

B POLICY REVIEW

South Stirling Park & Ride
Stirling Council and Tactran
STAG Report



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B.1 Introduction

The principle of a Park & Ride facility to be located to the south of Stirling has been accepted in a number of strategies which make reference to the study area and is supported by national planning policy. This section summarises the review of transport strategies and planning policy which has been undertaken as part of this study.

The following project reviews, strategies and policy documents have been reviewed as part of this Pre-Appraisal:

- *Strategic Transport Projects Review – Final Report (Transport Scotland, October 2009)* ²⁹
- *Tactran Regional Transport Strategy (Tactran, 2008)* ³⁰
- *Tactran Park & Ride Strategy and Action Plan (Tactran)* ³¹
- *Clackmannanshire and Stirling Structure Plan (Stirling Council, March 2002)* ³²
- *Stirling Council Local Transport Strategy (Stirling Council, 2006)* ³³
- *Stirling Council City Transport Strategy – Transport for 2020 Stirling (Stirling Council)* ³⁴
- *Stirling Council Local Plan (Stirling Council, December 1999) and 2nd Alteration (Stirling Council, October 2006)* ³⁵
- *Scottish Planning Policy (Scottish Government, February 2010)* ³⁶

B.2 National Transport Strategy

B.2.1 Strategic Transport Projects Review (STPR) Background

The STPR identifies a range of interventions which have been developed to contribute to increasing sustainable economic growth in accordance with Government policy and assist with delivering the following strategic outcomes identified in the *National Transport Strategy (Scottish Executive, December 2006)* ³⁷:

- Improving journey times and connections – to tackle congestion and the lack of integration and connections in transport which impact on our high level objectives for economic growth, social inclusion, integration and safety
- Reducing emissions – to tackle the issues of climate change, air quality and health improvement which impact on our high level objective for protecting the environment and improving health

²⁹ <http://www.transportscotland.gov.uk/files/documents/reports/j11260a/j11260a.pdf>

³⁰ [http://www.Tactran.gov.uk/documents/Tactran RTS-FinalNov2008.pdf](http://www.Tactran.gov.uk/documents/Tactran%20RTS-FinalNov2008.pdf)

³¹ <http://www.Tactran.gov.uk/documents/1ParkandRideStrategyFinal.pdf>

³² <http://www.stirling.gov.uk/sp-2004.pdf>

³³ http://www.stirling.gov.uk/stirling_local_transport_strategy.pdf

³⁴ http://www.stirling.gov.uk/stirling_city_transport_strategy.pdf

³⁵ <http://www.stirling.gov.uk/index/services/planning/developmentplan/localplan.htm>

³⁶ <http://www.scotland.gov.uk/Resource/Doc/300760/0093908.pdf>

³⁷ <http://www.scotland.gov.uk/Resource/Doc/157751/0042649.pdf>



- improving quality, accessibility and affordability – to give people a choice of public transport, where availability means better quality transport services and value for money or an alternative to the car

The STPR goes on to set the following priorities based on the above strategic outcomes:

- Maintaining and safely operating existing assets
- Promoting a range of measures, including innovative solutions, that make better use of existing capacity; and
- Promoting targeted infrastructure improvements where these are necessary, affordable and practicable

It is considered that the proposed Park & Ride will meet the outcomes which are set out within the National Transport Strategy as the facility will aim to remove existing traffic from the local and strategic road network potentially reducing levels of congestion and emissions and improving journey times. The Park & Ride will improve the accessibility of the area and also provide an additional location at which local and national bus services could be accessed. The proposed Park & Ride is also expected to go some way to meeting the priorities which have been set within the STPR.

