

Leicester
City Council

WARDS AFFECTED
ALL

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

22nd April 2003

LEICESTER WEST TRANSPORT SCHEME PROPOSAL

Report of the Corporate Director of Environment, Regeneration and Development

1. Purpose of Report

- 1.1 To seek approval to submit the Leicester West Transport Scheme (LWTS) bid to the Department for Transport for funding.

2. Summary

- 2.1 This report informs members of the details of the scheme, results of the public consultation exercise and work undertaken. This report summarises the work in the key areas of the LWTS proposal, these being:

- Scheme Description
- Objectives
- Park & Ride evaluation and proposals
- Bus priority evaluation and proposals
- Scheme appraisal
- Financial assessment
- Public consultation
- Environmental assessment
- Issues outstanding
- Submission timetable

- 2.2 The Department for Transport's (DfT) submission deadline for the bid is 31st July 2003. If the bid is not submitted by the DfT deadline, the City and County Councils will need to wait a further 12 months before submitting an alternative bid.

3. Recommendations

- 3.1 It is recommended that:

- I. The City Council, in partnership with the County Council, submit a bid for Major Scheme funding to the Department for Transport to fund the Leicester West Transport Scheme, as described in Section 2 of this report. This to be done subject to recommendation 3 below;
- II. To ask the Highways & Transportation Scrutiny Committee to comment on the report prior to its further consideration by Cabinet.
- III. A further report is brought before Cabinet no later than July 2003, confirming the final details of the bid, including resource implications and detailing the share of risk and benefits between the City and County Councils (on the basis that no call-in may then be made due to the imminence of the bid deadline). This is because of technical reasons and timescales required which are outlined in Section 11 of this report.

4. Headline Financial and Legal Implications

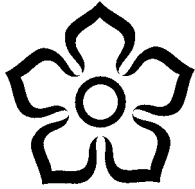
- 4.1 Funding for Major Scheme proposals are ring-fenced, outside the Single Capital Pot introduced in 2003/03. Under the existing local government financing system, central government funding will comprise a split of 50% grant and 50% credit approvals over the life of the scheme.
- 4.2 However, Supplementary Credit Approvals (SCA's) will be the only form of credit approval available. For the 50% grant allocation, public transport schemes will receive Section 56 grant.
- 4.3 All expenditure incurred as part of the preparation of the LWTS proposal is from the block capital allocation from the Local Transport Plan.
- 4.5 Legal advice is being taken regarding the development of the scheme. This will become more significant as the scheme progresses and contracts are drawn up and let.
- 4.6 A financial assessment of the scheme including the economic appraisal is presented to Cabinet as part of this report.
- 4.7 Detailed costings of the scheme are still being developed, and will be subject to a process of rigorous testing and challenge prior to the subsequent report in July. Members are asked to note, however, that the revenue implications of the scheme are not capable of being established with certainty given that they are based on estimates of patronage.
- 4.8 It is presently assumed that all costs of the scheme are capable of being bid for – this will be tested further as apart of the subsequent report.

4. Report Author/Officer to contact:

- 5.1 Eddie Tyrer, Team Leader - Special Projects Team, Ext 7272.

DECISION STATUS

Key Decision	Yes
Reason	Capital Expenditure of over £1 million
Appeared in Forward Plan	Yes
Executive or Council Decision	Executive (Cabinet)



Leicester
City Council

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FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

22nd April 2003

LEICESTER WEST TRANSPORT SCHEME PROPOSAL

SUPPORTING INFORMATION

1 Report

1.1 This report summarises the conclusions of work undertaken in the key areas of the LWTS proposal, these being:

- Scheme Description
- Objectives
- Park & Ride evaluation and proposals
- Bus priority evaluation and proposals
- Scheme appraisal
- Financial assessment
- Public consultation
- Environmental assessment
- Issues outstanding
- Submission timetable

2 Description of LWTS

2.1 The Leicester West Transport Scheme (LWTS) is a joint proposal of the Leicester City Council and Leicestershire County Council to the Department for Transport (DfT) for funding of new public transport infrastructure and services to serve the area of the north, west and south of Central Leicestershire.

2.2 The LWTS proposal is a key element to the delivery of the City and County Council's adopted 'Central Leicestershire Local Transport Plan 2001-2006' (CL LTP). It aims to provide a step change in the provision and quality of alternative transport measures to the private motorcar for people travelling into the City of Leicester. It achieves this by providing a package of measures comprising of six elements:

- **Three new Park and Ride (P&R) sites** at Aylestone, Glenfield and Birstall

with a total capacity of approximately 2,500 car parking spaces.

- **Bus priority measures** on A426 (Aylestone), A50 (Glenfield) and A6 (Birstall) corridors from the sites to the City Centre.
- **Level bus access and improved stops and shelters** on each of the corridors for local bus services operating on the corridors.
- **Real time passenger information** for the P&R services and all local bus services operating on the corridors.
- **Intelligent bus priority** for the P&R services and all local services operating on the corridors.
- **Variable message signing** to provide up to date information to car drivers on location and parking availability at the P&R sites together with other travel information, such as degree of city centre congestion and pollution information.

3 Objectives

- 3.1 The City and County Councils outlined their intention to submit a major public transport scheme based on the development of a network of Park and Ride sites to the north, west and south of the City in the 'Central Leicestershire Local Transport Plan 2001-2006' (CL LTP). This was undertaken with the full backing of the Quality Bus Partnership and after extensive consultation on the development of the CL LTP.
- 3.2 The Councils recognise the importance of providing good alternatives to travel by private car in order to address the problems of congestion. In the built-up area in and around Leicester good bus services, safe cycling facilities and an improved environment for pedestrians will be the main alternatives developed in the adopted CL LTP period.
- 3.3 However, for people traveling into Leicester from further afield it is more difficult to make these alternatives sufficiently attractive to motorists. Train and express bus can cater for some journeys effectively, but a network of Park & Ride services will encourage modal shift in the urban area and, at the same time, improve the accessibility of the City Centre.
- 3.4 The objectives of the scheme are to:
 - Provide a high quality, efficient transport mode for people traveling into the City Centre, in particular existing car users.
 - Ensure efficient use of the restricted highway network.
 - Improve accessibility to the City Centre.
- 3.5 It is also designed to assist in achieving the targets set out in the CL LTP, these being:

