

North Yorkshire County Council

Business and Environmental Services

Executive Member meeting – Highways and Transportation

20 January 2023

Transforming Cities Fund (TCF) – Update on progress and next steps

Report of the Assistant Director – Highways and Transformation

1.0 Purpose of Report

- 1.1 To provide a high-level resume of the Harrogate TCF Round 3 public consultation outcome for information.
- 1.2 To highlight a detailed survey outcome analysis report prepared by West Yorkshire Combined Authority (WYCA) is now available.
- 1.3 To note the next project steps.

2.0 Background

- 2.1 The Transforming Cities Fund (TCF) project in Harrogate centre is aiming to deliver improved transport infrastructure to support modal shift towards more sustainable travel choices such as walking, cycling and using public transport in the vicinity of the Rail Station; the project also creates an enhanced street scene environment to embellish the town centres eastern quarter.
- 2.2 A third public consultation event was carried out between 20 July and 23 August 2022, conducted via online West Yorkshire Combined Authority (WYCA) portal Your Voice, a three-day officer attended exhibition within Victoria Shopping Centre, social media campaign, liaison with stakeholder groups, flyers / posters, Adbike, webinar and press releases plus on-site press day. The results of this survey have now been analysed and collated into a comprehensive report drafted by WYCA's Consultation and Engagement Team.
- 2.3 A full copy of the WYCA round three analysis report can be accessed at www.yourvoice.westyorks-ca.gov.uk/harrogate
- 2.4 Groups contacted for the consultation included Harrogate Borough Council (HBC) portfolio holders, the Combined Authority's Transport Committee, businesses and services, education providers, transport providers, community groups and other statutory stakeholders. Targeted mapping and engagement were also carried out to ensure the consultation was inclusive of the most likely interested parties.
- 2.5 Prior to launch of public consultation, NYCC and HBC officers took part in four separate briefings with key stakeholder organisations:
 - Transport stakeholders – Taxis, Bus and Rail
 - Economic groups – Civic Society, Civic Society, Harrogate BID
 - Statutory and educational stakeholders – Disability Forum, Harrogate Hospital, Harrogate College
 - Special interest groups – Harrogate District Cycle Forum, Harrogate District Climate Coalition, Zero Carbon Harrogate

2.6 Media posts from NYCC, HBC and WYCA across platforms such as Facebook, Twitter and LinkedIn promoted the consultation, including paid for advertising. HBC posts had a reach of approximately 6,000 via their own page and an estimated 50,000 via community group posts. HBC also utilised its Residents' News email database and included an article in the July 2022 edition (51,444 subscribers and 1,852 clicks on the TCF link) and a special TCF edition on 10 August 2022 to specific postcodes (16,147 subscribers and 2,636 click throughs).

3.0 Survey response

3.1 Public participation exceeded previous consultation rounds 1 (June 2021) and 2 (Dec 2021) by a significant amount; 2,044 completed surveys were received, generating over 5000 written comments. By comparison, previous rounds received 1,100 and 1,320 surveys respectively.

3.2 Analysis shows 52% of respondents had not participated before indicating increased interest in the project and a wider cross section of community feedback provided.

3.3 Headline overall project support came in almost equal at 46% negative, 45% positive and 9% neutral. This contrasts with round two feedback of 56% negative, 39% positive and 6% neutral, suggesting support is increasing.

3.4 Section one of the survey around travel habits shows the private car is listed as the most used individual form of transport within 1510 responses vs walking 1,069 (highlighting the close proximity of residential properties to the centre), bus usage 490 and cycling at 458. Combining walking / cycling modes together shows slightly more active travel popularity than car usage, as a means of travelling into the town centre, while including public transport further recedes reliance upon the private car as the dominant form of transport.

3.5 Section two of the survey around landscaping shows the designs for public space enhancements were 51% positive / 26% negative / 21% neutral showing this aspect of the project is mainly supported.

3.6 Section three of the survey around highway design and impact asked how successfully the project balances the needs and safety of all road users with a response of 45% unsuccessful, 39% successful / 16% neutral; a prevailing concern is making congestion worse.

