

Agenda Supplement

Economy and Place Policy and Scrutiny Committee

To: Councillors Kilbane (Chair), Daubeney (Vice-Chair), Douglas, Hollyer, Hook, Pearson and D Taylor

Date: Tuesday, 24 November 2020

Time: 5.30 pm

Venue: Remote Meeting

An agenda for the above meeting was published on **16 November 2020**. The attached additional documents, marked 'to follow' on that agenda, are now available for Agenda Item 5 below.

5. York Station Frontage

(Pages 1 - 18)

On Thursday 26 November, the Executive is due to receive a report on the current status of the York Railway Station Gateway project. The Economy and Place Policy and Scrutiny Committee have requested an early oversight of this report being considered by Executive, so that they may keep up to date with developments.

This Agenda Supplement was published on 18 November 2020

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Executive**26th Nov. 2020**

Report of the Director of Economy and Place
Portfolio of the Executive Member for Transport

YORK RAILWAY STATION GATEWAY – FUNDING AND DELIVERY**Summary**

1. The purpose of this report is to update the Executive on the current status of the Station Frontage project, to seek Members approval for a phased delivery approach and to seek approval for a series of recommendations that allows progress whilst mitigating the Council's risks.

Recommendations

2. The Executive is asked to:
 - i) Approve the project scope, budget, delivery and procurement strategy of the scheme.

Reason: To enable arrangements to be put in place to purchase land, place orders with utility companies and to proceed with the detailed design and procurement of Packages 1, 2 and 4 of the scheme.
 - ii) Increase the Station Gateway budget by £12.250m to reflect the WYCA Transforming Cities grant funding.

Reason: To ensure the capital programme reflects the latest funding position
 - iii) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down further funds from West Yorkshire-Plus Transport Fund to complete land purchase

negotiations and take such steps as are necessary to enter into the resulting legal agreement(s).

Reason: To acquire land from Canada Life (George Stephenson House) and Network Rail to enable the delivery of the scheme.

- iv) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down funds from West Yorkshire-Plus Transport Fund to place orders with utility companies to fund Package 1: Enabling Works (package value of £2.04m) to divert services from Queen Street Bridge through the station car park.

Reason: To enable the delivery of Package 1: Enabling Works

- v) Delegate authority to the Corporate Director for Economy and Place (in consultation with the s151 Officer and the Director of Governance or her delegated officers) to draw down funds from West Yorkshire-Plus Transport Fund to issue a task order to commence detailed design of the scheme.

Reason: To enable the production of detailed cost plans and to progress the scheme to procurement.

Future Reports

- 3. Future reports will be brought to Executive to seek approval for further works packages with procured prices, detailed scheme design and confirmation of appropriate mitigation of delivery risk of subsequent packages.

Background

- 4. The York Railway Station Gateway scheme comprises a coordinated, multi-modal package of interventions in and around York Railway Station. The scheme complements and connects the proposals being progressed to the west and east of the station and will transform the Station Gateway to York; significantly improving access, addressing carbon and air quality issues, and directly supporting delivery of housing and commercial uses on the York Central development site. Therefore, City of York Council (CYC), in collaboration with Network Rail (NR) and London North East Railway (LNER), has developed a

masterplan that proposes to reorganise highway and public realm areas to the front of York Station through:

- the removal of the Queen Street Road Bridge and rebuilding the Inner Ring Road at grade;
 - the removal of the Parcel Square buildings to create space to relocate the proposed taxi rank, passenger drop-off and short stay car park. The buildings comprise Cycle Heaven and train operating company accommodation;
 - provision of new permanent accommodation for the train operating crews in the station's South Train Shed;
 - provision of new temporary pod accommodation for Cycle Heaven bike shop and retail storage in the station's North Train Shed;
 - the relocation of the RI band room to provide space for a loop road around the RI gymnasium;
 - the separation of pedestrian, bicycles and motorised transport to provide a safer and more efficient station transport interchange;
 - the removal of taxis and passenger pick-up and drop-off from the station porte-cochere to a dedicated area in order to take most traffic out of Tea Room Square and improve an air quality in the station;
 - the redevelopment of the areas to the front of the station to diffuse the current congestion by creating a more efficient bus interchange, relocated vehicle parking, drop-off and taxi rank and a more attractive public realm arrival experience; and
 - the redevelopment of Tea Room Square to create a safer and more attractive shared space;
 - the provision of a new multi-storey car park to rationalise all long stay parking to the east of the station to match current (636 spaces) parking levels. This will be funded and delivered by Network Rail.
5. On 29th November 2018, Executive approval was granted to submit a full planning application for the York Railway Station Gateway scheme. At the same time, approval was received to incorporate design changes to the Masterplan informed by public and stakeholder consultation; to enter into land acquisition negotiations with stakeholders and third party landowners; and to proceed with the relocation of statutory undertakers within the scheme red line boundary.

6. Alongside the endorsement by City of York Council Executive, the scheme is funded through a combination of the West Yorkshire-Plus Transport Fund (WY+TF) and The Transforming Cities Fund (TCF). Both funds are administered by the West Yorkshire Combined Authority (WYCA) and are governed through a programme management process. The Full Business Case (Decision Point 4) for the WY+TF grant was approved by WYCA in January 2019. The Strategic Outline Case (Decision Point 2) for the TCF award was approved by WYCA in November 2020 together with approval to merge the WY+TF and TCF programme management processes at Full Business Case.
7. The project team has agreement in principle from project partners at Network Rail and LNER for the Delivery Strategy (Annex 1). This strategy outlines a delivery approach to align with the current funding WY+TF and TCF funding profiles by proposing five Packages of work as indicated in Table 1 in paragraph 21 below.

Consultation

8. The main York Station Front masterplan public and stakeholder engagement process took place between 11th June and 8th July 2018, and lasted one month. The masterplan consultation process and events comprised public exhibitions, drop-in sessions, heritage walks, targeted stakeholder meetings and an online consultation. The engagement methods were designed to span both traditional forms and contemporary social media platforms.
9. A detailed analysis of the public and stakeholder consultation is presented in the Statement of Community Involvement (SOCi) that was submitted with the full planning application in December 2018.
10. For the purposes of the consultation process, stakeholders were defined as follows:
 - a. Partners: including Network Rail, LNER, the West Yorkshire Combined Authority (WYCA) and Canada Life;
 - b. Internal Stakeholders: including elected members, internal CYC departments, community committees and service providers; and
 - c. External Stakeholders: including station users, local communities and community groups, local residents, road and transport users, local businesses, bus and taxi operators, local media, visitors to the city and interest groups.

11. Public exhibitions were staged in the railway station, CYC offices and the RI gymnasium and consultation events such as heritage walks were carried out by the project team and York Civic Trust. Meanwhile, emails were sent out to key stakeholders including landowners, directly affected parties, neighbouring businesses, local residents, transport groups and other interest groups with an invitation to meet with the project team or comment on the masterplan proposals. Many stakeholder meetings took place in which the proposals were discussed in detail and thoughts and feedback was recorded.
12. Door to door consultation was carried out by a member of the project team to houses on Queen Street and to businesses that were considered to be directly affected by the proposals.
13. In total 14 stakeholder groups responded and over 1,400 comments were received from the general public. Responses were channelled through a variety of sources including social media, email and written responses, together with face-to-face meetings and events. The vast majority of the respondents were supportive of the scheme.
14. From the analysis of consultation data, several important themes have emerged. In particular the traffic impact caused by the demolition of Queen Street bridge, the need for a dedicated bus interchange, the suitability of taxi and cycle provision and the impacts on existing facilities such as the York RI buildings.
15. A detailed consultation response from York Bus Forum proposed a dedicated bus station in the area currently occupied by the station long-stay car park linking directly into the station buildings. Extensive consultation with the bus operators gained endorsement of the approach proposed by station gateway project. The station gateway projects proposed approach was further endorsed by the operators, Network Rail and LNER at consultation meeting between the Bus Forum and all key stakeholders on 16th October 2020.
16. Feedback on the scheme highlighted conflicting demands, space constraints and highway safety concerns on Queen Street. In the detailed design of the scheme, the project team will seek to find the optimum balance of provision for pedestrians, cyclists and Queen Street residents.
17. The majority of respondents felt that the proposals would provide an improved transport interchange and station arrival experience.

