

FULL BUSINESS CASE

*Harrogate Station Gateway
Improvements (TCF)*

January 2024



Applicant Details

Name of scheme:	Harrogate Railway Station Gateway Improvement Scheme
Scheme PMA Reference Code:	DFT-TCF-016
Business Case Stage	Full Business Case (Activity 4)
Location of scheme (including postcode):	Harrogate Town Centre and surrounding area
Lead Organisation:	North Yorkshire Council
Type of organisation:	Unitary Authority

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Business Case Owner:	██████████
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Combined Authority Lead / Programme Manager	██████████ – West Yorkshire Combined Authority (WYCA)
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Is any information in this form is considered exempt from release under Section 41 of the Freedom of Information Act 2000	Yes	
	No	X

Document Control

Version	Date	Author	Checked

Certificate of Approvals

To be completed by Combined Authority staff:

This business case has been appraised in accordance with the Leeds City Region Assurance Framework and approved by the following:

Note - the required approvals will depend on the agreed approval pathway set out and agreed for the scheme during Stage 1: Pipeline Eligibility, if it does not require a certain approval then mark as N/A

	Approved (Y/N, n/a)	Signed	Date
Combined Authority Case Officer:			
Appraisal Team/Peer Review Team			
Portfolio Appraisal Team:			
Combined Authority Managing Director:			
Investment Committee:			
Combined Authority:			
Other (Please State):			

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1. Scheme Summary

1.1 Scheme Description:

The scheme delivers measures focused in and around Harrogate Station. These are aimed at driving modal shift from private car to more sustainable modes of transport by providing accessible, attractive, and cleaner travel alternatives, further ensuring planned local growth occurs in a sustainable manner. In light of the climate emergency declared by the UK government and by North Yorkshire Council (NYC) (July 2022), the scheme puts a focus on people and placemaking, thus attracting inward investment into Harrogate and working towards a Carbon-Zero Economy for the district and wider region through low carbon interventions in design and post scheme usage.

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 Harrogate’s economic performance). There is an opportunity to improve sustainable transport accessibility to reduce these demands and support new development and growth, whilst also taking full advantage of forthcoming rail and bus service enhancements.

By improving the aesthetics of the station area, through public realm enhancements, combined with delivering multi-modal accessibility and connectivity improvements, the proposals will help to deliver ‘healthy streets’ in the town centre.

The proposed schemes will establish Harrogate Rail station as a key travel gateway and central sustainable travel ‘hub’ within the town. The proposals will significantly enhance the accessibility of the station and the links with the town centre, new developments and ultimately the wider region.

At this FBC stage, further work has been undertaken to refine and value engineer the scheme based on the detailed cost estimates, and in light of public and stakeholder feedback, including legal challenge, as agreed with the Combined Authority and Department for Transport. This has resulted in some elements of the OBC scheme being descope and/or scaled back while maintaining the core ambitions for the proposals; the details of this are set out in the Options Assessment Report (Appendix A). This report will be finalised once the scheme redesign update is complete.

Development of Scheme: OBC to FBC Stage

The preferred option presented for the Harrogate Station Gateway Improvements scheme at OBC stage comprised:

Cheltenham Crescent - Cheltenham Mount – Cheltenham Parade

- Altering the Cheltenham Crescent / Cheltenham Mount junction to encourage eastbound traffic to route onto Bower Road via Cheltenham Mount rather continue on to Station Parade;

- A one-way restriction on Cheltenham Mount at the Mount Parade junction to prevent westbound traffic using Cheltenham Mount and Cheltenham Crescent;
- Increased bus priority and improved access to the bus station; and
- Short section of eastbound segregated cycle track connecting to the Station Parade junction.

Station Parade - Between Bower Road and Cheltenham Parade

- A new dedicated bus lane and segregated cycle track. General traffic would be able to access this section of Station Parade from Bower Road;
- Reducing the amount of on-street parking and introducing trees to enhance the look and feel of the street for pedestrians; and
- Making the junction between Station Parade and Cheltenham Parade safer and easier for pedestrians with shorter crossing distances and reduced traffic.

Station Parade – Between Cheltenham Parade and the Bus Station exit junction

- A new pavement on the east side of Station Parade, adjacent to the Bus Station;
- A new segregated cycle track; and
- This section of Station Parade is reduced to one lane only for motor vehicles.

One Arch underpass – North of the bus station

- Entrance and lighting improvements to the underpass to make it more welcoming at all times of the day and night.

Station Parade – Between the Bus Station exit junction and Victoria Avenue

- A new pavement on the east side of Station Parade, adjacent to the Bus Station;
- A new segregated cycle track;
- This section of Station Parade is reduced to one lane only for motor vehicles;
- New living pillar lighting columns, which would provide extra green features along the street.

Station Square

- Creation of a more flexible public space, with the potential to host a range of events and activities;
- Introduction of water jet fountains and a reflection pool to provide a link to Harrogate's spa town heritage and create new visual interest, appealing to a wide range of age groups;
- New planting and trees; and
- Potential site for a new public art feature.

James Street – East of Princes Street

- Pedestrian improvements including resurfacing with natural stone and new trees and rain gardens; and
- On-street parking provision will be reduced to create more space for pedestrians.
- Motor vehicle access will be controlled by rising bollards and signage. This allows this section of James Street to become a pedestrianised street at agreed times of day.

Station Bridge

- New segregated cycle tracks. General traffic would still be able to access Station Bridge with one lane provided for motor vehicles in each direction; and
- Walking and cycling improvements at the Station Bridge / East Parade roundabout.

East Parade – Between Station Bridge and the Victoria Car Park Access junction

- New segregated cycle tracks. General traffic would still be able to access East Parade with one lane provided for motor vehicles.

High Quality Construction Materials within public spaces and central Station Parade

- Partial implementation of Green Streets design proposals, including natural stone paving with public realm spaces, on James Street and on Station Parade between Cambridge Street and Station Bridge; and
- This approach is driven by the necessity to develop a scheme which consistent with the currently agreed funding package.

Package of Sustainable Transport Measures

- EV charging provision at the Victoria Multi-storey car park
- Cycle hub and secure parking adjacent to Harrogate Station

A More Ambitious and Less Ambitious scheme was also proposed as part of the OBC.

Updated Scheme: FBC Stage

Since submission of the OBC, further work has been undertaken to refine the preferred scheme option. A value-engineering (VE) exercise was undertaken, based on the latest cost estimates and funding available. This resulted in some elements of the scheme being scaled back and/or descope to deliver cost-savings. The scheme designs have also evolved as a direct result of stakeholder feedback highlighted in the second and third rounds of consultation (November-December 2021 and July-August 2022, respectively). This included a strong preference for one-way traffic restrictions on Station Parade, additional lighting proposals, and street furniture such as benches and bins.

However, following the development of the Harrogate Station Gateway Project from a feasibility study to very near to completion of a Detailed Design to meet the objectives of the TCF from WYCA, the council received a legal challenge to the scheme. As a result, an alternative revised scheme has been developed that would not be likely to risk legal challenge. The revised scheme is intended to deliver the maximum benefits to the people of Harrogate whilst retaining the core TCF station gateway focus. This has resulted in some further elements of the scheme being descope and/or scaled back.

A design review of the proposals (Appendix B) is being undertaken with WYCA urban design specialists. The outcomes of this review are not currently available and are subject to completion of the final scheme redesign.

The **preferred scheme option** that is appraised as part of this FBC includes the following:

Lower Station Parade (Station Parade North)

- Bus lane as previously designed – but to begin further south to allow for loading outside Bower House on east side of road
- Footway resurfacing, including parking/loading as original detailed design on west side
- Retain proposed crossing point at north end of road (by Bower Road), but cycle crossing omitted
- Retention of raised pedestrian crossing point opposite 14 Station Parade

Station Parade (Lower Station Parade to south of Station Bridge junction)

- Design option for southbound cycle lane on east side of road
- Footway resurfacing and reconfiguration

Cheltenham Parade (approach to bus station)

- Remove cycle lane
- Retain left-hand ahead only
- Maximise width of footways

One Arch

- Original detailed design retained at FBC stage

Station Square – revised design:

- Omit northern third (Victoria Shopping Centre area) – retain vent design
- Paving materials (Yorkstone) to match existing northern third
- Descoping of James Street
- Include a sum for cleaning statue of Queen Victoria

Cycle Storage

- Cycle storage around pillar in station car park based on concept design proposals and retained from the OBC.

Junctions/ Crossings

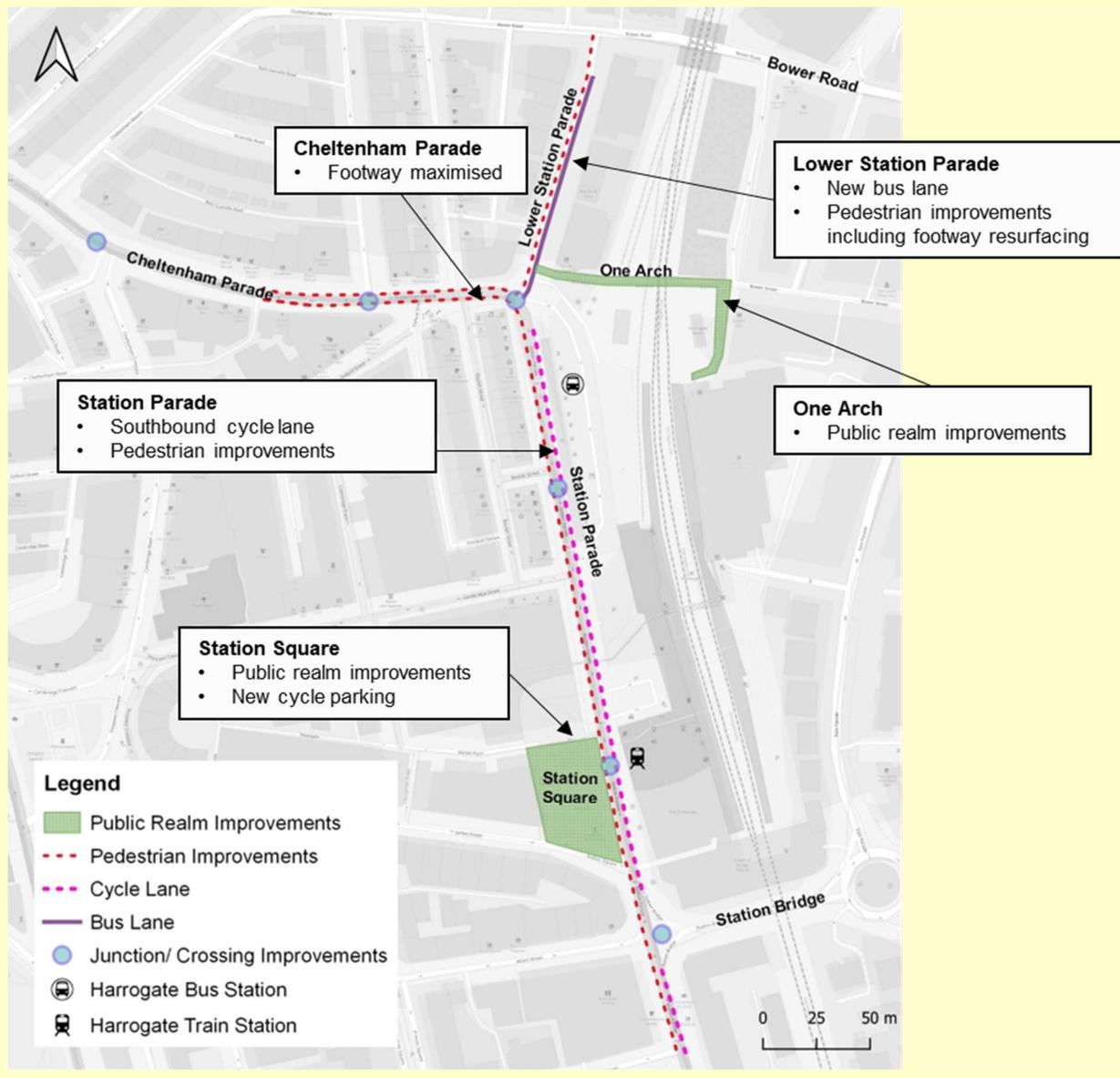
- NYC wishes to link all signals from A61 Ripon Road to Victoria Avenue, and to consider if bus prioritisation and pedestrian countdown inclusion would be possible (subject to funding and operational implications). The council recognises the full detail of this is unlikely to be known by FBC, but journey time savings and outline costs should be determined. Three junctions fall outside the TCF scheme and would be funded by NYC separately:
 - A61 Ripon Road/King's Road junction – outside TCF scheme, to be funded by NYC
 - A61 King's Road/Cheltenham Crescent junction – outside TCF scheme, to be funded by NYC
 - Station Parade/Victoria Avenue junction – outside TCF scheme, to be funded by NYC
 - Cheltenham Crescent/Cheltenham Parade pedestrian crossing (opposite Jinnah restaurant)
 - Cheltenham Parade pedestrian crossing (opposite Harrogate Theatre)
 - Cheltenham Parade/Station Parade junction – revise to remove cycle crossing

- points, considering pedestrian desire lines
- Station Parade pedestrian crossing (opposite bus station)
- Station Parade pedestrian crossing (opposite railway station)
- Station Bridge junction – revise to include southbound cycle lane, considering desire lines or retain existing layout

The revised scope for the TCF scheme also includes a review of the possibility for any tree planting. All other areas previously considered as part of the OBC have been descoped.

The redesign general arrangement drawings are presented in Appendix C. The new scheme proposals including detailed highways and public realm design drawings are presented in Appendix D (the full detailed design drawings of the Harrogate TCF scheme are currently not available). A high-level, indicative plan showing the locations of the preferred scheme interventions is provided below in Figure 1-1.

Figure 1-1 - Proposed Interventions (Preferred Scheme)



1.2 Scheme Objectives:

The Strategic Case (Section 2 of this FBC) sets out the need for the scheme and defines the outcomes and scope of the scheme.

To provide a summarised overview of the scheme, an investment specific logic map has been produced (Appendix E). This has been designed to set out the links between the scheme objectives, the outputs and outcomes sought from the investment in the scheme, which informs the proposed scheme options, appraisal approach, and more widely, the monitoring and evaluation criteria. The logic map also outlines the scheme's contribution towards city region and government priorities, including the TCF programme-wide objectives.

The scheme objectives have been developed so that they directly support and align with the TCF programme-wide objectives and the city region's priorities. The relationship between the two is illustrated later in this section. The four priorities for the Leeds City Region (LCR), as set out in the Strategic Economic Plan (LCR SEP) are:

- Priority 1: Growing Business
- Priority 2: Skilled People, Better Jobs
- Priority 3: Clean Energy and Environmental Resilience
- Priority 4: Infrastructure for Growth

Building on the SEP, the 2020 Strategic Economic Framework (SEF) sets out a new vision for the region, in light of new challenges during periods of change and uncertainty. The CA's vision, as set out in the SEF, is to be:

“Recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by a superb environment and world class infrastructure.”

A key element of the SEF is the commitment to ‘levelling up’ the region, in line with the Government's national commitment to levelling up the country. The LCR TCF programme will directly contribute towards this SEF commitment, through the provision of world-class infrastructure that will support growth and economic prosperity across the region.

The overarching vision for the LCR TCF programme is:

“Connecting people to economic and education opportunities through affordable, sustainable transport, boosting productivity and helping to create cleaner, healthier and happier communities for the future”.

This overarching TCF vision has shaped the four Programme objectives:

1. **Enabling inclusive growth:** to enable as many people as possible to contribute to and benefit from economic growth and contribute to improved health and wellbeing of our residents;
2. **Boosting productivity:** working with our businesses and universities to close the productivity gap, create thousands of jobs and add substantially to our economy;
3. **Supporting clean growth:** achieving our target for a net zero carbon economy by 2038 through lowering carbon emissions and taking advantage of new innovations to create jobs and growth; and
4. **Delivering 21st century transport:** creating a transport system which addresses the challenges we face around capacity, connectivity, sustainability and air quality.

As described above, the redesign of the Harrogate Station Gateway scheme represents a scaling back of transport proposals and scope. Table 1-1 provides a qualitative summary of performance against the TCF programme objectives for the scheme at OBC stage and FBC stage.

Table 1-1: Redesign, TCF Objective Fit		
TCF Objectives	OBC Scheme Contribution	FBC Scheme Contribution (redesign)
Enabling Inclusive Growth	<p>Sustainable travel improvements will make active travel and public transport (bus) travel more attractive.</p> <p>Existing transport barriers and reliance on private car travel limit access to jobs, education and training opportunities for deprived communities.</p> <p>These improvements will increase mobility for young people and deprived communities where levels of car ownership are relatively low. This will, in turn, improve accessibility to employment, education and training for these groups.</p>	<p>The revised scheme design scales back the provision of cycling infrastructure in the wider area of Harrogate Town Centre. The retention of segregated cycle lanes along Station Parade to the station (plus the provision of cycle parking) will provide some mobility and access improvements to the Town Centre.</p> <p>The retention of bus lanes is relatively minor in comparison to previous design proposals. However, it will provide some small journey time benefits (operationally) for those services accessing the central bus station.</p>
Boosting Productivity	<p>Improvements to the active and public transport offer, by improving safety, reliability and accessibility of the modes will support and attract investment in the town centre. This will increase the attractiveness of Harrogate as a place to live, work and invest. This, in turn, will boost</p>	<p>The redesign of the scheme retains some minor elements that will improve the attractiveness of Harrogate Town Centre.</p> <p>Secure cycle parking will provide some benefits and increase the labour supply that can access Harrogate via active modes.</p>

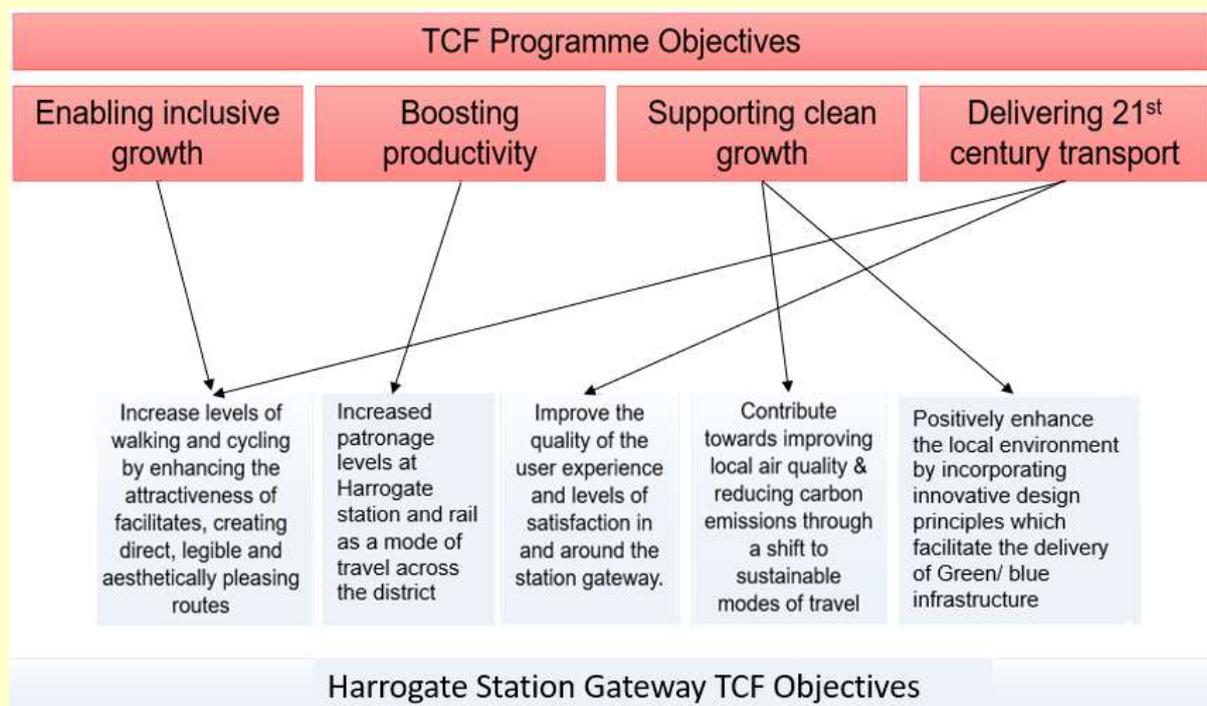
	productivity in the town and wider LCR.	Better operational efficiency and reliability of the bus service via bus lanes will also improve wider accessibility to jobs in deprived communities. The magnitude of this change is likely to be smaller than in the original design.
Supporting Clean Growth	<p>The original design of the scheme makes a more significant contribution to the delivery of a low emission transport network that is aligned with the LCR Energy Strategy Priority Action Areas, through increased sustainable and active travel. This will be complemented by the provision of electric vehicle charging points.</p> <p>The scheme will encourage modal shift from the private car to more sustainable modes of transport. Enhanced access to the train station via walking, cycling and public transport (bus) will encourage mode shift, reduce local congestion and enhance resilience and reliability of the road network.</p>	The revised scheme design will retain many of the public realm improvements, particularly in Station Square, adjacent to the rail station. The provision of active mode infrastructure will be reduced, minimising the effect on local congestion. Bus lanes may cause general traffic bottlenecks in and around Harrogate town centre junctions.
Delivering 21st Century Transport	The scheme will deliver transformational change in the standards of active mode and public transport infrastructure and facilities. These improvements will help the creation of a low-emissions transport network in Harrogate	The revised scheme design will increase bus priority in some areas in and around the central bus station. Public realm enhancements will provide some benefits in terms of the increased attractiveness of the town centre. Modal shift is likely to be reduced due to the loss of a continuous cycle link that connects the town centre to the wider network.

The project objectives provide a foundation for the development of the scheme and its appraisal within the business case. Five scheme specific objectives have been developed in response to the identified problems in Section 2.1 and align with the wider governmental and WYCA

strategic aims and responsibilities. The scheme objectives are designed to meet the high-level city-region objectives that the LCR TCF programme as a whole supports.

The figure below illustrates the relationship between the TCF programme-level objectives and the scheme specific objectives. As shown, the scheme objectives fall under, and directly contribute towards the programme objectives.

Figure 1-2 - Relationship between TCF programme objectives and Harrogate Station Gateway scheme objectives



In developing the scheme objectives available evidence and WYCA guidance has been drawn upon to ensure the objectives in Table 1-2 are SMART. This ensures that the objectives can be specifically measured and monitored by WYCA as part of the scheme's monitoring and evaluation plans, and to specific timescales for benefit realisation.

Delivery of the scheme objectives will make a key contribution to the following programme-wide targets for the TCF programme, as set out in the SOBC, submitted in November 2019:

- Improve public transport and active travel options for 1.5 million people, of which 41% live in the 20% most deprived communities;
- Take up to 12.5 million car trips per year off our roads by 2036;
- Against a forecast increase in carbon emissions from transport, reduce CO₂ emissions from car travel by up to 1.5% (up to 15,000 tonnes) by 2036;
- Increase bus trips by up to 6%, rail trips by 4% and walking and cycling to 7% by 2026;
- Add over 1,100 jobs and up to £1bn to the economy by 2036; and
- Support connectivity to 650 housing and 2210 employment sites that have the potential to deliver 45,000 new homes and 1,573 ha of employment space.

Development and delivery of the proposed scheme will also pay cognisance to ensuring synergies with the aforementioned SEF and the West Yorkshire Transport Strategy 2040 (WYTS), both of which are discussed in Section 2.1.4. The improvements will support Clean Growth, Inclusive Growth and tackling the Climate Emergency.

In line with the latest 2020 Green Book Guidance, all shortlisted options for the Harrogate Station Gateway scheme must be viable in meeting the requirement of delivering the SMART objectives. **The project objectives have not changed as a result of the change in scheme design and scope at FBC stage.**

The performance of the scheme in meeting these project objectives will be assessed as part of the Monitoring and Evaluation Strategy (Appendix F), one year and five-years after opening. This Strategy is currently undergoing further revision to reflect the evolution of the scheme design. This will reflect the change in scheme scope, design and the magnitude of impacts on rail patronage, levels of walking, user satisfaction, local air quality and public realm.

Table 1-2: Harrogate Station Gateway Scheme Objectives

Obj. No.	Scheme Objective	Indicator	Target ¹	Year
1	Increase levels of walking and cycling by enhancing the attractiveness of facilitates, creating direct, legible and aesthetically pleasing routes.	Increase mode share (walk, cycle, rail and bus)	An increase in the number of people accessing Harrogate Station Gateway area on foot and by bike, supporting a modal shift away from the private car. Footfall increase on Cheltenham Parade and Station Parade.	Five years after opening
2	Increase patronage levels at Harrogate Station, and rail as a mode of travel across the district.	Increase in number of passengers accessing Harrogate Rail station. Increase in patronage resulting from modal shift away from the private car.	An increase in the number of people accessing Harrogate Station on foot and by bike. To support a shift from car to rail.	Five years after opening

¹ Please note, numeric values for each target are set out in the M&E Strategy (Appendix F)

3	Improve the quality of the user experience and levels of satisfaction in and around the station gateway.	Change in pence per minute between existing and future situation User Satisfaction Surveys (carried out in scheme area)	Average increase in pence per minute (WtP) Increase in user satisfaction using user surveys.	On opening, directly measurable against DfT code of progress. Five years after opening
4	Contribute towards improving local air quality & reducing carbon emissions through a shift to sustainable modes of travel.	Reduction in vehicle kms from a shift to Active Modes NOx (kg/year) CO2 (kgo/year)	Reduction in vehicle kms travelled. No target set. Will be tracked. A reduction in NOx and CO2 emissions. No targets set. Will be tracked.	Five years after opening
5	Positively enhance the local environment by incorporating innovative design principles which facilitate the delivery of green/ blue infrastructure	Green & blue infrastructure net gain	Implement a planting regime.	On opening, directly measurable against DfT code of practice

1.3 Key activities to be funded:

DfT funding through TCF will be used to pay for the Harrogate Station Gateway; this will contribute to the design, preparation and construction of the scheme. NYC will also make a contribution to cover the remaining scheme costs.

The scheme funding sources and forecast contributions are presented in the table below.

Table 1-3: The Scheme Funding Sources and Forecast Contributions

Funding Organisation	Funding Stream/ funding source	Forecast funding contribution	Status	Constraints
Department for Transport	TCF	£11,006,970	In application process	Approval by WYCA
North Yorkshire Council contribution	Capital Budget	£550,000	Secured	If TCF funding is approved

North Yorkshire Council contribution	Capital Budget	£500,000	In principle	If TCF funding is approved Allocated to the overall NY TCF programme. NYC reserves the right to reallocate across the programme as required.
Scheme Programme:	Scheme Start Date	Scheme End Date		
	Construction from April 2025	To July 2025		
Total Scheme Cost (£):	12,056,970			
Combined Authority funding (£):	11,006,970			
Combined Authority funds as % of total scheme investment:	91%			
Total other public sector investment (£m)	£1.05			
Total other private sector investment (£m):	n/a			
Applicable Funding Stream:	Transforming Cities Fund			
Strategic Economic Plan Priority Area:	<p>Which priority of the LCR Strategic Economic Plan (2016) the project will help deliver:</p> <ul style="list-style-type: none"> • Priority Area 1 – Growing Businesses • Priority Area 2 – Skilled People, Better Jobs • Priority Area 3 – Clean Energy & Environmental Resilience • Priority Area 4 – Infrastructure for Growth 			

2. Strategic Case

2.1 The Strategic Context

2.1.1 What are the strategic drivers for this investment?

It should be noted that on 1 April 2023 the county council and seven district councils in North Yorkshire were abolished and replaced with a new, single unitary council: North Yorkshire Council (NYC, formerly titled North Yorkshire County Council).

Where previously the borough of Harrogate operated under a two-tier government structure, with separate unitary and district authorities (North Yorkshire County Council and Harrogate Borough Council); these organisations have now merged to form a single unitary authority. From 1 April 2024 York and North Yorkshire will become a Combined Authority with an elected mayor, replacing the current Local Enterprise Partnership.

The 2021 and 2011 Census data utilised throughout this Strategic Case at both a town and district level, reflects the geographical formation of the region at the time it was published. Statutory district and county policies are retained as valid documents where applicable until a formal replacement is published.

This section utilises Census data to demonstrate the current conditions and strategic requirements for the TCF scheme in Harrogate. Where possible, Census 2011 data has been revisited and updated with figures from the 2021 Census. However, it should be noted that the full Census 2021 dataset has not yet been published, and therefore, in some instances the 2011 data has been retained. Therefore, much of the data is presented at a local authority district level (LAD), covering the geographical area previously governed by Harrogate Borough Council. Any subsequent references to Harrogate as a borough, reflect the geographical formation of the area prior to the local government restructure in April 2023.

In Census 2011, Built-up Urban Area (BUA) data was used for the Harrogate BUA. However, BUA level data for Census 2021 has not yet been released. Therefore, key Lower Super Output Area's which represent the Harrogate BUA have been selected for analysis. For reference, the Harrogate LAD area selected for the below analysis and the key LSOAs in the Harrogate BUA are shown below in Figures 2-1 and 2-2 respectively.

Figure 2-1: Harrogate Local Authority District Area

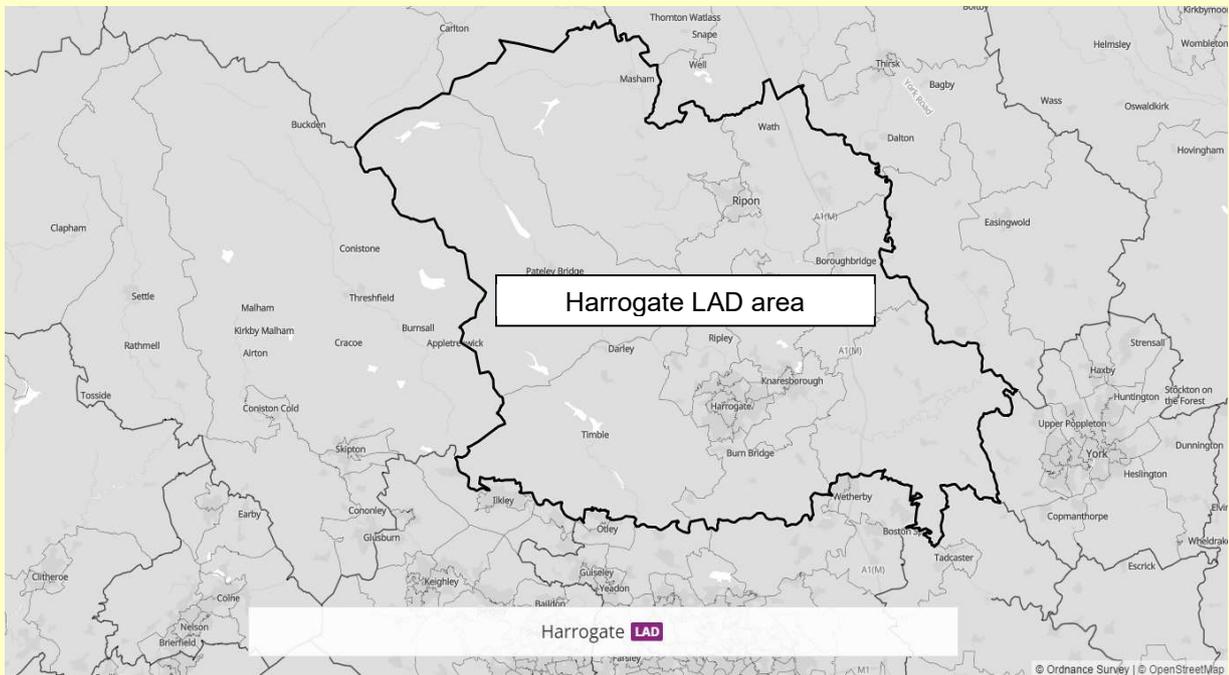
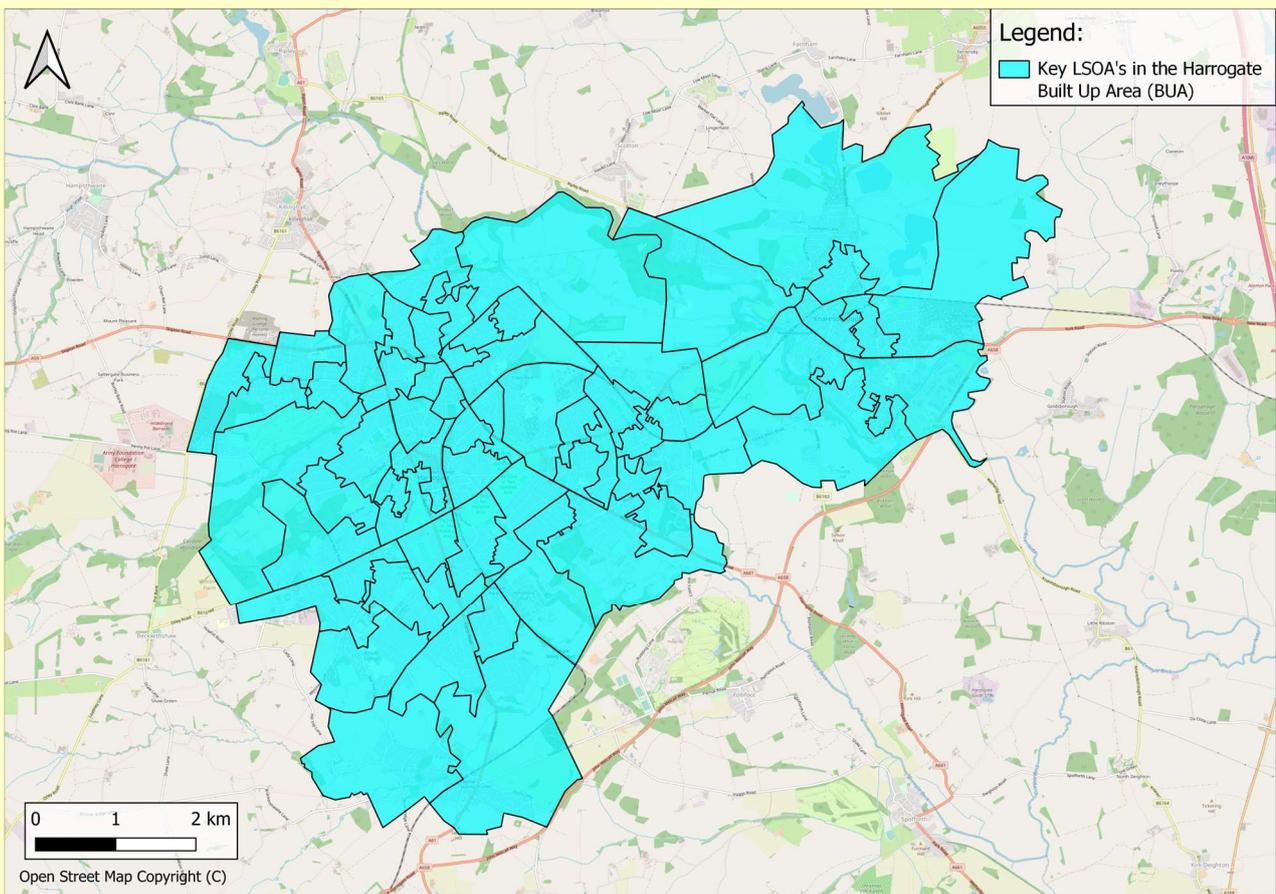


Figure 2-2: Key LSOA's in Harrogate Built Up Area



Existing Situation

Spatial Context

Harrogate is the principal town within the Harrogate district, acting as the commercial and economic centre. The district covers 1,300 square kilometres southeast of the Yorkshire Dales National Park, with the A61 and A1(M) running north-south and the A59 running east-west.

Harrogate falls within the administrative boundaries of the following organisations:

- York and North Yorkshire Local Enterprise Partnership; and
- North Yorkshire Council.

Additionally, Harrogate district previously fell within the boundary of the LCR Local Enterprise Partnership (LEP) and was a constituent member of WYCA – with established business and commuting connections. However, since the initial bid submission, the district and Borough Council no longer forms part of the administration yet remain a strategic economic partner and neighbour.

The following section discusses each of these organisations in turn and summarises the spatial context in respect of the intervention area.

York and North Yorkshire Local Enterprise Partnership

Harrogate sits within the York and North Yorkshire LEP (YNY LEP) area. This is visually presented in Figure 2-3.

Figure 2-3 - York & North Yorkshire LEP



The YNY LEP works with public and private sector partners to deliver economic growth across York and North Yorkshire in line with a vision to become England’s first carbon negative region. The unique selling point adopted by the LEP is clean growth enabled by the circular bio-economy. Recent significant infrastructure investment funded through the Local Growth Fund will be complemented and added to by the proposed TCF interventions. The YNY LEP’s Local Industrial Strategy sets out four key priorities:

- **Connected & Resilient places;**
- **People reaching their full potential;**
- **An Economy powered by good business; and**
- **World leading land management.**

The YNY LEP's Strategic Economic Plan sets out how the region's economy is growing strongly, creating jobs and delivering significant future economic opportunities for the area. There are five key priorities, set out in the SEP, which aim to support investment and growth in the region:

- Profitable and Ambitious Small Businesses;
- A Global Leader in the Bio-economy;
- Inspired People;
- Successful and Distinctive Places; and
- A Well-Connected Economy.

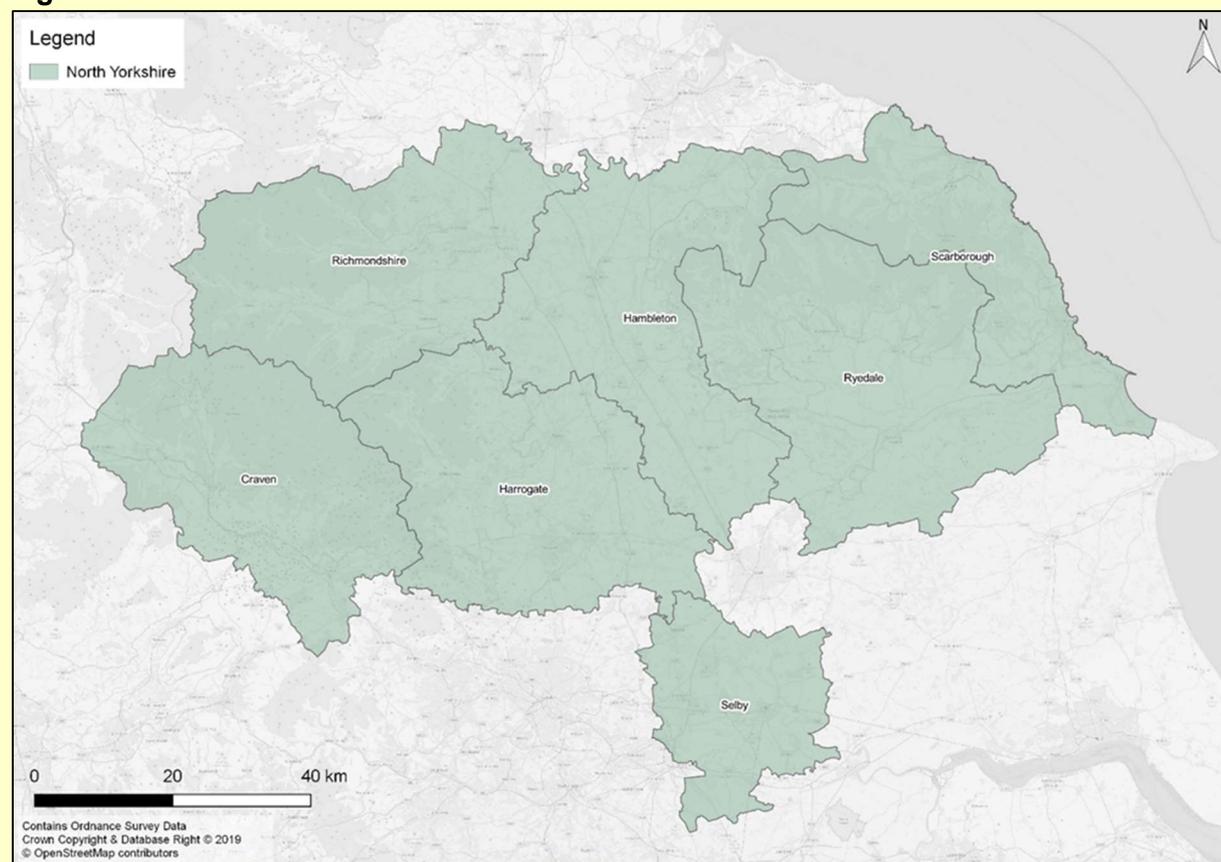
The YNY LEP's Local Industrial Strategy sets out the LEP's vision for York and North Yorkshire to become England's first carbon negative region. The Local Industrial Strategy contributes to this, by aiming to transform the way the economy works within the LEP to deliver a carbon negative, circular economy that increases productivity and provides higher paid jobs. The Local Industrial Strategy is complemented by the YNY LEP's Plan to Reshape our Economy, produced in response to the COVID-19 pandemic and sets out ten pledges to help reshape the York and North Yorkshire economy. Further details of these Strategies and Plans are outlined in Section 2.1.4 and Appendix G.

Harrogate makes a significant contribution to the YNY economy, playing a key role in the activities listed above, in particular a 'global leader in the bio-economy' and 'successful and distinctive places', occupying a number of profitable businesses and a well-connected economy. One of Harrogate's unique selling points is that it is a distinct, independent and successful place that is popular with visitors, workers and residents. It is therefore important to support the area, given its current and growing potential to significantly benefit the regional economy.