The interventions which were developed as part of the STPR have been appraised against the strategic objectives which have been set as part of the *Government Economic Strategy (Scottish Government, November 2007)*³⁸. The objectives confirm that Scotland will be:

- Wealthier & Fairer – Enable businesses and people to increase their wealth and more people to share fairly in that wealth
- Smarter – Expand opportunities for Scots to succeed from nurture through to life long learning ensuring higher and more widely shared achievements
- Healthier – Help people to sustain and improve their health, especially in disadvantaged communities, ensuring better, local and faster access to health care
- Safer & Stronger – Help local communities to flourish, becoming stronger, safer places to live, offering improved opportunities and a better quality of life
- Greener – Improve Scotland's natural and built environment and the sustainable use and enjoyment of it

B.2.2 STPR Interventions

A range of interventions have been developed as part of the STPR to address the Scottish Government's Strategic Objectives for Scotland. Intervention 8 (Park & Ride/Park & Choose Strategy) is considered to be the most relevant to the proposed Park & Ride. The detailed appraisal of STPR Project 8 – Strategic Park & Ride/Park& Choose in Annex A of STPR contains the following intervention description:

This intervention supports the objectives to make public transport more competitive against the car. Located on major commuting routes, these sites would also assist in maintaining and enhancing the labour catchment areas in the city regions and reducing emissions. It would deliver a series of strategic Park-&-Ride/Park-&-Choose sites using common branding/marketing across Scotland. The sites would be served by either rail services or express bus links to and from the city centres and areas of economic activity, including appropriate bus priority measures at congested locations. These would

³⁸ <http://www.scotland.gov.uk/Resource/Doc/202993/0054092.pdf>



interface with existing urban bus priority systems. Proposed sites for this strategy include creation of new facilities: At Bannockburn, serving Edinburgh, Glasgow and Stirling

The STPR highlights that a site at Bannockburn could serve Edinburgh, Glasgow and Stirling with express bus services providing connection between the cities. The intervention is expected to meet the majority of the Government's strategic objectives.

Intervention 9 (Using Intelligent Transport Systems (ITS) on Parts of the Road Network to Enhance Road Capacity and Operations) contains the following intervention description:

This intervention supports the objectives of improving journey time reliability and journey times for prioritised users. It would involve the introduction of enhanced Intelligent Transport Systems (ITS), principally Active Traffic Management (ATM), on the motorway and trunk road network in Central Scotland:

- M8
- M90 and A90 approaching Edinburgh
- A720 around Edinburgh
- M74, M77 and M80 approaching Glasgow

Phase 3 of the intervention is to include the use of motorway hard shoulders for priority vehicles including buses to improve the journey times on key routes. The STPR goes on to confirm that "This system would also be able to support the operation of the strategic Park-&-Ride/Park-&-Choose intervention by providing opportunities to use the hard shoulder on approach to the urban networks for priority vehicles". The intervention is expected to meet the majority of the Government's strategic objectives.

B.2.3 STPR Corridor Objectives

A series of objectives (summarised within Annexe B of the STPR) were developed for the STPR on the basis of either corridors or nodes in the strategic transport network including both road and rail modes of transport. The most relevant to South of Stirling are Corridor objectives for Corridor 9 Glasgow to Perth and Corridor 10 Edinburgh to Stirling.

Corridor Objectives – 9, Glasgow to Perth:

- To address current and forecast rail overcrowding into Glasgow
- To improve the efficiency and reliability of the operation of the southern sections of the M80 on approach to Glasgow, particularly for priority vehicles
- To reduce the severity of accidents to the national average
- To promote journey time reductions, particularly by public transport, between the Central Belt and Aberdeen/Inverness primarily to allow business to achieve an effective working day when travelling between these centres

Corridor Objectives – 10, Edinburgh to Stirling;

- To improve access to Grangemouth port and freight hub
- To address shortfalls in the provision of public transport to and from Edinburgh and increase public transport modal share
- To promote continuing reduction in accident rates and severity rates across the strategic transport network



- To promote efficient and effective transport links to support the development and implementation of the proposed national developments at Grangemouth and Edinburgh Airport identified in the NPF2

The proposed Park & Ride is expected to target travel on both Corridors 9 and 10 and assist with meeting the objectives which have been set out for the corridors. The facility will provide an alternative mode of travel into Glasgow to address any existing and forecast issues with overcrowding on the rail network. In addition, the facility is expected to provide an additional point at which to access express bus services which provide connection to the centre of Edinburgh

B.3 Tactran Regional Transport Strategy (RTS) 2008 – 2023

B.3.1 RTS Background

The Tactran RTS sets out the vision to deliver:

a transport system, shaped by engagement with its citizens, which helps deliver prosperity and connects communities across the region and beyond, which is socially inclusive and environmentally sustainable and which promotes the health and well-being of all.