18. In general, less than 10% of respondents rated their current arrival experience into the station as good or very good and respondents listed accessibility and congestion issues as major negative aspects to the current station usability.
19. Around 50% of respondents strongly agreed that the proposals would improve the setting for the City’s heritage.

Key Milestones and Current Activity

20. In spring 2020, the project team together with appointed project development consultant, Arup, submitted an addendum to the 2018 full planning application and Listed Building Consent to address issues raised in the original planning consultation. The addendum was formulated through regular engagement with project partners, stakeholders, technical specialists and conservation team, as well as engagement with Historic England and other statutory authorities and interest groups. The main themes of the addendum address heritage issues concerning proposals for the façade treatment to the reconstructed Parcel Square, proposed permanent TOC accommodation in the South Train Shed, temporary retail space and storage in the North Train Shed, new architectural plans for the proposed long stay multi-storey car park and highways safety issues on Queen Street. A planning decision is currently anticipated in December/January 2020/21.
21. The project team, together with the appointed project development consultant, Arup, have worked with project partners to agree a preferred delivery strategy for the scheme. The preferred strategy identifies works packages, programme and which party (for example, CYC, Network Rail or LNER) is best placed to deliver the individual packages that constitute the scheme (see table 1 below for preferred delivery approach). The preferred strategy informs procurement routes to delivery of the identified packages (see table 2 below for recommended procurement routes). York Station Board endorsement to the principles of the York Railway Station Gateway Delivery Strategy was received in November 2020.

Package	Construction Contract	Scope of Works	Estimated Cost (incl. risk and contingency)	Indicative Delivery Organisation
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1	Enabling Works	BT diversion, YW diversions, northern power grid	£2.04m	CYC
2	Highway Works	Removal of Queen Street Bridge Reorganisation of Highway and Public Realm	£14.52m	CYC
3	Station Works	New buildings within station Demolition of Parcel Square & new façade Taxi/Rank & drop off Tea Room Square Portico	£7.53m	LNER (under Development Agreement with CYC)
4	Loop Road and Short Stay	Loop road around RI Gym Short Stay Car Park	£2.51m	CYC
5	Multi-Storey Car Park	636 space MSCP	Not Included	Network Rail
		Total (including risk and contingency)	£26.6m	

Table 1: Preferred Delivery Approach

Package	Estimated value	Recommended procurement route	Reason
Package 1: Enabling Works (Utility Diversion)	£2.04m	Direct Awards to utility companies (would require a CPR waiver)	Only the utility companies can carry out the works
Package 2: Highway Works (Removal of Queen St Bridge)	£14.52m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes
Package 3: Station Works (Removal of Parcel Square)	£7.53m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes
Package 4: Loop road and short stay	£2.51m	Framework (call off)	Still enables competition to obtain best value but is quicker than open and restricted processes

Table 2: Recommended Procurement Routes

22. A detailed scheme of ground and archaeological investigation has already taken place and indications show that ground conditions are favourable to the construction of the proposed scheme and there have been no significant archaeological finds.
23. Updates to the first round of ecology and environmental surveys were completed in October 2020.
24. Owing to the creation of new public realm and redesigned streetscapes, the project team has taken part in a series of workshops with counter terrorism organisations to integrate appropriate measures into the finished design of the public realm.
25. As well as engagement with Historic England and other statutory authorities and heritage interest groups, an architect has been appointed to advise on treatments to the station façade once the Parcel Square buildings have been removed.
26. The project team is now in advanced engagement with statutory utility providers and has developed a detailed scheme of diversionary works

with costings. This scheme of diversionary works is the subject of Package 1: Enabling Works of the proposed Delivery Strategy.

27. As mentioned in paragraph 6, the scheme is part funded through the West Yorkshire-Plus Transport Fund. As this scheme is directly linked to the York Central Access scheme for the purposes of this funding and governance, a change request has been submitted to WYCA to separate the two schemes and funding has been agreed to place orders with statutory utilities and to progress land acquisition negotiations.
28. The next key stage for the development of the project is to issue a task order to project development consultant, Arup, to proceed with the detailed design of the scheme and prepare documents for the scheme to progress to procurement of a delivery Contractor.

Council Plan

29. The York Station Front proposals are well aligned with the aims of the Council's Plan 2019 - 2023. The implementation of York Railway Station Gateway scheme of highway and public realm improvements will answer an integral part of the key to "Making History, Building Communities:"
 - Good health and wellbeing;
 - Getting around sustainably;
 - A greener and cleaner city;
 - Creating homes and world-class infrastructure.
30. The improvements to sustainable means of transport and public realm infrastructure provided by the scheme will improve both access to public transport in and around the City as well as improving public transport links to the rest of the country. The proposed sustainable transport measures are key to creating a greener and cleaner city with world class integrated infrastructure. In turn, this will lead to economic growth and wealth and access to homes and opportunities provided by the York Central proposals. Meanwhile, the scheme design presented in the masterplan greatly enhances the heritage and environment of the station front area which reflects the making history aspects of the Council Plan.
31. Through well-planned and meaningful consultation, we have shown that the Council listens to residents to ensure that the delivery of a scheme that is desired and works for local communities. This is

achieved through the careful and unprejudiced consideration of all responses to the public and stakeholder engagement and the production of a detailed Statement of Community Involvement. In doing so, the Council has shown that we are transparent and always consider the impact of our decisions in relation to communities and equalities. This is reflected in our analysis of the consultation responses and the reappraising and reintegrating of people's views into the scheme design.

Options and Analysis

32. The York Railway Station Gateway scheme is funded through a combination of awards from WY+TF, TCF and LNER. When money already spent on project development and detailed ground and archaeological investigation is accounted for a delivery budget of £26.443m remains.
33. The delivery of the multi-storey car park that will rationalise the station long stay car parking will be led, funded and delivered independently by Network Rail. The project team is currently in the process of agreeing a car parking strategy with Network Rail and LNER that will account for displaced station long stay car parking during the delivery phases of the scheme. Approval for the York Railway Station car parking mitigation strategy will be the subject of a future report.
34. A cost plan exercise carried out by Turner and Townsend on CYC's behalf in spring 2020 valued the full Station Gateway scheme at £28.9m. This value is all inclusive of delivery costs, land acquisition, contingency, risk and inflation. Although, this reveals a potential funding shortfall, the project team has already identified several key areas where this shortfall can be accounted for with intelligent value engineering during detailed design. Meanwhile, the project team is seeking further funding from other sources.
35. The TCF funding has a prescribed programme delivery date condition of 31st March 2023. Current delivery programme analysis carried out for the TCF Strategic Outline Business Case Submission (SOBC) has shown that although this date would be challenging to achieve if the project is procured as a single package; it has also shown that if the scheme is defined in a series of delivery packages which can run concurrently or consecutively depending on WY+TF and TCF funding profiles then the date of 31st March 2023 can be achieved.