North Yorkshire Council

As set out previously, in April 2023 the previous two-tier structure of seven district/borough councils and one county council was abolished and a single unitary council was established. Harrogate now sits within the NYC administrative area which includes the former seven areas of Selby, Harrogate, Craven, Richmondshire, Hambleton, Ryedale and Scarborough. The administrative area of NYC is shown in Figure 2-4.

The Council Plan for North Yorkshire (2023-2027) sets out ambitions for 'a well-connected and planned place with good transport links and digital connectivity' and 'economically sustainable growth that enables people and places to prosper'. The plan recognises a need to ensure that the transport network and related services are as reliable and efficient as possible, both to support the existing economy and to help facilitate future economic growth ambitions as well as being sustainable. The NYC Plan is discussed in more detail in Section 2.1.4.

Figure 2-4 - NYC Administrative Area


Harrogate is one of the main towns and service centres in North Yorkshire, and has strong economic links with neighbouring Leeds. The town has a thriving visitor economy - however, coupled with a highly qualified population and high cost of living, this results in an economic imbalance that leads to a high prevalence of cross-boundary commuting.

Harrogate Rail station acts as the primary transport gateway in the town, both to the wider region and to key destinations including Leeds and York.

STRATEGIC DRIVERS FOR INVESTMENT

Economic Context

Harrogate has a long history of successful business start-ups and a well-qualified resident population which underpins an enviable, high quality of life. The £4 billion economy is diverse, with 6.3 million leisure visitors enjoying an array of attractions and events whilst business visitors enjoy the exciting benefits of a town-centre convention centre. Harrogate also benefits from being home to one of the largest Contract Research Operations in the UK, an established financial technology cluster and Europe's largest cold storage distribution centre. However, inclusive growth is being suppressed by local transport, property and demographic conditions.

There is an over dependency on employment in visitor driven sectors. There are barriers preventing the creation of sustainable higher paid jobs where transport and the location/type of commercial accommodation do not support business growth. There is a persistent loss of young people, exacerbated by a growing elderly population. Housing is unaffordable for many – and it is becoming apparent that Harrogate is not immune to a climate of declining town centres. This all contributes to

Harrogate being forecast to see a slower rate of economic growth than the wider Yorkshire & Humber region.

The regeneration of Harrogate Station Gateway, as the busiest transport hub in North Yorkshire, will have a transformational impact upon the town and wider region.

As noted above, some of this section utilises 2011 Census data and as such was published prior to the government restructure in 2023. Therefore, much of the data is presented at LAD, covering the geographical area previously governed by Harrogate Borough Council. This area is illustrated in Figure 2-2 above.

Employment

Harrogate, as a district, has high levels of employment; between July 2022 and June 2023 Harrogate's unemployment rate was recorded at 2.1%, significantly lower than the Yorkshire and The Humber and national averages over the same period (3.6% and 3.8%, respectively). The unemployment rate has considerably dropped since 2018, representing positive employment growth, which the scheme would support maintaining.

Table 2-1 sets out the occupation types by proportion of residents of Harrogate key LSOA's in the Built Up Area, outlined in Figure 2-3 and the wider district, compared with the corresponding national averages.

Table 2-1: Resident Employment by Type²

Occupation	Harrogate key LSOA's in Built Up Area %	Harrogate District %	England %
1. Managers, directors and senior officials	17.0%	17.8%	12.9%
2. Professional occupations	22.6%	20.8%	20.3%
3. Associate professional and technical occupations	14.7%	14.4%	13.3%
4. Administrative and secretarial occupations	8.8%	8.8%	9.3%
5. Skilled trades occupations	8.7%	10.3%	10.2%
6. Caring, leisure and other service occupations	8.7%	8.4%	9.3%
7. Sales and customer service occupations	7.2%	6.9%	7.5%
8. Process plant and machine operatives	6.9%	4.3%	6.9%
9. Elementary occupations	8.3%	8.4%	10.5%

² Occupation, Nomis, Census 2021

Overall, the working resident population of the Harrogate District has a higher than average proportion of residents in skilled/professional work. Employment in mid-level occupations (e.g. Administrative, Skilled Trade) is lower than the national average, as well as the proportion employed in Unskilled occupations (Plant and Machine Operatives particularly) being noticeably below that recorded elsewhere in the country.

Despite the town's prominent visitor economy, those employed in Sales and Customer Service is lower than the national average, suggesting that workers in these sectors are not residents of the town, but commute into Harrogate from surrounding areas.

Some of Harrogate's economic strengths are also its weaknesses, primarily the prevalence of low value employment in the town because of the tourism and visitor-based economy. Around 53% of Harrogate's residents are employed in professional and managerial roles, while less than 20% work in the service related sectors – this pattern correlates with the higher than average earnings of residents but not with the area's economic make up. This reinforces the trend of out-commuting for higher value jobs, and in-commuting for lower value jobs, such as those at hotels and conference facilities, which are prevalent in the town. The high cost of living in the town compounds this issue.

Harrogate's high outflow of skilled workers has economic and environmental implications, particularly given that the majority of commuters travel to work by private vehicle. From an economic perspective, there is an imbalance in Harrogate's economy; the high proportion of skilled, qualified residents is misaligned with the district's high proportion of jobs in unskilled, low value sectors including tourism and hospitality. This has resulted in a less resilient economy, with high levels of cross-boundary commuting and unsustainable travel patterns.

As such, there is scope to encourage a shift towards more sustainable modes for commuting trips, such as bus or rail. Harrogate's skilled resident base also suggests that there is potential to diversify the local economy, attracting high value, diverse and innovative businesses to invest in the town centre, opening up opportunities for high skilled, high paid jobs in the town. This would provide greater economic resilience, boost Harrogate's economy and support national and regional ambitions for 'levelling up' through the provision of world-class infrastructure that will support growth and economic prosperity.

From an environmental perspective, there needs to be an emphasis on low carbon, sustainable travel for Harrogate's high levels of cross boundary commuting in order to minimise environmental detriment and **support NYC's ambition to achieve net zero carbon neutrality by 2030, as well as wider governmental targets and legislation for net zero.** It is therefore pivotal to provide viable alternatives to the private car for longer commuting trips, such as rail or bus, so as to reduce vehicle emissions and contribute towards the decarbonisation of the transport sector, as a precursor to achieving net-zero carbon.

Furthermore, through encouraging a modal shift from car travel, this would help tackle congestion, which is identified as one of the key challenges for North Yorkshire in the Council Plan. Through reducing congestion this would generate environmental benefits and improve journey reliability (fewer stops and starts, more consistent vehicle speeds) for residents, business travel and commuters.

A key factor impacting on Harrogate's economic performance is its constrained transport network. The highway network regularly experiences traffic flows that are far higher than the local roads were ever designed to cater for resulting in significant levels of congestion, delay and unreliable journey times. Data from the LCR Business Survey (2015) placed 'Transport Connections within your Local Area' as the number one disadvantage to "the success of your business at its current location" for businesses

in Harrogate. A similar view is shared by Harrogate’s Economic Action Plan (produced by the former Harrogate Borough Council), which states that “In our engagement with local businesses transport related issues are repeatedly highlighted as a major concern and key priority for investment and improvement”.

It is a recognised concern that, if access to the town cannot be improved for those travelling by modes other than the private car, the growth, diversity and subsequent resilience of Harrogate’s economy will be severely impacted. Thus, investment to improve connectivity and accessibility into the town is required in order to allow Harrogate’s economy to diversify and prosper. **Through encouraging a shift towards active and sustainable travel modes for accessing the town, this will facilitate the delivery of 21st century transport, boosting productivity and enabling inclusive growth in line with the SEF. The scheme will also support the vision of the YNY LEP’s Circular Economy Strategy; for a thriving economy in the region, that creates business opportunities, a sustainable environment and promotes social wellbeing.**

Socio-Demographic Context

Population

At the beginning of 2023, Harrogate district had a total population of approximately 164,000 people. The population is ageing rapidly, there is expected to be a 65% increase in people aged over 65 by 2041³. The older (and ageing) population is mirrored in the proportion of residents aged 16-64, which is lower than that for both Yorkshire and the Humber and Great Britain, as shown in Table 2-2.

Harrogate is the largest settlement in the district by a substantial margin, and is the largest conurbation in North Yorkshire; the district age distribution for the district is outlined below.

Table 2-2 – % Population Estimates by Age (Census 2021)⁴					
Location	0-15	16-24	25-49	50-64	65+
Harrogate District	16.9%	8.8%	28.5%	22.6%	23.3%
North Yorkshire	16.2%	8.4%	27.6%	23.0%	25.1%
Yorkshire and the Humber	18.5%	11.0%	31.6%	19.7%	19.0%
England	18.5%	10.6%	19.6%	19.4%	18.3%

The data shows that the economically active age range (16-64) comprises of around 60% of the Harrogate district which is slightly higher than the North Yorkshire and national average (59% and 50%, respectively) but slightly lower than the regional average (62%).

The proportion of the population aged over 65 in the Harrogate district is 23% which is significantly higher than the regional and national averages; indicating the ageing population that is synonymous with the area.

³ Harrogate population change, ONS, Census 2021

⁴ Source: Population Age Estimation, Nomis, Census 2021

The lower proportion of working age adults may also be a result of an out-migration of younger people from the Harrogate area; the reasons for this are multi-faceted but are likely to include a lack of post-18 educational opportunities within the district, forcing younger residents to leave the area to access these opportunities. It is important that Harrogate increases the proportion of younger, working age adults to support its economic growth aspirations.

An ageing population, correlating to a reduction in the working age population, has significant implications in several areas including the structure of the local labour force, future household formation, demands on healthcare provision and accessibility of amenities and services.

Firstly, it is anticipated that Harrogate's ageing population will result in more residents residing in and around the town centre. This, in turn, will place increased demand on infrastructure, particularly the local transport network, as this larger resident population looks to access employment, education, services and facilities both within the district and beyond. This shift towards more town-centre living will also have an impact on access to key services, particularly for the elderly and those with limited mobility.

The transport and movement infrastructure provided must be able to accommodate and support Harrogate's ageing population, ensuring residents are able to remain active and mobile, while helping to reduce isolation and loneliness. It is therefore important to provide a balance of infrastructure across a range of modes that support the varying needs of the changing population. Ultimately, the transport network must ensure Harrogate is able to adequately cater for its ageing population, providing resilience against future growth projections and provide a network that is fully inclusive to all, regardless of age or personal mobility.

From an economic perspective, Harrogate's ageing population reduces the ability of the local labour force to support sustained economic growth and development. A relatively limited amount of capacity exists to grow the labour supply from the current resident population; this constrains economic growth and highlights the need for importing a proportion of the local workforce, which is dependent on strong connectivity with the wider city region. This highlights the importance of providing enhanced connectivity between Harrogate and the wider region, facilitating the easy movement of people and goods, enabling inclusive growth in line with WYCA's SEF, as well as supporting ambitions to level up the region.

Education

Despite a lack of 18+ educational institutions in the area, a key economic strength of Harrogate is its skilled and well-educated resident population. The district has strong educational attainment levels. Data from 2018 presents 68.4% achieving grades A-C at GCSE, compared to a national average of 56.6%.⁵ Harrogate's academic performance is mirrored in the average proportion of residents with qualifications at Level 4 and above (39.9%), compared with both Yorkshire and the Humber (38.0%) and Great Britain (43.5%). Despite this academic strength, Harrogate suffers from higher-than-average levels of the proportion of residents with no qualifications, (13.8%) compared to Yorkshire and the Humber (7.8%) and Great Britain (6.8%)⁶.

⁵ Nomis Labour Market Statistics, 2018

⁶ Highest Level of Qualification, Census Data, 2021

This level of academic performance, coupled with Harrogate's proximity to northern areas of Leeds, results in significant cross-boundary trips (between Leeds and Harrogate) to access educational opportunities, resulting in additional trips on the transport network, contributing to issues of congestion. As such, strong transport links to the wider region, particularly in relation to public transport, are vitally important to enable pupils and residents to have opportunities to access education, whilst not adding pressure to the highways and wider transport network. Good accessibility to Harrogate station is considered intrinsic to enabling people to access these opportunities via sustainable transport modes.

Several of the highest profile and accessible education facilities are in Harrogate town itself, which is perceived to increase the pressure on the local highway network particularly in the AM peak which coincides with the 'school run' period. This includes Harrogate Grammar School, Rossett School, St John Fisher Catholic High School and Harrogate Ladies College. It is worth noting that many of the key educational institutions fall outside of Harrogate District, such as the Universities of York and Leeds, therefore requiring residents to travel further to access them and gain skills and qualifications. As such, it is necessary to improve access to these sites for Harrogate residents, particularly for those without access to a car.

Improved connectivity to educational establishments will make a key contribution towards **WYCA's SEF; through enhancing the knowledge and capabilities of the population to help boost productivity and enable inclusive growth**, opening up opportunities to high-skilled, high-paid jobs. Ensuring these links are sustainable will contribute towards tackling the climate emergency, through encouraging increased uptake of low carbon, low emission modes of travel such as walking, cycling and public transport, for accessing education and skill-building opportunities.

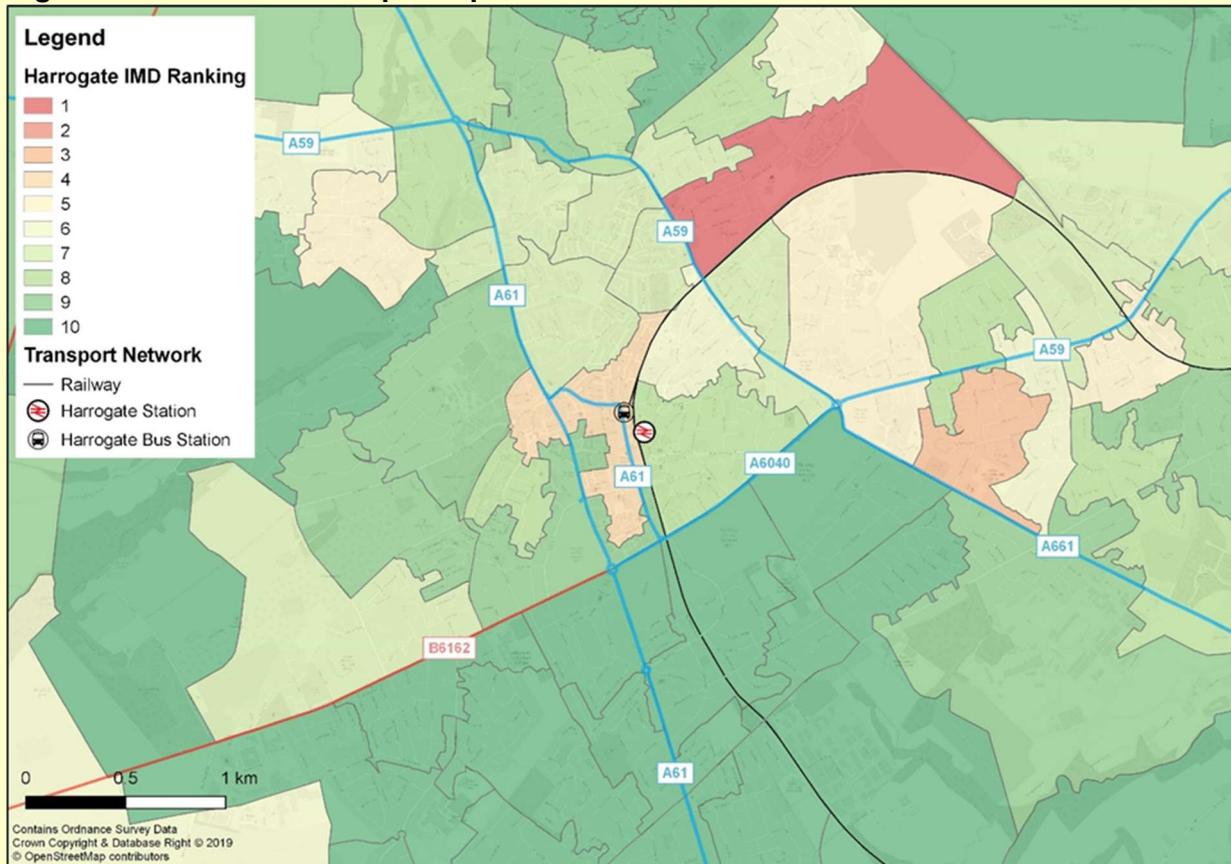
Deprivation

Despite the affluence of the district, the Harrogate District Profile (2018-2024) highlights pockets of deprivation, and a large gap between the most and least deprived areas.

Housing affordability in the district is the least affordable across the North of England. The high cost of renting and purchasing housing, together with a constrained housing supply and prevalence of low value employment, results in cross-boundary, unsustainable commuting patterns, as discussed previously.

Indices of Multiple Deprivation (IMD) is a composite of many types of deprivation, including Income, Employment, Education Skills and Training, Health and Disability, Crime, Barriers to Housing and Services, and Living Environment. Figure 2-5 shows that, in terms of those IMD indicators, six of the LSOAs within the Harrogate study area boundary, rank among the third most deprived of areas in the country.

Figure 2-5: Indices of Multiple Deprivation

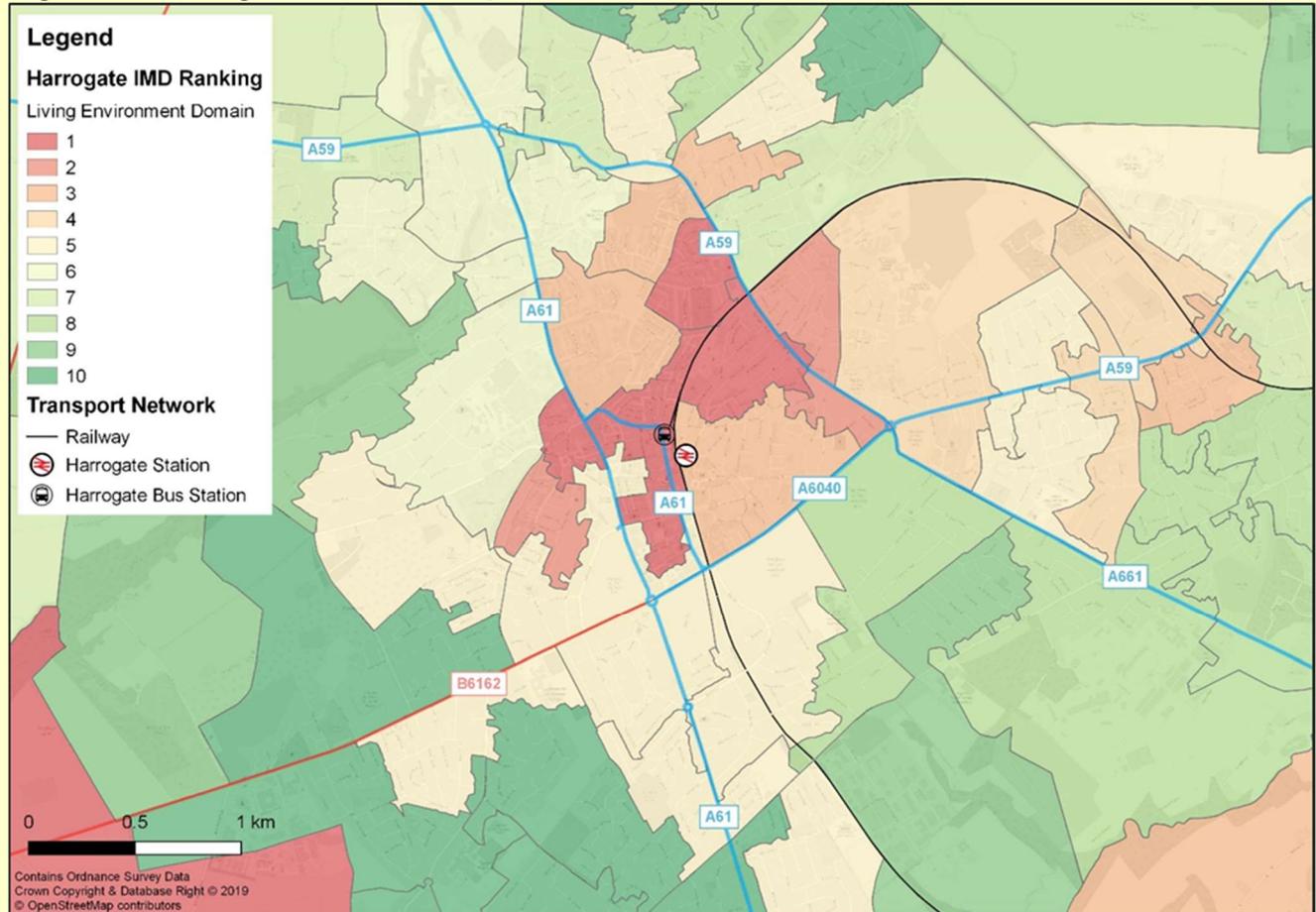


Living Environment Deprivation analyses the standards of people’s indoor and outdoor living environment. The specific measures which contribute to this index are the quality of housing, the local air quality and number/severity of road traffic collisions in the area.

The indoors sub-domain measures the quality of housing based on whether a house has central heating and if it fails to meet the decent homes standard. The Outdoors sub-domain contains measures of air quality and road traffic incidents involving injury to pedestrians and cycle users.

Figure 2-6 shows that Harrogate centre ranks poorly in this domain, when compared to the wider area, with three areas within the least deprived 10% in the country. The centre of Knaresborough is also more deprived than surrounding areas which links with the presence of the AQMA. The more deprived areas highlighted on the map also correlate to areas with a relatively high number of road traffic collisions involving injury to cycle users.

Figure 2-6: Living Environment Deprivation



Overall, there is a degree of variation within Harrogate in terms of the level of deprivation within different areas; some of the most deprived areas border some of the least deprived areas. There is potential to better connect areas of deprivation, particularly in terms of sustainable transport provision and access to the town centre and gateway area. This would enhance access to employment and education opportunities, in addition to other amenities and services, each of which are critical for tackling deprivation and delivering opportunity for all. Improvements to active mode and public transport infrastructure provision within the town will improve accessibility to opportunities, such as higher value employment, as well as encouraging active and healthier lifestyles, helping to reduce the disparity amongst communities within the town.

The Harrogate Station Gateway TCF Improvement scheme will deliver enhancements in this area, through the delivery of active and sustainable links across the town centre, improving connectivity to the wider region. The scheme will provide better access to key sites including employment, educational establishments, residential areas, as well as improving access to the Bus and Rail stations for onward travel. This will facilitate better access to jobs and education, helping to overcome transport-related barriers that currently inhibit people from accessing these opportunities. The TCF improvements will therefore help more people to gain skills and become economically active, boost productivity, and help to address inequality and reduce deprivation across Harrogate town and the wider district.

Car Ownership

In both the Harrogate key LSOA's in the built-up urban area (BUA), and the wider district, the percentage of people in 2021 with access to at least one vehicle is higher than the national average, with around 81% households in the key LSOA's in the Harrogate BUA and 85% of households in the district having access to a car or van (national average of 76%). For both BUA, district and national levels, the percentage of people with access to at least one vehicle has increased slightly since Census 2011.

Such high levels of car dependency across Harrogate have environmental implications, particularly given WYCA's climate emergency declaration in 2019 and ambition to become a net zero carbon economy by 2038, along with wider national targets for net zero. Therefore, in light of local, regional and national policy, there is a need to reduce dependency on private vehicles and encourage a shift to more active and sustainable modes (walking, cycling, rail and bus).

The Harrogate Station Gateway TCF Improvement scheme epitomises this requirement, providing better local and regional connectivity via a range of non-car modes, and supporting a shift towards more active and sustainable modes. **The scheme will help to decarbonise local transport through the provision of a multi-modal network of sustainable infrastructure across the town (including better provision for pedestrians and cyclists, cycle storage parking, bus priority, etc.) and reducing the need to travel by private car. The scheme will therefore contribute to local, regional and national decarbonisation targets, supporting a shift to more active and sustainable travel.**

Transport Context

Existing Transport Network

Harrogate, as a district, benefits from generally good transport links, both to other areas of North Yorkshire and beyond. Harrogate town itself is effectively located on the crossroads of two longer distance routes (the A59 and A61). The A59 passes along the northern edge of the town and continues through the centre of Knaresborough. The A661 links to the A59, via the A658, to form the signed "through route" from the A1(M); existing constraints on the A59 relate largely to levels of congestion which, in turn, leads to delays and unreliable journey times on the route.

The A61 provides direct links from Harrogate to Leeds, to the south, and forms a connection to the A658, which links to Leeds Bradford Airport, affording opportunities for international travel, employment and trade.

In terms of rail provision, the Leeds-Harrogate-York railway line serves several stations within the area including Harrogate, Knaresborough, Pannal, Hornbeam Park and Starbeck. Onward rail connections are available from Leeds and York, where many major UK cities including London and Edinburgh can be reached within three hours. Rail use is discussed in more detail later in this section.

Bus provision consists of relatively high frequency local bus services that connect Harrogate and Knaresborough, as well as longer distance services that connect with Leeds, Wetherby and Ripon. Public transport in the more rural areas, to the north of Harrogate, is more restricted, with some areas experiencing service levels that limit accessibility to essential services, and local service centres, by transport modes other than the car. The existing bus network provides a good platform to build upon further in the future, to increase use of more sustainable transport across the region.

Existing Station Gateway

A Transport Gateway, by definition, should clearly identify the main points of arrival to an area. A gateway should convey a strong and positive sense of arrival, and provide a clear indication of how to access the town centre, or other key destinations, by different modes.

For the purposes of clarity, Harrogate's Transport Gateway has been identified as the area to the east of Station Parade, incorporating the rail station and related operational land, the bus station, a public car park and the Harrogate Tap public house.

Harrogate Borough Council, in addition to relevant strategies and policies such as the Harrogate Town Centre Strategy and Masterplan, have identified numerous issues relating to the image and layout of the existing Gateway area, specifically in terms of providing access to the rail and bus stations.

As noted earlier in the strategic case, Harrogate Railway Station, and the area surrounding the station, acts as the gateway for visitors arriving into the town, as well as the gateway to access to the wider region and key destinations and economic centres such as Leeds. It is important therefore that it offers a generally positive experience, whilst also ensuring ease of modal transfer and ease of access to rail services from the surrounding area. The strategic importance of the gateway is further highlighted by the range of recent and planned rail frequency and service improvements which will significantly increase the number of passengers passing through the gateway and train station.

Station Gateway: Existing Issues

The rail station itself is considered to provide a poor gateway experience, with limited facilities and poor visual amenity. There is also relatively poor integration of the rail station with the bus station; this presents issues for individuals arriving at the rail station and wishing to transfer on to a local bus service, particularly visitors who may not be familiar with the local area. The limited facilities for cyclists and pedestrians surrounding the Gateway has also resulted in sub-standard transitions between rail/bus and active modes, discouraging modal transfer for multi-modal trips. The ease of modal transfer will become more important as passenger footfall continues to grow in future.

Generally, Harrogate has a good network of cycle routes; however, provision around the gateway area is poor, and there is significant scope to improve cycle connections between the town centre/gateway and the wider area. Much of the cycle route provision within the town is composed of leisure routes; focused on more pleasant surroundings and leisure-based journeys rather than more direct routes to key commuting destinations – this may go some way to explaining the levels of cycling for commuter journeys in the area, which is considerably lower than the national average.

This suggests that through improving key links to commuting destinations and key transport hubs, there is potential to increase cycling mode share in Harrogate and encourage a modal shift from private car trips to cycling, for those commuting trips. This is in line with the Government's Cycling and Walking Investment Strategies (CWIS1 and 2) and would make a significant contribution to decarbonising the transport system as a precursor to achieving net-zero emissions.

Figure 2-7 - Car Park Area outside Rail Station Main Entrance

In addition to the provision of the 'Bike and Go' cycle hire scheme, there is covered cycle parking provision outside the main station entrance, in the form of Sheffield stands, which benefit from CCTV. However, provision is limited to 32 spaces, and all spaces are standard cycle stands.

Figure 2-7 shows the area immediately outside of the rail station's main entrance; the space is currently car-centric and dominated by short stay parking provision, creating poor visual amenity. There is a general lack of integration with the surrounding area, town centre and bus station. There are limited cycle facilities (6 cycle stands located on the station platform) and inadequate cycling signage and infrastructure in the area immediately outside of Harrogate rail station.

Figure 2-8 shows the main link (and desire line) between the rail station and the town centre. Station Parade, that passes the station frontage, forms part of the A61 and is subject to high traffic flows during peak hours; around 18,000 vehicles use the route daily. Therefore, those arriving in Harrogate by rail must immediately cross a heavily trafficked road to access the town centre; causing issues of severance and poor pedestrian permeability. The transport network in this area is focussed primarily on car travel, with very limited provision for active modes (walking and cycling); poor links with the bus station also limits opportunities for multi-modal journeys.

Figure 2.8 - Link with Town Centre and Station Parade Pedestrian Crossing



Generally, there is a lack of integration between the rail station and the town centre near this key transport gateway; this is due to a combination of severance, resulting from the A61 Station Parade, a lack of directional signage and poor pedestrian and cyclist links. Ultimately, there is a lack of any 'sense of arrival', indicating to passengers that they have arrived in Harrogate town centre.

Travel and Commuting Patterns

The following data and analysis consists of data from Census 2011. Origin and Destination data for Census 2021 is yet to be published.

Table 2-3 shows that, except for Scarborough, Harrogate has the highest proportion of residents that both live and work in the same district, with most residents staying within the district for work.

Table 2-3: Proportion of Residents Living and Working in Same District

Craven	Hambleton	Harrogate	Richmondshire	Ryedale	Scarborough	Selby
57%	60%	71%	66%	65%	82%	41%

In addition, approximately 13,000 Harrogate district residents (20%) travel out of the district to work elsewhere in the (former) Leeds City Region. Table 2.4 presents Journey to Work data. This shows that the primary employment area for Harrogate district residents, outside of their own district, is Leeds (13%), followed by Hambleton and York (both 3%). The proximity of Harrogate (the town in particular) to Leeds, coupled with the high value employment opportunities in the city and the highly qualified Harrogate population, is likely to explain the relatively large numbers travelling there to access employment.

Table 2-4: Place of Work for Harrogate District's Resident Population		
Place of Work	Total Residents	% of all Residents
Harrogate District	45,408	71%
Leeds	8,481	13%
Hambleton	1,920	3%
York	1,837	3%
Bradford	1,202	2%
Leeds City Region (excl Harrogate)	12,971	20%
Leeds City Region (incl Harrogate)	58,379	92%

**2011 data has been retained, as updated data from the 2021 Census has not yet been published*

Table 2-5 shows the most common locations that Harrogate district's workday population have travelled from to access employment within the district. This shows identical patterns of inward commuters to that of outward commuters, in that the largest proportions have trip origins in Leeds (9%) followed by Hambleton (4%), York (3%) and Bradford (2%).

Table 2-5 – Place of Residence for Harrogate District's Workday Population		
Place of Work	Total Workers	% of all Workers
Harrogate District	45,408	70%
Leeds	6,019	9%
Hambleton	2,377	4%
York	2,194	3%
Bradford	1,485	2%
Leeds City Region (excl Harrogate)	11,701	18%
Leeds City Region (Incl Harrogate)	57,109	88%

**2011 data has been retained, as updated data from the 2021 Census has not yet been published*

As discussed, this high level of cross-boundary commuting (both to and from Harrogate) needs to be managed sustainably in order to reduce the environmental impacts resulting from commuting trips made via unsustainable, carbon-heavy travel modes, such as the private car. This highlights the importance of providing good sustainable connectivity between Harrogate and the wider region, particularly to Leeds; this can be achieved through improving links to the Harrogate Station Gateway area via active modes, facilitating multimodal journeys and reducing the propensity to drive.

Table 2-6 below shows that the majority of Harrogate town's economically active residents (74%) stay within the district for work, with a significant proportion remaining within the town itself (52%). As with the wider district there is out-commuting to other areas, in particular Leeds (12%).

Table 2-6 – Place of Residence for Harrogate Town’s Workday Population

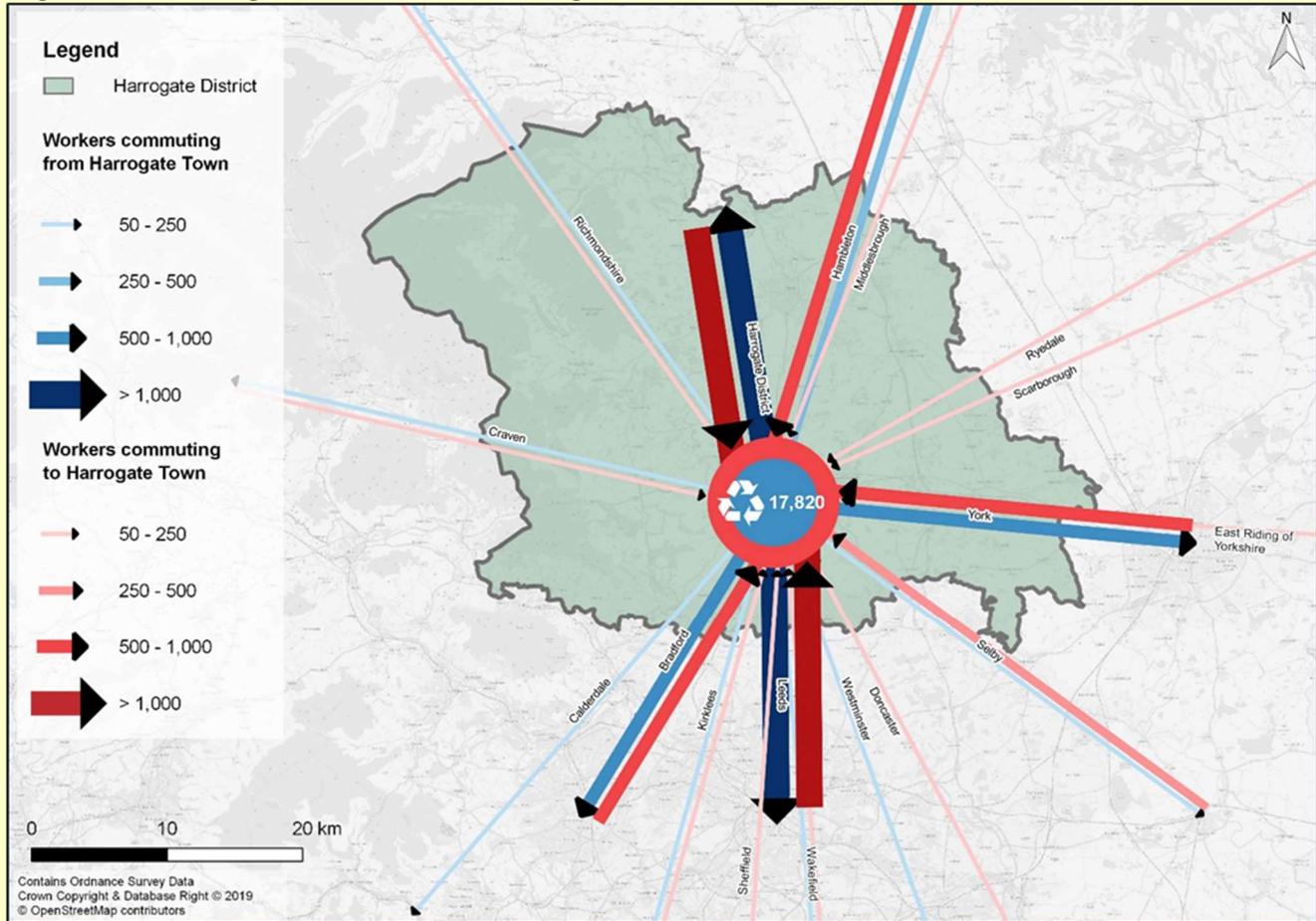
Place of Work	Total Residents	% of all Residents
Harrogate District	25,456	74%
(District excl. town)	7,636	22%
Harrogate Town	17,820	52%
Leeds	3,952	12%
Bradford	872	3%
York	799	2%
Hambleton	549	2%

Source: Census 2011 (Please note that 2021 data for Place of Work has not yet been published)

In terms of workers travelling to Harrogate town for work, there is a total of around 34,000 people doing so. The majority of these (74%) are Harrogate district residents, with 52% living and working within the Harrogate town area, and significant numbers travelling from the Leeds area (12%).

Commuting patterns, to and from Harrogate, are illustrated in Figure 2.9. This shows that the largest proportion of workers traveling into the town have travelled from elsewhere in the Harrogate district, and from Leeds. Overall, there is a net inflow of workers into Harrogate town, with around 3,800 more people travelling in, than out, for work.

Figure 2-9: Harrogate District Commuting Patterns



Census (2011) Journey to Work data, set out in Table 2-7, shows the main travel mode choice for commuting journeys undertaken by residents in Harrogate, compared with averages for North Yorkshire, Yorkshire and The Humber and England, regardless of the destination.

Table 2-7 – Journey to Work Mode Share (Census, 2011)

Usual Residence	Car	Train	Bus	Walk	Cycle	Other
Harrogate District	67%	3%	5%	16%	3%	7%
North Yorkshire	67%	2%	4%	17%	3%	7%
England	60%	6%	9%	12%	3%	11%

Supplementing the above data, Census 2021 data has also been utilised in order to understand any change in travel patterns over this 10-year period. The table below sets out the change in travel mode choice for journeys to work between 2011 and 2021. Please note that 2021 Travel to Work data has been presented for Harrogate LAD.

Table 2.8 – Journey to Work Mode Share, Harrogate (Census, 2021)

Usual Residence	Car	Train	Bus	Walk	Cycle	Other (including working at or mainly from home)
Harrogate 2011	67%	3%	5%	16%	3%	7%

Harrogate 2021	49%	1%	2%	11%	2%	34%
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As shown, the data demonstrates a significant shift in commuting patterns between 2011 and 2021. While the percentage of journeys made by private car appears to decrease (from 67% to 49%) and the percentage of people within the ‘Other’ category has increased significantly, this is attributable to the COVID-19 pandemic and associated travel restrictions that were in place at the time the 2021 data was collected.

While the long-term impact on travel patterns following the COVID-19 pandemic remains uncertain, research has been undertaken to understand the extent of change in people’s travel choices from the pre-pandemic period (between January-March 2020), compared with 2022 travel patterns⁷. The key findings were as follows:

- The proportion of people travelling by public transport has fallen from pre-pandemic, 63% to 48% (bus), and 63% to 43% (train) in November 2022. Despite this, Leeds Railway Station is now experiencing higher usage levels than pre-COVID, suggesting that rail trips have the potential to increase further at other nearby stations, such as Harrogate.
- Rail use patterns appear to have changed with more travel during weekends and quieter Mondays and Fridays.
- The proportions of people walking and cycling in 2022 remained a little below pre-pandemic levels.
- The proportion of people travelling by car in 2022 was similar to that in the three months before the pandemic.

Therefore, the 2021 Census data should be interpreted with caution.

In light of the above, there is still a need to reduce the proportion of trips made by car, and encourage a shift towards cleaner, greener, and more sustainable travel modes. The delivery of the Harrogate Station Gateway TCF scheme will help achieve this ambition, and will help deliver against NYC’s priority to ‘*promote and encourage active travel including walking and cycling*’ and ‘*to support and encourage an effective and efficient public transport network*’.

Car

As highlighted in previous sections, car ownership in both the Harrogate built-up urban area and the district is higher than the national average. Levels of car use for travel to work are high across the County in general. This is equally true in Harrogate; this trend is reflective of the rural nature of the County but it is also seen to be the case when considering short journeys being made wholly within the more urban areas, suggesting that it is largely due to the convenience of making end-to-end journeys by car.

Census (2011) data shows the commuting patterns of residents of Harrogate urban area, and it shows that over half (59%) both live and work in the urban area itself, resulting in a high proportion of purely internal trips. This pattern of travel presents a significant and realistic opportunity to transfer a proportion of these trips to more sustainable modes, such as walking and cycling. To feasibly achieve

⁷ *Our Changing Travel – How People’s Travel Choices are Changing (November 2022)*. Available at: assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1165693/our-changing-travel-how-people_s-travel-choices-are-changing.pdf

this, it will be necessary for these modes to be perceived as being made more attractive, and potentially for car use to be made comparatively less attractive. This is a key element of the national CWIS 1 and 2, which sets out the Government’s ambition to make cycling and walking a natural choice for shorter journeys, or as part of longer journeys by 2040.

Harrogate has a good supply of car parking, particularly in the town centre; there are 33 car parks across the district in addition to both free and Pay & Display on-street parking. Occupancy data for Harrogate town centre, provided by HBC for the Harrogate Congestion Study, demonstrates that car parks were operating significantly below capacity suggesting that parking supply currently outstrips demand. The availability of parking, and the comparably low cost, may be contributing to the high level of car use within the towns, particularly for short, internal trips which could potentially be shifted onto other, more sustainable modes.

This suggests that there is potential to reduce the propensity to drive in Harrogate through increasing the attractiveness of other, more sustainable modes such as walking and cycling. Reallocation of highway space to support this also brings about a natural reduction in the attractiveness of car travel where it is not essential. **The Harrogate TCF scheme will help encourage this shift through providing high-quality infrastructure and more opportunities for sustainable travel. This would reduce dependency on private cars and the associated vehicle emissions, as well as fostering better outcomes for residents in terms of physical activity and health. This would contribute towards the Government’s CWIS ambitions for a national increase in levels of walking and cycling.**

Active Modes

Cycling

There are several designated cycle routes in the main Harrogate and Knaresborough urban areas, some of which are entirely off-highway whereas others are composed of a combination of on and off-highway sections. Standard blue cycle route signage is prevalent throughout the town to direct cycle users towards key destinations.

