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**Executive**

**30<sup>th</sup> September 2021**

Report of the Corporate Director of Place  
Portfolio of the Executive Member for Transport

## **York Outer Ring Road (YORR) – Phase 1 Dualling – Evaluation of the Consultation Process and Resolution to Submit a Planning Application.**

### **Summary**

1. A consultation process about the proposed YORR Phase 1 dualling scheme held in autumn 2020 has been evaluated by the project team. Over 3,500 comments from residents and stakeholders were received about the proposals. The key indicators which emerged from the process were that there was 79% support (agreed or strongly agreed) for the scheme proposals but there were also concerns about inadequate facilities at some locations for pedestrians and cyclists.
2. This report describes in greater detail the evaluation and outcome of that process (**the ‘consulted scheme’**) and how this has led to some recommended revisions to the proposals having listened to what people have said (**‘the revised scheme’**). A separate report about the consultation process can be found at Annex A.
3. The main modifications which are recommended to be made to the consulted scheme are:
  - a. The provision of pedestrian and cycle crossing facilities at the junction of Wigginton Road with the A1237 to improve safety and access for active travel around the roundabout and to link into local services and amenities located north east of the intersection.
  - b. The provision of a safeguarded route for a future orbital pedestrian/cycle route from Strensall Road junction to Monks Cross roundabout approximately 1.1km in length.

- c. Diversion of Bridleway no. 4 at Huntington and provision of a Pegasus Crossing at Monks Cross junction.
  - d. Members will also be advised about design development on noise and environmental mitigation. Some modifications to the consulted scheme have been made as a matter of course since the engagement process. These are described in more detail below at paragraph 39 onwards.
4. The carbon impact of the scheme has been considered throughout the development of the project. In principle it is anticipated that traffic will redistribute around the city as a result of the additional orbital capacity reducing overall journey times and emissions. Further measures, enabled by this additional capacity, are being considered as part of the development of the new Local Transport Plan to reduce the impact of traffic within the city's urban areas. In addition the step change in active travel provision as a result of the scheme will enable more walking and cycling trips to be undertaken reducing the number of short distance car trips to key destinations in the area.
5. In addition some changes are proposed to the consulted scheme as a natural consequence of further design development and survey work over the past six months. Therefore the revised scheme is now shown at Annex B in a series of general arrangement drawings. Having settled on these revisions, the project team are seeking a resolution from the Executive to take the revised scheme proposals forward to be submitted for a planning application (subject to Member approval).
6. If a resolution is made to accept the revised scheme, the project team will be in a position to submit a planning application in October 2021.

## **Recommendations**

7. The Executive are requested to:
  - 1) Note the general progress on the YORR Phase 1 Dualling Scheme.
  - 2) Approve the outcome of the public engagement process.

Reason: To inform Members of the decisions in this report and to take into consideration for future decision making.

3) Accept the proposed revisions shown in Annex B and give approval to the design changes listed out below to be taken forward in a planning application:

- a. The provision of pedestrian and cycle crossing facilities at the junction of Wigginton Road with the A1237 to improve safety and access for active travel around the roundabout and to link into local services and amenities located north east of the intersection.
- b. The provision of a safeguarded route for a future 1.1km length of orbital pedestrian/cycle route from Strensall Road junction to Monks Cross roundabout.
- c. Diversion of Bridleway no. 4 at Huntington and provision of a Pegasus Crossing at Monks Cross junction.
- d. Design and development amendments regarding noise and environmental mitigation. These modifications to the consulted scheme have been made as a matter of course since the engagement process.
- e. Realignment of dualling from land to the north of the existing carriageway to the south side extending in a north westerly direction from Little Hopgrove roundabout for approximately 750m.

Reason: The Executive are recommended to approve the changes to enable a design freeze in order that the scheme can be finalised in order to maintain programme and progress to the next stage.

4) Give approval to the project team to submit a planning application based on the revised scheme design attached at Annex B and delegate to the Director of Transport, Environment and Planning the authority to agree any minor amendments which may be required to the design which have a minimum cost impact.

Reason: To enable submission of the planning application in order to seek planning approval and maintain progress on the programme.

