

**Report of Director, City Development**

**Report to Executive Board**

**Date: 11 April 2012**

**Subject: Park and Ride Strategy for Leeds**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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. At their 18 January meeting the Council passed a resolution requesting that a report on options for park and ride be presented to Executive Board.
2. Leeds is key to the economy of the Leeds City Region. An efficient transport system with sufficient capacity is vital to accommodate predicted growth and to make Leeds an attractive place to work, live and visit. It is proposed to help cater for the predicted growth in demand for travel to Leeds city centre by enhancements to the transport network, including additional rail capacity and provision of park and ride for longer distance trips.
3. Park and ride is supported by local policy and City Region strategy. Since the early development of plans for a rapid transit system, Leeds has adopted the concept of a ring of park and ride sites for intercepting city-bound traffic. Sites were identified within the Unitary Development Plan for this purpose, within which the key locations include those that are now included within the NGT scheme being considered by the Department for Transport.
4. Park and ride schemes have significant cost both for construction and operation. Experience around the UK is that each new Greenfield park and ride scheme can cost £5 million to £10 million to build, and the majority require an ongoing subsidy. A robust well developed business case is therefore critical.

5. The key sites in the park and ride strategy have been identified as Stourton, Bodington, Elland Road and within Aire Valley Leeds. Between them, these sites could deliver the required number of park and ride spaces for the strategy.
6. The sites at Stourton and Bodington form an integral part of the NGT package for serving the North West and South East sectors of the city. The option for the early achievement of the site at Elland Road, which would serve the key M62 south west approach to the City, has been identified. This site would support redevelopment aspirations for the South Bank and Holbeck Urban Village and further scheme development is proposed, including the seeking expressions of interest from operators in partnering with the Council and Metro to deliver a service.
7. A second park and ride scheme in the Aire Valley Leeds is a key part of the emerging Enterprise Zone (EZ) transport strategy for the area. This site would have a dual purpose in providing park and ride whilst also 'anchoring' future commercial bus services into the area. A preferred site has been identified adjacent to the East Leeds Link Road and it is proposed to develop further a programme and funding package as part of the development of the Enterprise Zone.
8. The development of these sites will assist in the further establishment of the case and options for other sites previously identified and guide the future development of the park and ride strategy.

## **Recommendations**

9. Executive Board is requested to:-
  - i) Note the contents of this report and the issues which it raises; and
  - ii) Endorse the continued development of the park and ride strategy and proposals currently being progressed including further feasibility work for the Elland Road site towards the selection of a partner for the operation of the service.

## **1 Purpose of this report**

1.1 The purpose of this report is to brief Executive Board on:-

- The continued relevance of park and ride for Leeds, in terms of policy justification;
- The need to maintain park and ride as an integral part of the City's transport strategy; and
- The current opportunities for delivering park and ride.

## **2 Background information**

2.1 This report has been prepared in response to a resolution at the Full Council meeting on 18 January 2012 for a report be submitted to Executive Board on options for delivering park and ride to serve Leeds city centre.

2.2 Leeds has a key role to play in driving the Leeds City Region economy. An efficient and capable transport system is vital to accommodate predicted growth and to make Leeds an attractive place to work, live and visit.

2.3 The transport strategy to accommodate the growth seeks to develop a range of transport options and choices which are aligned towards the nature and distance of journeys. Measures to encourage walking and cycling therefore assist in widening mode choice for shorter trips, whilst bus and NGT offer extra options for middle distance trips originating within the city itself, and rail and park and ride provide for longer distance trips. A park and ride strategy therefore extends the range of options for drivers travelling into the City Centre.

2.4 Park and ride can take several forms and is well established in the UK. It is typically promoted to achieve one or more of the following aims:-

- To maintain or increase the number of trips to key centres, which are desirable for the economy;
- To avoid using valuable and scarce land in key centres for car parking and access roads; and
- To reduce congestion and pollution.

2.5 To support the ongoing development of the strategy and the identification of deliverable schemes, a review has been undertaken of various park and ride schemes around the UK. Appendix A contains a table listing some of the UK schemes. This shows that the majority require an annual subsidy, although there are notable examples which run successfully on a commercial basis. There are a large number of factors which need to be right to deliver a successful commercial park and ride scheme. York has one the most successful park and ride programmes in the UK and they have recently gained Major Scheme approval for two new park and ride sites and associated bus priority, costing on average about £10 million each and providing a total of 1,700 spaces. Many of the examples of

solely bus based schemes are drawn from county towns and cities where bus journey lengths are shorter and central area parking is tightly constrained, and there are fewer examples or models for schemes in large metropolitan cities.

