

North Yorkshire Council

Environment Executive Members

12 July 2024

Victoria Avenue Active Travel Fund (ATF) 2 – ATF2- Phase 1- Pedestrian Improvement Scheme Delivery and Phase 2- Design of the Cycle Phase

Report of the Assistant Director, Highways and Transportation, Parking Services, Street Scene, Parks and Grounds

1.0 PURPOSE OF REPORT

- 1.1 To seek permission to produce an alternative design for the Victoria Avenue Active Travel Fund 2 (ATF 2) scheme to include a central bi-directional cycle lane, in readiness for future funding bid options.
- 1.1 To confirm that officers will look to deliver the pedestrian only scheme as soon as practicable since this is not contingent on gaining extra funding.
- 1.2 To notify the Corporate Director, Environment and the Executive Member for Highways and Transportation that officers intend to commence the advertisement of the Traffic Regulation Orders required to deliver the two scheme options.

2.0 BACKGROUND

- 2.1 The former North Yorkshire County Council (NYCC) as Highway Authority was awarded a total of £1,011,750 from the ATF2 Funding bid in 2020. This was to be split 80/20 for capital (scheme delivery) and revenue (scheme development) and allocated towards four improvement schemes.
- A59 Maple Close Harrogate to Knaresborough (£250k)
 - Victoria Avenue, Harrogate (£250k)
 - Guisborough Road, Whitby (£250k)
 - Oatlands Drive, Harrogate (£261,750)
- 2.2 Approximately £205,505 has been spent on scheme development, leaving a remaining budget of £806,245.
- 2.3 Working with framework consultants WSP a design had been developed for Victoria Avenue including cycleways to both sides of the carriageway, appropriate upgrades/modifications for junctions either end; and a number of pedestrian improvements including signalisation of currently uncontrolled pedestrian crossings. This was costed at £1.573m in February 2023.
- 2.4 Officers met with Active Travel England representatives in York in May 2023. Following discussions, it was agreed that due to there being insufficient budget to deliver the full scheme on Victoria Avenue that cycle elements would be removed and the funding allocated to pedestrian improvements to allow it to be delivered within the remaining budget. It was intended that the cycle elements could be added in a second phase of works, subject to a future funding bid.

- 2.5 Separately North Yorkshire Council (NYC) submitted a bid for the ATF4 funding to “top up” the ATF2 to the required amount to deliver the full scheme in early 2023. However, this was rejected, due to the scheme not reaching an adequate Value for Money score.
- 2.6 A “Change control” in respect of ATF2 was submitted in March 2024 to ATE to allocate all remaining capital budget towards the Victoria Avenue Pedestrian Improvement Scheme. Officers subsequently met with ATE (Active Travel England) representatives in May 2024 to discuss the change control submission in detail. Three Critical design issues were identified, the route check tool gave an overall ATE score of 51% from a baseline of 29%. Two of the critical issues are related to cycling and could be resolved within a future cycle phase, whilst the remaining critical issue could also be designed out. As such, the Victoria Avenue Pedestrian Improvement Scheme is considered to be deliverable in principle and NYC will set out plans to resolve the three critical issues in a response to ATE through the design review report. NYC will also provide further detail to ATE around perceived high scheme costs and links into the TCF scheme. ATE’s feedback is included in Appendix A. Deliverability is also subject to the outcome of the publication of traffic regulation orders which are required for the Scheme.
- 2.7 In the meeting with ATE in May 2024, the potential to include cycle facilities within the scheme was discussed; options were considered during the subsequent site meeting for a future phase of works.

3.0 DETAILED PRESENTATION OF THE SUBSTANTIATIVE ISSUE

- 3.1 NYC had previously developed a pedestrian only improvement scheme to a preliminary design stage. Following submission of the change control in March 2024, design work has been paused so as to avoid potential abortive work arising from any feedback from Active Travel England. Now that officers have certainty that the proposed scheme reaches the appropriate scoring following the Active Travel England review, it is proposed to commence the detailed design stage. This will allow the scheme to be costed more accurately and upon completion for the works to be tendered.
- 3.2 A plan of the proposals for the pedestrian only scheme is attached in Appendix B. Due to there being insufficient funding available to deliver pedestrian and cycle improvements together, a phased approach is to be utilised with delivery of pedestrian improvements in an initial phase and cycle improvements in a future phase, subject to the availability of additional funding.
- 3.3 During a site visit with Active Travel England, it was suggested that NYC could look to develop a design for a central bi-directional cycleway. This would have a number of benefits, including resolving the critical issues identified by Active Travel England, removing conflicts between bus stops and cycle ways and conflicts between pedestrians and cyclists. Removing the central parking would also have safety benefits for all road users.
- 3.4 As such officers are proposing to allocate £10,000 capability funding to produce a feasibility study for the bi-directional cycleway, to allow the scheme to be costed and de-risked. If viable, this could be developed into a preliminary design (bid-ready status) and submitted for future funding opportunities as they arise.

- 3.5 The proposal is to develop the Pedestrian only improvement scheme to detailed design status and tender the works upon completion. The pedestrian elements can then be delivered onsite. The cycleway proposals can be developed in tandem and if future funding is secured delivered as part of a second phase of works. This is in line with the approach previously agreed with Active Travel England.
- 3.6 As both schemes require Traffic Regulation Orders (TRO's) and this process can impact timescales for delivery it is proposed to commence advertisement of the relevant TRO's for both scheme options as soon as possible. This is covered in more detail in section 7.
- 3.7 There are a number of advantages to delivering the pedestrian only scheme and undertaking the feasibility study for bi-directional cycleway scheme for delivery in a future phase. Firstly, the pedestrian only scheme is deliverable within the funding allocated. The majority of the works are outside of the main carriageway footprint, which should minimise disruption, which is especially pertinent given the likely overlap with TCF delivery.
- 3.8 Whilst some consultation responses expressed disappointment that the cycle elements had been removed from the scheme, this was not deliverable within the available funding. However, investing in the feasibility study and developing this proposal to bid ready status means that this future phase of works has much greater potential of coming forward, either through external funding or through the recently announced Local Transport Fund.