The RTS goes on to set out the following key themes which have been set to meet the overall vision of the strategy:

- Delivering economic prosperity
- Connecting communities and being socially inclusive
- Delivering environmental sustainability, health and well-being

The proposed Park & Ride will assist with meeting the key themes and vision by providing a facility which is open to all and which improves the local area's accessibility.

B.3.2 Role of Park & Ride in the RTS

The RTS sets out good practice for the operation of Park & Ride sites and confirms that the Springkerse Park & Ride located to the east of Stirling offers a good model, for a small city which is not large enough to justify a service dedicated to only Park & Ride. The strategy confirms the following features as being key to the success of the facility:

- A service open to all not just Park & Ride customers
- Routeing of the service through Morrison's superstore via a section of bus-only route ensures that retail customers get right up to the store entrance if travelling by bus
- Presence of a retail park, business centre, industrial estate and major sports facility at the car park end of the route ensures balanced directional flows and a good spread of customers throughout the day.

The RTS confirms the importance of Park & Ride facilities which:

provide opportunities for motorists to combine the convenience of the private car in rural areas with the higher frequency of public transport services in urban areas and avoiding the need to find a parking place in larger towns



The Strategy also confirms the importance of integration with regard to encouraging the use of public transport highlighting the following issue:

- Issue No. I3 – Facilities for interchange between all modes at main rail stations, Important Park & Ride sites and other transport hubs/local bus interchanges are in need of further improvement

This issue has been cited as ‘important’ and it is anticipated that the introduction of a Park & Ride to the south of Stirling will assist in mitigating the highlighted issue.

The RTS sets out a range of policies and proposals under the three key strategy themes which have been set as part of the Strategy. The Strategy confirms that community connectivity and accessibility will be improved by:

developing a Regional Park & Ride Strategy which will outline a programme for Park & Ride/Park and Choose networks serving the region’s main towns and enhancement to railway station car parks

B.4 Tactran Park & Ride Strategy and Action Plan

B.4.1 Park & Ride Strategy Linkage to the RTS

The Park & Ride Strategy has been developed in accordance with the proposal which is set out in the RTS and confirms that it sets out to complement and expand the Tactran RTS aspiration to:

- Maximise the potential for enhanced Park & Ride/Park & Choose networks in the Perth, Stirling and Dundee areas, including “Inter-Urban” Park & Ride allowing for longer distance travel on bus and coach
- Support the development of a new Park & Ride station at Bannockburn

B.4.2 Park & Ride Strategy Objectives

Planning objectives were developed for the Tactran Park & Ride Strategy that reflect and nest in the RTS overarching objectives, as follows:

Economy

1. To ensure that Park & Ride improves access to town/city centres and areas of employment, helping to support economic growth
2. To improve the efficiency and reliability of the transport system through reduced town and city centre traffic levels and associated economic costs

Accessibility

3. To improve access to health, leisure and retail facilities by Park & Ride
4. To improve the physical accessibility of the transport system through the provision of increased Park & Ride

Environment

5. To respect the built environment through reducing the need to build new town and city centre car parks



Health and Well-Being

6. To help limit/manage travel by private car in urban areas to help meet statutory air quality requirements in the Tactran area.

Safety & Security

7. To provide the highest levels of safety and security of passengers and vehicles when using Park & Ride

Integration

8. To ensure Park & Ride facilitates integration and is accessible by all modes of transport
9. To ensure integration between land-use planning and provision of public transport

B.4.3 Park & Ride Strategy Issues

The Park & Ride Strategy has identified key issues and gaps in the Stirling area which it summarises as follows:

In and around the City of Stirling there are plans for 4,700 new houses, 19,500m² gross floor area of retail and 356,000m² gross floor area of other employment by 2015, with the majority to be situated in the Stirling Major Growth Area to the southeast of the Bannockburn Interchange (M9, Junction 9). There are plans for significant employment development, particularly around the Castle Business Park in the west, Broadleys and Springkerse in the east, in the Stirling Innovation Park to the north and around the Bannockburn Interchange in the south.

