

Executive

28 April 2009

Report of the Director of City Strategy

Access York Phase 1 Park & Ride Development – Update and Outcome from the Clifton Moor Site options consultation

Summary

1. This report provides an update of progress of the project, with particular relevance to the work carried out on the outline design of the A59 roundabout at its junction with the A1237 Outer Ring Road (ORR). It also provides information about the consultation exercise for the Clifton Moor site options and seeks a decision from the Executive on the preferred site to enable the planning process to begin.

Background

2. Executive considered a report on Access York Phase 1 on 29 July 2008 and agreed to:
 - Instruct officers to proceed with the project, bringing reports back to the Executive at key stages.
 - Approve the delivery arrangements and the creation of the Project Board
 - Approve the consultation process on the basis of a single site at Askham Bar
 - Approve the consultation process based on the A59 site adjacent to Boroughbridge Road
 - Include the possibility of a subway at the A59/ORR in the pre-application consultation
 - Approve the consultation process based on four sites at Clifton Moor
3. All of the above are being progressed and a brief programme update is provided in the following section of this report. One of the key reasons for reporting back at this stage is to provide feedback on the Clifton Moor consultation.

Programme Update

Outline Design and Planning

Askham Bar Park & Ride

4. The outline design is complete for planning purposes and the planning exhibition took place in mid April 2009, based in the existing Park & Ride car park using the Council's mobile exhibition unit. In addition to this a stakeholder meeting was organised on 16 April 2009. The intention is to gather as much consultation feedback as possible and to submit the planning application at the end of May 2009.

Poppleton Bar Park & Ride

5. Whilst outline design work for the Park & Ride site was completed some time ago, the challenge at this site has been the outline design of the A59/A1237 roundabout. A large number of options have been considered to enable the most efficient design to be created. This design makes maximum use of the existing highway land available, achieving the greatest capacity for traffic flow and ensuring that this applies to the Park & Ride buses, and without impacting on adjoining properties.
6. The proposal, for planning purposes, includes the following main features:
 - a larger roundabout
 - three lanes entries on all approach roads to the roundabout
 - two lane exits travelling off the roundabout and onto the A1237, with these lanes then merging into a single lane
 - control of traffic flows onto the roundabout on the A1237 southbound approach by means of traffic signals set back from the roundabout and linked to detectors monitoring the length of traffic queues on the A59 westbound approach
 - a combined pedestrian and cycling subway under the A1237 to the north of the roundabout with CCTV coverage
 - a combined footway and cycleway from Beckfield Lane to Station Road passing through the subway
 - a carefully considered approach to the requirements of properties near to the roundabout.
7. To achieve all this a small amount of land will be required, currently forming part of the landscaping embankment to the Manor School sports field and discussions with the school and Property Services Team are progressing.
8. It is intended that the proposals for the roundabout will be included in the supporting information for the Park & Ride site planning application even though planning permission for the works at the roundabout may not be required. Doing this will provide an opportunity for public comment at the most appropriate time.
9. A plan of the roundabout proposals is included as Annex 1 but a larger plan has been placed in the Member's library.
10. In general terms the traffic modelling carried out has shown that with the predicted growth in traffic by 2026, journey times on the A59 (bus priority) will

be approaching current times. However, journey times on the A1237 will exceed current times unless further enhancements of the whole ORR are undertaken.

Clifton Moor Park & Ride

11. The consultation document on a preferred site was issued in late February 2009 and the consultation period ended on 26 March 2009. The feedback from this is presented later in the report.

Land Acquisition

12. Options to buy land for the P&R sites at Askham Bar and Poppleton Bar have now been agreed in principle and contracts are being prepared. The exception to this is the requirement for a small strip of land at the Askham Bar site in Tesco's ownership, at the point where the buses enter onto the bus-only access road close to the existing P&R site. The acquisition discussions for this small piece of land have lagged behind the major land acquisition requirements but this is now under detailed consideration.
13. As already mentioned a small area of land is required to accommodate the subway at the A59 roundabout.
14. Outline discussions with the owners for all the Clifton Moor sites has taken place and two out of the four sites are more likely to be available to purchase than the others. Some outline design work has been carried out to check on the ability to build an operational Park & Ride site on the most likely locations. Land negotiations will continue as and when a decision on the preferred site is made by Members

Procurement

15. The proposed way forward is:
 - Procurement of the construction contractor using a target cost approach (NEC ECC Option C)
 - A Client Agent will be employed to safeguard the Council's interests.
 - An Engineering Consultant will be procured to finalise the outline designs, to produce contract documents, to carry out the procurement of the contractor in association with the Council and to supervise the contractor.
16. To avoid conflicts of interest between external organizations, clear roles and responsibilities need to be defined. This will be reinforced with a 'confidentiality undertaking', which is lawfully enforceable, with third parties having to indemnify the Council against claims in the confidentiality undertaking.

