

**Report of Director of City Development**

**Report to Executive Board**

**Date: 24 April 2013**

**Subject: ELLAND ROAD MASTERPLAN UPDATE AND PARK AND RIDE SCHEME PROPOSALS**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Beeston and Holbeck	<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. Progress is being made on various aspects of site development at Elland Road following the masterplan update reported in June 2011 and this report updates Members:-
  - i) in respect of the progress of the proposed ice rink on Elland Road;
  - ii) on progress in respect of the construction of the West Yorkshire Police Authority divisional headquarters, on the former Greyhound Stadium site;
  - iii) on proposals to take forward the further development of a Park and Ride scheme on Car Park D;
  - iv) the acquisition of the Castle Family Trust land and;
  - v) the plans for the redevelopment of the East Stand by Leeds United Football Club (LUFC) and the required realignment of Lowfields Road.
  
2. The development and delivery of a sound park and ride strategy in Leeds has been identified as essential to managing traffic growth in the city, given that 75% of car commuters going to the City Centre come from outside the Outer Ring Road and that many commuters presently have limited choices other than the car.

3. The major transport schemes which will provide new strategic Park and Ride capacity in the longer term are in development. In the meantime the basis for a long term parking strategy for the city centre has been put in place and as the next step in the process it would be desirable to pursue the early delivery of a Park and Ride sites to serve to improve city centre accessibility as new developments open. Such a site would also provide additional parking options for major events, potentially including the Tour de France in 2014.
4. After an extensive review of potential sites, the Council owned car parks at Elland Road were considered to offer the best opportunity for providing a viable park and ride scheme in the City, which is identified within the overall Elland Road site masterplan.
5. A review of the site suggests that the best location within the site for this facility is to the rear of Car Park D adjacent to the proposed Ice Rink. This fits with the Masterplan principles and allows for efficient use of parking space, including weekday matches.
6. The next steps in the process of establishing a Park and Ride site would be securing planning consent, further consultation, progressing detailed scheme design and the procurement process for a bus service including establishing any revenue support requirement for the bus service.
7. The scheme would be Leeds' first major bus-based park and ride scheme utilising existing parking capacity on land which is only used on 20-30 days a year. It would commence improvements to the car parks which are in a relatively poor state, thus improving the Council's asset and contributing to the Masterplan's ultimate aim of formally laid out match day parking across the entire site.

## **Recommendations**

8. Executive Board is requested to:-
  - i) note the current position with regard to the proposed developments at Elland Road within the context of the Masterplan;
  - ii) agree in principle to the use of Elland Road for park and ride and, subject to negotiation, the terms of occupation of a site for park and ride use for up to five years in the first instance;
  - iii) approve the further development of a Park and Ride scheme including submission of a planning application; detailed design of the car park and public consultation; and further development of site and operational management proposals;
  - iv) further endorse the principle of income arising from parking activities being re-invested into the support of appropriate transport measures, specifically services relating to the Elland Road park and ride scheme; and.
  - v) agree a report back to Executive Board seeking detailed approval to the scheme once the above processes have been concluded.

## **1 Purpose of this report**

1.1 The purpose of this report is to update Executive Board on the progress being made at Elland Road, in the context of the Masterplan adopted in 2007 to 'kickstart' the wider regeneration of the site. This report outlines the current position including:-

- progress on the proposed development of an ice rink;
- progress on the construction of the West Yorkshire Police Authority (WYPA) divisional headquarters on the former Greyhound Stadium site;
- progress on the development of a Strategic Park and Ride facility on the site;
- the acquisition of the Castle Family Trust Land;
- LUFC's plans for the redevelopment of the East Stand;

## **2 Background information**

2.1 The background to this report is the previously approved Masterplan for the Elland Road site, contained within the Informal Planning Statement. This identified key opportunities for the Elland Road area around the existing stadium. The Masterplan aims to transform this area into a leisure quarter with a mix of activities serving Leeds and the wider City Region.

2.2 The Masterplan also aims to bring about regeneration benefits for this part of South Leeds and to improve access into and around the sites. As well as leisure and ancillary development the Masterplan also aims to provide a comprehensive transport and parking strategy with an identified need for 2,750 parking spaces, and this will all be tied together with quality design and landscaping principles.

### **2.3 Informal Planning Statement & Masterplan**

2.3.1 A report to Executive Board on 22nd June 2011 provided an update to the progress made on the implementation of the Masterplan within the adopted 2007 Informal Planning Statement (IPS). The purpose of this report is to update Members on the progress made since the February 2012 Executive Board report.