- 2.6 There is currently only one formal bus park and ride site serving Leeds, which is the small 157 space site on King Lane that is served by regular service buses using the guideway into the city centre. It is not well used, with only around 60 cars parking there per day, because it is not in an optimal location and the service pattern and journey time is not competitive with driving to Leeds City Centre.
- 2.7 Rail park and ride is, however, significant in West Yorkshire, with around 3,000 spaces being provided at suburban rail stations. Many of these provide parking for people travelling to Leeds. Two of the larger facilities are at Garforth and New Pudsey stations, which have around 270 spaces each.
- 2.8 Many rail station car parks are full before the end of the morning peak and so rail park and ride is predominantly commuter use. The scope for expanding park and ride at existing stations is constrained by factors such as train capacity and local site conditions. However, there are opportunities, for example at New Pudsey, where the rail operator is seeking DfT funding to extend the existing car park. If successful, the extension would provide a useful increase in capacity. Opportunities for other localised increases in parking capacity are also being investigated and although these would not add significant extra capacity they may be targeted at reducing parking problems in surrounding streets with worthwhile local benefits.
- 2.9 Park and ride was originally identified in the 1991 Leeds' transport strategy which identified the role for sites at strategic locations around Leeds to intercept city-bound traffic. This included sites at Stourton and Tingley to the south, Bodington to the north west and Grimes Dyke to the east which were reserved for park and ride use in the 2001 Unitary Development Plan (UDP) and formed part of the earliest rapid transit plans for the city, now superseded by the New Generation Transport (NGT) scheme. which forms a key element of the present strategy.
- 2.10 Park and ride also has another potentially key role in facilitating the regeneration of the city centre, especially in the medium term. It is anticipated that existing temporary 'cleared site' low-cost long stay car parks would close as new capacity on the public transport system is provided and new fit for purpose sustainably located parking facilities come on stream as further development proceeds in the city. Park and ride provides an alternative cost-effective solution for the displaced motorists whilst maintaining or increasing transport capacity into the City Centre. The Council's interim provisions for commuter parking seek to strike a balance which retains sufficient cleared site parking in the short term and reflects that implementation of the full park and ride strategy is still several years away.
- 2.11 The NGT proposals include delivery of two of the most significant strategic park and ride sites for Leeds, at Stourton and Bodington. These sites have the capacity to eventually provide up to 3,000 spaces between them. A government decision on NGT is expected by the end of May 2012. Extensive dialogue has taken place with the DfT in preparation for the final submission of the revised business case documents.

- 2.12 In addition, the Leeds Rail Growth Package major scheme includes parking for a total of 450 cars at the proposed Kirkstall Forge and Apperley Bridge stations. Both these stations received approval from the DfT in late 2011. The City Region Transport Strategy has also identified an opportunity for a Parkway station to the east of Leeds, which includes the provision of around 500 parking spaces, which is subject to more detailed development work in the medium term. The proposal is not currently funded and will also be contingent on rail industry proposals.
- 2.13 Park and ride for Leeds has been the subject of several detailed studies, particularly since 2005. The most comprehensive study was undertaken by Halcrow in 2009 which considered an extended list of possibilities across Leeds. The sites identified as having the greatest potential for further development and appraisal are listed below:-
- North: A61 Harrogate Rd
  - North East: A64 Grimes Dyke
  - East: A63 Aire Valley
  - South: A653 Tingley
  - South West: M62/A62 Gildersome
  - West: A647 New Pudsey Station (rail)
- 2.14 The location of these sites is shown on a plan in Appendix B together with Elland Road, the NGT sites at Stourton and Bodington (which were assumed to go ahead in the study) and key sites proposed for rail park and ride.
- 2.15 Delays to delivery of park and ride schemes to date have been due to a complex set of factors including cancellation and delays to DfT-funded major schemes, lack of revenue for service support, lack of site ownership, green belt and other planning restrictions and site development costs.

### **3 Main issues**

- 3.1 The upper range of currently predicted jobs growth for the City Centre, of 23,000 jobs by 2026 (Regional Econometric Model), would generate about an estimated 10,000 additional morning peak commuting trips into Leeds. Current estimates are that additional rail capacity could provide about half of this and park and ride about one-third, i.e. around an estimated 3,300 trips. To provide capacity for off-peak trips, which are necessary to support park and ride bus services commercially, around an estimated 4,100 park and ride parking spaces are required.
- 3.2 With the present delays to the NGT project, there have been suggestions that proposals could be brought forward for the earlier delivery of park and ride at the Stourton and Bodington sites. In addition, the recent focus on the role of managing the level of cleared site parking, together with progress on major present developments such as the Arena and Trinity Leeds and anticipated

developments such as Eastgate, has brought the city's park and ride aspirations into focus.

- 3.3 The following paragraphs give an overview of the issues surrounding the delivery of the identified park and ride sites described above and shown on the plan in Appendix B, and propose a preferred approach to progressing the strategy. The sites identified have been identified in the course of a number of extensive reviews of options for the city. The options are listed in terms of prospective timetables for their delivery.

### **Short term**

#### **3.4 South / South West – Elland Road**

- 3.4.1 The study reviewing options in 2009 suggested that Tingley and Gildersome would be appropriate to serve these sectors of the City's approaches. These sites are not currently considered feasible commercially as they would both require sizeable ongoing revenue subsidy, possibly in excess of £1 million per annum which is due largely to their distance from the city centre whilst the availability and deliverability of suitable sites are also an issue. However, a single site at the LCC-owned car parks adjacent to Elland Road stadium does have the potential to intercept most of the same traffic, and it is an established Brownfield site already used for parking.
- 3.4.2 Furthermore, such a development at Elland Road could assist the redevelopment aspirations of the South Bank and Holbeck Urban Village, by providing a bus service which serves these areas. It would also serve to ease congestion on the M621 and other routes leading into the city centre.
- 3.4.3 Investigations have been made to identify if there is a 'quick win' park and ride scheme for Leeds to help deliver new capacity which could be opened in 2013 subject to funding and due processes. An assessment reviewed nearly 100 potential sites and the work is summarised in Appendix D. The work showed that Elland Road is currently the only feasible location.
- 3.4.4 Feasibility work has shown that a modest scheme at Elland Road could be delivered for around £2 million. Given the desire to not prejudice major development opportunities, a balance would need to be struck to achieve the right level of quality to satisfy planning requirements and attractiveness to users. Whilst the whole site has parking for nearly 3,000 cars, a park and ride service would be expected to operate with between 500 and 1,000 spaces which, with appropriate management, is considered compatible with the specific parking requirements for the stadium.
- 3.4.5 The Elland Road site has the potential to run commercially because it is relatively close to the city centre, which will allow the use of an optimal number of buses to provide a service. Although it is likely to require revenue support in the first year or two, initial indications suggest that with a 5 year contract it could be a viable commercial proposition.

