

# North Yorkshire Council

## Executive

30 May 2023

### Harrogate Station Gateway Transforming Cities Fund

#### Report of the Corporate Director – Environment

#### 1.0 Purpose of Report

1.1 The purpose of the report is to seek approval to

- i. Make the proposed Harrogate TCF Traffic Regulation Order(s) (TRO'S) which would be required for the Harrogate Station Gateway Project, and to delegate to the Corporate Director of Environment in consultation with the Corporate Director Resources and Executive Member for Highways and Transportation to make the TRO's together with any amendments required.
- ii. Prepare and submit a Full Business Case to the West Yorkshire Combined Authority and in the event that the funding is approved to delegate to the Corporate Director Resources in consultation with the Assistant Chief Executive Legal and Democratic and the Executive Member for Highways and Transportation to accept the funding subject to suitable terms and to then proceed with implementation of the Harrogate Transforming Cities Fund project.
- iii. Delegate approval of the detail of the Full Business Cases for submission to WYCA to the Corporate Director of Environment in consultation with the Corporate Director Resources and Executive Member for Highways and Transportation.

#### 2.0 Background

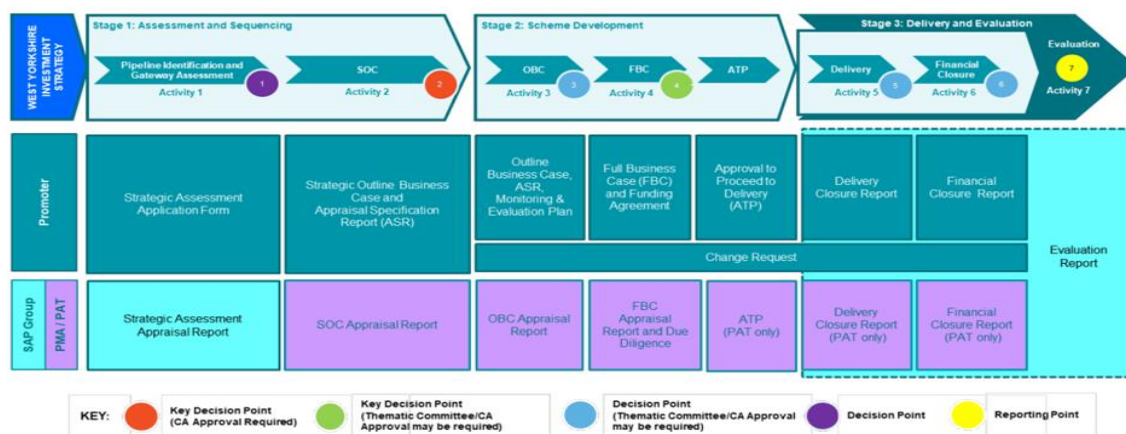
2.1 The Department for Transport's (DfT) Transforming Cities Fund (TCF) aims to 'improve productivity by investing in public and sustainable transport infrastructure in English cities. In March 2020 it was announced that West Yorkshire Combined Authority (WYCA) had been successful in securing £317m of capital funding for its Leeds City Region TCF programme, which included projects in North Yorkshire and York. The TCF provides an opportunity for a once in a generation transformational improvement in the town centre gateways of Harrogate, Skipton and Selby which will bring benefits to the people that live, work and visit them.

2.2 North Yorkshire County Council and the three district councils, now North Yorkshire Council (NYC) has been developing the three projects under a funding agreement with WYCA. All projects within the Leeds City Region TCF programme follow WYCA's governance and assurance process<sup>1</sup>. This follows HM Treasury's business case process, with decision point stages as set out in the image below. Submission and approval of the FBC is required to confirm the final funding allocation for the construction phase.

2.3 Approval to develop a Full Business Case (FBC) and implement the three projects was originally considered by Executive on 25 January 2022. Subsequent to this a pre-action

<sup>1</sup> See [westyorkshire.moderngov.co.uk/documents/s30548/AssuranceFramework.pdf](https://westyorkshire.moderngov.co.uk/documents/s30548/AssuranceFramework.pdf) for more details.

protocol letter was received by the Council challenging the decision made for the Harrogate TCF on a number of grounds. As a result, it was agreed that a third public consultation should be undertaken as well as a consultation on the proposed TROs prior to the matter being considered further by the Executive. The further consultation allowed for further consideration of the level of support for the Harrogate TCF project in the light of updates to the design. These developed the proposal considering potential impact upon utilities, signal operation to mitigate congestion potential, taxi provision, more air quality focus and cycle infrastructure refinement.



