

Leicester
City Council

ALL WARDS

**HIGHWAYS & TRANSPORTATION
SCRUTINY COMMITTEE
CABINET**

**9th November 2005
14th November 2005**

**CENTRAL LEICESTERSHIRE LOCAL TRANSPORT PLAN 2006 TO 2011-
PROPOSED LEICESTER PARK AND RIDE SCHEME**

Report of the Corporate Director Regeneration and Culture

1. Purpose of the report

- 1.1 The purpose of this report is to inform Members of the details of a proposed park and ride scheme; to seek approval of the details of that scheme as developed through feasibility studies; to consult with the public on the proposed scheme and to seek approval to allocate land at Fosse Park for this park and ride site. Further reports will be presented to Cabinet as the scheme progresses.

2. Summary

- 2.1 A key element of the Congestion Strategy of the Provisional Second Central Leicestershire Local Transport Plan, which focuses on facilitating regeneration of Leicester, is the provision of a park and ride service from a site in the J21/Fosse Park area. We are proposing to facilitate this service through the Leicester Park and Ride Scheme – a joint project with Leicestershire County Council.

- 2.2 The scheme feasibility study has identified two possible sites and three possible bus routes for the park and ride service. The two sites are;

- “Site 34”, which is adjacent to Narborough Road between Soar Valley Way and the Enderby Police Headquarters,
- “Site 35”, which is on the opposite side of Narborough Road, adjacent to Narborough Road and Leicester Lane.

Both of the sites are in Blaby District Council. Site 34 is owned by Everards and Site 35 is owned by the City Council. Site 35 was originally acquired by the City Council for use as a cemetery and crematorium. Both sites are designated as “green wedge” in the current Blaby Local Plan. Site location plans are included in the accompanying feasibility report entitled “Leicester Park and Ride Project – Feasibility Report” at Appendix 1. The preferred site for the park and ride car park is Site 35.

- 2.3 The bus route options are:

- “Route 1” - Fosse Park, Grove Park, Outer Ring Road, Hinckley Road, city centre,
- “Route 2” - Fosse Park, Narborough Road Upperton Road,
- “Route 3” - Fosse Park, Narborough Road, Hinckley Road, city centre.

Bus route plans are included in the accompanying feasibility report. Route 1 is the optimal route.

2.4 The feasibility study has shown that the park and ride service is economically viable. Officers will prepare further detailed economic analysis including preparation of operating arrangements during the design stage of the project. The estimated capital cost (outturn) of the scheme is £9.2million. The scheme will be jointly funded by the City and County Councils. The City Council’s contribution is currently proposed to be £3.6million, funded from the Local Transport Plan Integrated Transport Block, and allowing use of the site for park and ride. The final level of contributions from each Council will be confirmed as the scheme progresses taking into account detailed land valuations and design of operating and management arrangements of the site and service.

2.5 The scheme will help to realise the Council’s vision, articulated in the Corporate Plan, as it will:

Strategic Objective of:

- Improving our environment to make local neighbourhoods and the city centre places for people to be proud of:

Key Priorities of:

- Making our city’s developments sustainable so that we do not close down choices for our children and grandchildren;
- Regenerating the city’s housing, open spaces, public transport and access to work and services;
- Promote prosperity and new jobs, while safeguarding people’s health and development interests;

through facilitating access to a regenerated city centre by catering for up to 10% of the anticipated number of additional peak hour journeys via an alternative to the car. In particular, it helps towards achieving the corporate and current LTP1 target of reducing peak hour car trips to the city centre.

3. Recommendations

Scrutiny Committee Members are asked to comment on the park and ride project proposals detailed in this report.

Cabinet Members are recommended to:

1. approve “Site 35” as a Park and Ride site subject to the necessary statutory approvals
2. instruct the Service Director Property Services to work with the Service Director Cultural Services to secure a replacement for Site 35, within the next fifteen years, to discharge Cabinet’s resolution arising from its consideration of the Report “Crematorium Provision in Leicester” presented to Cabinet at its meeting on 1st March 2004. (This

recommendation changes the commitment to use the Enderby site (Site 35) to using an alternative site).