- T9 - To reduce the number of cars entering the City Centre by 4% in the A.M. peak by 2006 and 8% by 2011. A 2% reduction has been achieved to date.
 - T3 – To increase the number of bus trips into the City Centre by 20% by 2006 and 40% by 2011. A 5% increase has been achieved.
 - T2 – To ensure 55% of CL LTP residents reach the City Centre in 30 minutes by public transport. (49.8% existing)
- 3.6 Against a national background of increasing car ownership and usage, Central Leicestershire is experiencing pressure on its highway network. Statistics from the CL LTP show that traffic in the CL LTP area over the period 1988-98 has increased by 44% in the AM peak. In 2001-02 this increased by a further 5%.
- 3.7 However traffic entering the City Centre has remained relatively constant over a number of years, as has the volumes of traffic on some radial corridors. This can be attributed to a number of factors being,
- Changes in the physical fabric of the City Centre which have restricted car access,
 - Relatively little economic development in the central area over recent years,
 - The network in the City Centre operating at capacity,
 - Re-allocation of road space to provide improved safety facilities for car users, pedestrians, cyclists and public transport.
- 3.8 There is also pressure for further development in the City Centre, in particular the Leicester Regeneration Company's (LRC) proposals and proposed retail expansion of The Shires and Haymarket, in addition to the development of the Cultural Quarter. All these activities will result in attracting more commuters, shoppers and visitors into the City Centre. Providing this access by car will prove difficult if the projected numbers of additional people working, living and visiting the City Centre are to be achieved. Alternative methods need to be considered and implemented and the LWTS is an important measure that will provide additional capacity to the network and improve accessibility to the City Center.
- 3.9 The proposal has been actively discussed with both the LRC and the owners of The Shires a result of which the LRC have formally supported this proposal and The Shires are also likely to do so. This illustrates the recognition by the private sector that increased economic development in the city center requires increased accessibility. This cannot be provided by increased car usage.
- 3.10 The concept of more P&R facilities is also supported by the general public, not only in the recent public consultation exercise, but also in the consultation undertaken in the CL LTP preparation, in which 45% of respondents favoured improved public transport and P&R developments. This resulted in the LWTS being identified as a key proposal in the adopted CL LTP.

3.11 The objectives of the scheme have also assessed against central government objectives and those of the Local Transport Plan. The central government objectives are:

- **Environmental impact** – to protect the built and natural environment;
- **Safety** – to improve safety;
- **Economy** – to support sustainable economic activity and get good value for money
- **Accessibility** - to improve access to facilities for those without a car and to reduce severance; and
- **Integration** – to ensure that all decisions are taken in the context of the government' integrated transport policy and other relevant policies.

3.12 The LWTS fits in with the prime objectives of the CL LTP, these being:

- Improving **ACCESS** to employment, leisure, education, health care and shopping areas within the City centre through P&R services and comprehensive bus priority measures;
- Supporting and enhancing the **ECONOMY** of the City centre by providing alternatives to car travel and promoting improved bus accessibility;
- Assisting in the improvement of **SAFETY** through the provision of bus priority measures and changes to junctions;
- Promoting more **SUSTAINABLE** transport;
- Promoting **SOCIAL INCLUSION** through improvements to radial bus corridors, and access to improved public transport facilities and services, and
- Improving **QUALITY of LIFE** by actively encouraging car users to change modes to P&R bus at the rural – urban interface and through the transfer of road space to bus use.

3.13 The LWTS also contributes to the goals of the City Council's Community Plan.

4 Park & Ride Site Evaluation and Proposals

4.1 Site Identification

4.1.1 In order to identify the most suitable locations for the proposed sites, an independent evaluation study of sites was undertaken. Transport Consultants MVA were appointed by the City and County Councils in January 2002 to undertake this independent analysis of potential P&R.

4.1.2 A total of 48 sites were identified covering two areas, the A50 and the junction 21(M1) area. The overall objectives were to identify:

- Which sites in each corridor(s) are best suited to P&R use and which sites could be taken forward to public consultation.
- Whether more than one site in the Jct. 21 area is required, or can be justified.

- Whether the timescales at which sites could be made available has any implications for the overall phasing of further P&R sites in Central Leicestershire.

4.1.3 A four stage evaluation framework was agreed to assess the site, these being:

Stage 1

Identify all possible sites within an agreed study area.

Stage 2

To undertake an initial assessment, consider fundamental principles of sites. This assessment looked for a simple yes/no answer to the following questions:-

- Is the site large enough for >500, >1000 and >1500 spaces with some possibility of further expansion;
- Would there be a fundamental planning objection, such as Structure or Local Plan policy which means there is no chance of securing planning consent;
- Are there any fundamental problems with the land itself, such as flooding;
- Could there be any fundamental problems with acquiring the land, and if so, could there be a need for a CPO;
- Could there be any fundamental problems with connecting the site to the highway network?

Stage 3

Stage 2 sites were the assessed against the following criteria:-

- How attractive to motorists will the site be in terms of its location to the outer limit of congestion, diversion off an obvious route, visible to motorists, easy to sign and easy to access;
- An estimated cost of acquiring the site;
- A breakdown of costs in developing the site, including highway connections;
- A 'high-level' view of traffic impact benefits of P&R and congestion problems caused by the potential development and any implications, e.g. necessity for off-site highway works;
- Local pollution problems caused by site, including the effects of pollution from cold starts;
- Other significant environmental impacts from developing the site;
- The likely speed and directness of a bus route from the P&R site to city centre;
- The likely ease of gaining planning consent
- The ease of overcoming any problems with the land and its access
- Ease of acquiring the land, with comment on the need for CPO's;
- A qualitative indication of the likely level of revenue from the site compared to alternatives on the same corridor.

Stage 4

Assessment of short-listed sites using a simple scoring and weighting system was developed for ranking the sites that received further assessment in Stage 3.

