

Executive

29 July 2008

Report of the Director of City Strategy

ACCESS YORK PHASE 1 PARK & RIDE DEVELOPMENT – PROGRAMME AND CONSULTATION PLAN

Summary

1. The Council has been successful with its application to the Regional Transport Board for Regional Funding Allocation (RFA) of £21million (total £24million). The Council can now make an application to the Department for Transport (DfT) for a major scheme bid. This bid is for three new Park & Ride sites, with associated alterations to the highway infrastructure, bus corridor works and the fully operational bus services to be in place by 2011.
2. The project requires considerable management and the appropriate level of resources to ensure that the major scheme bid process is successful, that consultation and planning approvals are satisfactory completed and that land acquisition, procurement, construction and handover of fully operational sites is achieved on time and within budget. This report examines the outline programme and proposals to enable this to take place.

Background

3. Within the Second Local Transport Plan the Access York project for improvements to the Park & Ride service, bus priority measures and capacity of the Outer Ring Road was identified as a scheme that would be submitted to the region and DfT for major scheme funding. The Regional Spatial Strategy (RSS) recognises York as a growth point within the region and identifies improved access to the city centre as one of the regional transport priorities. Further background to the development of the Access York concept is detailed in Annex A.
4. In February 2008 The Executive approved the submission of the Access York Phase 1 (Park & Ride) bid to the Regional Transport Board. In April 2008 the Council was informed that its submission had been successful, allowing the Park & Ride element of the project to progress to the next stage. Later that month the Executive was formally informed of the decision and agreed to the release of £164k from council reserves to progress the Major Scheme Bid for the development of the Park & Ride sites and the preparation of a bid for the

remainder of the Access York project to be submitted to the Regional Transport Board later in the year.

5. The Park & Ride project will enable further development of the successful existing service in York, increasing the number of sites to seven and covering all main radial routes by:
 - relocating and enlarging the existing site at Askham Bar (1250 spaces)
 - providing a new site on the A59 Boroughbridge Road (750 spaces) and
 - constructing a new site on the B1363 Wigginton Road (500 spaces)
6. The total number of Park & Ride spaces will increase from 3,750 to 5,700 giving York one of the largest bus-based Park & Ride operations in the country. Bus priorities would be provided on each route and significant infrastructure work will also be required at the congested A59/A1237 roundabout adjacent to the A59 site to enhance its capacity.
7. The York Northwest site, with approximately 75ha of developable brownfield land, will be the focus of York's growth over the next 20 years and, as identified in the RSS, is important regionally. The development policies for this site are currently being established in the York Northwest Area Action Plan, as part of the city's emerging Local Development Framework. Transport modelling indicates that there will be an increase of approximately 25% in the number of vehicles entering the new Park & Ride sites in 2021 with the York Northwest development compared to the situation without the development. The A59 site in particular would need to be expanded up to a projected capacity of 1250 spaces when the York Northwest development is progressed. All of the proposed Park & Ride sites are at locations, which could accommodate expansion up to the increased capacity if required. There are also tram-train possibilities at these locations, depending on the position of the actual site.
8. The Access York concept has been split into two phases with Phase 1 being the subject of this report. Phase 2 concentrates on the bid for funding to implement improvements to the Outer Ring Road. Work on this is in progress and a report is expected to be available in September 2008.

Programme

9. The Regional Transport Board approved the inclusion of the Park & Ride bid into the Regional Funding Allocation Programme with expenditure planned over three years up to 2011/12. The DfT would, subject to the Secretary of State's confirmed acceptance of its inclusion in the programme, approve the release of funds to meet this timescale following the assessment of a detailed Major Scheme Bid.
10. The DfT approval system for a Major Scheme Bid involves three main stages:
 - Programme Entry
 - Conditional Approval
 - Final Approval