3.7 Response to a question asking if the new active modes infrastructure would influence your travel choice around the town center 41% said positive, 37% negative and 20% no change.

3.8 The projects likely impact on business was a mixed response of 41% positive, 40% negative, 17% neutral, 2% don't know.

3.9 Asked if the project would encourage cycling 48% supported, 12% disagreed and 38% said no change, there was similar feedback about walking and bus use.

3.10 The same question about driving showed 52% felt the project would discourage, 40% no change, while 5% said it would encourage driving.

3.11 Appendix A provides a high-level resume of consultation statistics and common themes expressed in the public feedback. The full survey analysis composed by WYCA is a comprehensive 490-page compendium which contains all comments received in detail and can be accessed using the link in paragraph 2.3 above.

4.0 Next Steps

- 4.1 WYCA is to publish the detailed round 3 survey data analysis, while NYCC continues with project development in line with the target programme. This aims to bring a detailed report on the project to the Executive in May 2023 for their consideration. The Executive will give detailed consideration to the consultation outcome, the round 3 survey data analysis and all other material issues at that time. The Executive will consider whether to submit the Full Business Case (FBC) to WYCA in July 2023. The target programme indicates that construction would commence on site by November 2023.
- 4.2 A Traffic Regulation Order (TRO) is currently being finalised and we are targeting a statutory notice period commencing 20 February 2023; this requires a minimum advertising period of 28 days following which an outcome report will be produced to present to the Area Constituency Committee (ACC) in April 2023. There may be a need for an extraordinary meeting of the ACC given the volume of reporting detail to be considered.
- 4.3 The Executive report for May 2023 in addition to considering the consultation, the feedback from the ACC and whether to proceed with the FBC will also consider contractual arrangements.

5.0 Equalities

- 5.1 Consideration has been given to the potential for any adverse equality impacts arising from the recommendations of this report. It is the view of officers that the recommendations included in this report do not have an adverse impact on any of the protected characteristics identified in the Equalities Act 2010. However, it is worth noting that a full Equalities Impact Assessment will be carried out and reported to the Executive. A copy of the current EIA screening is attached in Appendix B.

6.0 Finance

- 6.1 Grant funding was awarded by the DfT via regional host budget holder WYCA at £47.46m, ring fenced for NYCC and York; within this programme £10.90m is allocated to the Harrogate project.
- 6.2 Full details of the financial implications will be set out in the report to Executive for approval prior to submission of the FBC. This will include updated project cost information and project scope.

7.0 Legal

- 7.1 Prior to reporting to Executive the statutory process for the proposed Traffic Regulation Order (TRO), which would be required for the scheme is to be undertaken. There is a legal advertising period of 28 days, following which the Order will be considered by the Authority Area Constituency Committee and then the Executive. Any Order objections/representations received will be given consideration.
- 7.2 An NEC 4, two-stage contract Option C (Target Cost with Activity Schedule) is currently in place; however, any stage two award is conditional upon approval of the Council's Executive to proceed with the Scheme; the outcome of the FBC submitted to WYCA and securing full funding, along with the completion of the relevant statutory processes.

8.0 Climate Change

- 8.1 There are no climate change issues arising from this report; however, it should be noted the projects strategic focus of availing greater modal choice promotes green transport alternatives in contribution to net zero carbon initiatives adopted by the Council.

9.0 Recommendations

- 9.1 It is recommended that the Executive Member for Highways and Transportation and the Corporate Director – Business and Environmental Services and Corporate Director – Strategic Resources:
- i. note the publication of the detailed survey outcome analysis report prepared by WYCA following round 3 Harrogate TCF consultation.
 - ii. note next project steps in Section 4.