- 4.1.4 From this Stage 4 assessment it was recommended that the site at Aylestone (Site 29) and Glenfield (Site 3) be taken forward for further detailed analysis and consultation.
- 4.1.5 At each stage, Officers of both the City and County assessed the recommendations and provided detailed input on technical advice and site characteristics. This input by Officers was of particular importance as it allowed detailed knowledge of Planning, Environmental and Highway issues to be fed into the assessment process.
- 4.1.6 A third site, Birstall, was not assessed as part of this evaluation study. The site has been subject to an evaluation process as part of the Charnwood Borough Council Local Plan Public Inquiry in 2000. The site is now identified as a P&R site in the Local Plan.
- 4.1.7 It has also been consulted upon as part of an Outline Planning Application by private developers for residential/commercial development on adjacent land. A Section 106 has been negotiated as part of the planning approval, in which the developers will lease the P&R site to the County Council and provide funding for 535 car parking spaces. Bus priority measures from the site to the Redhill Circle junction will also be provided by the developer.
- 4.1.8 Details of this study can be found in the MVA report "Leicester Park and Ride Site Evaluation", May 2002.

4.2 Aylestone P&R Site (A426)

- 4.2.1 The site located within the City Council boundary, off the A426 Lutterworth Road and A593 Soar Valley Way. (OS Grid Reference SK5600: 456861, 300404). The proposed facility is bounded by the Great Central Way, Soar Valley Way and Lutterworth Road. Housing is located to the north and south east boundaries of the site. At present the site is not used.
- 4.2.2 The site, comprising approximately 15 acres, is owned by both the City Council and County Councils.
- 4.2.3 The present land allocation of the site in the adopted Local Plan is for:
- 4.3 hectares of residential development
 - A highway reservation for the A426 Glen Parva Bypass which had planning consent and was programmed to start in 1996/97. After achieving Unitary status the City Council as Highway Authority agreed that the scheme would not be implemented.

4.2.4 The Deposit RCLLP allocated the land for park and Ride with a reduced area for housing. However the proposal in the second Deposit Replacement City of Leicester Local Plan (RCLLP), which is also being presented to Cabinet, proposes the site allocation as being:

- A P&R site
- Within a Biodiversity Enhancement Area (BES) on land to the west of the site. Policy GE03 of RCLLP states that development will be permitted in a BES if the nature conservation value is maintained or enhanced. Opportunities will be sought through the planning process to enhance the biodiversity of the site, of adjacent sites or of the green network to which it relates.
- Remaining within the Riverside Policy Area where provision of SPA 13 apply. This policy states that development will not be permitted which detracts from the quality of the Riverside environment. It includes a range of criteria to be taken into account in the consideration of any development proposal.

4.2.5 The policies in the RCLLP, relating to the P&R allocation, which have been agreed by full Council, are summarised as:

- AM06 sets out the criteria for identifying and assessing P&R sites as well as safeguarding the site in Aylestone.
- AM04 identifies the routes where bus priority measures will be implemented and safeguards them from development that would prejudice implementation. This includes the A426.
- AM23 safeguards transport schemes and highway improvement lines, including the Soar Valley Way/Lutterworth Road link. The schedule in Appendix 03 of the RCLLP states that this link may be required in connection with P&R and residential development.

4.2.6 Throughout the development process of the Aylestone site, the views of Planners and Environmental Planners of the City Council have been fully incorporated in the scheme design.

4.2.7 The present proposal for a Park and Ride scheme on this site leaves no area for housing development. The value of this land, if used for housing, would be in the order of £7 million. If the scheme proceeds the capital sum will be seen by the DfT as part of the two Councils' contribution to the scheme.

4.2.8 Aylestone Park & Ride facility proposal

4.2.9 An original scheme accommodating 1,142 car parking spaces was developed and presented to the public via a series of meetings held prior to Christmas. In the light of the meetings, comments were recorded, and considered with the following modifications being included.

- (i) Car parking capacity reduced to 1,000 spaces but includes 14 spaces for disabled users.
- (ii) The northern edge landscaped margin adjacent to the existing houses on Franklyn Road and Conaglen Road is to be increased in width to at least 15 metres.
- (iii) The footpath connection from Franklyn Road is to be extended onto the site beyond the new facility boundary fence to provide residents with access to the park and ride facility and the Great Central Way.
- (iv) The bunding to the edge of the new access road to the south east boundary of the site has been designed to deflect sound and provide a landscaped screen to minimise pollution from the new road. The bunding width and height will be further considered in the detail design stage to provide the most effective barrier.

4.2.10 A summary of the main elements of the facility and details is provided in Appendix A, Table 1.

4.3 Glenfield Park & Ride Site (A50)

4.3.1 This site is adjacent to the Leicester Western By-Pass (A46) and the A50. (OS Grid Reference SK5407: 454093, 307361). The site is located at the junction of the A50 and A46 major roads. It lies to the west of Rothley Brook and includes within the site area an existing flood relief basin built to accommodate the surface water run off from the A50/A46 interchange.

4.3.2 An area of residential property lies beyond the A50 adjacent to the south western edge of the site.

4.3.3 This site is not in City or County Council ownership and therefore a Compulsory Purchase Order may be required in order to gain possession if the site cannot be acquired by negotiation.

4.3.4 This site is presently allocated as Green Wedge although the deposit Leicester, Leicestershire and Rutland Structure Plan (Strategy Policy 6) allows for land uses in the Green Wedge to include park and ride facilities if no other site, outside the Green Wedge is available. The site area is approximately 16.22 acres.

4.3.5 Glenfield P&R facility proposal

4.3.6 The facility is designed to accommodate up to 1,000 car parking spaces including a number for disabled users and this proposal has been presented to the public via a series of meetings prior to Christmas.

4.3.7 Comments were received at the public meeting and from the Local Parish Council and these have been considered with the layout. The suggested modifications focus on;

- (i) The south western boundary of the site will be heavily landscaped in order to reduce the perceived fears of residents of high levels of light pollution.

4.3.8 A summary of the main elements of the facility and details is provided in Appendix A, Table 2.

4.4 Birstall Park & Ride Site (A6)

4.4.1 The proposed facility is located off of the A6 and to the south east of the A6/A46 junction. (OS Grid Reference SK5910: 459363, 310521). To the east and beyond the site boundary a nursery and a number of residential properties are located off of Wanlip Lane. The southern boundary is formed by the Longslade Upper School and Community College playing field. At present the site encloses agricultural land.