11. It has been agreed with the DfT that a single bid for the entire three site package will be submitted at the Programme Entry Stage but separate bids will be submitted for each site for the Conditional and Final Approval stages, as this will give greater delivery flexibility. Conditional Approval can only be obtained once the sites have received planning consent therefore separate applications will enable the sites to be delivered more quickly. Final Approval is obtained once the construction prices have been received and if there has been no change in the value for money assessment for the scheme.
12. If the development of the planning application was delayed until Programme Entry was received then it is likely that the funding timetable would be missed by over a year. It is proposed, therefore, to progress the planning application and Major Scheme Bid processes concurrently.
13. The detailed Gantt chart, showing the whole programme, is provided in Annex B but a simplified table with the key milestones identified, is as shown below.

Activity	Timescale	Key Milestones
Develop MSB for DfT Programme Entry submission	April 2008 to October 2008	
Seek CYC Executive approval to submit	September/October 2008	
Submit MSB for Programme Entry	October/November 2008	
Programme Entry assessment by DfT	October/November 2008 to April/May 2009	
Planning Applications Submitted (3 separate applications)	December 2008 – June 2009	
Programme Entry expected to be confirmed	April/May 2009	Successful outcome re Programme Entry
Separate Bids progressed for each site after Programme Entry (Dates for First Site – Last Site identified)		
Planning Consent Granted	June 2009 - December 2009	
Submit Conditional Approval Bid to DfT	July 2009 to January 2010	Gain approval of Executive prior to submission
Procurement of works on a site by site basis or as a complete package (still to be determined)	Tenders Received September 2009 - February 2010	
Submit Final Approval Bid to DfT	December 2009 - June 2010	Gain approval of Executive prior to submission
Commence Construction	February 2010 - July 2010	
Complete Construction	March 2011 - August 2011	Successful completion of the works and hand over for operational use

Key Risks

14. A project of this magnitude carries a number of risks i.e. those that are generic to all large construction projects and those that are specific to this one in particular. Those that are significant and specific to this project are:
 - DfT approval is required in three stages namely, Programme Entry, Conditional Approval and then Final Approval before any works can commence.
 - Considerable expenditure will have to be incurred, at risk, up to the point where DfT grants Programme Entry Approval to financially support the project. 100% of the costs of funding the preparatory work for the bid up to Programme Entry acceptance has to be found from Council resources and would be abortive if the bid was not accepted. Delaying progressing the development of the planning application would reduce the preparatory costs to be funded entirely from the Council however the project could not be delivered in the required timescale and there would be a significant risk that funding would not be available within the Regional Funding programme.
 - Following Programme Entry the DfT will fund 50% of the subsequent development costs (the other 50% will have to be funded from local resources and would be abortive expenditure if the scheme did not progress).
 - The project requires planning approval for each of the three Park & Ride sites and this puts at risk the cost of the work up to Programme Entry.
 - Progressing to Final Approval on a site by site basis has the benefit that any difficulties with one site, resulting in slowing the process down, will not affect Final Approval for other sites but it means that this phased approach will not lend itself to a procurement for the construction of all sites simultaneously and the economies of scale this could bring; conversely,
 - Progressing to Final Approval with all sites packaged together may allow a weakness in one site to adversely affect the progress of the full package, thereby delaying the whole process.
15. At this stage it is not possible to state with absolute certainty that the project can be delivered but it is believed that the risks are manageable and the Project Team will prepare, and continuously review, the risk register with mitigating actions to limit the impact of these risks.

