



## Transport Delivery Committee

<b>Date</b>	11 June 2018
<b>Report Title</b>	Park and Ride Update
<b>Accountable Director</b>	Pete Bond, Director of Integrated Network Services
<b>Accountable employee(s)</b>	Babs Spooner, Head of Park & Ride
<b>Report has been reviewed by</b>	Councillor Roger Horton – Lead Member Rail and Metro

### Recommendation(s) for action or decision:

#### The Transport Delivery Committee is recommended:

1. To note the current status of development for Park and Ride (P&R) Expansion schemes;
2. To note and support the significant amount of activity that is underway on how P&R is developed and delivered;
3. To note the progress with Longbridge Park and Ride where charging will be introduced on opening from next Spring.

#### **1.0 Purpose**

- 1.1 The purpose of this report is to provide an update relating to the delivery and development of P&R sites in the TfWM as since the committee considered the previous report on 9 October 2017.

#### **2.0 Background**

##### **Current Park and Ride Provision**

- 2.1 As outlined in previous reports, P&R delivery is a key activity for TfWM with nearly 9,000 spaces provided at 38 rail stations, 3 metro stops and 1 bus site. There are also nearly 4,000 spaces provided by other rail operators, principally Virgin Trains. Table 1 shows the sites provided by TfWM inside the TfWM area.

**Table 1 – Park and Ride Sites Provided by TfWM**

Rail Line	Number of Stations	Number of Car Parks	% stations with car park	Number of Spaces	Number of TfWM Car Parks	Number of TfWM Spaces	Average spaces per car park
Wolverhampton	6	5	83%	1443	4	631	158
Stourbridge	10	8	80%	2418	8	2418	302
Cross City North	10	5	50%	1041	5	1041	208
Cross City South	7	4	57%	1061	4	1061	265
Dorridge/Solihull	8	5	63%	1185	5	1073	215
Shirley	7	5	71%	688	4	675	169
Rugeley/Walsall	8	3	38%	375	2	349	175
Coventry	10	8	80%	3862	6	839	140
<b>TOTAL</b>	<b>66</b>	<b>43</b>	<b>65%</b>	<b>12073</b>	<b>38</b>	<b>8087</b>	<b>213</b>
Metro	23	3		367	3	367	122
Bus		1		400	1	400	
<b>GRAND TOTAL</b>				<b>12840</b>	<b>42</b>	<b>8854</b>	

**2.2** In addition to the TfWM area P&R sites, TfWM is also responsible for the provision of the car parking at Bromsgrove station where charges apply (359 spaces).

**2.3** P&R has been a huge success story for the TfWM area with virtually all car parks filled to capacity every day. As such P&R has made a major contribution to reducing car journeys into city centres and supporting growth in usage on the public transport network, particularly the rail network.

**2.4** The success of P&R has led to challenges including:

- The need to operate an enforcement regime to ensure that drivers park only in marked bays
- Problems of on-street parking around stations with over-subscribed car parks (and indeed at stations with no car parks)
- Poor customer satisfaction with car parking provision due to difficulties in finding a space
- Inability of potential public transport users to access the network, particularly during the off-peak.
- A major cost to TfWM of circa £2.4 million per annum (around £300 per space) to operate car parks

### Future Pressures

**2.5** The delivery and operation of Park and Ride is subject to a number of future pressures:

- Network resilience arising from major highway and HS2 investment programmes will create significant capacity pressures on the highway

network, requiring expanded and improved public transport options to encourage modal shift