4.4.2 This site will be developed as a P&R facility as part of a S106 agreement for housing development on the west of the A6. It is recommended that this site should be built to the 535 spaces to be funded entirely by the developers. This is as a result of the latest demand forecasts, which suggest that a 535 space facility will accommodate predicted demand. However if demand exceeds supply, expansion to a 1,000 space facility would have to be paid for from Local Transport Plan funding.

4.4.3 An improved layout has been produced providing a circular design with the bus stop and security facility based at the centre of the parking spaces. This was presented to a number of public meetings prior to Christmas.

4.4.4 The comments received have been considered and modifications have been included in the proposed facility. A summary of the main elements of the facility and details is provided in Appendix A, Table 3.

4.4.5 Final detailed designs for the sites, all of which will require planning permissions and subsequent detailed consultation, will be subject to high quality design criteria replicating the existing Meynell's Gorse site, which includes high security measures.

4.4.6 A preliminary assessment of associated junction designs and access arrangements to the sites has been completed. Further detailed analysis and design assessment will continue to provide detailed designs and costs by early 2003.

5 Highway Improvements Evaluation and Proposals

5.1 Bus priority measures serving the three new P&R sites will be provided on the A426, A50 and A6 corridors leading into the City Centre.

- 5.2 The improvements have been designed to provide physical bus priority through the implementation of bus lanes taking into account practical and operational considerations. The following criteria have been used;
- Bus lanes are only provided on road sections where there will be benefits to bus travel through reduced journey times in relation to other traffic; and
 - Bus lanes have been designed to minimise any adverse impacts on other road users.
- 5.3 Bus lanes have therefore been designed for road sections which have sufficient road space and spare highway capacity to accommodate them. In a few areas, minor road widening is planned as are changes to some junctions.
- 5.4 A key objective of the designs is that the impact on the road network is 'capacity neutral'. This is to ensure that the road capacity available for all users, be they public transport, car, cycling or walking are not adversely affected by the implementation of these measures.
- 5.5 This objective was applied successfully in the implementation of the Meynell's Gorse P&R scheme and bus priority measures on the A47. It achieved reliable, quick journey times for the P&R service, and assisting local bus services operating on the corridor, whilst not affecting the journey times of car users.
- 5.6 All corridors will have Intelligent Transport Systems, such as signal prioritisation, real time passenger information, that will not only serve the P&R services but also existing local bus services that operate on the corridors.
- 5.7 The LWTS is designed to not only provide a quality transport alternative to enter the City centre but also ensure that the road network and infrastructure is operating efficiently and safely for all users.
- 5.8 In order to achieve this it is proposed that improvements be undertaken at two important junctions, Lutterworth Road/Soar Valley Way on the A426 and the A50/A46, to reduce congestion at these points and improve traffic flow. In particular the A50/A46 junction suffers from a high accident incidence and the changes to the junction will improve safety for all users at this location.
- 5.9 Details and plans of the proposed works for each corridor are in Appendix A.

6 Scheme Appraisal

- 6.1 In May 2002 the DfT issued Guidance on procedures to be followed in the appraisal of major public transport and highway schemes. The DfT requires a full appraisal in accordance with this guidance. It should accord with the New Approach to Appraisal (NATA) as developed for multi-modal applications in the Guidance on the Methodology for Multi-Modal Studies (GOMMMS).

- 6.2 Consultants MVA have undertaken the appraisal of the LWTS in accordance with this guidance. In order to do this the LWTS has been assessed against both Government and local objectives (Section 3 of this Report).
- 6.3 The appraisal of the scheme provides data on;
- Predicted patronage of the P&R
 - Impacts on the highway network
 - Economic appraisal
- 6.4 The patronage predictions and impacts on the highway are obtained from the Greater Leicester Transport Model which provides data for A.M. trips. Factors are used to provide daily and annual figures. In addition assumptions on traffic growth and economic growth are used.
- 6.5 Results from this model provides an estimation of the total number of passengers using each of the P&R sites. These assumptions are critical to the forecasts of revenue income, and will be subject to rigorous testing between now and July (see paragraph 6.8 below).

AM Peak Inbound Passengers at the proposed P&R Sites

Site	2006	2011
A6 – Birstall	214	217
A50 – Glenfield	304	307
A426 – Aylestone	429	433
Total	947	957

- 6.6 Using these patronage figures, and the average single fare calculated from the 20th to 24th January 2003, one can estimate passenger revenue for each of the three Park and Ride sites. These are included below

Summary of Annual Estimated Patronage and Revenue

	Annual Patronage		Annual Revenue*	
	2006	2011	2006	2011
A6 – Birstall	505,700	512,800	394,500	400,000
A50 – Glenfield	718,400	725,500	560,300	565,900
A426 – Aylestone	1,013,800	1,023,200	790,800	798,100
Total	2,237,900	2,261,500	1,745,600	1,764,000

- 6.7 The economic appraisal is undertaken using Transport User Benefit Appraisal (TUBA) software to assess the scheme Cost Benefit Ratio (CBR). Results from the model shows a positive net present value of some £8m (1998 prices and values) resulting in a CBR of 1.148.

6.8 Based on the analysis presented above, a number of further tasks will be undertaken to check the transport model results and refine the economic analysis. By doing so it will lead to more refined and robust final forecasts. These tasks include:

- list full scheme description and operating assumptions;
- sensitivity tests (changing P&R bus fares, bus frequency, locations for city centre bus stops, city centre parking charges)
- allocating changes in parking revenues to public and private providers;
- identifying any loss of income to city centre car parks;
- checking parking and bus capacities are adequate;
- further sense checking and presentation of transport model outputs;
- refinement of operating and capital cost assumptions and their phasing and allocation in the economic analysis;
- testing alternative matrix growth assumptions including assumptions for trip generation and re-distribution;
- refinement of annualisation of benefits, including build-up assumptions;
- testing and economic appraisal of the 'next best' alternative; and

7 Financial Assessment

7.1 The estimated total capital cost of the scheme is approximately £25m. A detailed breakdown of these costs is contained in Appendix B.