## **Background**

8. The YORR Improvement programme has made solid progress over the course of the year. Members will recall from previous reports that this programme comprised two separately funded schemes for junction upgrades and dualling which have been combined into a single scheme of delivery. The assurance process and final approval for the funding is administered by West Yorkshire Combined Authority (WYCA).
9. The project team have progressed the scheme from late 2020 securing the appointment of the supply chain, developing the detailed design and undertaking a consultation process which took place last autumn.
10. Since early spring 2021 the main effort of the project team has been to focus on the following areas of work:
  - evaluation of the consultation process
  - development of the detail design and business case
  - undertaking surveys and preparing documentation for the planning application
  - working through the necessary governance of the scheme
  - acquisition of land
11. The main purpose of this report is to present to Members the outcome and evaluation of the consultation process and to make recommendations for some changes to the consulted scheme which would be taken forward to apply for planning approval.
12. A report entitled 'A1237 York Outer Ring Road Phase 1 Dualling – Stakeholder and Public Engagement Report' by consultants, Pell Frischmann is provided at Annex A detailing the whole process comprising the approach, response and evaluation. The following paragraphs provide an overview of the process with a summary of the outcome.

## **Analysis**

### ***Approach to the engagement process***

13. As part of the project development of the scheme an extensive public engagement process was completed throughout October and November 2020. The scope of this process was to fully capture public comments on the proposals without using traditional forms of face to face

consultation. Due to the ongoing lockdown and social distancing measures related to Covid-19, traditional consultation methods were not permitted or feasible. Several forms of public engagement were decided upon in line with the draft City of York Council (CYC) engagement strategy.

14. Publicity about the scheme was released through the following outlets:

- Press release
- Webpages
- Scheme flythrough visualisation video
- Signage
- Social media
- Virtual consultation event

15. Once details of the proposed scheme were publicised, the consultation phase was undertaken to capture public responses and comments. This was achieved using two feedback-based methods below:

- Household Surveys
- Online Questionnaire

### ***Stakeholder Engagement***

16. In order to ensure that stakeholders were fully consulted on the scheme proposals, the following approaches to engagement were agreed with the Executive Member and Project Board:

- Member and Parish Council Briefings
- Statutory consultees were invited to comment on the scoping opinion
- Stakeholder Letters
- Direct Engagement with landowners.

The relevant stakeholders have been consulted throughout the process to date and will continue to be engaged in the process as the project continues.

### ***Level of response to the engagement process***

17. Over 17,000 household survey packs were posted to members of the public and businesses within the study area. A total of 2,649 questionnaires were returned, representing a return rate of 15.6%. In

terms of the online questionnaire, this yielded a further 941 replies, providing a combined total of 3,590 responses.

18. Fifteen questions were posed to residents and members of the public ranging from factual information about their usage of the route, to their opinions about the proposals. Responses received back covered a wide range of subject matter and were grouped into six themes as shown in Table 1 below:

<b>Road Network</b>	<b>Environmental Impact (General)</b>
Residual Queues	Wildlife - General
Geometry	Noise
Capacity - Form of junction	Screening (lack of)
Proximity (of Scheme to responder)	Screening loss
Wider Impacts on highway network (of YORR; congestion etc)	Light Pollution
	Tree Loss
<b>Active Travel and Public Transport</b>	Tree Loss - Diamond Jubilee Wood
Pedestrian Provision	Air Quality
Cycling Provision	Pollution
Horse Provision	
Rail/Bus Service Investment	<b>Construction</b>
	Construction Noise
<b>Road Safety</b>	Construction Hours of Work
Road Traffic Accidents (increasing)	Construction Impact on Local Travel Routes
Reduce Congestion	
Security	<b>Others</b>
Visibility	Compensation / Loss of property value
Safety fears (speed)	

Table 1: Response themes and sub categories.

19. In terms of ***‘Theme 1 Road Network’***, the vast majority of comments related to concerns about the level of existing queuing and capacity on both the A1237 YORR (394 comments) and surrounding approach roads (239 comments). A further 122 comments were raised in relation to extending the dualling proposals to include the whole of the A1237 YORR including grade separated junctions. Only 3 respondents suggested that no improvements to the existing route were required.
20. Under ***‘Theme 2 Active Travel and Public Transport’***, the vast majority of these comments (152) were from respondents who expressed a

desire for general improvements to the existing pedestrian facilities along the A1237 YORR. However, a number of respondents provided more specific comments on the pedestrian provision at the junctions and/or routes at Strensall (25), Wigginton (22) and Haxby (20). In total 20 respondents also made comments on the need for a new pedestrian link between Strensall Road and Monks Cross alongside the YORR.

