

**Report of: Director of City Development**

**Report to: Executive Board**

**Date: 15<sup>th</sup> July 2015**

**Subject: Elland Road Park & Ride Upgrade**

Capital Scheme Number: 32337 / 000 / 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston & Holbeck	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input 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. This scheme fits with the Best Council Plan strategic aims to promote sustainable and inclusive economic growth by improving the efficiency of the transport system in Leeds. 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'.
2. The Park & Ride site at Elland Road opened in June 2014 in time for the Tour de France. The scheme has exceeded expectation in terms of demand and performance. Over 50,000 people have used the service and the overspill area is now used most weekdays. The scheme averaged over 350 cars per day in May. This report outlines proposals to upgrade the overspill car park in order to maintain the success of the scheme and accommodate a continued growth in patronage.
3. The proposal is to complete the scheme by providing an additional 375 formal parking spaces to the same quality as the spaces constructed in 2014 in order to complete 800 space high quality Park & Ride car park. The proposals also include the associated drainage, lighting, landscaping, fencing, security and include an upgrade to the passenger facilities and site office.

4. The £1.8m scheme is to be funded by West Yorkshire Combined Authority through the Local Transport Plan Integrated Transport Programme.
5. The details of the proposals are subject to a planning application submitted in June 2015.

## **Recommendations**

### 6. Executive Board are requested to:

- i) To note the content of this report and the performance results of the first years operation of the Elland Park and Ride scheme.
- ii) Grant approval to implement phase 2 of the scheme subject to planning approval, upgrading the overspill car park and passenger facilities at a cost of £1.8m (£250k fees and £1.55m works).
- iii) Approve the injection of £1.8m into the capital programme, being funded from a WYCA Transport Policy LTP grant £1,557.7k and a Section 106 receipt £242.3k.
- iv) Give authority to incur expenditure of £1.8m, funded from a WYCA LTP grant £1,557.7k and a Section 106 receipt £242.3k (subject to final confirmation of funding by the West Yorkshire Combined Authority's Transport Committee on 31st July).
- v) And to note:
  - The scheme proposal as described in section 3.
  - Construction of the scheme is programmed to start in November 2015 with a 6 month construction programme.
  - That the Chief Officer Highways & Transportation will be responsible for implementation.

## **1 Purpose of this report**

- 1.1 The Park & Ride site at Elland Road opened in June 2014 in time for the Tour de France and patronage has grown steadily since then. This report outlines proposals to upgrade the existing overspill car park to the same quality as the rest of the car park and improve the passenger waiting facilities.

## **2 Background information**

- 2.1 The original scheme was the first major bus based P&R in Leeds and based on the modelled forecast use and the available budget the business case assumed developing in two phases to reflect the anticipated pace of growth and resources. Therefore the first phase consisted of 425 full specification spaces with an overspill area of 375 spaces to provide a total capacity of 800 spaces.
- 2.2 The scheme has exceeded expectation in terms of demand and performance. Over 50,000 people have used the service and the overspill area is now used most weekdays. The scheme averaged over 350 cars per day in May. This is well ahead of the forecast growth at this stage. Appendix A illustrates the continuous growth in use since opening in June 2014.
- 2.3 There also is significant interest from a couple of corporate organisations based in the city to purchase annual passes for their staff for which negotiations are underway. If successful these arrangements could commence within the next few months, which will mean a significant amount of the overspill will be used every weekday. Such a use will further anchor growth of the service and its long term financial and operational sustainability.
- 2.4 The services and facilities have recorded very high levels of passenger satisfaction. A customer survey undertaken in October 2014 gave scores over 9 out of 10 for the car park, facilities, staff and the bus service. 99.5% of passengers would recommend the P&R to others. Nearly 80% of the P&R users previously used the car to travel to Leeds.
- 2.5 Executive Board granted approval to progress the scheme in April 2013 and Planning Permission for an 800 space site was granted in October 2013. This comprised some 425 marked out spaces, block paved, fully drained, with lighting and landscaping. The remaining area was left as a mixture of concrete slabs from former warehouse units and compacted materials. A detailed transport assessment was undertaken to support the application assuming all 800 spaces were used. Both the Council and The Highways Agency (now Highways England) agreed that there was no significant impact on the highway network with the full 800 spaces used.