Karl Battersby
Corporate Director – Business and Environmental Services

Author of Report:
Richard Binks – Head of Major Projects and Infrastructure

Background Documents:

WYCA Harrogate round 3-consultation report September 2022
WYCA Harrogate round 2-consultation report December 2021
WYCA Harrogate round 1-consultation report June 2021
Outline Business Case Harrogate TCF March 2021

Survey statistics

General

- 2,044 responses (1,101 round 1, 1,320 round 2)
- Over 5,000 individual comments
- 52% not responded before
- Overall feeling: 46% negative, 45% positive, 9% neutral

Travel Habits

- Majority travelled to go shopping (1,653), meet people (1,302) and live near the centre / surrounding villages (1,293)
- Respondents travel 2-4 days a week (33%), at least once a week (27%) or 5 days a week or more (26%)
- More respondents travel by car (1,510), walk (1,069) or bus (490) or cycle (458)

Landscape and lighting:

- 51% positive/ very positive; 26% negative/ very negative; 22% Neutral

Highway design and impact

- How successful in balancing the needs and safety of all road users: 45% negative/ very negative; 39% successful/ very successful; 14% neutral
- Effect proposals would have on your travel: 41% positive effect; 37% negative effect; 20% no change
- Likely impact on businesses: 41% positive/ very positive.
- 40% negative/ very negative; 17% neutral

When asked how much they agree with the following statements:

- Easier and safer for everyone to get around: 966 agree/strongly agree; 776 disagree/strongly disagree; 255 neutral
- Better use of public space/more attractive to residents and visitors: 1,021 agree/strongly agree; 762 disagree/strongly disagree; 222 neutral
- Support businesses: 858 agree/strongly agree; 881 disagree/strongly disagree; 252 neutral
- More convenient for taxis: 569 agree/strongly agree; 740 disagree/strongly disagree; 552 neutral
- More convenient for loading: 420 agree/strongly agree; 741 disagree/strongly disagree; 634 neutral
- Create more space for trees: 1,154 agree/ strongly agree; 741 disagree/strongly disagree; 397 neutral
- Improve air quality: 913 agree/ strongly agree; 816 disagree/strongly disagree; 246 neutral

How much would these proposals encourage the following:

- Walk: 905 strongly encourage/encourage; 268 discourage/strongly discourage; 710 no change
- Cycle: 956 strongly encourage/encourage; 246 discourage/strongly discourage; 664 no change
- Bus: 761 strongly encourage/encourage; 243 discourage/strongly discourage; 955 no change
- Train: 640 strongly encourage/encourage; 234 discourage/strongly discourage; 1,053 no change
- Drive: 99 strongly encourage/encourage; 1,046 discourage/strongly discourage; 807 no change
- Spend more time in town centre: 854 strongly encourage/encourage; 594 discourage/ strongly discourage; 522 no change

Common Themes

Walking:

- Considered fine already, not sure improvement needed
- Support from those with disabilities

Cycling:

- Good to see cycle improvements
- Queries about LTN1/20 compliance, crossings at junctions and roundabout especially
- Queries about location/number/type of cycle storage
- Queries about ability to cycle through centre (presume Oxford/Cambridge St) – both for and against-
- Queries about connections/linkages with rest of town
- Queries about likelihood of use (age/terrain/weather of Harrogate)

Congestion/traffic impacts:

- Disbelief in traffic modelling
- Concern about increased journey times/congestion
- Queries about air quality/emissions
- Queries about operation of future signals in TCF area (also A61 Ripon Rd) – get it to design standard?

Taxis:

- Concerned at apparent reduction, hopefully resolved by commitment to retaining numbers on Station Parade

Public realm:

- Generally supported
- Queries about extent of trees/planting
- Queries about shelter/openness
- Mixed views about water feature
- Note – Civic Society don't like design, concerned it's too busy and not coherent design approach

Business impacts:

- Mixed views about impacts and pedestrianisation
- Fewer comments than expected about loading

Safety/security

- Positive support generally.

Other:

- Why not tackle other problems: A61 Ripon Rd, Beech Grove, Otley Rd, potholes, Parliament St etc.