Programme schedule

17. The programme has been reviewed and revised so that the scheme is now planned to be delivered and constructed as one single large project rather than separate schemes. This will maximise the economies of scale and simplify the approvals process, leading to reduced costs but means that the programme is dependent on waiting for the outcome of the planning application for the last site to be considered, Clifton Moor, which may mean a later than originally anticipated start on site for Askham Bar. Completion of the entire project is still planned for late 2011 or early 2012.

Major Scheme Bid Submission

18. The Major Scheme Bid was submitted to DfT on 26 February and the main documents are available on the council's website. Since submission the DfT has carried out an initial review of the business case and is seeking clarification and additional information on a number of matters, all of which is receiving prompt attention. The DfT may defer detailed evaluation of the bid until these initial comments have been addressed. At this stage it is still anticipated that Programme Entry will be achieved by August 2009.

Clifton Moor Park & Ride Consultation

Consultation Results

19. A consultation leaflet identified 4 potential sites for the Clifton Moor Park & Ride. These sites are shown in the plan in Annex 2.
20. A total of 2170 leaflets were distributed to houses and businesses within a 2 km radius of the four potential sites. In total 312 or 14% were returned and the feedback is shown below.

Site	Strongly agrees with proposal (% of total)	No strong opinion (% of total)	Strongly disagrees with proposal (% of total)
Site 1	20 (5%)	78 (23%)	206 (39%)
Site 2	48 (14%)	82 (25%)	172 (32%)
Site 3	64 (18%)	135 (41%)	104 (19%)
Site 4	220 (63%)	36 (11%)	54 (10%)
Totals	352 (100%)	331 (100%)	536 (100%)

21. The consultation reply form allowed a 'tick' to be placed against each site in an appropriate column, at just one site or all four sites, so there are far more 'ticks' than replies. Most residents and businesses replying included their postcode and this shows that there is good representation across all postcode areas. The reply form also sought comments from those wishing to make them and these covered a wide of issues:

- Concerns about the existing congestion on the ORR and the Clifton Moor area
 - Support for sites both inside and outside the ORR
 - Requests for pedestrian and cycling facilities associated with the Park & Ride site and further along Wigginton Road
 - Concerns about the proposed bus priority measures being adequate
 - Support for the link from Site 4 into the Clifton Moor retail and business park
 - Requests that the preferred site should have the least effect on the green belt and the environment
22. A large majority of replies were strongly in agreement with Site 4 as the preferred site. The main reasons quoted for this were that it was on the inside of the outer ring road making bus movements easier and that it was adjacent to the existing Clifton Moor retail and business park and would therefore have less impact on the environment. There was also support for the possibility of pedestrian, cycling and a bus route from the P&R site into the retail and business park.
23. Site 4 also has the smallest number of replies disagreeing with the proposal and 25 out of the 54 doing so actually didn't want a P&R site at any location, not just at Site 4.
24. The nature conservation aspects of the farming activities on Site 3, and to some extent Site 1, have been set out in a letter to the Council with a request, that an alternative to either of these sites be considered as a more favourable way forward.

Ward Committee Involvement

25. In addition to the consultation leaflets, the three Ward Committees affected by the proposal were visited and the proposals discussed. There were no formal outcomes as such but the feedback was informative and generally positive. The main points were noted and are attached as Annex 3.

Technical Considerations

Environmental Issues:

26. There are no significant environmental factors affecting one site more than another. Great crested newts exist close to Sites 3 & 4 and if required this would be dealt with by agreed mitigation measures under a licence application to Natural England. Site 4 also has a potential for roosting bats in the old airfield bunker but a bat survey would be needed to confirm this.
27. Very little is known about the archaeology of these sites but whichever site is chosen a geotechnical site investigation is likely to be required.

Transport Issues:

28. The consultation leaflet made it clear that whilst all four sites have been considered, only two of these sites, Sites 2 and 4, have been considered in more detail and this is due to land acquisition issues.
29. The benefits and drawbacks of the sites under continuing assessment are:

Site 2

- Good direct access for traffic travelling towards York easing congestion on the A1237 roundabout.
- Buses will have to travel across the roundabout with potential delays but bus priority measures could help to get buses to the roundabout.
- The site has a large diameter water main running through it and this will affect the layout of the site.
- Visual impact but would be adjacent to some existing buildings.

Site 4

- Well located for buses servicing the site as it is on the city centre side A1237 ring road roundabout.
- Car drivers have to travel across the A1237 roundabout and congestion will not be eased.
- Close to Clifton Moor business area with the possibility of an additional P&R bus route to service the Clifton Moor area, in a similar way to the Monks Cross P&R site.
- Possibility of a direct footway and cycle link into the Clifton Moor area.
- Least adverse effect on the A1237 roundabout from the impact of any 'stacking' of vehicles prior to them entering the site.
- Least visual impact, being adjacent to the built-up business area of Clifton Moor.