21. The second sub-category within the non-motorised user (pedestrians and cyclists) and public transport theme relates to provision of facilities for cyclists. The majority of comments identified the need for better provision at Strensall (60 comments). A further 20 respondents suggested that improvements should be made between Strensall and Monks Cross to create a cycle track. In terms of other locations, a total of 18 respondents requested better facilities at Wigginton, whereas 15 people identified the need for cycle measures at Haxby and 10 at Earswick. Responses to this theme represented the highest level of concerns to an element of the proposals not being addressed in the consulted scheme.
22. In terms of provision for equestrians, a total of 9 respondents cited 'horse provision' as a theme within their response. This included specific comments relating to the crossing of Wigginton Road at the site of the Yorkshire Riding School. With regards to rail and bus services, a total of 31 respondents raised this theme within their comments. The main feedback extracted from these responses related to need for better and/or more joined up thinking on the provision of rail and bus services that serve existing outlying villages
23. In '**Theme 3 – Road Safety**' the majority of respondents raised concerns about the potential for speeding vehicles (48) and an increase in road traffic accidents (19).
24. Under '**Theme 4 – Environmental Themes**', the majority of responses raised within these categories were in relation to the impact of the scheme on wildlife and established trees (50 comments). A further 28 comments raised concerns about the general environmental impact, whereas a total of 27 respondents noted issues associated with the scheme on the surrounding landscape, trees and hedgerows. With regards to specific locations, a total of 9 respondents raised concerns about the impact of the dualling scheme on Diamond Jubilee Wood at Earswick.
25. The remaining environmental impacts raised by respondents were in relation to noise, air quality and pollution. The majority of respondents

were concerned about the impact on noise levels (32 comments). A further 29 respondents were concerned about the noise, air quality and pollution impacts on local residents living near to the scheme. In terms of air pollution, there were 25 comments specifically relating to this environmental impact as a result of the scheme. A further 8 respondents also stated that the increase in vehicles as a result of the scheme would be detrimental to air quality.

26. **‘Themes 5 and 6 – Construction and other’**, are not covered in this report as it is considered that they do not influence the design of the scheme or the approach needed to submit a planning application. However the concerns raised will be addressed where possible during the delivery phase. Further information is available in the public engagement report at Annex A.
27. In addition to the household surveys and online questionnaires, members of the public were offered the opportunity to provide further comments on the proposed scheme via email. A total of 88 responses were received from members of the public concerning several issues, including perceived benefits, suggestions and requests for further information. A summary of each response is provided in the public engagement report at Annex A.

**Conclusions drawn from the responses.**

28. Following the assembly and evaluation of the responses, a process of honing down the information has taken place as shown in Figure 1 below.

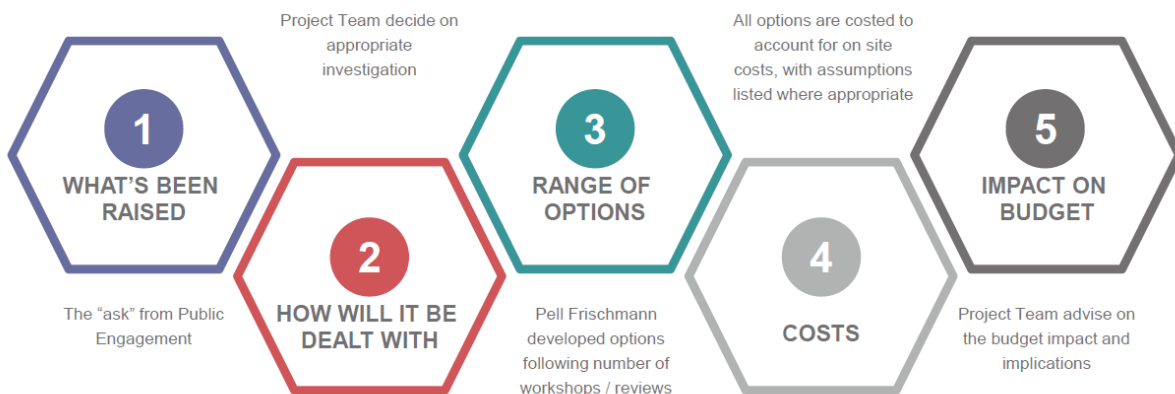


Fig. 1 Public Engagement Evaluation Process



29. The objective was to address the issues that members of the public were concerned about based on the seriousness of the issue, the practicality of making a revision to the scheme and the number of responses raised on the matter. Many issues cannot be taken forward due to the nature of the issue for example, the notion of making the whole of the A1237 a dual carriageway or constructing grade separated junctions and subways at every intersection is not affordable or feasible at this stage and therefore cannot be addressed by the current scheme.
30. In terms of the proposed revisions to the scheme which have come about through public engagement, the conclusions and recommendations are discussed below, see paragraphs 31 - 42. These are then summarised under the theme name in Table 2 below, paragraph 43, and shown in general arrangement plans at Annex B.