Most of the existing cycle network is made up of on-carriageway sections that are predominantly on quieter roads; no specific cycle provision is provided on these routes over and above signage. Cycle routes on the main highway corridors (A61, A59 and A661) are limited but there are various points where cycle routes cross these corridors, and Toucan crossings are provided in some locations. Otlands Drive has on-carriageway provision in the form of advisory cycle lanes between Knaresborough Road and Hookstone Drive.

Several of the on-highway routes provide links across the town on roads that are lightly trafficked and feature lower average speeds. The main constraint of the quiet route network is that, in some cases, the routes are not the most direct way of reaching key destinations, such as the town centre, as the use of quiet roads has been prioritised above accommodating routes in alignment with desire lines.

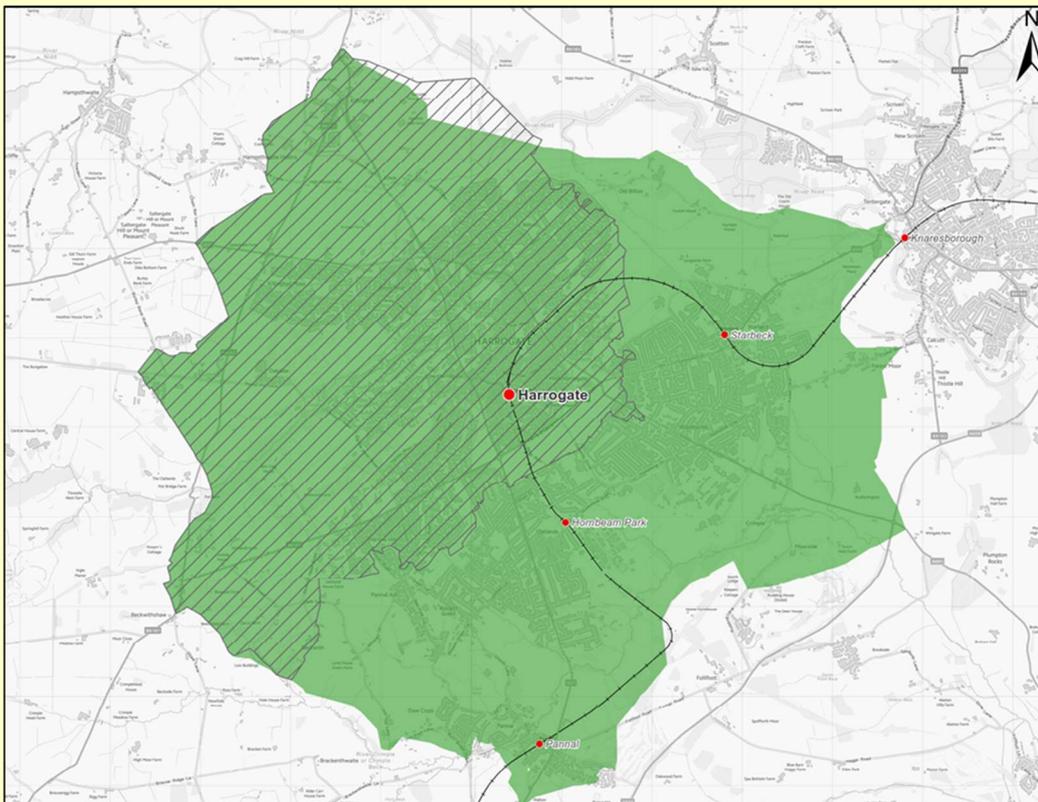
It is considered that there is a lack of cycle routes and limited cycle infrastructure on the main highway corridors in the town. The busy nature of these roads and the lack of cycle infrastructure is likely to form a barrier to cycling and may be a contributory factor to incidents involving cycle users on these routes.

Cycle parking is available in the town centre, and those nearest the main retail area appear to be well used during the day. Lack of sufficient cycle parking near key destinations, however, appears to be an issue and may be a barrier to encouraging higher rates of cycling.

In light of the above, there is potential to improve provision for cyclists on the main corridors into town and increase cycle parking provision. **This would help alter perceptions of cycling and show that it is a safe, convenient and viable travel mode. Ultimately this will help to increase the uptake, in line with the UK's CWIS 1 and 2.** This increased uptake of cycling would also contribute towards the government's climate emergency and net zero agenda, in particular helping to address the pressing need to develop infrastructure which supports the rebalancing of movement to more sustainable modes.

In terms of accessibility for cycling, Figure 2-10 shows the area that is within a 20-minute cycle journey of Harrogate Rail Station. This shows that it is possible for all the central Harrogate area, in addition to surrounding residential areas (totalling almost 80,000 residents), to access the rail station within 20 minutes or less, on bike.

Figure 2-10 - 20-minute Cycle Catchment: Harrogate Rail Station



Analysis of accident data, undertaken as part of other studies, shows that the number of cyclist and pedestrian casualties is relatively high on the key routes in Harrogate; this is likely to be a result of the high traffic flows and resulting congestion on roads into the town. It is considered that this issue, and the resulting perception of travel by these modes being unsafe, is very likely to be contributing to a suppressed demand for both cycling and walking. This demand could potentially be better met if infrastructure were to be improved.

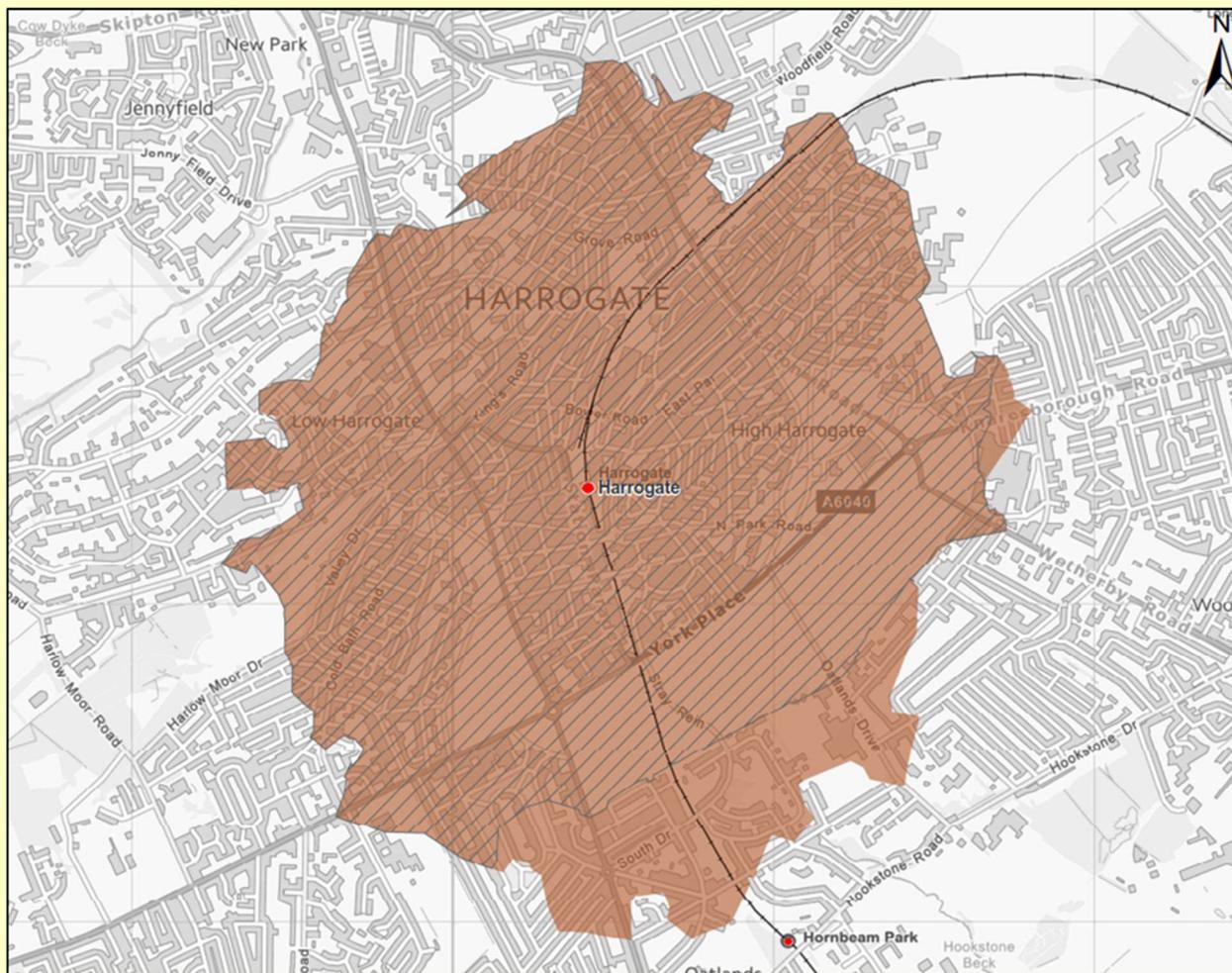
As a result of the above, levels of cycling in Harrogate are relatively low and this is despite the town centre, and the transport gateway area, being within a very accessible distance for much of the local population. This suggests that there is significant potential to increase the proportion of trips to and from the station by bicycle, particularly if improved cycling infrastructure and facilities are provided that would address any issues of safety (real or perceived), particularly for commuting trips.

Walking

In terms of journey to work mode share, Harrogate has a relatively high proportion (16%) of people that walk to work. While lower than the North Yorkshire area (17%) it is higher than the national average of 12%. **This can be attributed to the fact that the majority of workers (74%) travelling into Harrogate for work are Harrogate district residents, with 52% living and working within the Harrogate town area.**

Figure 2-11 illustrates the areas that are within a 20-minute walking journey time of Harrogate Rail Station. It is possible for those within most of the town centre area, and some parts of the wider town, to access the station on foot within 20-minutes.

Figure 2-11 - 20-minute Walk Catchment: Harrogate Rail Station



Almost 19,000 people live within a 20-minute walk of the station, which accounts for approximately 20% of the Harrogate BUA population; this results in walking being a very realistic option for many residents and is reflected by the high walking mode share recorded in the station surveys.

Pedestrian routes to the Rail Station include footways adjacent to Station Parade (A61), which crosses Harrogate on a north-south basis. Harrogate Bus Station is located on the eastern side of Station Parade to the north of the rail station, where the footway passes through a series of bus stops. Station Parade passes the rail station frontage and the main entrance to the station.

In terms of pedestrian facilities at the rail station, there is a formal pedestrian crossing directly outside the station entrance connecting the station to an area of public realm to the west of the station. There is limited space for pedestrians exiting the station building. The station frontage is dominated by a

relatively busy road (18,000 AADT) which creates a relatively unwelcoming arrival point for station users.

There is a secondary access to the station which leads directly to the southbound platform to the east of the station. This access is via a car parking area accessed off East Parade. This is an area dominated by car parking with very limited infrastructure and signage for pedestrians.

Although the mode share for those walking to the station is reasonably high, the catchment area for walking suggests there may be potential to further increase walking levels to the station particularly for those journeys to and from the station if access improvements are delivered.

Rail

The Harrogate district is relatively well served by rail provision, including Harrogate Station with regular services to Leeds and York (up to 4 tph in the peak). The York-Harrogate-Leeds line connects through the stations within the town with Leeds to the south and York to the east.

Four of Harrogate's eight stations are in the top ten of North Yorkshire stations in terms of usage. Harrogate station is the most used station in the county, while Knaresborough and Hornbeam Park are ranked 6th and 7th respectively.

Harrogate Rail station is the principal station within the district and is located on the eastern edge of the town centre. The station is well located for serving the town centre and the main attractions within Harrogate. Harrogate Bus Station is located immediately to the north of the rail station providing potential for a convenient interchange facility. Parking for both bicycles and vehicles are available, facilitating access to and from the station from the wider district area; there are over 100 spaces at the station car park and space for parking of 32 bicycles.

Harrogate Rail Station has two platforms and its services connect with York and Leeds. Typically there are two services to York and three to Leeds per hour throughout the day. Journey times to York are typically around 40 minutes and to Leeds are around 35 minutes. Services at Leeds and York stations provide excellent onward connections to the rest of the UK. In late 2019 an additional five daily direct services per day were introduced, operated by London North Eastern Railway, operating in each direction between Harrogate and London King's Cross, bringing the daily total to six services each way.

Despite having strong rail connectivity, the rail commuting mode share in the Harrogate district was relatively low (3%) and less than half of the national average proportion of 6%, as recorded in 2011.

Given that Harrogate is well served by rail, this suggests that there may be potential to increase the modal share of rail, if improvements in areas such as station accessibility are delivered. This is in line with the Government's National Infrastructure Delivery Plan which highlights the importance of the rail network to the UK economy, in terms of bringing people and businesses closer together which, in turn, creates jobs, supports house building, opens new markets and stimulates economic growth. Furthermore, through encouraging increased uptake of rail travel, this will alleviate pressure on the local road network through a reduction in vehicle traffic, therefore reducing congestion and the associated vehicle emissions, and improving air quality.

Annual station usage figures, for Harrogate station, are set out below in Table 2-9.

Table 2-9: Annual Station Usage – Harrogate						
Station	2016/17	2017/18	2018/2019	2019/2020	2020/2021	2021/2022

Harrogate	1,649,306	1,697,926	1,661,406	1,770,554	352,872	1,211,846
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The data shows that Harrogate station has a long-term trend of increased passenger entries and exits, from 2016 to 2020. Station usage during 2020/2021 is significantly less than the previous year due to COVID-19 and the associated travel restrictions. However, since then rail usage has increased again, with Harrogate Railway Station recording 1,211,46 entries and exits between April 2021 and March 2022. While this figure has not yet returned to pre-pandemic levels, it reflects significant growth in rail usage since the previous year and suggests there is still potential to increase Harrogate's rail patronage further, and return to pre-Covid levels.

Through enhancements to the Harrogate Station Gateway area and improving access to the town's rail services, this would improve the experience for existing rail users, as well as supporting increased uptake of rail travel, providing greater resilience to any future increases in rail demand.

In addition, investment in Harrogate Station Gateway would complement the proposed upgrade of the Leeds – Harrogate – York Railway line, forming part of NYCC's Strategic Transport Prospectus for North Yorkshire; both of which would support and emphasise Harrogate's position as a strategically important gateway. This will also support the £4.7billion of new long-term funding deals announced as part of Network North. This is being allocated outside city regions in the North and Midlands, in areas such as Harrogate.

Station Accessibility

Journey time analysis has been undertaken in order to determine levels of accessibility to Harrogate Station, in the AM peak, in line with NYCC's LTP4 targets. The data demonstrates that Harrogate station is highly accessible for a significant proportion of the local population, with approximately 107,000 people theoretically able to access the station within a 20-minute journey time (albeit by car). Considering other modes, around 19,000 can access the station on foot within a 20-minute walking journey, around 79,000 people live within a 20-minute cycle catchment of the station, and almost 48,000 could undertake a journey within 20 minutes by bus. This demonstrates significant potential for travel into the town, and specifically to the rail station, by modes other than the car.

Station User Surveys

In 2017, Station User Surveys were undertaken at ten North Yorkshire stations, including Harrogate. Journey patterns were analysed to understand where respondents had travelled from, to access Harrogate station for out bound services. The results showed that people have travelled from many areas of the district to access the station with smaller numbers travelling from outside of the district. Most of the station users surveyed however, travelled from within the main built-up area of Harrogate to access the services. This limited catchment may be a result of the number of other locally available stations servicing users from other areas and could also be linked to issues of congestion on routes into the town centre.

The catchment pattern described emphasises the importance of ensuring good, local level, accessibility to Harrogate station, particularly given the consistent levels of growth in passenger trips (prior to the Covid pandemic). Journeys from within the urban centre of Harrogate have the greatest potential to be made by active travel modes (walking and cycling); so it is therefore critical to ensure that walking and cycling infrastructure is provided and is fit for purpose to accommodate travel by these modes.

The mode share of respondents, for their travel to Harrogate station for use of an outbound service on the day of the survey, is set out in Table 2-10.

Travel Mode	Respondents
Car/van - as driver	5.2%
Car/van - as passenger	18.1%
Car subtotal	23.3%
Taxi	10.5%
Bus	7.9%
Train	3.4%
Cycle	0.5%
Walked	54.5%

The data shows that the highest proportions of respondents arrived at the station on foot (54.5%), and by car (23.3%) - a much higher proportion of those arriving by car were passengers rather than drivers. The proportion of respondents accessing the station on foot correlates with the results showing the station catchment and the level of local area origins.

Despite the localised journey origins, a small number of journeys to the station are made by bus (7.9%) and a very small number of journeys to the station are made on bike (0.5%). This may suggest a lack of appropriate infrastructure to cater for these modes and/or a perception of poor interchange facilities.

Bus

Harrogate town is better served by public transport than the more rural areas; the Local Plan notes that large parts of the district do not have access to an hourly bus (or rail) service.

The bus network within the Harrogate urban area consists of a mixture of local services that operate in loops within the Harrogate and Knaresborough area in addition to longer distance services connecting with destinations such as Leeds, Wetherby and Ripon.

Harrogate bus station is situated adjacent to the Rail Station (approximately 150m between them), in the town centre, off Station Parade. The bus station consists of twelve bus stands and most services are operated by Transdev (Harrogate Bus Company and Yorkshire Coastliner) and Connexions, providing connections to areas within Harrogate and to the smaller villages elsewhere in the district (with services typically being around two buses per hour). Services to Leeds are more frequent with around 4 buses per hour throughout weekdays, with less frequent services on weekends. National Express also has a service (between London and Ashington in Northumberland) that calls at Harrogate Bus Station.

Bus patronage data provided for the Harrogate Congestion Study, in 2018, revealed that there has been an overall reduction in passenger usage of 7.9%, averaged across all services, between 2012 and 2016. Individual services have experienced varying levels of change but, without exception, passenger usage has gone down on all services. The 36 service, between Leeds-Harrogate-Ripon,

however, has only experienced a small reduction in usage over this time period. Discussions with Transdev, in 2018, indicated that this was considered to align with national trends, which show interurban services performing better than local services in terms of usage.

The use of bus for commuting mirrors the low levels of bus use outlined above. Harrogate's bus usage for commuting is relatively low, at 5%. This is higher than the North Yorkshire average (4%) but is significantly lower than the national average of 9%.

In terms of integration between bus and rail, the stations are situated near to one another which theoretically should support good integration between modes. However, according to the Station User Surveys, the mode share of people accessing the rail station by bus is low, at 7%. The ease of transfer between modes will become more important as passenger footfall continues to grow in future, with on average 2.57% growth expected to occur up to 2043⁸. Provision of good accessibility to Harrogate Rail Station by a range of non-car modes is essential to reduce impacts of congestion that may result from increased demand for travel to the rail station.

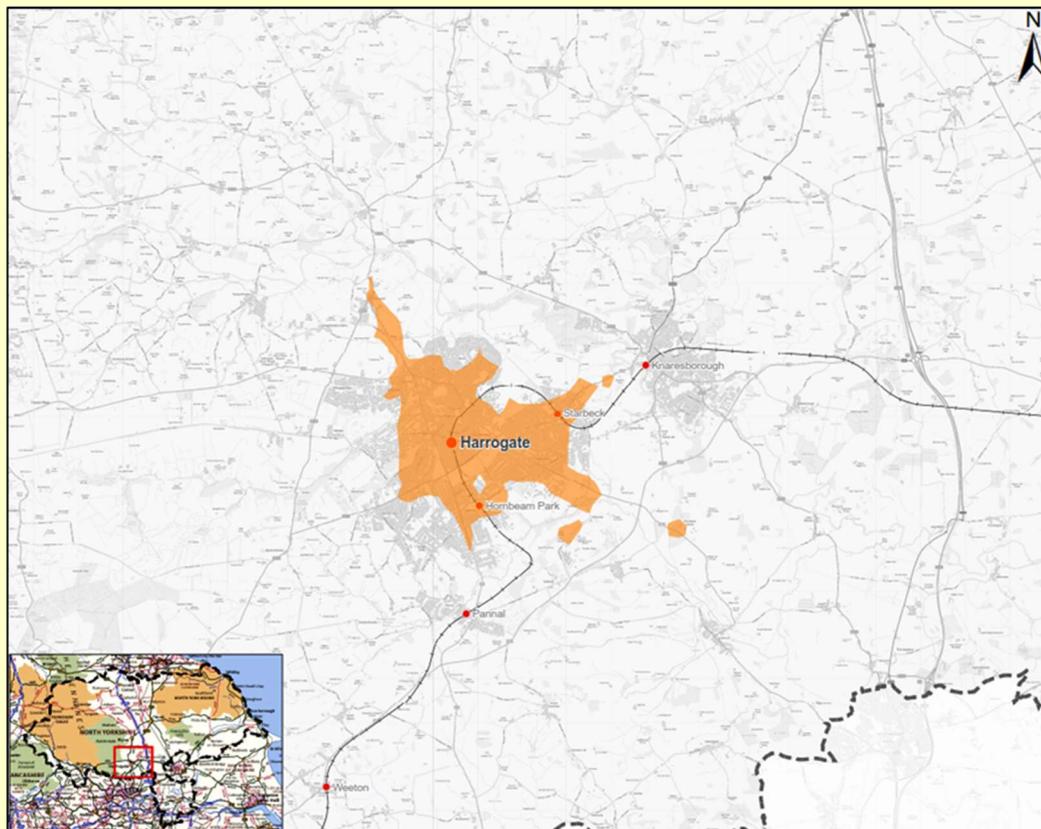
In addition, Harrogate's high level of cross-boundary commuting (largely by private vehicle) suggests that there is scope to encourage a modal shift towards bus. Provision of improved access to bus services, bus prioritisation, better integration of the bus and rail stations and improved public realm, as part of a more holistic transport gateway area, would help to improve the attractiveness of bus travel, support increasing bus usage and a reduction in private car travel.

This could be achieved through enhancements to the Station Gateway to provide better opportunities for multi-modal trips, as well as facilitating safer and more convenient access into the bus station, resulting in quicker and more reliable journey times for bus users. This is in line with NYCC's LTP4, particularly Objective 3 "Access to Services" by providing inclusive access to bus and rail services by sustainable modes.

The scheme would also support the realisation of Objective 4 "Environment and climate change" by increasing trips by sustainable modes and cutting carbon through the delivery of high-quality active travel infrastructure and the enhancement of the station gateway area, making travel by bus and train more attractive. These new and enhanced facilities will enable mode shift away from the private car, resulting in lower carbon emissions, contributing to the Government's Carbon Net-Zero Target.

In terms of accessibility of the rail station, Figure 2-12 illustrates the areas that can reach Harrogate Station within a 20-minute journey time by bus. This is based upon bus timetabling information, available for services in the area; it also includes the walk time to and from bus stops, as part of the 20-minute journey time, by considering the origin (areas of population) and destination (nearest bus stops to the rail station) for journeys during the morning peak.

⁸ Regional Urban Market Study, Network Rail (October 2013) projected that rail demand for stations from which people primarily commute to Leeds would rise by 114% over a 30-year period up to 2043

Figure 2-12 - 20-minute Bus Catchment: Harrogate Station


This shows that it is possible to reach Harrogate Rail Station from many areas of the built-up area of Harrogate within 20 minutes; this catchment area totals almost 49,000 local residents. This demonstrates that the bus, as a mode, provides good levels of access to and from the surrounding area within 20-minutes for many residents within the town; despite this, bus use in the town is low and decreasing year-on-year. Reasons for such low usage of the local bus network could relate to the poor infrastructure surrounding the bus station, particularly for active mode users, as well as limited opportunities for multi-modal trips, meaning that many people opt to travel by private car rather than by bus.

This suggests that there may be potential to increase bus usage in the town, something that would be supported by the provision of improved access to the bus station, better integration of the bus and rail stations and creation of a more attractive streetscape in the Gateway area. **The scheme would also support the new funding that will be allocated to Harrogate as a result of Network North, with a new £2.5 billion of funding provided to rural counties, smaller cities and towns in the North, outside of the big city regions. Network North highlights the potential for this funding to provide more electric buses in Harrogate, which would further support local growth and sustainable travel.**

Congestion

Congestion is a significant and well-documented issue in Harrogate. The key contributors to congestion in Harrogate are summarised below:

Reliance on the Private Car

As stated earlier, Harrogate has higher than average car ownership levels and, resultingly, high levels of car use. This reliance on the private car exacerbates existing issues of congestion on the local road network; making other modes more attractive is key to addressing this. Analysis, undertaken as part of NYCC's Harrogate Congestion Study, identified that the radial routes in Harrogate carry very large volumes of traffic. The highest flows were recorded on the A59 Skipton Road, to the east of the town centre, with an AADT of almost 29,000. Furthermore, DfT count data for the York Place approach to the Prince of Wales Roundabout, which is one of the main routes into the town centre, illustrated an AADT of approximately 24,000 for this section of the road network. As a comparator, the main radial routes into the city of York carry a broadly similar amount of traffic to those into Harrogate town centre, despite a significant difference in worker population; approximately 34,000 people work in Harrogate urban area, while more than double (71,000) are employed within the York urban area.

Journey time and average speed

Analysis for routes through Harrogate revealed significant delay along some key routes into/out of Harrogate. The A661 has journey times almost 50% longer during peak times, when compared with inter peak times; with some sections along the A661 experiencing journey times increasing by up to 138%. The average speed of traffic through the main urban area also reveals the existing congestion with some sections on the A61 having average speeds of around 11kph during peak times.

High Proportion of Short Journeys

Data shows that almost half of all trips being made, in the busiest periods, both start and end within Harrogate; these trips are generally short (less than 2.6km/1.6miles on average), are primarily commuter trips and are mostly made by car. These trips have a significant impact upon congestion in the town but also present significant potential to shift journeys to more sustainable modes, particularly walking and cycling.

Commuting Patterns

In addition to the internal commuting journeys discussed above, there is significant cross boundary commuting, both into and out of Harrogate, which results in high traffic flows on key routes in the peak hours. The highest proportion of trips are to nearby Leeds, most likely to access higher paid, higher skilled jobs; conversely, there are significant numbers of commuting trips from Leeds to Harrogate to access employment in the service and hospitality-based sectors. The level of traffic on these routes is unsuitable for the category of the roads and leads to the congestion and unreliable journey times that are synonymous with the town.

Visitor Travel

Harrogate's status as a historical spa-town, and its strong tourism and hospitality-based offering, result in a significant amount of visitor journeys which result in congestion issues that occur throughout the day, rather than being confined to the traditional morning and evening peaks. The visitor economy is expected to continue to grow and, with it the number of journeys being made to Harrogate; alternative modes of transport need to be made more attractive for these journeys, if these trips are to be accommodated on the local network without worsening existing conditions.

Education

Harrogate has a strong level of educational and academic attainment and is located within relatively close proximity to large urban centres such as Leeds, resulting in a significant amount of cross-boundary education-based journeys.

Air Quality

Local authorities in the UK have statutory duties for managing air quality under Part IV of the Environment Act 1995. In line with this, Harrogate Borough Council is required to carry out regular reviews and assessments of air quality against standards and objectives prescribed in the Air Quality (England) Regulations 2000 and the Air Quality (England) (Amendment) Regulations 2002. If one or more of the air quality objectives for each of the seven pollutants specified in the regulations are exceeded, an Air Quality Management Area (AQMA) must be declared.

There are three designated AQMAs within the Harrogate area. These are located on some of the busiest and most congested routes into Harrogate suggesting that traffic levels and congestion are key contributors to the air quality issues experienced within these areas:

- Bond End, Knaresborough (introduced in 2010);
- York Place, Knaresborough (declared in October 2017); and
- Woodlands Junction on Wetherby Road (A661), Harrogate (declared in October 2017).

The AQMAs were declared due to the level of Nitrogen Dioxide (one of the seven identified pollutants) exceeding the air quality objective of 40 micrograms per cubic metre. In response, Harrogate Borough Council has developed an Action Plan to reduce carbon emissions by 40% by 2020 and 80% by 2050 to help tackle the adverse issues relating to climate change. It is acknowledged that, whilst the pace of technological change within the automotive sector is accelerating and vehicles are gradually becoming cleaner and more efficient, the level of economic growth and development outlined within this strategic case will result in a higher number of private vehicles using the local road network and, as a result, various mitigation strategies will still need to be implemented to manage air quality issues.

ANTICIPATED FUTURE CONDITIONS

Population Growth & Societal Changes

The population of the wider Harrogate district is forecast to grow substantially over the local plan period up to 2035. This includes the target to provide a minimum of 14,000 new homes (see below) much of which is planned for the existing urban area including Harrogate town centre.

The district population is forecast to continue to further grow and age⁹; the proportion of Harrogate's resident population aged over 65 is forecast to increase to 33% by 2035 (a 10% increase from 2017). This results in lower economic activity, reducing the ability of the local labour force to support economic growth and development.

If population growth follows current established patterns of distribution, this will result in significantly more residents in Harrogate town. This will place increased demand on infrastructure, particularly the local transport network, as this larger resident population looks to access employment, education, services and facilities.

Future Investment & Planned Development

The Local Plan for Harrogate sets out a requirement to provide a minimum of 14,049 new homes and 38ha of employment land by 2035. Within the town centre itself, Harrogate Borough Council have developed a Station Gateway masterplan to guide the redevelopment of the Station Parade area

⁹ ONS 2016-based subnational population projections for local authorities and higher administrative areas in England

within the immediate vicinity of the station to provide new high-quality office/commercial and residential space.

The proposed TCF Harrogate Station Gateway scheme has the potential to support this development through making the area more attractive to investors, employers and residents.

The planned growth across Harrogate will directly impact upon the local transport network, with a forecast 5,700 additional trips made in each of the peak hours by 2035. If current travel trends continue, this will compound the existing issues of congestion, delays and unreliable journey times that threaten to stifle future economic growth and diversification. The transport network will face increasing pressure associated with the growing travel demand; as such, intervention will be required to alleviate pressure on the network and enhance Harrogate's resilience to future growth.

Furthermore, in light of the climate emergency and associated local, national and regional targets for net-zero, there is a need to ensure this growth is able to take place sustainably, supporting WYCA's ambition to deliver 'Clean Growth'. A key part of this requires rebalancing movement towards active and sustainable modes, helping to decarbonise the transport system.

Climate Emergency

As stated in WYCA's Carbon Reduction Pathways Report, a reduction in transport emissions requires ambitious action to go beyond current national targets and policy commitments. This involves a significant reduction in private car use and a journey and mode shift to shared, active and public transport. This is required alongside increases in rail passenger and freight capacity, which will need to be accommodated through expansions of infrastructure and/ or service levels.

The Harrogate Station Gateway scheme will contribute to the above requirements to decarbonise the region's transport system, enabling the region to meet their respective net-zero emission reduction targets. Specifically, it is anticipated that the provision of new pedestrian and cycling infrastructure and improving public transport access is expected to encourage a modal-shift to active and shared modes, thereby avoiding trips that would otherwise have occurred by private vehicle.

Forecast Rail Passenger Growth

Passenger growth at Harrogate Rail Station is predicted to continue to increase, particularly given the scale of planned development in and around the town centre. Network Rail's Regional Urban Market Study (October 2013) set out projections that rail demand would rise by 114% over a 30-year period up to 2043 at stations, such as Harrogate, that are used by people primarily commuting to Leeds. This equates to a 2.57% increase per year at those stations, although it should be noted that the latest year-on-year figures show a rise of 3% at Harrogate station, prior to the COVID-19 pandemic. A 114% increase, from ORR 2013/14 passenger trip numbers, equates to a forecast of 3,086,299 annual passenger trips at Harrogate station by 2043.

Although the Covid pandemic has impacted demand in the short term there is still expected to be an increase over the next 20-30 years, and the rail network's importance to the area is unchanged.

The provision of improved accessibility to the station is required if this growing level of demand is to be catered for. In particular, improvements to infrastructure to enable people to access the station by sustainable and non-car modes are essential to reduce the burden on the local highway network and reduce pertinent issues such as congestion, and the associated problems including poor air quality. It is considered that, through provision of accessibility improvements to Harrogate station, forecast passenger growth figures could further increase as 'barriers' to access to the station are reduced.

Resilience & Future Ready

The resilience of town centres and the need to be future ready is an increasing priority and will continue to have an impact on Harrogate and the town centre. As part of the development of the Harrogate transport network it will be important to consider what the town centre needs to provide and its function in light of a number of key trends: the change in shopping habits and how we access services; community led businesses; an ageing and growing population; health and wellbeing and an increasing environmental focus.

Key to ensuring the resilience of town centres is a shift towards low-carbon, sustainable ways of living. The transport system plays a key part in this; and has significant potential to decarbonise and reduce emissions across Harrogate town centre, through a shift towards more active and sustainable modes of travel (walking, cycling, bus, train). This would support the move towards tackling the climate emergency and meeting local, regional and national targets for net-zero.

Economic Growth and Strategic Connectivity

NYCC's LTP4 identifies key objectives of 'Economic Growth', 'Access to Services' and 'Healthier Travel', recognising the need to ensure that the transport network and services are as reliable and efficient as possible, to both support the existing economy and to help facilitate future economic growth.

The Local Plan growth will place increasing pressure on Harrogate's existing transport network. Increases in congestion and an inability to accommodate the growing number of trips has the potential to stifle future economic growth, through increasing delays, unreliable journey times, and more time sat in traffic, resulting in less productive time for commuters and businesses, therefore reducing productivity and business efficiency.

Further investment and intervention are therefore required to open-up capacity on the transport network and ensure greater resilience to support and accommodate future economic growth in Harrogate. Specifically, improvements to Harrogate Station Gateway would enable Harrogate Station to fulfil its potential as a key gateway. **Improved connectivity for residents with employment opportunities in Leeds and across the wider region will help support sustainable economic growth and contribute to continuing to make Harrogate a vibrant and appealing place to live and work, which is a vital component in attracting workers to the area to improve economic activity rates.**

The transport hubs within Harrogate therefore need to provide good accessibility for people and businesses to be able to access the opportunities elsewhere in the region.

Future 'without scheme' Conditions

There is a clear need to invest in Harrogate and the Station Gateway area, and without adequate intervention, existing issues relating to the poor station gateway and infrastructure, accessibility and connectivity deficiencies, air quality, out-commuting and growth/development constraints, are expected to deteriorate. Specifically,

- Existing congestion issues will be further exacerbated without sustainable transport infrastructure improvements;
- Plans for new development, such as the Station Parade development near to the gateway area, may be adversely affected without sufficient sustainable travel opportunities and associated infrastructure improvements;
- Efforts to tackle areas of deprivation may be constrained in the absence of accessibility and active travel improvements;

- Insufficient progress may be made towards tackling the multiple AQMAs in Harrogate and improving poor local air quality; and
- Harrogate and the wider region will not be able to take full advantage of rail service enhancements, nor will it be able to provide a station gateway befitting of current and future passenger growth levels.

SUMMARY OF CURRENT AND FUTURE ISSUES

Summarising the strategic drivers within this case, Table 2-11 presents an overview of the key issues and challenges currently facing Harrogate followed by the anticipated future conditions and issues likely to arise without the scheme.

Table 2-11 - Strategic summary of current Issues

Context	Harrogate is a principal town and plays an important role in the regional economy. A distinct place with a unique identity, Harrogate has a strong visitor economy and is a key service centre with important strategic links to the wider region. However, there are a number of important issues that need to be addressed to ensure that Harrogate is able adapt and deal with, not only the existing problems, but a range of future challenges.
Local economy challenges	There is an economic imbalance caused by low value local jobs/economy and a highly skilled/educated resident population. This results in a less resilient local economy, high levels of cross-boundary commuting and less sustainable travel patterns with scope to achieve shift to more sustainable modes.
Congestion and journey time reliability	Demands on the existing transport network include congestion and journey time unreliability which adversely impacts 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 and bus enhancements.
Environmental challenges	There are three designated AQMAs within the Harrogate area, which are located on some of the busiest and most congested routes into Harrogate suggesting that traffic levels and congestion are key contributors to air quality issues experienced in these areas. These include an AQMA designated at the Woodlands Junction on Wetherby Road (A661) (October 2017).
Strategic connectivity	Harrogate Rail Station provides a key strategic gateway providing an important link to services and opportunities across the wider region. Given the high levels of cross-boundary commuting and high visitor numbers, there is a need to ensure strong strategic links to and from Harrogate; ensuring the town is easily accessible from neighbouring areas, as well as providing strong local links across the town.
Movements and place balance	There is a generally poor pedestrian environment and permeability between the Bus Station and Rail Station, which acts as a constraint to accessing sustainable modes and the transfer between bus and rail as well as the levels of sustainable travel more generally.
Severance	There is severance between the gateway area (which includes Harrogate Rail station) and the town centre, largely caused by the A61/Station Parade road, which constrains access to the station gateway from the town centre by sustainable modes. This also contributes to a poor-quality gateway experience for both locals and visitors, which is compounded by a lack of 'sense of arrival'.
Rebalancing to active modes	Harrogate has poor cycling provision in several areas including no dedicated cycle route which connects with the front of Harrogate Rail station, or the Bus Station, resulting in fewer

	opportunities for sustainable modal transfer. This is reflected in current modal share figures, indicating that only 0.5% of individuals arrive at the station by bicycle. Harrogate District has significant scope to increase cycling rates with a low overall cycle to work mode share of just 2.1%. Cycling routes from some of the most deprived areas within Harrogate are also poor, and these areas are less likely to have access to a car, constraining access to opportunities both locally and across the wider region.
Summary of Future Issues	
Future Investment & Planned Development	<p>There are strong growth aspirations for Harrogate and this growth will continue to put pressure on the network and rebalancing movement will be important.</p> <p>Resilience & Future Ready: The resilience of town centres and the need to be future ready is an increasing priority and will continue to have an impact on Harrogate and the town centre. This is particularly important given the climate emergency and associated targets for net-zero; a reduction in transport emissions can play a pivotal role in achieving this ambition;</p> <p>Economic Growth and Strategic Connectivity: Strategic connectivity both locally and across the wider region will play a key role in facilitating economic growth in Harrogate. The provision of strong, sustainable transport links will support the movement of people and goods, ensuring this growth is good for people, good for the economy and good for the environment; and</p> <p>Growth & Development: The Station Parade area is a key development site. The proposed TCF scheme has the potential to support this development through making the area more attractive to investors, employers and residents.</p>
Population Growth & Societal Changes	Harrogate has a rapidly growing and ageing population, together with significant planned development. The resident population aged over 65 is forecast to increase to 33% by 2035. This will result in lower economic activity, reducing the ability of the local labour force to support economic growth and development. It will also result in changes to how people will access key services, meaning that urban environments will need to adapt to provide the necessary facilities and infrastructure to support the changing population. Rebalancing movement to support a range of modes will be an integral part of this.
Resilience & Future Ready	The resilience of town centres and the need to be future ready is an increasing priority and will continue to have an impact on Harrogate and the town centre. This is particularly important given the climate emergency and associated targets for net-zero; a reduction in transport emissions can play a pivotal role in achieving this ambition.
Economic Growth and Strategic Connectivity	Strategic connectivity both locally and across the wider region will play a key role in facilitating economic growth in Harrogate. The provision of strong, sustainable transport links will support the movement of people and goods, ensuring this growth is good for people, good for the economy and good for the environment.
Growth & Development	The Station Parade area is a key development site. The proposed TCF scheme has the potential to support this development through making the area more attractive to investors, employers and residents.

STRATEGIC PURPOSE OF THE SCHEME

In light of the above challenges, 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 will help address the key issues associated with a rapidly growing, ageing population and the economic imbalance caused by low value local jobs/economy and

a highly skilled/educated resident population, resulting in less resilient local economy, 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 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 Railway 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 modal shift towards more sustainable transport modes and support enhanced connectivity to employment and education opportunities both locally, and across the wider region.

2.1.2 How will the scheme contribute to the achievement of the Leeds City Region’s [Strategic Economic Framework \(SEF\)](#)?

The Leeds City Region Strategic Economic Plan (SEP) has been replaced by the Strategic Economic Framework (SEF). Building on the SEP, the SEF sets WYCA’s new vision for the region and their priorities for achieving this, in light of new challenges during periods of change and uncertainty. It has been designed to be flexible, able to reflect the evolving policy remit and prove resilience during periods of change and uncertainty. It aims to inspire confidence in the region, demonstrating that the Combined Authority has an ambitious strategy for transformation as they take on a greater role in the decisions that affect the region.

The Combined Authority Vision for the region, as set out in the SEF, is as follows:

“Recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by a superb environment and world class infrastructure.”

The key priorities of the SEF are as follows:

- **Boosting productivity** - Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.
- **Enabling inclusive growth** - Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.
- **Tackling the climate emergency** - Growing our economy while cutting emissions and caring for our environment.
- **Delivering 21st century transport** - Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.
- **Securing money and powers** - Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.

The scheme aligns to each of the SEF priorities, and the contribution to each of these is outlined below in (Table 2-12).

Table 2-12: Harrogate Station Gateway Improvements TCF scheme's contribution to SEF Priorities

Priority 1: Boosting Productivity

Improvements made to the active and public transport offer, through improving the safety, reliability and accessibility of these modes, will support and attract investment within the town centre. In turn this will increase the attractiveness of Harrogate as a place to work and invest, boosting productivity within the town and the wider region.