Project Delivery

16. A project of this magnitude and importance, running over a 3-year period to 2011, requires a Project Board, a Project Team and a dedicated Project Manager.
17. It is proposed to set up a Project Board to meet on a 3 monthly basis to consider progress, forward programmes, costs and resources. The Project Board will receive reports from the Project Team, presented by the Project Manager. These reports will then form the basis of further reports to the

Executive to ensure that there is effective governance of the project. It is proposed that the Project Board will be comprised of

- The Executive Member for City Strategy
- The Shadow Executive Member for City Strategy
- The Director of City Strategy
- The Assistant Director of City Strategy (City Development and Transport)
- The Project Manager

18. The Project Team will have a dedicated Project Manager for the term of the project. This manager will be supported by two further dedicated officers, experienced in highway engineering design and construction as well as transport planning. Further support will be available from in-house teams namely:
 - Engineering Consultancy
 - Transport Planning Unit
 - Property
 - Finance
 - Legal
 - Insurance
 - Procurement
 - Planning
19. However, this project cannot be delivered solely with in-house expertise and there will be an ongoing requirement to bring in external agencies to cover a range of issues. Halcrow will be assisting under the remit of their term consultancy contract with the Council. It is also intended to engage a planning consultant using the procurement arrangements already in place. This will not only provide the required experienced approach but also introduce an element of clarity and independence to the process, where planning approval is being sought on behalf of the Council.
20. To allow the project to stay on track work has already had to begin on the preliminary design works and on a range of surveys, particularly the ecological surveys where certain investigations are limited to the time of year, such as the surveys for Great Crested Newts.
21. More detailed information about the Project Team, its method of operation for delivering the project and the linkages with internal teams and external agencies will be reported to the Project Board.
22. The funding for the project has the necessary allowances for staff and consultants.

Financial Information

23. The DfT approves funding for Major Schemes on the basis that at least 10% of the funding is locally sourced. The local funds could be from the LTP settlement, developer contributions or Council resources. To progress the Park & Ride sites approximately £3.6m (including the non DfT funded preparatory

costs) spread over 4 years would need to be contributed from local sources. The projected total costs, as approved by the Regional Transport Board and excluding Optimism Bias are identified in the table below.

	2008/09	2009/10	2010/11	2011/12	2012/13	Total
	£000s	£000s	£000s	£000s	£000s	£000s
CYC	350	1,186	1,402	642	0	3,580
RFA	0	2,452	12,622	5,781	0	20,855
Total	350	3,638	14,024	6,423	0	24,435

24. Preparatory costs incurred prior to the acceptance of the scheme by the DfT are not recoverable through the Major Scheme Bid process and would need to be provided from Council sources. The proposed funding sources are indicated in the table below. Capital funds are not appropriate for bid preparation, however, they can legitimately be used for funding the preliminary design and planning process for specific sites. To enable the project to progress in accordance with the Regional programme, funding up to £650k is required in 2008/09.
25. In April 2008 the Executive approved the release of £164k of reserves to fund the development of the Park & Ride Major Scheme Bid and the preparation of the Outer Ring Road bid to the Regional Transport Board. It is anticipated that £110k will be required for the Park & Ride Bid from this source. It is proposed to fund the remaining £540k from the City Strategy Capital Programme. At this stage the anticipated requirement is a coarse estimate heavily dependent on the extent of survey work required for the planning application. An initial £400k of funding has been allocated within the City Strategy Capital Programme to cover the development costs. It is proposed to monitor the projected level of expenditure throughout the year and adjust the allocation using the over programming levels in the City Strategy Capital Programme as necessary at each monitor report.

Proposed Funding Source	Park & Ride Major Scheme Bid Preparation	Preliminary Design and Planning	Total
	£000s	£000s	£000s
Revenue (Revenue Reserves)	110		110
Capital (Local Transport Plan)		540	540
Total	110	540	650

26. There will be further financial implications to the Council relating to the operation of the new sites. Currently a licence fee is paid to the Council by the operator of the service. The contract for the operation of the new sites would need to be procured in accordance with the Council's financial regulations which may result in a lower rate being received for the new sites owing to the risk associated with patronage numbers in the early years of operation. Members should be aware that there is a risk that additional Council revenue

resources may be required if it is not possible to procure the service provision contract with a licence fee payment to the Council. Members will have an opportunity at each stage of the scheme development process to take account of this risk

Options and Appraisal

27. The Council has the option to progress with this MSB or to decide not to do so. However, without this bid there is little prospect of being able to fund any of the new Park & Ride sites and therefore achieve the benefits that these will bring in terms of reduced volumes of traffic entering the city, improvements in air quality and the provision of an excellent P&R service to increase the 'offer' provided by the city for its residents, businesses and tourists. There are costs, which will be incurred at risk, but this risk is manageable and the proposal is to proceed with the project.
28. Should Members decide to proceed then there are options to consider regarding the various sites for consultation. To set this out in the most logical way in the report, the next section on consultation examines the site options and consultation proposals.