4.0 CONSULTATION UNDERTAKEN AND RESPONSES

- 4.1 A consultation was held on the proposals between 15 April and 05 May 2024. From around 1,500 letters and two in person events, approximately 70 responses were received. Many highlighted the lack of cycling provision, did not think the proposed changes were worthwhile and criticised the proposal to ban the right turn from Belford Avenue. As a result of the consultation responses a revised plan was produced removing the Left turn only from Belford Avenue, keeping the zebra crossing on the same side of the carriageway as it is at present and improving the cycle storage near the library (see Appendix C).
- 4.2 Please see Appendix D for a summary of the responses received and Appendix E for a sample of the responses received.
- 4.3 In contrast other respondents were pleased to see the cycle lanes removed and parking retained, including representatives from St Peters School. The pedestrian improvement proposals would offer significant benefit to pedestrians and are in line with ATE's hierarchy of "walking, wheeling & cycling" and some local residents were pleased to see the focus on pedestrian improvements.
- 4.4 It was explained to local cycle group representatives that the intention was to deliver Victoria Avenue works in two phases and that there was insufficient funding available to deliver the whole scheme in one phase. Their response (also received around 30 times by members of the group) expresses disappointment that the cycling elements have been removed. The HDCA (Harrogate District Cycle Action) response can be seen within the sample responses (ref Appendix E Sample response 1).
- 4.5 The HDCA response also did not approve of using the funds to construct a new bus stop on Victoria Avenue. However, measures that support sustainable transport

(improved bus infrastructure) are appropriate as part of an Active Travel Scheme. There was also a desire to see the modal filters on Beech Grove reinstated, however objections to the previous consultation on this matter could not be readily overcome, which contributed towards the decision to remove the filters after the Experimental Traffic Order concluded.

- 4.6 There was a mixed response to the proposals to make the banned straight-ahead movement from Beech Grove more difficult. Some respondents supported this whilst others strongly opposed it and desired for the straight-ahead movement to be permitted. Options in this area can be considered within the detailed design and feasibility study.
- 4.7 Some respondents also did not support any proposed parking loss. These comments can be assessed during the future TRO process.
- 4.8 It is proposed to commence consultation on the traffic regulation orders required to deliver the scheme. For both the pedestrian only scheme and the potential central cycleway scheme, TROs are required as follows:
- Removal of parking associated with relocation of bus stop from West Park to Victoria Avenue
 - Re-arrangement/relocation of zebra crossing
- 4.9 For the central cycleway scheme modifications to existing TRO's will be required to remove the parking from the centre of the carriageway. Whilst this will not be required if only the pedestrian improvements are delivered, it is proposed to consult on this element at the earliest opportunity as the TRO process has the potential to delay the potential cycle scheme coming forward.

5.0 CONTRIBUTION TO COUNCIL PRIORITIES

- 5.1 Victoria Avenue is a key pedestrian link in Harrogate Town Centre providing links from residential areas to the West accessed from Beech Grove and Otley Road to the central commercial zone. Desire lines in the area include links to St Peters Primary School, several car parks and parking zones including on Victoria Avenue itself with the opportunity for onward journeys via bus or train from Harrogate Station which is approximately 200m from the Junction of Victoria Avenue/Station parade.
- 5.2 The pedestrian only scheme provides the opportunity to improve the environment for those making journeys by foot. Signalising the crossings at the Junctions with West Park and Station Parade will make these crossings safer for all road users. Removing the stagger from the Zebra crossing on Victoria Avenue makes the crossing more direct, the central islands proposed still allow more vulnerable users to make the crossing in stages. Improved footway lighting will make the environment feel brighter and safer and providing kerbside ticket machines also removes some unnecessary pedestrian crossing manoeuvres.
- 5.3 Victoria Avenue forms part of the central Harrogate signed Cycle Network, forming a connection from the West (Otley Road, Beech Grove) to the Centre of town (Station Parade S) with onward connections to the East and North. As such Victoria Avenue is a key part of the Harrogate Cycle Network and there has been a long-term aspiration to upgrade the cycling provision in this area. Undertaking an initial feasibility study of the central cycleway option with the potential to develop this to bid ready status, subject to the feasibility study results will enable these improvements to be delivered if funding is made available.

- 5.4 The Department for Transport's Cycling and Walking Investment Strategy (CWIS), sets out the ambition to make walking and cycling the natural choices for shorter journeys or as part of a longer journey. The CWIS states that the benefits to doing this would be substantial, potentially leading to cheaper travel and better health, increased productivity for business and increased footfall in shops, and lower congestion, better air quality, and vibrant, attractive places and communities for society as a whole.
- 5.5 The CWIS outlines a set of ambitious targets for the period up to 2025, including a doubling of cycling trip stages each year (from 0.8 billion in 2013 to 1.6 billion by 2025), whilst also reversing the current year-over-year decline in walking trip stages. The CWIS also identifies a need to decrease the number of cycle user fatalities and serious injuries each year. NYC shares this ambition for promoting cycling and walking as the natural choice for shorter journeys or as part of a longer journey.
- 5.6 In response to the Covid-19 global pandemic, the Department for Transport released Gear Change: A bold vision for Cycling and Walking in summer 2020 to support a new direction in local transport strategy. The recent COVID-19 restrictions have profoundly impacted the way people live, work and travel as evidenced by the public's desire to be more active, and the rise in popularity of cycling and walking (Sport England, 2020). The document states the need to embed those changes in people's travel behaviour, increase active travel, and transform permanently how many people move around. Increasing cycling and walking can help tackle some of the most challenging issues we face as a society – improving air quality, combatting climate change, improving health and wellbeing, addressing inequalities, and tackling congestion on our roads.
- 5.7 The Strategic Priorities for Transport, within the York and North Yorkshire's Route map to Carbon Negative show increasing active travel for short journeys as one of four key priorities. The routemap recommends a coordinated approach to active travel ensuring routes are safe and convenient, villages and nearby towns are connected, and access to the outdoors (without using a car) is improved.
- 5.8 The NYC Climate Change Strategy has an ambition to 'Increase active travel for short journeys, sharing the ambition of the Routemap to ensure walking and cycling accounts for 17% of distance travelled by 2038'.
- 5.9 Our Local Transport Plan (LTP) is currently under review and will be updated to reflect the change in how people live, work and travel since the COVID-19 pandemic. The current plan (LTP4) key themes include 'Healthier Travel' and the need to manage the adverse impact of transport on the environment.