- 3.4.6 Before the scheme can progress further it is necessary to explore procurement and commercial viability issues. This will need to be done by discussion with potential delivery partners (through the proposed issuing by Metro of an OJEU Prior Information Notice (PIN) notice). This process does not commit the authority to any further procurement activity but allows an understanding of the opportunities for partnering before proceeding to the later stages of project development.
- 3.5 East – Aire Valley
- 3.5.1 The planning of the Aire Valley Leeds area, now designated as an Enterprise Zone (EZ), has recognised the need for an effective public transport service to provide accessibility for the proposed developments. Specifically, an attractive bus service is required to connect the Aire Valley with the City Centre and this forms a key part of the emerging EZ transport strategy. Provision of a park and ride site could generate enough additional demand to make a service fully commercially viable and of a higher frequency than may otherwise be possible.
- 3.5.2 Several sites have been considered for park and ride including the LCC-owned former Wholesale Markets and the area in private ownership formerly proposed for a Motorway Service Area site at M1 Junction 45. The currently favoured location is a plot within the Temple Green development adjacent to the East Leeds Link / Bell Wood roundabout, with capacity for 600 to 1000 spaces.
- 3.5.3 Subject to further development and agreement it is anticipated the delivery of the site would be progressed as part of a package, in negotiation with the site developer. A bus service would need initial revenue funding but it is estimated that after 2 years the bus service could generate a surplus (less any site lease costs).
- 3.5.4 This is a significant opportunity to provide a well sited park and ride facility and it is proposed to pursue the scheme for the earliest implementation consistent with the development of the EZ. The ability to both meet park and ride needs and simultaneously serve development within the area is a major benefit to this option.

### **Medium Term**

- 3.6 NGT - Stourton and Bodington
- 3.6.1 Subject to the DfT's decision in May, these sites are expected to open as NGT park and ride sites in 2018 or 2019 and provide capacity for a total of 2,300 cars initially with the potential to expand Stourton by a further 750 spaces. Stourton would in particular provide for northbound M1 traffic whilst Bodington would intercept traffic from the Otley area, which has no convenient access to a rail service.
- 3.6.2 The NGT programme is a comprehensive package including significant bus priority and segregation together with an attractive rapid transit service which should enable provision of park and ride without the need for any subsidy. Without NGT, these schemes would be major projects in their own right, but as stand alone schemes the business case would be on a different footing compared with the integrated service option that NGT provides.

### 3.7 North East – Grimes Dyke

- 3.7.1 Grimes Dyke is a Greenfield site which is currently unfunded. The case for this site is closely linked with the future development plans for the East Leeds Extension and the associated transport infrastructure and access package. Aligning with future development allows the development of mutually beneficial service patterns for both park and ride and local access. Therefore, this site is not currently recommended for early development.

#### Longer Term

### 3.8 North - A61 Alwoodley Gates (opposite Leeds Grammar School)

- 3.8.1 Being some way outside of the Outer Ring Road, this site will predominantly serve the A61 from Harrogate. It's main competitors would be the Harrogate Line and the existing express bus services which operate from Harrogate.
- 3.8.2 This site is identified in the UDP for park and ride. However, the Council is currently considering options for provision of long term burial space for the City and the LCC-owned land available in this location is one of the options under consideration.
- 3.8.3 Forecasts suggest that around 550 spaces could be justified. However the business case has not been firmly established for this site. Because of its distance from the centre of Leeds, even a demand of 550-600 cars per day would require significant revenue support for a dedicated park and ride service. There is some potential for it to be served by semi-fast regular buses but to date there has been no significant operator interest in reconfiguring their services to serve the site.
- 3.8.4 The estimated construction cost in 2009 was £6.1m for a 550 space car park plus land and bus priority so the out-turn cost would be likely to be in the region of £8 million to £9 million. Given the prospect of more commercially viable schemes elsewhere in Leeds, it is proposed that this site continues to be identified for future consideration, to be informed by the experience gained from developing the most promising short term options.

### 3.9 Proposed Strategy

- 3.9.1 To move park and ride provision forward for the city, the following strategy is proposed for consideration.
- 3.9.2 The outcome of the DfT's decision is awaited on NGT. Should the decision not be in favour of the promoters, then a review will be required to establish the best way to implement these sites. They will, however, need to be progressed as major projects in their own right because their value exceeds what is presently available within the Local Transport Plan. However, because of the work needed to develop the NGT scheme there is already a detailed understanding about the development and delivery issues of these sites.
- 3.9.3 Given its relatively modest cost and ability to be delivered quickly, it is proposed that further development of a scheme at Elland Road should be pursued with the potential for implementing a scheme in 2013 (subject to consultation and due



processes including planning). Delivery of a scheme will need to take on board concerns about such a proposal within the local communities and completion of a sustainable funding package.

