

Name of meeting: Cabinet

Date:

Title of report: Holmfirth Town Centre Access Plan

Purpose of report:

This report requests the endorsement to submit the scheme Full Business Case (FBC) to the West Yorkshire Combined Authority (WYCA) and subject to approval of the FBC by WYCA, Authorise scheme delivery and acceptance of further grant funding from WYCA.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes Spending exceeds £250k
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u>	Key Decision – Yes Private Report/Private Appendix –No
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by <u>Strategic Director</u> & name	David Shepherd/Edward Highfield 27.06.22
Is it also signed off by the Service Director for Finance?	Eamonn Croston 21.06.22
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft 27.06.22
Cabinet member <u>portfolio</u>	Cllr Eric Firth – Transport Portfolio

Electoral wards affected: Holme Valley South

Ward councillors consulted: Holme Valley South Councillors have been consulted throughout the Holmfirth Town Centre Access Plan engagements referenced in this report.

Public or private: Public

GDPR – no personal or sensitive data; or other information covered by GDPR is included in this report

Summary

- 1.1 The proposed Holmfirth Town Centre Access Plan (HTCAP) aims to support economic growth through investment in the public realm and improvements at key junctions which focus on reducing current and forecast congestion, improving journey time reliability, and widening sustainable travel opportunities.
- 1.2 The HTCAP is a package of measures which includes upgrading of existing signal-controlled junctions, widening of footways, improvements to pedestrian crossings, inclusion of Electric Vehicle charging points, improvements to the public realm and around the river Holme, improvements to bus stop facilities, improvements to car parks and introduction of 20mph areas in the town.
- 1.3 This report requests the endorsement to submit the scheme Full Business Case to the West Yorkshire Combined Authority (WYCA) and, subject to approval of the FBC by WYCA, accept further grant funding from WYCA to allow scheme delivery. Scheme delivery is anticipated to commence in early 2023.

2. Information required to take a decision

2.1 Background & Existing Issues

- 2.1.1 Holmfirth is nestled in the Holme Valley on the north-eastern edge of the Peak District National Park approximately 6.5 miles south of Huddersfield. With Manchester approximately 25 miles to the west, Leeds c. 27 miles to the north and Sheffield 23 miles to the South-east the town is well positioned to serve commuters.
- 2.1.2 The A6024 and A635 are both strategic routes which link Huddersfield, Manchester, and Sheffield, as well as being crucial connector routes between Holmfirth and key local centres within the Holme Valley. Through Holmfirth, the roads form part of the West Yorkshire Key Route Network. The current Average Annual Daily Traffic (AADT) flows along the A6024/A635 Corridors are 11,500 and 7,460 respectively on a typical weekday.
- 2.1.3 Situated in the valley, the narrow road layout, tightly packed urban realm of the town, ascending valley sides and the topography of the immediate vicinity all act as significant constraints to the transport infrastructure and the options available to improve it.
- 2.1.4 Holmfirth railway station closed in 1965, leaving the nearest railway station now in the village of Brockholes 2.5 miles away. There are no direct pedestrian or cycle links between the station and Holmfirth, making this mode of transport unattractive to users.
- 2.1.5 There are several bus services between Holmfirth and Huddersfield, ranging from a service (X11) which only runs once per day on mid-week days to the 310 which runs approximately half hourly, with other services including one that runs at hourly intervals. Journey times range between 25 and 50 minutes.
- 2.1.6 Issues with the Holme Valley highway network include:
 - Severe congestion and poor journey time reliability in the AM and PM peak periods
 - Delays and unreliable journey times for bus services
 - Conflicts between turning movements and general traffic flow

- Accessibility impacts to employment, proposed housing sites and local town centre tourism
- Risk of flooding along the Corridor
- Poor air quality
- Poor quality public realm and landscaping, affecting pedestrians, cyclists and visitors

2.1.7 The HTCAP scheme is a key element of the strategy to provide the area with the infrastructure it needs to support growth. It will deliver a package of measures which seeks to address the causes of vehicle-based congestion in Holmfirth town centre, thus improving journey times.