Consultation

29. It is proposed that each site will be the subject of a separate planning application and it is expected that each of these applications will be considered as a major application, given the scale of the development and the level of community interest. With major applications, wider community involvement is needed at the pre-application stage before any application is drawn up and submitted to the Council. Pre-application consultation will be undertaken in accordance with the Local Development Framework Statement of Community Involvement.
30. The proposals for community involvement and consultation on the proposed sites will be discussed in detail with the Planning Officer. The potential site locations are included on the plans in Annexes C to E and in general terms the proposed methods of community involvement are:
 - Publicity
 - A public event
 - Contacts with Parish Councils, local community or amenity groups
 - Contacts with City Councillors for the Ward concerned
31. In addition to these consultation methods, a system similar to that successfully employed with the recent Fulford Road bus corridor consultation will be used, where signs will be displayed drawing drivers' attention to a consultation website.
32. The next section of this report examines the more specific proposals affecting consultation.

Askham Bar

33. There is a high demand at the existing Park & Ride at Askham Bar and it is often full before the end of the am peak. The existing site does not have sufficient car parking capacity and improvements to increase this are required. The preferred location for a new 1250 space site is on an area of land between Tadcaster Road and the Railway. The proposed location is a former waste disposal site which is predominantly owned by the Council. It is also proposed to provide additional bus priority measures along Tadcaster Road to reduce journey times for vehicles at peak periods.
34. The site has the potential for excellent links with the A64 and it is adjacent to the East Coast Main line and rail lines to Leeds, so it could, in the longer-term, provide a Park & Rail facility utilising tram-train technology. There are, however, significant operational risks to rail services and infrastructure implications to be resolved before such a scheme can be implemented. In addition, the bus priority measures associated with the relocated Park & Ride site could provide wider traffic management benefits at other locations in the city, particularly along Tadcaster Road and Blossom Street.

Proposal

35. It is proposed to develop the identified site as the other potential locations in the immediate A64/Tadcaster Road junction area all have transport and/or environmental drawbacks. The other sites will be assessed and considered in accordance with the requirements of the planning process during the preparation of the planning application. In the absence of any other more suitable alternative sites it is proposed to undertake detailed consultation on one site only.
36. The local community, Askham Bryan Parish Council and Dringhouses and Woodthorpe Ward Committee will be consulted during the pre-application phase.

A59 Boroughbridge Road

37. The proposed Park & Ride service for the Harrogate Road corridor involves the provision of a 750 space site close to the A59, improvements to the A59/A1237 Roundabout and bus priority measures along Boroughbridge Road into the city centre.
38. The improvements to the A59/A1237 Roundabout will be developed to tie in with the overall enhancements to the Outer Ring Road which will be the subject of a separate report to the Executive in September. It is currently anticipated that the required improvements can be undertaken within the highway boundary. Consultation on the proposals will be undertaken with local residents/businesses, parish councils and ward committees.

