

Report of the Director of City Strategy

## **Regional Funding Allocation Proposal**

### **Summary**

1. This report sets out the proposals for allocating the additional funding provided by the Region in 2009/10 and 2010/11 for transport improvements in the City. The report also identifies that it will be challenging to deliver the additional programme within the current staffing resources.
2. The report also provides an update on the other schemes which it is proposed to fund using the Regional Funding Allocation: Haxby Station and Access York Phases 1 & 2.

### **Background**

#### **Overview**

3. The City Strategy 2009/10 transport base budget was confirmed at Full Council on 26 February 2009. The approved budget is funded from the Local Transport Plan, Cycling City grant, Road Safety Grant and Developer Contributions. The Regional Transport Board have decided, subject to confirmation by Ministers that, due to underspends in the major schemes block across the Region, additional funds from the Regional Funding Allocation (RFA) should be transferred to Local Authority Local Transport Plan (LTP) block allocations in 2009/10 and 2010/11. The Executive confirmed the allocation for the base programme at their meeting on 7 April 2009, but deferred a decision on the use of the remaining RFA funding to allow officers to provide additional information. This report provides supplementary information to enable a decision to be taken by Members.
4. The current 2009/10 City Strategy budget of £5,502k represents a 35% increase on the budget allocation in 2008/09 and includes a large number of relatively small schemes leading to additional preparatory and supervisory cost implications. The large and complex capital programme is delivered using a variety of mechanisms to ensure the best value for money and maximum use of internal resources. The majority of the works are project managed and designed using in-house staff supplemented for larger or more complex schemes with resources from the City Strategy Engineering Framework Consultant, Halcrow. This arrangement allows greater flexibility to manage variations in workload and allows specialist design experience to be introduced

for specific schemes as required. Additional staff resources are being recruited to deliver the increased 2009/10 capital programme and reduce the need for commissioning external consultants.

### Transport Budget

- The 2009/10 budget approved at Full Council on 26 February 2009 for the Transport Capital Programme is £5,052k. In addition at the 7<sup>th</sup> April meeting the Executive allocated £450k of the RFA Supplement to schemes for delivery in 2009/10 giving a total transport capital budget of £5,502k.

### Regional Funding Allocation Supplement

- It is anticipated that the Council will receive £2,777k of additional RFA funding over the next two years. The 2009/10 allocation has been confirmed by Government Office but the 2010/11 allocation is awaiting a decision by Ministers on the entire Regional Funding Programme which is anticipated to be later this year.

RFA Supplement	2009/10	2010/11	Total
	£000s	£000s	£000s
Anticipated RFA Supplement	1,461	1,316	2,777
RFA Funds Allocated to Haxby Station and Access York Phase 2 Preparatory Work	450		450
<b>Remaining RFA funds to be allocated</b>	<b>1,011</b>	<b>1,316</b>	<b>2,327</b>

- It is anticipated that the funding will be paid in quarterly instalments with the base LTP settlement. The additional funding has been provided to enable some smaller 'major schemes' to be implemented earlier than otherwise would have been the case. In principle the funding is for strategic schemes which would have more than a localised impact. The funding is provided in the years indicated in the table but can be re-profiled to suit the development and delivery of the proposed schemes. Construction of the schemes included in the following options would only commence once adequate additional funding had been confirmed.
- The Regional Transport Board has indicated that the funding should be allocated to schemes which have a significant effect on the council's overall transport objectives to tackle congestion, improve air quality, deliver accessibility for all, and reduce the number of people killed or injured on the roads and ensure the network is well maintained.
- Additional resources will be required to deliver the schemes in either of the options identified below as the base programme which includes time constrained priorities such as Cycling City and Access York Phase 1 will already fully occupy existing staff with the assistance of external consultants. Delivery of the schemes through feasibility, outline design, consultation, detailed design, tender and construction within a 12 month period will be difficult to achieve and may require re-profiling of the allocation into the following year.

## Options

10. Officers were requested to provide information on two main options at the 7<sup>th</sup> April Executive meeting:

Option 1 (Outer Ring Road Improvements) – Further development work to progress the Haxby Station and Access York Phase 2 schemes and the implementation of limited improvements to the Outer Ring Road.