- 3.9.4 In tandem with development of the Elland Road proposals, it is proposed to continue technical evaluations and negotiations with the landowner to achieve an appropriate funding and delivery package for a site in Aire Valley Leeds. This will allow a firmer timetable to be attached to the delivery of this scheme.
- 3.9.5 The site at Grimes Dyke should be investigated for delivery as part of the East Leeds Extension and therefore the scheme development cannot be substantially progressed at this point in time.
- 3.9.6 It is proposed that the site at Alwoodley be retained as park and ride status in land use planning, but at the present time the business case is considered to be insubstantial. Therefore, although it is believed that the site has potential, it would be premature to develop it further at this time. In this context, there would also be advantages in learning from the delivery of the strongest sites to reduce the risks in developing further sites, particularly in understanding service revenue risk, in regard to the Leeds market specifically. Any decision also has to be made in the context of the current review of options for long term burial space.
- 3.9.7 The estimated park and ride capacity of 4,100 spaces to service Leeds' continued development therefore has the potential to be met from the identified key sites.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 The consultation for NGT in 2008 and 2009 specifically included the park and ride sites at Stourton and Bodington. The results showed strong support for park and ride amongst respondents.
- 4.1.2 There has been no further recent consultation on wider park and ride strategy other than that which identified the sites included within planning policies. With regard to the proposed site at Elland Road, at this stage of the decision making process it is not appropriate to undertake full consultation. However, a Ward Member briefing was held in January 2012. Ward members have concerns about traffic impacts on local roads and these have also been reflected in concerns raised by a local community group. A full consultation exercise will be undertaken in due course.
- 4.1.3 The Highways Agency have been engaged in previous discussions about park and ride options in the city and are fully involved in the NGT proposals. The Elland Road option has been discussed informally and they have no objection in principle, subject to agreeing any detailed proposition and traffic modelling.
- 4.1.4 The Aire Valley park and ride scheme would be consulted upon as part of the engagement with stakeholders for the development of the Enterprise Zone as the proposals are developed further.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An equality impact assessment screening has been completed. The screening suggests that, in general, the park and ride strategy has no adverse impact on protected characteristics. More detailed screenings and assessments will be required when schemes and their funding have been developed in more detail.

## **4.3 Council policies and City Priorities**

- 4.3.1 A park and ride strategy aligns with the West Yorkshire Local Transport Plan and with the objectives of the Leeds City Region Transport Strategy with themes such as 'developing a strategic framework for demand management' and 'improving strategic connectivity to tackle congestion'.
- 4.3.2 The Leeds City Region Transport Strategy also includes interventions to provide new and expanded park and ride sites in the short term as well as new park and ride facilities located adjacent to the motorway and other priority corridors.
- 4.3.3 Park and ride has the potential to contribute to several City Priorities, notably making Leeds the best city for business.
- 4.3.4 More details of how park and ride specifically meets these policies and the Priority Plan is contained in Appendix C.

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

- 4.4.1 This report is not seeking approval for any capital or revenue expenditure at this time. However, given the high capital cost of delivering P&R schemes (typically £5 million to £10 million each), it will be important to identify in due course an appropriate funding strategy. This will in turn depend on the current consultation being held by the DfT on devolving major scheme funding to the local level and future developments regarding a proposition for a West Yorkshire Transport Fund.
- 4.4.2 At present the possible funding sources for the viable schemes identified above could be:-
- Elland Road – as a 'quick win' site this would be funded through a funding package being developed with Metro which would incorporate Local Transport Plan capital and developer contributions.
  - Aire Valley – a funding package has not yet been established for this proposal. Various options are being investigated in terms of the site and the establishment of a viable service option, but these are not yet firm.
  - Stourton and Bodington – positive announcement in May would see these funded by the DfT and the agreed local contribution. If the announcement is not favourable, the options and funding route would need to be reconsidered and this can be informed by work already undertaken in connection with NGT.
- 4.4.3 Any package of park and ride schemes carries the possibility that revenue support (subsidy) will be required in the early years of operation and potentially into the future if the patronage forecasts are not realised. More detailed work is required

to understand risk and uncertainty, which forms part of every scheme development process. More detailed work is also required in the development of bespoke funding packages and delivery models, in which the selection of operational partners is an essential element.

- 4.4.4 With regard to associated charges, Park and Ride must be offered as a competitive alternative to driving and parking in the city centre, but it must also be established on a sustainable financial basis. There will also be a need to ring-fence funds for site maintenance and future improvements. The cost of the bus fares and/or parking charges will emerge in due course and further reports will be submitted as appropriate.
- 4.4.5 The value for money of park and ride schemes will be assessed during the development work.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 There are no specific legal implications arising from this report. Clearly each scheme will have a range of legal implications relating to funding agreements, land, traffic and parking orders, and contractual and procurement issues. These will be addressed in the reporting and approval requests as projects are progressed.
- 4.5.2 The report is eligible for Call-In.

#### **4.6 Risk Management**

- 4.6.1 Each individual park and ride scheme will have associated risks with its delivery and operation. These risks will be evaluated as and when it is proposed to progress each scheme.
- 4.6.2 The two key risks associated with the proposed park and ride strategy are inability to provide capital funding and the requirement for revenue support.

### **5 Conclusions**

- 5.1 As the report explains, the prospects for park and ride have been extensively studied for Leeds. Whilst the case for rail and rapid transit based measures has become well established, for bus based systems it is clear that site location, availability and affordability criteria are key determinants to the prospects for development.
- 5.2 It is proposed to continue with the development of bus or rapid transit park and ride as part of the wider integrated transport strategy for the city and specifically to undertake more detailed development work for the following schemes, subject to the local development context, funding and due processes:-
  - 5.2.1 Elland Road: is feasible and could potentially be delivered in the short term using local funding sources although local community concerns about the scheme will need to be considered. Further feasibility work is required to understand procurement issues and the scheme's commercial performance.