36. In light of the previous paragraph, the planning addendum of summer 2020 proposed two indicative project delivery phases corresponding to the two funding streams from WY+TF and TCF.
37. Given that the scheme could be delivered as a whole or in packages, analysis has shown that the best option to assure delivery of the scheme by 31st March 2023 is to deliver it in a combination of packages as follows (note final funding sources subject to detailed agreement with WYCA):
- Package 1 – Enabling utility diversionary works (funded by WY+TF);
 - Package 2 – Queen Street Highway Works (including demolition of Queen Street Bridge (funded by WY+TF);
 - Package 3 – Station works and remaining highway and public realm (funded by TCF);
 - Package 4 – Loop road and short stay car park (funded by TCF);
 - Package 5 – Multi-storey car park (funded and delivered independently by Network Rail).
38. In the proposed Delivery Strategy (Annex 1), an agreement in principle has been reached with LNER to deliver Package 3: The Station Works. This work comprises the provision of new and temporary building in the North and South Train Sheds, demolition of the Parcel Square buildings and construction of a new station façade, together with taxi rank/drop off and enhancements to Tea Room Square and the porte-cochere. Currently CYC is seeking a development agreement with LNER to provide these works. However, if formal agreement cannot be reached, the Package 3 works would default to being programmed and delivered by CYC alongside the other packages.

Implications

Financial

39. Funding for the York Station Gateway Scheme identified in this report is being provided from West Yorkshire Combined Authority Transport Fund (£12.873m) and West Yorkshire Transforming Cities Fund (£12.25m of the total £14.55m TCF allocation). This provides a total budget (exc. LNER works) for the Station scheme identified in this report of £25.123m. While the SOC for TCF funding has been successful the project team and WYCA are reviewing the funding elements to ensure the outcomes and benefits from the TCF are

maximised at minimum risk. This is likely to require a change request to be submitted to ensure the overall funding stays within the total £14.55m TCF allocation.

40. There is currently a balance of £2.3m in the WYCA Station works allocation funded from the TCF which will be subject to a future report as it relates to different outcomes.
41. To date spend on project development, ground and archaeological investigation totals £1.58m. This has been funded from drawdowns from the West Yorkshire Transport Fund. There remains funding of £25.123m for the station frontage works.
42. The estimated costs of delivering the station gateway scheme going forward is £26.6m including a contingency and risk allowance of approx. £4.5m.
43. Included within the scheme is a proposal to resurface the portico (porte-cochere) within the Station footprint (£0.6m) and it is assumed this element of work will be undertaken once LNER have agreed to fund the works.
44. The table below shows anticipated expenditure and funding.

Costs (excluding MSCP)	£'m
Development (to date)	1.580
Proposed works	22.100
Contingency/Risk	4.500
Cost Mitigation/Risk Reduction	-2.457
Total Costs	25.723
Funded By	
WY+ Transport Fund	12.873
WYCA Transforming Cities	12.250
LNER Contribution*	0.600
Total Funding	25.723

* the proposed works to reduce by £0.6m should LNER not agree to fund the portico works.

45. There is currently £4.5m of Risk/Contingency identified in the total scheme cost plan and a need to reduce scheme costs by approx.

£2.5m to meet the existing budget. Cost mitigation and risk reduction processes will be employed to ensure that the scheme can be delivered within the available budget.

46. This report recommends the approval of funding for the further development of the design and delivery of the enabling works. A review of the cost and funding arrangements will be undertaken and reported to the Executive prior to any decision being taken on progressing further phases of the scheme. The following cost/budget reviews will be undertaken to achieve the necessary risk/cost mitigation:

- Managing risk and inflationary allocations;
- Savings through procurement of contracts;
- Seeking additional funding from partners;
- Seeking cost reductions through value engineering / review of project;
- Seeking to reallocate budgets from other related projects.

Human Resources (HR)

47. There are no known HR implications

Equalities

48. The One Planet Council Better Decision Making Tool (Annex 2) has identified the following areas which can be explored further during the design and development of the York Station Front Scheme:
- a. Investigate an appropriate scheme of anti-terrorism response to incorporate into the landscape design;
 - b. Research methods to provide sustainable landscape and sustainable drainage options;
 - c. Continue to consult, research and build upon the team's understanding of heritage in and around station;
 - d. Identify a philosophy to provide public art to enhance public engagement and wellbeing in the public realm.

Legal

49. In order to deliver the York Railway Station Gateway scheme, various parcels of land will need to be acquired or have agreements in place. The project team is in active discussion with the Council's legal team

in the pursuance of land purchase by private agreement. Legal Services will provide resources to process the conveyance and land transfer agreements.

50. Formal legal agreements will need to be drawn up with our collaborative partners, Network Rail and LNER in order to safeguard each party's interests throughout the course of the project. These will be based on extant railway sector procedures and the need to protect public sector funding to ensure commitments are undertaken by the responsible organisation during the course of the scheme.
51. As part of the scheme it is necessary to remove the current car parking on Queen Street in order to ensure the safety of increased pedestrian footfall and cyclists using the proposed new segregated cycleways. In the detailed design of the scheme, the project team will seek to find the optimum balance of provision for pedestrians, cyclists and Queen Street residents. The need for any legal orders will be addressed in the planning approval and included in a further report to Executive.
52. The procurement of contractors for the packages of works will be carried out in accordance with the council's Contract Procedure Rules and the Public Contracts Regulations 2015 (PCRs).
53. It is noted that funding will be received from WY+TF and TCF (via WYCA). The standard terms of the WY+TF and TCF require the council to repay to the funders all, or a proportion of, the funding received from the funders if the council does not comply with its obligations under the grant agreement.

Crime and Disorder and Anti-Terror Measures

54. Owing to the location of the scheme in proximity to an asset of strategic importance with large congregations of people, the station front scheme has been identified as a site at risk for acts of terror. The project team is currently seeking advice from stakeholders and interested parties in order to incorporate appropriate protection measures in the scheme design.

Property

55. Existing pieces of land from project partner, Network Rail, and third party landowners, will be required to deliver the scheme. The land acquisition strategy is currently under review along with decisions over which parties will own land titles in future. Property Services'

assistance has been sought to advise and support the project team to achieve this.

Risk Management

56. There is a risk that the programme could be prolonged if land acquisition negotiations become protracted. The project team will procure professional services to provide help and advice in procuring or seeking agreements for each parcel of land. The associated professional fees are accounted for in the budget estimates mentioned above.
57. There is a risk of withdrawal of funding by WY+TF. All projects in the WY+TF Programme are under review by HM Government in order to ensure efficient delivery. Therefore, there is a risk that funding could be withdrawn if targets for delivery are not met by WYCA as a whole.
58. There are risks associated with the chosen planning strategy and the success of the approval process. Owing to the complexity of negotiation with NR and LNER over demolishing Parcel Square buildings and the York RI band room together, along with the treatment of the listed station structure, there are risks associated with the success of the chosen planning strategy. Risks are being mitigated by maintaining close working relationships with partners and keeping issues and negotiations high on agendas.
59. There are programme risks associated with the complex diversionary works required ahead of bridge demolition. Risks can be mitigated by building a close relationship with utility companies and the careful design of a detailed diversionary scheme.
60. Should the project not proceed at this time the diversion of the utilities proposed in this report would have been undertaken which would de-risk future works packages including the demolition of the Queens Street Bridge. However, the non-delivery of the remainder of the scheme, as noted above in paragraph 57 above, could result in the withdrawal of funding by WYCA. This would mean that either alternative funding would need to be sought or that CYC would need to fund the rest of the scheme. Additionally, the ongoing design and procurement expenditure would also be undertaken at risk.
61. In order to mitigate the above risks, a decision has been taken to take a phased approach to delivery and procurement and further reports

will be brought to Executive to demonstrate how risks have been mitigated before proceeding with further phases.

