

**Report of Director of City Development**

**Report to Executive Board**

**Date: 19 December 2018**

**Subject: Temple Green Park and Ride - Land purchase to support expansion**

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? Appendix 1 10.4(3)	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

**Summary of main issues**

1. The vision for Leeds is to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. With transport and inclusive growth intrinsically linked, a key element of the Leeds Inclusive Growth Strategy is supporting people, place and productivity through the provision of 21<sup>st</sup> century infrastructure.
2. In December 2016 Executive Board approved the Connecting Leeds Transport Strategy which was shaped by the people of Leeds through our Transport Conversation. The strategy retained the ambition for a mass transit system within Leeds, but listened to the concerns of people who wanted to see action now, with a clear focus on spending the £173.5m from Department for Transport on a 'Leeds Public Transport Investment Programme'. Our Connecting Leeds Vision shaped by a city wide transport conversation looks to create:
  - A world-class connected city, that allows seamless end to end public transport journeys internationally, nationally, regionally and locally;
  - An ambitious city, that attracts and plans for inclusive growth;
  - A smart city that embraces innovative technology to efficiently use, manage and maintain the transport network;

- A people-focused city, with well-connected neighbourhoods and a city centre that's easily accessible for everyone;
  - A healthy city, that allows more people to walk, cycle and be more active, with reduced traffic and emissions to create cleaner air.
3. The Leeds Public Transport Investment Programme is progressing a range of schemes which are to be completed in the next three years. These focus on four main themes:
    - Rail Investment including 3 new stations and accessibility improvements at existing stations
    - Bus priority improvements on 5 key routes
    - City Centre Gateway improvements
    - Park & Ride, 2 new sites and expansions of existing sites
  4. The success of the park & ride facilities at Elland Road and Temple Green has exceeded expectations. Elland Road is being expanded for the second time through this programme providing an additional 550 spaces.
  5. At the Temple Green site with current growth in patronage the site will be full in 2019 and longer term an expansion in the order of 400 new spaces could be justified to meet future demand.
  6. In addition to the improved park & ride services to the city centre the provision of the bus service has improved public transport connections in the Aire Valley Enterprise Zone, which continues at a pace to be transformed into a key employment location, generating over 500 new jobs and attracted global businesses to Leeds.
  7. The Council has the opportunity to acquire land adjacent to the Temple Green Park & Ride which will enable circa 400 additional parking spaces to be provided.

## **Recommendations**

8. Executive Board is recommended to:
  - i) Note the success of the Temple Green Park & Ride.
  - ii) Approve terms set out in exempt Appendix 1 for the acquisition of land upon which the Temple Green Park & Ride can be extended.
  - iii) Note the acquisition will be funded from the Leeds Public Transport Investment Programme (LPTIP).
  - iv) Delegate authority to the Director City Development to approve any subsequent changes to the terms for the acquisition and authorise the Director to complete the acquisition.

- v) Delegate authority to the Director of City Development to give authority to spend at the appropriate time the capital necessary to complete the land acquisition.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to advise Executive Board of the success of the park & ride facilities in Leeds and the opportunity for the Temple Green facility to be extended. The report will recommend terms for the acquisition of the additional land and recommends authority be delegated to the Director of City Development to progress the acquisition.

## **2 Background information**

- 2.1 The Council's vision is for Leeds to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. With transport and inclusive growth intrinsically linked, a key element of the Leeds Inclusive Growth Strategy is supporting people, place and productivity through the provision of 21st century infrastructure. With the ambition to be the best city for health and wellbeing, transport also has a crucial role to play in supporting active and healthy lifestyles, through reducing the negative impacts of transport on air quality with the progression of a Clean Air Zone for the city. For Leeds to be a child friendly city - connected transport for young people has been highlighted as a priority in the Children & Young People's Plan. Improving transport accessibility is also an important part of making Leeds of the best city to grow old in.
- 2.2 The West Yorkshire Transport Strategy 2040 sets the ambition to create "a world class public transport system that connects different modes of transport seamlessly into one comprehensive, easy to use network." The Leeds Core Strategy, adopted in November 2014, sets out proposals for the integration of transport solutions with spatial planning and inclusive growth.
- 2.3 The Council opened the park & ride facilities at Elland Road in 2014 and at Temple Green in 2017. These offer a real alternative to bringing cars into the city centre, thereby reducing congestion and improving air quality. As other major transport infrastructure projects evolve, the Council has the opportunity to build on the success of the Temple Green Park & Ride by acquiring adjoining land to extend the car park from the current 1,000 spaces by circa 400 spaces. The Temple Green Park and Ride has proved very successful with the car park over 85% full at peak use in recent weeks. At current growth levels the park & ride is expected to be full during 2019.

## **3 Main Issues**

- 3.1 The Council acquired the land required for the Temple Green Park & Ride on 11 August 2016 from Aire Valley Land LLP. The facility was funded by the West Yorkshire Transport Fund and provides 1,000 parking spaces and terminal building. Aire Valley Land LLP owns the larger Gateway 45 site within which the Park and Ride sits. Gateway 45 is being actively promoted for commercial development and the Council has been offered a time limited opportunity to acquire land immediately adjacent to the Park and Ride which would accommodate approximately 400 additional car parking spaces (the exact number will be confirmed during the final scheme design). The land extends to

approximately 1.02 ha (2.52 acres) and is shown marked as the subject site on the accompanying plan.