39. The bus priority measures will be the subject of a separate transport study and consultation with local residents and businesses will be undertaken in a similar manner to the Fulford Road scheme currently being progressed.
40. Extensive investigation and consultation has been undertaken on the proposed Park & Ride Service on the A59 corridor over a number of years. Following preliminary investigation to determine suitable locations for the Park & Ride site reported to members in October 2002 citywide consultation was undertaken later in 2002 and reported to members in March 2003. Additional more detailed consultation was undertaken in the west of the city in 2004 and reported to the Executive on 9th November 2004.
41. All potential sites in the area were with a number discarded due to green belt, planning, environmental, transport and access issues. The following sites were considered in detail by Atkins consultants in 2002:
- Site 1 - East of the A1237 and north of the A59 (now the site of the new Manor Road school)
 - Site 2 - Southwest of A59/A1237 junction & adjacent to the A59, west of Northfield Lane (current proposed site)
 - Site 3 - North of Moor Lane & south of Northminster Business Park
 - Site 4 - South of the A59 between Hodgson Lane and Black Dike Lane
 - Site 5 - Either north or south of A59 west of Hodgson Lane junction
42. All these sites were taken forward as part of the public consultation exercise in 2004. The response to the consultation indicated that locations 1, 2, and 3 were approximately equally favoured as being the most suitable sites. Locations 4 and 5 were less favoured. The response also identified that the largest proportion of respondents (relative to the other sites) indicated that they strongly disagreed that location 1 was a suitable location for the park and ride. As the public consultation was inconclusive the officer recommendations to the Executive in November 2004 gave options for the acceptance of site 1 or sites 2 or 3. The Executive deferred a decision on identifying a site until the York Central Transport Study had been completed.
43. The York Central Transport Study was reported to members in January 2006 but did not identify any preferred Park & Ride site location. In February 2006 the Executive decided to allocate Site 1 to the relocated Manor School, leaving two remaining sites as possible locations North & South of Northminster Business Park.
44. The following paragraphs detail the transport advantages and disadvantages of the two remaining sites.

Site 2 (Adjacent to A59) – Transport advantages

- The site is closer to desire line for vehicles arriving on the A59 with 738 vehicles in the morning peak inbound from the Harrogate direction.
- The site intercepts trips on the A59 from Harrogate prior to the A1237 junction, removing traffic from the Ring Road junction.

- Land is available to provide an appropriate access, which maintains separation between buses and other vehicles and reduces conflict.
- A left turn only exit onto the A59 can be provided reducing traffic flows through the A59/Northfield Lane junction.
- The site is located away from residential properties.
- The site is visible from the A59 which would encourage usage.
- It allows for expansion of the Northminster business park whilst still enabling sustainable access to the business park.
- There is an opportunity for a future link to tram-train services.

Site 2 – Transport disadvantages

- The site is less attractive to vehicles arriving from the A1237 as vehicles arriving from the A1237 (North & South) would be required to pass through the A59 Roundabout.
- Significant works will be needed at the A59/Station Road/Northfield Lane Junction to provide access to the site.

Site 3 (South of Northminster Business Park) – Transport advantages

- The site is easily accessible to northbound traffic from the A1237 and would reduce traffic flows through the A59/A1237 junction.
- It would intercept trips from the A59 prior to the A1237/ORR junction subject to upgrading of the whole of North Field Lane.
- It is adjacent to Business Park.

Site 3 – Transport disadvantages

- The site is remote from the desire line of vehicles arriving from the North and West, which is the predominant flow of traffic.
- The site is less visible from the A59 and less likely to attract passing traffic.
- Unless a new roundabout was constructed at the A1237/Northfield Lane Junction all exiting traffic would be required to travel north to the A59 and pass through the A59/A1237 roundabout.
- Upgrading of Northfield Lane could create a rat run from the A1237 to the A59 as it would be difficult to prevent vehicles using it.
- There would be the additional cost of upgrading Northfield Lane and a substantial increase in the numbers of vehicles passing the existing residential properties.

Justification for not progressing direct access to A1237

- Without providing a new roundabout at the A1237/Northfield Lane junction all traffic leaving the Park & Ride sites would have to travel north along Northfield Lane.
- Queuing traffic issues

- A rat-run would be established on Northfield Lane whereby increased traffic flows would be experienced to avoid use of the A59/A1237 roundabout junction. Traffic should more appropriately be kept on the main A1237.
- Whilst it would be advantageous to provide access from the A1237 to the sites (particularly for site 3) it would be difficult to control and therefore would not be used exclusively by Park & Ride customers.