Priority 2: Enabling Inclusive Growth

Through the delivery of sustainable travel improvements, the scheme will make active and public transport modes more attractive, through them becoming a convenient, accessible and reliable transport option to reduce the reliance on private car travel. These improvements will help to overcome existing transport barriers that create inequality in communities in their access to employment, education and training opportunities, in Harrogate itself or further afield in the wider region. These improvements will particularly help young people and those in deprived communities where the levels of car ownership are relatively low. It will enable greater access to these opportunities, that prior to the network improvements they struggled to or could not access.

Improvements to both active and public transport methods focused around the central location of the Station Gateway, will facilitate multi-modal trips. The Gateway will create a safe and accessible hub for active and public travel in Harrogate, increasing the uptake in both of these travel modes and driving a shift away from the reliance on private car travel.

Priority 3: Tackling the Climate Emergency

The proposed scheme will make a significant contribution to the delivery of a low emission transport network, through increased sustainable and active travel use. These measures will lead to a reduction in fuel consumption, emissions and air pollutant levels within Harrogate.

In addition, the scheme includes enhancements to the public realm, which incorporate higher quality place-making, green spaces and the planting of shrubbery/trees, contributing to the enjoyment of green infrastructure in the town. The proposed TCF scheme in Harrogate will enhance sustainable travel accessibility across the town centre area through improved active and public transport infrastructure, enabling more of the local community to enjoy this green and blue infrastructure within the local area.

The scheme will encourage a modal shift from private car travel to more sustainable transport modes. Enhanced access to the train station via active modes may replace those journeys that may have otherwise been made entirely by private car. In addition to increased patronage on bus services, this will reduce the number of vehicles on the road, minimising local congestion and enhancing the resilience of the local highway network. These improvements will also contribute to improving air quality and tackling the designated AQMA at the Woodlands Junction Wetherby Road (A661), which was declared in October 2017.

Priority 4: Delivering 21st Century Transport

The scheme will improve the standard of active and public transport facilities and routes within Harrogate, driving a modal shift towards these transport modes away from private car travel. These

improvements will support Harrogate towards having a low emission transport network, helping to prepare the town by becoming more resilient to the climate emergency.

Priority 5: Securing Money and Powers

The Northern Powerhouse Independent Economic Review (NPIER, 2016) concluded that substantial improvements in connectivity, skills, innovation and inward investment across the North are needed to tackle challenges related to the economic performance gap, productivity differences and poor productivity performance. The Northern Powerhouse agenda is to boost local economies by investing in local skills, innovation, transport and culture. Also included in the agenda is the devolution of significant powers and budgets to directly elected mayors, ensuring decisions in the North are made by the North.

The Harrogate TCF scheme will provide better transport connectivity within and between Harrogate and the city region. This will be beneficial in terms of investment in skills, investments and productivity, which are identified in the NPIER as opportunities underpinning the economic growth in the area.

2.1.3 Does the scheme link to other activity being delivered either within the City Region or nationally?

The Harrogate TCF proposals form an important part of wider infrastructure schemes in accordance with the SEF. The scheme also links to the Local Cycling and Walking Infrastructure Plan (LCIWP) which has been split into separate projects; the Cycling Infrastructure Plan (HCIP) and the Walking Infrastructure Plan for Harrogate (HWIP) and the Harrogate Town Centre Masterplan. The linked projects are also set out below.

TCF

The Transforming Cities Fund (TCF) will, as part of the wider LCR investment plan, deliver transformational, new infrastructure and help create a step change in travel across the region, and is essential to reducing reliance on car travel and meeting the LCR commitment to becoming a net zero carbon city region by 2038.

Announced in March 2020, the LCR will benefit from £317 million of investment from the TCF; this will dramatically improve people’s access to public transport, cycling and walking across the following districts:

- Bradford;
- Calderdale;
- Craven;
- Harrogate;
- Kirklees;
- Leeds;
- Selby;
- Wakefield; and
- York.

Overarchingly, the LCR TCF will connect people to economic and education opportunities through affordable, sustainable transport, boosting productivity and helping to create cleaner, healthier and happier communities for the future.

The Harrogate TCF scheme will complement and be complemented by the wider LCR TCF schemes, ultimately providing a transformational change in the region’s transport system by providing opportunities to make reliable, safe and attractive journeys by using public transport and by cycling and walking.

The proposals are linked to the future ‘gateway’ proposals in Harrogate and contribute to delivery of ‘healthy streets’ in the town centre as well as unlocking economic growth and development. Key links include supporting the delivery of 255 homes and employment/retail space in the vicinity of the gateway and delivery of the emerging Local Plan housing targets

Local Cycling and Walking Infrastructure Plan

Unlike other population centres in North Yorkshire, the Harrogate Local Cycling and Walking Infrastructure Plan (LCWIP) has been split into two projects, the Cycling Infrastructure Plan (HCIP) and the Walking Infrastructure Plan for Harrogate (HWIP).

The CIP was published in 2019, and sets out four cycling corridors:

- Corridor 1 – Bilton to Starbeck;
- Corridor 2 – Bilton to Hornbeam Park;
- Corridor 3 – Jennyfield to Harrogate Town Centre; and
- Corridor 4 – Hornbeam Park to Starbeck.

The preferred option for Corridor 2 is located close to the scheme on East Parade, while the preferred option for Corridor 3 would be accessed nearby on Cambridge Street. The proposed Harrogate Station Gateway Scheme will complement these schemes.

The HCIP sets out cost estimates for the options, carries out economic appraisal of the options and sets out the next steps.

The HWIP was produced as a sister document to the HCIP, to provide the area with a complete LCWIP. The report included a policy review, evidence base, good practice review, options for developing the walking network, priorities and next steps.

The HWIP identifies Station Parade and James Street as “prestige walking routes”, which are defined as “very busy areas of towns and cities, with high public space and street scene contribution”.

For the town centre area, the report sets out the existing issues and barriers to movement and indicates that the TCF scheme will overlap with the proposals.

Harrogate Town Centre Masterplan

In 2016, Harrogate Borough Council produced “The Harrogate Town Centre Strategy and Masterplan” which sets out HBC’s strategy for the development of Harrogate Town Centre in the period to 2025.

The Harrogate Station Gateway Improvement scheme will complement the other ongoing projects within the town centre, in order to achieve the vision of the masterplan which is:

“By 2025 Harrogate Town Centre will be a leading UK destination for culture, shopping, leisure and business tourism. The unique qualities of the town centre will be enhanced to provide a distinctive visitor offer that differentiates Harrogate from its regional and national competitors. This distinctiveness will be characterised by an exceptional town centre environment, the key components of which will be:

- *Public realm of an outstanding quality;*
- *A special blend of retail, leisure and cultural uses;*
- *Unique facilities for conferences and events; and*

- *Integrated and sustainable transport infrastructure.*

The realisation of this vision will ensure that important economic benefits are delivered for local residents and businesses, and that opportunities for the sustainable development of the town centre are fully exploited.”

In addition to the Harrogate Station Gateway Improvement Scheme, the HTCM includes (as of May 2020):

- Town Centre Wi-Fi – Funding secured, procurement ongoing;
- Smart Parking – Delivered;
- Business improvement District – Delivered;
- Turkish Baths Refurbishment – Delivered;
- Springfield House – Funding secured but on hold due to COVID 19;
- Crescent Gardens and Harrogate Convention Centre – Crescent Gardens Disposal Completed and HCC business case is underway;
- Exchange Tower and Station Bridge – Delivered;
- Pedestrian Movement – Funding not available, will be partially delivered through this scheme; and
- Parliament Street and Cheltenham Parade – Not currently a Priority.

Harrogate Sustainable Improvement Package – West Harrogate

NYC has been awarded funding from the government's National Productivity Investment fund to deliver a Sustainable Transport Package in the West of Harrogate. The total package will deliver £4.6m of improvements.

Among the planned upgrades are improvements to junctions on Otley Road including smart traffic lights, extra traffic lanes, a new off-road cycle lane to link into the developing cycle network and new or improved pedestrian crossings. These measures will be complemented by investment into the ‘softer’ measures such as publicity and education regarding sustainable travel.

The package of sustainable measures will help to improve safety and alleviate the levels of congestion currently experienced along the Otley Road corridor, accommodating the existing traffic and future growth of Harrogate as recognised in the former Harrogate Borough Council’s draft Local Plan.

Station Parade Development Site

The Station Parade area is a key development site, located within close proximity to Harrogate Rail station. There is a need to support this development through making the area more attractive to investors, employers and residents alike. In addition, there is also a requirement to ensure that this development can be delivered in the most sustainable way possible through strong sustainable and active travel links. Without improvements to the gateway area, and enhanced sustainable and active travel accessibility, there is a risk that development will be constrained and/or delivered in an unsustainable way with an adverse impact on the local transport network.

Summary

As evidenced, the Harrogate TCF proposals are relevant and complementary to other ongoing and previously developed schemes. This alignment with associated projects and schemes supports the need for the Harrogate Station Gateway TCF improvements.

2.1.4 How does the scheme meet other national, sub-regional and local strategies and policies?

The proposed TCF scheme in Harrogate has a strong alignment with the policy and strategy base at a local, regional and national level. This alignment is explored fully in Appendix G and is summarised below in Table 2-13.

Table 2-13: Summary of Policy Alignment

National Policies

National Cycling and Walking Investment Strategy 2, 2023

Overview: The DfT’s Cycling and Walking Investment Strategy 2 (CWIS2) follows the first Cycling and Walking Investment Strategy published in 2017. It shows the government’s ambition to make cycling and walking a natural choice for shorter journeys, or as part of longer journeys, recognising that active travel is good for the environment, the economy and public health.

Relevance: The scheme will support the potential for cycling and walking to become a preferred method of transport for local people to get to their destinations, by creating safe and accessible active travel routes within the town.

Levelling Up White Paper, 2022

Overview: The Levelling Up White Paper was published in February 2022. It sets out how the UK Government will spread opportunity more equally across the UK. Levelling Up is a moral, social and economic programme for the whole of the government.

Relevance: The higher-quality and more reliable sustainable transport network will contribute to boosting productivity, innovation and economic dynamism. The scheme will also help create a modal shift away from private car journeys towards active and public travel modes, through creating a less congested, accessible and safer transport network for those within Harrogate to use.

Build Back Better: Our Plan for Growth, 2021

Overview: Build Back Better: Our Plan for Growth is the Government’s Plan for growth focusing on three main pillars of investment: high-quality infrastructure, skills and innovation.

Relevance: The scheme will provide Harrogate with high-quality transport infrastructure, that will help to support innovation and economic growth due to the improved accessibility that the enhanced active and public transport network will create.

Decarbonising Transport, 2021

Overview: The Transport Decarbonisation Plan (TDP) aims to accelerate the decarbonisation of transport by proposing initiatives that the government, business and society will need to do to deliver the significant reduction in emissions across all modes of transport. This plan will put the UK on the route

	<p>to achieving carbon budgets and net zero emissions across all modes of transport by 2050.</p> <p><i>Relevance:</i> Through delivering improvements which will encourage a switch to more sustainable transport modes, the scheme will reduce transport related vehicle emissions and improve air quality, contributing to the objectives of the TDP. The scheme could also help to address the AQMA in Harrogate at Woodlands Junction on the A661.</p>
<p>Net Zero Strategy: Build Back Greener 2020</p>	<p><i>Overview:</i> Build Back Greener highlights the need to transform our cities and towns with greener, faster and more efficient transport. A key priority is to achieve this through a reduction in vehicle emissions, creating a cleaner and healthier local environment.</p> <p><i>Relevance:</i> The scheme will work to actively reduce the carbon emissions that are generated by the private car, by supporting mode shift to more sustainable modes of transport.</p>
<p>National Infrastructure Strategy, 2020</p>	<p><i>Overview:</i> The National Infrastructure Strategy (NTS) brings together the government’s long and short-term goals and how it will build back fairer, faster and greener. A key element of the vision set out within the NTS is for: greener and more beautiful places, with cleaner air, more green spaces, green buses, more cycling, low carbon and energy efficient homes and better high streets for UK towns.</p> <p><i>Relevance:</i> The TCF scheme will contribute to the targeted ‘levelling up’ of infrastructure and to the greener and more beautiful places element of the vision, with green streets, pedestrianisation, reduced capacity for private vehicles and the contribution to a greener, more attractive high street. The scheme also supports the meeting of the government net zero emissions target by 2050 by delivering green infrastructure and encouraging fewer private vehicle trips.</p>
<p>Active Travel England Guidance</p>	<p><i>Overview:</i> Active Travel England is responsible for making walking, wheeling and cycling the preferred choice for everyone to get around. They have the objective for 50% of trips in England’s towns and cities to be walked, wheeled or cycled by 2030. Active Travel England will set out to achieve this through a variety of measures, notably through providing funding for active travel schemes, embedding active travel into major new developments to reduce congestion and to provide the tools to deliver ambitious active travel programmes.</p> <p><i>Relevance:</i> The Harrogate TCF scheme will deliver infrastructure to help Active Travel England to achieve their overall aim for 50% of trips in England’s towns and cities to be walked, wheeled or cycled by 2030. The scheme will promote the use of these active travel modes, through the delivery of infrastructure to help support more journeys made on foot or by bike, such as</p>

	through the provision of secure cycle storage facilities and upgraded pedestrian footpaths and areas of public realm.
Local Transport Note (LTN) 1/20, 2020	<p><i>Overview:</i> The Local Transport Note provides guidance and good practice for the design of cycle infrastructure in support of the LCWIP. The guidance contains tools which give local authorities flexibility on infrastructure design and sets a measurable quality threshold. The Cycle Level of Service (CLOs) and Junction Assessment Tools (JAT) are new mechanisms to set minimum quality criteria, A minimum CLOs score of 70%, and no critical fails and under the JAT no red-scoring turning movements are generally required for funding.</p> <p><i>Relevance:</i> The proposed TCF scheme will deliver cycling and walking infrastructure which is compliant with the LTN1/20 guidance.</p>
National Planning Policy Framework (NPPF), published in 2012, revised in 2018 and updated in 2019	<p><i>Overview:</i> The NPPF document recognises that transport issues should be considered from the earliest stages of plan-making and development proposals, including identifying and pursuing opportunities to promote walking and cycling, and ensuring that patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.</p> <p><i>Relevance:</i> The TCF scheme can support the development of such policies, identifying a contiguous walking and cycling network within a given area and prioritising interventions to ensure the network comes forward in a cohesive manner. Furthermore, the scheme will protect and enhance the natural environment through reducing transport related carbon emissions, promoting green infrastructure and encouraging fewer private vehicle trips.</p>
National Infrastructure Delivery Plan, 2016-2021	<p><i>Overview:</i> The National Infrastructure Delivery Plan (IDP) brings together the government’s plan for economic infrastructure for the period 2016-2021. The plan is driven by the government’s commitment to invest funds in the UK’s infrastructure, which will encourage wider economic benefits, including supporting growth and creating jobs, raising the productive capacity of the economy, driving efficiency, and boosting international competitiveness.</p> <p><i>Relevance:</i> The proposed scheme will support the growth and revitalisation of Harrogate town centre through the delivery of public realm and accessibility improvements, which will support existing and new businesses, and help to unlock planned development. This will contribute to the delivery of policy aims set out in the National IDP, which includes policy focused on supporting town centres to drive growth.</p>
Sub National Policies	
TfN Decarbonisation Strategy, 2021	<p><i>Overview:</i> The Transport for the North (TfN) Decarbonisation Strategy sets out four different scenarios, from ‘Just About Managing’, to ‘Urban Zero Carbon’ and how policy should respond based on these trajectories of emissions.</p>

	<p><i>Relevance:</i> The TCF scheme will support the regional target of a near net-zero carbon surface transport network, by promoting modal shift towards active and public travel methods.</p>
<p>Integrated Rail Plan for the North and Midlands, 2021</p>	<p><i>Overview:</i> The Integrated Rail Plan (IRP) sets out a blueprint for the development of train services across the Midlands and the North, and towards Scotland and London, bringing together communities and strengthening the economy.</p> <p><i>Relevance:</i> The scheme will complement the IRP, as the scheme will support and facilitate journeys made by rail, through improving access to the rail network by public transport and active travel modes. It will also increase patronage levels at Harrogate Station, and rail as a mode of travel across the district.</p>
<p>TfN Strategic Transport Plan, 2019</p>	<p><i>Overview:</i> The TfN Strategic Transport Plan (STP) has a vision of ‘a thriving North of England, where world class transport supports sustainable economic growth, excellent quality of life and improved opportunities for all’. To achieve transformation and inclusive economic growth, major investment will be required to the road and rail networks across the North. Supporting the TfN vision are four pan Northern transport objectives which have informed the development of the Strategic Transport Plan:</p> <ul style="list-style-type: none"> • Transforming economic performance. • Increasing efficiency, reliability, integration and resilience in the transport system. • Improving inclusivity, health and access to opportunities for all. • Promoting and enhancing the built, historic and natural environment. <p><i>Relevance:</i> The TCF scheme is consistent with the objectives set out in the STP. The scheme will encourage more sustainable journeys through the delivery of active travel infrastructure, attractive links to bus and rail, increasing the integration of the transport network as well as improving inclusivity, health and access to opportunities for all.</p>
<p>The Northern Powerhouse Independent Economic Review (NPIER), 2016</p>	<p><i>Overview:</i> The Northern Powerhouse Independent Economic Review (NPIER) sought to characterise North England’s economic position and the drive underpinning its performance, as well as identifying opportunities where ‘pan-Northern’ effort can sensibly support existing local activities and programmes. The NPIER concluded that substantial improvements in transport connectivity, skills, innovation and inward investment across the North are needed to tackle challenges related to the economic performance gap, productivity differences and poor productivity performance.</p> <p><i>Relevance:</i> The Harrogate TCF scheme will provide better transport connectivity within and between Harrogate and the city region, which will be beneficial in terms of investment in skills, investments and productivity, which are identified in the NPIER as opportunities underpinning the economic growth in the area. Overall, the scheme will improve the attractiveness of</p>

	<p>Harrogate as a place to live, work and invest; allowing it to fully capitalise on economic opportunities, contributing towards a prosperous Northern Powerhouse Economy.</p>
<p>Northern Powerhouse – One North: A Proposition for an Interconnected North, 2014</p>	<p><i>Overview:</i> The vision of this report was to create a better-connected North which would pull together and promote economic growth, with poor connectivity and transport links being noted as factors contributing to the North’s productivity gap.</p> <p><i>Relevance:</i> The TCF scheme benefits from the work that has been done to secure transport investment in the north, contributing to the vision of improved journey quality. The scheme will improve connectivity and accessibility to sites of employment, increasing the productivity of the region.</p>
<p>Regional Policies</p>	
<p>York, North Yorkshire, East Riding and Hull (YNYERH) Spatial Framework: A Vision for Growth (2035-2050)</p>	<p><i>Overview:</i> The YNYERH Spatial Framework (SF) is framed to provide overall coherence and direction to growth and infrastructure planning across the region. The SF is formed of two stages, firstly the identification of Strategic Development Zones (SDZs) and the preparation of Long-Term Development Statements (LTDs) to manage and accommodate development growth and infrastructure investment. The SF aims to promote more proactive collaboration, better infrastructure delivery and a stronger investment case.</p> <p><i>Relevance:</i> The Harrogate TCF scheme will contribute to the aims of the SF, as an area of improved infrastructure delivery, providing increased investor confidence in Harrogate and the wider region through enhanced accessibility and connectivity, to drive productivity and private sector growth.</p>
<p>North Yorkshire Council Plan (2023-2037)</p>	<p><i>Overview:</i> The North Yorkshire Council (NYC) Council Plan from 2023 to 2027 sets out the council’s vision, ambition and priorities for the next four years, and the approach they will take to achieve them. The aim set by NYC for NY is to “build on North Yorkshire’s natural capital, strong local economy and resilient communities, to improve the way local services are delivered and support a good quality of life for all.”</p> <p><i>Relevance:</i> The Harrogate TCF scheme will help to deliver upon this vision set by NYC, ensuring that local services are improved to commit to the aim of creating a good quality of life for all, through both active and public transport network and significant public realm improvements.</p>
<p>York and North Yorkshire Local Enterprise Partnership (YNY LEP) Routemap to</p>	<p><i>Overview:</i> The YNY LEP Routemap to Carbon Negative sets out an ambitious pathway for local authorities, businesses, charities, academia and communities to come together to deliver carbon reduction at the necessary pace and scale to reach net zero by 2034, and net negative by 2040. It aims to provide strategic direction and a coordinated approach to decarbonisation to position York and North Yorkshire at the forefront of national climate action.</p>

<p>Carbon Negative, 2022</p>	<p><i>Relevance:</i> The scheme will contribute towards the targets of net zero and net negative carbon emissions by driving a modal shift away from private car travel towards more sustainable active and public transport modes.</p>
<p>West Yorkshire Climate and Environment Plan, 2021-2024</p>	<p><i>Overview:</i> The WYCA Climate and Environment Plan sets out a roadmap for transport across West Yorkshire, composed of the goals and the pathway to achieving these. This is broken down into the different core sectors of transport.</p> <p><i>Relevance:</i> The scheme is in line with the aims of the West Yorkshire Climate and Environment Plan through encouraging a shift to active and public transport modes by creating more accessible, appealing and safer sustainable travel infrastructure.</p>
<p>WYCA Strategic Economic Framework (SEF), 2020</p>	<p><i>Overview:</i> The SEF acknowledges the 2016 SEP, but states that due to additional responsibilities, new challenges facing the region and a new mayor’s manifesto, a new strategy is required that can reflect changing priorities, respond to change and communicate this clearly. The Combined Authority Vision for the region, as set out in the SEF, is as follows: “Recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers and lives supported by a superb environment and world class infrastructure.”</p> <p><i>Relevance:</i> The Harrogate TCF scheme will help to deliver WYCA’s vision, through the improvements made to active and public transport networks and the public realm in Harrogate. This will improve the attractiveness of Harrogate as a place to live and work, supporting the concept of a strong and successful economy in the region.</p>
<p>York and North Yorkshire Local Enterprise Partnership (YNY LEP) Local Industrial Strategy, 2020</p>	<p><i>Overview:</i> The YNY LEP has the vision to become England’s first carbon negative region, with the Local Industrial Strategy contributing to this by transforming the local economy to deliver a carbon negative, circular economy that increases productivity and provides higher paid jobs. The Strategy plans to provide connectivity and an economy where people can reach their full potential and promote good business to contribute to its overarching aims.</p> <p><i>Relevance:</i> The TCF scheme will help to contribute to this Strategy by improving connectivity within the region, enhancing accessibility to sites of employment, education and training. This will support local people to improve their skills to reach their full potential, earning higher wages and living healthy lives. The transport network improvements will generate good business and increase productivity.</p>
<p>York and North Yorkshire Local Enterprise Partnership (YNY LEP) A Plan to</p>	<p><i>Overview:</i> This Plan was produced in response to the COVID-19 pandemic and sets out an ambitious plan to reshape the economy of York and North Yorkshire. The Plan sets out ten pledges to help reshape the York and North</p>

<p>Reshape our Economy, 2020</p>	<p>Yorkshire economy, with the ambition to create a greener, fairer and stronger economy.</p> <p><i>Relevance:</i> The TCF scheme will provide a more sustainable and better-connected transport system that will reduce congestion and improve journey time reliability, helping to boost productivity and inclusive economic growth.</p>
<p>York and North Yorkshire Local Enterprise Partnership (YNY LEP) Circular Economy Strategy, (2019-2030)</p>	<p><i>Overview:</i> The YNY LEP Circular Economy Strategy sets out the vision for a thriving economy in the region, that creates business opportunities, a sustainable environment and promotes social wellbeing. This Circular Economy has been planned to future-proof York and North Yorkshire’s economy, to remain competitive and to contribute to addressing the climate emergency. This strategy includes an Action Plan to prioritise sectors where the move towards a circular economy will contribute most to these aims.</p> <p><i>Relevance:</i> The TCF scheme will help to contribute to the aims of the Circular Economy Strategy by creating transport network improvements to decouple economic activity from the consumption of finite resources and greenhouse gas emissions. The Action Plan within the Strategy targets the transport sector as a priority to contribute most to its aims of improving economic competitiveness and addressing climate change; the TCF scheme will contribute significantly to this.</p>
<p>North Yorkshire Bus Service Improvement Plan, 2016-2045</p>	<p><i>Overview:</i> The North Yorkshire Bus Service Improvement Plan (BSIP) has the vision to be an efficient and optimised service that:</p> <ul style="list-style-type: none"> • Meets the needs of our local communities, • Enables people to remain active and independent, • Provides excellent customer service, and • Offers simple payment and ticketing options. <p>Customers will have access to bus services that encourage and enable sustainable, cleaner and healthier travel choices, that will have the effect of a net reduction in car journeys, helping to reduce carbon emissions in North Yorkshire. The BSIP will raise the profile of North Yorkshire as a place to live, visit, work and invest in.</p> <p><i>Relevance:</i> The TCF scheme will promote the use of bus travel as a public mode of travel, through the bus priority lane and enhanced access to Harrogate Bus Station as a result of the active transport network improvements. The efficient and optimised bus service that is provided will appeal to customers and increase bus patronage. Intra modal trips will be encouraged that will help to reduce the carbon emissions that are generated from the transport network in Harrogate and the wider region.</p>

<p>West Yorkshire Transport Strategy, 2011</p>	<p><i>Overview:</i> The West Yorkshire Transport Strategy (WYTS) sets out an ambition for a transport network that serves and benefits the needs of people and businesses and enhances the prosperity, health and wellbeing of West Yorkshire. The WYTS supports the growth aspirations of the Strategic Economic Framework (SEF) by recognising the importance of a transport system that will enhance business success and people’s lives.</p> <p><i>Relevance:</i> The Harrogate TCF scheme aligns with the ambition and objectives of the WYTS as it provides better accessibility and connections through the Harrogate transport gateway with the wider region, which will generate benefits for the people and businesses in the region. Specifically, the scheme will contribute towards the achievement of the WYTS objectives for greater uptake of rail, bus and bicycle by 2027; by providing a more accessible, safer and better-connected transport network for users.</p>
<p>Local Policies</p> <p>North Yorkshire County Council (NYCC) Plan for Economic Growth, 2021-2024</p>	<p><i>Overview:</i> The NYCC Plan for Economic Growth 2021-2024 provides a vision and framework for stimulating North Yorkshire’s (NY) economy. It plans for NY to be a modern economy characterised by high quality, efficient transport and communications, higher levels of entrepreneurialism and opportunities for younger people to access good quality employment and affordable housing. The plan identifies that an attractive and active quality of life will be important in attracting and retaining skills and knowledge as well as ensuring a healthy and happy workforce.</p> <p><i>Relevance:</i> The TCF scheme will help to deliver these aims, notably through the creation of an efficient transport system, that integrates links between active and public travel modes, driving a modal shift away from private car journeys. This will retain and attract a healthy and happy workforce that is well connected to the wider region and to places of employment, as well as education for young people to develop their skills and careers.</p>
<p>Harrogate Borough Council – Local Plan, 2020</p>	<p><i>Overview:</i> Harrogate Borough Council’s Draft Local Plan covers the period to 2035 and has overarching vision that includes improvements to the transport network in the town, a focus on the economic position of Harrogate and plans for new housing and employment development sites. The vision is underpinned by the following key objectives:</p> <ol style="list-style-type: none"> 1. Contributing to sustainable patterns of development. 2. Supporting business, enterprise and job creation. 3. Increasing the supply of new housing. 4. Facilitating the delivery of necessary infrastructure to support a flourishing local economy. 5. Creating successful places that provide quality environments and enable communities and individuals to enjoy an excellent quality of life.

	<p><i>Relevance:</i> The Harrogate TCF scheme will help to support the council's vision and meet the objectives that underpin this vision, notably Objectives Four and Five. The scheme will provide high-quality active travel infrastructure, encouraging modal shift and reducing carbon emissions in relation to Objective Four, and will create a sense of place in the station gateway through the provision of high-quality public realm improvements in relation to Objective Five.</p>
<p>Harrogate Local Cycling and Walking Infrastructure Plan (LCWIP), 2019</p>	<p><i>Overview:</i> Unlike other population centres in North Yorkshire, the Harrogate LCWIP has been split into two projects, the Cycling Infrastructure Plan (HCIP) and the Walking Infrastructure Plan for Harrogate (HWIP).</p> <p>The Harrogate Cycle Infrastructure Plan (HCIP) works as a basis for future bid work, to influence junction design and highway schemes, and to guide new development and developer contributions in creating a cohesive and efficient cycling network. The HCIP builds on previous work completed through the Local Sustainable Transport Fund (LSTF) to work towards a vision of Harrogate as a premier cycling town, creating a great place for people to live, work, visit and enjoy.</p> <p><i>Relevance:</i> The scheme will work towards this vision for Harrogate to become an attractive place to visit, work and enjoy for leisure, through the improved and enhanced amenity of the connected active transport network.</p>
<p>Harrogate Town Centre Strategy and Masterplan, 2016</p>	<p><i>Overview:</i> The Harrogate Town Centre Strategy and Masterplan sets out Harrogate's plans for the development of the town centre, in the period up to 2025. It seeks to deliver a range of improvements, attract inward investment and inform development management decisions with the town centre area. The strategy sets out the following vision for the town centre area:</p> <p><i>"By 2025 Harrogate Town Centre will be a leading UK destination for shopping, leisure and business tourism. The unique qualities of the town centre will be enhanced to provide a distinctive visitor offer that differentiates Harrogate from its regional and national competitors. This distinctiveness will be characterised by an exceptional town centre environment."</i></p> <p><i>Relevance:</i> The TCF scheme will provide a high quality public realm with integrated and sustainable transport infrastructure to deliver upon this vision that is planned for the town centre.</p>
<p>North Yorkshire County Council (NYCC) Fourth Local Transport Plan (LTP4), 2016</p>	<p><i>Overview:</i> The North Yorkshire Local Transport Plan (LTP4) sets out the shared vision for 'North Yorkshire to be a thriving county which adapts to a changing world and remains a special place for everyone to live, work and visit'. The NYCC outlined five key objectives, which include economic growth, road safety, access to services, environment and climate change, and healthier travel.</p> <p><i>Relevance:</i> The NYCC LTP4 focuses on economic growth, access to services, healthier travel, addressing peripherality and improving connections</p>

	<p>into the wider region to stimulate economic growth. This aligns closely with the core aims of the TCF scheme, which will enhance access to services across the city region, encourage greater sustainable and healthy travel, and support economic growth and development.</p>
<p>A Strategic Transport Prospectus for North Yorkshire, 2015</p>	<p><i>Overview:</i> NYCC sets out in its Strategic Transport Prospectus how it will work with the Government, Transport for the North and the Northern City Regions to ensure that improved transport connections allow England’s largest County to both contribute to and share in the economic benefits of the Northern Powerhouse. Local strategic priorities include improving access to high speed and conventional rail services.</p> <p><i>Relevance:</i> The Harrogate TCF scheme aligns with the Strategic Transport Prospectus as the rail station gateway scheme proposes improvements to the station gateway and enhances connectivity with the wider region; this will support the NYCC Strategic Transport Prospectus to improve access to high speed and conventional rail services.</p>

2.1.5 Why is Combined Authority funding (Grant or Loan) required in order to carry out this scheme?

A funding grant released from WYCA is required to carry out this scheme as the scheme is unaffordable to NYC on their own. This business case is aimed at accessing and drawing down on DfT funding as part of the TCF award, to unlock the full potential of the scheme.

If the proposed scheme does not receive the required funding, there is a risk that the proposals would not be delivered. This will result in the core benefits, such as enhanced multi-modal access to the railway station and increased active and sustainable travel modal share, being significantly reduced.

This would affect the “Delivering 21st Century Transport” priority of the SEF, preventing the travel infrastructure in Harrogate town from “levelling up”, and the strong drivers for change outlined above as part of the Strategic Case for investment. Without the proposed interventions these issues are expected to continue to affect Harrogate and local conditions will deteriorate. The main issues are summarised below:

- **Lack of dedicated cycling infrastructure connecting with the gateway area-** this results in less opportunity for both active travel-based trips to the rail station, and for sustainable modal transfer.
- **Poor quality station gateway and rail station-** this does not reflect Harrogate’s role as a key town within the region. There is poor public realm in and around the gateway area, poor levels of accessibility to and from the station (particularly via active travel modes), and a lack of integration with the town centre area.
- **Air quality issues and congestion-** there are four designated AQMAs located within Harrogate District, primarily as a result of congestion, which is caused by an over-reliance on travel by private car resulting in disproportionately high traffic flows on key radial routes.
- **High levels of cross boundary commuting-** Harrogate is within commutable travel distance to larger economic centres such as Leeds and Bradford. The high levels of cross-boundary commuting are also caused by the economic imbalance, with lower skilled and lower paid jobs locally, despite a skilled and educated resident workforce.
- **Current infrastructure/accessibility has the potential to constrain development-** Harrogate has a significant scale of planned development, particularly within a two to three-mile boundary of the town centre. The Station Parade area is a key development site. There is a need to support this development through making the area more attractive to investors, employers and residents alike. In addition, there is also a requirement to ensure that this development can be delivered in the most sustainable way possible through strong sustainable and active travel links.
- **Areas of deprivation with constrained access to opportunity-** whilst there is a perception that Harrogate is an affluent area, there are pockets of deprivation, particularly within the Woodfield Ward. Key factors which contribute to areas of greater deprivation include a lack of private car access and constrained access to opportunity caused by limited sustainable/active travel options.

Without the proposed interventions to improve the gateway, increase active travel, ensure inclusive access, enable sustainable growth, and develop a future ready gateway suitable to support the levelling up agenda, the key issues will remain. If the proposed scheme does not

receive the required funding, the resulting benefits will be significantly undermined, and the objectives outlined in Section 1.2 would not be met.

2.1.6 What engagement/consultation has taken place with the main stakeholders and beneficiaries affected by the scheme?

Consultation is a key element of the Harrogate Station Gateway Improvements TCF scheme.

Engagement and consultation on the scheme has been ongoing since 2014, with the feedback received from the public and stakeholders used to shape the design development process and ultimately inform the Preferred Way Forward.

Between 2014-2021, the engagement and consultation was predominantly focused on understanding the key issues within Harrogate and potential measures to help address them. This involved an early stakeholder engagement exercise in 2014 on the existing challenges in Harrogate, followed by a further exercise in 2015 on the emerging Town Centre Vision that was under development by the Council. In 2019, a public engagement was then undertaken as part of the Harrogate Congestion Study, aimed at understanding the extent to which congestion is a problem in Harrogate, how the congestion affects local people, and what measures could be implemented to reduce congestion.

The revised Consultation and Engagement Plan is provided in Appendix H. This will be agreed with NYC in line with final TCF Harrogate detailed design.

Following the early issue-identification engagement exercises, further engagement and consultation activities took place between 2021-2023. These activities were focused on seeking feedback on the emerging proposals for the Harrogate Station Gateway TCF scheme, which had been developed based on feedback received during the earlier stages of engagement. This engagement was undertaken in three stages, as follows:

- **Stage 1:** February- March (feasibility design phase)
- **Stage 2:** October- November 2021 (preliminary design phase)
- **Stage 3:** July- August (detailed design phase)

The figure below presents a full overview of the engagement and consultation process to date.

Figure 2-13: Timeline of Consultation and engagement



The remainder of this section provides a summary of the consultation and engagement that has taken place since 2021, on the emerging designs for the Harrogate Station Gateway TCF scheme.

Stage 1: Harrogate Station Gateway Public Consultation (February- March 2021)

Consultation was launched on 24th February 2021, on the Harrogate Station Gateway TCF proposals . The aim of the consultation was to seek feedback on the feasibility designs presented in this OBC, with feedback received being used to shape the final designs to be presented later in 2021.

The consultation took the form of an online survey, inviting feedback on the proposals through a series of questions to the public. In light of the COVID-19 pandemic and social distancing guidelines, no face-to-face events were held. Feedback from the survey was collated and analysed, with the results presented in a Consultation Report, published in April 2021.

Alongside the public consultation exercise, engagement with key external stakeholders commenced in November 2020; this was ongoing throughout the design and development of the scheme. This involved workshops with a number of key stakeholders, including but not limited to:

- Transdev;
- Harrogate Cycle Forum;
- Zero Carbon Harrogate;
- Harrogate Climate Change Coalition;
- Historic England;
- Harrogate Civic Society;
- Northern Rail;
- Network Rail;
- Harrogate Business Improvement District; and
- Harrogate Chamber of Commerce.

Feedback on the scheme was sought by zone, to help understand levels of support for the different elements of the scheme. The key items of feedback were as follows:

Zone 1: Station Parade, One Arch Underpass, East Parade & Bower Road

- Two options were presented for Station Parade; the first was a two-lane traffic option and the second was a one-lane option. Nearly half of respondents (49.1%) supported the one-lane option, while nearly a quarter (24.2%) supported the two-lane option. The remainder of respondents chose neither of the options.
- The proposals to improve the One Arch underpass were well-supported, with 43.3% of respondents feeling very positive about the proposals, 27.5% felt positive, 5.7% felt negative and 7.4% felt very negative. The remainder were neutral.
- 39.4% of respondents felt very positive about the proposed cycle facilities on East Parade and Bower Road. 18.7% felt positive, 10.2% felt negative and 19.1% felt very negative. Concerns were raised that the proposals will not improve road safety for drivers or passengers, and that they would worsen traffic flow and congestion. Concerns were also raised over the impact on loading and deliveries.

Zone 2: Station Square and James Street

- The proposals for Station Square were generally supported, with 42.2% very positive about the plans, and 17.2% positive. 9.7% of respondents were negative about the proposals, and 21.4% were very negative.
- Three options were presented for James Street; this included full pedestrianisation of the route, part-pedestrianisation, and retained access for motor vehicles. The most favoured option was the full-pedestrianisation, followed by part-pedestrianisation of the route. For those that favoured the full-time pedestrianisation, the main motivating factors were that this option would improve the look and feel of the town centre, and that it would make walking safer. However, some concerns were raised that this proposal would have a negative impact on retail, and would worsen congestion. **There was also mixed support for the scheme proposals among local businesses and retail, with loss of parking on James Street raised as an issue. More information on this will be included in the Consultation Summary Report (Appendix I).**

Summary of feedback and how this shaped the designs

The outcomes of the first phase public consultation showed that the option with the largest support was to single lane Station Parade and some form of pedestrianisation on James St. In addition, support was given for improved public realm on Station Square and One-Arch.

Following the consultation, a decision was made to progress with the most popular option for Station Parade (removal of a traffic lane to provide segregated cycle lanes). Work was undertaken to fine tune the designs with input from the local community. The design of some junctions was amended, and the layout of the Station Bridge/ East Parade roundabout was refined to provide better crossing points. Some changes were also made to the tree planting proposals to avoid areas with underground services. The changes aimed to provide a balance

between improved safety for walking and cycling, and maintaining the operation of the local road network. This was to help address concerns raised by members of the public that the scheme would worsen congestion.

Stage 2: Harrogate Station Gateway Public Consultation (October- November 2021)

A further round of consultation was held over a four-week period between 18th October and 12th November 2021. The aim of the exercise was to seek feedback on the preliminary designs, which were developed based on feedback received during the earlier consultation exercise that took place in early 2021. The full report can be found in Appendix J.

Given that the consultation took place in the aftermath of the COVID-19 pandemic, it was largely a virtual exercise using online methods; however, four public drop-in sessions were arranged in the local Victoria Shopping Centre. More traditional options of communications, such as post and telephone, were also offered to ensure the consultation was safe but also accessible and inclusive.

During the four-week consultation period, a total of 1,320 online surveys were completed. A summary of the feedback is given below:

- The response to the scheme overall was more negative than positive. However, when the individual elements of the scheme were considered, there were a number of areas where more responses were positive.
- When asked how they felt overall about the latest plans to improve the Harrogate Station Gateway, more respondents felt 'negative' or 'very negative' (56%) than felt 'positive' or 'very positive' (39%). Where respondents felt negative or very negative, the most popular reasons were:
 - The plans would not support local businesses, as it might discourage people to spend longer in the town centre or visit less often;
 - The plans would not improve air quality and will not discourage people to leave their car at home;
 - The plans would be a worse use of public space and make the town centre less attractive to residents and visitors; and
 - The plans would be more difficult and less safe for everyone, including people with disabilities or impairments, to get around the town centre.
- When asked about the types of materials that are proposed, some concerns were raised over the quality of finish, durability and permeability of the final materials, plus concern about slippery stones, and concerns that the materials were out of character with the town, and concrete and false grass are unappealing.
- Respondents were asked to select from a list of potential items that they would like to see included in the final designs for public space. The top three items selected were:
 - Benches and seating;
 - Planting and vegetation; and
 - Lighting.

Responding to the Feedback

The second consultation presented more detailed designs reflecting feedback from the first consultation, including one lane of traffic throughout Station Parade. Although strongest support had been for full-time pedestrianisation of James Street, this was deemed no longer viable due to network capacity and access issues, and funding restrictions, and proposals were therefore adapted to include full-time pedestrianisation on the eastern end of James Street only in this consultation.

Following the second round of consultation, the scheme proposals were adapted, with refined designs for:

- One Arch and Station Square;
- Junction amendments to make it easier to cross;
- Station Bridge/ East Parade roundabout by the Odeon cinema;
- Lighting proposals; and
- Benches & bins.

