



Transport Delivery Committee

Date	7 th January 2019
Report Title	Park and Ride Update
Accountable Director	Pete Bond, Director of Integrated Network Services
Accountable employee(s)	Richard Mayes, Head of Park & Ride (interim)
Report has been reviewed by	Rail and Metro Lead Members' Group

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).

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 Transport for West Midlands (TfWM) area since the committee considered the previous report on 11 June 2018.

2.0 Background

- 2.1 As outlined in previous reports, P&R delivery is a key activity for TfWM with nearly 9,000 spaces, including Blue Badge and Electric charging bays, 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 within the West Midlands Combined Authority (WMCA) area (including Bromsgrove).
- 2.2 In addition to the WMCA area P&R sites, TfWM is also responsible for the provision of the car parking at Bromsgrove Railway Station where charges apply (335 standard bays).
- 2.3 P&R has proven itself to be very popular within the TfWM area with virtually all car parks filled to capacity every day. As such P&R has made a major contribution in encouraging people not to make car journeys into city centres and supporting growth in usage on the public transport network, particularly the rail network.

Table 1 – TfWM managed Rail and Metro Park & Ride Sites

Car Park Name	Number of Car Parks	Total Standard Capacity
Acocks Green	1	126
Berkswell	1	90
Bescot Stadium	1	115
Black Lake Metro	1	82
Blake Street	2	156
Bromsgrove	3	335
Canley	2	58
Chester Road	1	194
Coseley	2	97
Cradley Heath	1	231
Dorridge	1	83
Dudley Port	2	81
Four Oaks	2	329
Hall Green	2	106

Car Park Name	Number of Car Parks	Total Standard Capacity
Hampton in Arden	1	130
Kings Norton	2	310
Langley Green	1	29
Lea Hall	1	27
Longbridge	1	91
Lye	1	18
Marston Green	2	122
Northfield	1	178
Old Hill	1	52
Olton	1	87
Priestfield Metro	1	141
Rowley Regis	1	705
Sandwell & Dudley	1	372
Selly Oak	3	432

Car Park Name	Number of Car Parks	Total Standard Capacity
Shirley	1	64
Smethwick Galton Bridge	1	72
Stourbridge Junction	3	1034
Sutton Coldfield	1	305
Tame Bridge Parkway	2	210
The Hawthorns	2	173
Tile Hill	1	334
Tipton	1	66
Wednesbury Parkway Metro	1	140
Whitlocks End	1	316
Widney Manor	2	284
Wylde Green	1	54
Yardley Wood	2	164

- 2.4 However due to the high demand for P&R, car parks are mostly full by 8am severely restricting use of the service for later travellers. Across all Park & Ride sites, there is a 97% standard bay occupancy Monday to Friday.
- 2.5 To help provide more of a focus on the delivery of park and ride in the West Midlands a specific P&R team was established in spring 2018. The team was established to provide dedicated support to the development, delivery and implementation of Park and Ride schemes for a holistically integrated transport system, looking across all modes and not just rail. The focus is on delivering approved schemes as updated within this report, as well as working with local authority colleagues to develop opportunities identified within the strategy on rail, Metro, Sprint and bus. The focus of the team is also on providing the quality and innovation needed to further meet increasing customer needs and looking for innovative ways to fund and support these.

3.0 Defining a new Park and Ride Strategy for the region

- 3.1 Work has been ongoing throughout 2018 to establish a strategy for P&R for the WMCA area signed up to by TfWM, WMCA and the seven local authorities. This work has been led by the Policy, Strategy and Innovation directorate in close collaboration with the P&R team. TfWM was tasked to review P&R strategy by the West Midlands Strategic Transport Officers Group.
- 3.2 The strategy aims to set out a role for P&R in the West Midlands within the wider integrated transport system, and explores how it can best support the region in meeting its objectives. It will ensure P&R is delivered in a more holistic and strategic way in line with agreed P&R objectives.
- 3.3 A further update will be provided in due course.