2.3.2 Using these objectives, a number of development scenarios were presented in the IPS. The key and consistent features of the various options were:-

- Sites to the south of Elland Road (A,B and C) to be developed for primarily residential use, with the option that C be considered for a replacement Police Headquarters site should there be closure of the Millgarth and Holbeck stations.
- The introduction of appropriate traffic management and environmental treatment of Elland Road;
- The development of 2,750 formally laid out car parking spaces;

- The development of an enhanced transport hub to the east of the stadium site with park and ride facilities and match day coach parking;
- The provision of sufficient space around the perimeter of the football ground to enable a symmetrical development of the Stadium in the future, should the need arise;
- The development of a series of leisure facilities on the site adjacent to the existing football ground including hotels, casino, ancillary food and drink facilities and a health club

## 2.4 Park and ride strategy and selection of Elland Road

2.4.1 Developing park and ride in Leeds has been identified as an essential component of managing traffic and travel in the city. The previous report to Executive Board in February 2012 explained the rationale behind the proposed strategy for park and ride. The previous report also demonstrated why Elland Road was recommended as the most appropriate 'quick win' park and ride scheme for Leeds.

2.4.2 The development of the park and ride strategy will occur in several stages including the capacity expected from the NGT scheme and ongoing developments by Metro and rail operators at rail stations. This will also sit within the overall context of parking policies and parking management for the city centre as set out in the reports to Executive Board in September 2011 and September 2012. To support this situation and provide longer term sustainable parking options and capacity for the City Centre to support development it is proposed to deliver a 'quick win' park and ride scheme to help accelerate delivery in conjunction with additional rail service capacity. It is intended to open the scheme in Winter 2014 subject to funding and due processes.

## 3 **Main issues**

3.1 The development and delivery of the Elland Road site Masterplan is being progressed on a number of fronts which will support the long term development and upgrading of the area.

### 3.2 Proposed Ice Rink

3.2.3 The Council exchanged conditional contracts with the Ice Rink operator summer 2012, a planning application has been submitted, and a detailed planning permission for the development is anticipated to be granted within the next few weeks. Subject to planning permission being granted, practical completion of the building is anticipated autumn 2014.

### 3.3 Leeds United Football Club (LUFC)

3.3.1 LUFC have obtained a detailed planning permission to develop 2 hotels, a night club, ancillary office space and covered circulation space. LUFC has also subsequently concluded an option agreement with the council to acquire car park B which will allow LUFC to implement their development once they are in a position to proceed.

### 3.4 Castle Family Trust land

3.4.1 The Council completed the acquisition of the 2.83 ha (7 acres) Castle Family Trust land to the immediate north of the football stadium in April 2011. There are no specific proposals for the site at the present time, however, ownership enables the Council to facilitate the comprehensive regeneration of the area including leaving open the future traffic management options across the East and West of the site. Overall the acquisition affords considerable control and flexibility to the Council on the future delivery of the Elland Road masterplan

### 3.5 West Yorkshire Police Authority (WYPA)

3.5.1 Construction has commenced of the West Yorkshire Police Authority (WYPA) divisional headquarters on the former greyhound stadium site, site C, with an anticipated practical completion due mid 2014.

### 3.6 Park and ride

3.6.1 The following sections provide a more detailed consideration of the issues associated with the proposals for taking forward the development of a Park and Ride scheme at Elland Road, covering:-

- the scheme specification;
- match days;
- proposed legal agreements; and
- traffic impact.

#### *Scheme specification*

3.6.2 The scheme will be delivered in partnership with Metro. The scheme comprises a bus-based park and ride site with 800 spaces and a dedicated express bus service between the site and the city centre. A drawing of the current scheme proposal is shown as Figure 1 in Appendix A.

3.6.3 The scheme would provide the following:-

- A permanent, high quality surface, drained and formally set out parking area for circa 450 car parking spaces;
- An overflow parking section with temporary surface works for the remainder of demand, to a total of 800 spaces.
- Bus facilities with raised kerbs, footway waiting area, shelter and bus turning area, on a link road giving shared access to the proposed ice rink a park and ride car parks;
- Lighting, fencing, signage, access gates and/or barrier, drainage, and CCTV; and
- Landscaping along frontage of site and link road to enhance the quality of the site and the visual amenity from the surrounding area.