### 3.0 Harrogate TCF background

3.1 The national TCF programme’s focus on investment ‘in infrastructure to improve public and sustainable transport connectivity’ was recognised to align well with strategies for Harrogate, especially around the bus and rail station. Both district and county economic and transport strategies recognised the need for public investment to provide economic and regeneration opportunity considering the changing nature of town centres and increasing importance of climate change and sustainability. It also provided the opportunity to improve accessibility and address some of Harrogate’s transport network issues.

3.2 In the case of the Harrogate proposals, the TCF has provided an opportunity to deliver on the wishes of the Harrogate Congestion Study public engagement carried out by the County Council in 2019 where a record number of respondents (15,500 residents and businesses) expressed a desire to see more walking, cycling and public transport infrastructure to encourage people to leave their cars at home when making short journeys. They did not want investment in new highways such as a relief road. The TCF proposals form the central ‘hub’ of walking and cycling proposals outlined in the Council’s Local Cycling and Walking Infrastructure Plan and forms one of many projects that are a response to the Congestion Study<sup>2</sup>.

### 4.0 Progress

4.1 The proposed Harrogate TCF project has passed through decision point 2 (Outline Business Case (OBC)) and is in the FBC detailed design stage. The project proposals consist of:

- Reallocation of road space on Station Parade including the northern end made one-way southbound, to provide space for a two-way segregated cycle route and bus lane to facilitate quicker entry into the bus station
- Pedestrianisation to the eastern section of James Street in line with Cambridge Street
- Roundabout alterations to Improve cycle connectivity to the east and East Parade/North Park Road

<sup>2</sup> [Harrogate Cycling Infrastructure Plan.pdf](#)

- Public realm transformation of Station Square
- Improved public realm to the north of Victoria Multi-storey Car Park (One Arch)

## 5.0 Design changes

- 5.1 There have been some design changes since the scheme was first outlined. Proximity to the railway station was a key criterion, which meant that some elements had to be excluded. Changes include:
- Earlier proposals for East Parade and Albert Street were scoped out based on highway width constraints, benefit and cost, including potential kerbside impacts on residential streets. Also, introducing visible cycle infrastructure to the core A61 corridor strategically promotes cycle usage within the road user hierarchy to encourage modal switch.
  - The water feature proposed at Station Square has been removed on feasibility and cost grounds, acknowledging that public opinion was divided on this
  - The tree in the centre of One Arch is being retained following public feedback
  - The proposed bus lane on Cheltenham Parade has been scoped out based on projected benefit
  - Improved signalised crossings to benefit both pedestrians and those driving
  - Slight amendments to improve accessibility, such as material contrasts and placing of benches
  - Cycle design alterations to meet Local Transport Note (LTN) 1/20 guidance
  - New tree locations following utilities surveys
  - East Parade roundabout design currently being reviewed to ensure integrated active mode / pedestrian infrastructure with general vehicular traffic.

## 6.0 Public Consultation

- 6.1 There have been three rounds of public consultation. These have included face-to-face drop-in days, online sessions and engagement with various groups, albeit in some instances subject to Covid restrictions.
- 6.2 First consultation  
The consultation in May 2021 covered the principles of the scheme and initial feasibility design. 1,100 responses were received. Responses indicated generally good levels of support for the proposals with over half of respondents feeling positive or very positive about the proposals.<sup>3</sup>
- 6.3 Second consultation  
A further round of public consultation based on the preliminary designs for the schemes was undertaken between 18 October 2021 and 12 November 2021. The consultation exercise was run online using the WYCA Your Voice Portal. 1,320 responses were received. The responses overall in the second round of consultation demonstrate a general reduction in the level of support for the changes compared to the first round. When asked how they felt overall about the proposals, more respondents felt negative or very negative (55%) than positive or very positive (39%). 5% of respondents felt neutral and 1% said they didn't know.<sup>4</sup>
- 6.4 Third consultation  
A third consultation on the latest stage of design was undertaken between 20 July and 23 August 2022.<sup>5</sup> This consultation saw the most responses received (2,044). Consultation

<sup>3</sup> [Round 1 consultation analysis report](#)

<sup>4</sup> [Round 2 consultation and outcome report](#)

<sup>5</sup> [Round 3 consultation and outcome report](#)

responses indicated more support than the previous consultation with 45.7% feeling negative or very negative and 45.3% feeling positive, very positive and 9% neutral. It is recognised that the proposals have elicited strong views both against and in support. The consultation outcomes report and its appendices can be found at Appendices A and B.