6.0 FINANCIAL IMPLICATIONS

- 6.1 NYC currently have on account £806,245 underspend from ATF2. There is also an allocation of £223,000 from former Harrogate Borough Council towards Active Travel Projects and this is to be split between Wetherby Road Crossing (£75,000) with the remaining £148,000 allocated towards Victoria Avenue.
- 6.2 WSP have produced a bill of quantities for the pedestrian only scheme. This does not include the required upgrades of the existing signals infrastructure, which is currently approximately twenty years old and will require upgrading before new pedestrian

phases can be added. NYC traffic signals team have provided a high-level estimate of £180,000-£220,000 for the upgrade works.

- 6.3 Total funds on account: £954,245 (remaining ATF 2 allocation plus former HBC funding mentioned above).
- 6.4 Total funds required including signals upgrades: £988,000-£1,028,000.
- 6.5 It is important to note that the WSP estimate includes a significant amount of optimism bias and risk (as is typical for the prelim design stage). The figures above represent a worst case; the pedestrian only scheme is expected to be delivered for well within the funds available. However, this can only be confirmed with certainty after detailed design and subsequent tender of works.
- 6.6 In the event that the estimate is in excess of funds on account after detailed designs, elements can be de-scoped to bring the scheme in on budget; these could be included as part of a future phase of works. Conversely if the scheme is expected to be constructed for less than the allocated funds, there is an opportunity to add in additional minor works packages to avoid an underspend.
- 6.7 **Central bi-directional cycleway scheme – Feasibility study to be commenced**
- 6.7.1 As no design work has been undertaken there is no pricing available for this scheme though the costs are expected to exceed the funds that are currently available. The previous pedestrian & cycleway scheme was costed at £1.573m in February 2023; it is reasonable to assume that the total value of the pedestrian only scheme with the additional cycleway phase would exceed the funds available.
- 6.7.2 As such it is proposed to allocate £10,000 of capability funding to undertake an initial feasibility study to cost and de-risk this new potential scheme. If this initial feasibility study yields a positive outcome, then this can then be developed to a bid-ready status in preparation for any suitable future funding streams coming online.
- 6.7.3 There will be a shortfall of funding to deliver this scheme if future funding bids are not successful. In this eventuality it is proposed to deliver the pedestrian elements only and keep the designs in abeyance for potential delivery through LTF.

7.0 LEGAL IMPLICATIONS

- 7.1 The proposals for the pedestrian and cycleway elements referred to within this report will require TRO's. When designs are complete officers will commence the statutory legal process including consultation on the making and/or amending of any TRO's currently in place.
- 7.2 It is officers' intention to commence consultation for modifications to TRO's for both iterations of the scheme as soon as possible;
- Removal of parking associated with relocation of bus stop from West Park to Victoria Avenue
 - Re-arrangement/relocation of zebra crossing
 - Removal of the central parking on Victoria Avenue (upon completion of initial feasibility design work)
- 7.3 Officers consider that the proposed TRO's will enable the Council to comply with its duty under Section 122(1) of the Road Traffic Regulation Act 1984 to exercise its

functions as road traffic authority so as to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and for preventing the likelihood of any such danger arising and preserves/ improves the amenities of the area through which the road runs. The proposed measures will also enable the Council to carry out its network management duty under Section 16 of the Traffic Management Act 2004 to secure the expeditious movement of traffic on the authority's road network and both the more efficient use and the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network.

8.0 EQUALITIES IMPLICATIONS

8.1 An Equality Impact Assessment screening has been completed (Appendix G). At this stage it is considered an Equality Impact Assessment is not required and that there are no equality implications arising from this recommendation, however as the design work progresses and detailed consideration is given to the TRO's the equalities position will be monitored and reviewed.

9.0 CLIMATE CHANGE IMPLICATIONS

9.1 A Climate Change Impact Assessment screening is included as Appendix H of this report. No impacts are anticipated given the report seeks approval for design work, to bid for funding (once available) only. If constructed the scheme should have a net benefit as it will encourage more walking and cycling uptake from local residents and encourage less short journeys by car.

10.0 CONCLUSIONS

10.1 It is proposed to commence a feasibility study on the central bi-directional cycle path for Victoria Avenue in order to cost and de-risk the scheme. Subject to a successful feasibility study it is proposed to develop the design to a bid ready status. Separately it is proposed to deliver the pedestrian improvements only as soon as reasonably practicable.

10.2 A future report will provide an update on progress including programme for delivery for the pedestrian only scheme and the feasibility costs and next steps for the central bi-directional cycle scheme.

11.0 RECOMMENDATION

11.1 The Corporate Director - Environment in consultation with the Executive Member for Highways and Transportation approves:

- i. that a feasibility study for a central bi-directional cycle route for Victoria Avenue is commenced, ready to bid for funding when appropriate future funding streams are announced;
- ii. officers commence the detailed design and seek to deliver the pedestrian only improvement scheme as soon as practicable and subject to the outcome of the TRO process;
- iii. officers commence the TRO processes for both scheme options as soon as practicable.

APPENDICES

Appendix A – Active Travel England Feedback

Appendix B – Pedestrian improvements Plan

Appendix C – Pedestrian Improvements Plan – Modified

Appendix D – Summary of consultation responses

Appendix E – Sample of consultation responses

Appendix F – Consultation Letter

Appendix G – Equalities Impact Assessment Screening

Appendix H – Climate Change Impact Assessment Screening

Barrie Mason

Assistant Director Highways & Transportation, Parking Services, Street Scene, Parks & Grounds

County Hall

Northallerton

4 July 2024

Author of Report - Jasmin Gibson Improvement Project Delivery Manager

Person Presenting Report – Jasmin Gibson Improvement Project Delivery Manager



Change control Design review report

About this report

Active Travel England (ATE) Inspectors have carried out a design review using our Scheme Review and Design Assistance Tools to check the quality of the active travel scheme below.

Critical issues have been identified. To address the issues, ATE invite you to outline your approach to resolve these. You can do this by completing the relevant sections of this report.

This report should be returned to contact@activetravelengland.gov.uk. You can edit this form using Adobe Reader.