2.1.8 In addition, the scheme presents an opportunity to make improvements to public realm with the creation of riverside enhancements and seating, links to the river and green infrastructure which will improve the quality of life for residents whilst improving the visitor / tourist experience, a key objective of the Holme Valley Neighbourhood Plan.

2.1.9 The Holme Valley area is currently home to over 1,000 businesses in addition to a large number of sole traders and self-employed people. The 2011 Census data shows that a high proportion of residents commute to work outside of the immediate area. Most of these journeys are made by private car, adding to traffic congestion, and contributing to greenhouse gas emissions and poor air quality. Lack of employment opportunities, especially for the young means more people will have to look beyond the Holme Valley for work and gain experience.

2.1.10 Significant value to the local economy is at risk of being lost if the road network does not have the capacity to facilitate the transformational growth opportunities currently identified in the Local Plan or in the Holme Valley Neighbourhood Plan.

2.1.11 If the HTCAP scheme does not go ahead, the existing levels of traffic are likely to be exacerbated as car usage and road-based movements increase. The below table demonstrates the effect of 'Do Nothing' on forecast journey times (in minutes) in the existing highway network.

2022 Output	Weekday AM	Weekday PM	Saturday Peak
A6024 Northbound Upperthong Lane to Bridge Lane	04:14	05:06	06:03
A6024 Southbound Upperthong Lane to Bridge Lane	02:38	08:42	09:59
A6024/A635 Northbound Upperthong Lane to Back Lane	04:34	05:29	08:00
A6024/A635 Southbound Upperthong Lane to Back Lane	02:15	02:35	09:07
2037 Output	Weekday AM	Weekday PM	Saturday Peak
A6024 Northbound Upperthong Lane to Bridge Lane	06:24	07:29	09:06
A6024 Southbound Upperthong Lane to Bridge Lane	03:43	11:12	19:36
A6024/A635 Northbound Upperthong Lane to Back Lane	06:44	07:51	11:03
A6024/A635 Southbound Upperthong Lane to Back Lane	02:30	02:54	16:44

2.1.12 The data in **2.1.11** clearly shows that by 2037, an increase of up to 10 minutes in journey times from 2022 can be expected through the town centre in the 'Do Nothing' scenario.

2.1.13 The provision of the Holmfirth Town Centre Access Plan is a key element of the strategy to provide the Holme Valley area with the infrastructure it needs to support growth; it will enable the local road network to operate efficiently by reducing congestion and improving journey times to support economic growth.

2.2 Objectives and Options

2.2.1 The Scheme objectives are as follows:

Objective No.	Scheme Objective
1	Reduce congestion and improve accessibility to Holmfirth by improving journey times along through Holmfirth town centre by a minimum of 12% compared to the 2018 observed traffic data within 12 months of the scheme opening.
2	Support the aspirations of the Holme Valley Neighbourhood Plan to encourage tourism and increase Holmfirth's visitor appeal by improving pedestrian facilities within Holmfirth town centre.
3	To maintain the character of the Conservation Area, improving public realm and creating a Quality Place by using high quality materials during the delivery of the project.
4	To have a neutral impact on the Killed and Seriously Injured accidents by 2027 against the 2015 – 2019 baseline and where possible positively contribute to the West Yorkshire target to reduce Killed and Seriously injured casualties resulting from road traffic collisions by 42% by 2027.
5	To have a neutral and, where possible, positive impact on local Air Quality by not negatively impacting local air quality against the 2019 baseline.