7.2 These costs have been established by City and County Highway Engineers, who have experience in undertaking such highway works, and by the City Council's Architects who developed the Meynell's Gorse P&R site. However, more needs to be done in particular to ensure we have understood all the non-site specific costs, such as likely compensation claims.

7.3 Appendix B also shows the predicted net revenue expenditure on the scheme during the development phase. This analysis is based on current estimates that Aylestone could open in January 2007, Birstall in January 2008 and Glenfield in October 2008. It assumes that buses to run the services over the first five years are purchased as part of the capital cost of the scheme and made available to the contractors running the service, with the contractors supplying their own buses from the end of the first contract period.

7.4 It also assumes that patronage growth at each site will follow the pattern found at the Meynell's Gorse service and be 60% of the ultimate figure in year 1, 90% in year 2 and 100% in year 3. A £50,000 a year developer contribution towards the cost of running the Birstall scheme for the first five

years is also included. The table excludes the periodic renewal of traffic signals, CCTV and other equipment, which would be an extra charge as and when renewals were required. This will be a call on future Integrated capital Block Sums, or on revenue generated by the scheme.

- 7.5 The table shows how the purchase of buses from capital reduces the operating cost during the growth period for the scheme and so avoids any large deficits occurring. In the longer term, with those buses replaced by vehicles supplied by the contractors, revenue shows a surplus of around £75,000 a year over total operating costs.
- 7.6 It is important to note, however, that predicting demand for a new park and ride facility is inevitably an imprecise science. To give some feel as to the level of risk, the consultants have produced further demand forecasts based on optimistic and pessimistic assumptions. The assumptions made will all be tested in the period to July. The optimistic/pessimistic case projections are given below.

Optimistic Case - AM Peak Inbound Passengers at the Proposed Park and Ride Sites

Site	2006	2011
A6 – Birstall	270	296
A50 – Glenfield	372	404
A426 – Aylestone	532	581
Total	1174	1281

Optimistic Case – Annual Patronage and Revenue

	Annual Patronage		Annual Revenue*	
	2006	2011	2006	2011
A6 – Birstall	638,000	699,500	497,700	545,600
A50 – Glenfield	879,100	954,700	685,700	744,700
A426 – Aylestone	1,257,200	1,373,000	980,600	1,070,900
Total	2,774,300	3,027,200	2,164,000	2,361,200

*Based on 2002 Average Single Fare

Pessimistic Case - AM Peak Inbound Passengers at the Proposed Park and Ride Sites

Site	2006	2011
A6 – Birstall	194	197
A50 – Glenfield	278	282
A426 – Aylestone	383	387
Total	855	866

Pessimistic Case – Annual Patronage and Revenue

	Annual Patronage		Annual Revenue*	
	2006	2011	2006	2011
A6 – Birstall	458,400	465,600	357,600	363,100
A50 – Glenfield	657,000	666,400	512,400	519,800

A426 Aylestone	–	905,100	914,500	706,000	713,400
Total		2,020,500	2,046,500	1,576,000	1,596,300

***Based on 2002 Average Single Fare**

- 7.7 A key outstanding task is to negotiate with the County a methodology for attributing elements of cost and income attributable to each party, and for sharing any residual surplus. It is proposed that such negotiation takes place on the basis that the benefit of the scheme is of equal value to the City and County residents. The key reasons for this are:
- I. There is no simple way to quantify the benefits accruing separately to the city and county areas but it is clear that they are of similar magnitude. Almost all users of the scheme will be county residents who will benefit from a more convenient way of reaching central Leicester. On the other hand, most of the benefit from reduced traffic on radial roads will accrue to city residents living nearby, and the benefits to the central Leicester economy will likewise benefit the city.
 - II. The scheme is a full partnership between the two councils.
- 7.8 A final recommendation will be made in the report being presented in July. The splitting of revenue and capital funding, as well as other aspects of managing the development and running of the scheme, will need to be specified in a formal agreement between the two Councils in due course.
- 7.9 The financial assessment of the scheme is being undertaken in close consultation with the Chief Financial Officer.
- 7.10 A Quantified Risk Analysis (QRA) is being undertaken to identify unresolved costs and ensure that all aspects of the scheme are suitably managed and financially assessed.

8 Public Consultation

- 8.1 An extensive consultation exercise was undertaken in November/December 2002 through to January 2003. This exercise took the form of;
- A postal survey of 3,279 local residents around Aylestone, Glenfield and Birstall;
 - A postal survey of 2,100 potential users in key target areas of the P&R sites;
 - A city centre on-street survey of 506 people;
 - Six public exhibitions over 10 consecutive days;
 - Written consultation to District and Parish Councils and also Statutory Bodies;
 - Public meetings;
 - Leicester Mercury questionnaire;
 - Leicester City Council Web page.

- 8.2 The consultation aimed to provide as much information as possible about the proposed sites and bus priority routes in order to enable residents to give an informed response to the proposed scheme. Public exhibitions were held in the city centre and near each of the proposed sites where members of the project team were available to answer questions and provide more information where possible.
- 8.3 The large majority of local residents surveyed did not take the opportunity to give their comments on the proposed scheme. Overall there was a return rate of 13.5 % (444 responses). The return rate is considered acceptable with what would be expected for a major highway scheme consultation exercise.
- 8.4 In the Aylestone area, a total of 1,994 questionnaires were distributed by Royal Mail (1st Class post). Of these 237 were returned (11.8%), of which 200 were from residents close to the site, and 37 along the corridor. A further 15 were received from the exhibitions.
- 8.5 The majority of all respondents agreed that park and ride should be a high priority transport solution in Leicester.
- 8.6 Residents living adjacent to the proposed park and ride sites/corridors were less likely to have a positive view of the development of park and ride in Leicester than other City and County residents or visitors.
- 8.7 Local residents adjacent to the sites/corridors were much less likely to support the proposed scheme than other respondents. Forty two per cent of residents agreed it was the right scheme compared with approximately three quarters of other residents and visitors. The majority (57.6%) of residents adjacent to the Aylestone site disagreed this is the right scheme for Leicester.
- 8.8 The A426 Aylestone site was the most unpopular of the three sites with 49.2% of respondents disagreeing that it is an appropriate site for park and ride.
- 8.9 In terms of residents adjacent to the Aylestone site only, 72.1 %, (150 residents) disagreed that that this site was appropriate for Park & Ride.
- 8.10 Residents living close to the park and ride sites are more likely to disagree that the sites are appropriate for park and ride than those living along the bus priority corridors.
- 8.11 The City Centre on-street survey and the postal survey with potential users indicate considerable enthusiasm for the proposed scheme. Eight out of ten respondents to the postal survey and 63% of respondents to the on-street survey indicated they are likely to use the scheme. The proposed site on the A426 at Aylestone was, however, least popular in terms of potential use. It should be noted that this is not borne out by the model outputs commissioned from MVA.