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	BES		
Service area	H&T		
Proposal being screened	Harrogate TCF – round 3 consultation outcome and next steps.		
Officer(s) carrying out screening	Richard Binks		
What are you proposing to do?	The report provides a report on the public consultation survey outcome for information. The report seeks approval for next steps to keep programme on track.		
Why are you proposing this? What are the desired outcomes?	This is required prior to releasing the survey outcome into the public arena		
Does the proposal involve a significant commitment or removal of resources? Please give details.	The existing resource and financial commitments remain the same.		
<p>Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristics</p> <p>As part of this assessment, please consider the following questions:</p> <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 Equality rep for advice if you are in any doubt.</p>			
Protected characteristic	Potential for adverse impact		Don't know/No info available
	Yes	No	
Age		X	
Disability		X	
Sex		X	
Race		X	
Sexual orientation		X	
Gender reassignment		X	
Religion or belief		X	
Pregnancy or maternity		X	
Marriage or civil partnership		X	
NYCC additional characteristics			
People in rural areas		X	
People on a low income		X	
Carer (unpaid family or friend)		X	

Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.	No.			
Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.	No			
Decision (Please tick one option)	EIA not relevant or proportionate:	✓	Continue to full EIA:	
Reason for decision	<p>This is a report providing information upon the Harrogate TCF project public consultation outcome for information prior to release into the public arena. Next steps in light of increased project support are understood to reach milestone detail design /TRO / FBC preparation targets in the next development period through to summer 2023.</p> <p>There are no impacts on people with protected characteristics. It is worth noting that a full Equalities Impact Assessment will be carried out as part of the scheme development.</p>			
Signed (Assistant Director or equivalent)	Barrie Mason			
Date	12 January 2023			



Climate change impact assessment

The purpose of this assessment is to help us understand the likely impacts of our decisions on the environment of North Yorkshire and on our aspiration to achieve net carbon neutrality by 2030, or as close to that date as possible. The intention is to mitigate negative effects and identify projects which will have positive effects.

This document should be completed in consultation with the supporting guidance. The final document will be published as part of the decision making process and should be written in Plain English.

If you have any additional queries which are not covered by the guidance please email climatechange@northyorks.gov.uk

Please note: You may not need to undertake this assessment if your proposal will be subject to any of the following:

Planning Permission
Environmental Impact Assessment
Strategic Environmental Assessment

However, you will still need to summarise your findings in in the summary section of the form below.

Please contact climatechange@northyorks.gov.uk for advice.

Title of proposal	Harrogate Transforming Cities fund
Brief description of proposal	Strategy to create a transport hub around the rail station encouraging modal switch to active travel (walking/cycling) and public transport, while also delivering improved public realm to eastern side of town centre street scene.
Directorate	BES
Service area	Major Projects
Lead officer	Richard Binks
Names and roles of other people involved in carrying out the impact assessment	Tania Weston
Date impact assessment started	Oct 2021

Options appraisal

Were any other options considered in trying to achieve the aim of this project? If so, please give brief details and explain why alternative options were not progressed.

A full options appraisal was carried out for the project and described in the Outline Business Case which gained approval from host promoting body West Yorkshire Combined Authority (WYCA) in June 2021. This is a large document, available on request.

The optioneering process pursued is described in detail in the Option Assessment Report (OAR) within the OBC. Critical Success Factors and Multi-Criteria Analysis undertaken to develop the short list of options are established. A strategic review of the short-listed options has been undertaken to further refine the scheme options considering the latest LTN1/20 guidance. The short-listed options include a Preferred Option, a More Ambitious Option and a Less Ambitious Option. All three options have been appraised in line with Greenbook and WebTAG guidance compared against a Business as Usual scenario

In line with the scheme's strategic scope, the majority of scheme benefits are related to health and journey ambience benefits for cyclists and pedestrians. The scheme will generate some disbenefits for car users in terms of increased journey times as a result of prioritising pedestrians' and cyclists' movements at a number of local junctions, the part pedestrianisation of James Street and the reduction in road space on Station Parade

Reflecting on the results, the core scenario demonstrates a "medium" initial BCR of 1.70

What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?

Please explain briefly why this will be the result, detailing estimated savings or costs where this is possible.