B.4.4 Park & Ride Strategy Assessment

A Demand Forecasting³⁹ appraisal from new Park & Ride sites and an initial Option Appraisal were undertaken using the Planning Objectives as well as assessing risk and implementability of each individual site identified. These pieces of assessment had been commissioned by Tactran under a previous study. From this previous appraisal a Park & Ride site to the south of Stirling was identified as being medium priority.

Three possible sites were identified to the south of Stirling:

- S1 A91 Corbiewood Stadium
- S2 A872 Glasgow Road/Pirnhall Road
- S3 M9/A872 – South East of Roundabout

The preferred site was identified as the A91 Corbiewood site on the basis of existing congestion and road layout, however, all three sites are recommended for further investigation and should be considered together with any other feasible site in the vicinity.

The Park & Ride Strategy suggests that a Park & Ride site which is located to the south of Stirling has the potential to abstract significant demand from existing locations in particular trips which are currently attracted to the Springkerse site. The Strategy proposes that:

³⁹ <http://www.Tactran.gov.uk/documents/4DemandForecastingReportFinal06022009.pdf>



the Springkerse and Castleview sites are to be allowed to develop to their full potential and surveys undertaken to establish levels of usage and identify the catchment areas before proceeding to develop a southern Park & Ride site in the longer time.

The approach which has been adopted to inform this study is consistent with the approach which has been detailed in the Tactran Park & Ride Strategy.

B.5 Clackmannanshire and Stirling Structure Plan 2002

The Structure Plan has developed a land use strategy to promote sustainable development setting the following themes to achieve this objective:

- Caring for The Environment
- Promoting Appropriate Development
- Improving the Quality of Life
- Promoting Access to opportunity

The Community Infrastructure chapter of the Structure Plan sets out policies which aim to ensure that “new development and infrastructure provision support each other and ensure sustainable use of resources”. The Objectives are summarised as follows:

- To reduce the need to travel
- To promote safe, convenient and integrated cycle, pedestrian, public transport and road network infrastructure and services
- To promote efficient use of infrastructure and services and to promote new provision only where essential
- To work in partnership with other agencies to achieve the Plan’s Strategy

Policy TR1 relates to integrated transport and confirms that:

The Structure Plan supports the objectives and targets of the Local Transport Strategies. In the preparation of Local Plans, assessment of development proposals and the further development of transport strategies, and working with neighbouring councils as appropriate, the Councils will seek to:

1. *Reduce the need to travel by requiring developments which generate a large number of trips to locate within or adjacent to town centres. Where this is demonstrated not to be appropriate, development will require to be located in areas which have good public transport access and additionally may have access to the major road network, and are supported by appropriate local facilities;*
2. *Improve transport choice and accessibility through promotion of alternatives to the car including cycling, walking and public transport while seeking to improve road and personal safety.*

The proposed Park & Ride will improve the accessibility of the area to the south of Stirling by encouraging the use of public transport services. It is considered that the proposed Park & Ride is in accordance with Policy TR1 of the Structure Plan.

Policy TR2 relates to encouraging a wider choice of transport and confirms that:

The Councils will promote a wider choice of transport by:

1. *Promoting integration between all transport modes including a comprehensive Park & Ride strategy*



The Tactran Park & Ride Strategy and Action Plan has been prepared to take cognisance of this policy and the Park & Ride which is proposed to be located to the south of Stirling is being developed to meet the objectives which have been set as part of the Structure Plan.

B.6 Stirling Council Local Transport Strategy (LTS)

The LTS confirms that its development strategy is to:

- Widen travel choices by creating conditions to encourage more sustainable travel
- Reducing the need to travel through integration of land-use and transport
- Ensure that the existing transport network is adequately maintained and managed
- Plan accordingly to address safety and accessibility issues within communities, acknowledging the diverse urban and rural nature of the area.