- 3.6.4 The site is currently in a poor state of repair and is an unwelcoming environment used only on match days and special events. By developing the site with appropriate quality landscaping, and a greater degree of activity on a more frequent basis will transform the visual amenity of the site and reflect on the wider local area.
- 3.6.5 The bus service will initially operate with 3 buses to deliver a 15minute frequency service between the site and Boar Lane in the city centre. This level of service is considered to be the most suitable for the anticipated demand. The contract will include potential to step up the service as demand increases. The fare level will be determined on a commercial basis during the contract negotiations with operators. However, there will be a need to achieve a balance and set the fare at an appropriate level to reflect the fares on existing bus services and the level of parking fees in the city centre. The existing services on Elland Road could be used to allow destinations to the north of the city centre to be accessed.

#### *Match day and other parking arrangements*

- 3.6.6 The service is expected to operate Monday to Saturday. It is not proposed to run the park and ride service on Saturday match days. The hours of operation have yet to be determined.
- 3.6.7 A study has shown that the LCC car parks normally have spare capacity and match day parking in surrounding streets is not caused by lack of capacity in the car parks. On weekdays, most park and ride traffic is expected to have left the car park before 7pm allowing match traffic to use the spaces.
- 3.6.8 Parks and Countryside Service, which manages the match day parking, has indicated the potential for the park and ride operation to work satisfactorily alongside the parking arrangements for weekday match fixtures.
- 3.6.9 The park and ride service provides an opportunity to enhance links between the football stadium and the city centre. The additional capacity provided could be utilised to supplement match day special bus services.

#### *Proposed legal agreements for park and ride*

- 3.6.10 The project will be delivered in partnership with Metro and in due course the intention will be to enter into a memorandum of understanding outlining the respective roles and responsibilities, capital contributions and ongoing revenue sharing entered into. The details of this memorandum of understanding will be subject to negotiation and the appropriate approvals process.
- 3.6.11 Metro have taken the preliminary pre-qualification stage needed for the future procurement of a bus service for the Park and Ride scheme. This has shown interest from a number of operators in bidding to run a service. The next stage of procurement will be subject to approval to this request for further scheme development.
- 3.6.12 The fine detail of the management arrangements for using the Elland Road site will be established during the next stage of development, however it is envisaged that the preferred bus operator would enter into a lease/licensing agreement with Leeds City Council for the site's use in line with the contractual arrangements for

the proposed bus service. It will be necessary to guarantee sole exclusivity to operate from the site to the contracted bus operator and to provide for the Council's continued role in providing and operating match day and events parking as associated revenues as part of the overall Elland Road site management. As identified earlier the arrangements will need to reflect and be flexible to the football season calendar and other events, including any major events.. The proposed management arrangements will provide certainty to both operator, Metro and City Council in terms of the minimum period that park and ride would operate in terms of the significant investment required in vehicles, marketing and training. In due course it is intended that the terms of the site occupation will be delegated for approval by the Director of Development.

- 3.6.13 The scheme is being developed with a view to the long term. Metro has advised that the initial start up period a minimum 5 years would be required because of the scale of the initial investment and the time needed for service use to build up to long term sustainable levels. This is consistent with evidence of such sites operated elsewhere. It is likely any agreement in respect of the right to occupy the land would have a break option, say after 3 years, possibly with the option of either party being able to terminate the arrangement.

#### *Traffic Impact*

- 3.6.14 A detailed assessment of the demand, traffic and access implications of the site has been undertaken. Examination of origin destination data collected for the Leeds Transport Model shows the majority of potential customers currently travel to the city centre using the M621. It is estimated that the Park and ride Scheme will reduce traffic to the city centre by 600-900 vehicles per day. The designated signed routes to the site for M621 traffic will be via J1 M621, A6110 Ring Road then Elland Road.
- 3.6.15 In terms of traffic impacts the assessment indicates that in the morning and evening peak hours this will result in an increase of only 2% on base flows at M621, Junction1. Likewise an increase of only 3% is predicted at the A6110 / Elland Road Junction. This small increase in traffic flow is not forecast to cause any significant increase in delays or congestion at these junctions. The traffic generation is less than 10% at the shared park and ride / Police HQ junction on Elland Road. The Council's traffic model has been used to design the park and ride / Police HQ junction to accommodate this level of traffic generation.
- 3.6.16 This information will form part of the detailed Transport Assessment which will be needed with the proposed planning application for the scheme.

### 3.7 Masterplan update

- 3.7.1 An assessment of the current parking and site area has been undertaken with a view to illustrating the further development potential of the Elland Road area. In order to provide the overall 2750 match day space requirement within the Masterplan, with Car Park A (248 spaces) remaining as is, there is a requirement to supply circa 2500 spaces for match days on the remainder of the site.