### ***Active Travel***

31. The consulted scheme proposals presented a segregated pedestrian/cycle route from A19 Rawcliffe eastwards to Strensall Road roundabout partially using existing facilities between Wigginton and Haxby Roads. Grade separated crossing of Haxby Rd and new subways across the A1237 at Clifton Moor and Strensall Rd would be provided as part of the route.
32. The proposed revised scheme will enhance the route with controlled crossings on Stirling Road, Wigginton Road south and the A1237 to enable pedestrians and cyclists to move between Rawcliffe/Clifton Moor and Haxby/Wigginton including facilities at Clifton Gate Business Park. This report also recommends the safeguarding of the route for a pedestrian/cycle route extending further eastwards from Strensall Road to A1237/Monks Cross junction. It is not considered warranted to provide a fully surfaced route at this location owing to limited current demand. The safeguarded route will be in the form of a stone maintenance track running parallel with the A1237. A surfaced track can be provided in due course in line with potential future housing development and funded from Section 106 monies.
33. As outlined above in paragraph 32, special attention is recommended at A1237/Wigginton Road junction. The consulted scheme proposed basic surface level crossing points for pedestrians and cyclists based on forecast requirements i.e. low demand. This was seen as a weak link in the scheme by the respondents interested in the active travel strategy. Therefore respondents including landowners, business operators and

lobby groups as well as residents challenged the lack of facilities. A total of 61 comments were received on this and Members were also lobbied by some of the respondents.

34. The revised scheme therefore considers the needs of people in the centres of population to travel on foot or cycle from Rawcliffe/Clifton Moor to Haxby/Wigginton for recreation, retail, employment and health needs. The revised scheme will utilise the south side of the A1237 from Clifton Moor roundabout to Wigginton Road and enhance the route with controlled crossings. These will be provided on Stirling Road, Wigginton Road south and the A1237 to enable pedestrians and cyclists to move between these centres and the facilities at Clifton Gate Business Park.
35. Therefore these recommended changes represent a significant investment to promote sustainable travel. Recent guidance issued by the DfT for cycle infrastructure design, Local Transport Note 1/20, includes a scoring mechanism entitled Cycling Level of Service (CLOS). The following scores demonstrate how the scheme proposals have developed to comply with this guidance:

1. The existing road (as it now) – CLOS score 48%
2. The consulted scheme – CLOS score 70%
3. Proposed scheme recommendations – CLOS score 80%

### ***Public Rights of Way***

36. There are 4 public rights of way affected by the scheme proposals.

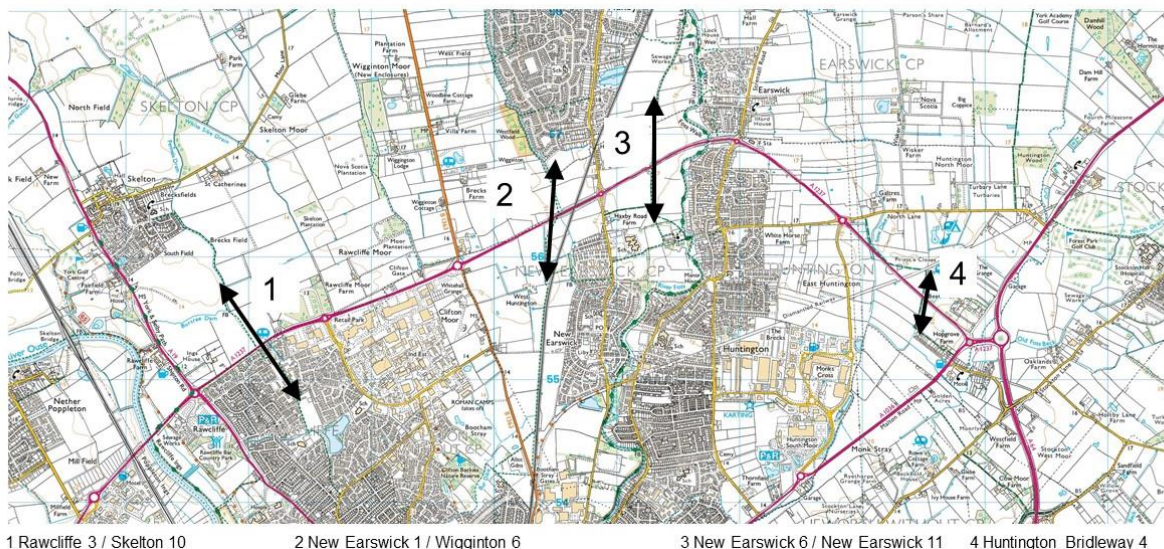


Fig. 2 Public Rights of Way (denoted by the arrows).