The following principal objectives have been identified from the development strategy:

- PO1
Promote safer travel for all
- PO2
Maintain and manage the existing transport network effectively
- PO3
Increase transport accessibility for people with restricted options
- PO4
Increase travel choices and enhance linkages between different means of travel to reduce the need for car use
- PO5
Support and enable future development through sustainable transportation

Tactran's RTS and Park & Ride Strategy in association with the LTS, has been developed to meet Objective PO2 which confirms the LTS's medium term aspiration to "expand existing Park & Ride service frequency and develop further Park & Ride schemes at appropriate locations".

It is considered that the development of a Park & Ride facility to the south of Stirling is in accordance with LTS policy.

B.7 Stirling Council City Transport Strategy (CTS)

The CTS has been developed as the first of three delivery strategies which form part of the Stirling Council Local Transport Strategy (LTS) with the following vision for Stirling:

An accessible Stirling with safe, integrated and reliable transport that supports economic growth, provides opportunities for all and is easy to use; a transport system that meets everyone's needs, respects our environment and contributes to health; services recognised nationally for quality, technology and innovation, and for effective and well-maintained networks; a culture where fewer short journeys are made by car, where we favour public transport, walking and cycling because they are safe and sustainable and where transport providers and planners respond to the changing needs of businesses, communities and users.

The CTS sets a number of sub-objectives based on the principle objectives of the LTS which are described in the previous section.



The following sub-objectives have been developed based on the LTS' Principal Objectives and are considered to be relevant to this study:

Sub-Objectives

- SO6
Maintaining and extending initiatives to help those who have limited access to travel options.
- SO7
Raise public awareness of transportation issues. In particular, raise the profile and promote the health benefits of sustainable travel, through a combination of educational and promotional materials and supporting initiatives.
- SO11
Identify issues and work in partnership to ensure that public transport services are closely attuned to local needs.
- SO12
Provide and maintain a network of socially desirable bus services to supplement the commercial network.
- SO13
Continue to improve the opportunities to move easily from one form of transport to another.
- SO14
Work within the planning process to help reduce the need to travel, improve accessibility for all modes of travel and address the impact of new developments.

The CTS sets out the following key elements which are relevant to this study:

- KE2
Strengthen radial public transport links into the city centre along key corridors, for example A9 Causewayhead Road, A905 Kerse Road, A9 Bannockburn Road, A872 Glasgow Road, A811 Dumbarton Road and A84 Western Access Road.
- KE3
Seek to develop a fully integrated rail/bus interchange at the existing bus/rail stations as part of the rail station forecourt and station square initiatives; KE4 Completion of new Park & Ride sites at Springkerse and Kildean/Castle Business Park.
- KE5
Identify further opportunities for the development of Park & Ride on the south side of Stirling to intercept drivers at a greater distance from the city centre on main radials to serve rural residents, commuters and tourists for whom travel from home by car is the most appropriate option.
- KE8 Work towards a coordinated and comprehensive network of bus services within Stirling, including the introduction of real time information, bus priority measures at key congestion hotspots and integration with external public transport links.
- KE9 Develop a new Rail Park & Ride facility to the south and an express coach interchange at Pirnhall/Corbiewood.



The CTS Action Plan identifies the development of lorry and coach parking in association with Park & Ride facilities as a medium – long term priority to meet Objective SO4 of the LTS (Work in partnership to minimise the impact of freight movements). The facilities are proposed for implementation at Forthside, Castle Business Park/Kildean and Pirnhall/Corbiewood.

The CTS identifies the provision of a Park & Ride to the south of Stirling as a key element in the City's Transport Strategy to be implemented as part of a 'Do-Something' Strategy. It is therefore considered that the proposed Park & Ride accords with the Stirling CTS.

B.8 Stirling Council Local Plan

B.8.1 Local Plan Development

Stirling Council's Local Plan was adopted in 1999 and currently being updated in accordance with current Scottish Government Development Management guidance. The Main Issues Report is planned to be published for consultation in May 2010 with a Stirling LDP to be adopted by the end of 2012. At present there is no guidance on the future land allocations or development types in the south of Stirling.