- 6.5 Throughout the most recurrent themes have been about:
- Business impact – possible longer-term impacts from reallocation of road space and alterations to parking/loading and the short-term construction impacts
  - Resident impact – access to/from properties, possible increase of traffic on residential streets, parking access
  - Road network – whether the existing situation will improve or worsen, mistrust of traffic modelling, and comments about uncoordinated traffic signals (both within and outside the scheme area)
  - Cycle design – comments about too much/too little provision for cycling, people keen to see linkages across the town
  - Public realm – fit with existing Harrogate architecture/streetscape, no need/need for improvements, more/less tree provision and climate change measures, provision of benches etc./concerns about street clutter
  - Air quality – will the project improve air quality
  - Other areas to focus on – other parts of the inner loop, other active travel measures etc.

## 7.0 Economic and Business Impacts

- 7.1 Opinion is mixed on the likely impact on businesses with 41% in the round 3 consultation feeling it would have a positive or very positive impact compared with 40% feeling negative or very negative and 17% neutral. 51% agreed that better use of public space would make the town centre more attractive to residents and visitors. 43% felt it would encourage people to spend more time in the town centre compared to 30% who disagreed and 26% thought there would be no change.
- 7.2 The Business Case process includes consideration of the Economic Case at each stage of a project's development. This will be reviewed and updated for the FBC. Officers produced an Economic Case<sup>6</sup> report, that was made available for the round two and three public consultations. This outlined the challenges and potential economic benefits of the first large scale investment in the town centre in over 30 years.
- 7.3 The project Benefit Cost Ratio (BCR) at OBC was 1:1.7, which is expected to carry through to the FBC; this is a calculation of the present value of capital cost compared to monetised present value of benefits economically and is the Treasury standard benchmarking tool used to determine value for money upon the investment within the respective OBC / FBC Economic Case; in this case the investment is classed as good, given it generates a positive impact.
- 7.4 The Harrogate District's economy is facing challenges to its sustainability, with the retail sector at risk of decline in the medium term<sup>7</sup>. Case study evidence, included in the Economic Case<sup>8</sup> indicates that footfall, spend and economic value is likely to increase; as more schemes are implemented the evidence base will also expand. The scheme's OBC submitted to WYCA determines it will contribute to increasing investment, job creation and productivity; the primary drivers of sustainable, inclusive growth. Supplemental benefits include unlocking further development and increasing land values in the area. The scheme will enhance accessibility for more communities in Harrogate District (particularly in more

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<sup>6</sup> Public consultation economic case report

<sup>7</sup> *Harrogate District Economic Growth Strategy 2017-2035* and 2022 update.

<sup>8</sup> See above. See also DfT's [Investing in cycling and walking: the economic case for action, DfT, 2015](#)

deprived areas) to employment, education, and training opportunities across the sub-region and vice versa, by tackling first and last mile connectivity issues. These assessments will be reviewed and updated for the FBC.

- 7.5 A study carried out by independent car parking experts<sup>9</sup> suggests that the proposed reduction in parking will have minimal impact on the retail performance of James Street. The benefits of public realm improvements were not factored into this study and, therefore, the overall impact on retail footfall is expected to be positive. Whilst concerns are recognised, the Council has taken steps to consider objective evidence which suggests that the scheme is likely to have a positive effect on the economy and local business.