3. approve Site 35 as the preferred site for consultation
4. approve Route 1 as the preferred bus route for consultation

4. Financial, Legal and Property Implications

Financial Implications

- 4.1. The project is estimated to cost £9.2m. The County Council is contributing £2m from developers and then the net cost will be shared equally between the City & County Councils. It is understood that the County Council has already received this £2m. Leicester City's proposed share of £3.6m is funded from the Integrated Transport Block allocation as set out in the Provisional Central Leicestershire Local Transport Plan. The details of this funding and how it would fit with the available resources for the LTP2 period and competing demands will be set out in a final LTP2 Capital Programme which will be submitted to Cabinet early next year. The final level of contributions from each Council will be confirmed as the scheme progresses taking into account design, operating and management arrangements of the site and service. A detailed financial assessment will need to be made of the likely revenue implications before any final approval will be requested for this Scheme. Earlier studies of the previous site at Aylestone indicated that it should at least break even and initial indications are that this should also be the case for the new proposed site. Revenue costs and income would be shared equally between County and City. The current Meynells Gorse Park and Ride service makes a small surplus.

The above costings take no account for the provisions of any potential alternative site for a crematorium. If such a site was required this would result in an additional cost.

Financial information: Paresh Radia/Nick Booth

Legal Implications

Please see headline legal implications:

- 4.2. Depending on the recommendation pursued, the legal issues include:
- In the case of the City Council owned site, the need for it to be appropriated from its existing use to the proposed Park-and-Ride use. Compliance with statutory provisions, as appropriate, will be required. There may also be property implications in terms of complying with any restrictive covenants.
 - For a site not owned by the City Council there will be a need for a compulsory purchase order to be promoted if the site cannot be acquired by agreement. Further discussion will be needed with County officers with regard to whether any CPO should be promoted by one or other of the authorities or jointly.
 - For either site that is being proposed planning permission will be required.

Some of these legal issues now require further consideration. Further work will be undertaken and, as appropriate, additional legal implications will be prepared. Because of the nature of the legal position it may be that these implications will have to be considered by the committee in private, with the press and public excluded.

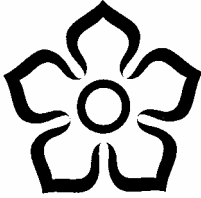
Legal information: Anthony Cross, Assistant Head of Legal Services, ext. 6362.

Property Implications

- 4.3 The report seeks approval for use of Council owned land at Enderby (Site 35) as a park and ride site. This site of approximately 15 acres is potentially extremely valuable. Whilst it is currently within the green wedge, given its strategic location adjacent to Junction 21 and Fosse Park, it is likely that pressure for development of more valuable uses may build up over time. The possibility of obtaining planning permission for housing or commercial development, at some time in the next ten years, is estimated by Property Services officers at less than 50:50. In addition, facilitating development in the Fosse Park area, through releasing land for development, would detract from the Council's focus on regeneration in Leicester. Approving park and ride on this site, subject to statutory approvals, however, supports city centre regeneration. A schedule of land values for the site is included at Appendix 3 as a B Agenda item.
- 4.4 Development of the park and ride site would be subject to there being no onerous restrictions or covenants affecting the Council's legal title to the land.
- 4.5 An extensive site search for crematoria was undertaken in 2003 in consultation with the Service Director (Cultural Services). Suitable sites were extremely limited with Site 35 being the option preferred by Cabinet on 1st March 2004. If the Council could facilitate a crematorium this would effectively prevent the land being used for other uses in the future. However, using the land for park and ride would not prevent the land being used for other purposes in the longer term. We are proposing that the City Council retains sole ownership of the land. However, the Council will need to make the necessary provisions in the appropriate agreements and contracts to retain the option for possible future change of use.
5. **Author:**
Mark Wills, Head of Transport Strategy, Ext 8933
email Mark.Wills@leicester .gov.uk

DECISION STATUS

Key Decision	Yes
Reason	Significant effect on one or more wards
Appeared in Forward Plan	Yes
Executive or Council Decision	Executive (Cabinet)



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WARDS

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SUPPORTING INFORMATION

1. Background

Central Leicestershire Local Transport Plan 2001 to 2006 – Park and Ride

- 1.1 The City and County Councils outlined their intention to build a major public transport scheme, The Leicester West Transport Scheme (LWTS) in the 'Central Leicestershire Local Transport Plan 2001-2006' (CL LTP1). The LWTS proposal was a key element of the CL LTP1.

The aims of the scheme were to:

- Provide a high quality, efficient transport mode for people travelling into the City Centre, in particular existing car users.
- Ensure efficient use of the restricted highway network.
- Improve accessibility to the City Centre.

