

Report of the Director of City Development

Report to Executive Board

Date: 15th July 2015

Subject: Temple Green Park & Ride

Capital Scheme Number: 32082 / 000 / 000

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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Temple Green 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. Increasing park & ride use reduces the demand for city centre parking and allows more economically efficient use of city centre land. Reducing congestion and transport emissions in the city centre increases the possibilities of the breakthrough projects, 'rethinking the city centre' and 'cutting carbon in Leeds'.
3. In March 2014 Executive Board endorsed the principle of a 1000 space strategic Park & Ride site which will provide an important link to the city centre for people travelling into Leeds from the east of the city. In June 2014 Executive Board approved the purchase of the land as part of a wider package of Government Investment in the Enterprise Zone.
4. The site has been identified as a priority scheme in the West Yorkshire Plus Transport Fund (WY+TF). The Gateway 2 business case will be considered by the West

Yorkshire Combined Authority (WYCA) in November 2015. The business case asks for conditional approval to £9.741m. Following procurement, if the cost remains within the estimated price, Gateway 3 (full approval) will be given.

5. The Elland Road Park & Ride scheme opened in June 2014 has exceeded expectation in terms of demand and has received excellent customer feedback. This clearly demonstrates that if the product is right there is a market for Park & Ride in the city.

Recommendations

Executive Board is requested to:

- i. Approve the implementation of the Temple Green Park & Ride scheme at a total cost of £9.741m subject to Gateway 3 funding approval from West Yorkshire Combined Authority (being £2.620m for the land purchase approved at LCC Exec Board in June 2014, and £7.121m for the design fees and construction costs for which LCC Exec Board approval is being sought now).
- ii. Approve the additional injection of £6.611m into the capital programme (£510k is already in the capital programme) re the design fees and construction costs for this scheme, fully funded from the West Yorkshire Plus Transport Fund.
- iii. Give authority to incur expenditure of £7.121m (being £769k staff design fees, and £6.352m construction costs), fully funded from the West Yorkshire Plus Transport Fund.
- iv. And to note:
 - a. The scheme proposal as described in section 3.
 - b. Construction of the scheme is programmed to start in March 201 and be open in Autumn 2016
 - c. That the Chief Officer Highways & Transportation will be responsible for implementation.

1 Purpose of this report

- 1.1 This report seeks approval to implement the 1000 space Temple Green Park & Ride site adjacent to the A63 Pontefract Lane in the City Region's Enterprise Zone.

2 Background information

- 2.1 Park and Ride provides sustainable transport options and parking capacity for the growth in the city centre as outlined in the emerging Local Development Framework, West Yorkshire Local Transport Plan (LTP3) and associated Leeds Local Implementation Plan, and City Centre Commuter Car Parking Policy (CCCCP1).
- 2.2 In April 2012 Executive Board approved a Park & Ride Strategy for the integrated delivery of Park and Ride sites across Leeds. The Park & Ride Strategy is an essential component of managing traffic and travel in the city, through reducing congestion on the strategic road network, improving journey times and increasing access to employment. The development of the Park and Ride strategy will occur in several stages including the sites associated with the NGT scheme and car park extensions by WYCA and rail operators at rail stations. A site at Temple Green within the city region's Enterprise Zone adjacent to the East Leeds Link Road was identified as part of this strategy. The Temple Green proposals are designed as part of the overall strategy for park and ride in the city. As such it will complement rather than abstract from other measures including NGT and the development of any proposals for a new rail station on the East Leeds rail corridor.
- 2.3 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. Within the area of land to be remediated using the grant funding a site suitable for a strategic park & ride facility was identified. The use of the land for Park and Ride and the associated land purchase formed an intrinsic part of the financial package to bring forward the development of the Temple Green site within the Enterprise Zone.
- 2.4 With Gateway 1 approval in place, in June 2014 Leeds City Council Executive Board approved the purchase of the site subject to planning and site remediation. The contracts have been exchanged and planning permission was subsequently granted in September 2014 and the site remediation is on site with a programmed completion date of October 2015. Following completion of these works, inspections and certification the site will be transferred to Leeds City Council and construction can start.
- 2.5 Establishing a Park and 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, ensuring the full potential of the Enterprise Zone can be met.