Furthermore, during the consultation, some concerns were raised over the potential impact of the scheme. To address, these concerns, NYC provided the following evidence:

- **Concern over increased congestion resulting from the closure of a lane on Station Parade.** A congestion study was undertaken and available for the public to view. The study showed that whilst there is likely to be some negative impacts during peak periods, they are not expected to cause excessive congestion and are considered within acceptable levels by highways officers.
- **Concerns over the negative impact on local businesses.** The economic case was available for the public to view; this showed that improvements to public spaces, walking and cycling tend to have a neutral economic impact on local businesses. In addition, a survey undertaken on James Street suggested that nearly all people would continue to shop here if parking was removed.
- **Concerns over air pollution.** An air quality assessment was made available, which considered that the proposals would have a negligible impact on the area. The design aimed to improve air quality by reducing traffic from James Street by enabling a shift towards less car use and more use of public transport, walking, and cycling.

Stage 3: Harrogate Station Gateway Public Consultation (July- August 2022)

The third stage public consultation was carried out over a five-week period between 20th July and 23rd August 2022. The purpose of the consultation was to seek feedback on the detailed designs before submission of the FBC, with feedback used to help shape the future development of the designs. The full report can be found in Appendix K.

An online webpage was set up which provided information on the scheme, frequently asked questions (FAQs) and an online survey tool which sought feedback on the latest designs.

The consultation was promoted via the following methods:

- Press release & news articles;
- Social media;

- Email correspondence;
- Flyers and posters;
- Telephone;
- Freepost;
- Public outreach (including paper copies of the materials & survey in local Libraries);
- An online webinar which was attended by 20 people; and
- Face-to-face events: public events were held in the Victoria Shopping Centre over three days, where members of the public could find out more information and ask questions directly to the project team.

Prior to the launch of the consultation, NYC took part in four separate briefings with key stakeholder organisations, including:

- Transport stakeholders: Taxis, Bus and Rail;
- Economic Groups: 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.

The proposals provided more detail on the following areas, building on feedback received from earlier consultations:

- Enhanced walking, cycling and bus access along Station Parade;
- Pedestrianisation proposals to James Street; and
- Transformation of Station Square and One Arch.

During the third stage consultation, a total of 2,044 surveys were completed. Below provides a summary of the headline feedback received:

- The majority of respondents (51%) felt positive or very positive about the designs for public space, landscaping and lighting. 26% felt negative or very negative;
- Concerns were raised that the proposals would worsen congestion and cause problems for parking and loading/ taxis;
- A number of other suggestions were made for further improvements, including landscaping, design features and active travel;
- Some concerns were raised over access and safety issues regarding spaces to be used for activities and/or events, particularly for people with disabilities.

Key design changes following the consultation & engagement

- *One-way proposal for Station Parade was progressed. This was the most favoured option at consultation and also offered a more beneficial impact on waiting times / highway impact in this area;*
- *Wider footways and cycle lanes in some locations;*
- *The proposals for Station Bridge roundabout were descope from the scheme. This is because the designs were developed before the latest LTN 1/20 guidance was published,*

meaning the proposed cycling and walking improvements would not have met the minimum width requirements.

- *The proposed bus lane on Cheltenham Parade was descoped and retained as an ahead-only lane. This is because of the access requirements to the Network Rail depot car park which is used by workers.*
- *Speed tables were added to the proposal in various locations as a further traffic calming measure.*
- *The length of the taxi rank on Station Parade was extended to accommodate 12 taxis currently served. This was due to concerns raised during engagement with taxi operators. An additional taxi bay on the eastern side of Station Parade was introduced to accommodate disabled passengers.*

FBC Redesign

As identified previously, following development of the Harrogate Station Gateway Project, from a feasibility study to near completion of a Detailed Design to meet the objectives of the TCF from the WYCA, a legal challenge to the scheme was received. As a result, NYC have developed an alternative revised scheme (as described in this FBC) that is considered unlikely to result in further challenge. The revised scheme is intended to deliver the maximum benefits to the people of Harrogate.

To date, NYC have consulted with local members and a limited number of stakeholders in the Harrogate District to assess the potential acceptability of a reduced scheme scope. The scheme is supported by local councillors. It should be noted that the final scheme will not be going out to consultation again, other than the statutory process required for TROs, although the council intends to conduct further public engagement.

Consultation & Engagement Inclusivity

Throughout all engagement and consultation activities, NYC and WYCA have been committed to promoting equality and diversity in driving inclusion, by ensuring equal opportunities for everyone to get involved. During each stage of the process, efforts have been made to engage with 'seldom heard groups', which refers to under-represented people and/ or communities, who rarely have the same opportunities to express themselves as other stakeholders. Due to multiple barriers affecting access to- and the use of- public and social services, these groups are typically harder-to-reach, with additional efforts required to engage them.

As part of the consultation planning process, a Seldom Heard Groups Action Plan was developed. This utilised knowledge from within the Council and building on previous engagement, to identify the seldom-heard groups within Harrogate. Communications were then sent to key contacts, such as representatives from community, accessibility and disability groups, including *Disability Action Yorkshire, Harrogate Homeless Project and Pride in Diversity Harrogate*. The communication signposted the consultation and survey and offered the opportunity to engage further, such as through a meeting or focus group. It was also requested that those contacts circulated the information supplied to their wider networks, to encourage participation.

Additional efforts were also undertaken to reach people who were unable to engage online, who may not feel comfortable using online services, or may experience access issues. NYC supplied a freepost address for letters or return of paper surveys, a dedicated telephone number for enquiries, printed leaflets, articles in local newspapers, and paper versions of the proposals and surveys were available on request. Contact details were supplied for those requiring information or to request alternative ways of accessing the information.

This approach helped ensure the engagement and consultation activities were as inclusive and accessible as possible, with feedback received taken into consideration at the various stages of design. Ultimately, the approach ensured NYC were able to document a robust approach to community engagement, expending a relative, proportionate and reasonable amount of effort in trying to engage all groups.

NYC considered all comments received during the above-outlined engagement to develop a high-quality design, including wider pavements, improved crossings, consideration of materials and colour contrasts. The impact of the proposed changes to taxi-related facilities, parking and traffic flows on people's travel habits has also been considered. Following engagement with taxi operators, the designs were amended to retain the existing number of taxi bays.

It is considered that the designs comply with all relevant industry best practice, government-issued guidance, and legal requirements such as the Equality Act 2010.

3. Commercial Case

3.1 The Case for Change

3.1.1 What evidence is there to support the market demand justification for this project?

Introduction

The strategic case demonstrates that there are a number of key existing challenges and future drivers for change that need to be addressed. The scheme has been subject to a significant level of appraisal and assessment and there has been a substantial amount of work undertaken to identify the key challenges, consider potential scheme options and assess the impacts. A summary of the key studies and supporting evidence is provided below.

Demand for the Scheme

The 2014-2035 Harrogate District Local Plan, states that the development of this site should meet the following requirements (among others):

- Master planning of this key development site will take place as part of the wider Harrogate Gateway Master Plan, which is being prepared in partnership with landowners and key stakeholders. Any proposals which come forward separately for the development of this site should not prejudice the comprehensive re-development of the area covered by the brief and the achievement of the wider master plan.
- Provide improved pedestrian and cycle links within the site and from the site to connect with the town centre. In particular, pedestrian connections to and around the bus station, links to Oxford Street and Cambridge Street and a new direct pedestrian link from the Victoria car park to the town centre.

Please note that, despite the North Yorkshire governance restructure in 2023, some former district statutory policies (including the Harrogate District Local Plan) have been retained as valid documents. These will be superseded in due course by a new NYC document.

The Harrogate Town Centre Strategy and Masterplan (HTCSM) was prepared in 2016 and sets out the Council's plans for the development of Harrogate town centre in the period up to 2025. It seeks to deliver a range of improvements, attract inward investment and inform development management decisions within the town centre area.

A Transport Infrastructure Review was undertaken as part of the baseline evidence review of the HTCSM. Several needs for intervention were established as part of this review:

- While the railway and bus stations are well located to serve the town centre, pedestrian links to and from them are unattractive and poorly signed;
- The considerable amount of town centre on-street parking can act as a barrier to walking and cycling; and
- Congestion issues are evident in several locations, with several town centre junctions operating above or approaching capacity.

The outcome of the baseline review identified several opportunities that would enhance the performance of the town centre and deliver additional economic benefits; these included:

- Redevelopment of the transport hub on Station Parade, to greatly enhance the gateway to the town centre and provide improved transport facilities; and
- Significant improvements to the public realm to reduce the dominance of traffic and parking, and to improve the town centre environment.

The Preferred Option from the HTCSM is the ‘Enhanced Growth’ option; this is supported by the evidence gathered at the baseline stage, including:

- Opportunities to further enhance the town centre’s environment through targeted interventions, particularly relating to public realm and transport. This would recognise the high regard visitors have for the town centre’s special environmental qualities, but also the need to upgrade the existing transport infrastructure; and
- Recognition that the identified areas for improvement are often interlinked and that a higher level of intervention, over and above existing strategies, would allow more effective co-ordination that would leverage greater benefits for the town centre and the local economy.

In 2017 stakeholders and landowners developed a Masterplan for the site that enshrined a vision:

- To create a regionally significant, exemplar Gateway for Harrogate with outstanding public realm, high quality mixed-use development to meet the present and future needs of the Town Centre, and high quality transport links at the forefront of sustainable travel planning coordinated between rail, bus, taxis, cars, cyclists and pedestrians. The Masterplan should be ambitious and imaginative, but also will also focus on being fundable, both publicly and privately, to ensure it can be delivered and generate viable development opportunities, as well as catalyse further phases, without further delay to regeneration of a site which has blighted Harrogate for far too long.

Sustainable transport and public realm improvements are key to unlocking built development, that will bring much needed new homes and jobs to the town. The TCF scheme is, therefore, critical to facilitate future development of the area.

Two significant public consultation events took place in 2019 in the Harrogate area related to transport. The Harrogate Congestion Study (HCS) consultation was a major public engagement exercise by NYCC to gain public input on proposed measures to reduce traffic congestion in Harrogate. The Otley Road Cycle Scheme consultation was undertaken as part of the development of improved cycle infrastructure provision along the Otley Road corridor in west Harrogate. Further details of the need for intervention from this engagement is provided below.

Harrogate Congestion Study Engagement

The HCS engagement was conducted between April and July 2019 and featured promotional activity, online information, questionnaires and a series of exhibition events. Over 15,000 responses were received to the engagement questionnaire in addition to various letters, emails and verbal responses.

All open questions, where respondents could provide free-text responses were reviewed and sorted for their relevance to walking. The biggest proportion of comments regarding the walking infrastructure was in relation to pedestrian access on specific links and junctions on the network. These junctions include the Cheltenham Crescent / Station Parade junction and the Station Parade Station Bridge junction.

The headline outcome of this engagement was that there was a low level of public support for an inner relief road to address traffic issues within Harrogate (only 18% of respondents either agreed or strongly agreed). There was majority support for new walking and cycling infrastructure to address traffic congestion (with 77% of respondents who either agreed or strongly agreed). In addition, 1,277 comments were received which related to requests for providing better walking and cycling facilities in general.

Otley Road Cycle Scheme

NYC held a public consultation event for the Otley Road Cycle Scheme in January 2019 where people were invited to provide their views on the proposals. While the public comments focus primarily on cycling due to the nature of the scheme, there were also comments concerning walking.

Respondents have additionally identified the need for more pedestrianisation within the town centre with lighting provision and a reduction of traffic volume and speed.

A consultation was also held on amending the Stray By-laws to allow cycling on the verges of Otley Road, within Stray land. Over 50% of respondents agreed with this proposal. In addition, the consultation proposed to exchange grassed stray land from Otley Road to be used as part of the cycle way. There was also majority agreement with this proposal.

Harrogate Station Gateway Stakeholder Engagement

Following a review of the existing conditions, and engagement with stakeholders undertaken to support the OBC stage of the Harrogate Station Gateway scheme, the following issues were identified within the scheme area:

- Consultation with Transdev, one of Harrogate's bus operators, identified that the Cheltenham Parade and Station Parade corridor experiences congestion leading to variability in bus journey times. The most frequent services affected on these corridors are Service 1 (Harrogate – Knaresborough) and Service 36 (Leeds – Rippon).
- Harrogate rail station saw a 7% growth in passenger entries and exits over the four years between 2016/17 and 2019/20. After the impact of Covid numbers have reduced, but demand is now growing again. Consultation with Northern Rail and Network Rail has identified that future growth in passenger numbers using Harrogate station is expected.
- Engagement with the Harrogate Cycle Forum has highlighted the existing lack of cycling facilities on Station Parade and surrounding streets, resulting in low cyclist numbers and perceived safety issues for cyclists. This position is supported by travel to work by transport mode data. As shown in Table 3.1 Harrogate has a lower level of cycle use for commuting trips than both the regional average and the national average.

Table 3-1: Method of Travel to Work – Not in Employment Removed (% of Trips)				
Method of Travel	Harrogate District (2021)¹⁰	Harrogate District (2011)¹¹	Yorkshire & The Humber	England
Work Mainly at or From Home	35%	8.5%	4.6%	5.4%
Rail	0%	2.6%	2.8%	9.4%
Bus, Minibus or Coach	1%	3.8%	8.5%	7.5%
Taxi	0%	0.3%	0.7%	0.5%
Motorcycle, Scooter or Moped	0%	0.5%	0.7%	0.8%
Driving a Car or Van	45%	61.9%	61.4%	57.0%
Passenger in a Car or Van	3%	5.0%	6.4%	5.0%
Bicycle	1%	2.2%	2.6%	3.0%
On Foot	11%	14.5%	11.8%	10.7%
Other Method	1%	0.7%	0.6%	0.6%

A further review of the 2011 Census data (shown in Table 3.2) indicates that there is a high proportion of short distance commuting journeys undertaken by car or van. These are journeys which have the greatest potential to be shifted to active modes.

Table 3-2: Method of Travel to Work by Distance and Mode¹²

Method of Travel - Harrogate	Less than 2km	2km to less than 5km
All Modes	100.0%	100.0%
Train, underground, metro, light rail or tram	0.5%	1.0%
Bus, minibus or coach	2.9%	8.4%
Driving a car or van	40.6%	67.9%
Passenger in a car or van	5.4%	8.2%
Bicycle	4.7%	4.0%
On foot	44.6%	8.9%
All other methods of travel to work	1.2%	1.5%

It should be noted that 2021 Census data was not available for the Method of Travel to Work by Distance and Mode; therefore, only 2011 data has been presented.

¹⁰ <https://www.ons.gov.uk/datasets/TS061/editions/2021/versions/1#get-data> accessed 05/07/2023. The impact of Covid is evident in the level of working from home with the trips that were made being broadly distributed as previously

¹¹ <https://www.nomisweb.co.uk/census/2011/qs701ew>, accessed 6/2/2021

¹² <https://www.nomisweb.co.uk/census/2011/dc7701ewla>, accessed 6/2/2021

3.1.2 What evidence is available to support the projected take-up by the market?

Building on the evidence presented in Section 3.1.1, it is clear that the continued growth and prosperity of Harrogate town centre is dependent upon providing sustainable travel options. The dominance of private cars and vans is no longer seen as a sustainable option and can be seen to 'choke' future growth. A series of case studies of similar UK-based sustainable travel and public realm schemes have been reviewed to provide evidence in support of the scheme's potential to effect a positive change within Station Gateway area. The case studies are summarised in Table 3.3 below.

Table 3-3: Sustainable Travel and Public Realm Improvements – Case Study Evidence

Schemes aimed at improving travel quality	Scheme Description	Recorded Scheme Impact
'The Gold Square' Sheffield 2008. (Source: Sheffield Public Realm).	The scheme aimed to improve the journey quality for pedestrians by creating a network connecting key areas of the city with each other.	Connecting the rail station with the city centre was one of the main successes of the scheme through improving parts of the city such as Sheaf Street which is a key corridor to the city. Other impacts included improvements to Hallam Gardens, and Howard Street which improved connections between the universities. The outcome was an increase of 174% in pedestrian movement; 3,174 to 8,700. Also, there was a decrease in vehicle flow between 2001 and 2008.
Lewes Road, Brighton. Transport improvement scheme (Source: Interim Post-Construction Monitoring Report 2016).	The 2-phase scheme aimed at converting areas of carriageways to improving the journey quality of bus services and cyclists. With the aim of increasing the number of sustainable commutes made throughout the city and reduce local air pollution.	General traffic on Lewes Road has reduced by 15%, this could be due to increases in passengers boarding buses which has increased from 6.2million to 6.8 million (9% increase since prior to the scheme). There was also an average increase of 15% in people cycling in the area after the scheme was completed which was an improvement in the levels between 2009-2011.
Maid Marian Way, Nottingham.	The aim of the scheme was to improve the public realm	Between 2003 and 2005 the pedestrian count increased by 56%

Remodelling to improve the public Realm. (Source: Making the Case for Investment in the Walking Environment)	for pedestrians by remodelling the dual carriageway to make the area more pedestrian friendly and increase pavement widths.	on weekdays and 29% on Saturdays.
Old Street: Promenade of Light (Source: BSP 0506 Outcome Monitoring Report)	The scheme was aimed at making improvements to the public realm including lighting, surfacing, additional seating and new greenery.	The outcome was a significant increase in weekday pedestrian flows, with a 31% increase between November 2005 and 2006.
Cycling Demonstration Towns (Report to the Department for Transport, Sustrans 2017)	CDT ran from 2005 to 2011 to encourage cycling for everyday urban trips. In line with programme was also the Cycling City and Towns (CCT)	Over the duration of the programme, cycling trips increased in the six medium-sized towns it ran in. There was a 29% increase in cycling for the six CDT's and an overall increase of 24% for the 12 CCT's
New Road development, Brighton and Hove (Source: Designing Streets for Different Users).	The main initiative was to increase shared space in the city centre. This included widening paths and improving the public realm by providing more outdoor private and public seating.	Between 2007 and 2010 there was a huge shift in pedestrians and cyclists; with an increase in 162% of people walking and 22% of people cycling. There was also a 93% reduction in traffic volumes.
Darlington, Peterborough and Worcester making 'smarter choices' to help improve the walking environment. (Source: Making the case for Investment in the Walking Environment).	The three towns where part of The Sustainable Travel Towns initiative to invest in the promotion of cycling and walking and increasing the attractiveness of public transport between 2005 and 2009.	Over the duration of the programme, there was a shift in people opting to walk, cycle, and use public transport. Car driver trips decreased by 9% which assisted in helping reduce aggregated traffic by 2-3%. The success was partly due to 10-22% increase in residents using the bus whilst there was also a 26-30% increase in residents cycling.
Wilcox Road, Lambeth, London. Improving pedestrian footways. (Source: Key Walking Routes Evaluation:	The scheme's target was to improve pedestrians journey experience by improving the public realm. This included ensuring the footways were	Between 2009 and 2011 the number of pedestrians using to footways on Wilcox road increased by 57%.

<p>Outcome Monitoring of Selected LIP- Funded schemes 2011/12- SKM (Colin Buchanan).</p>	<p>paved with higher quality materials and removing obstructive street furniture.</p>	
<p>Bristol cycling scheme, as part of the Active Cities Report.</p>	<p>Bristol City Council have continuously focussed on improving the cycle infrastructure in the city to reduce the number of personal vehicles used as well as reduce air pollution and improve resident's health. This has been seen with restoring a highway running through the town square as walking and cycle paths as well as reducing the speed limit to 20mph on all residential streets and in a significant percentage of business district streets to promote cycling.</p>	<p>Through many campaigns and schemes Bristol has seen a significant shift in residents opting to cycle. Between 2001 and 2011 there was a 94% increase in residents cycling around the city.</p>

Based on the above studies, it is considered that there is a strong precedent for achieving a significant and sustained increase in walking and cycling levels in urban areas through the implementation of new active travel infrastructure.

Sustainable transport and public realm improvements are key to unlocking built development, that will bring much needed new homes and jobs to the town. The TCF scheme is, therefore, critical to facilitate future development of the area, including the built-form elements of the station gateway masterplan.

The median workplace earnings across the district are lower than regional and national averages and there is a significant mismatch to the cost of housing – with median house and private market rental prices the highest in the North of England.

The proposed 280 town centre units will play a large role in addressing housing need in a town centre with a limited number of development sites. Moreover, new, high quality, town centre office space is critical to support the creation and retention of higher value jobs in Harrogate.

Since permitted development rights were introduced in May 2013, NCC has been notified that over 26,000sqm of employment floorspace is intended for conversion to housing. There is a severe lack of high-quality town centre office space in Harrogate that is resulting in businesses leaving the district/county and preventing potential investment.

3.2 Procurement Strategy

3.2.1 What is the procurement strategy/approach?

Procurement Strategy

The procurement strategy for the scheme covers the use of existing arrangements and the procurement of additional resources for both the design and preparation stages, including the detailed design and the construction of the scheme.

The procurement process will be run in accordance with the then North Yorkshire County Council (NYCC) procurement principles set out within the Procurement and Contract Management Strategy 2018-2022. The ambition of NYCC, in terms of procurement was, to:

- Achieve savings and value for money for the communities of North Yorkshire;
- Support the delivery of quality outcomes for service users;
- Support the wider ambitions of the Council and its partners;
- Develop a very deep understanding of user needs;
- Influence and operate commercially, understanding supply market capabilities;
- Practice robust contract management;
- Attract suppliers of all sizes and from all sectors to want to work with the Council;
- Attract procurement professionals to want to work for the Council; and
- Be recognised nationally as a procurement centre of excellence and expertise.

The procurement options described within this document support the vision of the NYCC Procurement Strategy which is:

“Working collaboratively to deliver efficiencies, value for money and sustainable quality through a proactive commercial approach to procurement and commissioning for the communities of North Yorkshire.”

Adhering to these principles will ensure the scheme is commercially viable and the outcomes are achieved.

Sourcing Options

The Procurement Strategy at each of the remaining stages of the project will have a significant influence on the programme and risk allocation of the project and will consider the risks in the risk register.

The remaining milestones of the project include:

- Public Engagement
- Detailed design development
- Development of scheme specification
- Traffic Regulation Orders
- Detailed Design Client approval
- Construction

Construction is currently scheduled to take place between March 2025 and July 2025.

Existing Framework Arrangements

The scheme is being delivered by NYC in collaboration with their strategic partner WSP. The Sole Provider Framework through which WSP was appointed, commenced in April 2020 and lasts for four years. This partnership provides a stable delivery mechanism and offers a broad range of services and technical support including Bridges and Structures, Highways, Urban Design, Flood Risk Management, Intelligent Transport, Transport Planning, Environmental, Traffic and Geotechnical. It enables NYC and WSP to work in collaboration to deliver a variety of projects.

It is intended that the design and preparation phases of the project will continue to be supported by the Sole Provider Framework (WSP).

This arrangement has been used to progress the scheme from feasibility design to the Full Business Case stage. The use of the existing partnership has ensured continuity of design and development of the project. The existing framework ends on 31 March 2024.

Any additional activities not currently under contract (beyond Full Business Case stage), such as site supervision/ contract assurance would be procured in accordance with the council's procurement policies, including any use of existing frameworks such as CCS (Crown Commercial Services) or NEPO (North East Procurement Organisation).

Procurement of Construction Contractor

Construction contractor procurement has been undertaken in accordance with the relevant procurement policies, strategies and legislation including:

- The National Procurement Strategy;
- The targets of the National Procurement Strategy for Local Government by the Local Government Association (LGA);
- The Public Service (Social Value) Act 2012;
- The Equality Act 2010;
- Local Government Transparency Code 2015;
- The Procuring for Growth Balanced Scorecard;
- The Outsourcing Playbook; and
- The Construction Playbook.

The project team undertook early tasks to help identify potential procurement options and inform the selection of the most suitable construction contractor procurement route. The process was undertaken in conjunction with the other NYC TCF schemes (Selby Station Gateway and Skipton Station Gateway) to ensure the most efficient and effective route was selected. These tasks included the completion of a procurement questionnaire and a workshop held in November 2020 with representatives of the project team, WYCA Programme Team and NYC's procurement officer.

The procurement questionnaire included questions on the following:

- Project themes (e.g. highways design, urban design and landscape)
- Project Management structures
- Design team information
- Details of any early contractor and supplier involvement
- Project schedule
- Project budget

- Project risks
- Project approval process
- Project partners, stakeholders and dependencies
- Identified procurement options
- Project unknowns

A number of procurement options were identified and advantages and disadvantages for each considered. These are summarised below.

Private-public partnership

It is envisaged that there would be no benefit to this project by using Design, Build, Finance and Operate (DBFO) or Public Finance Initiative (PFI) types of contract. DBFO and PFI are often used to fund large schemes requiring large capital expenditure, and where government want to spread the cost of capital schemes and move risk of construction to the private sector. If successful, TCF funding will be used to deliver this scheme, therefore this type of contract has not been considered further.

Traditional contract (build only)

This procurement approach involves the preparation of tender documentation, including drawings, work schedules and bills of quantities. Contractors are then invited to submit tenders for the construction of the project, most usually on a single-stage, competitive basis. This is a form of contract which NYC has successfully used many times previously, e.g. Kex Gill Bypass.

The **advantages** of this approach include the following:

- Principles developed over many years and widely understood;
- Client develops the specification with full control of quality;
- Risk managed by the client;
- Client retains control and flexibility to change specification; and
- Award of contract on lowest price basis demonstrates Value for Money.

The **disadvantages** of this include the following:

- Client retains risk of delivery on time and to budget;
- No incentive for contractor to innovate;
- No link between design and construction; and
- Nature of all risks are not fully realised at the point of award resulting in the potential for an increase in outturn cost and delays with completion.

Partnering contract with Early Contractor Involvement (ECI)

A Partnering contract is a collaborative management approach that encourages openness and trust between parties to a contract. Additional Early Contractor Involvement is included prior to contract tendering to inform the design and programming process.

The **advantages** of this approach include the following:

- Collaboration between parties;
- Able to design out construction risks early in the design development;
- Buildability considered earlier in the process;
- Risks are better defined and managed than with a traditional contract; and
- Opportunities to link design and construction.

The **disadvantages** of this approach include the following:

- Many of the disadvantages of traditional procurement can remain; and
- Difficult to get the right people involved at an early stage in the development of the project.

This approach was successfully delivered on the Scarborough Integrated Transport Scheme (SITS).

Design and build

A design and build contract will involve the contractor completing the detailed design and constructing the scheme.

The **advantages** of this approach include the following:

- Integration of design and construction leads to efficiencies in cost and time;
- Single point of responsibility for the client;
- Risks clearly identified and allocated during the procurement phase;
- Stimulates innovation, reducing cost; and
- Allows the contractor to review the buildability of the design before construction commences.

The **disadvantages** of this approach include the following:

- Reduced competition with fewer companies interested;
- Contractor takes on greater risk and prices accordingly;
- Lack of flexibility to change the specification; and
- Quality may be overridden by cost efficiency.

This approach was successfully delivered on the Bedale, Aiskew and Leeming Bar Bypass (BALB) scheme.

Procurement Workshop

The procurement workshop was undertaken to allow for collaborative discussion on the procurement options and support the following objectives:

- Accelerate progress towards identifying a preferred procurement option;
- Minimise any potential for lost time in the Programme;
- Promote a selection process that provides underlying rationale to strategy;
- Focus upon scoring options against decision characteristics;
- Consider the conflicts/dependencies/concurrent programmes that influence decisions; and
- Consider Market Engagement Strategy.

Subsequent to the procurement workshop, NYC issued to a Request for Information (Rfl) to potential contractors covering all three NYC TCF schemes (Harrogate, Selby and Skipton). The main aim of the Rfl was to gather market information and ensure that there was a market for the proposed procurement approach and financing arrangements.

The Rfl presented outline project information and asked a series of procurement and delivery questions related to the schemes, covering the following aspects:

- Packaging of schemes and component elements;
- Constraints (time, resourcing and materials);
- Stakeholder management;

- Opportunities and risks associated with different procurement options; and
- Additional relevant information and feedback.

The keys points identified by this Rfl process are summarised below:

- Low market appetite for design and build option due to timescales and risk;
- High market appetite for Traditional contract with Early Contractor Involvement; and
- Equal support for combining all North Yorkshire TCF schemes into one package vs utilising geographical lots.

Selected procurement strategy

The selected procurement strategy secured a contractor on an Early Contractor Involvement (ECI) basis, which allowed for discussions on supply chain planning and sourcing to begin early on - with relevant sourcing in place prior to start on site.

The recommended option for the procurement of a delivery contractor was a call off from the Crown Commercial Services - December 2020 – Framework RM6088: Construction Works and Associated Services framework. With an expiry of 30/10/2026.

The works were separated into 3 geographical lots (Skipton, Harrogate, and Selby) to ensure that suppliers had the opportunity to bid for these works, but also introduce the opportunity for economies of scale, should a supplier wish to bid for two or more lots.

With all the above call offs the recommendation was to secure a supplier using an NEC4 Option C (Target Cost) contract with Early Contractor Involvement (ECI). The ECI allowed for the contractor to input into final detailed design and early planning for wider supply chain and works phasing considerations. The contract type is designed to encourage collaboration between the contractor, designer and client whilst allowing the contractor to be innovative in order to achieve value for money.

The appointment of Galliford Try as contractor for the ECI stage occurred in November 2021. A target cost will be agreed between NYC and contractor once FBC approval has been given. NYC still reserve the right not to proceed to the construction phase or seek alternative delivery in the event that target cost cannot be agreed.

Creating Social Value from Procurement

Social Value is a key priority for NYC and the procurement of goods and services by the Council should play an important role in maximising social value. NYC's procurement policy places a real emphasis on securing suppliers who can offer more than the core technical requirements of the contract and to make public funds go further by connecting procurement to wider social benefits, such as through employment, training opportunities and voluntary activities within local communities.

The following key social value criteria formed part of the ITT requirements:

- Mandatory weighting for social value contribution for all tenders over £75,000;
- Requirement for the employment of apprentices by contractors as a proportion of total number of employees included within the tender submission;
- Supporting local employment by setting a minimum requirement for the proportion of locally contracted staff;
- Supporting young people through engagement with schools, including work experience;

- Staff volunteering activities;
- Increase SME and local spend above the current NYC average;
- Implement the policy for “Clean growth and sustainability” within procurement contracts. This will ensure that tenders are evaluated against any environmental impacts; and
- Where appropriate ensure that green procurement considerations are included in specifications and tender documents to ensure reduced waste, reduced carbon emissions and minimise impact on the natural environment.

The National TOM’s Framework (2019)¹³ was drawn upon to assess and compare the social value benefits of each submission. The Framework provides a robust, defensible and transparent means of assessing and awarding projects based on this value.

The Framework has been designed around 5 principle issues, 18 Outcomes and 35 measures. The overarching themes are as follows:

- Promoting skills and employment;
- Supporting the growth of responsible regional businesses;
- Protecting and improving our environment; and
- Promoting social innovation.

For the scheme, NYC will require all contractors and internal service providers to commit to providing community and local economic benefits through the Social Value Portal. This includes:

- Local jobs created;
- Jobs created for people with a disability;
- Volunteer hours invested in training and community projects; and
- School and college engagement and work placements offered.

Bidders are required to formally commit to targets which are then monitored as the contract progresses.

Overarchingly, NYC will seek to ensure a sustainable procurement route is adopted, which maximises social and economic benefit whilst minimising damage to the environment. This may include the following:

- Use of local suppliers and materials where possible;
- Use of renewable materials; and
- Integrating social considerations into contracts.

Potential Supply Chain Impacts

There is the potential to use supply chains to positively impact the scheme, for example through the use of local suppliers thereby contributing to the local economy. A summary of the potential supply chain impacts is given below, this covers both positive and negative impacts.

Procurement Delays

For the last few years, the construction industry has faced procurement and supply chain impacts as a result of worldwide market disruptions (Covid and the Ukraine war for example).

¹³ National TOMs Framework 2019 for Social Value Measurement

Whilst this appears to be reducing there is still uncertainty within the industry, and recent national government announcements (such as the cancellation of HS2) may cause further impacts.

Reliance on Supply Chains

Overdependence on a single supplier or trading partner can pose risks to the supply chain, such as vulnerability to disruptions or limited options for sustainable or inclusive sourcing. Diversifying the supply chain by engaging multiple trading partners can enhance resilience, foster competition, and provide more opportunities for inclusive and sustainable practices. The contractor will therefore attempt to utilise multiple suppliers or partners where possible, to minimise risks to the supply chain and avoid programme delays as far as possible.

Rising Inflation

The steep inflationary rises since late 2021 have had a significant impact in the affordability of the project. Whilst construction industry inflation is considered to have possibly peaked there is still the potential for further impacts. This poses a risk to the delivery of the scheme.

3.2.3 Risk Allocation and Transfer

An important aspect of the management process is identifying risks associated with scheme delivery and funding early in the process to allow mitigation to be identified.

The Client's (NYC) risks associated with the scheme have been considered and included within the risk register found in Appendix L. A further summary of the key project risks is provided at Section 6.3.3. Contractor risks are identified in the contractor's risk register (Appendix M) and costs included in their pricing.

Where appropriate, the aim is to eliminate the risk, or prepare relevant mitigation measures to manage and reduce the impact of the risk. At this stage, the risks for the project sit with the Project Manager and/or Project Board but an owner has been allocated to each risk.

Risk reduction, value engineering and detailed design activities have been undertaken to support the delivery of the scheme and help to manage the overall costs of the scheme.

As part of the Commercial Case, the general principle that will be adopted is that the risks should be managed by the party best able to manage them. Throughout delivery, the majority of the construction and financial risk will be transferred to the contractor.

The following risk allocation table ('risk transfer matrix') illustrates the indicative allocation of risks resulting from the contractual and procurement arrangements. This ensures that all risks are assigned to the party best placed to manage them, achieving value for money. At this FBC stage, for each risk category it has been identified where each risk type rests with the public sector (the Council / Government Treasury) or the private sector (the consultants and contractors), or whether these risks are shared between the two.

Table 3-5: Risk Allocation Table			
Risk Category	Public	Private	Shared
1. Design Risk	<input type="checkbox"/>		
2. Construction Risk			<input type="checkbox"/>
3. Transition and Implementation Risk			<input type="checkbox"/>
4. Availability and Performance Risk			<input type="checkbox"/>
5. Operating Risk		<input type="checkbox"/>	
6. Variability of Revenue Risk			<input type="checkbox"/>
7. Termination Risks			<input type="checkbox"/>
8. Financing Risks	<input type="checkbox"/>		
9. Legislative Risks	<input type="checkbox"/>		

Delivery and programme risk will be shared and incentivised through a pain/gain mechanism provided for as part of the construction contract. Incentivised performance will be based against this through to final delivery.

The proposed incentivised performance definitions are set out below to drive efficiency throughout delivery.

Table 3-6: Incentivised Performance Definitions	
Share Range	Contractor's Share Percentage Savings/Additional Costs
Less than 90%	0%
From 90% to 110%	50%
From 110% to 120%	75%
Greater than 120%	100%

3.2.3 Statutory and Other Regulatory Consents

NYC are reviewing the potential impacts of the scheme and the consents needed to construct and implement the proposals. These relate to the Town and Country Planning Act, Environment Impact Assessment Regulations (2018) and Traffic Regulation Orders (TROs).

Considerations relate to the need for planning permission, tree removal consent, permitted development, TROs and temporary closures.

3.2.4 Construction Design and Management Regulations 2015 (CDM)

The 2015 CDM Regulations came into force on 6th April 2015, outlining the CDM requirements and responsibilities of the six identified duty holders; clients, designers, principal designer, principal contractor, contractors, and workers. On all construction projects all Designers and all Contractors have specific legal duties under the CDM Regulations.

The Client (NYC) is responsible for who carries out a construction project and is responsible for making the suitable arrangement for managing a project. They must ensure other duty holders are appointed and sufficient time and resources are allocated. In addition, they must ensure the relevant information is prepared and provided to other duty holders, ensure the Principal Designer and Principal Contractor carry out their duties, and that welfare facilities are provided.

The Principal Designer (WSP), appointed by NYC for this scheme, has the responsibility to plan, manage, monitor and co-ordinate health and safety in the pre-construction phase of a project. They must ensure they identify, eliminate and control foreseeable risks. In addition to, ensuring designers carry out their duties, preparing and providing relevant information to other duty holders, and provide relevant information to the principal contractor to help them plan, manage, monitor, and co-ordinate health and safety in the construction phase.

The Principal Contractor (Galliford Try), appointed by NYC for this scheme, will plan, manage, monitor and co-ordinate the construction phase of the project. They must liaise frequently with the client and principal designer, prepare the construction phase plan, and organise co-operation between other contractors and co-ordinate their work. In addition, they must ensure suitable site induction is provided, that reasonable steps are taken to prevent unauthorised access, workers are consulted and engaged in securing their health and safety, and that welfare facilities are provided.

Do the CDM regulations apply to this scheme?	Yes
Is the lead organisation/promoter as identified in this business case the CDM Client as set out in the CDM 2015 regulations?	Yes
<p>If the lead organisation is NOT the CDM client:</p> <p>Provide details of the organisation which has formally accepted the CDM client role</p> <p>Explain why they have been selected as the most appropriate organisation for this role</p>	n/a

4. Economic Case

4.1 Long List Options Testing

4.1.1 What Long List of Options have been considered?

Full details of the option identification and sifting process are provided in the Option Assessment Report (Appendix A). A summary of the process is provided below.

Long List

A long list of 21 interventions for the Harrogate Station Gateway scheme was developed and is included in a slightly abridged form in Table 4-1 below (and in full within the OAR in Appendix A).

Table 4-1: Long List of Options

Option	Option Name	Brief Option Description
HAR 1	Public Realm Improvements - Station Square	<ul style="list-style-type: none"> Public realm improvements including signage and information boards; Overhaul of existing square, while maintaining existing listed heritage structures; Cohesive signage across the scheme and the wider town.
HAR 2	Public Realm Improvements - James Street Pedestrianisation	<ul style="list-style-type: none"> Improvements on James Street; Pedestrianisation of James Street between Station Parade and Princes Street, for approximately 120m; Likely to require demountable bollards; Paving choice to reflect wider scheme; Cohesive signage across the scheme and the wider town.
HAR 3	Public Realm Improvements - Bower Street / Bower Road Pedestrian Improvements	<ul style="list-style-type: none"> Public realm improvements including signage and information boards; Scheme provides minor improvements to connect to the north end of Station Parade; Could include footway resurfacing; Cohesive signage across the scheme and the wider town. May include a northern access from Victoria Car Park for cyclists, depending on scheme details.
HAR 4	Station Gateway - Cheltenham Parade / Station Parade junction reconfiguration	<ul style="list-style-type: none"> Significant reconfiguration of existing signalised junction; Likely to include reduction to single lane approach on Cheltenham Road, with one-way Traffic Regulation order (TRO) in operation from junction with Cheltenham Mount. Two-way operation maintained from Station Road northern arm; Southbound only on Station Road southern arm. Localised widening of kerb and footway on north east corner to reduce crossing distances. Two-way cycle track may continue to this junction.

HAR 5	Station Gateway - Reduction of Station Parade to one lane	<ul style="list-style-type: none"> • TRO to restrict Station Parade to one-way (southbound) from junction with Cheltenham Parade to junction with Station Bridge to the south (circa 300m). • Station Parade likely to be resurfaced in high quality paving (Yorkstone or similar), reducing traditional highway feel. May include raised ped crossings (formal / informal). • Carriageway narrowing to reduce speed and decrease crossing distances. Reduced on street parking provision. • Enhanced signage. • Pedestrian priority at signalised crossings.
HAR 6	Station Gateway - Two-way cycle lane on Station Parade	<ul style="list-style-type: none"> • Installation of approximately 400m of two-way segregated cycle route on Station Parade, and other reallocation of road space for pedestrians. • Delivered in association with scheme above, reallocating space to active modes and reducing traffic in retail core. • Likely 4m wide cycle lane, delivered on western side, extending to Victoria Avenue in the south. • Will incorporate new cycle crossings to station (potentially parallel signalised), as well as delineated cycle routes into town (with accompanying TROs).
HAR 7	Station Gateway - Footway widening and associated civils works on Station Parade	<ul style="list-style-type: none"> • Pedestrian connection linking rail and bus station; • Significant widening of footway on eastern side of Station Parade and reduction in carriageway (associated with one-way restriction) to provide circa 200m of separate footway to the bus station, which can subsequently be designated as a dedicated waiting area. • Paving choice to reflect wider scheme, creating contiguous routes.
HAR 8	Station Gateway - Station Parade / Station Bridge junction improvements	<ul style="list-style-type: none"> • Alteration of existing signalised junction to accommodate banned turns into Station Parade due to new one-way restrictions. • Includes new pedestrian islands to reduce crossing distances. Parallel crossing facility to the west provides dedicated cycle provision for two-way cycle track.
HAR 9	Station Gateway - Signal upgrades on any of these junctions	<ul style="list-style-type: none"> • Junctions likely to all include MOVA and on-crossing detectors to maximise efficiency.
HAR 10	Station Gateway - Package of Sustainable Travel Measures for Station	<ul style="list-style-type: none"> • EV chargepoint type and number to be determined. • Cycle storage should be standardised across NYCC where possible. Examples in Greater Manchester supplied by Broxap.
HAR 11	Junction Reconfiguration - Cheltenham Parade / Cheltenham Mount junction reconfiguration	<ul style="list-style-type: none"> • Cheltenham Parade eastern arm reduced to one-way from this junction, with a single east-bound lane to function as the minor arm. • Kerb build outs to change alignment, with two-way operation between Cheltenham Parade western arm and Cheltenham Mount.