Summary of scheme

Date of design review 27 February 2024

ATF Scheme reference ATE00173

Scheme name Victoria Avenue

Scheme summary

The scheme will provide pedestrian only improvements to Victoria Avenue. The proposals include replacing existing uncontrolled crossings at both the eastern and western extents of the road with signalised pedestrian crossings. Buff tactiles will be added to all side road/uncontrolled crossing points and the existing zebra crossing will be relocated and layout improved. Street lighting will be improved along both footways and a new bus stop will be provided on the northern side of the road.

Highway authority North Yorkshire Council

Region Yorkshire and the Humber

Summary of change control request

Change Control reference

Change control type

- There is a change to the scheme outputs
 - Reallocation of funding between schemes within the same fund
-

Summary of change control request From NYC: “At a meeting with ATE and NYC in May 2023, ATE Officers encouraged NYC to submit a descoped design of the ATF2 Victoria Avenue scheme based on remaining funds. The scheme being assessed comprises pedestrian only

improvements and a future phase, including significant improvements to cycle infrastructure is already designed and awaiting a separate funding route”.

Plans provided by authority See appendix

Design stage Preliminary Design

Date of Investments Programme Board (if relevant)

Summary of change control design review outcomes

Policy check No potential for conflict has been identified

Critical issues Issues identified have been identified

Street tool check	Existing score:	Design score:	Tool version
See appendix for details	29%	51%	2024

Placemaking tool check	Existing score:	Design score:	Tool version
	65%	75%	2024

Inspector feedback to authority

The scheme extents effectively define the Victoria Avenue/Station Parade and Victora Avenue/A61 junctions out-of-scope and hence these have not been checked or assessed using the JAT check. Protected cycling provision has been deferred until a future unfunded phase, for which drawings have been provided showing protected 1-way cycle tracks etc. The current scheme proposals are compatible with the future deferred scheme. No ATE checks have been carried out for the 'full' scheme.

Traffic data suggests that the proposed unprotected on-carriageway cycling will be mixed with approximately 4000-5000vpd, including the approaches to the complex junctions at either end of Victoria Avenue. Although not identified as safety critical (see comment on junctions being out-of-scope) the proposals for on-carriageway cycling do not meet the guidelines of LTN 1/20 table 4-1, and there is a risk that the scheme will not cater for the full range of cyclists, limiting uptake and accessibility (see LTN1/20 summary principles 1 and 3).

The pedestrian improvements, particularly at the major junctions, represent a significant improvement.

The quoted cost for the scheme appears to be very high for what is being delivered, and a number of itemisations in the cost breakdown should be queried with the authority.

Inspectorate feedback to ATE Investments

See comments above – the scheme has been substantially descoped since the initial funding allocation and now does not include protected cycle facilities for what appears to be a significant route into the town centre. A number of critical safety issues remain as a result of the scheme being of limited scope, with the authority assuring that these will be addressed in a future scheme.

Authority feedback

Please use this field to provide any comments

Critical issues

Critical issue	3 - Lane Widths: Cyclists unprotected in 3.25-3.9m wide nearside lane
Metric	3 - Lane Widths: Cyclists unprotected in 3.25-3.9m wide nearside lane
Critical issue reference	ATE00173_SA03_01P
Location	Eastern arm traffic lanes at the Victoria Avenue/Station Parade junction
Latitude / longitude or other reference point	53.99092309250286, -1.5374444271129128
ATE Inspectorate comment	Cycles remain on carriageway and lane widths at the junctions at either end appear to fall within the critical width. We note that it is not the scheme intention to address cycling but nevertheless Victoria Av appears to be a signed cycle route.
Authority response (Choose one option)	<ul style="list-style-type: none"> • Resolved • Resolution planned • Resolution pending - funding to be identified • No planned action
Authority comment	
Provide evidence to support this response	

Status (ATE use only)		Date agreed (ATE use only)	
ATE Inspectorate comment			
Critical issue	6B - Provision of Crossings: on quieter streets (<8,000vpd), desire lines are blocked by parking/loading		
Metric	6B - Provision of Crossings: on quieter streets (<8,000vpd), desire lines are blocked by parking/loading		
Critical issue reference	ATE00173_SA06_01P		
Location	General comment for Victoria Avenue		
Latitude / longitude or other reference point	53.99052689964395, -1.53991756154678		
ATE Inspectorate comment	The parking in the central reserve creates general pedestrian desire lines to access vehicles that in many cases can be blocked by kerbside parking		
Authority response (Choose one option)	<ul style="list-style-type: none"> • Resolved • Resolution planned • Resolution pending - funding to be identified • No planned action 		

Authority comment	
Provide evidence to support this response	
Status (ATE use only)	Date agreed (ATE use only)
ATE Inspectorate comment	
Critical issue	14 - Cycling Surface and Maintenance Defects: Major defects (provide further information in "commentary and feedback")
Metric	14 - Cycling Surface and Maintenance Defects: Major defects (provide further information in "commentary and feedback")
Critical issue reference	ATE00173_SA14_01P
Location	General comment for Victoria Avenue
Latitude / longitude or other reference point	53.99052689964395, -1.53991756154678
ATE Inspectorate comment	At times when parking is light, cycles will likely use the kerbside parking areas. The raised metal dome 'space indicators' are non-cycle friendly.

Authority response (Choose one option)	<ul style="list-style-type: none"> • Resolved • Resolution planned. • Resolution pending - funding to be identified. • No planned action 	
Authority comment Provide evidence to support this response		
Status (ATE use only)		Date agreed. (ATE use only)
ATE Inspectorate comment		



West Offices (City of York Council)
Station Rise
York
YO1 6GA

Email: contact@activetraavelengland.gov.uk

7 June 2024

Dear Louise,

Thank you for your change control request, submitted on behalf of North Yorkshire Council (NCC) on 13 March 2024. Following review by Active Travel England (ATE), I can confirm that your request CCF-2192 has been approved, as follows:

- i. To remove the following three ATF2 schemes:
 - Oatlands Drive (scheme reference ATE01661)
 - Guisborough Road, Whitby (scheme reference ATE01664)
 - A59 Maple Close (scheme reference ATE00172)
- ii. To reallocate £623,094 from these three schemes to ATF2 scheme 'Victoria Viaduct' (scheme reference ATE00173), and to extend the construction completion date by thirty-one months, from March 2021 to October 2024.

