



Transport Delivery Committee

Date	22 July 2019
Report Title	Park & 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 (by email)

Recommendation(s) for action or decision:

The Transport Delivery Committee is recommended:

1. To note the current status of development for Park & Ride (P&R).

1.0 Purpose

- 1.1 This report details the progress of Park & Ride site proposals already in delivery or development, since the previous report in January 2019. It also provides an update on the development of an overarching framework to govern future development, funding and management of Park & Ride sites.

2.0 Park & Ride development activity

- 2.1 Work has been continuing to develop and deliver a number of expansions at sites across the network.
- 2.2 A summary of sites where work is continuing is provided in **Table 1** below. Additionally a summary of other sites that are being considered in the context of the emerging strategy and development framework in **Table 2**.

Table 1 – Ongoing Car Park Expansion projects (in alphabetical order)

A34 / M6 Junction 7 (Sprint)	In conjunction with the Sprint development team, TfWM is considering options for a Park & Ride site on the A34 Sprint corridor, close to junction 7 of the M6, to act as an intercept for cars heading to Birmingham and Walsall. Work is ongoing to understand the demand profile at this location, in order to ensure that proposals are aligned with the expected usage. A number of possible sites have been identified and TfWM is working with these land owners and local authorities to understand the opportunities available.
Bradley Lane (Metro)	Construction work on the new 196 space car park was put on hold as a result of the main contractor, Dawnus, entering administration on 14 March 2019. The first phase of works has required a focus on ground remediation because of former coal mine workings on the site and, through engagement with Dawnus' main subcontractor, these works were satisfactorily completed. The next phase of work, to complete the embankment, steps and ramp, are due to recommence at the beginning of August. It is anticipated that work on the site will be completed prior to the end of 2019.
Longbridge (Rail)	Following receipt of planning permission in October 2018, and subsequent confirmation of budget approval, the existing car park facility was closed on 19 May 2019. TfWM's contractor then took over the site and work commenced immediately on delivering the five deck, multi-storey car park. With the optimum floor plan in place, following refinement to the design, the new facility is expected to have 629 spaces in total across the six levels. The site has been cleared and subterranean work has begun. It is anticipated that the car park will be completed and open for use in Spring 2020. As previously confirmed, a charge will be applied at Longbridge to help cover construction and operational costs, following an agreement by WMCA in February 2018. Further details regarding the development and delivery of user charging will be presented once proposals have been finalised.
Tile Hill (Rail)	A project is continuing to be developed as part of HS2 connectivity package for Coventry and Warwickshire, and in partnership with Coventry City Council, to increase the current provision of 347 spaces at Tile Hill station. Further options have been explored, and proposals for possible schemes that would see a net increase of around 250 spaces are being pursued, in conjunction with key stakeholders. A number of plots of land, that would potentially be desirable for the scheme, have been identified and are being considered in conjunction with the expansion proposals. It is currently anticipated that WMCA will be in a position to apply for planning permission during 2020 and, subject to approvals, that work would commence to deliver the net increase as soon as practicable thereafter. The Tile Hill Park & Ride site is not playing a part in Coventry City of Culture 2021, and therefore is no longer the combined aim to have the facility open by December 2020.

Tipton (Rail)	Land valuation has been provided on land owned by Sandwell MBC. Discussions are continuing regarding the costs associated with land, and how best to proceed. As the site was formerly the subject of coal mining and industry, there are a number of mitigations that, on acquisition, would need to be undertaken prior to the construction of the proposed 106 space car park extension.
Whitlocks End (Rail)	An initial design has been produced that would deliver a 271 space addition to the current 324 space car park at surface level. This incorporates land previously acquired by TfWM that is directly adjacent to the existing P&R site. Additional discussions have taken place with Solihull MBC around these proposals, and options to potentially enhance the Park & Ride provision at Whitlocks End. This has been to ensure that proposals are aligned with the wider development plans in the area, and have considered highways implications also.

Table 2 – Car Park Expansion projects to be taken forward in the context of the emerging strategy (in alphabetical order)

Dudley Port (Rail & Metro)	There may be opportunities to expand the Park & Ride provision at Dudley Port in conjunction with the Wednesbury to Brierley Hill Metro Extension. The strategic nature of this location is being considered as part of a pilot study that examining Park & Ride opportunities, in conjunction with the Park & Ride strategy, across the extension route.
Sandwell and Dudley (Rail)	A number of outline options have been produced that could increase the parking provision at Sandwell and Dudley station from the current 372 standard spaces, up to as many as 1100 spaces, through a variety of decked solutions. The scope of this project is being considered, in conjunction with the Park & Ride Strategy and local highway implications, in order to ascertain any desired or appropriate level of expansion, and whether development costs can off-set by charging for use of any enhanced facility.
Tame Bridge Parkway (Rail)	One area of land has been identified adjacent to the current site which could be used to deliver a car park expansion, however there is now an additional piece of land that may become available as a result of Network Rail work in the area. Options are currently being considered in relation to this Park & Ride site, and opportunities to work with land owners to provide an enhanced parking offering at either of the identified locations at the station.