		<ul style="list-style-type: none"> • Signage, lane markings, and TROs to reinforce new major arms as priority movement.
HAR 12	Dragon Parade advisory cycle lane	<ul style="list-style-type: none"> • Circa 650m of on road advisory cycle lanes added to Dragon Road / Dragon Parade / Haywra Crescent / East Parade, between an existing off-road cycle track to the north and East Parade / Station bridge signalised junction. • Ideally 2m width, down to 1.5 where necessary.
HAR 13	Junction Reconfiguration - Bower Road / Dragon Parade junction improvements	<ul style="list-style-type: none"> • Junction type changed from existing mini-roundabout to four-arm signalised. • North and south arms to include 'Dragon Parade advisory cycle lane' including ASLs. • Potential for early release cycle signals. • Includes some alterations to footway on the north of Bowyer Road approach to accommodate a short flared approach.
HAR 14	Haywra Crescent / East Parade to Station Access advisory cycle lane	<ul style="list-style-type: none"> • Included in 'Dragon Parade advisory cycle lane' above and continuing on East Parade to Station Access
HAR 15	Junction Reconfiguration - East Parade / Station Access junction improvements	<ul style="list-style-type: none"> • Existing signalised junction to include minor improvements in order to accommodate 'Dragon Parade advisory cycle lane', predominantly formed from on-road advisory cycle lanes and ASLs. Maintains existing shared use route between East Parade / Station Access and East Parade / Station Bridge on the eastern footway.
HAR 16	Junction Reconfiguration - East Parade / Station Bridge junction improvements	<ul style="list-style-type: none"> • Existing roundabout reconfigured as a signalised junction, including staggered pedestrian islands. Station Bridge, East Parade, and North Park Road feature short flares to two approach lanes. • Two-way off-road segregated cycle lane provided to the south east between North Park Road / Marlborough Road and Station Avenue, linking to shared use route between East Parade / Station Access and East Parade / Station Bridge. • Includes toucan crossing between these locations.
HAR 17	Beech Grove Active Travel Corridor	<ul style="list-style-type: none"> • Two-way cycle lane from junction with Otley Road to Victoria Avenue. • 3m two-way segregated cycle track on western carriageway, with 1.8 footway retained. Approx. 550m. • Potential need to relocate parking onto eastern side of carriageway. • Junctions will need to include cycle priority crossings, likely 'bent-out'.
HAR 18	Victoria Avenue Active Travel Corridor connecting Station Parade with Harrogate District Hospital	<ul style="list-style-type: none"> • Extensive scheme including the following elements: • Victoria Avenue Cycle Lanes: Circa 360m of two-way segregated cycle lanes on northern side of the carriageway, connecting with Station Parade. • Victoria Avenue / Marlborough Road: Conversion of existing roundabout to 'Dutch'- style roundabout w/ cycle lanes around

		<p>the outside edge, and priority crossings over side streets. Requires loss of on-street parking provision.</p> <ul style="list-style-type: none"> • Queen Parade Cycle Routes: circa 162m of on-road advisory cycle markings. • York Place / Park Parade: Circa 550m of 2 way full segregated cycle track at approx. 3m wide. Includes priority crossing over North Park Road. • Stray Route Cycle Route: circa 200m of two-way segregated cycle route across stray land, following existing path alignment between Park Parade and Granby Road • Granby Road Cycle Route: existing signed quiet route along residential road connecting to Harrogate to Knaresborough cycle route proposals
HAR 19	Harrogate to Knaresborough Cycle Link	<ul style="list-style-type: none"> • Installation of predominantly segregated cycling route approximately 3.4km in length for the Harrogate-Knaresborough section; • Significant proposed scheme led by NYCC. Extends along the A59 from Kirkgate in Knaresborough to the Granby Road in Harrogate (and connection to the TCF scheme) • The scheme is predominantly fully segregated cycle infrastructure, with hybrid / stepped infrastructure in places with higher 'place' function, such as local shops etc. Priority is given at side roads where feasible and across vehicle access points. • Note particular pinch point at Harrogate Road bridge over the River Nidd, with provision limited to on-road cycle lanes, likely advisory.
HAR 20	Hornbeam Park & Ride Expansion	<ul style="list-style-type: none"> • Conversion from surface car park to two-storey car park • Scheme includes additional structure over existing car park to provide decked parking. • Could also include EV charge points and cycle storage hubs within enlarged footprint. • Adds resilience to rail integration and reduces need to cruise between local stations in morning peaks looking for appropriate spaces.
HAR 21	Pannal Park & Ride	<ul style="list-style-type: none"> • Development of new P&R site at Pannal (on existing field by junction of A61 and A658) • Existing agricultural land to be developed as a Park and Ride site to accommodate existing express bus service between Harrogate and Leeds, providing visitor parking into Harrogate and the possibility of modal shift to bus for journeys to Leeds for nearby commuters. • Would require third-party land, and creation of new junctions for access – potentially new fifth arm on existing A61 / A658 roundabout.

4.1.2 What Critical Success Factors (CSF)s have been used to evaluate the Long List of options?

The critical success factors which have been used to evaluate the Long List of options are set out in Table 4-2 below.

Table 4-2: Critical Success Factors

CSF	CSF Name	CSF Description
1	Enabling Inclusive Growth	<p>Key measure: Ratio of earnings at 20th and 80th percentile</p> <ul style="list-style-type: none"> Improved access to employment opportunities from deprived areas via public transport connections. Improved access to education opportunities for young people. More affordable public transport. Increased uptake of active modes.
2	Boosting Productivity	<p>Key measure: GVA per hour worked</p> <ul style="list-style-type: none"> Support economic growth and job creation by creating in excess of 1,200 jobs and over £100 million of GVA annually of Gross Value Added by 2036 to Leeds City Region (LCR). Reduced commuter and student journey times on public transport and active modes. Increased transport network capacity. More efficient transport networks contributing to productivity growth across LCR.
3	Delivering Clean Growth	<p>Key measure: Reduction in carbon emissions</p> <ul style="list-style-type: none"> De-carbonising the transport system through investment in clean technologies. Cars de-prioritised from town and city centres – with a particular focus on air quality exceedance areas. Improved air quality.
4	Creating a 21st Century Transport System	<p>Key measure: Mode share for sustainable modes</p> <ul style="list-style-type: none"> Increased modal share for each of public transport, cycling and walking. Improved bus speed and reliability. Improved bus and rail passenger experience. Cycling and walking becoming safer, quicker and more convenient.

4.1.3 How has the Long List of Options been appraised?

The next stage of the process was where schemes have been identified and refined to best meet the CSFs. Several other steps have been taken to ensure that the best possible scheme was identified, including:

- Clearly defining the geographical scope of the interventions;
- Sharing of information about pre-existing options from previous studies;
- Consultations with the project teams for the ongoing and emerging masterplans;
- Site visits with design specialists;
- Workshops to discuss themes, ideas and initial proposals; and
- Liaison with parallel workstreams such as the Local Cycling and Walking Infrastructure Plan (LCWIP) and Station Gateway Masterplan.

The long list of identified schemes was then subject to a four-step methodology to score and sift the options. A schematic of this process is shown in Figure 4-1 below.

Figure 4-1: District Level Four Stage Prioritisation Methodology



A prioritisation framework was developed aligned to the DfT's Early Assessment Sifting Tool in order to assess the performance of individual schemes on the long list against both the five cases of the Green book (Strategic, Economic, Managerial, Financial and Commercial Case) and the identified TCF critical success factors.

Medium List

Those schemes deliverable by 2023, and best performing against the CSFs and across the five cases, were put forward to the short list. Full details of the scoring exercise are included in the OAR in Appendix A.

An iterative process for the scheme packaging was undertaken at the programme-level to further understand risks to delivery, cost estimates and value for money. This resulted in descoping or exclusions of components within the packages in some instances.

The WYCA Assurance Framework requires a minimum of four option packages to be assessed. For the purposes of the WYCA TCF, the following option packages were identified for each of the Harrogate district:

- **Business as Usual (Do Nothing)** – Baseline for measuring improvement and value for money. No improvements are identified for the BAU (Do Minimum) scenario;
- **Less Ambitious (LA)** – Based only on the core functionality and essential requirements for the scheme, this package will be a lower cost option but will also deliver lower total benefits than the PWF, and supports fewer of the desirable scheme objectives. This

scenario can act as a further benchmark for Value for Money, in terms of cost justifying further intervention;

- **Preferred Way Forward (PWF)** – This is the recommended option at this stage of scheme development and demonstrably shows that it has the potential to offer best value for money in the delivery of scheme objectives. The preferred way forward should also have identified potential to be affordable when viewed alongside the scheme’s funding strategy;
- **More Ambitious (MA)** – Reflects a more ambitious package of interventions delivering benefits beyond that of the PWF scenario, but likely at a high scheme cost and subject to additional deliverability or affordability pressures than the PWF.

The initial scheme packages for Harrogate at SOC stage of the WYCA Assurance Framework were as follows:

- **Business as Usual (Do Nothing)** – Baseline wherein no changes are implemented along the corridor;
- **Less Ambitious (LA)** – Includes the minimal provision to achieve the objectives of the TCF focussing on the Harrogate Station Gateway and public realms elements of the package.
- **Preferred Way Forward (PWF)** – Includes the Do Minimum interventions plus the east-west cycle superhighway linking Otley Road via Beech Grove, Victoria Avenue, Queen Parade, Stray, Granby Road and the Harrogate-Knaresborough cycle link providing connections via Starbeck and Knaresborough Rail stations
- **More Ambitious (MA)** – includes the Do Something interventions but includes proposals for expansion at Hornbeam Park P&R site and development of a new P&R site at Pannal.

Following submission of the TCF SOC in March 2020, and agreement to progress with the Less Ambitious scheme package, further work was undertaken to refine and modify the shortlisted options, prior to submission of the OBC.

A detailed, intervention-specific options appraisal exercise was undertaken to define the preferred scheme option for the Harrogate Station Gateway scheme – this is described in the next section.

4.2 Short List Options Testing

4.2.1 What is the Short List of Options?

NYCC & HBC Strategic Review

In July and August 2020 NYCC and HBC undertook a strategic review of the TCF scheme. This resulted in a decision by the Project Board to progress an additional scheme option package which excluded option HAR 5 (Reduction of Station Parade to One Lane), as well as the associated options HAR 6 (Two Lane Cycleway on Station parade) and HAR 7 (Footway Widening on Station Parade). The rationale for this decision was to ensure that a parallel

scheme package which would have less impact on the capacity of the highway network remained a material design consideration.

Responding to the outcomes the NYCC & HBC Strategic Review, a Project Team design workshop was held on 15th September 2020 between NYCC and HBC officers; as well as the design-leads, WSP, to review the scheme options and examine additional opportunities for meeting the scheme objectives. The outcomes of this workshop were the identification of the following additional scheme options or alterations to existing scheme options:

- HAR 2 (Public Realm Improvements - James Street Pedestrianisation) divided into three sub-options.
 - HAR 2A – James Street Public Realm and Footway Improvements (no traffic access restrictions)
 - HAR 2B – James Street Public Realm and Part-time Pedestrianisation (restrictions on traffic access outside of peak periods)
 - HAR 2C – James Street Public Realm Improvements and Full Pedestrianisation (no access to traffic)
- HAR 4 (Station Gateway - Cheltenham Parade / Station Parade junction reconfiguration) revised to include:
 - Reconfiguration of existing signalised junction.
 - Reduction to single lane approach on Cheltenham Road, with one-way TRO in operation from junction with Cheltenham Mount.
 - One-way operation from Station Road northern arm. Bus lanes on approach to the junction. Reduced crossing distances.
 - Reduced on street parking provision.
 - Two-way cycle track on Station Parade.
- HAR 13 (Bower Road / Dragon Parade junction signalisation) amended to option HAR 13A and new option HAR 13B created:
 - HAR 13B – Bower Road / Dragon Parade roundabout improvements.
- HAR 14 (Haywra Crescent advisory cycle lane) amended to option HAR 14A and new options HAR 14B and HAR 14C created.
 - HAR 14B – New kerb segregated cycle tracks on both side of carriageway between Haywra Crescent and Station Bridge.
 - HAR 14C – New kerb segregated cycle tracks on both side of carriageway between Station access junction and Station Bridge.
- HAR 16 (East Parade / Station Bridge junction signalisation) amended to option HAR 16A and new option HAR 16B created.
 - HAR 16B – East Parade / Station Bridge roundabout improvements.

In addition to the above options, and responding to the requirement to progress a two-lane scheme option for Station Parade, it was decided that additional scheme options be included which would support access to the rail station from the NCR 75 via East Parade and Station

Bridge. This resulted into the following two new options being included in the scheme options assessment:

- HAR 22 – Cycle tracks on Bower Road between ASDA store access (NCR 75 connection) and Dragon Parade junction.
- HAR 23 – Cycle tracks on Station Bridge between Station Parade junction and East Parade junction.

OBC Options Appraisal

Following the Harrogate design workshop, the refined scheme options were subjected to further appraisal, using a Multi-Criteria Assessment Tool (MCAT). This is detailed in the OAR (Appendix A). The outputs of the MCAT exercise were used to inform the subsequent design and scheme scenario selection processes.

LTN 1/20 Review

Following the publication of the DfT's LTN 1/20 a review of the SOC stage design proposals was undertaken. This indicated that HAR 12 (Dragon Parade advisory cycle lane) and HAR 14 (Haywra Crescent advisory cycle lane) would not comply with the new standards due to the volume and speeds of general traffic on those links. As such, these options were not progressed and replacement options to provide kerb segregated cycleways on Haywra Crescent and East Parade were progressed.

Transport Modelling of Schemes

An iterative process of local junction modelling was used to test the viability of the schemes, by capturing the impact that reallocation of road space may have on general traffic, and how this would impact the wider network.

The outputs of this exercise identified that HAR 13A (Bower Road / Dragon Parade junction signalisation) and HAR 16A (East Parade / Station Bridge junction signalisation) would result in the junctions exceeding their capacity for general traffic movements during peak traffic periods. As such the alternative junction improvement proposals (HAR 13B and HAR 16A) which retained both junctions as roundabouts, but introduced additional protection and prioritisation for pedestrians and cyclists were progressed.

Design Development Review Sessions and Design OBC-Stage Design Freeze Workshops

Bi-weekly design review sessions were held with the Project Team throughout the feasibility design development stage. The Design Decision Log presented in Appendix N summarises the design development process.

This resulted in two design freeze workshops held on 28th January 2021 and 3rd February 2021 to review the scheme design information and indicative scheme package costs. The outcome from these workshops was agreement to take forward the scheme options under the Do Minimum, Do Something and Do Maximum scenarios to OBC appraisal. This is summarised in Table 4-3.

Table 4-3: Short List of Options

Ref	Scheme Options	Do Minimum	Do Something	Do Maximum
HAR 1	Public Realm Improvements - Station Square	✓	✓	✓
HAR 2A	Public Realm Improvements - James Street Public Realm and Footway Improvements	✓	✗	✗
HAR 2B	Public Realm Improvements - James Street Public Realm and Part-time Pedestrianisation	✗	✓	✗
HAR 2C	Public Realm Improvements - James Street Pedestrianisation	✗	✗	✓
HAR 3	Public Realm Improvements - Bower Street / Bower Road Pedestrian Improvements	✓	✓	✓
HAR 4	Station Gateway - Cheltenham Parade / Station Parade junction reconfiguration	✓	✓	✓
HAR 5	Station Gateway - Reduction of Station Parade to one lane	✗	✓	✓
HAR 6	Station Gateway - Two-way cycle lane on Station Parade	✓	✗	✗
HAR 7	Station Gateway - Footway widening and associated civils works on Station Parade	✓	✓	✓
HAR 8	Station Gateway - Station Parade / Station Bridge junction improvements	✓	✓	✓
HAR 9	Station Gateway - Signal upgrades on any of these junctions	✗	✗	✓
HAR 10	Station Gateway - Package of Sustainable Travel Measures for Station (could include cycle storage, EV charge points etc)	✓	✓	✓
HAR 11	Junction Reconfiguration - Cheltenham Parade / Cheltenham Mount junction reconfiguration	✓	✓	✓
HAR 12	Dragon Parade advisory cycle lane	✗	✗	✗
HAR 13A	Junction Reconfiguration - Bower Road / Dragon Parade junction signalisation	✗	✗	✗
HAR 13B	Junction Reconfiguration - Bower Road / Dragon Parade roundabout improvements	✓	✗	✗
HAR 14A	Haywra Crescent / East Parade to Station Access advisory cycle lane	✗	✗	✗
HAR 14B	Haywra Crescent / East Parade to Station Bridge segregated cycle track	✓	✗	✗
HAR 14C	East Parade to Station Bridge segregated cycle track	✓	✓	✓
HAR 15	Junction Reconfiguration - East Parade / Station Access junction improvements	✓	✓	✓
HAR 16A	Junction Reconfiguration - East Parade / Station Bridge junction signalisation	✗	✗	✗
HAR 16B	Junction Reconfiguration - East Parade / Station Bridge roundabout improvements	✓	✓	✓
HAR 22	Cycle tracks on Bower Road between ASDA store access (NCR 75 connection) and Dragon Parade junction	✓	✗	✗
HAR 23	Cycle tracks on Station Bridge between Station Parade junction and East Parade junction	✓	✓	✓

WYCA Design Review Workshop

Following review and initial comments on the frozen OBC design drawings by representatives of WYCA's design quality review panel, a design workshop was held between WYCA and WSP on 24th February 2021. This workshop provided WYCA with additional background information on the design development process and identified opportunities for the Project Team to progress the designs following the completion of the public consultation activities.

FBC Design Development

Following submission of the OBC, further work has been undertaken to refine and value engineer the Preferred Way Forward (PWF) scheme, based on the latest cost estimates and funding available.

This resulted in some elements of the scheme being scaled back and/or descope to deliver cost-savings. The scheme designs have also evolved as a direct result of stakeholder feedback highlighted in the second and third rounds of consultation (November-December 2021 and July-August 2022, respectively). This included a strong preference for one-way traffic restrictions on Station Parade, additional lighting proposals, and street furniture such as benches and bins. Following the subsequent legal challenge, the design has been further revised to result in a scheme that is unlikely to result in further challenge and respects previous feedback.

Section 1.1 FBC provides a description of the preferred scheme option for the purposes of the economic appraisal. A full overview of the process and key changes to the scheme is provided in the Options Assessment Report (Appendix A).

4.2.2 How has the Short List of Options been appraised?

The appraisal approach for the shortlisted options is set out in the Appraisal Specification Report (ASR) Appendix O, and is described in Section 4.3.1 below.

The Preferred Option has been assessed in detail in this FBC and an updated version of the Appraisal Summary Table (AST) has been completed representing the revised "Preferred Way Forward" scheme for the Harrogate Station Gateway.

The option has evolved since submission of the OBC as a direct result of public and stakeholder feedback received during Stage 2 and 3 of the consultation exercises. Certain elements of the scheme have also been scaled back and/or descope following a value engineering exercise, which was undertaken to ensure the scheme was deliverable within the available funding.

Since OBC a decision was made to progress with the one-way traffic proposal on Station Parade; this was due to strong public and stakeholder preference for this option and also due to the greater benefits it would generate.

Following the subsequent legal challenge, the design has been further revised to result in a scheme that is unlikely to result in further challenge and respects previous feedback.

4.2.3 How does the Scheme contribute to the SEP Headline Indicators ([access the Plan here](#))?

Section 2.1.2 highlighted the alignment with the Leeds City Region SEP, particularly the 'Infrastructure for Growth' priority, improving sustainable access modes to/ from Leeds City Centre.

The project will help to deliver the SEP Priority Area 4 (Infrastructure for Growth) of the LCR Strategic Economic Plan (2016) by creating additional capacity to enable development and helping to achieve the main LCR SEP principle of 'good growth'. The scheme will support fast-paced economic growth across the Leeds City Region by providing enhanced access to quality public transport infrastructure.

Reducing demand for car travel through mode shift will reduce noise and air pollution from an overall reduction in car km's travelled, contributing to Priority Area 3 (Clean Energy & Environmental Resilience). Improving on the existing levels of noise and air pollution in and around Harrogate Town Centre and highlighted in the Strategic Case.

The Harrogate Station Gateway Improvement proposals will not directly contribute towards the delivery of any directly dependent development sites; however, it will indirectly make the area more attractive to businesses and residential developers as a result of the transport benefits achieved through its construction. Improvements to public realm will also facilitate indirect inward investment in the area, and/or wider city region.

See Section 2.1.2 for full details.

4.3 Preferred Option Testing	
Part 2: Appraisal of <u>Transport Schemes</u>	
4.3.1 What methodologies have been used for modelling and appraisal of the scheme?	
<p>A detailed Appraisal Specification Report (ASR) for the Harrogate Station Gateway Improvements Scheme was prepared to inform the economic appraisal at OBC stage.</p> <p>The methodologies and assumptions stated within the ASR document have been followed as part of the Harrogate Station Gateway Improvements FBC Scheme appraisal. A detailed explanation of modelling and appraisal methodologies are included within the Economic Appraisal Report, included in Appendix P.</p> <p>The Harrogate Station Gateway Improvements scheme appraisal focuses on aspects of scheme performance that are relevant to the nature of the intervention. The approach to the appraisal therefore covers the following:</p> <ul style="list-style-type: none"> • Highway user impacts (vehicle journey time changes); • Rail user benefits (station access); • New user benefits - mode shift to bus by those attracted to an improved bus station facility; • Walking and cycling benefits (active mode appraisal) • Urban realm benefits (ambience benefits only); • Noise / air quality, and carbon benefits; • Accident savings / benefits. <p>The appraisal criteria and overall approach for the assessment of the Harrogate Station Gateway Improvements Scheme is outlined in Table 4.4.</p>	
Table 4.4: Assessment Approach	
Assessment Element	Key Assumptions
Highway user impacts - vehicle journey time changes	<p>The current scheme design cannot be represented in sufficient detail within the VISUM model and it is not suitable to capture the minor disbenefits associated with improved pedestrian and cycle facilities.</p> <p>To produce a robust assessment LINSIG models have been used that provide inputs into Transport User Benefits Appraisal (TUBA). The model has two modelled years – 2024 and 2039 – and is updated with AM, PM and inter-peak time periods. The base LINSIG models have been developed at two locations:</p> <ul style="list-style-type: none"> • A61 Cheltenham Parade/Station Parade/Bus Station Access • A61 Station Parade/Station Bridge/Albert Street

	<p>For the purposes of the TUBA appraisal, the base and with-scheme LINSIG models have been populated with traffic flows from the Harrogate Strategic Transport Model (VISUM 15.15) do minimum model in order to provide some consistency with the previous appraisal. Skim matrices of time and distance along with forecast trip matrices are input into TUBA software to calculate a PVB for road users.</p> <p>Vehicle journey time changes will be captured in TUBA including Greenhouse Gas (GHG), Vehicle Operating Costs (VOCs) and indirect taxation impacts associated with vehicle reassignment.</p> <p>An appraisal period of 60 years has been applied.</p>
Rail user benefits	<p>Use of a bespoke Rail Access Model (RAM) using MOIRA data and outputs from the AMAT and ABC tool. This is used to capture benefits for those who access the station by walking, cycling and by bus.</p> <p>Appraisal period of 60 years.</p> <p>Exogenous Rail Growth provided by DfT.</p>
Bus User Impacts – Bus journey time changes	<p>In order to quantify the impact of the preferred scheme option on bus journeys, the Paramics Discovery microsimulation model (developed for the appraisal of Harrogate’s Town Centre Masterplan) has been utilised.</p> <p>The model shows slight disbenefits to public transport journey times due to an overall increase in congestion. As the benefits outside the peak periods have not been quantified, it is anticipated that these will counteract the disbenefits during the peak periods to leave a Neutral impact. As a result, no benefits or disbenefits for public transport journey times have been quantified.</p>
Noise, air quality, and carbon benefits.	<p>Based on DfT’s standard MEC calculations, noting the DfT high sensitivity values for Air Quality which are used to support the appraisal. The impact of the change in vehicle kilometres is monetised through the MEC approach.</p> <p>WSP Carbon Zero Tool will be run as part of the appraisal.</p>
Walking and cycling benefits	<p>The latest version of the DfT AMAT has been used which includes the latest values from the DfT TAG Databook updates (November 2023). An appraisal period of 40 years has been used to be consistent with ATF4 (latest round of ATF bids) recommendations for LTN 1/20 compliant cycling infrastructure.</p>
Accident benefits	<p>The MEC approach is applied to calculate the overall benefit as a consequence of mode shift to bus, rail, walking or cycling.</p>
Public Realm benefits	<p>The benefits associated with improvements to pedestrian infrastructure, environment and public realm enhancements are estimated using the ABC tool, a model developed by Transport for London (TfL). The tool calculates a pence per trip from willingness to pay research for conditions pre and post scheme implementation.</p>

	<p>An 'area cost adjustment' is made based on different income levels in London and Harrogate. A factor is applied at 0.77 which reflects that in 2021 total mean income in Harrogate was 77% of London.</p> <p>An appraisal period of 20 years is used in line with assumptions presented in the LCR TCF SOBC to the DfT.</p>
<p>The annualisation factor for active modes is based on a default value of 340 days within the AMAT. An explanation of how this was determined is included in Section 3.2 of the EAR, which is included within Appendix P.</p> <p>The HM Treasury Green Book states that the appraisal period should "cover the period of usefulness of the assets encompassed by the options under consideration". Given that the majority of the infrastructure proposed as part of the scheme is active mode infrastructure, which impacts differently on active mode users, highway users and rail users, a 40-year period has been used to appraise the period of usefulness of this infrastructure.</p> <p>No calculation has been made of deadweight, displacement or leakage as these would not be applicable to the nature and scale of the interventions proposed.</p> <p>All the benefits included in the table above have been included in the Net Present Value (NPV) and Benefit Cost Ratio (BCR) calculations.</p> <p>Wider Benefits</p> <p>In addition to the conventional economic analysis, the scheme will also generate wider economic impacts.</p> <p>Full details of the wider economic impacts are included within the Economic Appraisal Report (EAR) and cover the following:</p> <ul style="list-style-type: none"> • Identification of the expected economic impacts and a description of these; • Justification of why these impacts are expected to occur on the basis of economic theory and guidance as well as context specific evidence; • Identification of the welfare change associated with these impacts, arising, for example from market failures; and • Identification and justification of the methods to quantify and value the impacts in line with TAG Unit A2.1 as well as guidance issued by MHCLG and Homes England. <p>Land Value Uplifts</p> <p>The proposed improvements at Harrogate Rail Station will have an impact on land values in the surrounding area. This is because the station will be a gateway and focal point in the town, with the potential to facilitate the development of new housing and new employment sites. As stated in Section 4.3.8, there is strong developer support for the TCF scheme as it is integral to the planned residential, commercial and retail proposals at the site adjacent to the station.</p> <p>Research has also proven that station enhancements will increase the value of existing land and properties within certain radii surrounding the station.</p> <p>Given the scale and characteristics of the improvements at Harrogate Station Gateway, these will impact positively on both new and existing developments.</p>	

In DfT's appraisal guidance¹⁴, land value uplift is a recognised economic impact that can be monetised and presented as a 'Level 3' benefit. This means that it can be captured in the Economic Case but not included in the initial BCR. It does, however, form an important part of the overall Economic Case as well as the Value for Money (VfM) category and will be a major benefit associated with the station scheme. Based on discussions with WYCA's economic analysts in January 2020, however, land value uplift benefits are included within the adjusted BCR (more details on this are provided in the accompanying EAR).

Based on land value uplift methodology and additionality guidance¹⁵, it is possible to calculate the land value gain from unlocked housing. This has been calculated in a land value uplift and additionality model developed by WSP (based on the Ready Reckoner model developed by Homes England at the Expression of Interest stage for Housing Infrastructure Fund bids). Additionality is one of the 'supplementary economic modelling' approaches recommended in TAG Unit M5.3 and covers the extent to which an intervention generates economic impacts over and above those likely to have taken place in the absence of the intervention. As explained in the EAR, we have used MHCLG's and Homes England's guidance on additionality (this guidance is also referred in TAG M5.3).

There will also be land value uplift associated with the office and retail use commercial sites as the station improvements will help unlock these new building sites. There is already strong evidence in Harrogate that offices near to the station are in high demand and command much higher rental values compared to developments further away.

As well as land value uplift associated with these commercial developments, any new employment-related Gross Value Added (GVA)-related impacts will be captured through additionality.

As well as the land value uplift associated with the new development unlocked by station improvements, extensive research¹⁶ in recent years has clearly demonstrated that station improvements (including enhancements so that stations attain 'gateway' status) also generate additional value across existing properties.

Taking Steer's 2018 work on the Local Economic Benefits of Station Improvement, their research found that localised economic benefits are clearest with respect to property price impacts.

Steer also found that the available empirical evidence suggests property price is positively influenced by transport investment (such as investment in station improvements). The "What

¹⁴ WebTAG Unit A2.2, Induced Investment, May 2018

¹⁵ LVU guidance is in WebTAG Unit A2.2 and is also covered (along with additionality guidance) in The DCLG Appraisal Guide (December 2016) and HCA's Additionality Guide (Fourth Edition 2014)

¹⁶ The Value of Station Investment - Research on Regenerative Impacts, SDG, November 2011, Local Economic Benefits of Station Investment, SDG, March 2018 and Rail Investment and Land Value Capture

Potential - Capture Options and Conclusions, Savills, February 2019

Works” report from 2015 also collating the results of eleven studies and noted a consensus for increased property prices near improvements for each of the 11 schemes.

The results of the land value and existing property value uplift analysis is reported in section 4.3.8.

4.3.2 What transport model(s) have been used for the scheme appraisal?

Transport user benefits relate to all users, including business and transport providers. These are assessed through the transport modelling detailed in the Economic Case, using the principles and guidance set out in TAG Unit A1.3, along with specific guidance set out in TAG Unit M3.2 (public transport modelling).

Full details of the transport models used for the scheme appraisal, including methodology and assumptions, are set out in the EAR included within Appendix P. The following provides a brief description of the models used for each of the monetised benefit streams:

- **Highway User Impacts (Vehicle Journey Time Changes)** – For the purposes of the TUBA appraisal, the base and with scheme LINSIG models have been populated with traffic flows from the existing Harrogate Strategic Transport Model (VISUM 15.15) do minimum model. The VISUM strategic model was not thought to be suitable for capturing the minor disbenefits associated with the reduced scope for the preferred scheme option at FBC stage. The LINSIG models have two forecast years (2024 and 2039) and has been updated with AM, PM and inter-peak time periods. Skim matrices of time and distance, along with forecast trip matrices, have been inputted into TUBA software to calculate a PVB for road users.
- Vehicle journey time changes have been captured in TUBA including Greenhouse Gas (GHG), Vehicle Operating Costs (VOCs) and indirect taxation impacts associated with vehicle reassignment.
- **Rail User Benefits** – A WSP-developed Rail Access Model has been used, informed by the May 2019 MOIRA model, PDFH 6.0 and outputs from the ABC and AMATs. The model provides direct journey ambience benefits as well as calculate the increase in revenue for the rail sector, which will be treated as a negative cost in the final BCR calculations.
- **Bus User Impacts (Bus Journey Time Changes)** - In order to quantify the impact of the preferred scheme option on bus journeys, the Paramics Discovery microsimulation model (developed for the appraisal of Harrogate’s Town Centre Masterplan) has been utilised. Individual bus services have been coded into the model based on published timetable information and these have been aggregated into common routes to aid analysis. A standard dwell time of twenty seconds has been assumed at each bus stop.
 - It has been assumed that there are no changes to the current scheduling, routing of services, or location of bus stops resulting from the proposed TCF options. The microsimulation modelling does not currently enable the potential benefits of bus priority to be quantified, but this could be included if the scheme progresses to FBC stage.

– **Overall there is little forecast change to bus journey times compared with the do-nothing scenario, therefore no benefits / disbenefits will be quantified.**

- **Public Realm Benefits** – TfL’s Ambience Benefits Calculator (ABC) will be used to calculate the monetisable benefits of the urban realm elements of the proposed scheme. The ABC tool has been adapted for use in Harrogate by reducing the willingness to pay values by a factor based on the relation between the median hourly pay in London and Harrogate. The ABC tool looks at individual attributes and gives a value for each attribute so it clear what proportion of benefit each attribute is providing.
- **Active Modes Appraisal** – DfT’s Active Mode Appraisal Toolkit (AMAT) (November 2023) has been utilised to ensure that the calculation of the active mode benefits is in accordance with the DfT guidance, as set out in Transport Analysis Guidance Unit A5.1. The AMAT has been used to quantify **user benefits, health benefits and Marginal External Cost (MEC) savings from mode shift.**

4.3.3 What forecasting methodologies have been used for the scheme appraisal?

The following section summarises the forecasting methodologies used for the appraisal of the scheme.

Highway User Impacts

The previous scheme for OBC stage was of a much larger scale, with a key element being reduced highway capacity on Station Parade. This led to through traffic being displaced across the wider network causing disbenefits to general traffic. The VISUM strategic model was agreed to be the most appropriate tool to capture these impacts and feed the TUBA appraisal. A network wide Paramics Discovery model was also developed in order to guide the option appraisal process, enable refinement of the preferred design and enable the impacts of the scheme to be visualised.

The preferred scheme option at FBC stage is much smaller in scale and does not include the reduced highway capacity on Station Parade. It is considered that it will have negligible impact to the routing of general traffic, with effects being more localised in response to changes to pedestrian and cycle provision, staging and timings of the signalised junctions. However, it is still considered that the scheme will produce a disbenefit to general traffic, albeit at a smaller scale than the previous scheme.

The current scheme cannot be represented in sufficient detail within the VISUM model, which would not be suitable to capture the minor disbenefits associated with the improved pedestrian and cycle facilities. Therefore, in order to produce a robust assessment LINSIG modelling has been used to feed the TUBA appraisal to capture the minor disbenefits.

The base LINSIG models have been developed at the following locations:

- A61 Cheltenham Parade / Station Parade / Bus Station Access.
- A61 Station Parade / Station Bridge / Albert Street.

They have been calibrated using the following sources of data:

- 2016 Traffic survey data, typically higher traffic flows than current traffic levels.
- Latest topographic survey used to produce detail designs to take measurements.
- Existing traffic signal specifications which include the VA Max timings.

The use of two separate LINSIG models is considered appropriate as there is no blocking back of queues from the Station Parade / Station Bridge junction to the Cheltenham Parade junction. The two junctions are located more than 200m apart with various minor access points and crossings in between, which would tend to break the flow of traffic. For the purpose of the TUBA appraisal, the base and with scheme LINSIG models have been populated with traffic flows from the VISUM do minimum model, in order to provide some consistency with the previous appraisal.

Bus User Impacts

Demand flows for a future year of 2030 were derived with reference to NTEM growth factors, taking into account the following local developments:

- Harrogate Convention Centre:
- Dragon Road Car Park:
- Victoria Car Park:
- Station Parade Car Park:
- Rail Station Short Stay:
- Crescent Gardens:

Trips associated with the above developments were loaded onto the relevant model zones, with appropriate discounting of background growth to ensure a more realistic forecast. The detail of the process used was discussed and agreed with the client.

It should be noted that this method effectively provides a “worst case” scenario, resulting in around 15% growth in overall trips during the modelled peak hours. It does not take into account any potential shift from private car journeys to public transport, walking, cycling or park and ride, nor does it take account of the current levels of congestion during the peak periods, which significantly limit the capacity to accommodate additional trips during these time periods.

Therefore, a sensitivity test has also been undertaken, which assumes that peak hour traffic volumes will remain at 2018 levels through until 2030. This reflects the recent historic trend of no year-on-year growth in traffic within the study network.

Active Mode Users / Public Realm

As part of the appraisal, 2023 levels of both walk and cycle demand have been forecasted by analysing a series of existing datasets. These include the following:

- Propensity to Cycle Tool;
- Comparative case study evidence;
- National travel surveys; and
- TEMPro Trip Growth.

Data sources have been interrogated to analyse existing demand and travel patterns for all purposes on weekdays only.

A detailed methodology of the demand forecasting of active modes is included within Section 3.2 of the EAR (Appendix P).

Rail

For future year demand, exogenous growth data has been provided by the DfT, with TAG population estimates used beyond 2040.

Through liaison with the DfT, WSP have requested and obtained demand and revenue growth rates for each year from 2019/2020 through to 2049/2050. However, in line with TAG Guidance, beyond 2040 exogenous growth is assumed to be in line with population growth set out in the TAG Databook's Annual Parameters.

In line with TAG M4 guidance, the forecasts are based on the Demand Driver Generator (DDG) set of inputs (August 2020), which are available on request for work being carried out on behalf of the DfT.

The revenue growth has been provided in RPI real terms. In order to fit with the TAG guidance, this has been inflated using an RPI forecast and then delated using the GDP deflator from the latest TAG Databook.

4.3.4 How has the impact of the scheme on travel demand and behaviour been incorporated?

The demand response, in terms of modal shift to rail, from improved infrastructure to access the station and journey times have been estimated through the use of an elasticity-based spreadsheet model.

The rail access model uses a generalised journey time elasticity values from research contained within the Passenger Demand Forecast handbook.

The generalised cost savings and journey time savings are then applied to generalised journey times of rail users (inclusive of access times) to find a % uplift in users.

In addition, changes in station facilities generate an uplift in rail demand using the values relating to station attributes provided in PDFH Chapter B8, in line with TAG.

Diversion factors have been used to calculate the modal shift to rail from a variety of different modes, which are group as car, public transport and active modes.

Similarly, the TAG toolkit, utilising guidance in TAG unit A5-1, has been applied to estimate the uplift in cycling and walking as a result of additional infrastructure.

Full details are included within the EAR (Appendix P).

4.3.5 What methodologies have been used to calculate the **Monetised Benefits**?

The approach to determining the monetised benefits of the scheme was developed in line with TAG, principles and values. This has therefore been developed in line with TAG, principles and latest **November 2023** TAG databook values. The key appraisal assumptions applied to all

monetised benefits were (note: The key appraisal methodologies are described in the ASR (Appendix O) and are set out in detail within the EAR in Appendix P:

- Appraisal period of ranging from 20 to 60 years, reflecting the typical lifespan of the assets and the scale of the scheme;
- Full scheme opening by July 2025 with no phased implementation;
- Discounting to 2010 values; and
- Tax correction factor of 1.19 applied.

This section details, and describes, the results of the assessments obtained from the above approaches in turn. The section describes the key patterns, and underlying rationale for the benefits, in line with the Economic Assessment Report.

One option has been presented for the FBC. This represents a redesigned option that reduces the geographical scope of the scheme as set out earlier in the report.

TEE, PA and AMCB tables are presented supporting this in Appendix Q, with an AST presented in Appendix R.

Monetised benefits / savings of the Harrogate Station Gateway Improvements Scheme have been calculated using the following methodologies and are described below:

- Highway User Impacts (Vehicle Journey Time Changes);
- Rail User Benefits;
- **Public Realm Benefits, using the Ambience Benefits Calculator (ABC) tool;** and
- Active Modes Appraisal, **using the latest version of the Active Mode Appraisal Toolkit that incorporates revised DfT TAG Databook updates from November 2023;** and
- **Marginal External Costs (MECS) from mode switch.**

Highway User Impacts (Vehicle Journey Time Changes)

Due to the prioritisation of active modes at a number of junctions there will be resultant dis-benefits for private motor vehicles.

TUBA has been used to calculate the PVB for road users over the 60-year appraisal period. Table 4.5 below indicates the highway user impact disbenefits for the **preferred option at FBC stage.**

Table 4.5: Highway User Impacts – Benefits / Disbenefits, £000s	
Economic Benefit	Option 1 – FBC Preferred Option
Consumer User (Commute)	-£1,773
Consumer User (Other)	-£1,274
Business User and Provider	-£1,238
Indirect Tax Revenue	£2

VOCs (Commute)	-£18
VOCs (Other)	-£19
VOCs (Business)	-£128
Total	-£4,488

Each of the above benefits are reported in 2010 values and prices and are calculated over a 60-year appraisal period, in line with other aspects of the appraisal.

Total combined dis-benefit of **approximately -£4.49m** for the preferred option.

Rail User Benefits - Ambience and Rail Revenue

The scheme will result in ambience benefits for those accessing the railway station on foot, by cycle or by bus. In addition to this, there will also be an increase in rail revenue, which will be applied as a negative cost in the final BCR calculation.

The WSP Bespoke Rail Access Model (RAM) has been used to calculate the PVB for station patrons over the 60-year appraisal period. Table 4.6 below indicates the ambience benefits for the **preferred option**.

Table 4.6: Rail User Impacts – Benefits	
Economic Benefit	Option 1 – FBC Preferred Option
Ambience Benefits	£54,566
Rail Revenue*	£18,952

* *Applied as a negative cost*

Each of the above benefits are reported in 2010 values and prices, and are calculated over a 20 and **40**-year appraisal period.

These is a total benefit of **£0.07m** for the preferred option.

Rail User Benefits - Marginal External Costs

The perceived access journey time reduction for rail users as a result of the improved ambience will also result in modal shift to rail from car, which has been calculated using a generalised journey time elasticity approach. The benefits of this have been monetised using the DfT Marginal External Cost (MEC) approach, based on station gateway improvements, resulting in **3,795 annual vehicle-kms being removed from the highway network**. This is calculated using the WSP spreadsheet.

The rail user MEC benefits are valued from the above at around **£0.015m for the preferred option (2010 values and prices)**.