In reviewing the scheme designs ATE's Inspectorate identified four critical issues. Attached is the design review report, which sets out the policy conflicts and critical issues in more detail. We hope NCC's meeting on 21 May 2024 with ATE and its Director of Inspections helped to identify further options within the change control scope that NCC could examine. As outlined in the report, please return information on how you will approach resolving these issues.

In addition, due to the high scheme costs, please actively identify opportunities to lower the cost of the scheme and explore opportunities to improve connectivity to the latest station gateway proposals to maximise uplift potential.

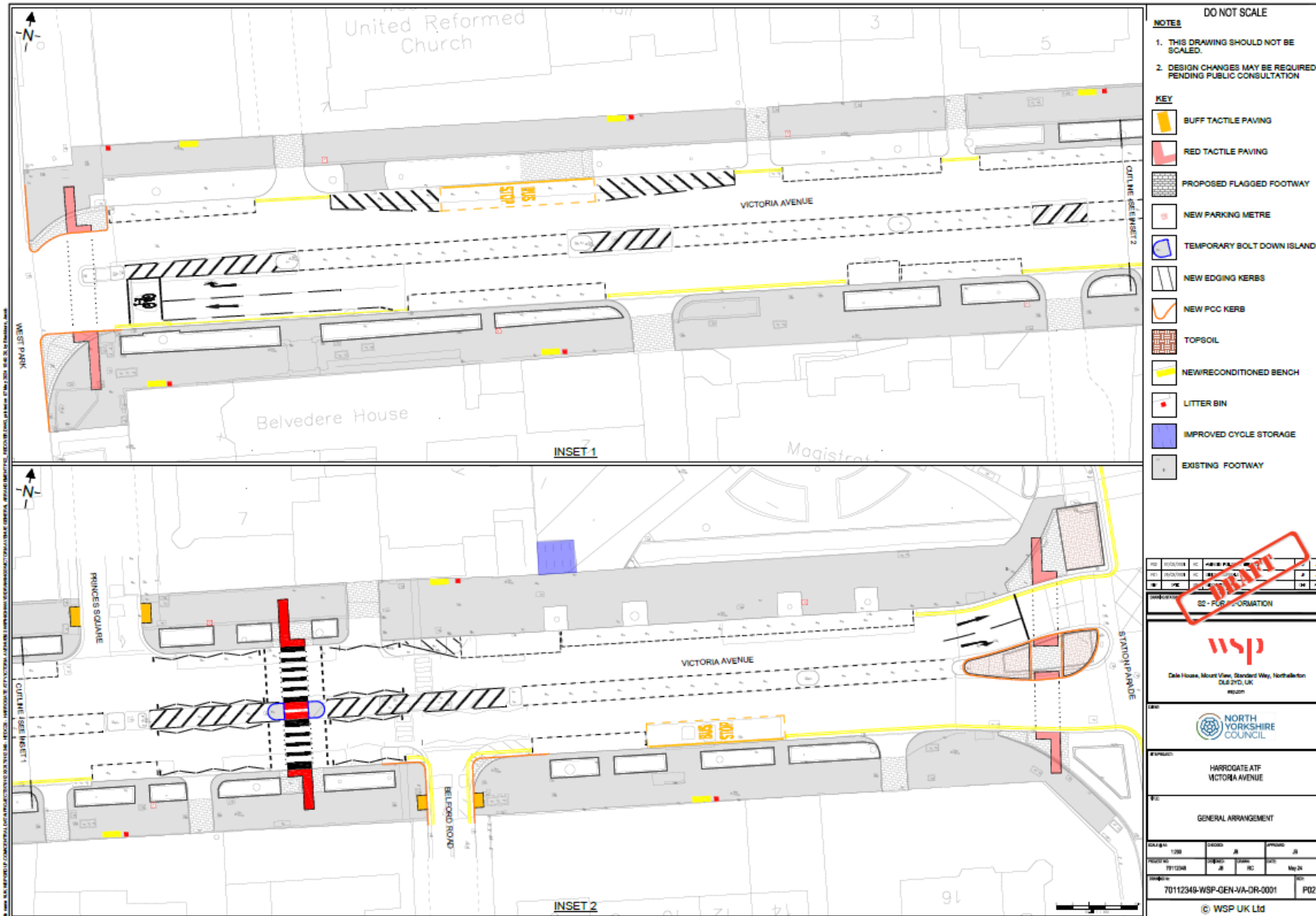
This approval is subject to providing the additional information on design and scheme cost outlined above. Please provide a response to the above within one month of the receipt of this outcome letter. Your response can be returned to contact@activetraavelengland.gov.uk.

In confirming approval of your change control request this letter can be considered an amendment to your grant agreement letter ref 31/5245 31/5246, dated 20 November 2020, for the four schemes listed in this letter. All other terms of agreement as set out in your grant agreement letter remain unaffected.

Yours sincerely,

Clare Davies
Head of Infrastructure Sponsorship
Active Travel England





Summary of consultation responses

Comment #/Ref	Victoria Avenue Supports	Victoria Avenue Opposes	Victoria Avenue Neutral	HDCA Response/Modified	Supports modifications to junction with Beech Grove	Supports banned RT from Belford Street	Supports additional bus stop	Supports Improved street lighting	Supports improved pedestrian crossings	Concerned about Beech Grove/Vic-Ave movement	Agrees with altering planters	Disappointed cycle elements removed from scheme	Objects to banned RT Belford Street	Critical of none delivery of cycle schemes	Questions need to signalise crossings	Complaints about potholes/pavements	Waste of money	Money should be spent on potholes/maintenance in	Against use of money on ticket machines	Against use of money for bus stop/bus stop relocation	Against parking loss	Against cycle lanes/pleased excluded	Wants to be able to go straight on from Beech Grove	Wants modal filters on beech grove reinstated	Against/questions relocation of zebra crossing	Questions covered bike parking at the library	Other improvements suggested	
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OFFICIAL

Victoria Avenue Pedestrian Upgrades

Sample Responses to Victoria Avenue Pedestrian Upgrades consultation

SAMPLE RESPONSE 1 (HDCA Suggested Response)

Dear Area 6,

I do not support the council's proposals for Victoria Avenue.