## **8.0 Congestion and Traffic Flow**

- 8.1 Congestion within the town has been a key consideration in developing the TCF proposals. During the Harrogate Congestion Study public engagement carried out by the County Council in 2019 a record number of responses were received as 15,500 local residents and businesses took part. The clear outcome was that people wanted more walking and cycling infrastructure, greater support and use of public transport, and encouragement to leave cars at home when making short journeys. They did not want investment in new highways such as a relief road.
- 8.2 The possible impact of the TCF scheme on congestion and traffic flow remains a concern for a number of people as demonstrated by the third consultation results. Many negative comments in all three consultations<sup>10</sup> shared concerns that journey times will extend for car users, that emissions associated with cars will increase as a result and that traffic and congestion issues will expand geographically to impact surrounding, largely residential areas rather than being contained within the town centre.
- 8.3 However, it should also be noted that more people agreed (48%) than disagreed (38%) that the proposals would make it easier and safe for everyone, including those with disabilities, to get around the town centre. And most people felt that the scheme would encourage active travel, that is walking (48% encourage compared to 14% discourage and 38% no change) and cycling (51% encourage, 13% discourage and 36% no change).
- 8.4 It is accepted that the detailed proposals could impact congestion in the short term before people switch to active and sustainable forms of transport and so traffic modelling has been undertaken to help understand the possible outcomes. The modelling report is based on 2018 (pre pandemic) traffic levels which are higher than more recent 2021 traffic survey data and accounts for new developments in the town, whilst assuming there is no benefit from people switching out of their cars (in order to create a worst-case basis). It indicates that at the busiest time of day (afternoon peak hour) there may be an increase in average journey time through the town centre on the A61 from Ripon Road to York Place of 53 seconds above the current 16 minute journey; morning peak is a lower 40 seconds increase.
- 8.5 The model also indicated that traffic flow differences on streets could occur; the modelling looked at potential significant changes (classed as an average change of three vehicles per minute or more). At the worst time of day (the afternoon peak hour) only East Parade experiences a significant increase in flow (five vehicles per minute). Officers and the project's consultants consider these changes to be within acceptable levels.
- 8.6 This worst-case scenario is unlikely to come to fruition given the assumptions above and will be softened by new signal technology designed to network adjacent signal installations

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<sup>9</sup> [James Street User Surveys, Parking Perspectives, 2021](#)

<sup>10</sup> [Round One Consultation Report, p19](#), [Round Two Outcome Report, p18](#), [Harrogate Round Three - Consultation Outcome Report, p10](#).

co-ordination better together with aspects such as reduced Pelican red time to vehicles, in lieu of reduced pedestrian green time, given the single carriageway layout. In addition, as momentum builds towards modal shift uptake more journeys would be made by alternative means reducing reliance upon vehicular means of travel, hence lower traffic volumes for short trip journeys into the town centre. The traffic modelling notes can be found at [www.yourvoice.westyorks-ca.gov.uk/harrogate#folder-51240-8233](http://www.yourvoice.westyorks-ca.gov.uk/harrogate#folder-51240-8233).

## **9.0 Air Quality**

- 9.1 The potential for associated changes in air quality has also been investigated through air quality modelling. An assessment has considered the potential local air quality impacts associated with both the construction phase and operational phase of the scheme. This identified that there is a High Risk of impact associated with dust emissions and a Medium Risk of impact associated with particulate matter emissions due to construction activities without mitigation. However, through good site practice and mitigation measures the residual impacts of dust and particulate matter are expected to be negligible, and the effect not significant.
- 9.2 A quantitative assessment of the potential impacts attributed to the operational phase of the scheme on sensitive human receptors was undertaken using ADMS-Roads to predict the changes in annual mean NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> concentrations that would occur due to the generation of additional vehicle trips at particular locations. The results show that the Proposed Scheme would not result in any exceedances of the annual mean pollutant objectives (NO<sub>2</sub>, PM<sub>10</sub> or PM<sub>2.5</sub>) in any of the modelled scenarios. The assessment reports can be found at [www.yourvoice.westyorks-ca.gov.uk/harrogate#folder-51240-8232](http://www.yourvoice.westyorks-ca.gov.uk/harrogate#folder-51240-8232). The next decade will see cleaner air quality in town centres as Electric Vehicle sales increase and the UK banning of new sale internal combustion engine cars in 2030.

## **10.0 Design and accessibility**

- 10.1 The proposals seek to sympathetically improve the eastern side of the town centre through use of planting and high-quality materials and in developing the proposals engagement has been undertaken with local stakeholders, including the Harrogate disability forum, Civic Society, internal officers and emergency services to ensure that the final designs will enhance the area, feel safe and improve accessibility. Unobstructed CCTV coverage will be maintained, and a new large flexible paved area with greater opportunity for events would be created in the town centre's Station Square, a feature the town currently does not have.
- 10.2 Some concerns were received in the first public consultation about possible removal of taxi bays and as a result the Station Parade taxi rank will be retained - with the addition of a large taxi space on the station side of the road. A number of concerns were also received during public consultation and the Traffic Regulation Order (TRO) consultation about parking and disabled parking availability and loading ability. As a result, the project team have reviewed the availability and location of disabled parking and loading provision (see next paragraph). Whilst reallocation of road space means that there is a proposed reduction of 40 on-street parking spaces, the number of disabled parking spaces would be maintained.