- 2.2.2** The Holmfirth Town Centre Access Plan was initially presented to cabinet on 13th November 2018. The scheme was in development at this time and its central feature was the provision of a new highway link. The new link aimed to allow for the dilution of traffic over a wider area thus reducing traffic congestion in and around Victoria Street, A6204 and Towngate. This would benefit all travel modes and allow for a much-improved pedestrian environment not only on Victoria Street but within the wider area.
- 2.2.3** A preferred option was not in place at this time but was planned to emerge following a detailed economic assessment. The total available scheme budget was £4.9m.
- 2.2.4** Detailed scheme consultation with ward members, any affected landowners and key stakeholders was to follow in the near future. Full scheme engagement with the wider public and stakeholders was planned early in 2019.
- 2.2.5** The project team developed a list of potential interventions which could be delivered to address the transport problem in Holmfirth and meet the scheme objectives. Those interventions were scored and used to develop the scheme options.
- 2.2.6** Four initial options were developed for the Outline Business Case, including 'Do Nothing', Option 1 (Low Cost), Option 2 (High Cost) and Option 3 (Medium Cost). Options 1, 2 and 3 can be viewed in **Appendices 1-3**, respectively.
- 2.2.7** Option 1 (**Appendix 1**) was developed to deliver the minimum requirements to address the congestion issues experienced in Holmfirth. The scope of the option is localised to Victoria Street and its junction with the A6024 and therefore collectively those interventions would be expected to only have a minimal contribution to delivering the wider scheme objectives with congestion relief being the main benefit of the option. No third-party land or rights over third-party land was required.

2.2.8 Option 2 (**Appendix 2**) was developed to maximize the potential to deliver the desired outcomes and meet the scheme objectives and as such the extent of the option covers most of the town centre. Interventions included making Victoria Street and Hollowgate one-way, introducing a link road through the Market Hall site and a second new link road through the Sorting Office site. The main costs associated with this scheme were land acquisition and the high costs of the bridge / viaduct structures required for the two link roads.

2.2.9 Option 3 (**Appendix 3**) formed the basis of the Expression of Interest (EOI) submission for the project and was designed to have minimal impact on land, existing highway structures and service utilities whilst still meeting the scheme objectives. The option includes 11 of the 13 interventions included in Option 2, the exception being the provision of the link road through the Sorting Office site. The removal of the second link road, included in the High-Cost option meant an avoidance of land acquisition costs and a significant reduction in overall scheme costs.

2.2.10 Following an appraisal, Option 1 (Low Cost) was rejected as it didn't deliver enough benefits to meet the scheme objectives. Option 2 (High Cost) was rejected due to the cost and deliverability challenges of the design. Option 3 (Medium Cost) was chosen as the preferred option as it was thought it could be delivered within the scheme budget whilst delivering the desired outcomes. On this basis Option 3 was to be progressed for further appraisal and consultation.

2.2.11 After extensive public consultation on Option 3, feedback was broadly opposed to the scheme in this format, therefore Option 4 (Preferred Option) was developed, which comprises 7 of the 10 interventions included in Option 3 and still positively contributes to more than one scheme objective. The proposed link-road through the market hall site has been replaced with the extended car park and pedestrian facilities on the site.

2.2.12 A full list of interventions included in the Preferred Option, viewable in **Appendix 4** can be found below:

- The demolition of the Market Hall and incorporation of a footway/cycleway link over the River Holme from Hollowgate to Huddersfield Road via the existing Market Hall site
- Reconfiguring the traffic signals on the A6024
- Changing the zebra crossing on Victoria Street to a signalised crossing
- Relocating the pedestrian facilities on Town Gate
- Improved pedestrian areas with conservation materials
- Removing parking bays on Victoria Street to widen footpaths which could create a 'café seating area'
- Extending the existing car park on Huddersfield Road, which could be used for festivals/pop up market
- Providing a dedicated Electric Vehicle charging point car park (including EV bikes)
- Improved road surfacing
- Introduction of a 20mph speed limit in areas of the town centre
- Plateau to slow traffic at the end of Rotcher Road
- Landscaping, new trees and planting