The ATF2 funding was won for four ambitious cycling schemes. North Yorkshire now plans to deliver none of them, which is unacceptable.

There is an urgent need to improve cycle facilities so that everyone from 8 to 80 years old feels safe cycling into town. North Yorkshire should deliver its original promise of dedicated cycle tracks on Victoria Avenue – supplementing the ATF2 money with its own transport funds if necessary.

Beech Grove also need to be made safe for cycling, either by reinstating the modal filters or with another high-quality cycle scheme to make it genuinely safe. 20mph on its own will not work.

Drivers should be prevented from making illegal movements from Beech Grove to Victoria Avenue, and I support a modification of the Beech Grove/West Park/Victoria Avenue junction to achieve this.

Overall the council's plans for Victoria Avenue are of marginal benefit at best, and are very unlikely to result in more walking into town.

Spending cycling money on a bus stop and car parking ticket machines is wrong.

SAMPLE RESPONSE 2

Dear Area 6,

I do support the council's proposals for Victoria Avenue.

The ATF2 funding was won for four pointless cycling schemes. North Yorkshire now plans to deliver none of them, which is acceptable.

There is no need to improve cycle facilities so that everyone from 8 to 80 years old feels safe cycling into town. North Yorkshire don't need to deliver its original suggestion of dedicated cycle tracks on Victoria Avenue – supplementing the ATF2 money with its own transport funds if necessary.

Beech Grove also doesn't need to be made safe for cycling, it already is for the single annual cyclist who uses it.

Drivers shouldn't be prevented from making movements from Beech Grove to Victoria Avenue, and I do not support a modification of the Beech Grove/West Park/Victoria Avenue junction to achieve this.

Overall the council's plans for Victoria Avenue are of great benefit, and are likely to result in more walking into town.

Keep spending cycling money on a bus stop and car parking ticket machines. I have never seen a cyclist on Victoria avenue or Beech grove and don't wish to.

A concerned walker and actual Harrogate resident.

SAMPLE RESPONSE 3

Thank you for your work on the configuration and plans for the Harrogate area. I am e-mailing to express my disappointment of the lack of safe cycling lanes within this proposal. I cycle to work at the hospital and a GP surgery daily and am frequently nearly run off the road by drivers that disregard rules designed to protect cyclists. I used to feel safer when Beech Grove was blocked for cycling and regularly use the "cycling lights", both at Victoria Avenue and also behind Waitrose.

As a doctor I chose to cycle for health and environmental reasons but am often left wondering why as there are very few safe cycle routes in Harrogate, very few dedicated cycle lanes (which often only extend a short distance) and lots of drivers who feel that it is their right to get annoyed and scare cyclists. I do use pavements and ginnels (getting off and walking) for my own safety but appreciate that pedestrians have priority and do not want me to do this but I feel there is no safe option.

I am disappointed that for every development it always seems to be the cycling lanes that get revoked as with Victoria Avenue.

My brother recently visited Harrogate and was surprised that we had ever hosted cycling events describing it as the least cycling friendly town he had visited.

Please can the council consider keeping cycle lanes to enable people an alternative to driving in this and future proposals?

SAMPLE RESPONSE 4

I write with regard to the above proposal. I object most strongly to the proposed left turn only from Belford Road onto Victoria Avenue.

As a resident of Robert Street for over 30 years the traffic flow has changed dramatically during this time. The last few years have been difficult for residents to turn right onto Station parade from Robert Street. A drivers view of oncoming traffic is severely restricted often due parking of large vehicles as the parking bays are way too close to the Robert Street turning. Constantly disabled badge holders, attending church, park on the yellow lines at the junction, making it impossible to see any oncoming traffic. Waitrose delivery wagons effectively block the whole street, reversing down Robert Street and across Station Parade. Right turners from Station Parade into Robert Street often cut across onto left side of the road, I've personally encountered many near head on collisions. Therefore the safest route is down the snicket from Robert Street to Belford Road and exit right onto Victoria Avenue and join Station Parade via that route. However I would also point out that the right turn only from the snicket into Belford Road is constantly disregarded, daily, never policed. It is an unreasonable and unrealistic expectation that the left turn into Victoria Avenue would be obeyed. School drop offs already create havoc, left turn only would be and will be disregarded.

I believe the proposal is ill thought out and will cause more problems than already exist.

SAMPLE RESPONSE 5

Comments from Harrogate Group of the Ramblers

We support the pedestrian crossing proposals at the junction of Victoria Avenue and Station Parade, and Junction of Victoria Avenue and West Park.

See our recent letter to the Harrogate Advertiser: we support the provision of pedestrian crossings at the junction of Slingsby Walk and Wetherby Road, and Slingsby Walk and Oatlands Drive (both of these crossings are on our recently published "Four Local Walks in Urban Harrogate and The Harrogate Urban Circle Walk"), across Otley Road at the junction with Beech Grove, and at the bottom of Briggate, Knaresborough at the junction with Abbey Road. The latter two are crossing places frequently used by pedestrians.

SAMPLE RESPONSE 6

- i. I am pleased that the cycle lanes have been postponed/cancelled. It's an attractive street with lovely trees. Don't ruin it as the Otley Road has been.
- ii. Why another bus stop? Buses only travel down towards West Park Stray. There is already a bus stop one third of the way down the road on the left.
- iii. Making the exit from Belford Road left only will cause major detours for cars wishing to travel towards eg Knaresborough or Wetherby and force extra traffic to use West Park Stray, Parliament Street or James Street. There is a school on Belford Road and many parents could be inconvenienced.
- iv. There are already traffic lights for pedestrians to use at the junction of Victoria Road and Station Parade. Why are more needed?
- v. 5. Steps to prevent cars driving across West Park Stray illegally from Beech Grove into Victoria Road are to be welcomed.

SAMPLE RESPONSE 7

Thanks for the opportunity to comment on the proposed scheme.

It is disappointing the budget constraints do not allow for cycle lane provision. I hope this will be pursued and funded in the future.

Improving pedestrian and public space is a good thing but any changes to traffic flow must take in the surrounding area and not be taken in isolation. These are subject to separate consultation.