## **11.0 Traffic Regulation Order(s)**

- 11.1 The TCF proposals require TROs to implement the scheme. Although not ordinarily a matter which would come to Executive this Scheme has generated significant public interest and the TRO's are integral to the Scheme proceeding. Consultation on the statutorily advertised Notices of Proposals took place in March/April 2023. The TCF scheme and the proposed TROs seek to balance the needs of all modal users in ensuring continued access for loading and the ability to drive into and park within the town centre,

albeit with a predicted modest increase in average car journey times. The proposed changes consulted on are:

One-way order	Station Parade amended to introduce one way southbound between Cheltenham Parade and Bower Road with an exemption for cyclists, to two-way flow on the new cycle path. Cheltenham Mount to become one way northbound between Cheltenham Parade and Mount Parade
Bus lane	24-hour bus lane on northern section of Station Parade, with exemptions for cyclists to use
Pedestrianisation	New Pedestrian zone in James Street between Station Parade and Princess Street.
Parking and waiting	Overall loss of 40 spaces: 20 spaces removed on Station Parade; 20 spaces removed on James Street. James Street parking zone length reduced at junction with Princes Street. No loading or waiting outside marked areas. No other changes
Taxi Bays	Overall loss of 3 spaces: 4 removed on James Street, 1 added on Station Parade. It is intended to replace the 3 lost spaces on the west side of Harrogate town centre where there is greater demand.
Disabled parking bays	No overall change in numbers: 3 removed on James Street, 3 added on Station Parade
Loading bays	Station Parade – increased by 6.4m overall and 2 new loading bays in Station Parade North. James Street – reduction of 14m. 3 small bays replaced with one, larger bay, that will allow large vehicles to park without obstructing the highway or pavement.
Loading restrictions	James Street (from Princes Street to Station Square) loading between 4:00pm – 10:30am (same as Cambridge Street) Station Square-Station Parade: loading at any time, note adjacent eastern end of James Street

11.2 To make the Harrogate TCF, TRO restrictions it is necessary to alter two existing Road Traffic Regulation Orders and propose two new Traffic Regulation Orders. The proposed titles for these orders are below :

1. North Yorkshire County Council (Station Parade) Bus Lane Order 2023
2. North Yorkshire County Council (Harrogate, Burn Bridge, Pannal and Knaresborough) (Traffic Management) (No 1) Order 2023
3. North Yorkshire County Council (Prohibition of Traffic) James Street, Harrogate Order 2023
4. North Yorkshire County Council (Harrogate, Knaresborough, Pannal and Burn Bridge) (Parking and Waiting) (No.50) Order 2023

11.3 These changes and the Statement of Reasons were advertised on the Council's website as:

- [Harrogate Parking and Waiting Order 2023 - Statement of Reasons](#)
- [Harrogate Bus Lane Order 2023 - Statement of reasons](#)
- [Harrogate TCF Prohibition of Driving \(James Street\) Order 2023 - Statement of reasons](#)
- [Harrogate TCF Prohibition of Driving \(Various roads\) Order 2023 - Statement of reasons](#)
- [Harrogate TCF Prohibition of Driving \(James Street No 2\) Order 2023 - Statement of reasons](#)

- [Harrogate TCF Revocation Order 2023 - Statement of reasons](#)
- [Harrogate TCF One Way Order 2023 - Statement of Reasons](#)

- 11.4 No response was received from the 35 statutory groups consulted. 41 public comments were received. The public comments largely mirror negative commentary through public consultation to the TCF scheme and are predominantly against the project in general, apart from supporting comments from Climate and Cycling groups, without focused concern upon the elements of the proposed Orders. Specific comments were raised about potential increase in vehicles in the residential area of Cheltenham Mount, parking availability, and loading arrangements on Lower Station Parade and James Street. Having considered the comments, it is proposed to maintain yellow line loading opportunities adjacent to Bower House on Lower Station Parade. It should be noted that the removal of 40 parking spaces leaves c6,500 spaces and represents a reduction of c0.6% of available parking throughout the town centre area.
- 11.5 Taking into account all the comments submitted as part of the consultation exercise detailed in the report to the ACC<sup>11</sup> and further comments made at the ACC it is recommended that the Executive approve the making of the Orders detailed in Appendix C subject to an amendment to deal with concerns raised by a member of the public at the ACC which would see the TRO relaxed in one area adjacent to Bower House to avail loading opportunities for adjacent businesses; this would reduce the proposed bus lane entry taper by two car lengths, which is palatable and remove the proposed loading ban. In considering whether to make the Orders the Executive must have regard to the Road Traffic Regulation Act 1984 (the 1984 Act) Section 122(1) which provides that it shall be the duty of every local authority upon whom functions are conferred by or under the 1984 Act to exercise those functions as to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway.
- 11.6 It is considered that it is expedient to make the proposed TROs as detailed in Appendix C on grounds set out in Sections 1(1) of the 1984 Act:
- for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising,
  - for facilitating the passage on the road or any other road of any class of traffic (including pedestrians),
  - for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property, and
  - for preserving or improving the amenities of the area through which the road runs

