

Report

Report to:	Community and Enterprise Resources Committee
Date of Meeting:	30 October 2018
Report by:	Executive Director (Community and Enterprise Resources)

Subject:	South Lanarkshire Park and Ride Strategy
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1. Purpose of Report

1.1. The purpose of the report is to:-

- ◆ inform Committee of the conclusion of the consultation exercise and subsequent finalised Park and Ride Strategy (PRS) for South Lanarkshire

2. Recommendation(s)

2.1. The Committee is asked to approve the following recommendation(s):-

- (1) that the Park and Ride Strategy be approved and published;
- (2) that the Head of Roads and Transportation Services be authorised to make drafting and technical changes to the PRS, prior to its final publication; and
- (3) that the Head of Roads and Transportation Services and Head of Finance (Strategy) be authorised to explore funding opportunities to progress the strategy.

3. Background

- 3.1. Within South Lanarkshire, there are 19 railway stations and these are owned and managed by Network Rail. As part of the current train operator franchise agreement in Scotland, Abellio ScotRail provide local services in South Lanarkshire and they are also responsible for the management of all the stations, ticket operation and ticket collection. Associated car parking will either be within the control of Network Rail or be owned and managed by the Council.
- 3.2. Rail patronage across South Lanarkshire has continued to grow at an average rate of 4.4% per annum from 2006/2007 to 2015/2016 and it is anticipated that this growth will continue. Appendix 1 provides details of passenger usage and the recent growth at all stations. Conversely, bus patronage has seen a significant downward trend with the West of Scotland reducing by 49m passengers (some 22%) between 2004/2005 and 2014/2015.
- 3.3. All stations in South Lanarkshire have park and ride facilities, with the exception of Croftfoot and Burnside stations. The number of spaces has increased from 607 in 1994 to 2,425 in 2017.

- 3.4. The current South Lanarkshire Council Local Transport Strategy 2013 to 2023 (LTS), which was approved by the Enterprise Services Committee on 19 March 2013, has a number of policies and actions in relation to park and ride.
- 3.5 It has also been developed within the wider national and regional policy context and it identifies specific policies and actions relating to Park and Ride, as set out below. In addition, the rail industry's (i.e. Network Rail, ScotRail Abellio) plans for the network over the next 7 years was reviewed.
- 3.6. Scottish Government's National Transport Strategy has high level objectives and these relate to promoting economic growth; promoting social inclusion; promoting the environment; improving health; improving the safety of journeys and improving integration. Key strategic outcomes are also set out for improving journey times and connections, reducing emissions and improving quality, accessibility and affordability.
- 3.7. Strathclyde Partnership for Transport's Regional Transport Strategy Delivery Plan has Strategic Outcomes. These are identified as attractive / seamless / reliable travel; improved connectivity; access for all; reduced emissions and ensuring best value for the public. In addition, workstreams are listed and those that relate to this type of project are the support of facilities to enhance rail; equal access improvements; Park and Ride and travel behaviour.
- 3.8. South Lanarkshire Council's Local Transport Strategy also has a number of objectives and for Park and Ride initiatives, these are to ensure that transport supports and facilitates economic recovery etc; alleviate the impacts of traffic congestion and traffic growth; promoting accessibility and influencing public transport improvements; mitigate, adapt and manage the effects of climate change.
- 3.9. This is the first dedicated strategy for Park and Ride and considers the existing progress to date with respect to Park and Ride projects and identifies future trends and growth. It then continues to explore the future demands for travel in the area based on potential rail enhancements and projected development growth, in particular housing. In turn, it identifies options to address any imbalance between existing supply and current and future demand.
- 3.10. Existing policies and actions contained in the LTS have been identified and these have informed seven Park and Ride Strategy Objectives (P&RSO) as set out below:-
- ◆ P&RSO 1 - Ensure that transport supports and facilitates economic recovery, regeneration and sustainable development
 - ◆ P&RSO 2 - Alleviate the impacts of traffic congestion and traffic growth throughout South Lanarkshire
 - ◆ P&RSO 3 - Promote accessibility to key services, job opportunities and community facilities through the development and influencing of public transport improvements
 - ◆ P&RSO 4 - Actively support and encourage the development of public transport with the aim of increasing the proportion of journeys that are made by bus and rail
 - ◆ P&RSO 5 - Increase the proportion of trips undertaken by walking, cycling and public transport
 - ◆ P&RSO 6 - Improve safety and personal security on the transport system
 - ◆ P&RSO 7 - Support and encourage multi-modal journeys that allow the convenient interchange between rail, bus, car and bicycle

- 3.11. The above objectives provide a basis to assess the proposed options for enhancing park and ride provision at each of the stations and, in turn, prioritise them. The PRS has been made available in Members' areas prior to Committee and the Executive Summary is set out in Appendix 2.