The provision of pedestrianised crossings that help people cross safely without having to rely on walking between stationary cars at traffic lights is good. However a major element of the scheme to introduce a left turn only from Belford road is a mistake. Car drivers, and many will be parents from St Peter's school, will only resort to making a u turn further along the road, as already happens and/or increasing the volume of traffic and risk to pedestrians. People already cutting along Robert Street and down the alley make illegal left turns ignoring the signs. I waited yesterday in my car on Belford road for a large truck to reverse back up Belford road on a one way street after dropping linen off at travel lodge, as they were too large to make the Belford road turn. My point here is to demonstrate that despite traffic signage, and one way systems, it is frequently ignored.

Moving the pedestrian crossing further down Victoria avenue is a solution, esp if there is a pedestrian crossing at the junction with station parade. More choice for pedestrians and visibility would also be better.

The other major left turn only issue is the Beech Grove to west park turn. Again frequently ignored and drivers drive across to Victoria Avenue and pedestrians are not expecting traffic to come from that direction.

The remaining elements including better lighting and paving are sensible and needed.

I look forward to hearing about the outcome of this consultation.

SAMPLE RESPONSE 8

My observations on one aspect of your Victoria Avenue proposal – the pedestrian crossing opposite the library.

I believe that it is currently on the correct side of Belfield Road, mostly for safety reasons.

Firstly, at certain times of the day, there is a huge amount of pedestrian traffic – parents and small children – going to, and later from, the primary school. The pedestrian crossing is currently on the same side of Belfield Road as the primary school; moving the crossing as in your proposal would mean that they would all have to cross Belfield Road with the added risks involved in doing that and doing it without the benefit of a crossing.

Secondly, there are many parents who drop off and collect their children in cars. You propose that they can no longer turn right. How do you recommend that they reach their destinations? Turning left gives only two options. One is to take a hugely circuitous time-consuming route, whilst adding to traffic congestion in Harrogate centre. The second is to do

a U-turn further down Victoria Avenue and I suspect that will prove to be the most popular choice.

I recommend that you keep the crossing in its current location.

SAMPLE RESPONSE 9

Congratulations on a sensible solution which strikes the correct balance for pedestrians, cyclists and motorists.

SAMPLE RESPONSE 10

My complaint is regarding the council's proposed plan for Victoria Avenue and its proposal to divert funds awarded for dedicated cycle tracks and safe cycling into other projects. Four ambitious initiatives were submitted for the total award to make Harrogate a more cycle-friendly city. None have been delivered.

This is wrong on three levels

One - it is misappropriation of funds, fictitious project fraud even. Spending money awarded for cycling but never initiating is wrong but spending it on a bus stop and car parking ticket machines is taking this a step further.

Two, it would appear cycling has a lower priority even than parking.

Three, it will scupper any chance of future investment in a healthy cycle culture, eroding the trust of public funds. Removing ambition, culture and street scape design.

If the aim of the town is to show other towns how progressive the council is then this proposal does nothing to promote life on two wheels. It's given priority to driving over pedalling.

The bicycle continues to shine as the most efficient, practical, green and reliable solution to urban mobility. Many cities and towns are taking note, building infrastructure and expanding facilities to accommodate the bicycle as an everyday mode of transportation while improving urban liveability.

Overall I am asking the council to amend its proposal and honour its duty to invest the funds for the purpose they were awarded and deliver on its promises

I look forward to your response and actions.



Name	North Yorkshire County Council
Address 1	Customer Service Centre
Address 2	County Hall
Address 3	Northallerton
POST TOWN	North Yorkshire
POSTCODE	DL7 8AD
	Tel: 0300 131 2 131
	Web: www.northyorks.gov.uk
	Contact: Area 6 Highways Office
	Date: 10 th April 2024

Dear Resident/Occupier,

CONSULTATION: ACTIVE TRAVEL FUND 2, VICTORIA AVENUE PEDESTRIAN IMPROVEMENT SCHEME PROPOSALS

As you may already be aware, North Yorkshire Council was awarded funding to deliver a scheme on Victoria Avenue through Active Travel England ATF2 in November 2020. Since then, design development work has been ongoing and we are now pleased to be able to seek your views on this proposed scheme. Please see attached draft plan 70112349-WSP-GEN-VA-DR-000 showing the current proposals.

Unfortunately budgetary constraints mean that the previously envisaged cycle lanes cannot be included within this initial phase of this Victoria Avenue scheme. Following advice from Active Travel England, we have therefore concentrated on improvements for pedestrians and improvements to the public realm. The works are summarised below:

- Signalisation of the pedestrian crossing at the junction Victoria Avenue and Station Parade to add a pedestrian phase,
- upgrade of existing uncontrolled crossing at the junction of Victoria Avenue and West Park to a signalised pedestrian crossing
- addition of tactile paving across all side roads,
- a new bus stop located outside the United Reformed Church and associated paving upgrades
- relocation of the existing staggered zebra crossing and introduction of an in-line Zebra crossing (subject to TRO consultation)
- removal of parking bays where required to facilitate access to a proposed bus stop (subject to a separate Traffic Regulation Order Consultation)
- "Left Turn Only" proposed from Belford Road (subject to a separate Traffic Regulation Order Consultation)
- Improvements to existing paving and benches
- Improved decorative street and footway lighting
- New ticket machines for kerb side parking bays
- Layout improvements to help prevent vehicles from making the illegal straight ahead movement from Beech Grove to Victoria Avenue

OFFICIAL

OFFICIAL

The works proposed support North Yorkshire Councils desire and vision to increase Active Travel in and around Harrogate Town Centre by proposing a number of measures to increase pedestrian safety as well as improved bus provision.

Whilst unfortunately it is not possible to include the desired cycle lanes within this proposed scheme, the proposed works will not prevent the installation of the cycle lanes in the future, and this will be the ambition within a future funding bid. North Yorkshire Council is committed to delivering a cycle scheme on Victoria Avenue.

Subject to a successful consultation and detailed design exercise, it is hoped that this initial phase of works will be delivered in Autumn 2024.