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Background Papers:

All relevant background papers must be listed here.

York Station Front Proposed Improvements – Report on Public Engagements – Executive Report 29 November 2018

Annexes

- Annex 1 – Delivery Strategy
- Annex 1a – Delivery Strategy Drawings
- Annex 2 – Better Decision Making Tool

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City of York Council
York Railway Station Gateway
Delivery Strategy

Issue | 27 October 2020

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 257903

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Document verification

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Appendices

Appendix A

Drawings

1 Introduction

The York Station Frontage scheme comprises a series of civil engineering, public realm and buildings works to rationalise the area to the east [front] of York Station. These are designed to improve the pedestrian environment, improve interchange between public transport modes, reduce traffic congestion and create a better setting for the listed Station and City Walls.

City of York Council (CYC) has led the scheme to date, working closely with Network Rail (NR) and London & North East Railways (LNER). A planning application has been submitted and is expected to be approved shortly. Funding from a number of sources has been secured.

This is a complex project involving works to the public highway and works on railway land and to railway assets. Successful delivery of this scheme will be reliant on a clear understanding of the roles and responsibilities of each project partner and agreement on how the key issues will be addressed.

This document has been prepared to set out the proposed Delivery Strategy for this scheme.

2 Context

2.1 Scheme Description

An illustrative masterplan has been produced for the transformation of the area to the east of York Station. This masterplan sets out a framework to rationalise vehicle movements in this area to create a more welcoming gateway to York.

Figure 2.1: The York Station Frontage Illustrative Masterplan

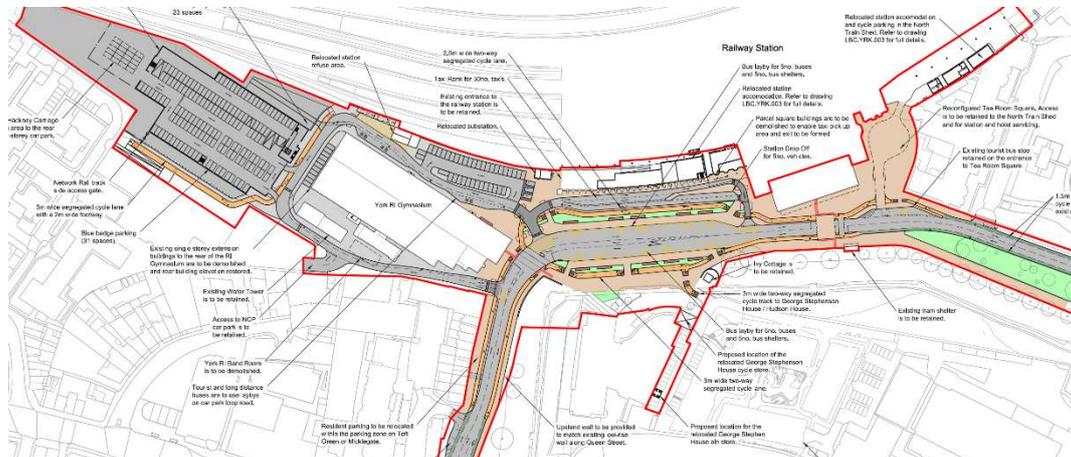


Within the masterplan framework, the York Station Frontage scheme seeks to deliver on the following:

- Removal of the Queen Street bridge and reorganisation of the highway areas
- Removal of the “Parcel Square” buildings and relocation of the uses to new accommodation inside the station
- Concentration of long-stay car parking in a new multi-storey car park
- Creation of new areas of public realm and segregated cycleways

The extent of the proposed York Station Frontage scheme is shown in the figure below:

Figure 2.2: General arrangement plan for the York Station Frontage scheme



2.2 Parties Involved

This scheme is being promoted by City of York Council (CYC), Network Rail (NR) and London & North Eastern Railways (LNER). The principle roles of these parties are as follows:

Table 2.1: Parties involved in delivering the scheme

Party	Role
CYC	Project lead, principle fundraiser, Highway Authority
NR	Landowner of railway lands, Rail Authority, potential funder for MSCP
LNER	Franchisee, operator/manager of York Station, car park operator, potential funder for works within portico

2.3 Land Ownership

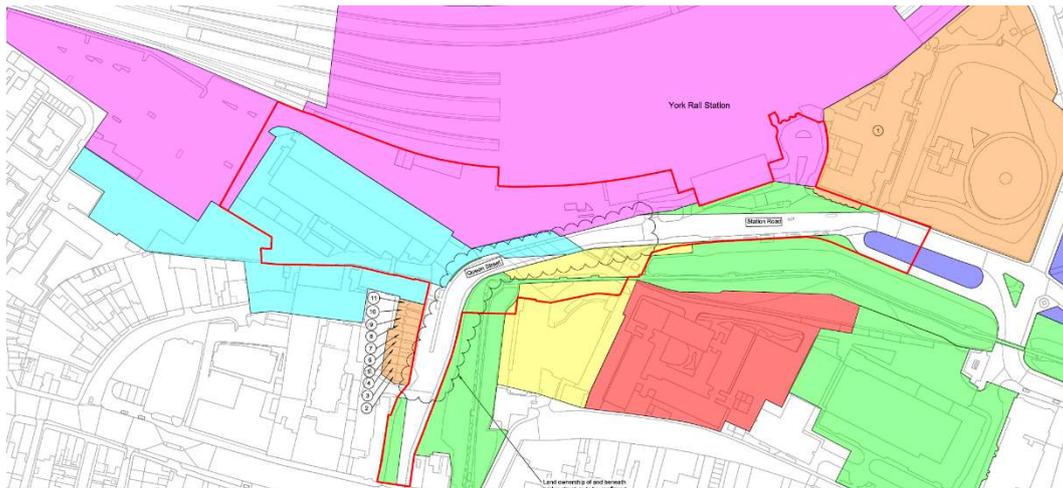
The current land ownerships are shown in the figure below (see Appendix A for further detail). The following landownerships are impacted by this scheme:

- Network Rail owned land (light blue)
- Network Rail land leased to LNER as part of franchise (pink)
- City of York Council land (green)
- Jarvis House Trustee Limited land – managed by Canada Life (yellow)

In addition, there is a small unregistered plot of land which lies below the Queen Street bridge and abutment structure.

Land transactions and the creation of new areas of adopted highway will be required in order to deliver the scheme.

Figure 2.3: Current land ownership



2.4 Planning & Other Approvals

Applications for detailed planning permission and listed building consent have been submitted to seek approval for the scheme. These are anticipated to be determined in December 2020. Conditions are anticipated to be attached to the approvals, many of which will need to be discharged prior to commencement of construction works.

Following award of planning consent, detailed designs will be developed and s38, s50 and s278 agreements under the Highways Act will be sought. Temporary and Permanent Traffic Regulation Orders will be required in order to implement the works.

Discussions with Historic England have been held with regards to the impact on the City Wall (scheduled ancient monument) and monitoring has been undertaken to establish its current condition. Following planning approval an application for Scheduled Ancient Monument consent will also be prepared.