- 5.2.2 Aire Valley: a park and ride scheme is a key part of the Enterprise Zone (EZ) transport strategy. A preferred site has been identified adjacent to the East Leeds Link Road. The programme and funding is tied into the development of the EZ.
- 5.2.3 Stourton and Bodington: the outcome of the DfT's decision on NGT sites is awaited. However, if delivered as stand-alone schemes, they would probably need to be funded as major schemes.
- 5.3 It is suggested that the remaining identified sites at Grimes Dyke and on the A61 at Alwoodley Gates should remain available for medium to longer term implementation. The Council will need to consider the potential for park and ride at Alwoodley Gates during consideration of options for long term burial space.

## **6 Recommendations**

6.1 Executive Board is requested to:-

- i) Note the contents of this report and the issues which it raises; and
- ii) Endorse the continued development of the park and ride strategy and proposals currently being progressed including further feasibility work for the Elland Road site moving towards the selection of a partner for the operation of a service.

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

7.1 The following background documents relate to this report:

- 7.1.1 Council minutes, 18 January 2012 (Item 84)
- 7.1.2 Equality Impact Assessment screening, Park and Ride Strategy, March 2012
- 7.1.3 Elland Road Masterplan update, June 2011
- 7.1.4 Core Strategy, Leeds Local Development Framework, Development Plan Document, Publication Draft, February 2012 (from [www.leeds.gov.uk](http://www.leeds.gov.uk))
- 7.1.5 Leeds New Generation Transport – Final Consultation Results, Report, October 2009, SDG for Metro/LCC (from [www.ngtmetro.com](http://www.ngtmetro.com))
- 7.1.6 'Access York' Best and Final Funding Bid to DfT, York City Council, 2011 ([http://www.york.gov.uk/transport/Parking/Park\\_and\\_Ride/new/2011-09-09/](http://www.york.gov.uk/transport/Parking/Park_and_Ride/new/2011-09-09/) )

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

## Appendix A The Performance of Park and Ride Schemes Around the UK

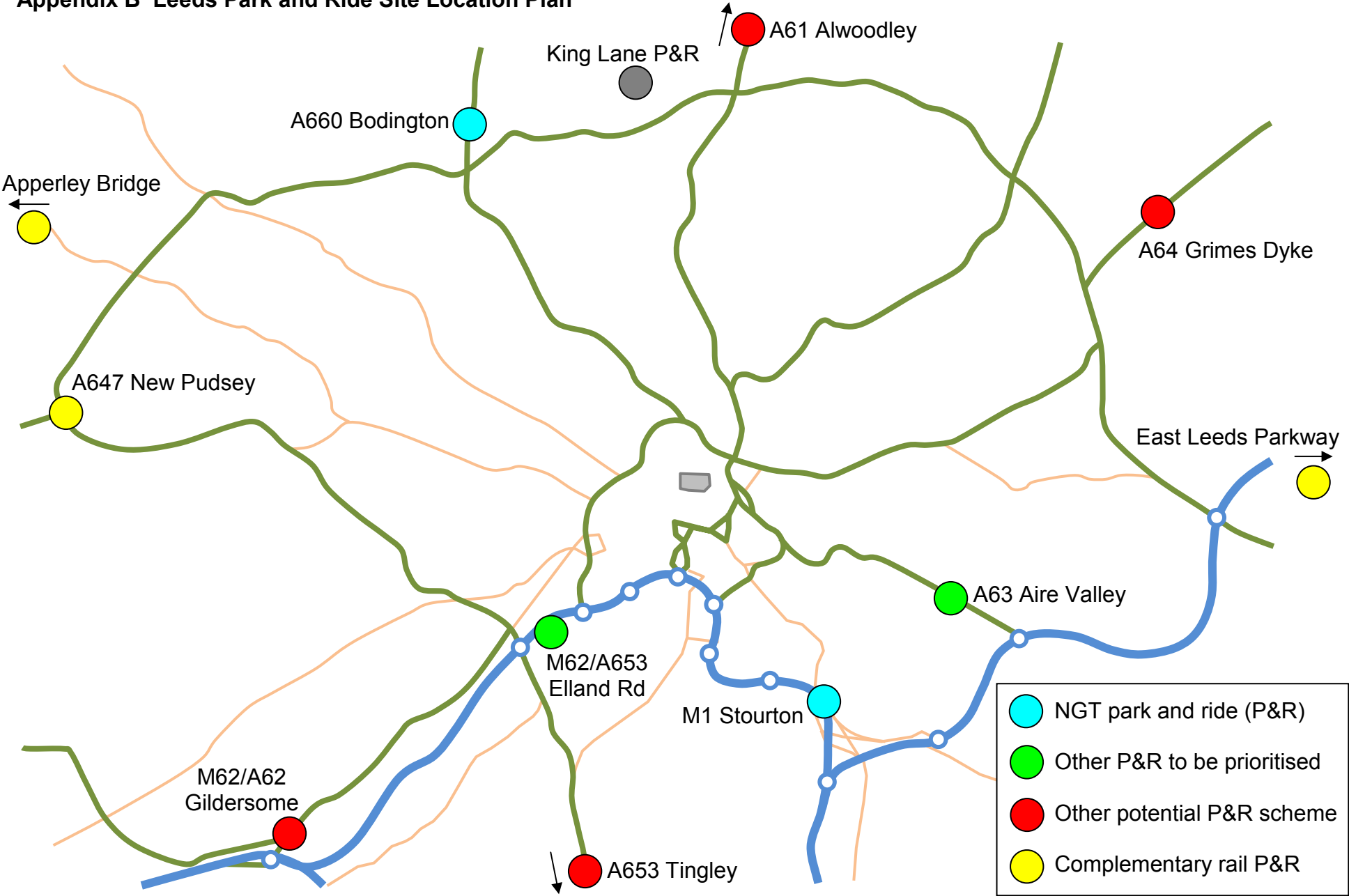
**Table A1 Details of Selected UK P&R Operations at 2008**