Table 4.7: Rail User Benefits – Marginal External Costs	
Economic Benefit	Option 1 – FBC preferred option
Congestion	£12,001

Accident	£1,951
Local Air Quality	£62
Noise	£130
Greenhouse Gases	£945
Indirect Taxation	-£13
TOTAL MEC	£15,077
Infrastructure *	£59

* Applied as a negative cost

Each of the above benefits are reported in 2010 values and prices, and are calculated over a 20 and 40-year appraisal period, in line with other aspects of the appraisal.

Total combined benefit for the preferred option is £0.015m.

Public Realm User Benefits

The calculation of user benefits (journey quality) has been assessed using TFL’s Ambiance Benefit Calculator (ABC). The tool monetises the benefit of providing at individual journey ambiance and public realm attributes using willingness-to-pay-values in pence per trip per minute (or unit).

A full explanation of the methodology and assumptions used in the ABC are included within the EAR in Appendix P.

The benefits associated with public realm improvements have been rebased to 2010 values and prices:

Table 4.8: Public Realm User Benefits	
Economic Benefit	Option 1 – FBC preferred option
User Benefits (journey quality)	£704,362

The above benefits are calculated over a 20-year appraisal period, as per TAG.

These is a total benefit of £0.70m for the preferred option.

Active Mode Benefits

The appraisal of benefits for cyclists and walkers has covered the following areas, following guidance from TAG unit A5-1 (May 2020):

- Decongestion benefits (marginal external cost savings) which accrue from new walkers and cyclists switching mode from cars and taxis;
- Journey Quality benefits which accrue from improved infrastructure for current and new cyclists (journey quality has been excluded for walk trip to avoid double counting);

- Health benefits which accrue to new walkers and cyclists in the form of reduced mortality risk and reduced absenteeism; and
- Other Benefits which may accrue as a result of more active travel.

The opening year for the appraisal has been assumed to be 2025, and a 40-year appraisal period has been used, following TAG examples for active mode schemes.

Two elements have been assessed to form the total benefits of the scheme, current levels of cycling and walking through the Station Gateway and potential uplift in numbers of cyclists and pedestrians as a result of the provision of the scheme.

The predicted active mode benefits for the core scenario are shown below:

Table 4.9: Active Mode Benefits	
Economic Benefit	Option 1 – FBC preferred option
Congestion benefit	£257,462
Accident	£42,588
Local Air Quality	£1,294
Noise	£2,839
Greenhouse Gases	£17,991
Reduced risk of premature death	£3,990,072
Absenteeism	£702,815
Journey Ambience	£2,548,819
Wider Public Finances (Indirect Taxation Revenues)	£1,647
Infrastructure*	£1,254
TOTAL	£7,566,783

* Applied as a negative cost

Each of the above benefits are reported in 2010 values and prices and are calculated over a 40-year appraisal period, in line with other aspects of the appraisal.

There is a total combined benefit of **£7.57m** for the preferred option

Summary of Monetised Benefits

Each of the monetised benefits streams for each option has been drawn upon and summarised in Table 4.10 below. These are used to produce the initial BCR for the scheme.

Table 4.10: Summary of Monetised Benefits	
Economic Benefit	Option 1 – FBC preferred option
Highway User Benefits / Disbenefits (Time)	-£4,459,000
Rail User Benefits - Ambience	£54,566
Rail User Benefits - MEC	£15,077
Public Realm Benefits	£704,362
Active Mode Benefits	£7,566,783
Total (PVB)	£3,881,788

4.3.6 What methodologies has been used to calculate **Monetised Costs?**

The costs of the Harrogate Station Gateway Improvement Scheme are set out in Appendix K, which summarises the costs in terms of the detailed cost breakdown.

The processes in DfT TAG, (Units A1-1: Cost-benefit Analysis and A1-2: Scheme Costs), have been followed, in order to calculate a Present Value of Cost (PVC) for each option appraised as part of this OBC.

For the Economic Case, the following steps have been undertaken in line with TAG:

- Scheme cost (2023 prices, including inflation);
- Cost adjusted for quantified risk and contingency;
- Optimism Bias added at 3%;
- Risk, contingency and optimism bias adjusted cost converted to 2010 prices;
- Discounted to 2010 prices; and
- Multiplied by the indirect taxation factor of 1.19 to ensure costs are in comparable market prices.

Costs can be defined as the total amount of money spent on constructing and maintaining the scheme.

Costs are categorised as Capital costs or Maintenance costs:

- Capital costs are construction costs, land costs, preparation costs (planning and designing the scheme) and supervision costs during the scheme construction; and
- Maintenance costs cover the costs of maintaining the scheme over its lifetime.

Capital Costs

At the time of the appraisal, costs for NYC were still to be finalised. Therefore, the initial economic appraisal is based on contractor costs only. When full scheme costs are available the economic appraisal will be revised.

The scheme capital or investment costs for the revised scheme design have been estimated by the contractor at approximately £6.14m in 2023 prices. An appropriate contingency has been added to account for potential risks associated with scheme construction, as well as construction price inflation to account for the period of construction in the 2024/25 and 2025/26 financial year. The time profile of capital cost expenditure is assumed to be incurred in 2024 (25% of total capital costs) and 2025 (75% of total capital costs). Only the costs which are incurred subsequent to the economic appraisal in 2023 have been included for the economic case, with sunk costs, representing expenditure prior to scheme appraisal (that cannot be retrieved) not included in the economic appraisal.

Estimated contractor scheme costs (Capital Costs) for the options are in 2023 prices (local and central government contribution only). These are as follows:

Table 4-11 – Capital Costs (2023 prices)				
Cost Components	Description	Costs by Year		Total
		2024/25	2025/26	
Construction, inc prelims, Traffic Management	Direct Construction Works, overheads and profit	£1,535,081	£4,605,243	£6,140,324
Preparation and Admin Costs	Design, consents, approvals and ancillary works	£89,535	£268,606	£358,142
Risk	Risk and Contingency	£109,585	£328,756	£438,341
Inflation	Inflation	£17,959	£53,878	£71,837
Total		£1,752,161	£5,256,483	£7,008,645

A detailed breakdown of the capital costs is included in Appendix N.

Adjustment for Risk

A Quantified Risk Assessment (QRA) has not yet been undertaken for the revised scheme. An allowance for risk has been included in the cost estimate.

Adjustment for Optimism Bias

Optimism bias refers to the tendency for scheme promoters to be overly optimistic about scheme costs. DFT TAG unit A1.2 sets out the recommended contingency which should be added to the scheme costs, after including quantified risk adjustment, so as to allow for optimism bias.

The Treasury Green Book suggests that appraisers should make explicit, empirically based adjustments to the estimates of costs, and TAG provides recommended adjustment factors based on the project category and stage of development.

At this stage, the level of optimism bias for the scheme elements has been set at 3%, as per the ASR. This is reasonable assumption with Stage 1 OB being 44% and Stage 3 OB being 3% for Roads projects (which include bicycle and pedestrian facilities) at FBC stage.

Adjustment for inflation

Real prices are adjusted for inflation, enabling comparison of quantities as if the prices of goods had not changed on average. Changes in value in real terms therefore exclude the effect of inflation.

Re-basing

TAG Unit A1.1 Cost Benefit Analysis explains that, when applying monetary values to cost impacts over a long appraisal period, it is important to exclude the effects of inflation. Failure to do so, would distort the results by placing too much weight on future impacts, where values would be higher simply because of inflation.

For Cost Benefit Analysis purposes, all values, when specified for different schemes at a given base year, should be adjusted to exclude future inflation. This is to prevent the effects of inflation, during variable scheme construction horizons, from distorting the common base values.

To convert from a 2023 price base to common price base year (2010), an inflation index (GDP Deflator) should be applied, thereby allowing for the change in inflation between 2023 and 2010.

The GDP price deflator index contained in the TAG data book has been used to convert prices from the 2023 price base year to 2010:

Discounting

TAG Unit A1.1 requires that, in order to calculate a present value, all monetised costs and benefits arising in the future should be 'discounted', that is to say adjusted for people's 'social time preference', to consume goods and services now, rather than in the future.

A discount rate per annum is applied, to represent the reduced present value of deferred future monetary costs and benefits.

The Harrogate Station Gateway Improvements Scheme cost estimate has been discounted to DfT Base year present value, at 2010, using rates from TAG Data book (**November 2023**):

- 3.5% pa, from base year 1 to year 30; and
- 3% pa, from year 30 to 60.

Market Prices

The penultimate stage in preparing the cost for appraisal is to convert the aggregate scheme cost from the 'factor cost' to the 'market price' unit of account using the WebTAG indirect tax correction factor of x1.19, which reflects the average rate of indirect taxation in the economy.

Maintenance Costs

A number of maintenance costs have been accounted for in the appraisal. The total net impact of maintenance costs of the scheme equates to £84,090 in 2010 prices across the appraisal period for the Preferred Way Forward option.

Rail Industry Revenue Generation

The scheme will generate some new-to-rail trips as a result of the improvements to access Harrogate Rail Station through new cycle infrastructure and public realm provision around the station and routes connecting the station to residential areas in Harrogate. The new-to-rail trips were assigned an average fare based on current demand to ascertain the revenue change that will occur as a direct result of the scheme. This gives a total of **£18,952** in 2010 prices for **preferred option at FBC stage** and is accounted for as a negative cost to the public account.

MEC Infrastructure Impacts

There are some infrastructure cost savings generated with the Harrogate TCF scheme implementation. The AMAT captures infrastructure benefits for the Preferred Way Forward option due to the reduced vehicle kilometres travelled, which will reduce the impacts on infrastructure. From the RAM work, the infrastructure benefits **arise** due to the mode shift from car to rail. As these are cost savings, they are accounted for as a negative cost.

Table 4.12 summarises the breakdown of the monetised costs for **the FBC preferred option**, using the method discussed above.

Cost Breakdown	Option 1 – FBC preferred option
Base Costs (2023 prices)	£7,008,645
Adjusting Price Base (2010 prices)	£4,881,151
Apply discounting	£2,939,329
Adjusting to Market Prices @1.19	£3,497,801

Total	£3,497,801
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4.3.7 How is uncertainty in the appraisal dealt with?

To reach a judgement about what the final value for money category should be, an approach making use of 'switching values' is employed. This examines the extent to which Present Value Benefits or Present Value Costs of the scheme would need to increase or decrease to result in a change to the assigned value for money category. Analysis is then used to inform a judgement as to how likely this increase or decrease is likely to be realised.

The value for money assessment thus reflects a consideration of all material economic, social and environmental impacts including those which cannot be easily monetised for inclusion in benefit-cost ratios.

Switching Values

A switching values analysis is conducted to understand the extent to which the current PVB and PVC would need to increase or decrease to generate a BCR of 1 (Low VfM) and 1.5 (Medium VfM).

Table 4.13: Switching Value Analysis

BCR	Target PVB	Current PVB	PVB % Change	Target PVC	Current PVC	PVC % Change
1.0	£3,496,387	£3,825,086	-8.59%	£3,825,086	£3,496,387	9.40%
1.5	£5,244,580	£3,825,086	37.11%	£2,550,057	£3,496,387	-27.07%

Table 4.14 shows that in order for the scheme to retain a 'Low' VfM rating, the PVB could decrease by approximately 8.6% and/or the PVC could increase by 9.4%. Alternatively, to reach a 'Medium' VfM rating, the PVB would need to increase by 37.1% and/or the PVC would need to decrease by approximately 27.1%.

4.3.8 Are there any Wider Scheme Benefits?

The proposed improvements will have an impact on the land values associated with new developments in the surrounding area. This is because the station will be a gateway and focal point in the town, with the potential to help facilitate the development of new housing and employment sites.

Research has also proven that station enhancements will increase the value of existing land and properties within certain radii surrounding the station.

TAG Unit A2.1 sets out the overall guidance for appraising the wider economic impacts of a transport scheme whilst TAG Unit A2.2 (covering 'Induced Investment'), MHCLG's Appraisal Guide and Homes England's Additionality Guide set out how certain proportions of land value gain associated with unlocked developments (housing and commercial) can be attributed to an

intervention. In this case, the intervention refers to the various proposals associated with the Harrogate TCF scheme.

Land Value Uplift

Based on extensive discussions with the Economic Development team at Harrogate Borough Council, a number of new housing, employment and mixed-use regeneration sites in the town (where there is dependency of the sites on the station scheme) have been identified.

To quantify these land value uplift benefits, the principles of additionality as set out in MHCLG's Appraisal Guide have been followed. Additionality covers the extent to which an economic benefit (e.g. land value uplift) can be attributed to an intervention. Additionality takes account of the extent the positive outcome will happen regardless of whether the intervention goes ahead or not. This is termed 'deadweight' in additionality guidance whilst the extent to which the outcome will simply be displaced from elsewhere is referred to as 'displacement'. Both deadweight and displacement are therefore taken account when the additionality proportions have been selected. This is discussed in more detail below.

In the immediate vicinity of the station, there is a large mixed-use development proposed that is heavily dependent on much improved transport connectivity and public realm. Based on the Masterplan, the development will form a regionally significant 'gateway' for Harrogate with excellent public realm and a high quality mixed-use development to meet the present and future needs of the town centre.

The high quality transport links are integral to the development and will resolve several of the transport constraints that the area around the station currently experiences. The transport proposals are at the forefront of sustainable travel planning and there will be full coordination between rail, bus, taxis, cars, cyclists and pedestrians.

There is also strong support for the TCF scheme from developers as they have made it clear that the various elements of the scheme are critical if the site is to be 'unlocked':

[REDACTED], as a landowner adjacent to the scheme and lead developer for the built form of the Station Gateway regeneration, fully support the emerging Transforming Cities Fund backed proposals.

In 2017 we, along with other stakeholders and landowners, developed and agreed a Masterplan for the site with a vision to:

Create a regionally significant, exemplar Gateway for Harrogate with outstanding public realm, high quality mixed-use development to meet the present and future needs of the Town Centre, and high quality transport links at the forefront of sustainable travel planning coordinated between rail, bus, taxis, cars, cyclists and pedestrians.

The Masterplan should be ambitious and imaginative, but also will also focus on being fundable, both publicly and privately, to ensure it can be delivered and generate viable development opportunities, as well as catalyse further phases, without further delay to regeneration of a site which has blighted Harrogate for far too long.

Sustainable transport and public realm improvements are key to unlocking built development, that will bring much needed new homes and jobs to the town. The TCF scheme is, therefore, critical to facilitate future development of the area” (██████████, 23rd February 2021).

The proposed large mixed use development comprises the following:

- 280 residential units;
- 49,340 square feet of office space; and
- 11,840 square feet of retail space.

Based on land value uplift methodology and additionality guidance, the land value gain from unlocked housing has been calculated. Using a land value uplift and additionality model developed by WSP, total land value gain across the 280 units at the seven housing sites adjacent to the station is c. **£8.9 million (2010 prices, present value and market prices, as per DfT guidance).**

This is based on a high additionality assumption of 75% (i.e. 75% of the land value gain is attributed to the station improvements) on the basis that the development is intrinsically linked to the major enhancements at the station.

For the new commercial buildings at the development (both office and retail), there will also be land value uplift as the station improvements will help unlock these new developments. There is already strong evidence in Harrogate that offices near to the station are in high demand and command much higher rental values compared to developments further away. The 11-storey Exchange tower in Station Parade is a good example of this as it has 99% occupancy and commands office rents of approximately £25 per square foot.

For land value uplift alone, the new commercial development at the station would generate over **c. £0.1 million in additional value (2010 prices, present value and market prices).**

This is based on the difference between ‘office CBD’ land values per hectare and the values for Industrial land as per the Valuation Office Agency definition of different land uses. An additionality rate of 100% has been applied on the basis that the development is comprehensively linked to the major enhancements at the station.

Impact on Existing Property Values

Extensive research in recent years has demonstrated that station improvements (especially enhancements to ‘gateway’ standards) also generate additional value across existing properties. Specific examples include the impact on house prices near Crossrail stations in London where prices have increased by 31% even before the new line opens. For the Sheffield Station Gateway programme, the improvements generated inward investment of £74 million to the station area.

Since residential property prices near to stations tend to have the highest value (and decrease with distance from the station), the impacts considered here are based on TfL research whereby there is:

- A 10% premium on property values within 500 metres of the station; and
- 5% falling to zero premiums on property values at distances of 1,000 and 1,500 metres.

Based on the number of households within these radii surrounding Harrogate station (taken from Experian data) and using up to date average property values (November 2020 Land Registry Values) in the town, it has been possible to calculate the likely increase in existing property values. These are as follows:

- Within 500 metres: £51.5 million; and
- 500 to 1,500 metres distance: £65.9 million.

(these values are presented in DfT-compliant 2010 prices representing present value and market prices).

Although the impacts on existing property values are not included in scheme BCRs, they nevertheless provide further evidence as to how transformational station improvements (and related works) can have significant local economic impacts.

4.3.9 Are there any Low Carbon and Environmental Scheme Benefits?

Low Carbon Benefits

In addition to the standard environmental appraisal, a climate change assessment to quantify the likely Greenhouse Gas Emissions impact has been included. This includes completion of the Carbon Zero Appraisal Framework, which comprises a compilation of tools and methods developed by WSP to support appraisal and management of climate change impacts of transport development.

The framework provides an alternative method for determining carbon and resilience impacts. Compared to traditional, adopted TAG methods, the Carbon Zero tool provides a more accurate reflection of the whole-life impact of the scheme on greenhouse gas emissions (referred to as carbon) and considers resilience of the scheme to changing climate conditions. In doing so this is intended to provide decision-makers with a fuller understanding of how the scheme influences the climate emergency and net-zero targets. The methodology applied is summarised in the Carbon Zero Methodology Statement for Harrogate Station Gateway (Appendix M).

Carbon savings due to modal shift and planting are offset by changes to traffic speeds, journey lengths and flows as a result of the scheme. Embodied carbon associated with the manufacture and transport of materials for the scheme will also result in a carbon impact.

WSP's Carbon Zero Appraisal Framework is not an adopted approach within the current TAG. As such, the impacts quantified through the Carbon Zero appraisal have not been included in the BCR or VfM as part of Economic Case, which instead rely on traditional outputs from methods such as TUBA. The Carbon Zero appraisal instead provides additional, alternative evidence to support the strategic case and environmental appraisal.

Environmental

The environmental appraisal included within the BCR or VfM is developed by specialists in each area in accordance with TAG Unit A3 (Environmental Impact Assessment). The TAG worksheets are completed to inform the AST qualitative analysis and scoring. Given the

relatively small cost of the schemes, a qualitative assessment is viewed as proportionate at this stage of the project.

The appraisal considers the following aspects:

- Noise (monetised from MEC impacts, plus qualitative narrative on overall impacts and on key receptors);
- Air quality (monetised from MEC impacts, plus qualitative narrative on overall impacts and on key receptors);
- Greenhouse gases (monetised from MEC and highway impacts, plus qualitative narrative on overall impacts and on key receptors);
- Landscape (qualitative);
- Townscape (qualitative);
- Historic Environment (qualitative);
- Biodiversity (qualitative); and
- Water environment (qualitative).

The expected environmental impacts are summarised in Table 4-14.

Impact	Summary of Key Impacts	7 Point Scale
1. Noise	During construction there could be a temporary adverse impact due to noise and disturbance. However, during operation it is anticipated that there would be a slight beneficial impact as a result of the Proposed Scheme, most notably as a result of the full pedestrianisation of James Street and due to a potential modal shift from private vehicle to active and sustainable transport modes.	Slight Beneficial
2. Air quality	During operation it is anticipated that there would be a slight beneficial impact as a result of the Proposed Scheme, due to a potential modal shift from private vehicle to active and sustainable transport modes.	Slight Beneficial
3. Greenhouse gases	Over the scheme lifetime it is expected that operational benefits from modal-shift and tree planting will be outweighed by adverse impacts, notably from increased journey lengths caused by reduction of capacity on Station Parade and embodied carbon from construction.	Slight Adverse
4. Landscape	Due to the location of the Scheme, it is considered that the nature of the impacts relate to townscape only, and that no effects on the wider landscape of Harrogate will occur.	N/A

5. Townscape	Enhanced public realm, provision of new cycle ways, pedestrian routes, improved crossings, use of high-quality materials and a reduction in general traffic from modal-shift are likely to enhance the layout, human interaction and connectivity of the townscape	Moderate Beneficial
6. Heritage	No direct impacts on designated heritage assets. Potential for direct adverse impacts on the form and survival of stone wall at the eastern entrance of One Arch and loss of mature trees within the Conservation Area. Public realm improvements, implementation of high-quality materials, the full pedestrianisation of James Street and a potential reduction in general traffic as a result of modal shift from private vehicle to active and sustainable modes are likely to improve the context of listed buildings and features of the Conservation Area.	Moderate Beneficial
7. Biodiversity	No direct or indirect impacts on any statutory designated sites are anticipated. Some adverse impacts from habitat loss / disturbance, including that which has the potential to support bats within the One Arch underbridge, and loss of trees within the site boundary which have the potential to support nesting birds. However, through mitigation and enhancement measures these impacts and any disturbance to surrounding habitats are anticipated to be minimised.	Neutral
8. Water environment	The Proposed Schemes are all within an area of Flood Zone 1 associated with the River Nidd. Overall, the impact on the water environment is anticipated to be Neutral.	Neutral

4.3.10 How the scheme impacts across different social groups?
<p>All social benefits associated with the scheme have been qualitatively assessed using the guidance in TAG Unit A4-2.</p> <p>The scheme will benefit existing and new users of bus and railway stations, as well as those generally accessing and passing through the town centre.</p> <p>The scheme has been assessed to have positive impacts across all categories, as indicated in Table 4-15 below. The Full DI assessment is included in the Economic Assessment Report (Appendix J).</p>

Table 4-15: Social and Distributional Analysis	
Item	Expected Impacts positive or negative
1. User Benefits	Positive (DI = Moderate Beneficial): the SDI analysis has demonstrated that there are several social benefits associated with the scheme, particularly the journey quality and physical activity (health) benefits associated with the active mode proposals. From a DI perspective, the majority of user benefits are distributed within 'mid point' income quintile 3 with the overall impact being Moderate Beneficial across all five income groups
2. Noise	Positive (DI = Moderate Beneficial): although overall noise impacts are very small relative to user benefits (just over £4,500), they are distributed across all income groups with the majority of impacts experienced by those in income quintile 5
3. Air Quality	Positive (DI = Moderate Beneficial): similar to noise impacts, the total value of air quality impacts is small relative to user benefits (just over £8,000). They are also distributed across all income groups with the majority of impacts experienced by those in income quintile 5
4. Accidents	Positive (DI = Slight Beneficial): monetised accident impacts reflect the benefits of fewer road traffic accidents due to modal switching to active modes (cycling and walking). Although these impacts will be distributed across the different income quintiles, the impacts are Slight Beneficial given that total accident benefits are comparatively small whilst the impacts on different income groups, although positive, will be slight compared with some of the other impacts
5. Security	Positive (DI = Slight Beneficial): although the Harrogate TCF scheme will largely benefit those in higher income groups, those in more vulnerable groups (such as women, older people and those with disabilities) will benefit from the improved security afforded by the enhanced pedestrian and cycle paths as well as the improvements to general ambience and public realm
6. Severance	Positive (DI = Moderate Beneficial): barriers to pedestrian movement will be removed or reduced through improvements to road crossing provision and improvements to pedestrian movements generally. This means that the scheme will reduce existing levels of severance rather than impose higher levels of severance across more vulnerable social groups. The DI analysis (reported fully in the EAR) describes how each enhanced pedestrian corridor will reduce severance to key locations and amenities (including the station) within the town
7. Accessibility	Positive (DI = Moderate Beneficial): although TAG Unit A4.2 focuses on public transport accessibility aspects of accessing employment, services and social networks, the Harrogate TCF scheme (with its focus on active

	mode improvements) will nevertheless improve accessibility both to the rail and bus stations as well as to various key locations throughout the town. There are also strong links with the reduction of severance impacts as reported above given that the scheme will reduce barriers to accessibility within the local community. The reductions in severance and hence improvements in accessibility reflect the positive effect the scheme will have on walking to local facilities, including access to Harrogate station and the many onward journey opportunities this offers
8. Affordability	Positive (DI = Slight Beneficial): Although the Harrogate TCF scheme is predominantly characterised by improvements to active mode travel, the enhancements to the walking and cycling routes will offer a greatly enhanced, relatively low cost travel options that will be particularly applicable to those on low incomes. People in this category may not be able to afford a car (or indeed regular public transport fares to/from the station) but will view the improved cycling and walking routes as a financially affordable means of accessing the station as well as other key locations across the town centre

4.3.11 What are the summary results from the appraisal of the scheme?
Appraisal Summary Table
<p>The qualitative/ quantitative assessment of predicted scheme performance against each of the TAG sub-objectives has been completed using an Appraisal Summary Table (AST) and references the ASST appended to the ASR (Appendix I).</p> <p>A completed Appraisal Summary Table for the preferred scheme option at FBC stage is provided in Appendix L.</p> <p>This highlights the core benefits which are anticipated as a result of the implementation of the Harrogate Station Gateway Improvements scheme.</p>
Transport Economic Efficiency Table
<p>A completed Transport Economic Efficiency (TEE) Table for each scheme option is provided in Appendix K.</p> <p>The total present value of transport economic efficiency benefits (TEE) is -£4.16m for the preferred Harrogate Station Gateway Improvements scheme.</p>
Analysis of Monetised Costs and Benefits Table
<p>The economic appraisal for the Harrogate Station Gateway comprises an assessment of the overall, net, monetised, economic worth of the scheme, as summarised in the AMCB.</p>

<p>The completed Analysis of Monetised Costs and Benefits Table is provided in Appendix K for the Harrogate Station Gateway Improvements scheme.</p> <p>Marginal external cost benefits (excluding congestion – accounted for in the TEE Table) for all assessments are presented in the AMCB Table, along with physical activity and journey quality savings assumed from the Active Mode and ABC assessment. User benefits split by purpose are pulled through from the TEE table.</p> <p>This shows an overall PVB of £3.83m for the preferred Harrogate Station Gateway Improvements scheme.</p> <p>The Benefit-Cost Ratio (BCR) for the scheme is provided in Section 4.3.12 and Table 4-17 below.</p>
Public Accounts Table
<p>Completed Public Accounts Tables for each scheme option are provided in Appendix K for each option and the overall programme.</p> <p>All costs accrue to the public sector.</p>

4.3.12 What is the Value for Money position?
<p>The initial BCR for the preferred scheme is 1.1, which represents an initial 'Low' Value for Money position in the classification provided by the DfT.</p> <p>An adjusted BCR (level 2), taking into account land value uplift impacts as a result of the Harrogate Station Gateway scheme based on the core scenario, is 3.7, which represents a 'High' Value for Money (adjusted position).</p> <p>As stated above, at the time of the appraisal, costs for NYC were still to be finalised. Therefore, these BCRs are based on contractor costs only. When full scheme costs are available they will be revised.</p> <p>The overall value for money assessment is summarised in Table 4-17 below.</p>

Table 4-17 Value for Money Assessment		
Present Value of Benefits (£)	A	£3,825,086
Present Value of Costs (£)	B	£3,496,387
'Initial' Net Present Value (£)	A-B	£328,758

Initial Benefit to Cost Ratio	A/B	1.09
Value for Money Category	Initial BCR	Low
Present Value of Other Monetised Impacts	C	£9,000,000
'Adjusted' Net Present Value (£k)	(A+C)-B	£9,328,758
'Adjusted' Benefit to Cost Ratio	(A+C)/B	3.67
Value for Money Category	Adjusted BCR	High

4.3.13 Preferred Option Selection and Justification

Option 2 for the Harrogate Station Gateway (Do Something) was identified as the preferred option at OBC stage. The advanced feasibility proposal for the Harrogate Station Gateway was a variation of the 'Less Ambitious' option progressed during the previous stage 2 SOC business case submission.

The latest detailed design is a variation of the preferred option progressed during the previous stage 3 business case submission. The option has been taken forward for assessment as part of this FBC and the results have been presented throughout the economic case. Overall, this option has an 'initial' NPV of £0.33m which results in an initial BCR of 1.09. The 'adjusted' NPV of £9.33m, which includes indicative monetised benefits from Land Value Uplift, results in an adjusted BCR of 3.67.

In the absence of full scheme costs at the time of the appraisal, these results reflect contractor costs only. When full scheme costs are available the economic appraisal will be revised.

The preferred Harrogate Station Gateway Scheme as presented has also been selected on the basis that it meets the following criteria:

- Achievement of the scheme and wider TCF / City Region objectives – documented in Section 1.2;
- Designs follow best practice guidance and have been developed in accordance with Green Streets principles, LTN1/20, DMBR and NYCC Design Standards;
- Performance against the scheme CSFs;
- Cost and delivery;
- Economic benefits (monetised and non-monetised) including alignment to the governments levelling up policy; and
- Value for money performance.

The preferred option illustrated in Appendix A will encourage inward investment in the local area via the significant enhancement of sustainable travel infrastructure in and around Harrogate

Station. Linking the station to key development, employment and educational sites within a short cycling and walking distance. Not only will the scheme enhance active travel improving journey quality, physical activity and journey times it will significantly improve public realm, complement the conservation area and facilitate sustainable growth.

DfT appraisal guidance states that highway impacts must be accounted for. However, in light of national policy aimed towards to decarbonising the economy and building resilience against climate change, discouraging short distance private vehicle trips on an already constrained network can act as a catalyst for modal shift to sustainable modes of travel and will only further complement these priorities. Therefore, the highway impacts associated with the Harrogate Station Gateway scheme is expected to contribute towards meeting this policy.

When considering the benefits of the scheme to existing users, new attracted users, and the economic benefits of the scheme, there is a strong strategic, and economic case for investment.

5. Financial Case

The purpose of the Financial Case is to demonstrate that the preferred option is affordable and has the necessary funding. This includes the capital and on-going revenue costs and impacts.

5.1 Capital Costs

5.1.1 What is the total project outturn capital cost?

The total outturn capital cost for the preferred Harrogate Station Gateway scheme is estimated to be **£12.1m** as set out in Table 5-1 below.

Prior to submission of this FBC, Galliford Try were onboarded as the delivery contractor and have prepared a budget cost estimate (Order of Cost) for the scheme, which totals £7.009m. The Order of Cost was produced as a budget as requested by NYC to produce a revised forecast for the Harrogate Station Gateway scheme with a reduced scope dated 28th June 2023.

The contractor Galliford Try used rates recently received from supply chain associated with the Skipton TCF scheme. As such in the absence of market and programme checking through supply chain there remains the risk of both programme creep and benefit.

NYC will incur costs for the further development of the scheme and management of its construction. They have produced a cost estimate for this.

The **key contractor cost assumptions** are as follows:

Series 200: Site Clearance

- All site clearance items assumed to be removed to tip unless stated within the item description.

Series 500: Drainage and Service Ducts

- Drainage has been assumed to follow the kerblines of the highway extents, this will develop as the scheme progresses.

Series 600: Earthworks

- Full depth excavation of parts of the existing carriageway has been included in the earthworks.
- Excavation has been allowed for to enable the construction of a base to the paving slabs required.
- Allowed for 20% of hard material within the excavations.
- Excavated material will be disposed off site.

Series 700: Pavements

- The existing carriageway will be planed and re-surfaced.
- Any area outside of the existing carriageway that is to be part of the carriageway surfacing will be deemed to require full depth carriageway construction.

Series 1100: Kerbs, Footways and Paved Areas

- New kerbing has been assumed across the site with existing kerbing being taken up and disposed where required.

Series 1200: Traffic Signs and Road Markings

- An allowance has been made for the road markings as final cost may be dependent on minimum site visit charges, so for this stage of the estimate this should suffice.
- An allowance has been made for the road signs that may be required as it is not clear at this stage of the project.
- The costs were developed in line with WYCA's TCF Cost Benchmarking Summary required to refine the non-direct construction items and ensure indirect costs are estimated consistently across the TCF Programme.

General

- It has been assumed that this scheme is to be delivered as a 'standalone' project.
- Rates have been used in line with the Skipton Tender

Future Inflation

- An amount for inflation has been applied in accordance with BCIS Base Date rates May 2023 to August 2023.
- Future inflation has also been applied up to the time all procurement has been completed.

Preliminaries

- A percentage allowance for preliminaries has been included at 25% to take into account anticipated reduced productivity as a result of the site conditions i.e. working around pedestrians, working around existing live services etc.

Traffic Management

- A traffic management allowance has been made to account for the scheme construction period. The allowance is based on the number of working days as per tender access/sectional completion dates, doubled to allow for working in two areas at a time, by £1000 per shift TM costs

Risk

- An allowance for Contractor Risks of £0.438m has been included, as well as Client Risks of £1.118m.

Cost Comparison: OBC vs. FBC

Since the OBC, the scheme has been substantially re-scoped and therefore a like for like cost comparison has not been produced. The total outturn costs at OBC stage amounted to £11.6m, whereas the preferred option cost now presented within this FBC Financial Case is £12.1m.

Table 5-1: Breakdown of Project Outturn Costs

	Total Project Outturn Costs (£)	% of total costs

Project Development	3,137,210	26%
Delivery	4,280,220	35%
Indirect Construction	2,741,957	23%
Other (inc. Contractor framework)	£358,142	3%
Inflation	71,837	1%
Risk	1,117,605	9%
Contingency	300,000	2%
Benefits Realisation	50,000	0%
Total Cost (£m)	12,056,971	100.0%

5.2 Funding Profile

5.2.1 What is the cash flow and funding profile for the project?

The funding profile is in line with the costs outlined in the previous section split across three financial years with the majority of funding required for spend between 2024 and 2026.

Sunk costs (project development costs) spent to date are included in the funding profile below at the overall request from the Combined Authority. The total costs spent to date are £3.14m on project development.

91% of the funding will be requested through the CA with the additional 9% of the total scheme cost funded by a local capital contribution from NYC, comprising £550k confirmed funding and an in principle £500k allocated to the overall NY TCF programme. NYC reserves the right to reallocate across the programme as required. Funding sources are further described in section 5.4 below.

The funding profile for the Harrogate Station Gateway (Preferred Way Forward) scheme outlined in the Table 5-2 below.

Table 5-2: Scheme Funding Profile by Financial Year

Cost Components	Description	Project Spend to Date	2024/25	2025/26	Total
Project Development Costs	Sunk costs to date	£3,137,210			£3,137,210

Delivery	Direct Construction Works		£1,070,055	£3,210,165	£4,280,220
Indirect Construction	Inc. prelims, traffic management, utilities		£685,489	£2,056,468	£2,741,957
Other	Contractor contract fee		£89,536	£268,607	£358,142
Inflation			£17,959	£53,878	£71,837
Risk	Risk allowance		£279,401	£838,204	£1,117,605
Contingency	Contingency pot		£75,000	£225,000	£300,000
Benefits Realisation			12,500	37,500	£50,000
Total Cost		£3,137,210	£2,229,940	£6,689,821	£12,056,971
Total Cost (excluding sunk costs)			£2,229,940	£6,689,821	£8,919,761

The spend profile will be refined further as the detailed design is developed.

5.3 Revenue Costs

5.3.1 Are there any revenue, on-going/operational costs associated with the project?

The Harrogate Station Gateway scheme may give rise to limited additional revenue liabilities for capital renewals and maintenance, when compared to a future scenario in which the Harrogate Station Gateway scheme does not exist. Operating and maintenance costs are the cost of people, machinery and materials required to maintain the Harrogate Station Gateway, the anticipated 'whole life cost' expenditure has been profiled over time.

The majority of the maintenance obligations will fall under the purview of NYC and, as such, will be fulfilled as part of the maintenance regime operated by the council. The station plaza area is currently maintained by Network Rail. There is not expected to be a net increase in maintenance requirements as a result of the scheme proposals within the plaza. A maintenance agreement is currently under negotiation between Network Rail and NYC.

Maintenance and Renewal Costs

As the Harrogate Station Gateway scheme predominately falls within the existing extent of the highway boundary it is not expected that there will be a significant change in maintenance costs associated with these elements of the scheme.

The lifecycle costs for the highway elements of the scheme are expected to be less over time due to the reduction in vehicular loading on the cycleway element of the carriageway.

An assessment of future 'without' intervention maintenance liabilities was completed in consultation with the NYC Asset Management Team to determine the level of investment required to maintain the current level of highway provision.

This assessment has then been compared against the future 'with' intervention maintenance liabilities to derive net future maintenance cost.

Based on the above assessment it is predicted that approximately £312,960 in 2021:Q1 prices will be required for the purposes of renewing and maintaining the net new infrastructure over a 60 year period.

The whole life costs identified above have been factored into the economic appraisal and have therefore had an impact on the estimated BCR and NPV. In financial assessment terms, these maintenance costs would be covered by the asset owner. NYC will maintain its assets in line with council budgets. Confirmation of maintenance responsibilities will be provided at AtP.

The approach to estimating net maintenance costs used at this stage is considered to be conservative as it assumes that existing and proposed infrastructure is of equal condition (i.e. 'as new'). It is likely that elements of the existing infrastructure will be at, or close to, the end of its permitted life span and therefore would be requiring imminent renewal. Whereas all the proposed infrastructure will be new when installed. This would increase the maintenance costs of the future 'without' estimate and consequently reduce the net 'with scheme' maintenance costs.

Operating Costs

No operating costs are associated with the Harrogate Station Gateway.

5.4 Funding Source

5.4.1 What other funding sources are there within the project?

£11.007m of Combined Authority Funding is requested from the TCF programme for the delivery of the preferred Harrogate Station Gateway scheme, reallocating £369,807 from the OBC Skipton allocation to this Harrogate scheme. £550k of the total capital costs are to be funded by NYC (former HBC and NYCC allocation). **An additional £500k has been allocated to the overall NY TCF programme, assuming TCF funding is approved. NYC reserves the right to reallocate across the programme as required.**

No third-party contributions have been identified.

Cash Flow Statement

In summary, the preferred option is expected to have the following implications on public accounts:

- TCF funding is sought to fund **£11,006,971** (91%) of the scheme costs, with the majority of the funds being spent during the financial year **2025-26**;
- A local contribution of **£1,050,000** (9%) of the scheme implementation costs is required **from NYC as set out above.**

- NYC will maintain its assets in line with council budgets. Confirmation of maintenance responsibilities will be provided at AtP.

As a commitment of support, NYC's Section 151 Officer has provided a letter to restate and reinforce the Council's financial obligations in ensuring compliance with the WYCA's Assurance Framework requirements and the Transforming Cities Fund requirements and identifying £550k as a contribution for the Harrogate scheme (see Appendix O). **An additional £500k has been allocated to the overall NY TCF programme, assuming TCF funding is approved. NYC reserves the right to reallocate across the programme as required.**

Table 5-3: Funding Source			
Funding Source	(£m)	Current status (secured, pending, applied for)	
Transforming Cities Fund (TCF)	£11.007m	Applied for*	
NYC Capital Funds	£550,000	Secured	If TCF funding is approved
NYC Capital Funds	£500,000	In principle	If TCF funding is approved Allocated to the overall NY TCF programme. NYC reserves the right to reallocate across the programme as required.
Total (£m)	£12.057m		

*Note: seeking to reallocate £369,807 from the Skipton TCF allocation to the Harrogate scheme.

5.4.2 What are the main financial risks and how will they be managed?

NYC (as NYCC) has considerable experience with this type of project and recognising that financial risks still remain, will identify a risk and contingency pot within the total package cost. The key financial risks ranked in order of importance are as follows:

- There may be an increase in the traffic management costs above the 15% allowance made within the cost estimate.
- Unplanned services / stats diversions are identified during construction; and
- Ground conditions worse than anticipated or the ground may be contaminated.

Typical risks that would normally be attributed to a project of this nature include:

- 3rd party interface issues including service providers, signalling providers and bus providers
- Delays in obtaining TRO's
- Changes to Regulations

- H&S issues on site
- Unidentified services
- Severe adverse weather
- Site access / logistics
- Political Changes
- Delay in obtaining project approval / business case approval

The full scheme risk register is included in Appendix X.

5.4.3 How will cost overruns be dealt with?

Once the project contribution is fixed from the CA, cost overrun responsibility falls to the promoting authority.

The Project Management team will be responsible for managing the budget on a day-to-day basis. It is expected that cost reductions will be sought through both the development and delivery process. In addition to this, cost and programme risks have been considered.

Further to the above, to control the project costs the team will be actively managing costs through the risk identification process which will be governed by the Project Board. In the event a cost overrun should occur, the following two-tiered approach would be utilised by the project team:

Project Board & Governance

A Project Board is already established for the project, as detailed in the Management Case, to oversee the management of the design and delivery of the TCF schemes. This Project Board will set cost tolerances for the Project Manager, which fit within the funding available through the TCF programme.

The Project Manager will escalate to the TCF Project Board if these tolerances are going to be exceeded. Should the costs exceed those approved for the scheme then the Project Board will escalate the matter to the CA Programme Board.

The maximum cost overrun of the final target cost which has delegated approval by the WYCA Managing Director is 10%. For any cost overruns above this level there will be a requirement to take the matter to the Investment Committee for their approval.

Project Manager Actions

At an individual project level, the Project Manager will control the project costs.

This will be achieved by actively managing the QRA and seeking to promote value engineering through the NEC3 contract. Costs of each scheme will also be actively monitored by the Programme Board. Programme Board will retain responsibility for ensuring cost over-runs do not occur, and are suitably mitigated in the first instance through individual project management practices and responsibilities reporting into Programme Board.