- 2.3** Consideration is being given to other potential locations for Park & Ride expansion, or development of new Park & Ride sites. These will all need to be considered in conjunction with the Park & Ride Strategy, and will be developed accordingly if meeting criteria.
- 2.4** Development of sites, other than the A34, to support Sprint will also be considered.

Lease Reviews, and Maintaining Existing Park & Ride Sites

- 2.5** As lease and rent reviews present themselves, TfWM will continue to work to maintain its existing Park & Ride portfolio, subject to assessment of value for money including the cost of managing maintaining these sites.
- 2.6** TfWM is pleased to report that the ongoing issues at Hall Green have been resolved.
- 2.7** The land on which the Park & Ride site is located is owned by two different landowners. Negotiations were taking place with one of these landowners regarding future opportunities regarding the land, and the current lease.
- 2.8** With the negotiations regarding the provision of Park & Ride on this land concluded satisfactorily, this allows the continuation of the current level of parking, with possible opportunities for enhancements, for the foreseeable future.
- 2.9** The vast majority of Park & Ride sites remain free of charge to users, however TfWM has seen rental increases and potential in certain locations. It is not the case that sites with cost increases will be maintained as free to use Park & Ride car parks and, in the cases where costs are deemed not present value for money, consideration will be given regarding the future of the site and, indeed, potential withdrawal and exploration of other funding opportunities.
- 2.10** Work has been undertaken to review leases at our P&R sites. Some are straightforward whilst others, especially those where tripartite leases are in place between Network Rail, West Midlands Trains and WMCA, are more complex and restrictive. In some cases some stations, the car parks have different ownership and lease restrictions in places with the location. Stourbridge Junction, for example, has three sections which are of different ownership and are with different restrictions. The covenants within each of these leases are being reviewed, with a view to reaching a commonality across the estate, which will enable similar customer experience measures and commercial activity.
- 2.11** Initial discussions have commenced with West Midlands Rail Executive, West Midlands Trains, and Network Rail with a view to updating lease conditions in order to standardise activities on the estate we operate. Early indications look favourable, with potential options around any future revenue generation from sites, from any commercial activities, being reinvested in the rail or Park & Ride networks.

Commonwealth Games

- 2.12** Work continues to take place within the organisation, and with key partners, to identify P&R sites for the 2022 Commonwealth Games.
- 2.13** The work is leading towards consideration of temporary opportunities at third party sites and legacy sites, rather than use of the existing Park & Ride estate which will still be needed to cater for regular users.
- 2.14** Current estimates suggest around 6,000 additional Park & Ride spaces will be required to support the Commonwealth Games, over a potential of 8 sites.

- 2.15** A greater understanding of the Park & Ride need will be understood once venue and event timetable decisions have been finalised by the Commonwealth Games Organising Committee.

SPRINT

- 2.16** As detailed in Table 1, options around the A34 Sprint corridor are being pursued.
- 2.17** Work will be undertaken with the Sprint team regarding any other potential Park & Ride opportunities.

New Stations

- 2.18** The Park & Ride team continues to work with West Midlands Rail Executive (WMRE) to input to the design of new railways stations in the West Midlands.
- 2.19** Specifically at the new planned stations at Darlaston and Willenhall the Park and Ride Team are working with the designers for the two new stations and it is currently proposed that a 300 space car park is built at Darlaston and 150 spaces at Willenhall. The Darlaston station car park will form part of a wider mixed use regeneration project of land alongside the new station.
- 2.20** Key role from the Park and Ride team has been to ensure the car parks designs meet the Authority's design standards and that the ultimate facilities are as easy and cost effective to maintain. An example of this has been to specify the same LED lighting for both the car parks and the station areas that have control systems that both reduce electrical consumption and whole life costs.
- 2.21** There are currently no plans for Park & Ride provision on the new Camp Hill Line at Moseley, Kings Heath or Hazelwell. The catchment of the station is likely to be very local, and there are a lack of suitable sites nearby. We will endeavour to consider options around other sustainable means.