P&R Site	City Population	Est. Date	No. of Sites	Total P&R Spaces	Bus Service Type	Subsidy for Bus service	Peak Frequency (min)	Off-Peak Frequency (min)	Return Fare	Fare as % of 8 hours Parking	Patronage Growth (Avg Ann'l)
Aberdeen City	209,260	1994	2	1,550	Dedicated	Commercial	7.5 and 15	15	£2.00	26.7%	+5.3%
Aberdeenshire	236,260	2000	1	250	Conventional	Commercial	10-15	20	£3.50	46.7%	+12.6%
Coventry	300,848	1991	2	565	Dedicated	£227,900 / a £1.41 per user	12 and 15	12 and 15	£2.00	23.5%	
Derby	237,000	1994	2	1,600	Dedicated / Ordinary	Commercial	10 -15	15	£2.20	29.7%	Unknown
Durham	85,113	2005	3	1,168	Dedicated	£164,000 / a £0.37 per user	10	10	£1.70	20.8%	+21.1%
Edinburgh	445,026	2005	5	1,807	Dedicated / Ordinary	Commercial	4	15	£2.40	35.3%	
Exeter	122,400	1987	4	2,160	Dedicated (2 sites sub)	£390,000 / a £0.67 per user	10-12	10-12	£1.70	35.7%	+6.8%
Ipswich	117,069	1997	3	1,700	Dedicated	£632,000 / a £1.70 per user	10 and 12	10 and 12	£2.90	43.7%	
Norwich	367,065	1991	6	4,912	Dedicated	£140,000 / a £0.08 per user	7-10	10-20	£3.30	38.8%	
Perth	43,450	2002	3	576	Dedicated / Ordinary,	£150,000 / a £2.15 per user	10	15	£1.00	55.3%	
Winchester	107,222	1994	2	780	Dedicated		8	15	£2.70	50.0%	-4.3%
Worcester	95,927	2001	1	450	Dedicated	£170,000 / a £0.59 per user	10	10	£2.20	58.7%	+6.7%
York	191,800	1991	5	3,610	Dedicated	Commercial	10	15	£2.30	30.46	

*Fare figures in blue represent where the charge is for parking a car, rather than per person.*

Source: Nestrans Park and Ride Operations Study, Final Report, May 2008, Atkins (Table 3.2) ([www.nestrans.org.uk](http://www.nestrans.org.uk))

Appendix B Leeds Park and Ride Site Location Plan



## Appendix C Relevant Policies

The development and implementation of park and ride sites is proposed to serve Leeds City Centre. These are designed to meet future parking demands anticipated from major developments and supports the city centre transport and parking strategies.

### Regional Policy

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.

The LCR 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 development 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).