- 8.12 The large majority (95%) of those likely to use the park and ride scheme in the on-street survey indicated it would encourage them to travel into Leicester city centre more often. This compared with 56% of potential users in the postal survey.
- 8.13 In addition to the public consultation, District and Parish Councils were also consulted, as were Statutory Bodies, such as English Nature, Environment Agency, Countryside Agency and English Heritage. All the Emergency Services were also consulted.
- 8.14 Of the District Councils consulted Blaby District Council have objected to the scheme, as have Glenfield Parish Council. The main objection of both Councils is that of the location, with a preference for the site being located to the north-west of the A46. This would still be located in the Green Wedge Area. None of the Statutory Bodies have objected.
- 8.15 Formal objections to the scheme have been received from Cllr. Mrs. Chambers and Cllr. Mrs. Middleton.
- 8.16 Representatives of the business sector of Leicestershire, through the Leicestershire Business Voice, have also debated the scheme. At a recent meeting on transport issues it undertook a questionnaire which indicated a vast majority of those surveyed fully supported the LWTS proposal.
- 8.17 With regards to the main issues raised by residents in Aylestone, both through the questionnaire and at the exhibitions, these are summarised below, along with responses to these concerns.

Wrong Location.

A comprehensive, independent site evaluation study was undertaken by consultants, taking into accounts all aspects of site availability and deliverability. As a result of this, and in consultation with officers of both the City and the County Councils, the proposed sites were identified as being the most suitable.

The site is currently allocated in the Councils' Local Plan for a road and housing development, and allocated for a Park and Ride site in the Deposit Replacement Local Plan.

Will increase congestion on an already congested road.

Figures show that traffic volumes along the A426 have not increased significantly over recent years, however the congestion has. This is a result of balancing the needs of the highway network with other requirements such as safe pedestrian crossings and facilities for more sustainable transport modes as identified in the Local Transport Plan.

The main aim of the scheme is to encourage car users who can, to switch modes to a high quality transport alternative. In doing so it will relieve

congestion on the network and improve conditions for those who may still need to use their cars for various requirements and journeys.

Traffic numbers are decreasing therefore there is no need for this scheme.

Car numbers and volumes are increasing nationally, and also in Central Leicestershire. The scheme is one of a number of measures in the CL LTP to address the problems of increased congestion. Though traffic numbers are decreasing on some corridors, this is a result of changes on the network previously described. The need for increasing the accessibility to the city core is fundamental to the economic viability of City.

It is not possible to implement bus priority measures on Aylestone Road.

It is not proposed to implement bus priority measures along the whole A426. Bus priority measures will only be implemented where there is sufficient space and where there will be no detrimental effects to existing traffic.

It will be detrimental to adjacent residents.

The design of both the access roads and Park and Ride sites have been sensitive to the local environment and any potential impact to local residents. The designs include comprehensive landscaping and vegetation to reduce any visual, noise or pollution impacts. The revised designs have taken into account comments from the public consultation, such as reducing the number of spaces on the Aylestone site and increasing the amount of green space, increasing the landscaping and vegetation boarder to neighbouring residents, and ensuring continued access to the Great Central Way.

Congestion has increased as a result of modification to the Middleton Street junction.

On the Aylestone Road corridor there have been two major junction modifications carried out.

At Soar Valley Way / Lutterworth Road, the junction improvement provided a safe crossing point for pedestrians and cyclist across Lutterworth Road on the city side of the junction. The opportunity was also taken to provide pedestrian facilities across the south side of Lutterworth Road and to improve all crossing points for visually impaired people. The scheme also provided positively controlled right turning movements into Soar Valley Way as well as a green arrow to help drivers wishing to turn right into Glenhills Way.

At Aylestone Road / Wigston Lane, the junction improvement provided pedestrian facilities with red and green pedestrian signals at all crossing points. Whilst also providing positive signal control to right turning traffic which reduces traffic conflicts at the junction particularly to Wigston Lane and Middleton Street where there was a particular road safety problem. As a result

of the pedestrian and safety improvement, there has been a loss of capacity, particularly to both approaches of the A426.

Consultation period too short and over Christmas.

The timescale for consultation was dictated by the requirement to programme the necessary works needed to complete a bid document for a July 2003 submission. The period of six weeks was considered adequate for members of the public wishing to make any comments. Any comments received after the consultation deadline have been, and are still accepted.

Consultants undertook a follow up survey, with a random sample of home interviews, to assess if people did receive a questionnaire and if so did they respond. Fifty-six percent of those contacted could remember receiving a questionnaire, whilst 44% could not, though it was addressed to "The occupier". Some of these say they may have thought it being junk mail.

- 8.18 A further meeting was held, 25th March, between residents of Aylestone and the Cabinet Lead for Highways and Transportation. The issues raised which have not been addressed elsewhere in this report are:

Previous DfT submissions

Work on the development of the LWTS has been ongoing since 1999. During this period the City and County Councils' have worked closely with both the Government Office for the East Midlands (GOEM) and the Department for Transport (DfT). The LWTS proposal has not previously been formally submitted to the DfT for a decision, and neither has the DfT refused the proposal. The DfT have continually assessed the LWTS as "Work in Progress" as the Minister has never made a decision on this scheme as yet.

Impact of Buses

The introduction of the scheme will result in an increase of buses entering the City centre. The buses operating the P&R services will comply to the latest Euro emissions standard. In terms of the number of additional bus services, predicted at 216 per day entering the city, this is much smaller than the number of cars that would otherwise enter the City Centre.