4.0 Park & Ride development activity

- 4.1 Work is ongoing to develop and deliver a number of expansions at sites across the network. A summary of sites where work is continuing is provided in **Table 2** below, and a summary of other sites that plan to be taken forward in the context of the emerging strategy and development framework in **Table 3**:

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

Bradley Lane (Metro)	Construction has commenced on a new 196 space car park. The first phase of works has required a focus on ground remediation because of former coal mine workings on the site. Actual construction of the car park is due to start before Christmas with an anticipated opening date during Spring 2019.
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Longbridge	Planning permission was granted on 25 October 2018. This was later than anticipated due to some additional queries raised by planners which have now been resolved (mainly focussed on drainage requirements). Work is anticipated to start on site in early 2019 and estimated to take 9 – 12 months. The construction period has been extended due to a requirement for pile instead of pad foundations. This follows ground surveys which have demonstrated that suitably solid ground is deeper than originally thought. Following agreement by WMCA, a charge will be applied at Longbridge to cover construction and additional operational costs. Work is ongoing to develop a proposal for how this will be delivered.
Tile Hill	A 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. Land acquisition to support this approach is currently being progressed in partnership with Coventry City Council. The aim is to have this additional facility open by December 2020 in readiness for the Coventry being City of Culture in 2021.
Tipton	A new 108 space extension onto land currently owned by Sandwell MBC is being progressed. 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 site mitigation measures will be required because of old mine workings.
Whitlocks End	An initial design has been done for a 271 space car park on land acquired by TfWM adjacent to the existing P&R site. Meetings have recently taken place with Solihull MBC to discuss opportunities for the site and alignment with wider development plans for the borough with a further meeting planned imminently. Additional feasibility work will be undertaken following this.

Table 3 – Car Park Expansion projects to be taken forward in the context of the emerging strategy (in alphabetical order)

Dudley Port	Opportunities for expansion at this location are being investigated reflecting the anticipated increased demand due to the expansion of the Midland Metro from Wednesbury to Brierley Hill. Feasibility work will be undertaken to explore options, also considering the wider work being developed to improve the railway station and Stour Valley Line.
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Sandwell and Dudley	Initial assessments have been done and there is a potential to increase parking provision through various options from the current 372 standard spaces up to 1100 spaces. Further feasibility work is now planned to be undertaken to understand the scope of the scheme to be delivered. As with Longbridge, it is envisaged a charge will be applied to offset construction and operational costs.
Sutton Coldfield	A project is 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 and traffic implications.
Tame Bridge Parkway	An area of land has been identified adjacent to the current site which could be used to deliver a car park expansion. This is heavily overgrown at present and near to the river. Feasibility work is being undertaken to understand the opportunities that could be available on this site. The land owner has indicated a willingness to enter into negotiations over the land with a view to either leasing or selling it to the WMCA

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. This includes the development of sites to support the Sprint Bus Rapid Transit corridors as mentioned below.

4.3 We are working with local authorities, operators, housing and development partners and other stakeholders to identify sites for strategic P&R. Quick win P&R opportunities are also being sought to maximise use of our current estate e.g. decking at existing sites.

4.4 Our aspiration is to deliver c. 1000 spaces per year over the next three years.

Commonwealth Games

4.5 Early work is taking place with key partners to identify P&R sites for the Commonwealth Games. This is focusing on:

- Temporary opportunities at third party sites;
- Temporary opportunities at our existing P&R car parks e.g. modular decking; and
- Legacy sites – new P&R sites established for the Commonwealth Games but which remain for ongoing use by our customers after the event has concluded.

It is currently estimated that around 6,000 additional P&R spaces will be required to support the Commonwealth Games.

SPRINT

- 4.6** Meetings are taking place with the SPRINT team and district partners to identify potential P&R locations for SPRINT, with a current specific focus on A34 and A45 routes. These locations could be aligned with requirements for the Commonwealth Games considering their proximity to major venues including the Alexandra Stadium, the NEC and Villa Park.