For works within railway land, a Station Change process will need to be followed to seek approval for the works and allow for potential compensation payments to Train Operating Companies and other parties.

As the works include for changes to existing railway assets and the construction of new assets, technical approvals will also be required from Network Rails Asset Management team.

3 Delivery Strategy

3.1 Objectives

This is a complex project involving works on the public highway, works on railway land/assets and the need to maintain station operations, traffic flow and car parking operational at all times.

The objectives of this delivery strategy are as follows:

- To deliver best value for the public purse by minimising risk and minimising interfaces
- To define clear roles and responsibilities for the project partners, and define clear interfaces
- To enable the works to be delivered to meet funding deadlines

3.2 Key Issues

In developing the proposed delivery strategy, a number of key issues have been considered as follows:

- Some of the works will become adopted highway, other elements of the works will become Network Rail owned assets. Some network rail assets are also being removed by the scheme (eg bridge from York RI, band room). Different technical approval and adoption processes will apply to different elements of the works.
- Land transfers will need to be agreed as soon as possible as these dictate approval and delivery processes.
- Easement agreements may need to be put in place for utilities installed in private land (including NR land)
- The construction works will need to be phased in order to minimise impacts on the station and existing traffic flows. Temporary traffic management will need to be carefully considered and agreed.
- Where construction works are to be undertaken on third party land (eg CYC undertaking work on NR land), licences will need to be put in place.
- Available working space is restricted. Allowance will need to be made for contractor compound areas as part of the design process.
- The works will impact current car parking arrangements, both during the construction packages and at the end of each construction contract. Alternative car parking arrangements will need to be made to that the overall car parking provision at the station remains is maintained.
- The works include major telecoms diversions which are long lead-in items.

- Potential interfaces with other construction works in the vicinity (eg York Central, Hudson House) will also need to be considered.
- Funding routes and tax implications.

3.3 Proposed Packaging

Conceptually the scheme can be considered as three main packages as follows:

- **Highway works** – removal of Queen Street Bridge and the reorganisation of the highway. These are primarily civil engineering works
- **Station works** – works to the Network Rail owned / LNER operated station – these are primarily building works
- **Multi-storey car park** – construction of a new multi-storey car park

Whilst the works could be combined in one overall construction contract, it is noted that these three packages will suit different types of construction contractor and therefore there is sense in separating the works into different packages in order to drive cost efficiency.

It is also noted that packages will be subject to different approvals processes which have their own timescale. Dividing the works into packages minimises programme risk by allowing construction of some works to start sooner, whilst the design for other elements is still being signed off.

By applying this logic, it is proposed that the scheme is delivered as five separate construction packages as identified in the table below. Each of these packages will have a separate construction contract and can be considered as a separate construction package.

The delivery body for each of the packages has been identified following discussions with the project partners.

Table 3.1: Proposed packaging of the scheme

Package / Package		Delivery Body	Rationale	Works
1	Enabling Works	CYC	<ul style="list-style-type: none"> • Works are primarily in the public highway • Treating as a separate package allows an early start on long-lead items • CYC ca apply for the 12% local authority discount 	<ul style="list-style-type: none"> • BT diversion & other telecoms diversions • Yorkshire water diversion (localised) • Alternative gas supply to station
2	Highway Works	CYC	<ul style="list-style-type: none"> • Works will become adoptable highway. • CYC are the technical approval body • The works will require detailed traffic management to minimise impact on traffic flows 	<ul style="list-style-type: none"> • Removal of Queen St Bridge • Reorganisation of Queen Street & Station Road • Arches Square, Station Square (part) • Cycle route by West Offices
3	Station Works	LNER	<ul style="list-style-type: none"> • Works are primarily on railway land • Works will become railway assets. • NR technical approval procedures will apply • A number of LNER tenants are impacted – new build works will need to meet LNER & tenant requirements • LNER are providing funding for the portico works 	<ul style="list-style-type: none"> • New accommodation within station, relocate tenants • Demolish Parcel Square • New wall to station & canopy at Parcel Square • Substation relocation • Taxi rank & drop off • Portico works & Tea Room Square • Cycle parking in station & cycle route through North Trainshed
4	Loop Road & Short Stay	CYC	<ul style="list-style-type: none"> • These are civil engineering works – it may be possible to use the same contractor as for Package 2 • The loop road will become adoptable highway - CYC are the approval body • Timing of these works is linked to TCF funding deadlines and the delivery programme for the MSCP – separating these works into a separate package allows them to be managed separately & minimises impact on current long stay car parking provision. 	<ul style="list-style-type: none"> • Demolish band room (relocate band) • Loop road • Short stay car park & relocate short stay car parking
5	MSCP	NR	<ul style="list-style-type: none"> • This will be a NR funded and owned asset 	<ul style="list-style-type: none"> • Multi-storey car park & relocation of car parking to east of station • Pedestrian & cycle route Lowther Terrace to Loop Road

4 Land Issues

4.1 Land Acquisitions

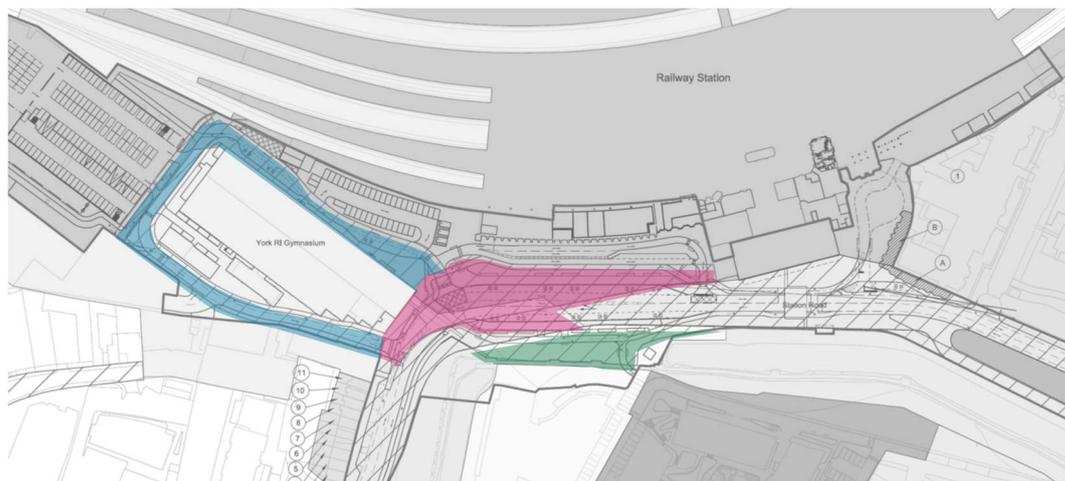
A number of land parcels need to be acquired by CYC in order to deliver the scheme. These land parcels are set out in the table and figure below.

The Network Rail land is treated as two separate parcels to reflect the proposed phasing of this scheme and to allow separate leaseback agreements for temporary car parking to be established for each plot.

Table 4.1: Land parcels to be acquired to deliver the York Station Frontage scheme

Land Parcel	Current landowner	Current franchisee / tenants	Purchaser	Note
Canada Life	Jarvis House Trustee Limited (managed by Canada Life)	Network Rail	CYC	Alternative location for cycle store & bin store to be agreed
Land for realigned Queen Street	Network Rail	LNER, Left Luggage	CYC	NR LC17 process to be followed
Land for Loop Road	Network Rail	LNER (part) Access for RI Gym and NCP	CYC	NR LC17 process to be followed
Unregistered plot	Not known	Under highway	CYC	

Figure 4.1: Land parcels to be acquired (unregistered plot not shown)



4.2 Licences to work on Third Party Land

Other land parcels will be impacted temporarily by the proposed construction works. For these parcels, licences will need to be put in place to enable the contractors to undertake their works. Licence requirements are set out for each of the construction packages in the following sections 5-9.

