

# Report of the Strategic Director of Place to the meeting of Regeneration and Environment Overview & Scrutiny Committee to be held on Tuesday 9 July 2019

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## Subject:

**West Yorkshire+ Transport Fund – Harrogate Road New Line Junction Improvement. Progress Update and Arrangements for Delivery**

## Summary statement:

The purpose of this report is to provide Regeneration and Environment Overview and Scrutiny Committee with an update on the development of the proposed £11.427M improvements to existing Harrogate Road / New Line Junction (Greengates) which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case + Costs and its ultimate delivery.

In accordance with Contract Standing Orders 2018/19 the report also informs the Committee of the proposal to procure works in excess of £2m.

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## Portfolio:

Regeneration, Planning & Transport

## Overview & Scrutiny Area:

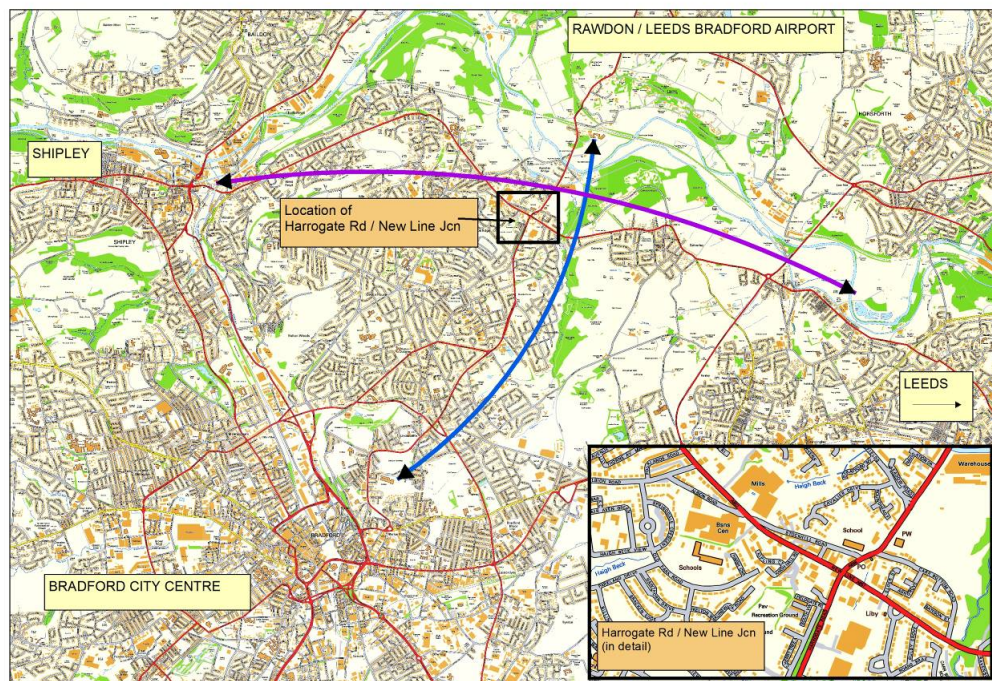
Regeneration & Environment

## 1. SUMMARY

- 1.1 The purpose of this report is to provide the Committee with an update on the development of the proposed £11.427M Harrogate Road / New Line Junction Improvement which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case + Costs and its ultimate delivery.
- 1.2 The report also informs the Committee of the intention to procure works in excess of £2m in accordance with Contract Standing Orders 2018/19.

## 2. BACKGROUND

- 2.1 The A658 Harrogate Road / A657 New Line junction is situated on the corridor between Bradford and Leeds Bradford airport. The crossroads are a significant congestion pinch point with delays on all four legs having a detrimental impact on journeys times between Bradford and the Airport, and also between Shipley / Airedale and Leeds. Figure 1 shows the location of the junction in relation to Bradford, Leeds and the Airport.