Midland Metro

- 2.22** As part of the development of the Wednesbury to Brierley Hill Metro extension (WBHE), work is actively being undertaken to understand how passengers are likely to travel to Metro stops.
- 2.23** The trial of the Park & Ride principles on WBHE will consider the opportunities for Park & Ride, and highlight possible improvements to local walking, cycling routes, powered two-wheeler, bus and DRT connections, to encourage access by sustainable modes.
- 2.24** Park & Ride may be appropriate to support access to the rail and rapid transit networks in line with the Park & Ride principles adopted by WMCA.

Third party opportunities

- 2.25** Whilst work has been ongoing regarding the Park & Ride strategy, there has been limited involvement in exploring third party opportunities.
- 2.26** Once work to test the strategy has been completed, it is anticipated that further encouragement of private provider options can be considered.

3.0 Park & Ride Strategy & Commercial Opportunities for the region

3.1 The Park & Ride Policies and Principles report was approved by WMCA Board on 22 March 2019.

3.2 This sets out the details for taking forward the development of currently uncommitted future Park & Ride proposals, agrees policies to govern future development, funding and management of Park & Ride. It also details principles whereby any formal charging or booking system could be introduced in the future with a view to moving towards a more sustainable approach to funding improved customer facilities and Park & Ride provision.

3.3 The findings of a review of park and ride in the West Midlands suggest that park and ride has had mixed success in delivering against previous objectives and there are key issues with its usage. There are opportunities to optimise the way we deliver future park and ride provision. The review concluded that continuation of the approach as-is:

- would not be financially sustainable – maintenance and operation of existing provision is fully subsidised through the WMCA transport levy at an estimated cost of £2.4m per annum in 2017/18, which is set to increase to £3.2m per annum by 2024/25 – an increase of over 30%.
- could worsen the existing imbalance of supply and demand;
- would over-incentivise the use of park and ride by those who have viable and realistic alternatives (exacerbating an existing issue where approx. a third of existing users drive less than a mile to park and ride leaving less space for those who live further away);
- would continue to constrain the availability of park and ride for those who may lack viable and realistic alternatives (park and ride is only available to those who can travel very early, which in particular excludes its use by those who cannot due to family/caring responsibilities);
- could worsen detrimental impacts on nearby streets and neighbourhoods; and
- would miss opportunities for transit oriented development (and regeneration).

3.4 In order to assist, a set of clear policies regarding funding, managing and developing Park & Ride have been produced, with a view to ensuring that going forward Park & Ride delivers the right benefits for the right people, in the right locations and in a financially sustainable manner. This has been summarised in Table 3.

Table 3 – Policies for Funding, Managing and Developing Park & Ride.

Funding park and ride	Managing park and ride	Developing park and ride
<p>Any proposals for new or expanded park and ride schemes would generally be expected to be financially self-sustaining beyond the initial construction costs (including measures required beyond the boundary of the site such as on-street controls).</p> <p>Decommissioning of park and ride sites will be considered where rail and rapid transit network coverage provides residents in the area with viable and realistic alternatives to accessing the public transport network by non-car means; and there is no significant strategic transport access value provided by the site.</p> <p>Park and ride assets owned or operated by WMCA will be supported by commercial strategies which seek to:</p> <ul style="list-style-type: none"> • Reduce the cost of park and ride; • Raise revenue to cover the cost of park and ride, including by means of charging; and • Enable services supported by the WMCA Transport Levy to be as financially self-sustaining as possible. <p>Unless there are compelling wider benefits or commensurate savings the proportion of the WMCA Transport Levy budget allocated to the operation of park and ride will not be increased.</p>	<p>Wherever practicable at park and ride assets owned or operated by WMCA, measures will be introduced that aim to:</p> <ul style="list-style-type: none"> • Reduce the proportion of users that drive short distances to use park and ride; • Increase occupancy of cars travelling to park and ride. • Reduce the need for users to arrive very early in order to secure a space; • Manage any directly associated surrounding on-street parking that has a significant adverse traffic management or community impact; • Reduce adverse travel market distortions such as rail-heading at park and ride sites where it abstracts demand from better placed transport interchange nodes. <p>Where practicable, charging and booking measures will be considered as a high priority to achieve the above aims.</p>	<p>Where the private sector is unlikely to invest, WMCA will pro-actively promote park and ride sites with viable business cases in the metropolitan area that:</p> <ul style="list-style-type: none"> • Provides access to metropolitan/regional services to the West Midlands' well-connected strategic urban centres and/or intercity services to other key UK cities; and • Intercept longer distance traffic in-bound into the metropolitan area and/or serve local catchments. <p>Development of additional park and ride capacity will be favoured in locations where it offers the earliest feasible opportunity to beneficially abstract car trips from the urban road network.</p> <p>Unless there is compelling strategic reason which supports the better operation of the transport system, developing park and ride will not generally be supported:</p> <ul style="list-style-type: none"> • In congested urban centres. • Within 3 miles of Birmingham City Centre. <p>There will be a general presumption against the development of park and ride that precludes alternative land uses in the long term and where there is a clear local ambition to use the land for more productive purposes.</p>