4.3 Wayleaves

Wayleave agreements are required where utility companies place their equipment in private land (ie land which is not public highway).

For some of the proposed utility diversions, utilities will be located in land which initially remains private but which will become public highway once the highway works are completed and adopted. In these scenarios, wayleave agreements will need to be put in place with the landowner to cover the period up until completion of the highway.

Wayleave requirements are principally required for the Package 1 works (see Section 5).

4.4 Tenant Agreements

Network Rail and LNER have a number of lease agreements with tenants which will need to be terminated and/or renegotiated in order to facilitate the proposed scheme.

4.5 Car Parking

The proposed scheme impacts on the existing car parking provision on the east side of the station as follows:

- Prior to the completion of the MSCP, car parking spaces will be displaced at the end of Package 2 (Highway Works), Package 3 (Station Works) and Package 4 (Loop Road & Short Stay).
- During the construction of all packages, further car parking spaces will be displaced temporarily to provide sufficient space for the contractor to undertake the construction works.
- On the completion of the MSCP (Package 5), all car parking spaces will be relocated back to the eastern side of the station.

A detailed car parking strategy will need to be prepared to accompany each of the proposed construction packages. The principles to be adopted in developing this strategy are as follows:

- 1) The total number of car parking spaces available at the station is to be maintained
- 2) The preferred location for displaced car parking is onto the York Central site (west of the station). This is to be located as near to the western entrance as possible.
- 3) LNER and NR will engage with the York Central Partnership to agree detailed arrangements for locating displaced parking and for collecting revenues.
- 4) It is recognised that York Central may be developing out at the same time as the York Station Frontage scheme is being constructed. The location of the

displaced car parking may need to change from time to time to suit the development programme for York Central.

- 5) The Local Planning Authority shall be kept informed regarding changes to parking arrangements.

4.6 Stopping Up / Traffic Regulation Orders

Delivery of the scheme will require implementing a Stopping-Up and Traffic Regulation Order for on-street car parking on Queen Street (in-front of residences) and may require implementing a Stopping-Up and Traffic Regulation Order for vehicular access to the archway through the Queen Street residences. Although an engineering solution to keeping the access open is currently being sought for the latter.

CYC Highways shall take the lead in obtaining the required Stopping Up orders from the Secretary of State.

4.7 Rights of Way / Permitted Access Routes

New public Rights of Way agreements (or similar) will also be required as part of this scheme. These are detailed below. Legal advice should be sought to define the most appropriate type of agreement which should be put in place to ensure public access.

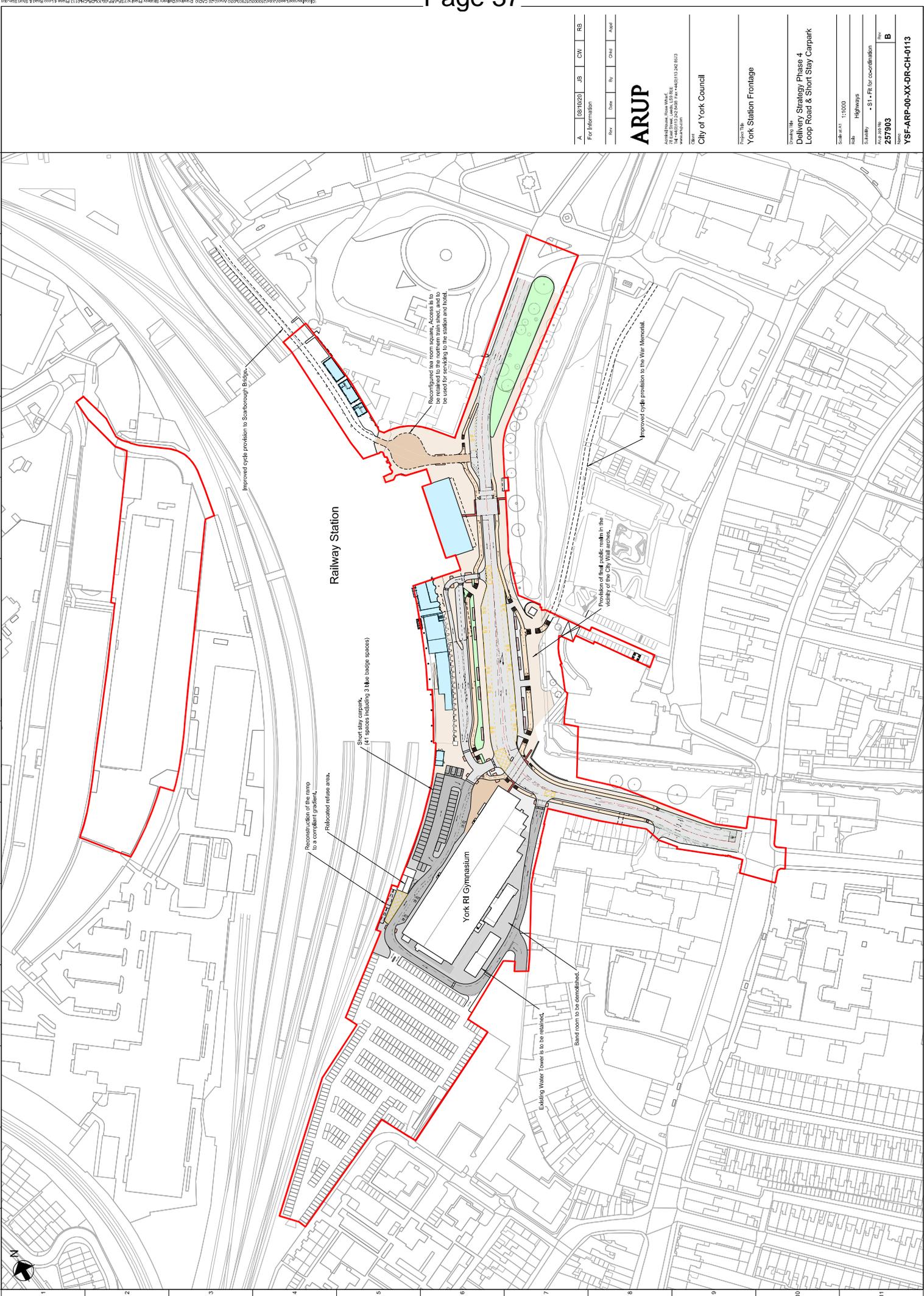
- Public pedestrian and cycle route between Arches Square /City Walls and the War Memorial.
- Public pedestrian and cycle route between Lowther Terrace and Loop Road – alongside proposed MSCP

Appendix A

Drawings



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For Information			
A	08/10/2021	JB	CW
			RB
Rev	Date	By	Check
			Aspd