Proposal

45. Subject to availability site 2 is the preferred site for development. The advantages of the site 2 adjacent to the A59 are significant when compared to the alternative site (3). It captures the main market from Harrogate, allows for easy dispersal of traffic west from the site, does not create a rat-run along Northfield Lane, has potential to reduce traffic on the A59/A1237 junction, enables sustainable links to be established with the business park and keeps open the option for a potential future link with tram-train. For these reasons it is proposed to consult publicly on Site 2 (without direct access from the A1237) only.
46. It is proposed to consult the local community, Upper Poppleton and Nether Poppleton Parish Councils and the Rural West Ward Committee on the detail of the proposals for the site.

A59 Subway

47. A subway to allow pedestrians and cyclists to cross the Outer Ring Road north of the A59 roundabout was included in the Regional Transport Board funding bid. However owing to the substantial cost a review of the need for the subway has been undertaken to allow Members to make an informed decision on whether to proceed with this item. The decision to be made regarding the delivery of a cyclist/pedestrian subway at the A59/A1237 junction is based on whether the additional cost to the project of providing the subway, estimated to be £700,000, can be justified on policy, use and potential demand for the facility.

Outline of the policy position

48. The aims of the LTP include:
 - Reduce the need to travel, especially by car and encourage essential journeys to be undertaken by more sustainable means
 - Reduce levels of congestion
 - Reduce levels of perceived and actual safety problems
 - To improve the health of those who live, work in, or visit York
 - To reduce the impact of traffic and travel on the environment.
49. Pedestrians and cyclists are at the top of the hierarchy of road users (as set out in the LTP) and as such must be considered and included wherever practicable

in the design, build and delivery of schemes. A number of strategies and policies contained within the LTP support these aims.

50. The aims of the cycling strategy are to:

- Increase the absolute number of cycle trips, and
- Increase the modal share of cycling

51. The aims of the accessibility strategy are to:

- Better meet the needs of those who do not have access to a car, and
- Improve transport choice for those who already have access to a car

52. The aims of the walking strategy are to:

- Increase the absolute number of walking trips, and
- Increase the modal share of walking

Additional influences

53. In addition, City of York has been designated as a cycling demonstration town by Cycling England in June 2008. This means that the Council will be signing up to a strategy and workplan that will attempt to revolutionise cycling in the city. Proposals in the successful bid include improving cycling infrastructure such as dedicated cycle lanes, increasing bike parking provision and cycle training and promoting the benefits of cycling. It also aims to provide joined-up cycle facilities that enable and encourage journeys to be made by cycle and enable them to be made in a direct, comfortable and convenient way.

54. As a comparison for a similar situation the use of the existing underpass at Rawcliffe was monitored during week commencing 30th June 2008. Results of the survey are shown in the table below.

Pedestrian and cycle journeys

	Am peak	Pm peak	Total during day
Into the city	56	67	188
Out of the city	18	76	144

Am peak = 7-10

Pm peak = 4-6

55. A survey of current cyclist and pedestrian movements at the A59/A1237 junction was undertaken in week commencing 16th June 2008. The results of the survey are shown in the table below. Whilst these figures appear low (when compared to the Rawcliffe survey) they do not take into account latent demand, which is difficult to measure. Comparison with the Rawcliffe site suggests that there is potential to increase the number of journeys made on foot and bicycle at this location.