- The affordability of operating both existing P&R sites and any future expanded sites within increasingly constrained budget – noting that the majority of sites are free for users.
  - A need for expanded P&R provision for both the Coventry City of Culture in 2021 and the Commonwealth Games in 2022 both of which will be delivered through a mixture of permanent and temporary provision.
  - Rail usage is anticipated to continue to grow strongly – driven by jobs growth in Birmingham City Centre, population growth and continued modal shift from both car and bus.
  - The new West Midlands rail franchise will deliver a significant improvements in rail services including a major capacity uplift in 2021 and new rolling stock on many routes – this will drive further rail growth and improving P&R access to the rail network will be essential in supporting this.
  - Changes in customer expectations and requirements and the development of new technologies
  - Increasing local issues associated with on-street parking around rail stations
  - Development of new Metro and Sprint routes with opportunities for P&R
  - Opportunities for strategic bus based P&R linked to the Key Route Network
  - The impact of Clean Air Zones in the West Midlands and the requirement to find alternative means of travel to the car into our main towns and cities
  - Improving access to new developments including areas of housing, education, training and employment
- 2.6** To help provide more of a focus on the delivery of park and ride in the West Midlands and following a restructure within TfWM there is now a specific P&R team of two in place (Babs Spooner, Head of Park & Ride and Guy Craddock, Park & Ride Development Manager), supported by the wider TfWM team, to take forward the various workstreams.
- 2.7** The team will be taking a multimodal approach to Park & Ride, working alongside the rail, Metro, bus, Sprint and Sustainability teams to maximise options for permanent Park & Ride and temporary facilities during major events, such as the commonwealth games, or network disruption. They will also be working closely alongside asset management, legal, procurement, strategy and project management colleagues to develop a strategy and approach to the ongoing development and delivery of Park & Ride, including improved customer experience, delivery of technological innovations and seeking commercial opportunities.
- 2.8** They will also be developing a customer and stakeholder engagement strategy to ensure close liaison with key external partners in the development of Park & Ride.

### 3.0 Defining a new Park and Ride Strategy for the region

3.1 With all the pressures to expand P&R provision across the West Midlands, work is currently being undertaken with partners to define a new Park and Ride strategy for the Combined Authority. This will inform priorities for new schemes with all of the external pressures in the region to expand provision.

3.2 A further update will be provided to TDC as this work develops.

### 4.0 Car Park Expansion Workstreams

4.1 With the requirement and pressure to develop new schemes TfWM is progressing a number of projects, ahead of the new strategy document in line with the initial priorities that have been identified for expansion. These projects are shown in **Table 2** below:

**Table 2 – Car Park Expansion projects (in alphabetical order)**

Bradley Lane (Metro)	New 196 space car park will now enter delivery phase during autumn 2018 following resolution of former mine working issues and lease arrangements for the land. During the development of the scheme options to create a much larger decked car park were rejected because of the mine working issues and concerns about the extra traffic generated by a larger car park would have on the local road network. The new car park should hopefully open in the first quarter of 2019.
Hall Green	Discussions are continuing with a landowner regarding the availability of additional land to allow the creation of a significantly larger car park. Indications are these discussions should be concluded shortly with a favourable result.
Landywood	Whilst the station is not in the TfWM area, there is a potential opportunity to manage a new 250 space car park funded by a developer of a new housing estate close to the rail station. Discussions are very much at an early stage involving both Network Rail and Staffordshire County Council but the aim would be, if TfWM was to manage the site, it would be a revenue neutral facility for TfWM by having a parking charge at the car park to cover operating costs. A key concern would be whether measures could be introduced around the car park to encourage users to pay to park rather than continuing to park for free on street.
Longbridge	Subject to a successful planning application the new five deck, 622 space car park will enter the construction phase in late summer/autumn 2018, with a view to opening the new facility by April 2019. Users will be charged for parking in the new facility with the revenue generated being used to cover the construction costs over a 25 year payback period.

Sandwell and Dudley	Project being initiated with TfWM project processes. Initial assessments have been done and there is a potential to increase parking provision through various options from the current 369 up to 1100 spaces. An enlarged facility would potentially put additional pressures on the local road network and any scheme could require a package of local highway mitigation measures. Like Longbridge any scheme would look to the introduction of car park charges to offset the costs of scheme implementation.
Sutton Coldfield	Project being actively developed as part of HS2 connectivity package for Birmingham linked to wider public transport initiatives for Sutton Coldfield town centre. A potential decked car park is being looked at though consideration will have to be given to the local conservation area the car park is located in.
Tame Bridge Parkway	Project being initiated within TfWM project processes. An area of land has been identified adjacent to the current site, owned by the landowner of the wider Park & Ride car park, which could be used to deliver a car park expansion. This is heavily overgrown at present and near to the river. Initial land investigation activity is being undertaken to understand the feasibility of delivering a car park expansion on this land.
Tile Hill	Project is being actively developed as part of HS2 connectivity package for Coventry and Warwickshire. A number of options have been developed and the favoured approach is an initial expansion of around 250 car park spaces. The options for further expansion would only take place when or if highway mitigation measures can be delivered in the area.
Tipton	New 108 space extension onto land currently owned by Sandwell MBC. Planning permission has been granted and negotiations are continuing with Sandwell regarding the costs associated with land. The former industrial use of the land means like the Bradley Lane site mitigation measures will be required because of old mine workings.
Whitlocks End	New 271 space expansion onto existing TfWM land. Public consultation has taken place. Project development had stalled but has now re-started with favourable negotiations taking place with both Solihull MBC and Worcestershire County Council planning teams in recent weeks.