Please send your comments through to Area6.Boroughbridge@northyorks.gov.uk using 'Victoria Avenue ATF 2 Consultation' in the title of your email or letter. Postal comments are to be sent to:

NYC Highways
Area 6 Boroughbridge Office
Stump Cross
Boroughbridge
YO51 9HU

This consultation will run from 15 April to 5 May 2024. There will be an engagement session located at the below location from 5-7pm on the evening of Tuesday 23 April where we would invite you to find out more about the scheme. NYC officers will be in attendance as well as representatives from the design team.

Stray Room
St Luke's Mount,
Harrogate
HG1 2AE

Yours Faithfully,

Area 6 Highways Team

Initial equality impact assessment screening form This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.	
Directorate	Environment
Service area	Highways & Transportation
Proposal being screened	Victoria Avenue ATF 2 – Detailed design of Pedestrian only scheme and Feasibility design of central bi-directional cycleway scheme
Officer(s) carrying out screening	Jasmin Gibson Improvement Project Delivery Manager
What are you proposing to do?	Produce detailed design for Pedestrian Only scheme for on-site delivery as soon as practicable, subject to statutory TRO consultation process. Produce feasibility design for central bi-directional cycle lane.
Why are you proposing this? What are the desired outcomes?	Pedestrian only improvement scheme can be delivered within funding already allocated and awarded through Active Travel England ATF 2 funding stream. The scheme significantly improves provisions for pedestrians with ancillary benefits for placemaking, as well as improving defective surfacing. Feasibility study would provide dedicated cycleways along the centre of Victoria Avenue improving the provision for these users and removing potential conflicts between cyclists, pedestrians and vehicular users. If the feasibility study showed that this scheme was deliverable then it would be developed to a prelim design (bid ready) status, additional external funding would be required for delivery or an allocation from the Local Transport Fund.
Does the proposal involve a significant commitment or removal of resources? Please give details.	Yes delivery of the pedestrian improvement scheme will require expenditure of the ATF 2 funds already awarded. Development of the feasibility design for the cycleway requires £10,000 allocation from Active Travel England capability funding.
Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYC's additional agreed characteristics As part of this assessment, please consider the following questions: <ul style="list-style-type: none"> • To what extent is this service used by particular groups of people with protected characteristics? • Does the proposal relate to functions that previous consultation has identified as important? • Do different groups have different needs or experiences in the area the proposal relates to? <p>If for any characteristic it is considered that there is likely to be an adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your directorate representative for advice if you are in any doubt.</p>	

Protected characteristic	Potential for adverse impact		Don't know/No info available
	Yes	No	
Age		✓	
Disability		✓	
Sex		✓	
Race		✓	
Sexual orientation		✓	
Gender reassignment		✓	
Religion or belief		✓	
Pregnancy or maternity		✓	
Marriage or civil partnership		✓	
People in rural areas		✓	
People on a low income		✓	
Carer (unpaid family or friend)		✓	
Are from the Armed Forces Community		✓	
Does the proposal relate to an area where there are known inequalities/probable impacts (for example, disabled people's access to public transport)? Please give details.	N/a		
Will the proposal have a significant effect on how other organisations operate? (for example, partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.	N/a		
Decision (Please tick one option)	EIA not relevant or proportionate:	✓	Continue to full EIA:
Reason for decision	No adverse impact on any with protected characteristics will arise from producing a detailed design for delivery of the pedestrian scheme or the future potential cycleway scheme. Addition of improved crossing points/tactile paving and surfacing improvements will represent improvements for those with vision or mobility issues.		
Signed (Assistant Director or equivalent)	Barrie Mason		
Date	04/07/24		

Initial Climate Change Impact Assessment (Form created August 2021)

The intention of this document is to help the council to gain an initial understanding of the impact of a project or decision on the environment. This document should be completed in consultation with the supporting guidance. Dependent on this initial assessment you may need to go on to complete a full Climate Change Impact Assessment. The final document will be published as part of the decision-making process. If you have any additional queries, which are not covered by the guidance please email climatechange@northyorks.gov.uk

Title of proposal	Victoria Avenue ATF 2 – Phase 1- Pedestrian Improvement Scheme Delivery and Phase 2- Design of the Cycle Phase
Brief description of proposal	Produce detailed design for Pedestrian Only scheme for on-site delivery as soon as practicable, subject to statutory TRO consultation process. Produce feasibility design for central bi-directional cycle lane.
Directorate	Environment
Service area	Highways and Transportation
Lead officer	Jasmin Gibson
Names and roles of other people involved in carrying out the impact assessment	N/a

The chart below contains the main environmental factors to consider in your initial assessment – choose the appropriate option from the drop-down list for each one.

Remember to think about the following;

- Travel
- Construction
- Data storage
- Use of buildings
- Change of land use
- Opportunities for recycling and reuse

Environmental factor to consider	For the council	For the county	Overall
Greenhouse gas emissions	No effect on emissions	No Effect on emissions	No effect on emissions
Waste	No effect on waste	No effect on waste	No effect on waste
Water use	No effect on water usage	No effect on water usage	No effect on water usage
Pollution (air, land, water, noise, light)	No effect on pollution	No effect on pollution	No effect on pollution
Resilience to adverse weather/climate events (flooding, drought etc)	No effect on resilience	No effect on resilience	No effect on resilience
Ecological effects (biodiversity, loss of habitat etc)	No effect on ecology	No effect on ecology	No effect on ecology
Heritage and landscape	No effect on heritage and landscape	No effect on heritage and landscape	No effect on heritage and landscape

If any of these factors are likely to result in a negative or positive environmental impact then a full climate change impact assessment will be required. It is important that we capture information about both positive and negative impacts to aid the council in calculating its carbon footprint and environmental impact.

Decision (Please tick one option)	Full CCIA not relevant or proportionate:	Y	Continue to full CCIA:	
Reason for decision	<p>Current proposal is to produce a detailed design for the pedestrian only scheme for delivery on site as soon as practicable however this is contingent on a successful TRO statutory process. There will need to be a future report/decision following the TRO process and to authorise procurement of civil engineering contractors. At this point a CCIA will be required. The design for the pedestrian scheme may also be impacted by the feasibility study for the central cycleway scheme.</p> <p>revise existing designs and does not focus on scheme delivery – in the future phase a full CCIA would be undertaken but this is not considered necessary or appropriate at this time.</p>			
Signed (Assistant Director or equivalent)	Barrie Mason			
Date	04/07/2024			