- 1.2 In March 2004, the Councils submitted a joint bid for funding to the Department for Transport (DfT), for a 3 site park and ride scheme to complement the existing successful site at Meynell's Gorse. The sites included in the bid were the A50 Glenfield Site, the A6/A46 Birstall Site and the A426 Aylestone Road Site. The DfT announced in December 2004 that the bid was not considered to "present a sufficient priority for early approval", and "that further consideration was required due to the planning difficulties affecting the use of the Aylestone Site for Park and Ride operations". This second comment relates to the Local Plan Inspector's comments on the proposed use of the Aylestone Site for park and ride following the Public Inquiry into the Deposit Replacement City of Leicester Local Plan in the spring of 2004. The development of the A46/A6 Birstall site, relying on a developer contribution and hence not requiring DfT funding approval, remains on track for 2010.

Provisional Central Leicestershire Local Transport Plan 2006 to 2011 (PCL LTP2)

- 1.3 The PCL LTP2 was approved by Full Council at its meeting on 30th June 2005 and was then submitted to the DfT on 29th July 2005. The PCL LTP2 proposes the Leicester Park and Ride Scheme as a key element of the Congestion Strategy. The scheme includes building a park and ride site in the M1 Junction 21/Fosse Park area linked to the City Centre by a “quality bus corridor” with the service coming on-line towards the end of the Second Local Transport Plan period.
- 1.4 As the PCL LTP2 is a joint plan with the County Council the Park and Ride Scheme is being taken forward by both Councils. The County Council is project managing the scheme. The current project estimate is £9.2 million (outturned). The City Council’s share being £3.6million.
- 1.5 We have proposed to fund the project from the City and County Integrated Transport Block allocations, County Council capital receipts and developer contributions (via the County Council). This is to ensure greater certainty of scheme delivery compared to the “ Major Scheme Bid” route. The process for assessing and approving funding major schemes has recently been complicated further to include a regional assessment process and individual major scheme bids are now competing for very limited funds.

2. The proposed Leicester Park and Ride Scheme

2.1 The proposed project aims to:

- Assist regeneration of Leicester City Centre by facilitating the increase in the number of person trips into the city
- Reduce the volume of traffic entering the city centre from the junction 21 area
- Offer sustainable alternatives to drivers and encourage significant modal shift

2.2 The project feasibility study has investigated the economic viability of a park and ride service between Fosse Park and the city centre, options for location of the park and ride car park and possible routes for the bus service. The study is reported in the accompanying report entitled “Leicester Park and Ride Project – Feasibility Report” at Appendix 1. The public will be consulted on the scheme proposals during November/December, prior to preparation of the Final Second Local Transport Plan and again during the detailed design stage of the project. The feasibility study has concentrated on the deliverability of the two main elements of the scheme; the park and ride site and the bus route to and from the city centre. Elements of the study include appraising geotechnical issues, environmental issues, land ownerships issues, planning issues, economical viability of the park and ride service and likely costs and timescales.

The Feasibility Study (Appendix 1)

2.3 The main conclusions of the feasibility study are:

- A park and ride service between Fosse Park and the city centre is economically viable. (Further detailed analysis will be carried out during the design stage.)

- Site 35, the City Council owned site at Fosse Park, is the preferred site.
- Route 1, Fosse Park, Grove Park, Outer Ring Road, Hinckley Road, city centre is the preferred bus route. (Further analysis is to be undertaken during the design stage to determine city centre route details.)
- The estimated capital cost (outturn) of the project is £9.2million.

Site 35

- 2.4 The feasibility study concluded that Site 35 is the preferred site for the park and ride car park. As this land was originally acquired for burial and crematoria purposes and the Cabinet resolved, at its meeting on 1st March 2004, to facilitate provision of further crematorium services, we recommend that the Service Director Property Services work with the Service Director Cultural Services to secure a replacement for Site 35. Background information relating to Site 35 and the Cabinet resolution referred to above, is included in Appendix 2 to this report.

Planning issues

- 2.4 Both Sites 34 and 35 are designated as part of the Sence and Soar Green Wedge within the Blaby Local Plan. This designation is unlikely to change as part of the preparation of the Local Development Framework for Blaby; a document which will ultimately replace the Local Plan. Planning Policy Guideline 13 and the County's Structure Plan allow development of Park and Ride within the green wedge, subject to certain conditions, and that so far as possible the scheme must preserve the openness and visual amenity of the green wedge. As such, it is accepted by planning officers at the County Council and Blaby District Council that a planning application will represent a departure from the Blaby Local Plan and the County's Structure Plan and therefore will be referred to the Secretary of State. Based on the extent of local opposition, the Secretary of State may decide to call in the application and instigate a public inquiry.