**4.2** Other expansion locations are being considered and if practical will be developed into potential schemes in line with the evolving P&R strategy. These will be included in subsequent reports to this committee.

**4.3** In addition to the expansion workstreams, TfWM has also been undertaking investment in renewing and improving existing assets at Park and Ride sites as part of the capital programme. Over the last few years this has included:

- Resurfacing (£1.4m at 17 sites 2015-2017)
- Lighting upgrades (£0.8m at 43 sites 2013-2017)
- CCTV (£0.6m at 25 sites 2015-2017)
- Park & Ride Upgrades (£0.2m at 33 sites 2015-2017)

## **5.0 New Park and Ride schemes**

**5.1** In addition to the expansion schemes noted in **Table 2**, and discussed in the previous section, TfWM continues to actively engage with potential commercial providers of parking regarding opportunities for them to provide new privately operated car parks adjacent to rail stations to complement the current oversubscribed free TfWM car parks. Locations where opportunities for private commercial car parks are being investigated include Spring Road, Rowley Regis, Canley and Sandwell & Dudley.

**5.2** At Cradley Heath there is already a privately operated charged car park adjacent to the station providing overflow parking for the oversubscribed TfWM car park. While this car park does not comply with our standards, it is providing a useful function, and is often very busy despite charging £2 a day. Its existence demonstrates that there is a commercial market for providing car parking to serve rail stations at no cost to the taxpayer and there is a willingness for rail users to pay for parking.

**5.3** TfWM is actively encouraging private providers to investigate options such as these where a direct passenger benefit can be provided at no cost to taxpayers. TfWM will advise passengers of the availability of third-party parking where they meet minimum standards of provision (e.g. surfacing, lighting, security etc) and promote them alongside other station access options as appropriate.

## **6.0 Park and Ride Delivery Workstreams**

**6.1** In addition to the specific projects to expand P&R, TfWM is also undertaking a review as to how P&R sites are delivered.

**6.2** This comprises of various separate but complementary workstreams as discussed below.

### **Park and Ride User Surveys**

**6.3** Throughout last autumn TfWM carried out a comprehensive set of surveys across nearly all rail stations to understand how people access each station. This has given TfWM an understanding of where people travel from, how they get to the station, where they park (if car users) and user attitudes towards making more sustainable options than driving their car.

**6.4** These surveys continue to give us a good understanding of the users of TfWM area. The responses help inform decisions that TfWM may need to take regarding priorities for expansion, charging or improving access arrangements more widely. The following are some of the headline figures from the latest survey which give a

good insight into the existing users of TfWM car park sites from where 1457 users responded:

**Location of parked car on day of survey:**

- 81% had parked on the station car park in a designated space
- 13% had parked on street,
- 4% in the car park in a non-designated space.

The main reason for not using the station car park was no spaces left (83%). 7% said the car park was too far from the station.

**Alternative modes of travel if Park and Ride car park was not available:**

- 39% would park on street near to the station
- 30% would park at another station.
- 18% would drive all the way to their destination
- 11% would walk to the station instead.

**Whether the Park and Ride site used is the nearest station to the starting point of their journey:**

- 61% were using their nearest rail station.

The main reasons for non-local station use were related to the provision of Park and Ride - 29% stated free car parking, 25% easier to find a space/more spaces available and 18% no car park at their nearest station.

None related P&R reasons were more frequent train service (25%) and rail fare cheaper from this station (17%).