37. The consulted scheme proposals showed that all four of the Public Rights of Way (PROW) in Figure 2 above will be retained but diverted along alternative routes to safe crossing points in order to remove the need for users to cross the proposed dual carriageway.
38. The approach for seeking the legal authority to introduce point closures and diversions to the existing PROWs will be done using Side Roads Order (SRO) procedure under the powers of the Highways Act, 1980. This process will be undertaken in parallel with the Compulsory Purchase Order independent of the planning process and decisions will be made by an Inspector at a future stage after the planning application has been determined. It is considered that the alternative provision included in the revised layout is adequate to maintain the public right of way connections (albeit on a diverted route) and to enable the scheme to progress through the planning and Side Roads Order processes. Note that Private Means of Access (PMA) provision and alterations will also be considered using the SRO process.

### ***Environmental Issues***

39. As part of the preparation of the Environmental Statement for the scheme, an assessment of potential noise impacts associated with the construction and operation of the proposed dualling is being undertaken. As such the assessment has already established that mitigation measures will be required as part of the proposals. Detailed design of the mitigation measures are still in progress but they are likely to comprise earthworks or noise barriers, and landscape screening up to 3m high above the road surface. The locations identified where this will be required are adjacent to residential areas relatively close to the YORR. Members should note that the provision of the mitigation measures are likely to result in reductions in noise levels currently being experienced in these areas. They will be located alongside the A1237 in the vicinity of :
  - Rawcliffe
  - Haxby and New Earswick
  - Earswick and Huntington

A plan showing the indicative locations is included at Annex C.

40. The YORR project team acknowledge that landscape quality is fundamental to the design process and plays an important role in

respecting the special character of the area in which the development sits. The scheme proposals will therefore include two principal elements of landscape design aimed at integrating and minimising the impact of the new road throughout its lifecycle within the rural or urban landscape. These elements are:

1. Retention of existing trees and hedgerows where possible.
2. A landscaping design to replace any loss of vegetation, boost bio-diversity and provide new planting and screening along the route of the A1237 in accordance with and beyond the industry standards.

41. The landscape design strategy for the scheme was referred to in the June 2020 report to Executive and seeks to provide replacement hedgerows and a net gain in planting of woodland areas. The objective is that they will be more species rich to increase bio-diversity with the inclusion of wildflower planting for pollinators and the creation of habitats.
42. In addition, the Council has a commitment through its membership of the Northern Forest to acquire land adjacent to the YORR for woodland planting. Funding has been allocated to acquire 30 acres of land and plant around 8,000 trees. This element of work will not form part the proposed planning application for the YORR and will be addressed separately.
43. In terms of the themes described in Table 1 above, the conclusions and recommendations are summarised in Table 2 below:

<b>Theme 1 Road Network</b>	<ul style="list-style-type: none"> <li>• The project team have a standing commitment to undertake detailed design in accordance with industry standards to address the concerns about capacity and queuing in line with the objectives for the scheme proposals. These are to reduce congestion and queueing; improve journey time reliability and reduce end to end journey times.</li> </ul>
<b>Theme 2 Active Travel &amp; Public</b>	<p>The project team feel that the following recommendations will satisfy concerns about poor facilities for pedestrians and cyclist at identified locations on the scheme:</p> <ul style="list-style-type: none"> <li>• Provision of facilities for cyclists and pedestrians on the south side of the A1237 between Clifton Moor roundabout and Wigginton roundabout and provide controlled crossings at Stirling Road and Wigginton Road South (see paragraph 32).</li> <li>• Provide a Toucan crossing on the A1237 east side of Wigginton Road junction (see paragraph 32).</li> <li>• Provide a shared pedestrian / cycleway to Clifton Gate Business Park (see paragraph 32).</li> </ul>