## **12.0 Harrogate and Knaresborough Area Constituency Committee (ACC)**

- 12.1 The TRO's were considered by the ACC on 05 May 2023, and a copy of that report is attached at Appendix C. The ACC were a consultee on the TRO proposals and the following recommendation was agreed:
- 12.2 This committee believes that Harrogate needs a vibrant, prosperous, safe, attractive, accessible, healthier and sustainable town centre and would welcome further investment in it to achieve that goal through a Gateway scheme, subject to the following conditions:
- 1) That the genuine concerns of individuals and groups continue to be listened to, debated and responded to where possible within the constraints of the scheme funding.

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<sup>11</sup> [Harrogate and Knaresborough Area Constituency Committee 5 May 2023](#)



- Response - the project team will continue to meet with individuals and groups and respond to concerns, within the constraints of the scheme
- 2) That the ACC has a meaningful role in the implementation of the scheme, including the above-mentioned conversations, and that a full report on progress is received at its meeting in the Autumn.
  - Response - the ACC will receive regular progress reports, with officer attendance henceforth at all meetings to support TCF agenda items.
- 3) That a rigorous monitoring system for expected and actual impact on traffic flows, the environmental, active travel take-up and businesses in the area of the scheme is put in place pre-shovel and made open and transparent from day one.
  - Response – monitoring and evaluation (M&E) is a condition of the WYCA TCF funding and M&E proposals will be set out in the FBC. The ACC will be a key stakeholder party to this action.

12.3 During the ACC meeting, the Executive Member for Highways and Transportation supported by the Corporate Director of Environment undertook:

- to initiate a review of two signal junctions bordering the TCF project at Ripon Road / King's Road and King's Road / Cheltenham Parade to determine if they can be network linked to the TCF junctions, improving the towns principal corridor efficiency along the A61.
  - Response - This is being actioned by examining the TCF traffic model which encompassed the wider network and reviewing potential interventions under a revised scope to consider these junctions now, this is funded by the NYC match capital allocation.
- Review the East Parade roundabout designs to ensure delivery of safe and functional cycle / pedestrian infrastructure which would co-exist with general highway vehicle use.
  - Response - A detailed design Road Safety Audit has been commissioned to assist with detail design and the optimal design will be confirmed post-Executive decision under delegation.
- Demonstrate the wider strategic fit with other interventions in the Harrogate area targeting modal switch and active travel.
  - Response - A Strategic Transport Planning map was published in October 22 showing how the Gateway proposal fits into the wider transport aspirations for the town and will be kept up to date as projects are advanced. Officers and the Executive Member for Highways and Transportation met recently with officials from Active Travel England, and the potential for the TCF project to be used as a catalyst for future investment opportunities with grant funding bodies such as Active Travel England and to showcase the Council's commitment plus ability to successfully deliver projects of this type was recognised.

12.4 At the ACC meeting an alternative proposal was tabled by a member of the public to reroute cycle infrastructure to East Parade, however this had been considered and was discounted early in the project. These changes were originally included as part of HBCs intent to develop the rail station into a two-sided station but are not crucial to delivering the benefits associated with the TCF. They also bring disbenefit in terms of the traffic modelling which shows how some vehicles may reroute (the junction changes potentially divert traffic away from East Parade onto more residential streets, which would otherwise comfortably accommodate any traffic rerouting away from Station Parade). An East Parade route is difficult to physically build due to the narrow highway width, which means it is not possible to comply with the LTN1/20 cycle design requirement of the TCF. Additionally, this work would be difficult to construct owing for the need to manage potentially concurrent works on parallel routes Station Parade and East Parade. Ultimately the strategic outcome of introducing visible cycle amenity on the core A61 travel corridor in the heart of the town is

seen as key to encouraging modal switch and conferring a balanced highway user hierarchy.