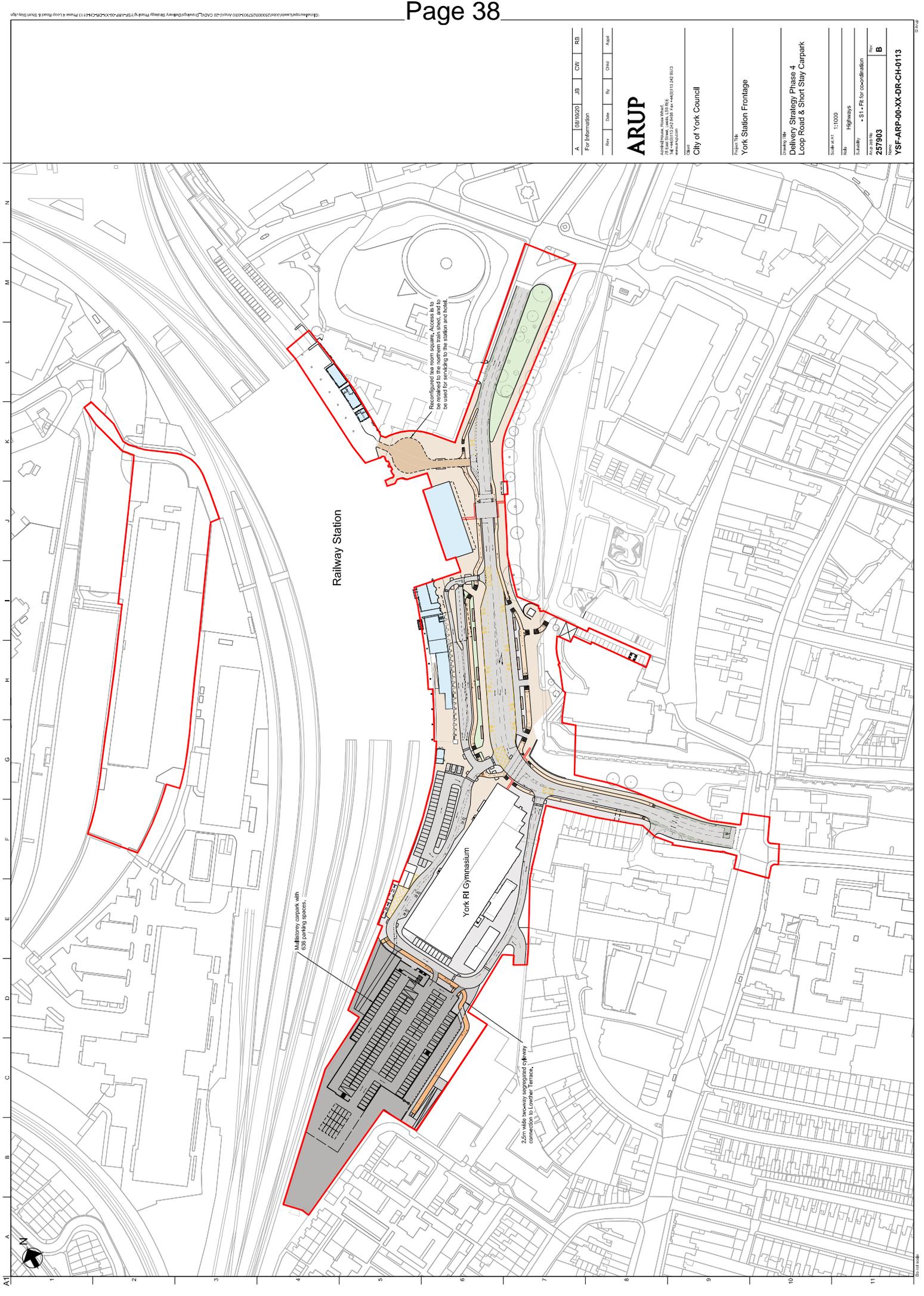
ARUP
 Arup Inc., 500 West
 7th Street, Suite 1000
 San Francisco, CA 94103-1000
 www.arup.com

Client: City of York Council

Project Title: York Station Frontage

Drawings Title: Delivery Strategy Phase 4
 Loop Road & Short Stay Carpark

Scale: A3: 1:1000
 Status: Highways
 Author: S1 - Fit for coordination
 Date: 25/7/2021
 Rev: B
 Name: YSF-ARP-00-XX-DR-CH-0113



Railway Station

York RI Gymnasium

Multi-storey carpark with 636 parking spaces.

2.5m wide two-way segregated cycleway connection to Lower Terrace.

Reconfigured tea room square. Access is to be retained to the northern train shed, and to be used for servicing to the station and hotel.

A	08/10/20	JB	CW	RB
For Information				
Rev	Date	By	Check	App'd

ARUP
 Address: 100, Broad Street, Birmingham, B1 2EG, UK
 T: +44 (0)121 634 4600 F: +44 (0)121 634 4603
 www.arup.com

Client: City of York Council

Project Title: York Station Frontage

Drawings Title: Delivery Strategy Phase 4
 Loop Road & Short Stay Carpark

Scale: A3 1:1000
 Status: Highways
 Rev: - S1 - Fit for coordination

Drawn By: 257903
 Checked By: [Blank]
 Name: YSF-ARP-00-XX-DR-CH-0113

Grid letters: A, B, C, D, E, F, G, H, I, J, K, L, M, N

Grid numbers: 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11

The 'Better Decision Making' tool has been designed to help you consider the impact of your proposal on the health and wellbeing of communities, the environment, and local economy. It draws upon the priorities set out in our Council Plan and will help us to provide inclusive and discrimination-free services by considering the equalities and human rights implications of the decisions we make. The purpose of this tool is to avoid decisions being made in isolation, and to encourage evidence-based decision making that carefully balances social, economic and environmental factors, helping us to become a more responsive and resilient organisation.

The Better Decision Making tool should be used when proposing new projects, services, policies or strategies, or significant amendments to them. The tool should be completed at the earliest opportunity, ideally when you are just beginning to develop a proposal. However, it can be completed at any stage of the decision-making process. If the tool is completed just prior to the Executive, it can still help to guide future courses of action as the proposal is implemented.

The Better Decision Making tool must be attached as an annex to Executive reports. A brief summary of your findings should be reported in the One Planet Council / Equalities section of the report itself.

Guidance to help you complete the assessment can be obtained by hovering over the relevant question.

Please complete all fields. If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Introduction

Service submitting the proposal:	Major Transport Projects
Name of person completing the assessment:	Brendan Murphy
Job title:	Senior Transport Project Manager
Directorate:	Economy and Place
Date Completed:	06/11/2018
Date Approved (form to be checked by head of service):	

Section 1: What is the proposal?

1.1	Name of the service, project, programme, policy or strategy being assessed? York Station Front Improvements
1.2	What are the main aims of the proposal? City of York Council (CYC), in collaboration with Network Rail (NR) and London North East Railway (LNER), has developed a masterplan that proposes to reorganise highway and public realm areas to the front of York Station through: <ul style="list-style-type: none"> the removal of the Queen Street Road Bridge and rebuilding the Inner Ring Road at grade;
1.3	What are the key outcomes? A better and more organised arrival experience and transport interchange in York for users of all demographics

Section 2: Evidence

2.1	What data / evidence is available to support the proposal and understand its likely impact? (e.g. hate crime figures, obesity levels, recycling statistics) Traffic and pedestrian data and traffic models showing vehicle, cycle and pedestrian flows.
2.2	What public / stakeholder consultation has been undertaken and what were the findings? One month full public consultation across modern and traditional platforms. Key findings were: <ul style="list-style-type: none"> - In total 14 stakeholder groups responded and over 1,400 comments were received from the general public. Responses were channelled through a variety of sources including social media, email and written responses, together with face-to-face meetings and

	Are there any other initiatives that may produce a combined impact with this proposal? (e.g. will the same individuals / communities of identity also be impacted by a different project or policy?)
2.3	York Central and York Station improvements scheme will form part of a broader upgrade of the area.