Option 2 (Targeted Citywide Improvements) – Further development work to progress the Haxby Station and Access York Phase 2 schemes and the delivery of schemes in the LTP block to meet Local Area Agreement and LTP targets.

### Option 1

11. The following table shows the proposed allocations for Option 1. The figures in brackets indicate the level of funding for these schemes which has already been approved.

RFA Supplement – Option 1	2009/10	2010/11
	£000s	£000s
Haxby Station Preparatory Works	(250)	50
Access York Phase 2 Preparatory Work	(200)	200
ORR Roundabout Improvement Scheme		2,077
<b>Total</b>	<b>(450)</b>	<b>2,327</b>
Transfer to following year	1,011	

12. Option 1 would see a further £50k (£250k allocated in 2009/10) progressing the Haxby Station scheme through the Network Rail Guide to Railway Investment Projects (GRIP) processes and preparing the Major Scheme Business Case for submission to the DfT. The scheme has been re-endorsed by the Regional Transport Board for delivery by 2013, however, there are number of significant risks involving the securing of funding and approvals from Network Rail, obtaining planning consents, and land acquisition, which need to be resolved if the scheme is to be successfully delivered.
13. The second element of the Option 1 proposal is the continued development of the Access York phase 2 bid including the preparation of outline designs for Outer Ring Road roundabout improvements and city centre transport measures. The Access York Phase 2 project is on the Region's reserve list for funding and the availability of more detailed designs would enable the rapid progression of the scheme if further funding became available at short notice. Funding would also be allocated to the delivery of improvements at one of the ORR roundabouts.
14. Further work has been undertaken to determine the most appropriate roundabout to upgrade to ensure that the greatest improvement was achieved within the funding available. The following table shows the criteria used to identify the most effective use of the available funding.

<b>Criteria</b>	<b>Comment</b>
Current Flow/Capacity	Assessment of the flow against capacity for all ORR roundabouts undertaken and ranked against each other.
Current Flow/Capacity (worst arm)(rank)	Assessment of the flow against capacity for the most congested arm of all ORR roundabouts undertaken and ranked against each other.
2026 Projected Flow/Capacity (rank)	As above but using 2026 traffic projections
2026 Projected Flow/Capacity (worst arm)(rank)	As above but using 2026 traffic projections
Upgrade possible within Public Highway	For some roundabouts any significant improvement would require the purchase of additional land and planning consent which could significantly delay delivery
Roundabout Works	Extent of works at roundabout
A1237 Link Works	Extent of works on ORR
Side Road Works	Extent of works on side roads
Subway	Increases in the number of approach lanes/exit lanes to roundabouts with significant pedestrian flows may necessitate the provision of a subway or bridge to allow crossing of ORR
Bridge Works	Extent of bridge works required to achieve capacity improvement. Railway bridge works would significantly extend programme.
Cost	Is improvement deliverable within available budget?
Comments	Any other considerations which may affect prioritisation. E.g. close future developments

15. The following table summarises the assessment of the roundabouts. The full evaluation table is included in Annex A.

<b>ORR Roundabout</b>	<b>Comments</b>
Copmanthorpe	Capacity not currently a problem
Moor Lane R/B	New Roundabout. Capacity not currently a problem
Wetherby Road R/B	Planning permission needed, Land purchase, Cost exceeds available budget
A59 R/B (Access York Phase 1)	Part of Access York Scheme
York Business Park R/B	High cost due to bridge works exceeds budget. British Sugar development may require changes to roundabout
A19 Rawcliffe R/B	Improvements within public highway and possible within budget
Clifton Moor R/B	Improvements within budget but would need land purchase. Alterations to road layout in Hurricane Way

	area may be needed to reduce traffic U turning at roundabout from Clifton Moor.
Wigginton Rd R/B	Cost exceeds budget. Land purchase and possible subway requirement. Access to new Park & Ride site.
Haxby Rd R/B	Cost exceeds budget for elevated roundabout, land purchase required, possible railway bridge works
Strensall Rd R/B	Costs exceed budget with subway included, River Foss bridge works required.
Monks Cross R/B	Capacity not currently a problem
Hopgrove R/B	Improvement works will be complete by October 2009