- 12.5 In accordance with the recommendation discussed during the ACC meeting, the TCF project team including any contractors (as appropriate) will continue to engage with residents and businesses about the TCF, including the construction management plan, within the constraints of the scheme funding. This will include further attendance at resident and business group meetings, plus one-to-one meetings if/as the project develops.
- 12.6 As the TRO's are required for the Harrogate Station Gateway Project to proceed the Executive needs to consider the TRO proposals.

### **13.0 Conclusion**

- 13.1 The Harrogate Station Gateway TCF project is considered to be one that aligns with Council strategies<sup>12</sup> to improve the town centre, providing a central active travel 'hub' from which 'spokes' of further improvements can radiate. The project is anticipated to have an overall positive impact on the local economy and the attractiveness and accessibility of the town centre with no exceedances of the annual mean pollutant air quality objectives and a minimal increase in journey times and flows in the worst-case traffic modelling. The project therefore provides an overall good contribution to strategic objectives and good value for money. There has been significant public engagement, beyond WYCA's requirements and a commitment to continue engagement as the project continues. It is therefore considered appropriate that the TRO proposals should be approved and that the Scheme proposals be taken forward to submission of the FBC and implementation.

### **14.0 Next Steps**

- 14.1 The next stage of the project is to complete the detailed designs, prepare and submit the FBC to WYCA. A delivery contractor was engaged on an Early Contractor Involvement (ECI) basis to assist with developing the project, plan the detailed delivery schedules and offer live market pricing forecasts; a construction phase plan is being developed to ensure that any construction impacts are minimised using a sympathetic approach towards the town centre's business as usual activities during the build period. It is anticipated that the FBC will be submitted in September for a decision in late autumn by WYCA.
- 14.2 The timescales for delivery have always been challenging with the Department for Transport (DfT) seeking increased spend commitment in 2023/24. Positive discussions with DfT are continuing towards closer collaborative project management and the final agreed approach to spend profiling will be included in the Final Business Cases. Should agreement not be reached with DfT to continue into 24/25 any spend outside of the funding deadline will revert to NYC and jeopardise project continuation.

### **15.0 Legal**

- 15.1 The legal requirements with regard to the making of TRO'S are set out above in section 11. The Executive needs to consider all matters raised in the consultation and as detailed in Appendix C to this report. The decision on the TRO's is separate to consideration of the wider scheme and is appropriate to be considered prior to the decision on whether to proceed with the final business case.

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<sup>12</sup> [Council Plan for North Yorkshire Council 2023 to 2024, Climate Change Strategy \(draft for consultation\), North Yorkshire Local Transport Plan \(LTP4\), A plan for Economic Growth 2021 to 2024](#)

- 15.2 The Executive then needs to consider whether to proceed to submit the FBC to WYCA. In taking this decision the Executive must have regard to all information detailed in this report, background papers and appendices.
- 15.3 A delivery contractor has been engaged on an Early Contractor Involvement basis. The Council used the Crown Commercial Services Framework RM6088: Construction Works and Associated Services to engage the contractor to input into detailed design and to plan the delivery schedules. A mini-competition process was undertaken under the Framework, which is a compliant procurement in accordance with the Public Contracts Regulations 2015. Any future contracts for the delivery of these schemes shall be undertaken in accordance with the Public Contracts Regulations 2015.

## **16.0 Equalities**

- 16.1 Consideration has been given to the potential for any adverse equalities impacts arising from the recommendations in the report and the scheme Equalities Impact Assessment has been reviewed and updated for this report and can be found in Appendix D. The recommendations included in this report give due regard to the need to eliminate any potential impacts on any of the protected characteristics identified in the Equalities Act 2010 and to the Council's Public Sector Equality Duty more broadly.

## **17.0 Climate Change**

- 17.1 Consideration has been given to the potential for any adverse impacts on climate change arising from the recommendations of this report. The completed Climate Change Impact Assessment can be found in Appendix E, and it is the view of officers that the approval of the recommendations in this report will not have a significant climate change impact. Notable is the underlying strategic outcome through a switch of modal choice for a greener future. Consideration of climate Change impacts will also be considered in the scheme's Full Business Case.