- 2.6 The County Council will be the determining authority for the planning application.

3. Public Consultation on the Leicester Park and Ride Scheme

The consultation strategy and scheme details for consultation are currently being developed and will be finalised in liaison with the Lead Member for Transport.

Consultation Methodology

- 3.1 The consultation will consist of a press launch at the beginning of November followed by:
- Presentations to Braunstone Town Council and Enderby, Narborough and Whetstone Parish Councils.
 - A one day public exhibition in the Shires
 - A public consultation leaflet and questionnaire in public places such as libraries and on the internet.

Consultation Timetable

- 3.2 The consultation events will take place during November and December.

Scheme details for consultation

- 3.3 The location of the preferred site, access arrangements and the preferred bus route will be subject to public consultation.

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5. Other Implications

5.1

OTHER IMPLICATIONS	YES/NO	Paragraph References Within Supporting information
Equal Opportunities	Yes	Para 2.1 services accessible to all is within the aims of the scheme, ie low floor buses
Policy	Yes	Scheme is major element of the CL LTP
Sustainable and Environmental	Yes	Para 2.1 scheme aims have positive effect on air quality, sustainable travel
Crime and Disorder	No	
Human Rights Act	No	
Elderly/People on Low Income	No	

5.2 Risk Assessment Matrix

The "high level" risks for the City Council at this stage of the project are listed below:

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/or appropriate)
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Planning permission for Park and Ride is not granted	L	H	Ensure compliance with planning regulations. Detailed Environmental Impact Assessment and Traffic Impact Assessment. Effective consultation with key groups Members briefed at key stages On-going consultation with Blaby District Council Planning Officers
Unable to find replacement for Site 35	M	M	Property and Cultural Services officers to review potential sites identified in the strategic review of Burial and Cremation Service conducted by Peter Mitchell and Associates. Property Services officers to keep the land market under review to identify a replacement site.
Adverse reaction from Shanti Dham	M	L	Cultural Services officers to keep Shanti Dham informed of the commitment to find an alternative to Site 35.
Adverse public reaction	L	M	Early identification of likely contentious issues, including possible Traffic Regulation Order requirements on corridor. Early engagement with affected communities. Media management as per our Communications Plan. Manage reaction to petitions, negative press articles
Insufficient funding for the scheme	L	H	Preparation of the Final Central Leicestershire Local Transport Plan is being prepared using Department for Transport guidelines. We have close working with the County Council including a joint Project Board. Project is to be funded from the Integrated Transport Block
Park and ride service operates at a loss	L	M	The economic viability of the service will be subject to detailed analysis during the design stage of the scheme

L - Low
M - Medium
H - High

L - Low
M - Medium
H - High

6 Consultations

Consultee
Service Director Cultural Services

Date Consulted
August 05 (on-going)

Service Director Property Services	August 05 (on-going)
Leicestershire County Council	On-going
Blaby District Council	August 05 (on-going)
Regeneration & Culture Head of Finance	30 September 05
Assistant Head of Legal Services	30 September 05

7. Background Papers – Local Government Act 1972

- The Provisional Central Leicestershire Local Transport Plan 2006 to 2011
- The Provisional Central Leicestershire Local Transport Plan 2006 to 2011 – Report to Council 30th June 2005
- Leicester West Transport Scheme – Report to Cabinet 1st March 2004
- Crematorium Provision In Leicester – Report to cabinet 1st march 2004
- Leicester Park and Ride Project- Feasibility Report 23rd September 2005