16. The analysis of the available information suggests that if Members decided to allocate the funding to increasing the capacity of the ORR then it would have the most impact if it was directed toward delivering improvements at the A19 roundabout. This roundabout is the second most congested roundabout on the ORR after the A59 which is due to be upgraded as part of the Access York Phase 1 scheme. Initial transport modelling suggests that alterations to the approach and exit lanes to the roundabout will deliver significant capacity improvements (30-40%) substantially reducing queuing on all arms. Further micro simulation modelling will be undertaken and reported to the Executive Member prior to a preferred layout being proposed. Furthermore the improvements can be constructed within the public highway and are estimated to be deliverable within the available budget subject to receipt of service diversion costs.
17. An indicative layout of the proposed improvements is shown in Annex B. The drawing shows the key areas of the roundabout which will be investigated further before presenting an outline layout to the Executive Member for City Strategy for a decision to progress to consultation and detailed design. Additional transport modelling will also be undertaken to determine the projected journey time savings. It is unlikely that the theoretical additional capacity at this one roundabout will be fully realised until the adjacent constraining roundabouts are improved (particularly Haxby Road and A59). If members decide to progress this option an outline layout could be presented to the October Executive Member for City Strategy Decision Session and the scheme could be designed, tendered and constructed before the end of 2010/11.
18. It is planned to deliver the project using Halcrow as they have the necessary design capacity and traffic modelling capabilities to deliver the scheme within the required timescale. In addition they have proven experience delivering the Moor Lane roundabout scheme and have knowledge of the existing design of the A19 roundabout and subway.

## **Option 2**

19. Option 2 allocates funds to the preparatory work on the Haxby Station and Access York Phase 2 schemes as option 1 but does not include funding for any implementation of the schemes, which would have to be found from other

sources. The figures in brackets in the following table indicates the level of funding for these schemes which has already been approved.

RFA Supplement -- Option 2	2009/10	2010/11	Total
	£000s	£000s	£000s
Haxby Station Preparatory Works	(250)	50	50
Access York Phase 2 Preparatory Work	(200)	200	200
Access York Phase 1 (Additional elements)		477	477
Fulford Road (Bus Priorities)		400	400
Access to Station (Access Ramp)		250	250
Cycling Network Maintenance	100	100	200
LTP/LAA Targets Review	100	150	250
Village Accessibility Review		500	500
<b>Total</b>	<b>200</b>	<b>2,127</b>	<b>2,327</b>
Transfer to following year	811		

#### Access York Phase 1 (Additional elements)

20. To enhance the submitted Access York Phase 1 Park & Ride project some additional bus priority and cycling elements are being considered. This proposed allocation would enable additional bus priorities to be provided at the Boroughbridge Road/Water End and Acomb Road/Holgate Road junctions, and ensure that the proposed subway at the A1237/A59 junction was fully integrated into the off-road cycle network. To match the delivery programme for the main project it is anticipated that the delivery would be deferred until 2011/12.

#### Fulford Road (Bus Priorities)

21. The delivery of the southern section of the Fulford Road multi-modal scheme has been affected by the availability of funding and the progress of the Germany Beck development. This additional funding would enable bus priority measures to be introduced independently of the Germany Beck junction scheme. The practicality of undertaking this scheme without significantly affecting the A64 interchange leading to queues extending onto the trunk road is being investigated. The proposed funding allocation would be inadequate to provide additional slip road capacity or signalisation of the interchange meaning that the bus priority measures would have to be deferred until the Germany Beck development was progressed.

#### Access to Station (Access Ramp)

22. The delivery of a pedestrian/cycling ramp to the north of the station off Post Office lane to provide direct access to the station away from the busy Lendal Gyratory has been an aspiration of the council for a significant time. Delivery of the scheme has been hindered by the lack of commitment from other stakeholders in the area, however, it is hoped that these issues have now been resolved which would enable the scheme to be progressed over the next two years. In addition the linkages and possible improvements to the river crossing at this location will also be investigated. Providing a commitment from the station operator and Network Rail can be obtained it is proposed to submit a bid for funding from the DfT's Access for All scheme which could provide funds

to cover up to half of the cost of the scheme. Subject to approval by the Executive Member and the agreement of other stakeholders the scheme would be progressed using LTP or Cycling City funding in 2010/11.

