interest to disclose this information at this point in time. Also the release of such information would or would be likely to prejudice the Council's commercial interests in relation to and undermine its attempts to acquire by agreement similar properties in the locality in that owners of other similar properties would be aware about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the purchase and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under rule 10.4(3) of the Access to Information Procedure Rules.
- 4.5.3 Under the City Council's Constitution, a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public interest. A delay in completing all the necessary legal documentation as soon as practically possible may have an adverse impact on the securing of the BFG grant and achieving the programme of works to enable delivery within the specified time frame.

4.6 Risk Management

- 4.6.1 While the Park & Ride site is identified as a priority project within the WY+TF the funding for the land purchase and the construction of the Park & Ride facility are subject to a formal approval process which could take in excess of 6 months. Aire Valley Land Ltd may require the agreement to purchase the land to be finalised before they will commit to the site remediation works. This would put at risk the BFG grant and achieving the remediation works required to provide the site for Park & Ride.

- 4.6.2 To achieve the programme identified in 3.8 a planning application will need to be prepared, submitted and determined prior to WYTF Gateway 2 approval. At present AVL Ltd are unwilling to fund, prepare or submit an application until the conditional contract for the Park & Ride site is completed, or that the council underwrites the potential abortive costs of the application and supporting documentation. Negotiations are on-going to resolve this issue, however if agreement cannot be reached the programme and the time critical BFG grant may be at risk.
- 4.6.3 For Park & 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.

5 Conclusions

- 5.1 This report sets out the progress made in delivering a strategic Park & Ride site in Aire Valley and providing a high quality public transport service for the Enterprise Zone.

6 Recommendations

- 6.1 Executive Board is requested to:
- i. Endorse the principal of a 1000 space strategic Park & Ride site in the Enterprise Zone.
 - ii. Approve the principle of progressing the scheme in partnership with Metro via the West Yorkshire Plus Transport Fund.
 - iii. Approve the provisionally agreed heads of terms agreement with Aire Valley Land Ltd to purchase a 10 acre remediated site for a 1000 space park & ride facility, subject to funding approval from the WY+TF and planning permission being granted. That any further consideration of terms for the acquisition be delegated to the Director of City Development to consider and approve as appropriate under the appropriate scheme of delegation, with the concurrence of the Executive Member for Development and the Economy and the Deputy Chief Executive.
 - iv. Approve the submission of a joint planning application for the 1000 space park & ride facility in association with Aire Valley Land Ltd, subject to the WY+TF approval processes.
 - v. Note that Metro will tender for a bus operator to run an exclusive service between the site and the city centre, subject to the WY+TF approval processes.
 - vi. And to note:
 - a. The stages required to implement the decision as outlined in section 3.8
 - b. Proposed timescales for implementation as outlined in section 3.8

- c. That the Chief Officer Highways & Transportation will be responsible for implementation

7 Background documents¹

7.1 None

8 Appendices

8.1 Appendix A – Exempt Information

8.2 Appendix B – Site plan

8.3 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.