## **18.0 Finance**

- 18.1 The Harrogate TCF project is funded from the Department for Transport's Transforming Cities Fund with grant of £10.6m attributed together and additional match-funding of £550k from the Council<sup>13</sup>. Should the final cost forecast exceed the budget allocations, which includes risk and contingency allowances, budget savings would be identified in the first instance, both in terms of scope and extent of materials to ensure the project is contained within the agreed budget allocation.
- 18.2 The form of contract includes a pain/gain share with the contractor and a risk plus contingency allocation will be retained to manage potential cost increases during construction to cover the Council's risk. However, any costs over this amount would be at the Council's risk and require additional funding from NYC or require the project to be descoped.
- 18.3 Liaison is currently live with DfT to establish spending profile beyond current funding period deadline of March 2024 in common with all West Yorkshire TCF projects (this being due to different conditions applicable to a Mayoral Combined Authority). The current funding deadline of 31 March 2024 represents a significant risk to the Council as the project is no longer deliverable within this timeframe. This risk will be reduced if agreement to extend the deadline is reached, however, the risk of delivery within the set deadline remains and any

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<sup>13</sup> Match funding confirmed prior to 1 April 2023 with contributions from Harrogate Borough Council and North Yorkshire County Council.

spend after the funding deadline would be at NYC risk. This is being actively managed in liaison with WYCA / DfT as the project continues to be developed towards FBC Milestone.

## **19.0 Recommendations**

- 19.1 It is recommended that the Executive approve:
- i. the making of the proposed Harrogate TCF Traffic Regulation Order(s) (TRO'S) detailed in Section 11 and Appendix C which would be required for the Harrogate Station Gateway Project, and to delegate to the Corporate Director of Environment in consultation with the Executive Member for Highways and Transportation the making of the Orders with an amendment adjacent to Bower House to avail loading opportunities for adjacent businesses and reduce the proposed bus lane entry taper by two car lengths and any other amendments to the TRO's which are appropriate.
  - ii. the Full Business Case being prepared and submitted to the West Yorkshire Combined Authority (WYCA) with the approval of the detail of the Full Business Case for submission to WYCA delegated to the Corporate Director of Environment in consultation with the Corporate Director Resources and Executive Member for Highways and Transportation.
  - iii. In the event that the Full Business is approved by WYCA to delegate the acceptance of the TCF funding to the Corporate Director Resources in consultation with the Assistant Chief Executive Legal and Democratic Services and the Executive Member for Highways and Transportation, subject to acceptable terms and conditions being received and for the Harrogate Station Gateway Scheme to be implemented.

KARL BATTERSBY  
Corporate Director of Environment  
County Hall, Northallerton

Author of Report: Barrie Mason – Assistant Director, Highway and Transportation, Parking Services, Street Scene, Parks and Grounds

### **Background Documents:**

- [Executive report and minutes, 25 January 2022](#)
- [Round 3 Consultation Proposals](#)
- [Round 3 Consultation Economic Case](#)
- [Round 3 Consultation Traffic Modelling note: East Parade Roundabout Operational Assessment](#)
- [Round 3 Consultation Traffic Modelling note: May 2021](#)
- [Round 3 Consultation Traffic Modelling note: Sept 2021](#)
- [Round 3 Consultation Air Quality Assessment November 2021](#)
- [Round 3 Consultation Parking Note](#)
- [Harrogate Parking and Waiting Order 2023 - Statement of Reasons \(pdf / 285 KB\)](#)
- [Harrogate Bus Lane Order 2023 - Statement of reasons \(pdf / 119 KB\)](#)
- [Harrogate TCF Prohibition of Driving \(James Street\) Order 2023 - Statement of reasons \(pdf / 115 KB\)](#)
- [Harrogate TCF Prohibition of Driving \(Various roads\) Order 2023 - Statement of reasons \(pdf / 119 KB\)](#)
- [Harrogate TCF Prohibition of Driving \(James Street No 2\) Order 2023 - Statement of reasons \(pdf / 116 KB\)](#)

- [Harrogate TCF Revocation Order 2023 - Statement of reasons \(pdf / 119 KB\)](#)
- [Harrogate TCF One Way Order 2023 - Statement of Reasons \(pdf / 293 KB\)](#)

## **Appendices**

Appendix A - Round 3 Consultation Outcome Report

Appendix B - Round 3 Consultation Outcome Report - Appendices

Appendix C - Harrogate & Knaresborough Area Constituency Committee Agenda Pack and Meeting Minutes, for meeting held on 5 May 2023 – Please note, due to the size of this Appendix, it is only viewable online via the following links:

[Agenda Pack for Harrogate and Knaresborough Area Constituency Committee held 05/05/2023](#)

[Meeting Minutes, 5th May 2023 - Harrogate & Knaresborough Area Constituency Committee](#)

Appendix D - Equalities Impact Assessment

Appendix E - Climate Change Impact Assessment