2.2.13 The Preferred Option demonstrates Very High Value for Money and delivers significant journey time benefits.

- 2.2.14** The Holmfirth market operating out of the market hall was determined to be unsustainable in 2018. The Markets team has continued to provide the service since this time and is in the process of awarding the Holmfirth market tender to an operator who will operate the market at an alternative location. The changing of the market provider is not related to the Holmfirth Town Centre Access Plan and there will be continuous market provision, albeit at an alternative location.
- 2.2.15** The extension of the Huddersfield Road car park will provide electric car charging, improved disabled parking, bin storage to improve the Hollowgate street scene, and will have a dual usage as a market and event space through the 'pop up' electric and water units.
- 2.2.16** The Huddersfield Road car park improves the parking offering in the current car park, which is substandard in terms of space size, in addition the disabled spaces are to be relocated away from the sloped area to a more level location.
- 2.2.17** The loss of 4 parking spaces within the town centre will allow the creation of wider footways to enable visitors to move safely through the town centre. There is a lack of continuously paved, suitably wide routes between the west of Holmfirth and the town centre. This emphasises the importance of the installation of the wider bridge and introduction of pavements on Hollowgate to enable pedestrian and disabled access between Huddersfield Road and Victoria Street.
- 2.2.18** The bridge over the river Holme will now allow visitors to cross from Huddersfield Road to Hollowgate. This wider bridge will benefit from seating, planting and cycle parking whilst providing improved views to the river. The area will act as a meeting place and will form a link between events and markets taking place and Hollowgate and the Huddersfield Road car park.
- 2.2.19** To realise aims of the project, parking and loading must be rationalised within Holmfirth, this will see improvements to traffic congestion and journey times through the town centre. There are challenges in providing parking and appropriate pedestrian facilities within the limited space available, the scheme aims to strike a balance between the two.
- 2.2.20** The scheme also includes stepped access to the river Holme via the car park on Huddersfield Road, located on the ramp leading to the bridge to Hollowgate. This is a result of extensive and continued engagement with the charity River Holme Connections, who require river access for their work.
- 2.2.21** Design proposals for the stepped access were shared at initial planning consultation on 10th November 2020. Revisions have since been implemented in response to feedback from the Environment Agency and conditions stipulated in the Planning Decision notice from Planning Committee on 10th February 2022. The final scheme proposal can be viewed in **Appendix 5 (Final Scheme)**.
- 2.2.22** The Environment Agency have reviewed the stepped river access (condition 25) element of the final design. No objections were received in this feedback, a bespoke license to undertake works will be required.
- 2.2.23** In the initial plans the vacant site on Huddersfield Road adjacent to the New Holmfirth Park was to house 2 Rapid EV charging points and cycle storage, however this was deemed not possible by Northern Power Grid without an additional substation on this site, which limited space for parking and storage. Additionally, a Road Safety Audit was

undertaken for this proposal and raised issues with the interaction of pedestrians, cars and cyclists on this site.

2.2.24 The decision was taken to remove the Rapid EV charging spaces at this location and operate it solely as a cycle hub. This design change, in addition to the improved safety elements and capacity for bike storage, has resulted in savings of £137,000.

2.2.25 The **Final Scheme (Appendix 5)** is the proposal that has been progressed thus far.

2.3 Cost Breakdown

2.3.1 The West Yorkshire Combined Authority (WYCA) West Yorkshire plus Transport Fund (WY+TF) have approved £5.17m of funding for development and delivery of the scheme.

2.3.2 The below table details the current cost breakdown on the scheme:

Stage	Current Cost
Development	£1,205,466
Construction (Delivery)	£4,859,008
Land assembly	£165,737
Benefits Realisation	£114,480
Risk	£518,000
Contingency	£611,130
Total Costs	£7,473,821

2.3.3 Operation and maintenance liabilities for the highway will fall to Kirklees Council. These latter costs have not been included in the cost estimate as they will become part of the maintenance and operations cost for the highway authority.