**Usual parking behaviour and problems experienced parking:**

- 81% of P&R users hardly ever travelled to the station by another mode other than driving there
- 62% managed to park in a designated bay on the station car park every time they travelled
- 15% doing so most of the time.
- 23% could only park on the car park half the time or less often.

**Park and Ride safety:**

- 85% felt very safe/safe when walking between the car park and the platform.
- 78% felt their car was very safe/safe when left at the station car park.

**Use and potential future use of electric charging points at the station car park:**

- 1% of P&R users own an electric car and 3% a Hybrid.
- 3% said they would potentially use a charging points in the next 6 months
- 84% of users at stations where electric hooks ups were available were aware of them, none of the respondents had used them.

**Users were asked who they thought operated the Park and Ride car park:**

- 36% thought that the WMCA was responsible for funding P&R.
- 28% thought it was rail passengers/fare payers/through tickets
- 24% thought it was Network Rail
- 22% thought it was the rail operator.

**To make cost savings in operating the park and ride site:**

- 91% agreed with plans for more energy efficient lighting
- 91% were not in favour of charging for car parking.

**Opinion and potential use of Save a Space scheme:**

- 47% thought they were likely to use the Save a Space app however 43% were unlikely.
- 19% of those unlikely to use Save a Space said it was because they have not experienced problems parking so didn't see the point
- 14% didn't have a smartphone/don't use apps or found it impractical to reserve a space
- Only 7% had used the app, however a further 68% were aware it.

**Other user data**

- 6.5** The Rail Station Access Survey 2017 demonstrated that 73% of P&R users travel to Birmingham City Centre and 7% to London. The main reason for P&R journeys was commuting followed by business travel, although this is unsurprising as there is currently little capacity for off peak leisure users to park.
- 6.6** 64% of users agreed in principle that using alternative modes of travel to stations such as by bike or car share should be encouraged.
- 6.7** More than 30% of users of P&R live within a mile of the station, with a further 30% living 1 – 2 miles away, demonstrating a potential market for sustainable travel to stations. 96.5% of P&R users travel alone in their car.

**Car park enforcement**

- 6.8** TfWM continues to actively enforce considerate parking at our P&R sites with users parking outside lined bays being liable to a penalty charge. This scheme which has now been in place for 3 years is operated by Vehicle Control Services Ltd (VCS) and is working well with relatively few operational issues occurring.
- 6.9** It is budgeted as cost neutral to TfWM overall with the Parking Charge Notice income received funding the enforcement activity taking place with the contract being flexible where enforcement activity can be scaled up and down at relatively short notice to respond to the level of incidents taking place. Any minor surpluses in income that result are re-invested into improving the overall Park & Ride infrastructure. It is proposed to continue with this arrangement on an on-going basis, although it may need to be reviewed as part of any wider review of delivery arrangements.
- 6.10** A more automated system of parking enforcement will shortly be introduced at Bromsgrove using Automatic Number Plate Recognition (ANPR) technology. This will be able to identify directly whether each car park user has paid for parking. This model of enforcement without the need for entrance and exit barriers is the likely method that will be used at other car parks with charges such as the new Longbridge car park.

**Private sector partnership**



- 6.11** TfWM are continuing to explore the potential for private sector car parking companies to help support TfWM in the delivery of both its existing P&R sites and any new and expanded sites.
- 6.12** Initial conversations already suggest that there would be interest from the market for supporting TfWM in the delivery of P&R. Indications from providers with experience in this type of car park provision in other areas of country are that getting agreements and the car park up and running is not a quick process.