#### Cycling Network Maintenance

23. An additional allocation is proposed for the maintenance of on and off road cycle routes. An audit of the condition of the network is currently underway with the results expected in September. Cycle margin maintenance, antiskid surfacing and all off road routes are being included in the review. This work could be delivered in 2009/10 and 2010/11. Additional cycle route maintenance funding of £54k has already been allocated in the base LTP/Cycling City programme in 2009/10.

#### LTP/LAA Targets Review

24. It is proposed to allocate funds to review monitoring results against the Local Area Agreement and LTP objectives and progress specific schemes to ensure that the required targets are achieved. The City's Sustainable Community Strategy has designated the following two transport based priority National Indicators in its Local Improvement Targets:
  - NI47 - Reduce the number of people Killed or Seriously Injured (KSI) in road traffic accidents (Safer City) and
  - NI167 - Congestion – average journey time per mile during the morning peak (Sustainable City)
25. In addition the LAA & LTP Target review would include an assessment of the marketing/signing element of schemes to ensure the availability of new/revised infrastructure is fully publicised. The additional funding would also provide an opportunity to undertake an overall study of areas of the city where congestion needs to be reduced and options exist for alternative transport modes. Initially a review of the Clifton Moor area would be undertaken with public transport, cycling and pedestrian measures improved where possible in conjunction with the proposed Park & Ride site.

#### Village Accessibility Review

26. Over the LTP period accessibility improvements to the transport network for local communities in the York area have been implemented at many locations including Crockey Hill, Dunnington, Murton, Hessay, Holtby and Askham Bryan. These enhancements have included traffic islands, traffic signals and roundabouts as appropriate to reduce the risk of accidents, minimise severance and improve the operation and accessibility of public transport services. Concerns still remain at a number of locations including Deighton/A19, Mill Lane/Wigginton Road, Dunnington/Common Lane/A1079, Towthorpe/Strensall Road and A64 junctions east of York (e.g. Hazelbush).
27. A report was presented to the Executive Member for City Strategy on 7 July containing the review of the potential sites and prioritising the locations where works could be undertaken. The highest priority schemes at Dunnington (A166/Church Balk junction), Wigginton Rd/Mill Lane Junction and Strensall

Road/Towthorpe Junction were recommended for delivery in 2009/10 using LTP funds. Depending on other commitments improvements to the A19/Deighton Junction and Dunnington (Common Road Junction) could be delivered in 2010/11 and 2011/12 using LTP funds. Allocating the RFA supplement funding to the delivery of these schemes would reduce the pressure on LTP funds and ensure that the schemes would be delivered in 2010/11.

## **Consultation**

28. Citywide consultation was carried out on the LTP strategy included in the second Local Transport Plan, which this programme is delivering. Detailed consultation is undertaken on each scheme where appropriate during the design period and before construction.

## **Analysis**

29. The objective of the Regional Transport Board in transferring the funds to Local Authorities is to ensure the funding is spent rapidly on strategic transport schemes across the Region. Both options would ensure that the funds were spent by the end of 2010/11 on significant projects within the area. In both options the development of the Haxby Station and Access York Phase 2 schemes would be progressed ensuring that bids for funds could be progressed rapidly if regional funding became available.
30. For both options there are limited timescales available with all current internal resources fully occupied delivering the increased base programme. The delivery of the schemes included in both options within the planned timescale is critical to demonstrate the ability of the Council to spend allocated funds. A package of smaller schemes represents a more difficult and challenging project as there is more preparatory/management work involved and less of a clear focus for delivery.
31. Subject to the continuation of similar funding through the next LTP period it is anticipated that all of the schemes identified in Option 2 would be delivered within 2-3 years. Delivery of the improvements to the A19/A1237 roundabout included in Option 1 is unlikely to be achievable in the foreseeable future unless there is a substantial increase in funding as the scheme represents over 60% of the current annual LTP funding allocation.
32. The existing Transport Programme in 2009/10 and 2010/11 is larger and more complex than recent years owing to the greater number of small schemes and the additional funding from Cycling England. Additional in house staff resources are being recruited to ensure delivery over the next two years.