- 3.5 A development framework is now being produced to assist with the further development of Park & Ride and TfWM are working closely with local authorities through this process.
- 3.6 As noted at 2.21, the Wednesbury to Brierley Hill Metro Extension (WBHE) is being used as an opportunity to test elements of the strategy within a group encompassing the WMCA and district partners.
- 3.7 As noted above at 3.3, the current operating model and expenditure requirement will become financially unsustainable within the current constraints of the budget for delivering the Park & Ride service.
- 3.8 As such the Park & Ride Strategy will also consider the commercial opportunities around the Park & Ride estate. This will consider options to move to a more financially sustainable models that could include user charging, space reservation. It will also consider options for additional facilities or services (such as booking systems and EV charging), and integrating systems (potentially through Swift) that could allow for products to be provided through TfWM that are more than for travel in isolation.
- 3.9 There continues to be little incentive for customers who live close to the station to take more sustainable means of travel, due to the free nature of parking on TfWM sites, and work to encourage sustainable travel will continue.
- 3.10 Further updates will be provided as work regarding the policy and strategy emerge.

4.0 Customer Experience

- 4.1** TfWM continues to explore a number of areas to enhance the customer experience at Park & Ride sites. There are a number of work streams ongoing that, it is anticipated, will improve the end to end journey experiences of Park & Ride users.

Save-A-Space

- 4.2** TfWM is continuing the trialling of an app based parking bay reservation system called Save-A-Space, in partnership with technology company Accelogress, following a successful Innovate UK funding bid.

- 4.3** This trial has been ongoing since November 2017 and was successfully expanded in June 2019 from 29 spaces to 35. There is a further expansion planned that would take the trial to over 70 spaces later this year, and introduce sites that currently do not benefit from the trial.

- 4.4** June 2019 saw 15 spaces allocated for Save-A-Space at Northfield, with 124 people signing up at this location, to complement those who were using the trial at Longbridge, which has now closed.

- 4.5** The trial now comprises:

Four Oaks – 5 Save-A-Space

Northfield – 15 Save-A-Space

Rowley Regis – 5 Save-A-Space and 5 Car Share Bays

Tile Hill – 5 Save-A-Space

- 4.6** The pilot scheme has been expanded to incorporate 179 registered users, from a total of 1,762 people signed up (subscribed to the trial) overall. 220 people in total, from those signed up, were asked to become registered users.

- 4.7** More than 9,000 successful bookings have been made since the start of the trial.

- 4.8** Bays continue to be fully booked regularly on weekdays with 70% of users making at least one successful booking, and 65% of users making repeat bookings (2 or more bookings) and we continue to receive positive feedback.

- 4.9** Options are currently being explored to expand the Save-A-Space trial to include electric charging, providing additional customer benefits and allowing the trial becoming self-funded by charging customers to use the facility so that this does not cost additional sums of money to provide.

Car park enforcement

- 4.10** 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.

- 4.11 The contract for provision of enforcement services is due to expire in October 2019, and work is currently being undertaken with our procurement team, for a new contract that will oversee both the day-to-day enforcement, but will also incorporate Longbridge user charging.
- 4.12 Enforcement is budgeted as cost neutral overall to TfWM overall, with any small surplus being retained within the budget to help with maintenance of the car park assets.
- 4.13 Where we have been made aware of infringements, we have the opportunity to upscale action as required, to help promote considerate parking.

Design Guide

- 4.14 The Park & Ride design guide has been update to reflect the recent the changes as the Combined Authority has emerged, and the rail operator has changed.
- 4.15 This guide ensures that both new and existing facilities meet a minimum standard for design and customer experience, and encompasses safety & security, supporting sustainable travel, technological innovations, community opportunities and operational requirements.