8.19 City of Leicester Local Plan Consultation

- 8.20 As part of the consultation on the Deposit Replacement City of Leicester Local Plan undertaken between October and December 2001 in which the majority the site was allocated for a Park and Ride facility, it resulted in 315 individual objections to the allocation of the site for Park and Ride (Policy AM06), plus 2 petitions signed by 510 people, making 825 objectors in total. Many people objected also to other Local Plan policies relating to the proposal i.e. the bus priority measures (AM04), the Soar Valley Way/Lutterworth Road link (AM23) and the housing allocation. This made a total of over 2,500 objections.

8.21 The second Deposit RCLLP will be the subject of public consultation in July/August. Representations can only be made to the modifications. A Local Plan Inquiry is scheduled for January/February 2003.

9 Environmental Assessment

9.1.1 Throughout the development of the scheme, and in particular with the Aylestone site, there has been close liaison with both planners, environmental experts and pollution control officers of the City Council, to ensure that not only is the site acceptable for the proposals, but also what designs and features would be required to mitigate any adverse impacts to local residents.

9.1.2 During the site evaluation study, consultants undertook an initial appraisal of the sites. These were undertaken at a high level, but in discussion with relevant officers, it is recommended that there are no strong adverse impacts.

9.1.3 In this appraisal of the sites, MVA assessed:

- Noise
- Local air quality
- Greenhouse gases
- Landscape
- Townscape
- Heritage of Historic resources
- Biodiversity
- Water Environment
- Journey Ambience
- Physical Fitness

9.1.4 Nevertheless, a detailed Environmental Impact Assessment (EIA) and Traffic Impact Assessment (TIA) has been commissioned in order to assess in detail these issues. This work will be undertaken in close consultation with officers of the Council in order to ensure that the proposed development is design and developed in a sustainable manner and minimise any impact on the local residents and environment. Any recommendations will be fed into the design submitted for planning approval.

9.1.5 A major area of concern for local residents is the effects of air pollution. This will be assessed as part of the EIA in conjunction with the continuing work of the City Council's Pollution Control Team, who have been monitoring air quality in the Aylestone site area which will assist in the AQMA. An assessment of air quality is given below.

9.2 Air Quality Monitoring

9.2.1 Precision air quality monitoring and modelling have been used within Leicester since 1994 to build up a picture of air quality across the city. As part of a detailed Review & Assessment of air quality carried out during 2000, areas of the City were identified that were unlikely to meet statutory air quality objectives by 2005. The air quality objectives are health-based standards.

- 9.2.2 Based on these findings, the Air Quality Management Area (AQMA) was declared in December 2000. The key pollutants of concern are nitrogen dioxide (NO₂) and particles (PM₁₀), the major source for both is road traffic.
- 9.2.3 The geographical area of the AQMA comprises the inner ring road and all major arterial routes into the City, including the A426 Aylestone Road. The boundary of the AQMA lies 10m from the carriageway of the roads, since pollution levels fall off dramatically with distance from the source.
- 9.2.4 The proposed P&R site at Aylestone is greater than 10m from the existing road, and therefore lies adjacent to the Air Quality Management Area (AQMA). Similarly residential properties on Buckingham Drive, Highgrove Crescent, Conaglen Rd and Franklyn Road are also located outside the AQMA.
- 9.2.5 A precision roadside monitoring station has been in place at the junction of Glenhills Way and Aylestone Road since 1999, measuring NO₂. The site is located at approximately 3.8m from the roadside.

Glenhills Way NO ₂	Year	Annual Mean $\mu\text{g}/\text{m}^3$	Maximum Hour $\mu\text{g}/\text{m}^3$	Number of Exceedances
	1999 (part year)	44	181	0
	2000	63	159	0
	2001	63	170	0
	2002	61	159	0

(exceedences of the annual mean objective are shown in bold)

- 9.2.6 The site has measured levels in excess of the air quality objective for the annual mean each year, however the peak one-hour objective has never been exceeded. The trend at the site has been steady, minor differences occur between years due to varying weather conditions.
- 9.2.7 A temporary monitoring site has also been used at Aylestone Road near Granby Road. This site was approximately 4m from the roadside.

Aylestone Rd mobile monitoring NO ₂	Date	Mean $\mu\text{g}/\text{m}^3$	Maximum Hour $\mu\text{g}/\text{m}^3$	Number of Exceedances
	July-October 2001	30	95	0
	December – April 2002	42	118	0

9.2.8 Elsewhere across the monitoring network the trends are similar, six other roadside monitoring stations consistently show exceedances of the annual mean objective for nitrogen dioxide. The only station showing a long-term reduction in levels is the AURN urban background site.

9.3 Air Quality Modelling

9.3.1 Modelling of the air quality impacts of the Leicester West Transport Scheme has been carried out using the ADMS-URBAN air quality model, together with modelled traffic scenarios from the traffic model TRIPS provided by Leicestershire County Council.

9.3.2 The baseline scenario is the existing modelled annual mean values for nitrogen dioxide in 2001. The red areas on the model plot show areas of exceedence with statutory air quality objectives. Air quality monitoring data correlates with this picture.

9.3.3 The 'do nothing' scenario for 2005/6 shows a significant improvement in air quality across the whole city. This is predicted due to improvements in vehicle technology and a newer vehicle fleet on the road, resulting in a reduction of road traffic emissions. The forecasts for this have come from figures supplied by government.

9.3.4 The LWTS scenario for 2005/6 shows an additional small improvement in annual mean pollutant levels along each of the corridors that will have a P&R site. Although this is not always evident at the monitoring receptor points we have selected, it can be seen more clearly in the map output. There is also a reduction in the extent of the AQMA within the city centre. The benefit derived directly from the LWTS scheme is approximately a 1-2 $\mu\text{g}/\text{m}^3$ improvement in annual mean NO_2 . At specific receptor points such as the Glenhills Way monitoring location a total improvement of 5 $\mu\text{g}/\text{m}^3$ is achieved with the Park & Ride scheme.