### **Park and Ride Commercial Approach**

- 6.13** As mentioned in Section 2 of this report, the ongoing management and operation of Park & Ride car parks incurs significant costs of £2.4m per annum. We also need to be minded that the current operational budget could increase to c. £3.25m per annum (based on existing per space costs) if the current anticipated increase of 3,000 additional car parking spaces by 2022 is achieved.
- 6.14** These expansion ambitions also need funding, so we need to explore new and innovative ways to generate income to help pay for car park development and improved customer experience measures for Park & Ride and potentially the wider transport network.
- 6.15** Therefore a focus of the next six months will be to devise a commercial approach, exploring different opportunities to raise funding from Park & Ride sites to offset costs and pay for improvements for our customers. This will include looking at opportunities for retail/business/community space, sponsorship and advertising.
- 6.16** As referenced in Section 4, plans to deliver a much improved car park facility at Longbridge are progressing well. This will be TfWM's first multi-decked car park, delivering a significant increase in the number of spaces for users and a range of enhanced customer experience measures including smart payment systems (including via Swift), automatic number plate recognition (ANPR), two lifts and space sensors.
- 6.17** At the meeting of the WMCA Board on 9 February 2018 the introduction of car park user charging at the new Longbridge car park was agreed in order to finance the operational and capital borrowing costs associated with this project.
- 6.18** The delegated responsibility for setting exact levels of car parking charges at Longbridge is jointly between the WMCA Lead Member for Transport and the Managing Director of TfWM, in consultation with Birmingham City Council Lead Member for Transport. This will enable the ability to set and adjust charges in line with achieving modal shift objectives and repayment requirements for scheme borrowing. The actual level of parking charges have yet to be set.
- 6.19** Introduction of any further car park charging at any other locations within the TfWM area would currently require further approval by the WMCA Board on a case by case basis. Carefully exploring options for charging, particularly linked to sites for new and expanded Park & Ride or enhanced customer experience (such as is the case with the Longbridge model) will form part of the work undertaken on the commercial plan.

**6.20** It is recognised that any further change in policy on charging will be politically sensitive, and possible wider impacts for on-street parking would need to be investigated. However, many P&R sites already have issues with on-street parking due to the current capacity pressures, and putting in charging at an appropriate level may assist in freeing up capacity for late peak/off-peak users who currently have no option but to park on-street.

**6.21** The current policy also offers little incentive for customers who live close to the station to take more sustainable means of travel. This is why recent user surveys show 60% of car park spaces are occupied by residents from within two miles of stations and of the 60% over half (i.e. more than 30% of total users) travel from within one mile of the station.

**6.22** A report will be brought to TDC later this year outlining progress on work to develop the commercial approach.

### **Development of new Park and Ride sites on Sprint Network**

**6.23** Alongside development work for Sprint, the opportunity for the introduction of P&R on the Sprint network is being actively explored. P&R is likely to be a key component of the first three Sprint routes currently being implemented in time for the Commonwealth Games in 2022.

### **Lease Review**

**6.24** Around half of our P&R sites are on land leased from Network Rail and the franchise operator (now West Midlands Trains). We are separately reviewing the covenants contained within these leases as some are very restrictive in nature and prevent TfWM from being able to carry out any commercial activity at these sites. This means that TfWM are not able to raise any revenue from advertising, charging or any other activity without the agreement of Network Rail or the franchisee at certain of our sites. Dialogue is underway with Network Rail to understand on what basis they may be willing to release us from these restrictive conditions.

### **Save a Space Trial**

**6.25** As was advised in the last report, TfWM is taking part in the Innovate UK 'Innovation in Urban Spaces Contest' through which we are working with a start-up developer called Accelogress who have developed an app which allows rail passengers to book a parking space in a "Save a Space" trial.

**6.26** The initial trial started at four sites (Sutton Coldfield, Longbridge, Rowley Regis and Tile Hill) where we looked for volunteers to sign up to a trial period so they are able to reserve and pre-book a limited number of specially designated parking spaces at each location.

**6.27** The trial scheme went live last autumn. Take up was good at all locations except Sutton Coldfield and the trial location was dropped in favour of Four Oaks. The trial was due to end during May 2018 but has been extended for a further three months.

**6.28** Take up of scheme has been good with some very positive feedback from users. Most notably from shift workers who are now able to arrive to park after the morning peak and have a parking space. TfWM has worked with the provider to secure

external funding to allow the trial scheme to be expanded and this will allow us to experiment with charging for the service.

- 6.29** As a free service there is no incentive for users to cancel any booking if the space is not needed or book the space for the period needed rather than a whole day. The use of charging and potential penalties for not cancelling could ensure the best use of the car park spaces available through this scheme.