Pedestrian and cycle journeys

	Am peak	Pm peak	Total during day
Into the city	14	41	80
Out of the city	30	18	74

Am peak = 7-10

Pm peak = 4-6

Arguments for providing a subway

- The flows on the ORR are forecast to increase substantially by 2021, making it more difficult for vulnerable road users to cross the ORR at a time when the Council is being held up as an example of how to deliver cycle improvements.
- Capacity improvements to the roundabout will increase traffic speeds and potentially make it more difficult to cross the road.
- Not providing a subway increases conflict at the junction, which has the potential to result in an increase in accidents and casualties.
- The cost of the scheme should be seen in a wider context. The cost of a fatal accident on the ORR would be in the region of £1million and therefore in excess of the provision of the subway.
- The wider context also includes the advantages to cyclists and pedestrians not associated with Park & Ride. The provision of a subway would enable journeys to be made from Poppleton into Acomb more easily. Acomb has been highlighted in the LTP as one of the city's service sub-centres, which means that residents do not need to travel into the city centre in order to access the services that they require.
- When considering the longer-term options for transport and development in the city, the potential for the link with tram-train needs to be taken into account. Encouraging more trips on tram-train will be supported by safe and continuous links between the city and the tram-train link.
- A subway would also enable and encourage more journeys to be made by train from Poppleton station, particularly from the west of the city as it will make the journey to the station easier and provide another option for the starting point for train travel whilst removing the need for commuters and residents to travel into the city centre in order to catch the train.
- There is a wider policy implication for the environment and sustainability in promoting and being able to make journeys from the Park & Ride site into the city by cycle. Cycle lockers are being provided at all three new sites. To provide a facility to encourage cycling at the Park & Ride site, but not the infrastructure to make the journey safely and easily, is not presenting a coherent and cohesive policy implementation.

- Latent demand is difficult to quantify but without building new facilities it cannot be expected that residents and commuters will, of their own accord, elect to undertake difficult or time consuming journeys without some encouragement. This has particular relevance to the business park adjacent to the proposed site.

Arguments for not providing a subway

- The cost, at current estimates of £700,000 is a significant sum but will have a relatively small influence and impact on use of the P&R. It is therefore an expensive addition to the project.
- Latent demand is difficult to quantify and it has not yet been proven that there is demand for the facility.
- Additional cycle lanes will need to be provided to link into the city network to ensure the maximum usage of the subway.

Proposal

56. The need for the subway will continue to be assessed and will be included in the pre-application consultation process.

Wigginton Road Sites

57. There are three sites under consideration at the Wigginton Road/A1237 junction. These sites are:
 Site 1 - Immediately to the northwest of the junction
 Site 2 - North of the junction and to the east of Wigginton Road
 Site 3 - Southeast of the junction
58. The detailed transport implications for these sites is currently being assessed. No previous consultation has been undertaken for Park & Ride sites in this area and so it is proposed, subject to the satisfactory conclusion of the technical assessment of the potential sites, to proceed to public consultation on all three sites. Early stage modelling and design work is being undertaken for the sites to ensure that it is physically possible to provide an operational P&R from each of the sites prior to undertaking consultation. To assist in the consultation process the transport advantages and disadvantages of the sites are being considered.

Transport considerations

- Currently all other P&R sites (except the Designer Outlet) are located inside the ORR. This is primarily to provide advantage to bus journey time reliability and reduce delay when trying to cross the ORR. In addition P&R users perceive delay once on the bus as having a greater cost than delay in reaching the P&R site i.e. delay in their car
- Initial modelling of the junction suggests that overall vehicle delay through the junction is reduced when either of the sites outside the ORR is selected.

This is because flows on the A1237 are higher and the sites north of the ORR capture vehicles prior to reaching the junction, whereas to reach the site inside the ORR, all vehicles must pass through the junction.

- Whilst overall delay at the junction is a consideration, bus delay must also be taken into account. Bus delay is likely to be increased for either of the sites beyond the ORR.
- Design of the sites will also need to consider access points and whether there is adequate distance between the access/exit points and the roundabout for queuing traffic on Wigginton Road.
- A bus gate north of the ORR may need to be considered as part of the scheme to enable buses leaving the sites to reach the roundabout ahead of queuing traffic.
- Site 3 provides an opportunity for a future link to a tram-train service.
- Site 3 also has the potential to be more attractive to residents to the west of Wigginton Road as a bus service, thereby encouraging car trips to the P&R site from the city. This is less likely with the sites north of the ORR as residents will be less likely to accept delay in crossing the ORR.