8. Report Author

Mark Wills

Head of Transport Strategy

Ext 8933, email Mark.Wills@leicester.gov.uk

Appendix 1

Appendix 2

Site 35 Background Information

Site 35 – history to date

- 1.1 Leicester City Council bought land (approx 15 acres) at Fosse Park, Enderby, referred to as “Site 35”, in November 1972 for use as a Crematorium Site. A joint Crematorium Committee, consisting of Officers of the City Council and Blaby District Council, was formed in 1972 to oversee the development of the site. Planning permission and consent from the Secretary Of State, under the Cremation Act 1952, were then secured. A select list of tenderers was prepared following a public advertisement. However, the City Council decided against including the Crematorium in its Capital Programme for 1974/75.
- 1.2 However, it was acknowledged that another crematorium would eventually be required in the Greater Leicester area and the Council therefore did not wish to relinquish its interest in the Enderby site, though it was prepared to consider proposals for a smaller crematorium to be provided there by Blaby District Council if that authority wished to proceed independently. Until 1978 the site was let on successive 364-day agricultural tenancies, with the consent of the Minister of Agriculture, Fisheries and Food. Since then it has been subject to short-term (two year) leases.
- 1.3 In 1981 local architects made enquiries about the availability of the land at Enderby. By then the land had been defined in the Narborough District Plan as a crematorium site. In December 1981 the matter was considered by the Recreation Committee who decided that because of the expected need for a new crematorium in the foreseeable future the City Council would not wish to dispose of the site. However, planning permission for a crematorium had now lapsed, and, in his report on the Public Inquiry into objections to the Enderby District Plan, held in May 1981, the appointed inspector gave his view that it should not be renewed.
- 1.4 In June 1983 the same local architects stated that their clients wished to purchase the entire Enderby site "if the site values are financially compatible with the type of development", and asked for the proposal to be placed before the Joint Crematorium Committee. In July the Joint Crematorium Committee met and decided that the Recreation Committee could be recommended to include the Joint Crematorium project in its capital programme in 1988, to start on site in 1991 and become operational in 1993. In 1983 Blaby District Council considered the future of the joint Committee and indicated that they would support any recommendation to terminate the existing agreement.
- 1.5 In June 2003 the Arts and Leisure Scrutiny Committee considered a report entitled “Burial and Cremation Services”. The report was based on the concern of Councillor Getliffe at the proposal to use part of Beaumont Park as a crematorium and the expected opposition from local residents. The site at Enderby was among the alternative sites proposed. The Committee resolved that the report be noted.
- 1.6 In March 2004 a report entitled “Crematorium Provision In Leicester” was taken to Cabinet to seek guidance from Members on future crematorium provision in Leicester. This report recommended Cabinet to:
 1. Indicate whether a new Crematorium should be developed to meet the cultural and religious requirements of the Hindu, Sikh, Buddhist and Jain communities.
 2. If Members do agree to support a new crematorium for the Hindu, Sikh, Buddhist and Jain communities, agree Option 3 (as set out in para 4.3 in the Supporting Information of the report) as the most appropriate way forward

(open market disposal of 5 acres of City Council owned land at Enderby, subject to obtaining outline planning consent, for the development of a crematorium and to other detailed assessments including geotechnical and archaeological, together with a clear investigation of title and other rights).

CABINET RESOLVED

“that the development of a new crematorium be supported in principle, not on City Council owned land while pursuing the future development of a new crematorium at the reserved Enderby Site and market this with the benefit of planning consent for the development of a crematorium”.

- 1.7 Shanti Dham is a local Asian community interest organisation who approached the Council with a view to working with the Council to develop a new crematorium to meet the needs of the Hindu, Sikh, Buddhist and Jain communities. Since the Cabinet meeting of 1st March 2004 they haven't made any further representations to the Council regarding their desire to progress the development of a crematorium on Site 35. Property Division in RAD have indicated that no progress has been made since the above Cabinet resolution.
- 1.8 At the current rate of new burials it is estimated that when allowing for existing provision and the development of all land designated as Burial land within the City of Leicester Local Plan (CLLP) that there is sufficient land available within the city to satisfy new burial requirements for a maximum period of 60 years. A strategic review of cemetery land availability undertaken in 2003 was unable to identify any additional land suitable for burial use within the city other than that already designated within the CLLP in addition to Site 35. If Site 35 could be developed as a cemetery it would extend the city's new burial land provision by a further 25 years.
- 1.9 The current Blaby District Local Plan Written Statement adopted in September 1999 designates Site 35 as “green wedge”. Blaby District Council have recently indicated that there is strong opposition to the development of the site as it is part of Blaby's Green Wedge.

Schedule of land values

Sites with planning consent for residential use in this sort of area currently fetch in excess of £750k per acre (on the basis of there being no onerous covenants affecting title). If the site was marketed now, a potential purchaser is likely to bid on the basis of substantial 'hope value', between agricultural use value of approx £3k per acre and full development value. Private landowners in such an area are likely to hold on to land in the hope that, over time, pressure for development builds up and they are able to sell their land at development value. The current value of the land is estimated at £300K