- 3.7.2 With the ice rink and access road in place there is an area of 1 hectare which is not required for match day parking and therefore could be redeveloped in future for appropriate land uses as set out in the Masterplan. The exact location and shape of this developable area is flexible within the site area, however the frontage position on Elland Road would appear to be the most appropriate in terms of providing a high quality environment for residents and visitors.
- 3.7.3 Any further development of the site beyond this 1 hectare site would require replacement car parking for which a multi-storey or decked solution to maintain the 2750 match day spaces would be required. The cost of such solutions is significant and will have a major influence on the economic viability of any future large scale development of the site.
- 3.7.4 Similarly, in order to bring forward any stadium expansion for which the 2750 match day spaces would need to be maintained an area of decked parking would be required to replace the 488 spaces which would be displaced by such a development.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members have been briefed on several occasions regarding the proposals for a Park and Ride scheme as a part of the revised Elland Road site masterplan which was presented to Executive Board in June 2011.
- 4.1.2 Most recently Ward Members have been briefed on the Park and Ride scheme proposals in June 2012 and on the latest position in March 2013. The Members continue to have concerns about the use of the Elland Road site for park and ride purposes and has such have indicated they don't support the proposals. Their concerns relate to the cumulative impacts of various developments in Beeston Ward, and more specifically to the traffic and environmental, including health implications they consider a new park and ride to have for the area. An assessment of the anticipated traffic impacts is included elsewhere in this report. It is proposed to include landscaping of the site boundaries within the scheme and to undertake an Health Impact Assessment during the detail development; a Transport Assessment will form part of the Planning Application.
- 4.1.3 The proposals have been discussed with Leeds United Football Club who are supportive of park and ride in the location proposed on Car Park D. The proposal have also been presented to the Highways Agency who support the principle of park and ride subject to a detailed transport assessment which will be submitted as part of the planning application. West Yorkshire Police were consulted at a meeting on 19<sup>th</sup> March 2013 and they have no major concerns about the proposals. Metro have been working closely with the Council on this joint proposal which they support.
- 4.1.4 The principle of the proposals was also presented to the Beeston Forum in March 2012 which reflected many of the issues that have been raised by the Ward Members.

4.1.5 As part of the pre-planning application process a full public consultation exercise will be undertaken in May 2013, subject to the approval of this report.

## **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 that an impact assessment is not required for the approvals requested.

## **4.3 Council Policies and City Priorities**

4.3.1 The proposals are consistent with the strategy and policies set out in the West Yorkshire Local Transport Plan 2011-2016 and with the emerging Draft Leeds Local Implementation Plan.

4.3.2 Strategic park and ride measures are in accordance with the Leeds City Region Transport Strategy and with the Vision for Leeds and City Priorities for transport.

4.3.3 Establishing a Park and Ride site at Elland Road will mark a major step towards establishing a meaningful and comprehensive park and ride for the strategy building on the significant provision already made at West Yorkshire rail station and plans to develop this further and preparing the way for the Leeds New Generation Transport (NGT) scheme.

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

4.4.1 The current scheme estimate for the car park and link road works is circa £3m. A funding package for the scheme based on an agreed contribution of £275,000 towards the link road from the proposed Ice Rink; Section 106 public transport contributions totalling £175,000 and the balance of cost being met from the Local Transport Plan Integrated Transport budget.

4.4.2 Bus service patronage for the scheme has been modelled using the Leeds Transport Model under various scenarios and the transport benefits for uses have been calculated. This shows a usual central case benefit cost ratio (BCR) of 1.9 with more optimistic projections increasing that to 3.1. These BCR levels are considered good value for money for a public transport scheme and are comparable with other public transport schemes for example the recently completed A65 Quality Bus Corridor.

4.4.3 Experience elsewhere in the country indicates that it is the norm for park and ride schemes to require a level of revenue support to pump prime the bus service as patronage builds up to a financially sustainable level. The service procurement process will seek to reduce or eliminate the need for such support, for example Operators may opt to take on this risk depending on their view of likely returns over the whole contract period. However, it is recognised that there may be a need for Metro and the Council to make provision for initial service support costs as the whilst the service becomes established if the service realises its potential to exceed the break even point over the intended five year contract period.