3.2 A high level options appraisal for future expansion of the Temple Green Park & Ride site considered the following options:

- Alternative expansion sites – sites to the east of the current car park are allocated for the HS2 depot, while other sites in the nearby location would also require acquisition of third party land. A site without a common boundary would require additional stop infrastructure and would be less navigable for users.
- Decking of existing car park to provide another level of parking – this would be a significantly more expensive option and would cause disruption to existing users during construction.

It is therefore concluded that this proposed extension site is the best opportunity to expand the Temple Green site.

3.3 It is recommended that the land be acquired by the City Council and terms are detailed in the accompanying confidential appendix. The acquisition will be funded from the Leeds Public Transport Investment Programme (LPTIP) requiring an injection into the Council's Capital Programme. Construction of the new parking spaces will also be funded from LPTIP requiring an injection into the capital programme.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

4.1.1 Ward Members and the Executive Member for Regeneration, Transport and Planning have been briefed and are supportive of the recommendation to extend the Temple Green Park and Ride.

### **4.2 Equality and diversity / cohesion and integration**

4.2.1 An Equality Impact Assessment (EIA) screening exercise has taken place to ensure due regard to Equality, Diversity, Cohesion and Integration was effectively considered. The outcome of the screening exercise concluded a full EIA is not required at this point and there are no likely impacts on any of the protected equality characteristics. The screening form is attached as an appendix.

### **4.3 Council policies and best council plan**

4.3.1 Acquisition of the land to extend the Temple Green Park & Ride will play a key role in contributing to the Connecting Leeds Transport Strategy and achieving the Best Council Plan priorities of supporting inclusive growth with access to economic opportunities and the provision of 21st Century Infrastructure. This contributes to Leeds' ambition to have a strong economy whilst being a compassionate city, as well as the Council's ambition to be an efficient and enterprising organisation.

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

- 4.4.1 The Council will pay market value to acquire the land. The existing terminus building can accommodate the additional commuters so the project to increase the capacity of the facility is considered to represent value for money. It is anticipated that as is the case with the expansion taking place at Elland Road that the existing site management, licencing arrangements with the operator and the commercial agreement between the Council the Combined Authority and the current contracted service operator will be reviewed in relation to the proposed expansion.

#### **4.5 Legal Implications, access to information and call In**

- 4.5.1 Section 120 of the Local Government Act 1972 gives the Council the power to acquire land by agreement for any of its functions or for the benefit, improvement or development of the area. On completion of the acquisition of the land the Council will become responsible for it.
- 4.5.2 The information contained in the Appendix attached 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 respect of certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the disposal of the property/land then it is not in the public interest to disclose this information at this point in time. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to other similar transactions in that owners of other similar properties would have access to information about the nature and level of consideration which the Council is prepared to pay to acquire land. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of this transaction 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.

#### **4.6 Risk management**

- 4.6.1 The risks associated with the proposal to acquire the land required to extend the Temple Green Park and Ride are considered below:
- i) The land has been previously used and may be contaminated thus rendering it unsuitable for use as a car park or alternative uses in the future if the car park is closed. It is understood that Aire Valley Land LLP remediated the site (together with adjoining land including the current park and ride car park). The Council will benefit from collateral warranties from the remediation company that the land has been adequately remediated for commercial development.
  - ii) Planning permission for car parking use may not be granted. The Council's acquisition will only be completed following completion of detailed

consultation with Planning Officers to determine if the intended use is acceptable and detailed design proposals are acceptable and a subsequent planning application is likely to be recommended for approval. There is a risk, however, that following public consultation during the planning process post acquisition that planning permission is not granted. This risk is considered to be very low.

- iii) It may be considered that purchasing the land at market value reflecting commercial uses when it will be used for car parking is at too high a value. Aire Valley Land LLP can command this level of value and the Council will not be able to acquire the land at any lower value for its intended car parking use. The Council has commissioned an independent valuation by a chartered surveyor to confirm the value of the site.

4.6.2 Any risks associated with construction of the car park will be included in any reports relating to that element of the project.

## **5.0 Conclusions**

5.1 It can be concluded that as the Temple Green Park & Ride has proved popular and usage continues to grow that a strong business case has been formulated to justify its extension onto adjoining land to provide circa 400 additional parking spaces. The adjoining land is available to purchase now and it is recommended that terms be approved for the acquisition. Increased capacity at Temple Green will take more commuter cars out of the city centre helping to improve air quality and reduce congestion.

## **6.0 Recommendations**

6.1 Executive Board is recommended to:

- i) Note the success of the Temple Green Park and Ride.
- ii) Approve terms set out in exempt Appendix 1 for the acquisition of land upon which the Temple Green Park and Ride can be extended.
- iii) Note the acquisition will be funded from the Leeds Public Transport Investment Programme (LPTIP).
- iv) Delegate authority to the Director City Development to approve any subsequent changes to the terms for the acquisition and authorise the Director to complete the acquisition.
- v) Delegate authority to the Director of City Development to give authority to spend at the appropriate time the capital necessary to complete the land acquisition.

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

7.1 None.

---

<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 published works.