The project has been allocated £11.378m in baseline Grant Funding from the Transforming Cities fund (TCF), administered regionally by WYCA; a further £200k has been allocated by Harrogate Borough Council and NYCC £100K bringing total project budget to £11.678m.

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>	
<p>Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.</p>	Emissions from travel	Yes			Strategic context to encourage modal shift to active modes and public transport away from reliance upon private vehicle.	New cycle infrastructure will be compliant with new government standard LTN/120.	Adopt best practice and liaise with bodies such as Active Travel England.
	Emissions from construction	Yes			An early contractor partnership has been established with key social value and environmental considerations applied to tender quality bid in respect materials / construction methodology / plant and local supply chains.		
	Emissions from running of buildings				na		
	Other						
<p>Minimise waste: Reduce, reuse, recycle and compost e.g. reducing use of single use plastic</p>				na			

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
Reduce water consumption				na		
Minimise pollution (including air, land, water, light and noise)		Yes		Air quality carbon assessment modelling shows a neutral effect initially as the social uptake of cycling opportunity availed by the new cycle infrastructure is offset by slightly reduced vehicle travel times through the town centre due to reallocation of road space; in the medium to long term it is determined as model switch gathers momentum positive air quality benefits will be realised.	Road space reallocation for instance in South Parade which reduces from a dual to single vehicle lane, hence increased journey times, will be offset by introducing new smart traffic signal technology at junctions to maximise efficiencies	Combine the infrastructure works with promotional campaigns to encourage increased cycling / walking and bus use.
Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers				na		

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Enhance conservation and wildlife</p>				<p>na</p>		
<p>Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape</p>				<p>na</p>		
<p>Other (please state below)</p>	<p>Yes</p>			<p>The project improves the Steet scene in the town eastern quarter with a new town square opposite rail station and pedestrianisation of James St with high quality materials and soft landscaping.</p>	<p>Adopt benchmark urban design</p>	<p>Emphasis upon high quality urban realm</p>

Are there any recognised good practice environmental standards in relation to this proposal? If so, please detail how this proposal meets those standards.

The primary highway infrastructure standard being applied is LTN/120 which introduces new benchmark design to cycle travel infrastructure.

Summary Summarise the findings of your impact assessment, including impacts, the recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The Harrogate TCF Package is aimed at encouraging investment in the town, supporting aspirations for economic growth by making it a more attractive place to live, work and visit. In turn, this will stimulate growth and increase the resilience of the local economy by seeking to address the key issues associated with a rapidly growing and ageing population and the economic imbalance caused by low value local jobs/economy and a highly skilled/ educated resident population with current high levels of cross-boundary commuting and less sustainable travel patterns.

The scheme will deliver sustainable travel accessibility and infrastructure improvements to respond to existing demands on the local transport network which include congestion and journey time unreliability, which adversely impact upon Harrogate's economic performance. There is an opportunity to improve sustainable transport accessibility to reduce these demands and unlock development/growth, whilst also taking full advantage of forthcoming rail franchise improvements, and bus enhancements. By improving the aesthetics of the Rail station area, through public realm and townscape enhancements, combined with delivering multi-modal accessibility and connectivity improvements, the proposals will help to deliver 'healthy streets' in the town centre, and unlock growth and development within the town, such as the Station Parade development site located within close proximity to Harrogate Rail station.

The proposed scheme will establish Harrogate Rail station at the heart of the town and the wider district, providing strong links and accessibility enhancements between the town centre, gateway and new developments, acting as a central sustainable travel 'hub'. The package of improvements will drive a shift towards more sustainable transport modes and support enhanced connectivity to employment and education opportunities both locally, and across the wider region.

Sign off section

This climate change impact assessment was completed by:

Name	Richard Binks
Job title	Head of Major Projects and Infrastructure
Service area	Major Projects and Infrastructure
Directorate	BES
Signature	<i>R Binks</i>
Completion date	6/01/2023

Authorised by relevant Assistant Director (signature): **Barrie Mason**

Date: **12 January 2023**