4. Developing the Strategy and delivery of Action Plan

- 4.1. The first stage in developing the Park and Ride Strategy Consultative Draft, and considering its delivery, was to consider the existing provision/supply. The existing supply has been reviewed in terms of the following factors:-

- ◆ trends and statistics relating to population and movement
- ◆ footfall at stations
- ◆ recently completed works at stations
- ◆ the identification of issues and pressures on existing facilities
- ◆ the number of existing park and ride spaces
- ◆ existing on street pressures in the proximity of the stations
- ◆ ownership of the existing car parks
- ◆ the frequency and destination of the rail services at each station

- 4.2. The second stage assessment considered future cumulative demand and took into account:-

- ◆ The long term planning undertaken by Network Rail, which identifies a number of improvements to the rail network in South Lanarkshire, along with the projected level of passenger growth. Improvements include enhancing the capacity of the East Kilbride Line along with upgrades to Carstairs, Law and Uddingston junctions.
- ◆ The Local Development Plan has also been reviewed to identify development opportunities (e.g. housing, commercial and industrial) and areas of possible future demand. A specific focus has been on developments which are proposed to support economic growth.
- ◆ For a number of locations, local knowledge of parking pressures has been considered.

- 4.3. Stage three assessed the cumulative future demand against the current provision, and thereby identifying where demand will not be met by current supply.

- 4.4. Stage four then assessed the suitability, feasibility and acceptability of the options. Matters considered included land availability, indicative cost, planning constraints and access.
- 4.5. Stage five then assimilated the assessment and sought to prioritise where the action plan should focus on. The main prioritisation factor considered has been to address the shortfall in spaces/unmet demand where this is suitable, feasible and acceptable. This assessment and resulting draft Action Plan is summarised in Appendix 3 with an overview of key actions/issues and options required to progress matters.
- 4.6. Stations were subsequently ranked into priorities of high, medium, low and no priority, largely based upon the overall number of shortfall in spaces. No priority, being where there is presently no reasonable solution to take forward and/or any current significant issues to resolve. The high priority locations represent the stations where we know there are significant issues being experienced on the ground and where there may be opportunity to increase supply.
- 4.7. In the short to medium term, the focus will be on the high priority locations, however, opportunities will be taken at other stations if the situation presents itself.
- 4.8. The PRS has assessed the potential future demands and options to be developed. Options that have been considered are generally the expansion of existing Park and Ride facilities where space permits, decked options where this would be permitted and new facilities on nearby available land. As the Action Plan progresses, more detailed assessment / design work will be required.
- 4.9. In developing the proposed action plan, consideration has been given to how the proposed actions support new residential and business developments, the economic and environmental benefits of reducing commuter traffic and congestion, as well as the issues arising from indiscriminate parking.
- 4.10. It has been identified that partnership working with Strathclyde Partnership for Transport, Network Rail and ScotRail Abellio will be necessary to deliver the strategy actions. These partners were consulted during the development of the strategy to establish their programmed works within South Lanarkshire and whether consideration should be given to aligning projects. The PRS will provide the basis for considering funding opportunities with partners.
- 4.11. Running in parallel to the Action Plan, it is proposed to engage with Corporate Communications to develop a promotional campaign to encourage more courteous/considerate parking around stations and to promote those locations where there is present capacity for commuters to park.

5. Recent Consultation

- 5.1. The Consultative Draft Park and Ride Strategy was presented to the Community and Enterprise Resources Committee on 6 March 2018. It was subsequently approved and agreed by the Committee that consultation on the strategy should commence.
- 5.2. The consultation was launched on the Council's website on Friday 4 May 2018 and the closing date of 29 June 2018 allowed an 8 week period for comments to be made.
- 5.3. A press release was also issued on 4 May 2018 with associated Facebook and Twitter feeds as well as notices posted on the Council's website. As a consequence of the press release, features appeared in several local newspapers on 9 and 10 May 2018.
- 5.4. A second wave of publicity was launched week beginning 14 May 2018 which saw advertisements on 75 trains and week beginning 21 May 2018 saw posters on station platforms (i.e. Cambuslang, Hamilton Central, Hamilton West, East Kilbride, Hairmyres and Rutherglen). Posters ranged from A3 sized panels on trains, to 6 sheet and 48 sheet posters at the rail stations as well as window panels on station platform shelters.
- 5.5. All Community Councils and stakeholders such as ScotRail, Network Rail and Strathclyde Partnership for Transport were notified of the consultation and invited to provide a response.
- 5.6. The consultation period concluded on Friday 29 June 2018 with a total of 294 responses to the on-line survey received via the website as well as several email responses and enquiries received directly.
- 5.7. A summary of the consultation responses has been made available in Members' areas prior to Committee and some of the key findings are discussed in the following paragraphs grouped under geographical areas.