Summary

59. Sites 1 & 2

- Reduced overall vehicle delay at the ORR/Wigginton Road junction
- Potential for increased bus delay and reduced journey time reliability
- Additional bus priority required north of ORR

60. Site 3

- Potential to reduce bus delay and improve bus journey time reliability
- Access/egress to site does not create highway problem as stacking of vehicles occurs inside the site
- Potential for future link with tram-train
- Increased overall vehicle delay
- Likely to attract trips from adjacent residential areas

Proposal

61. Based on this information it is not possible, on transport grounds, to eliminate any of the sites at this stage. It is likely that further detailed work on land purchase, design and cost implications may well assist in ranking the desirability of these sites. However, at present this is not yet fully available and consultation is proposed to be undertaken on all three sites.

62. The scale of this consultation will be with local residents and businesses, including the hospital, as well as targeting the vehicle drivers using the Wigginton Road to gain access to the city as this Park & Ride site should be more attractive to drivers from further afield. Consultation will be carried out with adjacent Parish Councils but as there is already a well established 10 minute frequency bus service from Wigginton and Haxby into the city, this ought to be more attractive to many of these residents than driving to the Park & Ride site to catch a bus.
63. Following the initial consultation and further feasibility work a further report will be submitted to members recommending the preferred site to be progressed through the planning process.

Corporate Priorities

64. The development of the Park & Ride service and improvements to the Outer Ring Road are key elements of the Council's transport strategy set down 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

65. As highlighted in paragraph 23 a contribution from Council resources will be required if the scheme gains approval from the DfT. The £3.6m contribution could be funded from LTP funds but this would have a negative impact on the delivery of the LTP programme. It is suggested at this early stage that a proportion of the receipt available from the disposal of the current Askham Bar site be used to contribute to the Major Scheme Bid. The mechanism by which this would work would be a bid made through the 2009/10 Capital Resource Allocation Model (CRAM) process with the existing site needing to be approved for disposal by Council.

Human Resources (HR)

66. 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

67. 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

68. There are no legal implications.

Crime and Disorder

69. There are no crime and disorder issues.

Information Technology (IT)

70. There are no IT implications.

Property

71. 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.
72. 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. A proportion of the capital receipt may be needed to ensure adequate resources are available for the local contribution to the Major Scheme Bid.

Other

73. There are no other implications.

Risk Management

74. 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 net 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.
75. 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

76. Members are recommended to:
1. Instruct officers to proceed with the project, bringing reports back to the Executive at key stages
 2. Approve the delivery arrangements and the creation of the Project Broad
 3. Approve the consultation process on the basis of a single site at Askham Bar

4. Approve the consultation process based on the A59 site adjacent to Boroughbridge Road previously identified as Site 2 and shown as such on the plan in Annex D
5. Include the possibility of a subway at the A59/ORR in the pre-application consultation
6. Approve the initial consultation process based on all three sites at Wigginton Road as identified on the plan in Annex E

Reason: To enable the Major Scheme Bid to progress.

Contact Details

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Chief Officer Responsible for the report:

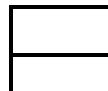
Damon Copperthwaite
 Assistant Director (City Development & Transport)

**Report
 Approved**



Date 18-07-08

**Report
 Approved**



Date

Specialist Implications Officer(s)

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Wards Affected:

All

For further information please contact the author of the report

Background Papers:

Result of Regional Transport Board Capital Bids and Application for Use of Contingency Funds – to the Executive on 22 April 2008

Access York Phase 1: Park & Ride Development - to the Executive on 12 February 2008

Annexes

Annex A – Why Access York Phase 1?

Annex B – Access York Phase 1 – Detailed Programme – Gantt Chart

Annexes C – E - Plans