New Stations

- 4.7** The Park & Ride team has been working with West Midlands Rail Executive (WMRE) to input to the design and delivery of new railway stations as part of the new West Midlands Franchise. Early stage discussions have taken place on opportunities at Darlaston and Willenhall.

Midland Metro

- 4.8** There are limited opportunities to deliver P&R along the routes of the proposed Midland Metro extensions due to the highly built up and residential nature of the alignment limiting land acquisition opportunities. There is also a desire to encourage sustainable access to the service where possible. However the P&R team will continue to work with the districts and the Midland Metro Alliance to identify and assess opportunities for Metro P&R. One key consideration will be if there are any opportunities at Dudley Port to provide an increased rail and Metro P&R site, as mentioned in table 1 above.

Third party opportunities

- 4.9** In addition to the development opportunities described above, TfWM continues to actively engage with potential commercial providers of parking regarding opportunities for them to provide new privately operated car parks, consistent with our strategic objectives, adjacent to rail stations to complement the current oversubscribed free TfWM car parks.
- 4.10** TfWM is actively encouraging private providers to investigate options where a direct passenger benefit can be provided at no cost to taxpayers. TfWM will advise passengers of the availability of third-party car parks where they meet minimum standards of provision (e.g. surfacing, lighting, security etc) and promote them alongside other station access options as appropriate.
- 4.11** TfWM will also be working with WMRE to explore how we can work collaboratively with P&R providers outside the Combined Authority boundary to provide a different wider regional approach to P&R which helps meet both WMCA and wider shire/unitary authority objectives. One area of focus will be how we can work jointly to reduce rail heading. This will also tie in with the ongoing WMRE fares review.

5.0 Customer Experience

- 5.1** TfWM is investigating a number of areas to improve customer experience at Park & Ride sites. This comprises of various separate but complementary work streams as discussed below.

Save a Space

- 5.2** TfWM has been trialling an app based parking bay reservation system called Save a Space since November 2017. The trial is being conducted in partnership with technology company Accelogress following a successful Innovate UK funding bid.
- 5.3** As part of the trial, five standard bays have been made available for reservation at Four Oaks, Rowley Regis, Longbridge and Tile Hill. A small number of car share bays can also be reserved at Rowley Regis (5) and Longbridge (4).
- 5.4** The scheme has been piloted with 200 users and has been very successful. More than 4,700 successful bookings have been made since the start of the trial, and bays are regularly now fully booked on weekdays. 96% of users have made repeat bookings, and we have received significant positive feedback.
- 5.5** Nearly 1,200 people are signed up for participation in the scheme. With 200 of these having been accepted into the trial, approximately 1,000 are on the waiting list. It is interesting to note that growth in sign up has continued strongly despite no marketing and no people being added to the trial since spring 2018.
- 5.6** The trial of Save a Space is currently ongoing funded initially through grant funding which has now come to an end. A further update will be provided in the New Year on proposals to expand the trial on a self-funding basis across the network to identify the level of support for this product with a charge to cover the cost of operation.

Car park enforcement

- 5.7** 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 four years is operated by Vehicle Control Services Ltd (VCS) and is working well with relatively few operational issues occurring.
- 5.8** Car park enforcement continues to be 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.

Design Guide

- 5.9** An updated P&R design guide is being created to ensure both new and existing facilities meet a minimum standard for design and customer experience. This will consider a number of factors including safety & security, supporting sustainable travel, technological innovations, community opportunities, operational requirements, local requirements, added value facilities etc.
- 5.10** There will also be a focus on measures that should be considered on a site by site basis to provide a best in class service for users and local communities.

5.11 This will be developed reflecting the principles of the strategy set out in section 3 of this report.

Electric Vehicle (EV) Charging

5.12 There are currently 12 EV charging points across 5 managed Park & Ride sites.

5.13 The sites that currently have EV charging points are Bromsgrove, Longbridge, Rowley Regis, Tile Hill and Yardley Wood.