- 2.6 The combination of Park & Ride demand for journeys to the city centre and trips to the Enterprise Zone developments provides a substantial customer base. This customer base should support a high frequency bus service on a commercial basis with little or no upfront revenue subsidy requirement.
- 2.7 The P&R site would attract business rates which would be recouped from an operator as part of a site license fee. In the Enterprise Zone 100% of the business rates can be recycled via the Local Economic Partnership for other projects to encourage economic growth in the Enterprise Zone and across the City Region.
- 2.8 As the scheme has developed it has been used as a pilot for the added value Green Infrastructure programme and the site landscaping and drainage has embraced these principles. There is an opportunity to bring in additional European funding for further elements of green infrastructure on the bus route and this will be progressed within the timescales of the funding availability.
- 2.9 In future the Park & Ride site could also act as a hub within the Aire Valley to extended existing services from adjacent areas of deprivation to the Enterprise Zone.
- 2.10 The Aire Valley Area Action Plan aims to encourage sustainable travel including an increase in public transport mode share alongside travel planning measures to promote car sharing and active modes. The Park and Ride site and its quality bus service is a key component of delivering a sustainable transport package in the Aire Valley.
- 2.11 The Elland Road Park & Ride scheme opened in June 2014 has exceeded expectation in terms of demand and has received excellent customer feedback. This clearly demonstrates that if the product is right there is a market for Park & Ride in the city.

3 Main issues

- 3.1 Figure 1 in Appendix A shows the proposed site layout. The site location within the Enterprise Zone is ideally suited to intercept traffic heading toward Leeds city centre before it experiences any significant congestion.
- 3.2 The site comprises:
 - 1000 car parking spaces including disabled spaces.
 - Bus layby able to accommodate 3 buses to facilitate layover and potential future additional services.
 - Passenger waiting facilities as shown in figure 2 in Appendix A including a site office, ticket machines, realtime information and customer toilets.
 - Enhanced landscaping and tree planting to meet Green Streets standards.

- Electric car charging facilities.
- Gates, fencing, lighting and CCTV for security.

- 3.3 The highway layout, shown on figure 3 in Appendix A, is to be revised to ensure easy access to the site for customers and priority egress for buses. Junction 45 of the M1 is to be upgraded by Highways England and appropriate signing will be installed on the strategic network.
- 3.4 The site is being built to facilitate any future aspirations for electric buses and solar power generation. Space for the solar panel construction and ducting for electric charging points are being incorporated into the design to avoid any significant intrusive works required once the site is up and running.
- 3.5 The site also potential to support future Park & Cycle schemes for both commuting to the city centre and leisure trips in the lower Aire Valley and Temple Newsam area.
- 3.6 The route of the service is shown on figure 4 in Appendix A. The route and intermediate stops have been determined to provide a balance between providing an express service for P&R customers and yet serving all the potential destinations in the city centre, south bank and enterprise zone. The buses will be given a distinctive identity and branding to easily identify them as the link between the Park & Ride, city centre and Enterprise Zone.
- 3.7 The bus service is being procured by WYCA and is proposed to last 5 years. The planned service is for four double deck buses on a 10 minute frequency, operating seven days a week between 0600 and 2100 on a Monday to Saturday and between 1000 and 1800 on Sundays and Bank Holidays. The minimum specification for the buses will be Euro 6 category diesel buses, however bids which include lower emissions vehicles will be evaluated more favourably. The pre-qualification questionnaire returns suggest that operators may specify hybrid diesel / electric vehicles due to the reduced running costs of these vehicles.
- 3.8 WYCA are currently coordinating a bid to be submitted in October 2015 for Ultra Low Emission Vehicles (ULEV) and will be seeking funding to introduce electric or other ULEV vehicles at both Temple Green and Elland Road Park & Rides. The bus service contract will include a clause to ensure this retrospective upgrade can be facilitated.
- 3.9 Within the contract for the bus service will be a provision to share future profits between LCC, WYCA and the bus operator once patronage grows beyond a specified level.

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 Specific consultation on the Park & Ride proposal was undertaken during the planning application process in summer 2014.
- 4.1.3 Highways England were initially consulted on the proposals and were supportive of the principle of Park & Ride in this location. Subsequently further details of the proposal were presented in the Transport Assessment.
- 4.1.4 A further round of consultation has been undertaken in June/July 2015 focusing on potential users in the city centre and Aire Valley businesses. This consultation will also act as the start of a pre-opening communication strategy to ensure a quick uptake of the services from opening.