Clydesdale Area Issues

- 5.8. Concerns raised in the Clydesdale area generally related to wider public transport provision, the opportunity for new stations and interchange with rail services, the need for further facilities for interchange and park and ride in Lanark, an increase to the number of spaces in Carstairs and whether there is a need for further expansion to the provision in Carluke.
- 5.9. These responses and comments closely align with the recent study for Lanark Interchange, the Clydesdale Scottish Transport Appraisal Guidance (STAG) Pre-appraisal Report and the ongoing detailed designs being taken forward for the expansion of Carstairs Park and Ride.

- 5.10. In order to address the matters raised in Lanark, an additional option has been included in the final strategy which shows an additional adjacent vacant site (i.e. Alstons Yard) as an option. This could provide potentially an additional 53 park and ride spaces. However, it should be noted that land ownership is a constraint in this option.
- 5.11. The Clydesdale STAG appraisal process is expected to progress to the next stage over the coming months and this will consider a number of potential rail options, improved interchange between bus and car users and improvements to existing and potentially new rail stations. The next stage will provide detailed analysis on the viability of such interventions and consider in further detail the issues captured as part of the PRS consultation.

East Kilbride Area Issues

- 5.12. Comments received related to the current provision at Hairmyres and East Kilbride Stations, charges for parking, integration of new bus services, suggestions for new rail stations, improved services and capacity levels on the East Kilbride route to Glasgow Central Station.
- 5.13. The matters raised have previously been considered as part of studies for both East Kilbride and Hairmyres Stations. In addition, Roads and Transportation Services have been in discussions with Network Rail who have advised that they are currently considering options for electrification of the East Kilbride railway line. These will be presented to Transport Scotland in due course and should alterations be required to the current options in the PRS then these will be considered at that time.
- 5.14. Concerns were raised by residents through the consultation in relation to the demand methodology used to calculate future passenger demand. The numbers provided in the strategy have, however, been discussed with Network Rail and ScotRail Abellio and are considered robust.
- 5.15. In light of the responses, it is considered that no alterations or additional options to the strategy are considered necessary for the park and ride options in the East Kilbride Area. Other matters raised will be considered as and when projects are developed further or as part of routine business.

Hamilton Area Issues

- 5.16. The responses for the Hamilton Area related to the proposed designs such as electric vehicle charging and disabled parking provision, potential traffic movements around Larkhall Station and the timing of ScotRail Abellio's works at Uddingston Park and Ride. Whilst noting these issues, it is considered that these matters are best considered at a detailed design stage as projects are developed further.
- 5.17. The timescales quoted in the PRS for the construction of additional park and ride provision at Uddingston has been altered to reflect the current anticipated construction programme, of spring 2019, as advised by ScotRail/Abellio.

Rutherglen and Cambuslang Area Issues

- 5.18. Many of the comments received were in relation to Cambuslang Station and these were in a similar form due to Cambuslang Community Council's active participation in the consultation process. A small number of comments also related to Newton Station.
- 5.19 The concerns related to the timing of an initial survey undertaken on a Friday afternoon, the future demands from ongoing and future developments and the overall priority given to potential options at Cambuslang Station.
- 5.20 Since the draft PRS was published, a detailed study has been undertaken to provide understanding of current issues. This study replicates the approach taken at Hairmyres, Lanark and East Kilbride Stations.
- 5.21. Passenger surveys were undertaken on the platforms at the station and parking surveys on street surrounding the station as well as the current park and ride provision were also part of the study.
- 5.22 Concerns were raised by residents through the consultation in relation to the demand methodology used to calculate future passenger demand. The numbers provided in the strategy have, however, been discussed with Network Rail and ScotRail Abellio and are considered robust.
- 5.23 In view of the more robust and up to date data collected, the finalised PRS has been updated to reflect the outcomes of the detailed study. As a consequence, the priority for Cambuslang Park and Ride has been moved from medium to high priority.

General

- 5.24. Notwithstanding the comments outlined above and noting the subsequent amendments to the PRS, those responding generally considered that overall the:-
- ◆ existing and future park and ride details were clear
 - ◆ vision and objectives were clear
 - ◆ actions and priorities were generally agreeable
 - ◆ objectives, indicators and methods of assessment are robust and effective.