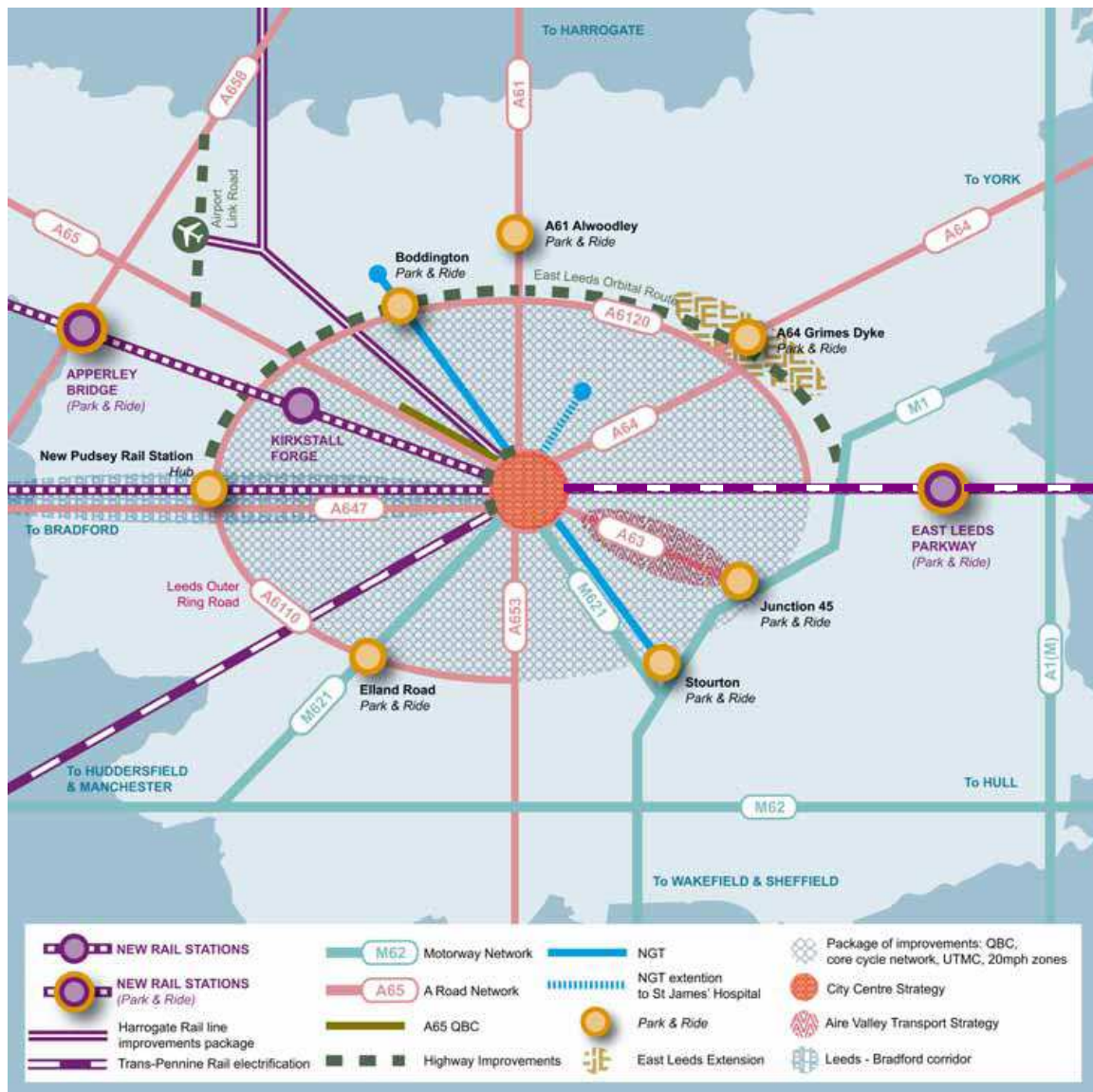
### Local Policy – Core Strategy

Park and ride is promoted with the draft Core Strategy as a possible solution to the City's transport problems. Para 4.9.9 states:-

*“There is little road capacity for increased car commuting into the centre of Leeds and limited spare capacity for rail commuting until extra capacity is provided on both the trains and at Leeds City Station. If the city is to grow as forecasts suggest is possible, ways needs to be found of getting more people into the City Centre without adding to traffic congestion or the capacity problems of the rail network. This may include making better use of the city's bus network, increasing rail capacity, providing park and ride sites, encouraging increased car occupancies and converting shorter distance car journeys to cycle and walking.”*

Spatial Policy 11 of the draft Core Strategy includes investment in the provision of park and ride facilities. The network diagram in the draft Core Strategy is shown in Figure C1.

**Figure C1 Key Elements of Leeds Transport Strategy (Map 9 of the draft Core Strategy)**



### Local Policy – Local Transport Plan

Proposals for park and ride 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.
- 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).

The emerging Local Implementation Plan and Transport Strategy for Leeds 2011-2026 sets out the proposal for a new, bus-based park and ride site, with up to a 1000 spaces for delivery within the next two years with a further site in the early stages of planning. This would complement the Park & Ride proposals associated with New Generation Transport (NGT). In the longer term it is envisaged that a series of sites will be brought forward at locations around the outer ring road so that longer distance travellers to the city centre, who are unable to make use of rail, have an alternative to the private car. This ring of park and ride sites will enable people to travel swiftly to the city centre by dedicated bus or NGT.

#### City Priority Plan 2011-2015

The Council's City Priority Plan includes a priority to improve journey times and the reliability of public transport to contribute towards making Leeds the best city for business. Park and ride can contribute to this through:-

- Reducing traffic congestion in and near the City Centre which could assist the reallocation of roadspace towards buses, walking and cycling;
- Providing a new public transport travel choice, including for those people who live within walking and cycling distance of the park and ride site.

The Plan also prioritises those measures which support the sustainable growth of the Leeds economy by enabling more development of brownfield land. Park and ride could contribute to this by relocating parking from the city centre to locations further afield and making the brownfield land available for development.

## **Appendix D Quick Win Park and Ride Site Selection**

### Introduction

This appendix sets out the most deliverable opportunities for one or more Quick Win P&R sites to serve Leeds City Centre as assessed during 2011.

### Site Long List and Appraisal

A 'long list' of nearly 100 potential P&R sites was assembled as follows:-

- 44 sites from the 2009 Halcrow study (11 new heavy rail stations, 31 bus, 2 heavy rail and/or bus);
- 4 sites on the A64 and one on the East Leeds Link Road, from the 2010 AECOM report, all bus-based;
- 1 third party proposal for bus-based P&R;
- 14 existing heavy rail stations in and around Leeds; and
- 30 'new' Quick Win sites identified during this study, generally comprising existing car parks or cleared sites.

Table D1 contains a list of the sites considered. Sites were rejected as being unsuitable if they did not meet one of the following criteria:-

- affordability – this ruled out Greenfield sites and those requiring substantial operating subsidy (those with longer journey times and lower patronage);
- ability to be delivered relatively quickly, i.e. in about 2-3 years – this ruled out new railway stations and locations in other Districts;
- acceptability, especially in terms of whether the site could be a viable alternative for drivers who currently use low cost long stay car parks in the City centre, with potential to provide enough capacity to accommodate them;
- deliverability, particularly in relation to obtaining land.