Section 3: Impact on One Planet principles

Please summarise any potential positive and negative impacts that may arise from your proposal on residents or staff.
This section relates to the impact of your proposal on the ten One Planet principles.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'.

Equity and Local Economy

Does your proposal?	Impact	What are the impacts and how do you know?
3.1 Impact positively on the business community in York?	Positive	Improved access to York Station encouraging more travel to the area.
3.2 Provide additional employment or training opportunities in the city?	Positive	Improved access and to the station and raised profile to the city will encourage new businesses to the city.
3.3 Help improve the lives of individuals from disadvantaged backgrounds or underrepresented groups?	Positive	The reorganised station seeks to improve dramatically access to the station and reduce conflict with different forms of transport.

Health & Happiness

Does your proposal?	Impact	What are the impacts and how do you know?
3.4 Improve the physical health or emotional wellbeing of residents or staff?	Positive	An easier to use station will reduce stress in station users. Better cycle access will encourage more healthier forms of travel too and from the station.
3.5 Help reduce health inequalities?	Positive	Through better station access
3.6 Encourage residents to be more responsible for their own health?	Positive	Simpler and more legible station and improved cycle facilities will encourage cycling and walking to the station.
3.7 Reduce crime or fear of crime?	Positive	Through anti-terror measures and providing a more open public realm.
3.8 Help to give children and young people a good start in life?	Unsure	N/A

Culture & Community

Does your proposal?	Impact	What are the impacts and how do you know?
3.9 Help bring communities together?	Positive	Better transport interchange will provide better station access and ease of travel.
3.10 Improve access to services for residents, especially those most in need?	Positive	The transport interchange and public realm spaces are designed with equality in mind.
3.11 Improve the cultural offerings of York?	Positive	The scheme will provide a much improved arrival experience sympathetic to the city's cultural heritage.
3.12 Encourage residents to be more socially responsible?	Neutral	N/A

Zero Carbon and Sustainable Water

Does your proposal?	Impact	What are the impacts and how do you know?
---------------------	--------	---

3.13	Minimise the amount of energy we use and / or reduce the amount of energy we pay for? E.g. through the use of low or zero carbon sources of energy?	Positive	More cyclists and pedestrians will reduce car use.
3.14	Minimise the amount of water we use and/or reduce the amount of water we pay for?	Neutral	N/A.

Zero Waste

Does your proposal?		Impact	What are the impacts and how do you know?
3.15	Reduce waste and the amount of money we pay to dispose of waste by maximising reuse and/or recycling of materials?		

Sustainable Transport

Does your proposal?		Impact	What are the impacts and how do you know?
3.16	Encourage the use of sustainable transport, such as walking, cycling, ultra low emission vehicles and public transport?		
3.17	Help improve the quality of the air we breathe?		

Sustainable Materials

Does your proposal?		Impact	What are the impacts and how do you know?
3.18	Minimise the environmental impact of the goods and services used?	Unsure	

Local and Sustainable Food

Does your proposal?		Impact	What are the impacts and how do you know?
3.19	Maximise opportunities to support local and sustainable food initiatives?	Neutral	N/A.

Land Use and Wildlife

Does your proposal?		Impact	What are the impacts and how do you know?
3.20	Maximise opportunities to conserve or enhance the natural environment?	Positive	The scheme will incorporate a soft landscape design, including trees and planting. This will encourage biodiversity.
3.21	Improve the quality of the built environment?	Positive	The scheme will incorporate a soft landscape design, including trees and planting. This will greatly enhance the area in front of the station.
3.22	Preserve the character and setting of the historic city of York?	Positive	Conservation architects have been engaged, along with a dialogue with Historic England and relevant stakeholders to present a design that is sympathetic to the heritage of the city.
3.23	Enable residents to enjoy public spaces?	Positive	Greatly enhanced public spaces will be created.

3.40	Additional space to comment on the impacts		

Section 4: Impact on Equalities and Human Rights

Please summarise any potential positive and negative impacts that may arise from your proposal on staff or residents. This section relates to the impact of your proposal on **advancing equalities and human rights** and should build on the impacts you identified in the previous section.

For 'Impact', please select from the options in the drop-down menu.
If you wish to enter multiple paragraphs in any of the boxes, hold down 'Alt' before hitting 'Enter'

Equalities

Will the proposal **adversely impact** upon 'communities of identity'?
Will it **help advance equality** or **foster good relations** between people in 'communities of identity'?

		Impact	What are the impacts and how do you know?
4.1	Age	Positive	Improved public realm designed through consultation with older peoples groups creating greatly improved and inclusive areas.
4.2	Disability	Positive	Improved public realm designed through consultation with disability groups creating greatly improved and inclusive areas.
4.3	Gender	Neutral	N/A
4.4	Gender Reassignment	Neutral	N/A
4.5	Marriage and civil partnership	Neutral	N/A
4.6	Pregnancy and maternity	Neutral	N/A
4.7	Race	Neutral	N/A
4.8	Religion or belief	Neutral	N/A
4.9	Sexual orientation	Neutral	N/A
4.10	Carer	Neutral	N/A
4.11	Lowest income groups	Neutral	N/A
4.12	Veterans, Armed forces community	Neutral	N/A

Human Rights

Consider how a human rights approach is evident in the proposal

	Impact	What are the impacts and how do you know?
--	--------	---

4.13	Right to education	Neutral	N/A
4.14	Right not to be subjected to torture, degrading treatment or punishment	Neutral	N/A
4.15	Right to a fair and public hearing	Neutral	N/A
4.16	Right to respect for private and family life, home and correspondence	Neutral	N/A
4.17	Freedom of expression	Neutral	N/A
4.18	Right not to be subject to discrimination	Neutral	N/A
4.19	Other Rights	Neutral	N/A

4.20	Additional space to comment on the impacts		



Section 5: Planning for Improvement

5.1	What have you changed in order to improve the impact of the proposal on the One Planet principles? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	The scheme has been designed through careful consultation with a very diverse range of stakeholders and members of the public to create greatly enhanced and inclusive proposals.

5.2	What have you changed in order to improve the impact of the proposal on equalities and human rights? (please consider the questions you marked either mixed or negative, as well as any additional positive impacts that may be achievable)
	Following detailed consultation with the public and disability groups, various elements to improve the legibility and usability will be incorporated into station access and public realm design.

5.3	Going forward, what further evidence or consultation is needed to ensure the proposal delivers its intended benefits? e.g. consultation with specific vulnerable groups, additional data)
	A broad and diverse consultation process has already been carried out, the results of which have been analysed and a detailed statement of Community Involvement has been produced. This statement will be submitted as part of a full planning application.

5.4 **Please record any outstanding actions needed to maximise benefits or minimise negative impacts in relation to this proposal?** (Expand / insert more rows if needed)

Action	Person(s)	Due date
Investigate an appropriate level of anti-terrorism response to incorporate into the landscape design	Senior Project Manager	Mar-19
Research methods to provide sustainable landscape and sustainable drainage options	Design Team	Mar-19
Continue to research and build an understanding of heritage in and around station	Design Team	Mar-19
Identify a philosophy to provide public art to enhance public engagement and wellbeing in the public realm	Design Team	Mar-19

In the One Planet / Equalities section of your Executive report, please briefly summarise the changes you have made (or intend to make) in order to improve the social, economic and environmental impact of your proposal.

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