The Adopted Local Plan which sets out the following key aims:

- To safeguard and enhance the renowned quality and character of the Council area
- To promote a sustainable, thriving and varied local economy
- To ensure that the needs of all communities are met and the quality of life of local residents is enhanced

The Local Plan sets out the Council's Transport Policy applicable at that time, which confirms that:

The strategy advocates a redirection of investment to schemes which reduce dependence upon road traffic by promoting other forms of transport, reduction in road accidents (e.g. Traffic calming measures); control road traffic growth; promote public passenger transport; and meet the needs of non-car users. It is anticipated that this will result in better access to rail services, an improvement in bus services, more pedestrian-priority areas and safer cycling.

The Local Plan goes on to confirm that "buses are the most widely available form of public transport in the Stirling Council area" although the Council "recognises the need to improve bus service".

B.8.2 Stirling Council Local Plan – 2nd Alteration Stirling's Major Growth Area

A 2nd alteration to the Adopted Local Plan was published for consideration in October 2006 to include a Major Growth Area which is required by the Structure Plan. This Major Growth Area is located to the south-east of Stirling and west of Plean and is referred to as Durieshill. The site's location could provide opportunity for a proportion of future residents to utilise a Park & Ride site which is located to the south of Stirling.

The Walker Group's *Durieshill Major Growth Area: WG17 – Transport Appraisal Final Report (August 2005)* prepared by Faber Maunsell noted:

The location of Durieshill provides a unique opportunity to link into the proposed Park & Ride at Pirnhall interchange and intercity bus services currently provided by Stagecoach. The dual mass of customers at Durieshill and the Park & Ride creates a potentially attractive and financially viable route which can be delivered to the site from day one.



The 2nd Alteration to the Local Plan ⁴⁰ confirms a site is safeguarded at Bannockburn for the East Stirling Rail Halt (Proposal HP2) although it is suggested that the safeguarded site could also be used to accommodate a Park & Choose facility with the site served by bus services in addition to rail services.

The Local Plan is currently under review and there are no plans for a rail halt at Bannockburn under the STPR which covers the next 20 years of transport interventions for Scotland's rail and trunk road networks. This does not, however, preclude its use as a bus based Park & Ride.

B.9 Scottish Planning Policy

Scottish Planning Policy Paragraph 171 provides guidance on the promotion of Park & Ride schemes and states the following:

The availability of parking can have an important influence in reducing reliance on the car. Planning authorities should apply maximum parking standards to on-site parking at new development to encourage modal shift. Parking restraint policies should be supported by measures to promote the availability of high quality public transport services. Authorities should also consider promoting Park & Ride schemes on commuter routes. Appropriate car and cycle parking should be provided at rail stations to encourage onward travel by rail.

B.10 Other Related Work

B.10.1 Tay Estuary Rail Study (TERS)

The *Tay Estuary Rail Study (Steer Davies Gleave, March 2009)* ⁴¹ has been completed and recommends the introduction of a local stopping rail service between Arbroath and Glasgow, stopping at Carnoustie, Monifieth, Broughty Ferry, Dundee, Invergowrie (West Dundee), Perth, Gleneagles, Dunblane and Stirling. The TERS also investigated three possible locations for a new rail station at Bannockburn, but identified that there is likely to be timetabling conflict between this and the Edinburgh to Glasgow Rail Improvement Programme (EGIP) and forwarded the work to Transport Scotland to assist with their EGIP proposals. Tactran is currently in discussion with Transport Scotland regarding the implementation of the study recommendations.

B.10.2 Overnight Lorry Parking in the Tactran Region

A Report into Overnight Lorry Parking in the *Tactran Region (Tactran, June 2009)* ⁴² was approved by Tactran Partnerships at its meeting of 22 September 2009. The Report contains a number of recommended actions including – consideration of use of Park & Ride car parks for overnight lorry parking.

⁴⁰ http://www.stirling.gov.uk/full_document.pdf

⁴¹ <http://www.angus.gov.uk/ac/documents/TERSOVeriew-v6.pdf>

⁴² <http://www.Tactran.gov.uk/documents/FinalReport-OvernightLorryParkinginTactran.pdf>