### Site Short List

The long list was reduced down to a short list of 7 sites which are shown below, in approximate order of merit against the above criteria:-

#### *Most promising (LCC-owned):-*

- Elland Road Stadium Car Parking (site ref: 28);
- Wholesale Markets Site, Cross Green (site ref: A11) [Note: this site has now been selected for the Leeds Waste Transfer Station so is not available for park and ride]

#### *Potential (third party owned):-*

- Leeds Valley Park (Site Ref: Q11);
- New Pudsey Station / Owlcotes Centre (site refs: 38 / Q21) – rail P&R;
- Corner of A6120 and A62 Gelderd Road (site ref: Q18);

#### *Lowest Priority:-*

- Tulip Retail Park (site ref: 20); and
- John Charles Centre for Sport (site ref: 19).

**Table D1 Long List of Sites (excluding existing railway stations)**

Ref	Name	Sector	Mode	Ref	Name	Sector	Mode
<b>HALCROW STUDY (2009)</b>				<b>AECOM STUDY: A64, A63, A61(N) (2010)</b>			
1	Arthington	N	Rail	A4	Harehill Lane Playing Fields	NE	Bus
2	Leeds Bradford Airport	N	Bus	A5	A64 Gipton Approach (Halton Dial)	NE	Bus
3	Horsforth Woodside	N	Rail/ Bus	A6	A64 Wykebeck Valley Road	NE	Bus
4	Bodington	N	NGT	A7	A64 Opposite Asda Killingbeck	NE	Bus
5	King Lane (expand existing)	N	Bus	A11	Wholesale Markets Site, Cross Gn	E	Bus
6	A61 Harrogate Road	N	Bus	<b>MISCELLANEOUS</b>			
7	A58 Wetherby Road	NE	Bus	M1	Drighlington Developer Proposal	SW	Bus
8	A64 Grimes Dyke	NE	Bus	<b>NEW SITES IDENTIFIED FOR THE QUICKWIN EXERCISE</b>			
9	Moresdale Lane, York Road	NE	Bus	Q1	Northside Retail Park, Meanwood	N	Bus
10	Thorpe Park	NE	Rail	Q2	Marsh Lane E, Woodpecker	NE	Bus
11	A63 Halton	E	Bus	Q3	Thorpe Park new developments	NE	Bus
12	M1 J46 East	E	Bus	Q4	Bridgewater Road (IRR6)	E	Bus
13	M1 J46 West	E	Bus	Q5	Copperfields College, Cross Gn	E	Bus
14	East Leeds Parkway	E	Rail	Q6	Haigh Park Road	E	Bus
15	Thwaite Gate	E	Bus	Q7	Lord Halifax Land, Bell Wood	E	Bus
16	East Leeds Link (M1 J45)	E	Bus	Q8	M1 J44 N	E	Bus
17	Methley	E	Rail	Q9	Sainsbury's Colton (M1 J46)	E	Bus
18	Ferrybridge	E	Rail	Q10	Yam Street cleared site	E	Bus
19	South Leeds Stadium	SE	Bus	Q11	Leeds Valley Park (W of A61)	SE	Bus
20	Tulip Retail Park	SE	Bus	Q12	Morrisons, Penny Hill Centre	SE	Bus
21	Stourton	SE	NGT	Q13	Carcraft, Morley M62 J28	S	Bus
22	Wrenthorpe	SE	Rail	Q14	Birstall Shopping Park	SW	Bus
23	East Ardsley	SE	Rail	Q15	Ikea, Birstall	SW	Bus
24	Wooley Edge MSA (M1)	SE	Bus	Q16	Junction 1 Retail Park (M621)	SW	Bus
25	East of Dewsbury Road	S	Bus	Q17	Junction 27 Retail Park, Birstall	SW	Bus
26	White Rose Centre	S	Rail/ bus	Q18	N of Gelderd Road / Ring Road	SW	Bus
27	Tingley	S	Bus	Q19	Showcase Cinemas, Birstall	SW	Bus
28	Elland Road (car parks)	SW	Bus	Q20	Bingo, Stonebridge Lane	W	Bus
29	Elland Road (SW railway)	SW	Bus	Q21	M&S, Asda Pudsey	W	Rail/ Bus
30	Brighouse (M62 J25)	SW	Bus	Q22	Makro, Low Wortley	W	Bus
31	Gildersome	SW	Bus	Q23	Pudsey Civic Hall	W	Rail/ Bus
32	Hartshead Moor MSA M62	SW	Bus	Q24	A65 Kirkstall Road ex-First Depot	NW	Bus
33	Moorside, Bramley	W	Bus	Q25	Island/ Netto, Kirkstall	NW	Bus
34	Stanningley Bypass	W	Bus	Q26	Kirkstall Forge	NW	Bus
35	Armley	W	Rail	Q27	Kirkstall Valley Park	NW	Bus
36	A58 Whitehall Road	W	Bus	Q28	Kirkstall Viaduct Retail Park???	NW	Bus
37	Rodley Lane	W	Bus	Q29	Morrisons, Kirkstall	NW	Bus
38	New Pudsey Station	W	Bus	Q30	Woodhouse Moor (Cinder Moor)	NW	Bus
39	Apperley Bridge	NW	Rail				
40	Rodley/ Calverley Bridge	NW	Bus				
41	Horsforth West End	NW	Bus				
42	Kirkstall Sewage Works	NW	Bus				
43	Kirkstall Forge	NW	Rail				
44	Kirkstall Bridge	NW	Rail				