As the scheme delivery progresses, the out-turn costs achieved, and performance will be used to actively adjust risk allowances as part of the submissions for latter schemes in the programme. This will ensure that there is no on-going build-up of potential cost over-runs over the delivery of projects coming forward as part of the programme.

Contractor Actions

The Commercial Case (section 3.2.3) details the proposed approach to risk allocation and transfer. This identifies those risks which would be assigned in full (or on a shared basis) to the Contractor. The approach presented will ensure that all risks are assigned to the party best placed to manage them, achieving value for money.

Delivery and programme risk will be shared and incentivised through a pain/gain mechanism provided for as part of the construction contract. This will be incentivised against the NEC3 Target Cost approach, which will specify incentives against a Target Cost at preliminary design, to an agreed Target Cost at Detailed Design stage. Incentivised performance will be based against this through to final delivery.

Incentive payments against target cost at the previous stage will provide a strong set of incentives and reward to be innovative in finding solutions to problems.

5.4.3 Does the project offer any potential to generate a commercial return to pay back the Combined Authority funding?

Not applicable to this scheme. No planned works as part of the Harrogate Station Gateway that will provide a commercial return to pay back the Combined Authority funding.

There is no opportunity to provide additional retail assets as part of the scheme delivery that will offer a commercial return to the CA. All existing assets are to be rightly owned and maintained by NYC and Northern/ Network Rail.

5.4.4 Has the project considered any State Aid implications?

There are no State Aid implications.

The improvements to pedestrian, bus and cycling infrastructure and public realm on the public highway to be delivered by the scheme will benefit the public in a free and non-discriminatory manner. The scheme will not affect trade between member states or distort competition. Improvements to the public highway which are not commercially exploited but used by the society as a whole in a free and non-discriminatory manner falls within the public remit of the state, and are exempted from State Aid control. Whilst the scheme may deliver indirect benefits to train operating companies (TOC's) currently operating at Harrogate Station, their contracts to provide public transport result from a properly procured process. The scheme delivery partners have also been properly procured.

5.4.5 Is the Combined Authority funding a loan? **Only complete this section if applying for a loan from the Combined Authority.**

Not applicable.

6. Management Case

6.1 Deliverability

6.1.1 How will the delivery of the project will be managed?

This section identifies the management and governance arrangements for the scheme, based on experience from successfully delivered previous projects.

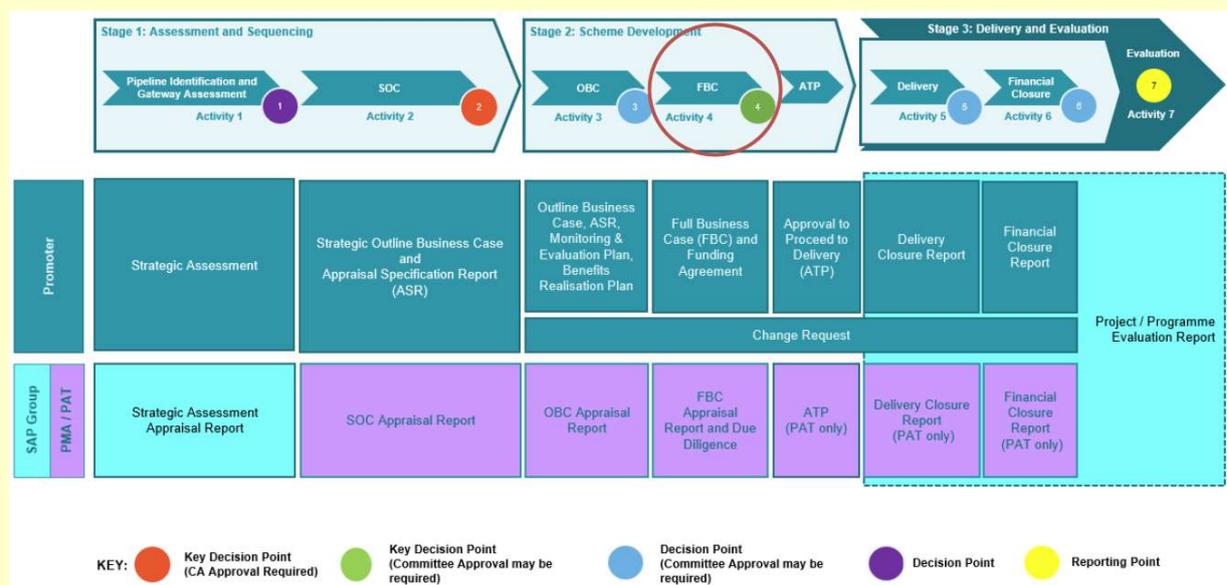
A robust project management framework and governance structure is in place to manage the scheme through to construction. The framework follows the principles of PRINCE2 and has been developed in line with the West Yorkshire Combined Authority (WYCA) Assurance Framework and requirements.

West Yorkshire Combined Authority (WYCA) Assurance Framework

The WYCA Assurance Framework covers expenditure on projects and programmes funded by Government or local sources in the WYCA region and is being applied to the Transforming Cities Fund (TCF) Programme.

Figure 6.1 below shows the stages in the WYCA Assurance Framework process, illustrating the three-stage system for project control to deliver value for money in a transparent and accountable way. **This Full Business Case is at Activity 4 in Stage 2 of the process and the Management Case contains the relevant evidence to demonstrate North Yorkshire Council (NYC) can manage the project from inception to opening.**

Figure 6.1 - WYCA Assurance Framework process



Previous Project Experience and Expertise to Deliver the Project

The following projects delivered by NYC demonstrate the Council’s ability and expertise to deliver infrastructure projects in North Yorkshire from SOC stage, through to full construction and opening.

Different procurement options were used for each project, further demonstrating the Council’s ability to manage projects under different contracts. This provides the flexibility and experience needed to determine the best value route to procure the construction element of the scheme through the development of the Full Business Case.

Table 6-1 provides evidence of NYC’s ability to successfully deliver high quality infrastructure schemes across the county. Opportunities will be taken, wherever possible, to improve delivery processes by acting upon the lessons learnt from these schemes.

Table 6-1: Experience of Similar Projects				
Scheme	Description	Development	Construction	Project Management
Bedale, Aiskew and Leeming Bar Bypass (BALB)	The highway scheme consists of a 4.8 km single carriageway (7.3m wide) link from the A684, north of Bedale, to the A684, east of Leeming Bar. The scheme crosses the A1(M) at approximately the midpoint of the bypass, where it connects to a grade separated interchange at Junction 51, which was previously constructed as part of the A1 upgrade motorway scheme.	<p>Funding for the scheme was approved in July 2014 following the TAG stages of SOBC, OBC and FBC. Work commenced on site in November 2014. The scheme was delivered within the £34.5m budget and opened to traffic in August 2016 two months earlier than identified within the initial programme.</p> <p>Successful management was possible in part through a stakeholder and public consultation approach which complied with the NYCC’s Statement of Community Involvement. The results of the consultation played a significant role in offering support for a bypass from the communities of Bedale, Aiskew and Leeming Bar.</p>	A procurement strategy workshop was undertaken to help determine the construction procurement method. It was determined that the construction phase was to be delivered through an NEC/ECC Option A design and build contract. Following a successful funding application, interested contractors were engaged through the Official Journal of the European Union (OJEU) process.	<p>Project management controls included using accredited engineering consultants and contractors with clearly defined management controls aligned to PRINCE2. NYCC used their Professional Services Framework Contract and an OJEU process to ensure quality controls were in place to deliver the project.</p> <p>Unique challenges:</p> <p>The bypass was delivered through three sites of archaeological importance including a Roman Villa and a late Iron Age enclosure, causing adverse impacts on each. Successful management was crucial in minimising the impacts the scheme had on the archaeological sites. This included undertaking a series of archaeological excavations ahead of construction and</p>

				protecting the vast majority of the Aiskew villa complex which lies outside the road corridor by designating it as a scheduled ancient monument.
Scarborough Integrated Transport Scheme	The Scarborough Integrated Transport Scheme (SITS) was developed to improve access into the seaside resort of Scarborough. The scheme bypassed the village of Osgodby and offered improved access to Scarborough with fewer junction interactions, and consequently reduced congestion and delay. Traffic flows on the A165 into Scarborough were significantly higher (approximately 30% more) in the summer, and combined with an increase in NMUs, resulted in a higher than average collision rate. The provision of a bypass of Osgodby allowed for the additional development of a Park & Ride site and for the introduction of bus priority measures to further reduce traffic impacts in the town centre.	<p>The project was a £30.5m package of works consisting of the following elements:</p> <ul style="list-style-type: none"> • A165 Scarborough Lebberston Diversion: 4.3km of new highway including three structures and a subway; • Introduction of bus priority measures on the A64 and A165 approaches to Scarborough; • A165 and A64 Park & Ride sites; and • Extension and upgrade of the Urban Traffic Control (UTC) system in Scarborough. <p>The development of the work followed the Department for Transport Local Major Transport Scheme funding process and involved the development of an SOBC, OBC and FBC, with scrutiny at each stage by the DfT. Funding was awarded in 2006.</p>	<p>The SITS scheme was procured using NEC/ECC Option C contract with Early Contractor Involvement (ECI). The designer and contractor shared the same office during the design phase which enabled the contractor to fully understand and input to the design process, to price efficiently and to build relationships which would continue through the construction phase. The partnering approach worked very well on this scheme with the contract being completed on time, though the outturn cost was 10% over budget. The increase in cost was largely due to significant delays caused by the requirement for a major utility diversion, and issues relating to land for the Park & Ride which became unavailable. It was recognised by all parties that the partnering approach reduced the impact of these issues and greatly reduced the potential increase in costs.</p> <p>SITS was completed in 2009 with the road scheme open in December 2008 and the Park & Ride sites</p>	Project management controls included using accredited engineering consultants and contractors with clearly defined management controls aligned to PRINCE2. NYCC used their Professional Services Framework Contract and an OJEU process to ensure quality controls were in place to deliver the project.

			and services commencing operation in February 2009.	
Kex Gill Bypass (Full Funding Granted February 2021)	The proposed £60m Kex Gill scheme will provide a new 3.94km diversion of the existing single carriageway section of the A59 addressing the issues of recurring landslips. A59 is part of the Government's Major Road Network (MRN), and a critical east west link and offers an important connection to sections of the Strategic Road Network (SRN), most notably Junction 31 of the M6 and Junction 47 of the A1(M)1.	In 2016, detailed work began on developing options to address the issue of landslips and instability on the A59 at Kex Gill. Following the appraisal of the 16 options, a number of the best performing routes (based on their ability to address the issues of resilience, connectivity, reliability and safety as well as their fit with national and local transport policy) were collated in to a 'consultation corridor'. Following the TAG approach to developing the SOBC, OBC and FBC, the preferred route alignment was developed following the results of the ground investigation works and extensive liaison with environmental, geotechnical and highway engineering specialists.	The preferred contract type is a traditional contract where Framework Engineering Consultants will undertake the design element of the scheme under the existing framework with NYC. It has been determined that the primary objectives in terms of cost and programme are most likely to be achieved by progressing the scheme using the NEC3 Option A: Priced with activity schedule. Initial pre-Main Work Construction of the scheme commenced in 2023 ahead of the projected 2025 opening date.	Project management controls include using accredited engineering consultants and contractors with clearly defined management controls aligned to PRINCE2. NYCC used their Professional Services Framework Contract and will use an OJEU process to ensure quality controls are in place to deliver the project.

The successful delivery of these above-outlined schemes provides confidence that NYC have a significant level of experience in the planning and delivery of transport improvements.

On a broader approach, the above schemes have given NYC experience in recognising that:

- Significant appreciation of risks, including unforeseeable ones, require good management. **This should be considered through regular meetings and discussions between NYC and designer and/or contractor as early as possible in the process, along with risk reviews to mitigate and manage risks and ensure compliance with CDM (Construction Design and Management) Health & Safety processes.** A Risk Register has also been included as a standing item on all progress/steering group meeting agendas;
- Where applicable, changes within the design process are appreciated as early as possible and there is an understanding that alterations when further into the detailed design stage should be minimised;

- Effective public engagement can help share information about the scheme, alleviate concerns and reduce the risk of low public acceptability; and
- Early partner engagement from the outset; including from legal services, can reduce the risk of issues arising later in the project and contribute to the successful delivery of the project.

Project Governance Structure, Roles and Responsibilities

The key project roles and responsibilities have been defined for the scheme and the governance structure is in place. These are summarised in **Table 6-2** and **Table 6-3**. At a programme level WYCA will have overall responsibility and accountability for any funding released by the Department for Transport (DfT) to the Leeds City Region (LCR) regarding the TCF.

At the project level, NYC has the in-house capabilities, supported by a design and construction supply chain, with the required project management systems, skills and track record to be able to deliver this project successfully. The Council is being supported by an assigned Project Manager from WYCA who is working in partnership with NYC to ensure the governance and assurance processes are followed.

The Council, and its predecessors NYCC and HBC, have robust financial monitoring systems and procurement credentials as demonstrated by many years of delivering externally funded projects and including highway/ transport schemes. NYC also has dedicated resources to deliver the scheme using PRINCE2 and Managing Successful Programmes (MSP) methodologies.

The key roles and responsibilities associated project level bodies are summarised in **Table 6-2**.

Table 6.2: Key Project Roles and Responsibilities – Harrogate Railway Station Gateway Active Travel Improvement Scheme

Project Role	Responsible Person/s	Project-level Responsibilities
NYC Senior Responsible Owner	██████████	NYC Project Board Executive
NYC Programme Manager	██████████	Overseeing NYC TCF schemes to ensure they align with the programme level objectives and strategy
NYC Project Manager	██████████	Project and financial management; project representation at Project Board; project representation at Access to Places Thematic Board
Project Assurance (WYCA)	██████████	Representation at Project Team meetings on behalf of WYCA

Design Lead Consultant (WSP)	██████████	FBC-stage Project Management & Detailed Design Lead
Delivery Contractor (Galliford Try)	██████████	Delivery Lead
Economic Development & Regeneration	██████████	Economic development/ regeneration support local advice
Legal Representative	██████████	Provision of legal support to the project
Finance Representative	██████████	Provision of financial support to the project
Procurement Representative	██████████	Provision of procurement support to the project
Communications Representative	██████████	Provision of comms support to the project

NYC TCF Project Board

The NYC TCF project board has been set up to oversee all three NYC TCF projects (Harrogate, Skipton and Selby).

The purpose of the NY TCF Project Board is to ensure the projects within the county are developed and delivered in accordance with the WYCA Funding agreement, DfT guidance, and the vision and objectives of the LCR TCF programme.

The board provides the direction for the projects, supports the Project delivery teams, challenges decisions, and ensures the development and delivery is on track, within budget and will deliver the required standards of quality whilst sharing scheme specific experience and lessons learnt across all three projects.

The NYC TCF project board representatives and their roles are set out in **Table 6-3** below.

Table 6-3: NYC TCF Project Board Members		
Board Member	Title	Board Role
██████████	Assistant Director – Highways & Transportation	Project Executive
██████████	Head of Major Projects & Infrastructure	Business Sponsor
██████████	TCF Programme Manager	Programme Manager

██████████	Economic & Regeneration Project Manager	Project Manager
██████████ ██████████ ██████████	Regeneration <ul style="list-style-type: none"> • Craven area • Harrogate area • Selby area 	Senior User - Regeneration
██████████ ██████████	Area Manager, Highways Harrogate Skipton and Selby	Senior User - Highways
██████████ ██████████	Assistant Director Resources Head of Finance - Transport, Regulatory and Projects	Assurance (Finance)
██████████	Head of Legal Corporate Services	Assurance (Legal)
██████████	Communications Selby, Harrogate, Skipton	Assurance (Communications)
██████████	Galliford Try	Senior Supplier (Contractor)
██████████ ██████████	WSP	Senior Supplier (Designer)
██████████ ██████████	WYCA	Assurance (Funder)
██████████	DfT	Assurance (Funder)

The NYC TCF project board and project activity outcomes are reported back to WYCA on a monthly basis via its PIMS system and Thematic Board. The NYC TCF project board sits under the NYC Capital Projects and Infrastructure Programme Board, which is chaired by the Corporate Director for Environment and provides further oversight and assurance. It reports to the NYC Corporate Capital Programme Board, which is chaired by the Chief Executive.

WYCA Thematic Board

The purpose of the TCF Thematic Board is to ensure the projects are developed and delivered in accordance with WYCA and DfT guidance, and the vision and objectives of the LCR TCF programme. The NYC TCF Programme Manager attends Thematic Board.

The board ensures coordinated development, and delivery of similar types of schemes and interventions, with common objectives, outcomes, and benefits. The board provides direction for

the projects, challenge decisions, and ensure development and delivery is on track, within budget and will deliver the required standards of quality.

The role of the **Thematic** Board is to:

- Provide leadership, coordination, and direction to all aspects of the planning, programming, funding, procurement, implementation, and monitoring of the Access to Places work packages and schemes;
- Ensure monitoring of progress, cost and quality is undertaken in an effective manner;
- Provide a forum for strategic discussion and recommendations in relation to programme delivery, including the management of inter-dependencies between schemes and cross cutting issues;
- Ensure that the WYCA Assurance Framework is complied with throughout all stages of the programme planning, procurement, and delivery;
- Endorse the submission of business cases to the Combined Authority's appraisal team, following a review of the business case by the CA Programme Team;
- Promote partnership working, negotiate solutions with partners and stakeholders, and escalate any issues to Portfolio level that cannot be resolved at Programme level; and
- Ensure dissemination of best practice and lessons learnt, to inform this and future programmes.

WYCA TCF Portfolio Board

The TCF Portfolio board operates on a by exception basis, with issues escalated up through Project to Thematic Programme to Portfolio Board.

The overall aim of the board is to provide strategic leadership, support and challenge to the TCF Portfolio ensuring development and delivery within agreed time, cost and quality parameters. The board monitors progress made by the wider TCF Portfolio, implementing and disseminating required actions to ensure successful development and delivery of schemes.

The board provides oversight to the Portfolio to ensure there is appropriate assurance and governance in place, providing the opportunity for risks and issues to be escalated from Programme Boards as necessary. The management of the risk and contingency budget for the Portfolio comes under the responsibility of the TCF Portfolio Board. The Portfolio Board also approves transferring of funding between the thematic programmes board, should the situation arise including the management of the Portfolio Risk & Contingency budget and release of funding when necessary.

Attendees of the Portfolio Board are identified in **Table 6-4** below (**other council attendees removed**). The Portfolio Board meetings are scheduled on a monthly cycle where possible.

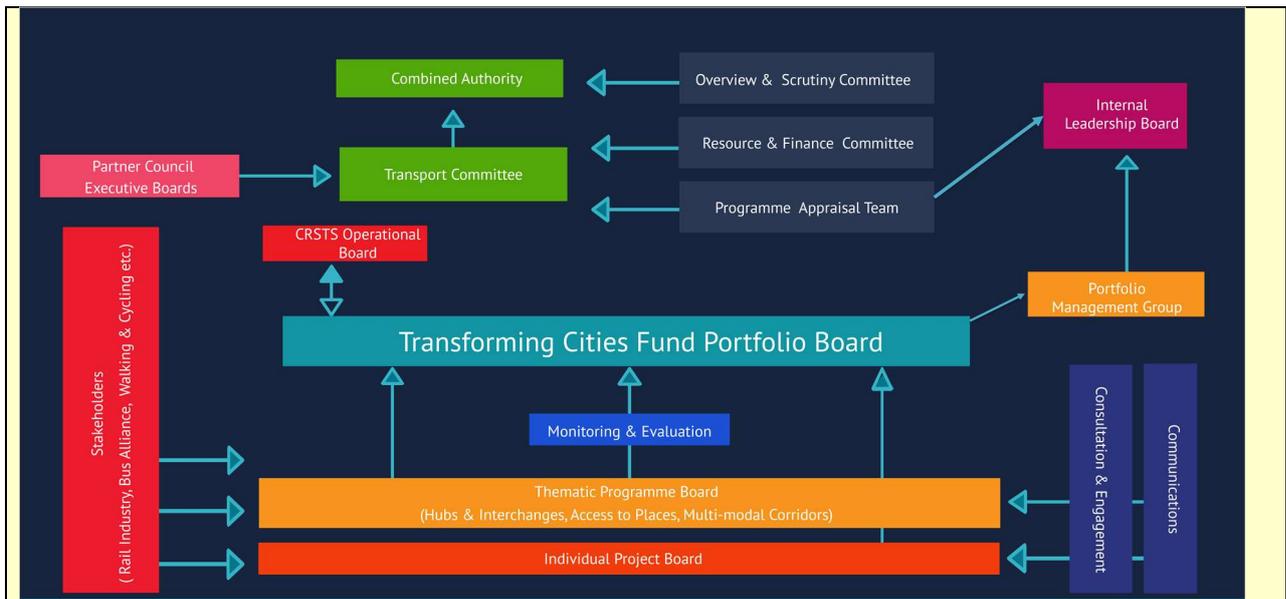
Table 6-4 – TCF Portfolio Board Members

Name	Title	Organisation	Role
██████████	Head of Transport Implementation (Chair/SRO)	WYCA	Member
██████████	Transforming Cities Implementation Lead	WYCA	Member

██████	Project Assistant	WYCA	Attendee (Board support & Admin)
██████	Transport Lead (Projects), Transport Implementation	WYCA	Member
██████	Head of Finance	WYCA	Attendee
██████	Multi-Modal Corridors Programme Manager	WYCA	Attendee
██████	Access to Places Programme Manager	WYCA	Attendee
██████	Hubs and Interchange Programme Manager	WYCA	Attendee
██████	Consultation and Engagement Manager (Transport)	WYCA	Attendee
██████	Lead Communications & Marketing Officer	WYCA	Attendee
██████	Policy Manager	WYCA	Attendee
██████	Head of Major Projects & Infrastructure	North Yorkshire Council	Attendee
██████	Head of Regeneration – South	North Yorkshire Council	Member

The relationship of the Thematic Access to Places Programme Board to the TCF Portfolio board, as well as governance boards within the Combined Authority and Partner Councils is shown in **Figure 6-2**.

Figure 6-2: TCF Governance Structure



Management of the Project

The project is following the principles of PRINCE2 as well as the project controls, processes and reporting set out in this document, which will ensure that all stages of the project are managed consistently and effectively. Specifically, it will ensure that:

- An appropriate control and reporting framework is put in place to effectively manage the project as required by the project board;
- An appropriate project framework is put in place that effectively manages all issues and risks; and
- A robust change management process is put in place to manage all project changes.

Project Execution Plan

The Harrogate TCF Station Gateway Project Execution Plan (PEP) presents all of the pertinent project information and project management details.

The PEP is presented in Appendix **XX** and provides a clear and detailed overview of the management framework for the project, giving details of:

- Project Background, Objectives, Scope and Methodology
- Assumptions, Dependencies and Constraints
- Governance and Communications
- Quality Plan
- Project Plan
- Project Controls and Reporting

6.1.2 Which organisations are involved in the delivery and management of this project?

Project Governance Structure

The project governance structure is summarised in **Figure 6.3**. This identifies the organisations involved in the delivery and management of this project.

Figure 6.3 – Illustration of Project Governance Structure

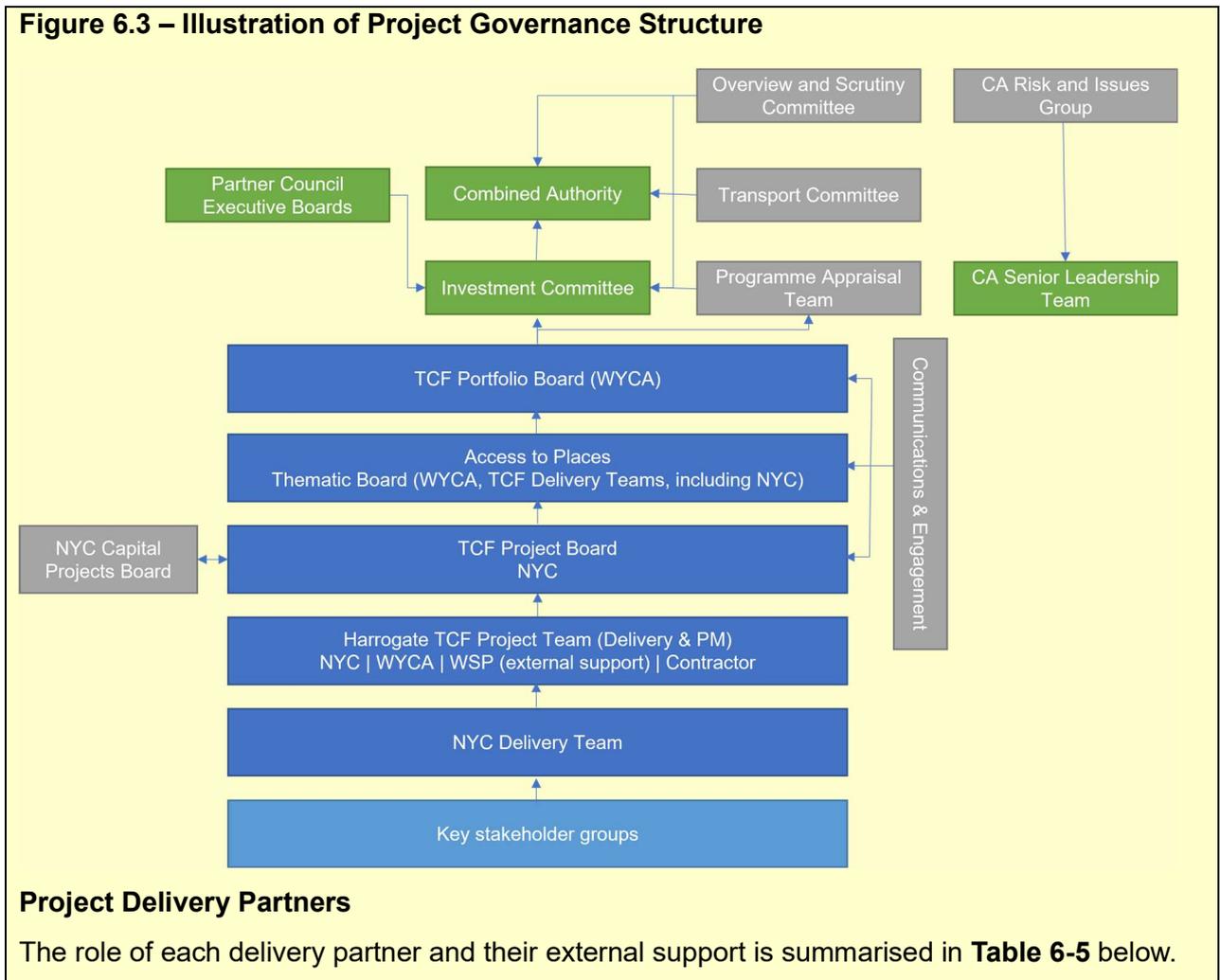


Table 6-5: Summary of Project Delivery Partner Roles

Organisation	Role in project delivery
West Yorkshire Combined Authority (WYCA)	WYCA is the lead partner who will manage delivery, budgets, and outcomes at a TCF programme wide level.
North Yorkshire Council (NYC)	NYC is the scheme promotor managing the delivery of the project and its business case, are responsible for the detailed design process, procurement, and management of construction contractors, and ensuring the outcomes are achieved at the project level.
WSP (external support)	WSP is the supporting consultant and has been involved with the project since the initial concept stage. WSP supported with the scheme identification and selection, appraisal, as well as

	<p>developing the feasibility, preliminary and detailed designs. WSP is the Principal Designer.</p> <p>WSP has experience and expertise in business case proposals, optioneering for cost benefit analysis, planning applications and detailed design for major infrastructure projects for central and local government clients.</p>
<p>Galliford Try (contractor)</p>	<p>The appointment of Galliford Try as contractor for the NYC TCF Projects occurred in November 2021. The selection and procurement of the contractor is summarised in the Commercial Case.</p> <p>The Contractor is responsible for overseeing all aspects of the construction of the scheme in accordance with the approved plans. This includes but is not limited to the management of the following; procurement of labour, materials and equipment and the programme of works. The procurement of GT has resulted in early collaboration between NYC, WSP and GT to enhance project outcomes. The commencement of the Stage 1 ECI contract, has allowed them to contribute to design development, providing input on construction methodologies, materials, and cost-saving measures during the design phase informing the FBC budget estimate.</p>

6.2 Scheme Programme

6.2.1 What is the anticipated scheme delivery timeframe?

A programme for the delivery of the project is included in **Appendix XX**. The scheme programme scopes and defines key project elements, allowing the project manager to ensure important milestones, key tasks on the critical path and any project dependencies/ constraints do not hinder the delivery of the scheme.

Following the production of the Alternative Design Proposals for the scheme, reflecting the descopeing of the proposed interventions a revised programme has been developed. Opportunities/ contingencies in relation to the scheme programme have been identified and will be explored further to help reduce the TCF funding ask and expedite delivery.

Currently, it is anticipated that construction of the scheme will be completed in July 2025.

Variances between OBC and FBC

At the time of the OBC construction was scheduled for February 2022 to March 2023. Given the impact of revisiting the scheme design following legal challenge (as described in the Strategic Case) the programme has substantially changed, with completion now expected in July 2025.

6.3 Delivery Constraints & Risk Management

6.3.1 What Delivery Constraints exist?

Table 6-7 below summaries the key delivery constraints related to the scheme. There are no significant delivery constraints associated with the implementation of the scheme.

Table 6-7: Key Delivery Constraints

Delivery Constraint	Scheme Position
Planning consents	Following the re-design of the scheme planning permission implications will be reviewed. It is anticipated that the all of the scheme proposal can be delivered under permitted development rights.
Land Acquisition	No acquisition required. Consent from Network Rail required for scheme works on land within Network Rail ownership.
EIA	Following the re-design of the scheme EIA implications will be reviewed, but there will be no EIA implications given that this is a reduced scope scheme.
Compulsory Purchase Orders	No land acquisition required.
Public consultation	No further formal public consultation is proposed for the latest scheme design, other than that statutorily required for the TROs. Further public engagement is proposed.
Public Inquiry	Not required.
Traffic Regulation Orders	TROs will be required. These will be developed through detailed design, including statutory consultation and legal processes.
Transport and Works Act	N/A
Public sector match funding	£1.050m– NYC, comprising £550k (from former HBC and NYCC) and £500k allocated to the overall NY TCF programme, assuming TCF funding is approved. NYC reserves the right to reallocate this across the programme as required.
Private sector match funding	None
Procurement contracts	Galliford Try and WSP have been procured.

6.3.2 What approach is being adopted towards risk management?

Risk Management Strategy

Risk management is a continual process involving the identification and assessment of risks and the implementation of actions to mitigate the likelihood of them occurring and impact if they did. For this project, there is an established Thematic Board chaired by the Senior Responsible Owner (SRO) and supported by a Programme Manager. Both these roles along with programme support are fulfilled by WYCA. The Thematic Board receives reports from the TCF Project Delivery Manager of very high risks requiring management intervention.

The board meets monthly and is attended by Project Managers from the Scheme Promoter and Delivery Partner who are developing the scheme and who provide highlight reports outlining progress, key risks/issues and financial forecasting on the project.

Risks are continually monitored, and regular updates provided to the Programme Manager and Project Sponsor. **Through the FBC stage risk reduction and value engineering activities continue to support the delivery of the scheme.**

Risk Management Process

Risk management is seen as a key process underpinning good scheme governance and achievement of scheme objectives in a cost-effective manner. A scheme risk register for NYC and the contractor have been developed. These have been prepared through discussion with officers at NYC and WYCA and include inputs from technical experts in highway and structural engineering, geotechnical, planning, transport planning, quantity surveyors and environmental disciplines. This NYC risk register is managed by the TCF Project Delivery Manager with the contractor managing their risk register. The risk registers are presented in Appendices L and M.

Project risks to NYC identified are updated as the project progresses. Each identified risk is assessed in terms of its impact on cost, time and quality. The probability of the risk occurring is also estimated.

Risks captured in the risk register are categorised by the following:

- Communication / stakeholder management;
- Environmental;
- Project Management;
- Financial;
- Competitive;
- Regulatory / Statutory; and
- Service Delivery / Service User Risk.

All risks identified in the Risk Register have an owner identified. Any high residual impact risks are then identified on the highlight report for discussion at the Thematic Board meeting as mentioned above. Required mitigation measures are discussed and agreed at the Thematic Board meeting and actioned by the NYC PM as appropriate. As the project moves to delivery, the allocation of many risks will be transferred to the designated delivery partners.

The key risks will be managed throughout the entire process through the following measures:

- Regular review and update of Risk Register;
- Risk workshops and early contractor engagement in detailed design (a process that is already underway);
- Experienced team in delivering road works, with knowledge of recent costs and comparative benchmarks; and
- NEC contract management from the team, with a dedicated Contract Manager used to working with Target Costs.

The key risks are listed below in **Table 6-8** of Section 6.3.3.

Quality Statements relating to Relevant Policies and Guidance

Compliance with LTN 1/20

The scheme design has been developed in accordance with the Local Transport Note 1/20.

Green Streets Strategy

To support and enhance the emerging scheme design a Green Streets Strategy (GSS) has been developed. The GSS highlights the opportunities for public realm and green infrastructure. The Strategy is underpinned by the Green Streets Principles developed by WYCA to ensure the proposals achieve multiple benefits and a high-quality design outcome.

The GSS provides additional background information which has been focused around the Green Streets Principles and how they can be applied to the context of Harrogate Station Gateway to benefit placemaking for cyclists, pedestrians and public transport users. The GSS has been guided by input from the Project Team and relevant stakeholders to ensure the scheme is suitable and robust within the context of the requirements for the town and the funding available. The full GSS is presented in **Appendix XX**.

Carbon Appraisal

An assessment to quantify the likely Greenhouse Gas Emissions impact is being updated to reflect the changes to the scope of the scheme. This includes completion of the Carbon Zero Appraisal Framework, which comprises a compilation of tools and methods developed by WSP to support appraisal and management of climate change impacts of transport development.

The framework provides an alternative method for determining carbon and resilience impacts. Compared to traditional, adopted TAG methods, the Carbon Zero tool provides a more accurate reflection of the whole-life impact of the scheme on greenhouse gas emissions (referred to as carbon) and considers resilience of the scheme to changing climate conditions. In doing so this is intended to provide decision-makers with a fuller understanding of how the scheme influences the climate emergency and net-zero targets. This is presented in **Appendix XX**.

Equality Impact Assessment

An Equality Impact Assessment (EqIA) screening has been undertaken for the North Yorkshire elements of the TCF programme (see Appendix **XX**). Consideration has been given to the potential for any adverse equality impacts arising from these schemes. It is the view of NYC officers that the schemes do not have an adverse impact on any of the protected characteristics identified in the Equalities Act 2010. No further Equalities Impact Assessment is required on

this scheme. The scheme will enhance accessibility for people with disabilities by improving surfaces, reducing obstacles and reducing conflicts with other road users.

6.3.3 What are the Scheme Headline Risks

The scheme headline risks are presented in **Table 6-8**. The full scheme Risk Register is presented in Appendix L.

Table 6-8: Scheme Headline Risks

Risk Type	Risk Description	Mitigation	Current Risk Rating
Financial	Unexpected cost increases	<ol style="list-style-type: none"> 1. Develop low cost, high value options (in order to retain scheme viability) in case cost estimates increase. 2. WSP to continue to liaise with WYCA to establish level of risk to be quantified within cost estimates 3. QCRA to be undertaken. 	16
Regulatory / Statutory	Known stats diversions could be more expensive and/or take longer than initially envisaged	<ol style="list-style-type: none"> 1. Carry out assurance checks on Stats diversion works once completed 2. Re-engagement of Stats providers regarding up-to-date C3 information 	12
Regulatory / Statutory	Unexpected buried services, structures, underground cellars, and utilities could be encountered	<ol style="list-style-type: none"> 1. Ensure the contractor to carry out works in accordance with Highway Standard G47. 2. Trial holes to be undertaken through ECI contract as appropriate 	9
Communication / Stakeholder	Third party / Stakeholders constraints	<ol style="list-style-type: none"> 1. Discussions with stakeholders to be robust and clearly documented 2. Stakeholder tracker to be used, and to be key priority in the Comms Strategy 	9
Project Management	TRO consultation could be used as a means of objection to the scheme	<ol style="list-style-type: none"> 1. Ongoing consideration of TRO requirement within detailed design. 2. Ongoing engagement with NYC legal team. 3. Ongoing informal engagement with third parties. 	9
Environmental	Ground conditions worse than anticipated. / Ground may be contaminated	<ol style="list-style-type: none"> 1. Discussion with contractor to follow on further expectations for preparatory works. 2. Hazardous waste will need to be removed 	9

Communication / Stakeholder	Delay due to Network Rail engagement taking longer than anticipated	1. Dedicated rail team engagement within WSP to review with Assets Management	9
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6.3.4 Has a Quantified Risk Assessment been carried out?

A QRA will be undertaken for the redesigned scheme.

6.4 Communications and Stakeholder Management

6.4.1 Does the Project have a Communications Strategy?

Communications Plan

A scheme specific Communications Plan has been developed, this is presented in Appendix E.

The main aim of the Communications Plan is to ensure that stakeholders and members of the general public are kept informed throughout the development and implementation of the scheme. This ranges from keeping key stakeholders updated with critical information, essential to the successful delivery of the scheme to providing information to the general public.

Engagement with Key Stakeholders

As set out in the Strategic Case the scheme has been subject to comprehensive level of engagement and consultation, as reported in Appendices XX to YY.

6.5 Benefits Realisation

6.5.1 Benefits Realisation Plan

The tracking of scheme benefits is key to understanding the success of the intervention. The realisation of benefits is intrinsically linked to the Monitoring and Evaluation Plan.

The project Logic Map is included in Appendix C and details how the scheme addresses local transport problems through the expected scheme inputs, outcomes, outputs and wider impacts.

WYCA's new Benefits Realisation Plan (BRP) proforma will be completed and included in **Appendix TBC** which reflects the anticipated outputs and outcomes identified in the Logic Map. It also includes a summary of key Benefits Profiles.

The Benefits Realisation Plan has been developed by the Project Team reflecting the key outcomes and outputs being delivered and ensures key ownership of each deliverable within the plan. The Benefit Realisation Plan will provide WYCA assurance that:

- NYC are committed to the identified benefits and their realisation;

- The benefits process will be actively managed;
- The benefits will be tracked and effectively resourced; and
- That accountabilities for those responsible for each benefit to be monitored are identified.

This links to the Monitoring and Evaluation Plan for the scheme, which is detailed in the next section.

6.5.2 Is there a Monitoring and Evaluation Plan?

The Harrogate TCF Monitoring and Evaluation Plan will be updated to support this FBC and address the new changes in WYCA's M&E framework. The M&E plan is provided in **Appendix TBC**.

Monitoring and evaluation is required by WYCA and the DfT to demonstrate that funding provided from the TCF fund represents value for money to the taxpayer, and that the assessed outputs and outcomes will be monitored and evaluated, and appropriate additional action/s can be undertaken.

The M&E Plan, has been drafted to measure, monitor, and evaluate the scheme objectives and outputs set out in Section 1.1.

It outlines the data collection process, the plan for pre-construction and future monitoring and evaluation, as well as confirming the monitoring and evaluation responsibilities. Project specific outputs and outcomes will be monitored and evaluated locally by NYC, who will issue results to WYCA who will be reporting programme outcomes and impact back to the DfT.

The plan has been developed to be proportionate, in line with the DfT and Magenta Book guidance for a scheme of this size.

An indicative budget for undertaking M&E of £50,000 has been included in the outturn project costs for the scheme. This will be refined once survey quotes are received from the market, closer to the construction on site date.

The M&E will be managed throughout the project the NYC Project Manager.

6.6 Change Management

6.6.1 How will changes be managed

The NYC Project Manager is responsible for managing the change control process. A robust change management structure has been put in place for the project and is subject to the following considerations:

- Change requests can be raised by any stakeholder of the project and will be assessed by the NYC Project Manager before referral to the project board. NYC have a standard change request template, which has used for the project;
- If the change falls within the project board delegations and tolerances, then the change will be dealt with there and reported to Thematic Board as required;
- If the change exceeds delegations and tolerances, then it will be referred to the Thematic Board with a recommendation. **Additional internal NYC approvals may also be required.** If the Thematic Board sanctions the change, then a change request will be submitted through the PMO process;
- The change control process has and will continue to be actively managed so that any escalation required is undertaken in a timely manner and to limit impact on delivery timescales.

As part of detailed design and target cost management, a Contingency Plan / Change Management Plan will be developed.

7. Appendices Supporting Technical Studies

Please outline any supporting technical studies that have been or will be commissioned as part of project development / evidence to support the project's Business Case.

Appendix A

Options Assessment Report

Appendix B

WYCA Design Review Note

Appendix C

Redesign General Arrangement Drawings

Appendix D

Detailed Highways and Public Realm Design Drawings

Appendix E

Logic Map

Appendix F

Monitoring and Evaluation Strategy

Appendix G

Policy Review

Appendix H

Revised Consultation and Engagement Plan

Appendix I

Consultation Outcome Reports- Round 1

Appendix J

Consultation Outcome Reports- Round 2

Appendix K

Consultation Outcome Reports- Round 3

Appendix L

Risk Register (Contractor)

Appendix M

Risk Register (NYC)

Appendix N

Design Decision Log

Appendix O

Appraisal Specification Report (ASR)

Appendix P

Economic Assessment Report (EAR)

Appendix Q

TEE, PA and AMCB Tables

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