	<ul style="list-style-type: none"> <li>• Relocation of the shared crossing located on Strensall Road closer to the Strensall Road Roundabout.</li> <li>• Alteration to underpass ramps at Strensall.</li> <li>• Connection from River Foss (east side) path to Strensall Road underpass near Abbots Gait.</li> <li>• Safeguard land for provision of a future cycleway / footway from Strensall Road to Monks Cross adjoining the A1237.</li> <li>• Proceed with point closures and diversion proposals of Public Rights of Way.</li> <li>• Provide alternative route for Bridleway no.4 in Huntington including new Pegasus crossing in line with British Horse Society reference scheme at A43 Towcester.</li> <li>• Provide a controlled crossing facility at A1237 Monks Cross junction for pedestrians, cyclists and equestrians.</li> </ul>
<b>Theme 3 Environmental Impacts</b>	<p>The project team have a standing commitment to undertake the Environmental Impact Assessment (EIA) in accordance with legislation.</p> <p>Mitigation measures will be provided as recommended in the Environmental Statement, specifically covering:</p> <ul style="list-style-type: none"> <li>• noise and vibration</li> <li>• air quality</li> <li>• nature conservation</li> <li>• historic environment</li> <li>• landscape</li> <li>• drainage</li> <li>• climate</li> </ul>
<b>Theme 4 Road Safety</b>	<p>The project team have a standing commitment to undertake detailed design in accordance with industry standards to address the concerns about safety, speed etc. This will include :</p> <ul style="list-style-type: none"> <li>• undertaking Road Safety Audits</li> <li>• lighting conflict areas</li> <li>• ensuring visible speed limits</li> <li>• consideration of reduced speed limits in proximity to controlled crossing points on the A1237</li> <li>• diverting Public Rights of Way to avoid crossing the proposed dual carriageway.</li> </ul>

Table 2: Summary of conclusions and recommendations based on the Themes.

44. In terms of flood risk, the scheme has the potential to impact various water environment issues such as the flood risk of the surrounding area, and pollution of surface water and groundwater during construction and operation.

45. Therefore a Flood Risk Assessment (FRA) has been carried out in accordance with the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG). The key objectives of the FRA are to:

- Assess the risk to the proposed scheme from all potential sources of flooding;
- Assess the potential impacts of the proposed scheme on flood risk elsewhere; and
- Determine appropriate mitigation measures to manage flooding issues after the road is constructed in a sustainable way.

With respect to the assessment of Road Drainage and the Water Environment impacts, key features of the Proposed Scheme include:

- The provision of a new highway drainage ditch on the northern side of the proposed new carriageway to reduce flood risk to receiving watercourses;
- Provision of flood compensatory storage ponds.

46. The assessment has considered the proposed scheme with the following embedded mitigation in place:

- Downstream discharge will be limited to 70% of the current 100-year storm event flows (meaning a 30% betterment), in line with Lead Local Flood Authority (LLFA) and CYC Strategic Flood Risk Assessment (SFRA) requirements;
- An allowance of 40% has been allowed for climate change, in line with discussions held with the LLFA;
- Drainage flows will be attenuated by Hydrobrake technology and attenuated flows will be contained within the proposed drainage ditches;
- The ditches would treat runoff for particulates and hydrocarbons before it enters into the receiving surface watercourses, improving water quality;
- The road drainage system would be designed to incorporate interceptors, filters and silt traps to avoid the discharge of any fuels

or oils and silt that have entered the system into the underlying groundwater;

- Two flood compensatory storage areas are proposed (one near Westfield Beck and one near the River Foss) in order to mitigate against a reduction in floodplain storage as a result of the dualling.

47. Along the north side of the A1237 between Monks Cross and Little Hopgrove, surveys and design development have revealed the presence of ecological habitats and mature trees which would, in the opinion of the specialists, be undesirable to lose. As such the design of the alignment of the dual carriageway has been amended to accommodate these ecological assets. The dual carriageway has therefore been moved towards the south side. This is problematical in its own right as a major water supply main runs along the south side. Therefore a variation of the cross-sectional standards has been implemented to accommodate an 'urban dual carriageway' in a reduced width corridor. Annex E shows a standard rural cross-section and the proposed urban cross-section, including a plan of the length of the route impacted by it. Members should note that the reduced width complies with current design standards.
48. Street lighting will be provided at junctions (conflict areas) in line with the current convention on the route. Links between the junctions e.g. the link between Monks Cross roundabout and Little Hopgrove will be unlit.
49. Speed limits have been reviewed as part of the design development process. The general principle is that the dual carriageway will have a speed limit of 60mph which follows the convention and standards for the existing road. Speed limits at junctions will be restricted to 40mph and these principles can be seen on the plan at Annex F – Proposed Speed Limits. Approaches to controlled (signalised) crossings are also restricted to 40mph. For the side roads there are some variable restrictions depending on the character and status of those roads. For example, Clifton Moorgate remains at a 30mph limit whereas Monks Cross Drive is 60mph. Again these are shown on the plan at Annex F.
50. Transport is the largest carbon-emitting sector in the region, with emissions dominated by road transport, primarily private vehicle use and constitutes 31% of local emissions in York<sup>1</sup>. The initial assessment of the business case for the scheme indicated a reduction in greenhouse gas emissions as a result of the scheme re-routing vehicles onto the

YORR and away from more congested areas. This information will be updated as part of the Final Business Case production, but early indications in the Environmental Statement findings indicate that there is a small decrease in carbon emissions when the scheme is operational.