5.14 Work is currently being undertaken, in conjunction with the Longbridge multi-storey car park development, to provide passive provision for an increased number of electric charging bays in the future, as the technology and demand develop.

5.15 TfWM is working to deliver a new strategic approach to electric vehicle charging at TfWM P&R sites and potentially, other operational locations.

5.16 This includes close working with local authorities and operators to achieve consistency in approach where practical.

5.17 An Electric Vehicle Charter has been established which sets out the key aims of providing EV charging points and an approach to identifying the most suitable locations and methods of delivery.

5.18 To understand the suppliers, products and services available in this quickly developing area of technology, TfWM has commenced a market sounding exercise which encourages proposals from companies that can provide services for EV charging at our facilities.

5.19 Careful consideration needs to be given as to how customers pay for the electricity used to charge their vehicles, making it as effective, efficient and consistent as possible for the user.

Park and Ride Commercial Approach

5.20 As mentioned in the Park & Ride update report in July, the ongoing management, maintenance and operation of Park & Ride car parks incurs significant costs of circa £2.4m per annum. Furthermore, the current operational expenditure requirement is likely to increase significantly if the current anticipated increase of 3,000 additional car parking spaces by 2022 is to be achieved.

5.21 At present, free parking at TfWM P&R sites offers little incentive for customers who live close to the station to take more sustainable means of travel. Recent user surveys show 62% of car park spaces are occupied by residents from within two miles of stations and of the 60% over half (32% of total users) travel from within one mile of the station. 95.6% of these journeys are single car occupancy.

5.22 TfWM has previously outlined an aspiration to develop a commercial approach, and this is something that will be considered further, in conjunction with Local Authority partners and key stakeholders.

5.23 An update on work in this regard will be provided in due course.

Longbridge charging

- 5.24** 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.
- 5.25** 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.
- 5.26** 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.
- 5.27** Work is due to commence shortly on a market sounding exercise to explore the options available for delivering a charging scheme at Longbridge. A key focus will be to make the process of paying for parking as seamless and easy for the customer as possible, embracing the use of technological developments in this area.
- 5.28** The level of charge for parking at Longbridge is yet to be determined, although it is expected to be between £2.00 and £4.00 a day. The outcomes of the market sounding exercise and an analysis of operational and construction costs will inform this piece of work, together with research into demand management.

Lease Review

- 5.29** Some of the P&R sites are on land leased from Network Rail and the franchise operator (now West Midlands Trains). We are currently reviewing the covenants contained within each of these leases. Some are very restrictive in nature and prevent TfWM from being able to carry out any commercial activity and certain customer experience measures at these sites. While the inclusion of these covenants had sound reasons in the 1990s, due to the development of the local rail network TfWM considers that they no longer reflect current regional, customer or rail network needs.
- 5.30** Once the full situation is understood, we will be seeking to enter dialogue with Network Rail in a bid to update the leases to be more consistent and flexible.

Sutton Coldfield

- 5.31** Sutton Coldfield station car park levies customer charges to use of the facility. 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.
- 5.32** The charging is operated by the use of a staffing operative, provided by our enforcement company, Vehicle Control Services Ltd., who collects cash at the entrance.

5.33 The revenue raised from the car park does not cover the costs of the member of staff. Furthermore, as the charge has not increased for more than two decades, it significantly undercuts the cost of parking for Sutton Coldfield town centre where it currently costs £4.50 at Birmingham City Council operated car parks to park all day.

5.34 TfWM is currently considering options for Sutton Coldfield to address the situation of further subsidising car park costs in this location.

6.0 Encouraging other access options

6.1 TfWM recognises that improving other access options to stations and stops is key 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 work streams 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;
- Working with West Midlands Trains (WMT) on the development of station travel plans in the region. These plans set out a framework for encouraging access to individual stations, especially by environmentally friendly modes, by looking at the end to end journey and delivering improvements. This includes improved walking and cycling facilities, better information, marketing initiatives and high quality, well located bus infrastructure.
- Improving cycle facilities at stations – both through the new rail franchise and specific TfWM projects;
- Inputting to WMT's new Passenger Assist Plus initiative which supports older people and those with limited mobility in making public transport journeys; and
- Working with partner authorities to improve walking routes to stations.