## **Option 1 Advantages**

33. It is anticipated that this option would enable improvement works to be undertaken on the A19 roundabout on the Outer Ring Road, which would significantly reduce journey times in the immediate area. Improvements would



provide immediate relief to traffic congestion in the area rather than waiting for funding to be available for the full scheme.

34. Expenditure of the RFA supplement on an element of the Access York Phase 2 scheme will demonstrate the council's commitment to progressing that project and may help to encourage support for the Access York Phase 2 bid if additional funds become available in the Region.
35. The improvement to the A19 roundabout will provide journey time savings helping economic activity and ensuring more efficient use of resources whilst potentially reducing green house gas emissions. Access to the Park & Ride site will also be improved reducing delays for users.
36. Focussing the RFA supplement onto a single large scheme as proposed in Option 1 will reduce the pressure on staff resources compared to delivering a larger number of smaller more complex schemes proposed in Option 2. It is estimated that £200k less design and supervisory resource (in-house and consultant) will be required to deliver the Option 1 scheme.
37. The current Access York Phase 1 (Park & Ride) programme indicates that the improvements to the A59/A1237 roundabout will commence in early 2011. The delivery of the A19/A1237 improvements is possible before the A59 scheme commences. Traffic disruption from undertaking major works at two close roundabouts at the same time would be significant meaning that the next opportunity for delivery of the A19 improvements would not be until 2012/13 when the A59 improvements were complete.

### **Option 1 Disadvantages**

38. Improvement to a single roundabout is unlikely to address overall congestion delays on the ORR as there is no single bottleneck restricting flow. Increased flow at one roundabout may exacerbate congestion at other locations along the route.
39. Reducing delays for car drivers is unlikely to encourage a transfer to more sustainable transport modes.
40. Capacity improvements for vehicles at the A19 roundabout will mean alterations to the pedestrian routes potentially leading to longer distances to safe crossing points.

### **Option 2 Advantages**

41. Spreading the additional funding across a small number of targeted projects will help to meet the objectives of the LTP and LAA and deliver improvements across the city. The additional funds enables schemes within the programme, to be brought forward for delivery earlier than would have been the case.
42. Subject to approval by the station operator the Access Ramp to the station will provide a significant benefit to pedestrians and cyclists travelling from the North and along the river bank cycle routes. The recent changes to the

franchise arrangements on the East Coast Main Line may affect the progression of this scheme.

### **Option 2 Disadvantages**

43. Spending the additional funding on a range of interventions will not address the delays experienced by motorists on the Outer Ring Road or enable reallocation of road space in the city centre to more sustainable modes, which is a key objective of the LTP.
44. It is anticipated that additional resources will be required to deliver the more complex Option 2 programme. It is projected that approximately £200k of additional resources (in-house staff and external consultants) would be required to deliver the option 2 programme compared to option 1.