51. In York, this scheme will complement the activity to reduce carbon emissions associated with transport. In particular, it promotes the following key elements:
1. **Demand reduction** – CYC are optimising both the existing transport network and network planning for future investment through city wide data used for both network management and to influence travel behaviour as part of the Smarter Transport Evolution Programme (STEP).
  2. **Increasing modal share** of active travel – £5m (approx.10% of the construction budget) has been allocated to active travel measures such as the provision of improved crossing facilities at all of the main radial routes and the provision of an orbital pedestrian and cycle network with greater connectivity particularly with the key employment/leisure/retail destinations in the area. 44% of respondents from the recent Public Engagement consultation agreed that the scheme would encourage active travel.
  3. **Promoting public transport** – Improvements to the ring road enables rapid connection to the city's Park & Ride network at Rawcliffe Bar, Poppleton Bar and Monks Cross; encouraging more trips to be transferred to the low emission bus fleet.
  4. **Accelerating uptake of zero emissions technology** – The EV charging strategy for York includes the provision of ultra fast charging 'hyperhubs' at Poppleton Bar and Monks Cross Park & Ride sites. The YORR connects these areas providing better links to the charging network.
  5. **Offsetting through landscape mitigation** – York Community Woodland is adjacent to the YORR and will see over 50,000 new trees planted by 2023, sequestering 28,000tCO<sub>2</sub> over the next 50 years.
  6. **Minimise embedded carbon** emissions and emissions associated with delivery.



## **Council Plan**

52. The Scheme proposals are embedded in the Council Plan 2019-23. The implementation of this programme of highway improvements will be an integral part of the key priorities to “create homes and a world class infrastructure; well paid jobs and an inclusive economy; getting around sustainably; a greener and cleaner city; safe communities and culture for all and an open and effective council”. Improvements to transport infrastructure such as reduced journey times are key drivers for improved productivity and unlocking sites for homes and jobs. This in turn leads to economic growth and the increase in wealth, helping local businesses to thrive.
53. As stated in paragraph 1 above, residents and stakeholders have been consulted about the scheme to ensure that consideration of the potential impact of decisions in relation to health, communities and equalities has been made.

## **Implications**

### **Financial Implications**

54. The combined scheme of dualling and junction improvements had a total budget of £71.5m. This was funded by the West Yorkshire +Transport Fund £38.4m, Department for Transport grant £25.2m and CYC prudential borrowing £8m. To 31st March 2021 £8.9m has been spent which included the remodelled Wetherby Road roundabout completed in 2018/19. There is therefore £62.6m remaining for the scheme to complete design and construction.
55. The proposed changes shown in the revised scheme will cost in the order of £850k and it is anticipated at this stage these can be accommodated in the overall budget. However Members should note that we are now at a point where there is very little contingency left. Therefore when the planning approval and requirements are known a full cost review will be undertaken and brought back to Members to seek the final construction budget

56. The cost of the arrangements to submit a planning application are relatively small and are expected to be in the order of £2,500.

### **Human Resources**

57. The Major Transport Project Team will be the primary resource for this project. External advisors will be appointed where appropriate to provide additional resource and expertise.

### **One Planet Council / Equalities**

58. The One Planet Council Better Decision Making Tool has identified the following areas which can be explored further during the design and development of the whole YORR improvement programme:

- Greater consideration of renewable materials during construction.
- Consideration about the reduction of crime where subways are proposed.
- Enhanced Landscaping.<sup>1</sup>
- Use of Public Art to provide attractive spaces for residents.
- Enhanced Active Travel

<sup>1</sup> Notes on Better Decision Making Tool:

Commitment to a Landscape Strategy and inclusion of additional planted areas (Community Woodland) has now been included in the Scheme.

59. An equalities impact has been undertaken and can be found at Annex D.

### **Legal and Procurement Implications**

60. A planning application supported by an Environmental Impact Assessment will be submitted to the Local Planning Authority subject to approval of this report by the Executive Members.

61. It is proposed that the diversion of public rights of way will be undertaken through the Side Roads Order (SRO) process under highway powers as a separate process rather than part of the planning application.