- 2.2 The principal traffic flows between Bradford and the Airport are indicated by the blue arrow and between Shipley and Leeds by the purple arrow.
- 2.3 Improvements to the Harrogate Road / New Line junction will improve traffic flows and reduce congestion on both the A658 and A657, improve access to Leeds Bradford airport and to the new rail station at Apperley Bridge. It will also facilitate housing development in the immediate area, and improve safety and reduce severance for pedestrians and cyclists.
- 2.4 All Planning requirements have been approved.

2.5 The Scheme will involve major civil engineering works, including -

- Substantial widening of the existing highway on all four arms of the Junction.
- Replacement and upgrading of the Junction traffic signals.
- 'P-Loop Junction', a new length of highway that would facilitate left and right vehicle turning manoeuvres from Harrogate Road.
- Improvements to facilities for pedestrians including the provision of pedestrian controlled crossings and central pedestrian islands.
- Improvements to facilities for cyclists including the introduction of cycle lanes and advance stop lines at traffic signals.
- Demolition of 3no properties
- Demolition and reconstruction on new alignments of retaining wall features adjacent to the A657.
- Closure of existing Farm Foods Supermarket's store highway access and construction of a new access.
- Accommodation works to affected land and properties
- New and replacement planting and landscaping in multiple locations
- Road lighting improvements.
- Relocation of five bus stops.
- Significant diversions of statutory undertaker's plant and services.

The Scheme requires widening of the existing highway into land currently owned by the Council and private landowners. A CPO (Compulsory Purchase Order) / SRO (Side Roads Order) has been granted by the Secretary of State, however negotiation continues and CPO powers will only be used a last resort.

### 3. OTHER CONSIDERATIONS

#### Anticipated Benefits / Objectives

##### 3.1

Objective No.	Scheme Objective
1	Relieving congestion by reducing the journey times by 20% and 31% in the morning and evening peak respectively by 2026.
2	Improved mobility for all non-motorised users through the provision of dedicated facilities at the junction increasing footfall by 15% in the operational year.
3	A 10% reduction in Nitrogen Dioxide concentration levels in the operational year and achieving legal compliance objective (of 40µg/m3).
4	Supports the creation of new housing developments in the area

	through releasing transport constraints.
5	Improved access to Leeds Bradford Airport and the new rail station at Apperley Bridge by increasing junction throughput by 12% and 18% in the morning and evening peak by 2026.
6	Improved Added Value in line with the Green Infrastructure Task Group recommendations where appropriate.

The project is aligned with the following national, sub-regional and local strategies and policies:

- 3.1 Local Growth White Paper – ‘Realising every Place’s Potential’;  
Northern Powerhouse: One Agenda, One Economy, One North;  
West Yorkshire Transport Strategy 2016-2040;
- 3.2 The proposed scheme closely relates to the core planning principles of the National Planning Policy Framework (NPPF), seeking ways to enhance and improve the places in which people live their lives.
- 3.3 The National Planning Policy Framework (NPPF) requires local authorities to plan positively and ‘assess the quality and capacity of infrastructure for transport, and its ability to meet forecast demands’. The proposed scheme is a result of such assessment and a major commitment by the Council to required infrastructure delivery as identified in its Local Infrastructure Plan (LIP). This is also a transport investment planned in collaboration with neighbouring authorities and other important stakeholders and is deemed necessary to support strategies for the growth of travel demand in this area.
- 3.4 Successful delivery of the Scheme would help achieve the objectives of achieving sustainable development in all three dimensions as stipulated within the National Planning Policy Framework (NPPF).
  1. Economic Role;
  2. Environmental Role;
  3. Social Role.
- 3.5 In economic terms, the Scheme will deliver a significant improvement within the existing transport network, which will create better transport links and enhance connectivity and positively impact upon businesses across Airedale through unlocking potential employment sites creating more jobs and ‘relieving barriers to investment’. Consequently the Scheme will act as a catalyst to promoting sustainable transport and building a strong and competitive economy as advocated by the National Planning Policy Framework (NPPF). This project can also be

considered as a cost effective measure that will limit any potentially significant impacts of any future development in the area.