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

7.0 Stakeholder Engagement

7.1 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.

7.2 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.

8.0 Financial implications

8.1 As mentioned earlier in report the provision of P&R has considerable financial implications for TfWM as operating P&R sites currently costs circa £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 specific schemes such as the Save a Space initiative.

8.2 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 be a key element of considering a commercial approach that will include looking at opportunities 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.

9.0 Legal Implications

9.1 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.

9.2 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.

9.3 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.

9.4 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.

10.0 Equalities Implications

10.1 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.

11.0 Inclusive Growth Implications

11.1 Drawing on the first iteration of the inclusive growth framework, the following issues should be considered and reported on as schemes are developed:

11.2 Affordable, Safe and Connected Places:

- **Impact on traffic:** New P&R should have a positive effect on traffic, but implications of new developments and charging regimes could worsen traffic in

the areas around the stations, given the tendency for people to use P&R even when they live within two miles. Mitigating measures should include ensuring that the sites are part of cycling networks, so can be safely accessed via that mode. Consideration should also be given to how Swift might encourage people to use the bus to link to train services, instead of their car;

- **Opportunity for enterprise:** With increased footfall, consideration should be given to the potential to enhance the local economy around the station – for example, via pop-up trading;
- **KSIs:** opportunities to improve the safety of the area for vulnerable road users while developing these sites should be taken;
- **Mode share:** new P&R should have a positive impact on mode share. Given, however, the inevitability of car use for part of the journey, consider how Swift's application could be used to incentivise shared journeys – e.g., by offering a discount on parking charges. It is also vital to ensure that local operators are providing enough capacity to meet projected demand. Some lines in the region – e.g. Longbridge, on the Cross City Line – are running at capacity, with carriages already crammed at peak times;
- **Flexible public realm:** communities should be enabled to make use of the parking space when occupancy is lower, for performances and other kinds of local event. Design should make this easy and appealing, including provision of power supply points and Wi-Fi;

11.3 Education & Learning:

- **Promoting education and training opportunities:** one of the functions of the train/Sprint routes will be to link people to employment, so finding ways (and space) for that to occur is important;
- **Cost of transport for areas of low income:** ensure that any potential charging regime does not make transport unaffordable for people on low incomes, particularly those whose caring and employment responsibilities, or whose additional needs/disabilities/illness make them time poor;

11.4 Health & Wellbeing:

- **Physical activity:** ensure that it is still/more appealing to approach the station on foot, or by bicycle. Consider how the car park footprint could create an outer circuit that could be used by runners as part of an overall running route in the place;
- **Space for local growing:** where safe and practical and supported by local people, space for community-owned planters for herbs and vegetables should be made;
- **Universal design:** ensure that the seven principles of universal design are followed – to ensure spaces are inclusive and equitable;

- **Opportunities to enhance links to green space:** these should be taken where present;

11.5 Power, Influence and Participation:

- **Promoting volunteering opportunities:** ensure that community infrastructure has space to signpost and organise;
- **Wealth-building:** maximise potential of commissioning and procurement around these schemes, and consider community-owned models for car park and other commercial operations on site;

11.6 Sustainability:

- **Air quality:** while this scheme should improve air quality by taking cars off the road, design of schemes should take the potential worsening of air quality into account, and lay out planned mitigations for this, including spaces for electric vehicle charging;
- **Renewable energy:** car parks can be ideal locations for decentralised renewables/storage – this should be exploited where possible, and is another possibility for community ownership;
- **Climate change adaptation:** ensure that site enhances the area’s resilience to climate change – including ‘greening’ to cool the area and to improve biodiversity, and sustainable urban drainage to protect against localised flooding;

12.0 Geographical Area of Report’s Implications

12.1 No implications reported

13.0 Other Implications

13.1 No implications reported

14.0 Schedule of Background Papers

14.1 None