Options Appraisal

30. Site 2 has the main advantage that it will take traffic off the ORR roundabout and this will help to ease some of the congestion. However, if the Park & Ride service is to operate efficiently, and if there is a suitable site on the inside of the ORR as there is in this case, then Site 4 offers more advantages.
31. The need to maintain a regular and reliable P&R bus service is essential if it is to be viewed as a success and the sites on the inside of the A1237 provide the maximum opportunity for this. Site 4 has the advantages of least environmental impact, being adjacent to the already built up area of the Clifton Moor business park, as well as having the potential for pedestrian, cyclist and perhaps increased bus links into the business park. Furthermore, the initial discussions about land indicate that an agreement may be possible.
32. A large majority of those consulted, 63%, ranked Site 4 as the most preferred site by strongly agreeing with the proposal.

Proposal

33. It is proposed that Site 4 is the preferred site and if this is approved by the Executive, then outline designs will be completed and discussions about land recommenced.
34. This proposal will not result in any works being carried out to the ORR roundabout in connection with the Park & Ride site. It will, however, be possible to look at what can be done to assist in reducing congestion as part of the work on Access York Phase 2 in 2009/10 in readiness for construction in 2010/11.

Corporate Priorities

35. The development of the Park & Ride service and improvements to the ORR are key elements of the Council's transport strategy set out in the Local Transport Plan. In addition, the proposals support the Council's Corporate Priority 'to increase the use of public and environmentally friendly modes of transport'.

Implications

Financial

36. The proposed spend profile included in the bid is identified in the table below.

	2008/09	2009/10	2010/11	2011/12	2012/13	Total
	£000s	£000s	£000s	£000s	£000s	£000s
RFA Total	0	694	11,006	12,230	202	24,132
CYC Total	346	1,041	1,108	1,064	18	3,576
Total Scheme Cost	346	1,735	12,114	13,294	219	27,709

37. Allocations for the funding of the Local Contribution have been included in the 2009/10 City Strategy Capital Programme report to 31 March 2009 Executive meeting. Options were also presented for the use of increased funding from the region, which would allow additional bus priority and cycling measures to be introduced. Funding sources for the Local Contribution will need to be finalised when the Conditional Approval and Final Approval business cases are submitted in 2010/11.

Human Resources (HR)

38. There are no HR implications identified in this report. As much work as possible in the delivery of the project will be accommodated through the Project Team using existing staff resources but beyond this it will be necessary to use external agencies. The role of the Park & Ride monitoring officer will change in due course to include the additional sites.

Equalities

39. The work carried out will benefit everyone in the community, either because of the opportunity to use the new Park & Ride sites or because of the benefit of reduced congestion on the roads and improved air quality. There are no equalities implications.

Legal

40. There are no legal implications.

Crime and Disorder

41. There are no crime and disorder issues.

Information Technology (IT)

42. There are no IT implications.

Property

43. The construction of the new sites will increase the Council's properties assets. It is intended to provide the most sustainable assets possible with routine maintenance and operation being included in the Park & Ride service contract.
44. If a new site at Askham Bar is constructed then the existing site, owned by the Council, would be vacated and become available for possible sale.

Other

45. There are no other implications.

Risk Management

46. There is no change at this stage to the identified key risks but a regular review of the risk register and the mitigation measures is undertaken.
47. In compliance with the Council's risk management strategy the main risks that have been identified in this report are those which could lead to financial loss, non-compliance with legislation, damage to the Council's image and reputation and failure to meet stakeholders' expectations. However, measured in terms of impact and likelihood, the score for all risks has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.
48. At this stage in the bid process the Council does not commit to funding or underwriting the construction of the new sites. Separate reports will be submitted to the Executive as the bid progresses indicating the financial commitment and level of risk at each stage.

Recommendation

49. Members are recommended to:

1. Approve Site 4 as the preferred location for the Clifton Moor Park & Ride site and agree that the planning consultation process should progress on the basis of this site.
2. Approve the outline design for the A59 roundabout with the ORR so that it can form part of the consultation process associated with planning matters for the Poppleton Bar Park & Ride.

Reason: To enable the Major Scheme Bid to progress.

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Report Approved

Yes

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Wards Affected:

All

For further information please contact the author of the report.

Annexes:

Annex 1 - Plan of the A59/A1237 roundabout proposals

Annex 2 - Map showing the Clifton Moor site options

Annex 3 - Clifton Moor site options – Ward Committee feedback

Background Papers:

- (1) Result of Regional Transport Board Capital Bids and Application for Use of Contingency Funds – to the Executive on 22 April 2008
- (2) Access York Phase 1: Park & Ride Development - to the Executive on 12 February 2008
- (3) Access York Phase 1: Programme and Consultation Plan – to the Executive on 29 July 2008