- 3.6 In terms of environmental benefits, the Scheme will assist in reducing congestion and promoting sustainable development through providing better public transport, pedestrian and cycle links, thus improving local air quality and contributing towards meeting the challenges of climate change by means of the resulting reduction in the greenhouse gas emission. This is another key component of achieving sustainable development through promoting sustainable transport and meeting the challenge of climate change as highlighted in the National Planning Policy Framework (NPPF).
- 3.7 The Scheme will also help in realising many social benefits, in particular through providing improved road safety for vulnerable road users (e.g. cyclist and pedestrians) and improving journey times to work and community facilities and thereby contributing to wider sustainability and health objectives (e.g. safe and accessible environment, legible pedestrian routes, reduced noise level etc.), as promoted by the National Planning Policy Framework (NPPF). The Council are of the opinion the planned scheme will help promote healthy communities by providing a safe and accessible environment within the local area, thus enhancing quality of life and addressing elements of deprivation that the surrounding communities have been suffering.
- 3.8 In terms of Local Development Plan and Strategies, the Scheme will help achieve strategic objectives of the adopted Local Plan: Core Strategy (CS) in terms of improving and developing excellent public transport and highway systems to increase the level of accessibility within the District and establishing good connections with other parts of the Leeds City Region and beyond by ensuring safety, efficiency and sustainability.

#### Assurance Process

- 3.5 The Full Business case was recommended by Project Appraisal Team (PAT) on the 29<sup>th</sup> May 2019 to proceed to Full Business Case (FBC) + Costs. The Investment Committee (IC) review is on the 11<sup>th</sup> July 2019 with a final Combined Authority (CA) review on the 1<sup>st</sup> August 2019.

#### Procurement and Programme for Delivery

- 3.6 The intent is to start the Procurement process in August 2019, with a view that tenders will have been returned and evaluated to facilitate a Combined Authority review in December 2019.
- 3.7 Procurement will be via open tender and the delivery route will be a New Engineering Contract (NEC) Contract Option A – Activity Schedule.

- 3.8 Main construction works contract value is approximately £4.647M which exceeds the current limit of £4.551M, as such it will be subject to full European Union (EU) procurement compliance standards.
- 3.9 Procurement will be in accordance with Council Contract Standing Orders 2018/19 and its toolkit. It is proposed that competitive tenders will be invited on a 'open tender' basis through the YORtender e.procurement portal. Tenders will include a social value requirement in accordance with the Council's Social Value and Inclusive Growth policy.
- 3.10 Construction of the main scheme is currently anticipated to commence in February 2020, with an anticipated construction duration of between 12 and 15 months.

#### **4. FINANCIAL & RESOURCE APPRAISAL**

- 4.1 Funding for the project is a combination of three funding streams as follows :

Combined Authority	£6.765M
S106 Developer Funding	£1.926M
Bradford Council (Capital Fund)	£2.736M

TOTAL £11.427M  
(includes Risk, contingency and inflation – approximate value is circa £1M)

#### **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

- 5.1 Responsibility for the governance of this project is the responsibility of the West Yorkshire Combined Authority (WYCA) and is controlled under their Assurance Framework. A rigorous project management system is in place for all West Yorkshire+ Transport Fund projects based around the OGC (Office of Government Commerce) PRINCE2 (Projects in Controlled Environments) and MSP (Managing Successful Programmes) methodologies. The scheme described in this report has been and will continue to be subject to these processes.
- 5.2 A detailed risk log has been developed as part of the project development and will continue to be updated as the project proceeds through its various stages of delivery. This risk log is further supplemented by a quantified risk assessment (QRA) which allocates an indicative funding amount to cover the potential realisation of a risk during the delivery stages of the project. This QRA is an integral part of the full business case submission.