Electric Vehicle (EV) Charging

- 4.16 There are currently 10 EV charging points across 4 managed Park & Ride sites.
- 4.17 The sites that currently have EV charging points are Bromsgrove, Rowley Regis, Tile Hill and Yardley Wood. Longbridge has closed for rebuilding, but it is proposed that EV charging will be introduced into the new site.
- 4.18 To understand the suppliers, products and services available in this quickly developing area of technology, TfWM has undertaken a market sounding exercise and this encouraged proposals from companies that can provide services for EV charging at our facilities.
- 4.19 From the exercise, and engagement with power suppliers, this has led to consideration around which sites could be best for EV charging in the future, and the types of EV charging available that could be suitable for our estate.
- 4.20 It is anticipated that any payment for electricity would incorporate Swift as method of charging.
- 4.21 The work previously mentioned to provide passive provision for an increased number of electric charging bays in the future at Longbridge multi-storey car parkas the technology and demand develop, has now changed scope.
- 4.22 It had been intended that passive provision would be provided through ducting on the ground floor, however this limits the potential for EV in the future, and would have created issues with part of the construction process. Instead options are being considered whereby EV charging could be provided from above rather than below, with cabling potentially running along the ceiling of car park levels and down columns to charging units. This gives the potential for greater coverage of the car park in the future.

- 4.23** TfWM has been working to deliver a new strategic approach to electric vehicle charging at TfWM P&R sites and potentially, other operational locations.
- 4.24** It is the intention that EV charging will be incorporated into the commercial offer at Park & Ride sites, and options regarding booking EV spaces, to help ensure that users can arrive safe in the knowledge of being able to charge their vehicle, will be explored.
- 4.25** Future development of EV charging is being pursued along a model whereby, rather than having one or two units in each Park & Ride site, there will be a number of EV hubs with greater provision. This will help provide focal points for EV charging, and will build confidence in users that the facility will be available for them to use, at the time they want it.

Longbridge charging

- 4.26** As mentioned in the report in January 2019, at the meeting of the WMCA Board on 9 February 2018, the introduction of car park user charging at the new Longbridge Multi-storey Park & Ride site was agreed.
- 4.27** The decision to charge was based on:
- The need to repay capital borrowing costs associated with building the multi-storey car park,
 - The increased operational costs incurred in maintaining a decked facility.
 - The commitment to provide well managed, safe and secure Park & Ride facilities.
 - Without charging the scheme would not be able to go ahead.
- 4.28** 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. To confirm, this will provide the ability to set and adjust charges in line with achieving modal shift objectives and repayment requirements for scheme borrowing.
- 4.29** The level of charge for parking at Longbridge will be between £2.00 and £4.00 a day. Analysis of operational and construction costs, together with optimum charging levels based on local markets and the need to pay back borrowing, have informed the proposals that are being prepared.
- 4.30** A baseline figure of £3.00 a day per user is being considered, given the need to pay back the amount borrowed to fund the building of the car park, and the charge in place at nearby parking facilities.
- 4.31** Once confirmed, the details concerning charging will be made available and will be the subject of marketing and promotional activities locally.

5.0 Encouraging other access options

- 5.1 Further to the previous report that set out the intention to work with West Midlands Trains (WMT) regarding station facilities, walking and cycling, the Park & Ride team has received support from a Cycling Development Officer, who has been seconded part-time to the team to give consideration to sustainable transport modes, travel planning, and modals shifts.
- 5.2 Work will be focussed on areas where larger scale capacity issues have been reported, such as Stourbridge Junction and Sandwell & Dudley, and opportunities explored that enhance alternative access to Park & Ride sites.

6.0 Stakeholder Engagement

- 6.1 Park & Ride provision, and changes to current provision, can have a significant impact on users and local residents. Recognising this, we have engaged with users in the case of major changes to parking provision.
- 6.2 TfWM has undertaken information campaigns regarding temporary work at Tile Hill, and at both Longbridge and Northfield surrounding the closing of the former. As part of this process, local councillors have received communication, with the opportunity to comment and feedback as appropriate.

TfWM will therefore continue to actively engage with local stakeholders with an interest in Park & Ride provision.

7.0 Financial implications

- 7.1 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 and any other commercial opportunities.
- 7.2 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.

8.0 Legal Implications

- 8.1 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.
- 8.2 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.
- 8.3 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.
- 8.4 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.

9.0 Equalities Implications

- 9.1 New Park & Ride initiatives will need to undergo an initial equality impact assessment to ensure key equality and access requirements are met.
- 9.2 Similarly, the Park & Ride strategy and any charging strategies will need to undergo a full Equality Impact Assessment at early development stage to ensure different groups of people, including disabled people and people on low incomes are not disadvantaged.

10.0 Inclusive Growth Implications

- 10.1 None reported

11.0 Other Implications

- 11.1 None reported

12.0 Schedule of Background Papers

- 12.1 None