## **3 Main issues**

- 3.1 The proposed car park layout shown in Figure 1 in Appendix B provides an additional 375 parking spaces at the same quality as the spaces constructed in 2014 in order to provide a total of 800 high quality Park & Ride spaces. The proposals also include the associated drainage, lighting, landscaping, fencing and security.
- 3.2 The proposals include an upgrade to the passenger facilities and site office. The design of this building has been developed for both the proposed Temple Green

Park & Ride site and the Elland Road site. The design shown in Figure 2 in Appendix B is for the Temple Green building, the Elland Road building will be in the same format with site specific details in terms of finish and cladding aligned to the local character within the final design.

- 3.3 The scheme proposals also align with the West Yorkshire Local Transport Plan 3 which sets out proposals to:
- Define and develop a core, high-quality, financially sustainable network of transport services that will provide attractive alternatives to car travel (proposal 13). The core bus network would consist of Green Routes (key network of bus routes that carry most of the bus passengers and have the highest frequencies) and will include the development of express (limited stop), high frequency and park and ride services with associated branding and marketing strategies. Elland Road is identified as a green route into Leeds City Centre.
  - Improve interchange and integration including the development of transport hubs (proposal 14). This covers the scope to develop bus 'Park-and-Ride' for trips to Leeds in particular.
  - Investment to support strategic economic objectives through delivery of the City Region Transport Strategy (proposal 23). This provides support for the proposed Northern Hub and supporting measures including the development of strategic Park and Ride (e.g. linked to main rail lines or the motorway network).
  - Investment in low carbon modes of travel (Implementation Priority). This means making a strong case to government and others for substantial investment in carbon-efficient methods of travel (including more capacity on trains and more park and ride facilities).
- 3.4 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. An update on the Masterplan was considered by Executive Board in April 2013.
- 3.5 As with the existing Park & Ride area the proposals utilise existing parking capacity on land which is currently used for 20-30 days a year. The planned scheme would continue improvements to the car parks which are in a relatively poor condition and the amenity of the site especially from the Elland Road frontage. Thus it improves the Council's asset and contribute further to the Elland Road Masterplan's ultimate aim of formally laid out match day parking across the entire site.
- 3.6 The previous planning application has established the principle and quantum of parking spaces at a total of 800 spaces as well as the detail of the phase 1 works. The proposed phase 2 upgrade of the overspill car park and the enhanced passenger facilities are subject to a further planning application submitted in June 2015. The application covers the technical matters such as drainage and ground

conditions plus the visual appearance and landscaping requirements and the provision of enhanced passenger facilities.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 A comprehensive consultation was undertaken for the first phase of the Elland Road scheme. At that time there were concerns related to the cumulative impacts of various developments in Beeston Ward, and more specifically to the traffic and environmental aspects, including health implications they considered a new park and ride would have for the area. These concerns were comprehensively addressed and considered within the approval for first phase of the scheme. Following the opening of the scheme there has been no complaints received around these concerns.
- 4.1.2 Ward Members have been consulted on the upgrade proposals and no concerns have been raised.
- 4.1.3 A planning application for these proposals has been submitted and a public consultation will be undertaken within this process.

### **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 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 This scheme fits with the Best Council Plan strategic aims to promote sustainable and inclusive economic growth by improving the efficiency of the transport system in Leeds. 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'.
- 4.3.2 The proposals align with the objective of the Leeds City Region Transport Strategy which sets out the following relevant priority themes:
- Strengthening the contribution of the bus;
  - Developing a strategic framework for demand management; and
  - Improving strategic connectivity to tackle congestion.
- 4.3.3 The Leeds City Region Transport Strategy also includes interventions to:
- To provide new and expanded park and ride sites (short term);
  - To expand the capacity of park and ride to encourage more traffic to transfer to other modes close to intended destinations (short/medium term);
  - To develop new park and ride facilities located adjacent to the motorway and other priority corridors (short term); and
  - To enhance the availability of park and ride served by express bus and rail to offer alternatives to motorists (medium term).