### **Update on Regional Funding Allocation Schemes**

45. The city has 3 main schemes which it is planning to deliver through the Regional Funding Allocation process – Haxby Station, Access York Phase 1 (Park & Ride) and Access York Phase 2 (Transport Capacity Improvements)
46. The inclusion of Haxby Station in the regional programme for delivery in 2012/13 has been approved by the Regional Transport Board. The outturn budget estimate for the scheme is £7.54m with approximately 40% of the scheme costs funded by Network Rail (subject to confirmation). Network Rail are currently progressing the scheme through their approval processes prior to preparing of a GRIP (Guide to Railway Investment Projects) Stage 4 report which will confirm a single option for the station in rail terms. A business case for the scheme will be developed jointly with Network Rail building on the GRIP 4 work in 2009/10 with submission to the DfT in the spring of 2010. An additional transport planner is currently being recruited to ensure that Haxby station scheme and other rail related projects progress to the required deadlines.
47. The Access York Phase 1 (Park & Ride) scheme for the provision of 3 park & ride sites, associated bus priorities and improvements to the A59/A1237 roundabout has been approved by the Regional Transport Board for inclusion into the regional programme subject to detailed evaluation by the Department for Transport (DfT). A Major Scheme Business Case was submitted to the DfT in February 2009 for funding approval and following initial comments an updated bid was submitted in June 2009. The DfT have assessed the bid as being compliant and are now reviewing the documents in detail with comments to be issued to the Council by the end of July. It is anticipated that Programme Entry approval will be received in December 2009. Volume 1 of the revised document, draft layout drawings and summary programmes are available on the Council's Website.  
[http://www.york.gov.uk/transport/Parking/Park\\_and\\_Ride/new/Access\\_York/](http://www.york.gov.uk/transport/Parking/Park_and_Ride/new/Access_York/)
48. The planning applications for all of the sites are progressing well with the application for the Askham Bar site to be submitted shortly, the pre-application consultation for the A59 site to commence in the summer and the consultation

for the Clifton Moor site to follow on later in the year. An Official Journal of the European Union notice will be published in July inviting design consultants to submit pre-qualification information to enable a tender list to be prepared for the detailed design of the sites and roundabout. The contract for the detail design would be tendered in the autumn. Detailed design would commence as soon as Programme Entry was confirmed by the DfT and the expenditure approved by the Executive. Subject to the necessary funding approvals it is anticipated that all of the sites will be operational in early 2012. A separate update report will be issued to the Executive when Programme Entry is received to obtain approval to progress the detailed design and procurement of the construction of the scheme.

49. The Access York Phase 2 (Transport Capacity Improvements) for the upgrade of the Outer Ring Road and citywide transport enhancements is on the Region's reserve list of schemes. As indicated in this report funds have been allocated from the Regional Funding Allocation Supplement in 2009/10 to develop the scheme further and to ensure that the project can be progressed rapidly if regional funds become available.

### **Corporate Priorities**

50. The major schemes described in this report combined with the schemes delivered through the Local Transport Plan settlement help to deliver the Corporate Strategy Sustainable City, Healthy City and Thriving City priorities.

### **Implications**

51. The following implications have been reviewed.
  - **Financial** The schemes identified in Option 1 or 2 will be delivered using funds received from the underspend in the Region's Major Scheme Allocation. The funding for 2009/10 has been confirmed but the 2010/11 allocation is awaiting approval from Ministers. Schemes will not be started on site until the appropriate allocation is fully available.
  - **Human Resources (HR)** – Additional staff funded from the Capital Programme will be needed to deliver either option proposed.
  - **Equalities** – There are no equalities implications
  - **Legal** – There are no legal implications
  - **Crime and Disorder** – There are no crime and disorder implications
  - **Information Technology (IT)** – There are no IT implications
  - **Property** – There are no property implications
  - **Other** – There are no other implications

### **Risk Management**

52. The options for the use of the RFA supplement have been prepared to assist in the delivery of the objectives of the Local Transport Plan. The Department for Transport will assess the progress of the LTP against the targets set in the

plan. If the schemes included within the programme do not have the anticipated effect on the targets it is possible that the council will receive a lower score, and consequentially there is a risk that future funding will be reduced.

## Recommendations

53. The Executive is recommended to:

1) Review the options for using the additional funding and approve either:

a) Option 1 (Outer Ring Road Improvement)

b) Option 2 (Targeted Citywide Improvements)

Reason: To ensure the additional funding is used to deliver significant improvements to the city's transport system and to meet LTP and LAA targets.

## Contact Details

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**Report Approved**  **Date** *18/03/09*

*Chief Officer's name*  
*Title*

**Report Approved**  *tick* **Date** *Insert Date*

## Specialist Implications Officer(s)

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

**All**

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

## Background Papers

Executive 23 September 2008: Outer Ring Road Improvement Options

**Annexes**

Annex A: Outer Ring Road Roundabout Evaluation

Annex B: Draft A19/A1237 Roundabout Improvements