6 Summary and Next Steps

- 6.1. Within the policy context discussed above, and in order to inform and prioritise future park and ride provision in South Lanarkshire, the finalised PRS has now been prepared. This follows the conclusion of the consultation exercise, outlined in Section 5, with communities and other partners and consideration of their comments.
- 6.2 The PRS sets out the Council's strategic, rail based Park and Ride objectives for the South Lanarkshire area and provides a basis to develop and formulate investments plans for the future.

- 6.3. It remains apparent that the projected level of demand cannot be accommodated at the majority of stations and there is a clear need to consider options to expand provision to accord with the aims of the LTS, and the finalised PRS.
- 6.4. While there is scope at some stations to expand into neighbouring land, it is clear that there is limited land availability within the ownership of the Council at other stations. This brings added costs of either acquiring land and/or constructing elevated decked car parks on existing sites which brings its own issues.
- 6.5. The table below shows the priorities afforded to stations within the finalised PRS. In the short to medium term, the focus will be on the high priority locations, however, opportunities will be taken at other stations if the situation presents itself.

High Priority (1 to 5)	Hairmyres, Uddingston, Newton, Hamilton West, Rutherglen, Cambuslang
Medium Priority (6 to 10)	Blantyre, Lanark, Merryton, East Kilbride
Low Priority (11 to 14)	Larkhall Central, Carluke, Carstairs, Chatelherault
No Priority (15 to 19)	Thortonhall, Burnside, Croftfoot, Hamilton Central, Kirkhill

- 6.6. On the approval of this paper the final Park and Ride Strategy will be printed and published. It is anticipated that this will be available in December and at that time it will be placed on the Council's website and social media links as well as a press release issued.

7. Employee Implications

- 7.1. There are no employee implications arising directly from the strategy. The actions will be delivered utilising existing staff resources.

8. Financial Implications

- 8.1. Indicative concept layouts have been developed for most of the stations, specifically where land is potentially available. These layouts form part of the PRS and provide a high level indication of construction costs and the potential numbers of spaces.
- 8.2. It is anticipated that, in the first instance, necessary funding for detailed design, development or delivery of projects will be sought through bids to, and grants from, external partners such as Strathclyde Partnership for Transport or by working with Rail partners such as Abellio who we understand have available funding for such priorities.

- 8.3 At this stage there is no commitment to undertake any particular project in any fixed timescales. The level of costs of any proposed works can only be confirmed when the project costs are finalised and the result of any bids made received. If Committee are minded to approve the PRS, work can then commence to explore funding opportunities, with options around programme delivery and cost brought back to a future committee. Any requirement for Council funds will require to be considered as part of future capital programme.

9. Other Implications

- 9.1. The Council has a statutory duty to undertake a Strategic Environmental Assessment (SEA) on any proposals set out within a new strategy. However, a Pre-screening Exemption request to the Scottish Government was accepted as Park and Ride Strategy, aligns closely with the Local Transport Strategy which has been subject to SEA.
- 9.2. There are no implications for risk in terms of the information contained within this report.
- 9.3. The provision of further Park and Ride facilities will support and encourage multi modal journeys that will allow convenient interchange between rail and car.

10. Equality Impact Assessment and Consultation Arrangements

- 10.1. This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy and, therefore, no impact assessment is required. The finalised PRS will be made available on the Council's website and publicised in the local press as well as the Council's social media platforms.
- 10.2. All necessary consultation arrangements have taken place.

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9 October 2018

Link(s) to Council Values/Ambitions/Objectives

- ◆ Improve the quality of life of everyone in South Lanarkshire
- ◆ Improve the road network, influence improvements in public transport and encourage active travel
- ◆ Support the local economy by providing the right conditions for inclusive growth
- ◆ Make communities safer, stronger and sustainable

Previous References

- ◆ Community and Enterprise Resource Committee - 6 March 2018 - South Lanarkshire Park and Ride Strategy – Consultative Draft

List of Background Papers

- ◆ Climate Change (Scotland) Act 2009
- ◆ National Planning Framework 2014
- ◆ National Transport Strategy 2006
- ◆ Regional Transport Strategy for the West of Scotland “A Catalyst for Change”
- ◆ Glasgow and Clyde Valley Strategic Development Plan
- ◆ South Lanarkshire Local Transport Strategy 2013 to 2023
- ◆ South Lanarkshire Local Development Plan
- ◆ Carbon Management Plan 2016
- ◆ Connect South Lanarkshire Council Plan 2012 to 2017
- ◆ Network Rail Scotland Route Study 2016
- ◆ Network Rail Control Period 5 2015 to 2019
- ◆ Network Rail Control Period 6 2019 to 2024

Contact for Further Information

If you would like to inspect the background papers or want further information, please

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