### **Crime and Disorder**

62. The project team have held early discussions with the Police Architectural Liaison Officer particularly with regard to potential crime and disorder issues at subways. No objections were raised.

### **Information Technology**

63. There are no Information Technology implications.

### **Property**

64. Property Services are involved in this project acting as land managers for the council. However, in terms of this report regarding the consultation process and approach to a planning application, there are no property implications.

### **Other**

65. There are no other known implications

### **Risk Management**

66. In compliance with the council's risk management strategy a risk register is maintained for the project. The main risks concerning planning approval, land acquisition and utility diversions have been documented in previous reports and these are still the greatest risks. In terms of the purpose of this report these risks could lead to delay, financial loss, damage to the council's image and reputation and failure to meet stakeholders' expectations.

67. The top three risks currently affecting this project are:

- a. Risk associated with not obtaining planning approval. Mitigation for this risk is ongoing by working with all consultees and key stakeholders including planning authority and politicians to tease out the issues which will affect consideration of the planning application.
- b. Risks associated with land acquisition. There is a high risk that some landowners may potentially be unwilling to sell land to the council by private agreement, or in a timely manner. This presents a programme risk potentially prolonging the time to complete the project, increase costs or lose the secured funding. In order to

mitigate this risk, preparation of a CPO in parallel to land negotiation is being progressed as described in this report.

- c. Risks associated with utility diversions being more complex than anticipated. These could lead to programme delays and have a cost implication. Early meetings with utility companies are planned to mitigate these risks.

## Contact Details

**Author:**

**Gary Frost**  
Major Transport Projects  
Manager

**Transport Department**  
Tel No. 07795 237879

**Chief Officer Responsible for the report:**

**James Gilchrist**  
Director of Environment, Transport and  
Planning

**Report Approved**  **Date** 14 September 2021

Neil Ferris  
Corporate Director of Place

**Report Approved**  **Date** 14 September 2021

**Specialist Implications Officer(s)** List information for all

Financial Implications  
Patrick Looker  
Finance Manager  
Tel No.551633

Legal Implications  
Cathryn Moore  
Legal Manager – Projects  
Tel No. 552487

**Wards Affected:** List wards or tick box to indicate all **All**

Rawcliffe & Clifton Without, Rural West York, Haxby & Wigginton;  
Huntington & New Earswick, and Strensall.

**For further information please contact the author of the report**

### **Background Papers:**

Executive Report 13<sup>th</sup> July 2017 2020 – Proposed York Outer Ring Road  
Improvement – Approach to Delivery.

Decision Session Transport & Planning 15<sup>th</sup> March 2018 – YORR  
Improvements – Proposed A1237/B1224 Wetherby Road Junction Upgrade.

Decision Session Transport & Planning 13<sup>th</sup> September 2018 – YORR –  
Proposed A1237 Monks Cross Junction Upgrade.

Decision Session Transport 29<sup>th</sup> August 2019 – YORR – Proposed A1237  
Clifton Moor Junction Upgrade.

Executive Report 26<sup>th</sup> September 2019 – YORR Update.

Executive Report 13<sup>th</sup> February 2020 - York Outer Ring Road (YORR)  
Improvements – Proposed Phase 1 Dualling from A19 Rawcliffe to A64  
Hopgrove.

Executive Report 25<sup>th</sup> June 2020 - YORR Phase 1 Dualling - Procurement  
Strategy, Approach to Public Engagement and Landscaping.

Executive Report 18<sup>th</sup> March 2021 - York Outer Ring Road Phase 1 Dualling -  
Resolution in principle to promote a Compulsory Purchase Order and  
associated Side Roads Order.

### **List of Abbreviations Used in this Report**

WYCA – West Yorkshire Combined Authority

YORR – York Outer Ring Road

CYC – City of York Council

WY+TF – West Yorkshire Plus Transport Fund

DfT – Department for Transport

MRN – Major Roads Network

CPO – Compulsory Purchase Order

MHCLG – Ministry of Housing, Communities & Local Government

STEP – Smarter Transport Evolution Programme

LLFA – Local Lead Flood Authority

SFRA – Strategic Flood Risk Assessment

FRA – Flood Risk Assessment

SRO – Side Roads Order

PROW – Public Right of Way

## **List of Annexes**

Annex A - A1237 York Outer Ring Road Phase 1 Dualling Stakeholder and Public Engagement Report.

Annex B – General arrangement drawings showing the revised scheme.

Annex C – Plan showing indicative locations of noise mitigation measures along the A1237.

Annex D – Equalities Impact Assessment

Annex E – Plan and cross-section showing narrow section Monks Cross to