2.3.4 These additional maintenance and renewal costs have been estimated at £1,392,181 over a 60-year period.

2.4 Modelling

2.4.1 Numerous appraisals have been undertaken to evaluate the impacts and benefits of the scheme. A local transport model, using TRANSYT15 software, was developed to assess the performance of the existing Holmfirth Town Centre network and the preferred option, with survey data of traffic during peak hours from 2018.

2.4.2 In order to forecast data for future years, TEMPro was employed using the NTEM 7.2 database. TEMPro is a software that allows viewing of journey forecasting; NTEM is the database containing the information needed to project these forecasts. The housing and job growth forecasts produced were compared with the same factors identified in developments in the Local Plan.

2.4.3 The outcome of this comparison demonstrated similar levels of housing and job growth in both measures.

2.5 Impact on journey times

2.5.1 Using TRANSYT, the impact on journey times was assessed for two routes through the town centre, separately for each direction:

- A6204 Huddersfield Road (N/B) Upperthong Lane to Bridge Lane ('Route 1 N/B')
- A6204 Huddersfield Road (S/B) Upperthong Lane to Bridge Lane ('Route 1 S/B')
- A6204 Huddersfield Road from Upperthong Lane to A635 Town Gate at Bridge Lane (Route 2 N/B')
- A635 Town Gate from Bridge Lane to A6204 Huddersfield Road at Upperthong Lane (Route 2 S/B')

2.5.2 The journey times produced from the TRANSYT model are displayed in the below table:

2.5.3 The analysis below demonstrates that the Preferred Option provides significant benefits to journey times, both in the short and long-range forecasts.

2.5.4 Further TRANSYT analysis shows that the majority of the journey time benefits are a result of replacing the zebra crossings on Victoria Street (immediately West of Hollowgate) and Towngate with puffin crossings. The switch to puffin crossings results in a small delay to pedestrians at these points, with the majority of pedestrians experiencing a delay of less than 30 seconds per crossing.

Option	2022 Saturday 11:00 to 12:00			
	Route 1 N/B	Route 1 S/B	Route 2 N/B	Route 2 S/B
Existing network	06:03	09:59	08:00	09:07
Proposed Scheme	01:33	01:27	02:01	03:10
	2022 AM Peak 07:45 to 08:45			
Existing network	04:14	02:38	04:34	02:15
Proposed Scheme	01:28	01:59	01:42	01:52
	2022 PM Peak 16:45 to 17:45			
Existing network	05:06	08:42	05:29	02:35
Proposed Scheme	01:29	02:03	01:46	02:00
	2037 Saturday 11:00 to 12:00			
Existing network	09:06	19:36	11:03	16:44
Proposed Scheme	04:32	03:01	04:57	02:25
	2037 AM Peak 07:45 to 08:45			
Existing network	06:24	03:43	06:44	02:30
Proposed Scheme	04:19	02:14	04:32	02:34
	2037 PM Peak 16:45 to 17:45			
Existing network	07:29	11:12	07:51	02:54
Proposed Scheme	01:38	04:56	01:56	03:02

2.6 Economic appraisal and Value for Money

- 2.6.1** TUBA analysis was used to forecast the monetary benefits of the scheme. The preferred option is forecasted to deliver net additional Gross Value Added (GVA) of £2,183,000 (2010 values).
- 2.6.2** Additionally, using TUBA analysis the monetary value of benefits to Commuting and Other (road) Users is £18.1m (2010 values) for the preferred option, with a slightly beneficial impact on the reliability of the road network in the vicinity of the scheme.
- 2.6.3** Overall, using the Benefit Cost Ratio (BCR) and Value for Money assessments, the Preferred Option scored 'Very High' in the Value for Money Category with an initial BCR of 8.31.

2.7 Environmental Impacts

- 2.7.1** An environmental appraisal was undertaken to demonstrate impacts of the scheme on the local environment, which includes noise, air quality, greenhouse gases, townscape, historic environment, biodiversity, and water environment.
- 2.7.2** The appraisal indicated slight to moderate benefits to the following factors: air quality, greenhouse gases, and townscape. Factors not impacted included landscape and biodiversity. Noise, heritage, and water environment are slightly adversely impacted.