- 4.4.4 In September 2012 Executive board approved the recommendations arising from a Review of City Centre Car Parking in Leeds, which included the recommendation that:

*'The Council should continue to develop its Park and Ride proposals and income from car parking activities should be ring fenced to expenditure on the transport infrastructure, with additional income generated from parking activities re-invested into improving the transport infrastructure, including Park and Ride schemes.'*

- 4.4.5 The procurement process which Metro is preparing to undertake will better inform the likely levels of this revenue risk and projections of future income and any financial implications relating to support for the service. These implications for the Council will be reported back to Executive Board in the final scheme approval report.
- 4.4.6 The proposals would sit alongside the Council's existing management of its wider Elland Road car parks for match days and other events which would continue, including the retention of the associated revenues. The detailed arrangements for securing this will be incorporated in the arrangements to be put in place with Metro and the selected bus operator as outlined elsewhere in this report.

#### **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. This report is eligible for call in.
- 4.5.1 The approvals requested in this report do not commit the Council to any legal agreements. Any legal implications will be addressed as the scheme develops, including the requirements for making the site available for the Park and Ride use.
- 4.5.2 There are no access to information issues.
- 4.5.3 The legal matters relating to the contractual arrangement for the use of the site by Metro's preferred bus operator and the establishment of a Memorandum of Understanding with Metro for the funding, planning, delivery and operation of the site will form part of the detailed development of the scheme proposals.

#### **4.6 Risk Management / Options Analysis**

- 4.6.1 This report has illustrated how the park and ride proposals can fit within the overall Masterplan and the risks associated with different development opportunities. It is recognised that a well established park and ride facility on the site could blight future major development opportunities however given the long term commitments for providing parking on the site this risk is judged to be small. It is further mitigated by the siting of the car park and the flexibility offered by the placing of the overspill parking arrangements..
- 4.6.2 There is a potential need for revenue support in the early years of the scheme, see 4.4.3 above. It is intended that the tender process allows a cost/profit sharing mechanism to be included in the contracted bus service and this will be used to minimise this risk.

- 4.6.3 For park and ride to be a success it must form part of a city wide management of parking supply. A stable and effective parking management policy as previously reported to and approved by Executive Board is an essential ingredient in achieving this, including the effective management and enforcement of temporary planning consents and unauthorised car parks.
- 4.6.4 Traffic impact has been identified by Ward Members as a significant concern. A detailed transport assessment will be submitted alongside the planning application to demonstrate the local highway network and access junction has capacity to accommodate the park and ride traffic. Although not a requirement of the planning process it is intended to conduct an Health Impact Assessment which will take on board air quality matters will be prepared for the scheme.

## **5 Conclusions**

- 5.1 Progress is being made in developing schemes for the ice rink, West Yorkshire divisional police headquarters, LUFC's stadium redevelopment proposals for the East Stand and further work has been undertaken to develop a feasible proposition for a strategic Park and Ride facility on the site. Accommodating these developments on the site are feasible whilst maintaining the Masterplan requirements of 2,750 match day parking spaces and retaining the potential to deliver an additional 1 hectare of appropriate development on the site.
- 5.2 The provision of the Park and ride services have been identified as key element in Leeds' future transport strategy. Elland Road football stadium car parks owned by the Council are considered to offer the greatest potential for delivering a 'quick win' bus based site as the first stage in providing further complementary sites through the Leeds NGT scheme and as part of LTP proposals for rail based park and ride.
- 5.3 Ward Members have indicated that they do not presently support park and ride at the Elland Road site primarily on traffic and environmental grounds. These comments are being taken on board in terms of the process proposed to take forward the proposals including the provision of landscaping to the site and the preparation of an Health Impact Assessment. Leeds United Football Club are supportive of the park and ride proposals.
- 5.4 The next stages to deliver the scheme is to undertake public consultation and submit a planning application with all supporting information including a transport assessment. Further development of the scheme design and the site operational, service and supporting contractual arrangements is also required.

## **6 Recommendations**

- 6.1 Executive Board is requested to:
- i) note the current position with regard to the proposed developments at Elland Road within the context of the Masterplan;

- ii) agree in principle to the use of Elland Road for park and ride and, subject to negotiation, the terms of occupation of a site for park and ride use for up to five years in the first instance;
- iii) approve the further development of a Park and Ride scheme including submission of a planning application, detailed design of the car park and public consultation; and further development of site and operational management proposals;
- iv) further endorse the principle of income arising from parking activities being re-invested into the support of appropriate transport measures, specifically services relating to the Elland Road park and ride scheme; and
- v) agree a report back to Executive Board seeking detailed approval to the scheme once the above processes have been concluded .

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

7.1 None

## **8 Appendices**

Appendix A - Figure 1, Park and Ride Proposals

Appendix B - Equality Impact Assessment screening document, March 2013

---

<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.