## **Sutton Coldfield**

- 6.30** Sutton Coldfield station is unique among the car parks directly operated by TfWM in that it levies a small charge to discourage use of the site by town centre users. The charge has been set at £1.30 for over 20 years, with a 50% refund available upon purchase of a rail ticket from the booking office. Season ticket holders park for free.

- 6.31** The charging is operated by the use of a staffing operative (provided within the overall contract operated by Vehicle Control Services Ltd that includes Considerate Parking enforcement) who collects cash at the entrance. A trial of the use of PAYG Swift is also being rolled out to allow payment to be taken using a portable Swiftcard reader (as used on Metro). Work is now being undertaken to install a pay and display parking machine in the car park that is able to take Swift card payment.

- 6.32** In installing the ticket machine this will allow the removal of the member of staff at the car park. Enforcement for breaches of the parking conditions (like at other TfWM station car parks) and additionally for none payment for parking will be undertaken by our parking enforcement contractor.

## **7.0 Encouraging other access options**

- 7.1** TfWM recognises that improving other access options to stations and stops is also important especially when more than 60% P&R users make single occupancy journeys from within 2 miles of the station. In parallel with the P&R workstreams TfWM is therefore pursuing a number of other initiatives to improve access to the public transport network. This includes work such as:

- Improving bus/rail interchange through the new rail franchise, the West Midlands Stations Alliance and initiatives with bus operators;
- Improving cycle facilities at stations – both through the new rail franchise and specific TfWM projects;
- Working with partner authorities to improve walking routes to stations.

- 7.2** Any proposals to improve P&R therefore need to be considered as part of wider plans to improve the access to the network.

## **8.0 Stakeholder Engagement**

- 8.1** TfWM recognises that its P&R sites can have a significant impact on local residents and is an issue that local authorities and local councillors have a keen interest in. Any changes to the way that TfWM delivers P&R at its sites also needs to bear in mind what wider car parking policies are in place across each district council area.

**8.2** P&R policy within the TfWM area also needs to be influenced by policy in the wider commuter area, recognising that travel behaviour can be affected by both the availability of car parking and charging policy at stations in the wider area including out of county.

**8.3** We will therefore continue to actively engage with the multiple stakeholders involved in P&R as we continue to review our approach to delivery and priorities for expansion.

## **9.0 Financial implications**

**9.1** The provision of P&R has considerable financial implications for TfWM as operating P&R sites currently costs over £2.4 million per annum. Furthermore, any future expansion in this provision will increase these costs further. Therefore sustainable funding models will need to be introduced as part of the overall P&R Strategy. This will take into account on-going revenue impacts as plans are taken forward on how existing provision can be best provided and how to increase and expand provision going forwards. This will include any related projects such as the Save a Space initiative.

**9.2** In terms of further expansion and developments the TfWM capital budget alone will be insufficient to deliver all our aspirations and therefore there will be a need to explore all funding opportunities and all associated activities if a wider programme of schemes is to be successfully delivered. This will include looking at charging to raise revenue in order to fund capital borrowing, with each scheme needing to be looked at on a case by case basis as part of an overarching P&R strategy.

## **10.0 Legal Implications**

**10.1** Any developments or expansion proposals for Park and Ride sites will be subject to due diligence in terms of providing a comprehensive appraisal of land ownership status and to establish any requirements necessary in relation to consents and approvals needed for such developments.

**10.2** Any necessary property agreements, including leases and transfers will need to be entered into following negotiation. It will be essential to engage with Legal / Procurement as appropriate from a very early stage so that resources can be adequately planned to support the key deliverables and timescales met.

**10.3** Any changes resulting from our negotiations with Network Rail and the Franchisee relating to covenants contained within certain car park leases may also drive legal costs and processes that will need to be factored into project timescales and budgets.

**10.4** Any necessary commercial agreements to undertake works will need to be entered into in line with all contract and procurement requirements and again early engagement with legal and Procurement Teams will be essential.

## **11.0 Equalities Implications**

**11.1** Any All TfWM car parks currently confirm to DfT Guidance on the design of stations in relation to the Equalities Act. We will continue to design to these standards for new park and ride sites, although TfWM will look to seek derogations to the number

of Blue Badge spaces provided at stations where there is clear, sustained evidence of over-provision.