Receptor Point	2001 baseline Modelled NO_2 $\mu\text{g}/\text{m}^3$	2005 do nothing scenario Modelled NO_2 $\mu\text{g}/\text{m}^3$	2005 LWTS scenario Modelled NO_2 $\mu\text{g}/\text{m}^3$
Glenhills Way	53	50	48
Aylestone Road	46	44	43
Basset Street (off A50)	48	45	44
Abbey Lane	49	45	45

Table 1: Modelling predictions for NO_2 annual mean at various receptor point locations

9.3.5 The results in table 1 represent modelled values at roadside locations. Levels of pollution drop off with distance from the road: it is estimated that for every

3-5 metres from the road, levels drop off by about half, and by 10 metres the levels will have dropped to an overall background urban level.

- 9.3.6 At a local level close to the proposed Park & Ride site, there will be an increase in traffic flow on the new link road providing access to the site, and on site parking activities. Traffic flows on the new link road at Aylestone should not have a detrimental effect on air quality at the closest residential properties, as their distance from the road will be greater than 10m. The design of the road and grading of the adjacent land to reduce noise impact will also assist in protecting residential properties to the east of the site.
- 9.3.7 The impact of on-site traffic movements will be most significant during the evening peak due to cold starts of vehicles. The impact of this will vary according to the weather conditions such as ambient temperature and wind. Nearest residential properties are located at least 15m from the site boundary to the north, and 20m to the east. Dispersion will readily occur within these distances, resulting in a reduction of levels at the residential properties. The impact of emissions is therefore likely to be neutral.
- 9.3.8 The impact of cold start emissions and on-site movements will be assessed in greater detail as part of the EIA/TIA to ensure that all impacts are fully addressed.

9.4 Air Quality Action Plan

- 9.4.1 Having identified an AQMA, the Council has a duty to formulate an action plan to address air quality exceedances, and to implement a timescale for actions to be taken. The key priority of the action plan is to achieve improvements in air quality within the AQMA, so that the statutory air quality objectives may be met by the compliance dates, and ultimately the AQMA can be revoked.
- 9.4.2 The main source of pollution affecting ambient air quality is road traffic, and therefore actions need to be targeted at reducing traffic flows, reducing congestion and encouraging the use of public transport. These objectives correspond with priorities within the Local Transport Plan.
- 9.4.3 The LWTS scheme would form a central part of the Action Plan that is currently being formulated. The predicted reductions in traffic flows into the city centre, and additional benefits for air quality as a result of reduced congestion, will achieve an improvement in air quality along radial routes, resulting in a reduction in the size of the AQMA in the city centre.

10 Issues Outstanding

- 10.1 Work is continuing on detailed analysis of the proposal, and will continue until prior to the bid document submission to the DfT.
- 10.2 Progress meetings with the DfT are continuing and have been constructive. The first phase of the proposal is now complete, the scheme details,

consultation and model development. Work is now progressing on the final appraisal of the scheme.

- 10.3 New guidance is to be issued from the DfT on the appraisal of Major Transport Schemes, and until this is available, a final appraisal is not yet available.
- 10.4 In particular, work that needs to be completed include,
- Finalisation of capital and revenue costs of the scheme.
 - Detailed drainage assessments of the proposed sites.
 - Full environmental and traffic impact assessments of the sites.
 - Continued technical and financial appraisal of the scheme, including revenue forecasts and implications.
 - Finalisation of the Quantified Risk Assessment.

11 Submission Timetable

- 11.1 As outlined in section 10 of this report, there is still some technical work that needs to be completed by the DfT's July 31st submission deadline. Throughout the development of the proposal, every endeavour has been made to update Members of progress of the bid and informed of the timetables that are being proposed in order to meet the DfT's deadline.
- 11.2 In particular the Highways & Transportation Scrutiny Committee have been presented with the proposal at two critical stages as part of the ongoing Member consultation, these being at the outline scheme design and proposed consultation, and the results of consultation.
- 11.3 In keeping with this, it is proposed that a further report be presented to the Highways & Transportation Scrutiny Committee towards the end of June 2003 to inform them of progress and the details of the bid, affording the Scrutiny Committee to forward any further comments to a second Cabinet report in July 2003.
- 11.4 The technical analysis of the proposal cannot be finalised at this stage, and hence for this Cabinet report, as DfT guidance on the Appraisal of Major Local Transport Schemes at the time of writing this report has not yet been issued and further costing work is still being done. All submissions must adhere to this new guidance (expected early April), and until it is published the final technical and financial sensitivity analysis is not yet completed. It is expected that this work will take some 10 working weeks to complete and finalise the bid document. If the Councils were to wait until the guidance is published and finalise the technical analysis, it will not be possible to submit a report to Cabinet and allow the Highways & Transportation Scrutiny Committee the opportunity to comment on the proposal prior to the 31st July deadline.
- 11.5 As a result of the tight timescales and the continuing technical work that is being undertaken, the recommendation that no call-in may be made at the

Cabinet in July 2003 reflects the critical timescales that the proposal must meet.

12 Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References With Supporting information
Equal Opportunities	No	
Policy	No	
Sustainable and Environmental	No	
Crime and Disorder	No	
Human Rights Act	No	
Elderly / People on Low income	No	

13 Background Papers

- 13.1 DfT Appraisal of Major Local Transport Schemes: Detailed Guidance May 2002
- 13.2 Leicester Park & Ride Site Evaluation: MVA May 2002
- 13.3 Leicester West park & Ride Consultation: MVA March 2003

14 Details of Research & Consultation

- 14.1 Meeting of City and County Members, 27th November 2001.
- 14.2 Meeting of City and County Leaders and Chief Executives, 17th January 2002.
- 14.3 Leaders Briefing, 4th March 2002
- 14.4 Directors' Board, 9th April 2002.
- 14.5 Meeting of City and County Leaders and Chief Executives, 30th May 2002.
- 14.6 DfT meeting, 20th June 2002
- 14.7 Directors Board, 24th September 2002
- 14.8 H&T Members Working Group, 1st October 2002
- 14.9 Leaders' Briefing, 7th October 2002
- 14.10 Cabinet, 7th November 2002
- 14.11 H&T Scrutiny Committee, 11th November 2002
- 14.12 DfT meeting, 19th February 2003
- 14.13 H&T Members Working Group, 25th February 2003
- 14.14 H&T Scrutiny Committee, 17th March 2003
- 14.15 Directors' Board, 18th March 2003
- 14.16 Leader's Briefing, 31st March 2003
- 14.17 Directors' Board, 8th April 2003

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