### **4.4 Resources and value for money**

- 4.4.1 The capital cost of the scheme is £1.8m, being £250k fees and £1.55m works.

- 4.4.2 Section 106 public transport contributions of £242,000 are available from nearby developments to contribute to the cost of this scheme.
- 4.4.3 The remainder of the costs, £1,557,700 are to be met by the West Yorkshire Combined Authority from funds allocated from the agreed WYLTP Integrated Transport programme. A proposal recommending approval for funding is to be considered by the West Yorkshire Combined Authority's Transport Committee on 31st July.

#### 4.4.4 Capital Funding and Cash Flow :

<b>Funding Approval :</b>	<b>Capital Section Reference Number :-</b>		32337/000/000				
<b>Previous total Authority to Spend on this scheme</b>	<b>TOTAL</b>	<b>TO MARCH</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>2015 £000's</b>	<b>2015/16 £000's</b>	<b>2016/17 £000's</b>	<b>2017/18 £000's</b>	<b>2018/19 £000's</b>	<b>2019 on £000's</b>
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Authority to Spend required for this Approval</b>	<b>TOTAL</b>	<b>TO MARCH</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>2015 £000's</b>	<b>2015/16 £000's</b>	<b>2016/17 £000's</b>	<b>2017/18 £000's</b>	<b>2018/19 £000's</b>	<b>2019 on £000's</b>
LAND (1)	0.0						
CONSTRUCTION (3)	1550.0		1150.0	400.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	250.0		200.0	50.0			
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>1800.0</b>	<b>0.0</b>	<b>1350.0</b>	<b>450.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Total overall Funding (As per latest Capital Programme)</b>	<b>TOTAL</b>	<b>TO MARCH</b>	<b>FORECAST</b>				
	<b>£000's</b>	<b>2015 £000's</b>	<b>2015/16 £000's</b>	<b>2016/17 £000's</b>	<b>2017/18 £000's</b>	<b>2018/19 £000's</b>	<b>2019 on £000's</b>
Section 106	242.3			242.3			
Government Grant - LTP	1557.7		1350.0	207.7			
<b>Total Funding</b>	<b>1800.0</b>	<b>0.0</b>	<b>1350.0</b>	<b>450.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

- 4.4.5 The Council currently cover the site operating costs, including business rates, however the operator will pay a license fee in 2016/17 onwards to cover these costs.
- 4.4.6 The commercial arrangements for the operation of the site will continue as established by the West Yorkshire Combined Authority and City Council when the contact for the bus service was tendered in 2013.
- #### 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.

## **4.6 Risk Management**

- 4.6.1 The key risk relates to maintaining the current growth in patronage. The overspill car park has been used by on a regular basis since in April 2015. The surface of this area is a mixture of concrete slabs from former warehouse units and compacted materials. While the site was tidied up during construction of the Park & Ride site, substantial ponding of water occurs due to lack of drainage and is a poor contrast with the high quality of the phase 1 car park.
- 4.6.2 The overspill does not promote the desired impression for the city and one of it's flagship public transport schemes. Both WYCA and the contracted bus operator First West Yorkshire support the upgrading of this area to ensure the scheme continues to be a success and provides for a single quality product. Customer satisfaction is very high and this would be put at risk if the overspill area was used for any length of time without proposals to upgrade.

## **5 Conclusions**

- 5.1 The proposals to upgrade the overspill car park will enhance the successful Park & Ride site to continued growth in patronage and contribute to the Council's Best City Ambition.

## **6 Recommendations**

- 6.1 Executive Board are requested to:
- i) To note the content of this report and the performance results of the first year's operation of the Elland Park and Ride scheme.
  - ii) Grant approval to implement phase 2 of the scheme subject to planning approval, upgrading the overspill car park and passenger facilities at a cost of £1.8m (£250k fees and £1.55m works).
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  - v) And to note:
    - The scheme proposal as described in section 3.
    - Construction of the scheme is programmed to start in November 2015 with a 6 month construction programme.
    - That the Chief Officer Highways & Transportation will be responsible for implementation.

## **7 Background documents<sup>1</sup>**

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<sup>1</sup> 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

7.1      None



## Appendix A – Elland Road Park & Ride performance since opening