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 B) and has determined there is no adverse impact and that an impact assessment is not required for the approvals requested.

4.3 Council policies and the Best Council Plan

- 4.3.1 The Temple Green Park & Ride proposals within the city region's Enterprise Zone fits 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.
- 4.3.2 Increasing park & ride use reduces the demand for city centre parking and allows more economically efficient use of city centre land. Reducing congestion and transport emissions in the city centre increases the possibilities of the breakthrough projects, 'rethinking the city centre' and 'cutting carbon in Leeds'.

4.4 Resources and value for money

- 4.4.1 Economic modelling undertaken for the WY+TF shows the scheme delivers a GVA increase per annum of circa £46m by 2026. The scheme also delivers very high value for money in an appraisal of transport user benefits.
- 4.4.2 The total costs of the design fees and construction costs is estimated at £7.121m (being £769k staff design fees, and £6.352m construction costs), and it's anticipated that the costs will be fully funded from the West Yorkshire Plus Transport Fund (WYCA), formal approval due in November 2015.

4.4.3 Capital Funding and Cash Flow

Funding Approval :	Capital Section Reference Number :-		32082/000/000				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2015 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 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	2015 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	6352.0		77.0	6275.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	769.0	172.6	396.0	200.4			
OTHER COSTS (7)	0.0						
TOTALS	7121.0	172.6	473.0	6475.4	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2015 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
WY+TF	7121.0	172.6	473.0	6475.4			
Total Funding	7121.0	172.6	473.0	6475.4	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.4.4 The bus operator will pay a licence fee for use of the site to cover the site operating costs which include business rates, utilities, security, cleaning and minor maintenance.

4.4.5 There is potential for additional income from shared profits once patronage grows beyond a specified level.

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 legal implications of entering a contract to purchase the land for the Park & Ride site were considered at Executive Board in June 2014.

4.5.3 Any changes to Traffic Regulation Orders associated with the scheme will be considered under delegated authority by the Chief Officer, Highways & Transportation in a subsequent report.

4.6 Risk Management

4.6.1 A quantified risk assessment has been undertaken as part of the Gateway 2 business case and a risk register has been used throughout the project development.

4.6.2 The key risk centres on the demand for the service and the implications on funding the bus service. The procurement of the bus service will incentivise the operator to take the revenue risk, especially in the early years as patronage builds up.

- 4.6.3 The demand forecasts based on experience at Elland Road and York suggest a commercial service is likely. However, there is a need to ensure the pricing is competitive, strong marketing and promotion occurs and service quality is maintained. The Project Board consisting LCC, WYCA and bus operator representatives will continue to oversee the operation post opening.
- 4.6.4 There is a slight delay to the project due to the contractor undertaking the land remediation works for the developer going into administration. An alternative contractor is to be appointed and work is expected to resume on site in late July.

5 Conclusions

- 5.1 The proposed Temple Green Park & Ride supports the economic growth of the city, providing sustainable transport links between the city centre and the City Region's Enterprise Zone.

6 Recommendations

- 6.1 Executive Board is requested to:
- i. Approve the implementation of the Temple Green Park & Ride scheme at a total cost of £9.741m subject to Gateway 3 funding approval from West Yorkshire Combined Authority (being £2.620m for the land purchase approved at Executive Board in June 2014, and £7.121m for the design fees and construction costs).
 - ii. Approve the additional injection of £6.611m into the capital programme (£510k is already in the capital programme) re the design fees and construction costs for this scheme, fully funded from the West Yorkshire Plus Transport Fund.
 - iii. Give authority to incur expenditure of £7.121m (being £769k staff design fees, and £6.352m construction costs), subject to full funding approval from the West Yorkshire Plus Transport Fund.
 - iv. And to note:
 - The scheme proposal as described in section 3.
 - Construction of the scheme is programmed to start in March 2016 and be open in Autumn 2016
 - That the Chief Officer Highways & Transportation will be responsible for implementation.

7 Background documents¹

- 7.1 None

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.

8 Appendices

8.1 Appendix A – Figures

8.2 Appendix B - Equality, Diversity, Cohesion and Integration Screening

Appendix A – Figures

Figure 1 – Site layout

Figure 2 – Associated highway works

Figure 3 – Customer waiting facilities

Figure 4 - Bus Service Route