#### **6. LEGAL APPRAISAL**

- 6.1 The scheme identified in this report can be implemented through the Council's inherent powers as Highway and Traffic Regulation Authority.
- 6.2 The Council used its specific power of compulsory purchase under the Highways Act 1980 rather than those powers contained in the Town & Country Planning Act 1990 in respect of the general economic wellbeing of the area in delivery of this project.

6.3 Promotion of traffic regulation orders associated with the project will be exercised by the Council under its inherent powers under the Road Traffic Regulation Act 1984 as local highway authority.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY & DIVERSITY**

Due consideration has been given in writing this report to the Council's duties under Section 149 of the Equalities Act 2011.

### **7.2 SUSTAINABILITY IMPLICATIONS**

Improvements to the traffic flows at Harrogate Road / New Line Junction will assist in reducing the level of harmful pollutant emissions from vehicles on this key strategic corridor.

Introduction of dedicated cycle facilities will assist in encouraging greater use of cycling by providing a safe route for cyclists.

In addition, as part of the Core Strategy, there are long term growth aspirations for housing development in the area, modelling of the junction has taken this expected growth into consideration.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

CO<sub>2</sub> benefits have been derived directly from the TUBA outputs. The net present value of the change in carbon dioxide equivalent (CO<sub>2</sub>e) emissions from road-based fuel consumption that is in the non-traded sector is presented as an automatic output of the program in the Department's standard base year prices and values for the whole appraisal period. The monetised benefits have been calculated as £1.113m.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

The scheme will facilitate the introduction of safe pedestrian and cycling facilities on this corridor as well as improving street lighting and providing other environmental improvements. These will have a beneficial impact on Community Safety.

### **7.5 HUMAN RIGHTS ACT**

There are no Human Rights Act implications arising as a consequence of this report.

### **7.6 TRADE UNION**

There are no trade union implications associated with the contents of this report.

### **7.7 WARD IMPLICATIONS**

The scheme lies within the Idle / Thackleyl Ward. Members and the local community have been consulted as the scheme has progressed through the respective stages of development.

## **7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS**

Not applicable.

## **7.9 IMPLICATIONS FOR CORPORATE PARENTING**

There are no implications for corporate parenting associated with the contents of this report.

## **7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESSMENT**

An Initial Privacy Impact assessment has been undertaken on the proposals relating to the Harrogate Road / New Line Junction Improvement. No issues were identified.

## **8. NOT FOR PUBLICATION DOCUMENTS**

None.

## **9. OPTIONS**

9.1 Option 1 : Do not continue with development & delivery – Significant reputational damage for Bradford Council. Significant spend which may be clawed back by the Combined Authority for not progressing beyond the next decision point (£2M+), ultimately costs will be borne by Bradford Council. Continued congestion and journey time delays, worsening air quality around the junction, safety measures not addressed and overall network instability which will not support local housing developments already established and any proposed future developments.

9.2 Option 2 : Continue with scheme development and delivery. Proceed through the next decision points within the Combined Authority Assurance process FBC+ Costs (Full Business Case + Costs) and Delivery. Deliver the scheme and recognise the benefits and planned network improvements.

## **10. RECOMMENDATIONS**

10.1 That the Committee welcome the significant progress which has been made on the development of the improvements to Harrogate Road / New Line Junction and note the procurement approach and the anticipated start of construction date in February 2020.



## **11. APPENDICES**

11.1 Appendix A – Scheme Drawing – General Layout R/PTH/MH/103196/DL-2F

## **12. BACKGROUND DOCUMENTS**

12.1 Link to scheme File : [Harrogate Road New Line Scheme File](#)

(address : \\bradford.gov.uk\datavault\TDP\$\Schemes\Highway Design\103196

12.2 Gateway 1 Submission (Outline Business Case)

12.3 FBC (Full Business Case Submission)

12.4 Executive Paper referencing WY+TF