2.8 Risk Management

- 2.8.1** The project will be managed in accordance with the Kirklees Council Risk Management Strategy which sets out the Council's approach to Risk Management.
- 2.8.2** Additionally, due to funding from WYCA, Risk Management for the scheme will also meet the requirements of the WYCA Assurance Framework.
- 2.8.3** The scheme Risk Register will be maintained and reviewed on a quarterly basis throughout the project and revised as necessary, with appropriate mitigation measures applied.

3. Implications for the Council

3.1 Working with people

- 3.1.1** Public engagement and consultation has been instrumental into shaping the scheme into the current proposal. At every stage of the scheme development, feedback from public engagement has been integrated into the proposals and as such has influenced significant change in the outcome of the scheme to achieve maximum benefit for the residents and businesses of Holmfirth. Ward Councillors have also been consulted with regularity throughout development.
- 3.1.2** Initial Consultation of the Local Plan and subsequent feedback provided numerous considerations which were factored into the early development stages of the scheme.

- 3.1.3** Two formal Public Engagement Exercises in March/April 2019 and September 2019 provided residents with a platform to influence the proposals for the scheme at that time. The original three scheme proposals were exhibited at the first engagement, attended by over 1000 people over three days and subject to comment and feedback. Additional communications were circulated both physically and online during this period.
- 3.1.4** An estimated 84,000 individuals were reached about the activity through the engagement website, as well as the Council's social media and communication channels, and an estimated 2,500 people participated.
- 3.1.5** The original preferred option (Option 3 – Medium Cost) was subject to widespread disapproval from the respondents, with 81.3% disagreeing that the intervention would achieve the aims of the scheme, including 61% of people who strongly disagreed.
- 3.1.6** The response and feedback from this engagement led to a revision of the plans, which led to the development of Option 4 – Preferred Option, which was again subject to public consultation in September 2019.
- 3.1.7** Ward members were informed of the progress of the proposals, in the form of emails and briefings with a final briefing before engagement went live on 1 September 2019.
- 3.1.8** Over 500 people attended the exhibition on 27 September 2019 after over 2000 letters were delivered informing people and businesses of the event. Letters were also delivered to various stakeholders of the scheme and promotion, via the Communication and Marketing teams, was undertaken online.
- 3.1.9** The revised proposal received a favourable response, as did the online survey in which 58% of respondents were in favour of the proposals.
- 3.1.10** Owing to persisting concerns from local ward members and the Holmfirth Business Association regarding changes to parking and loading arrangements on Victoria Street, a further consultation event was held on 21st January 2020. As a result, several design changes were implemented to alleviate these concerns.
- 3.1.11** The location of the loading bay has proven controversial with businesses on Victoria Street, because the scheme benefits of reduced journey times and congestion cannot be realised with parking and loading on both sides of the road. The preferred option has been shaped by the views of local businesses, analysis of delivery patterns and needs of the businesses on both sides of the road.
- 3.1.12** Site visits to view loading activities, coupled with survey data, have allowed analysis of delivery frequency and dwell time to demonstrate how the proposed configuration will provide for the needs of businesses, whilst benefiting flow of traffic on Victoria Street.
- 3.1.13** Following the above engagement events, local businesses and ward councillors have continued to be consulted on the proposals and feedback has been documented and continues to influence development of the scheme. The scheme has been designed in line with the feedback from the Place Standards survey, the results of which can be seen on the following webpage. <https://howgoodisourplace.org.uk/2022/03/15/your-voice-your-holmfirth-results/>

3.1.14 The cycle hub design is a result of engagement with local cycle and community groups. Feedback indicated the location should be visible from the road and the adjacent 'cycle friendly cafe' Bloc, this will aid passive surveillance to give a feeling of security. The following businesses/groups were consulted:

- Bloc café management
- Cycle Campaign Group
- EPIKS e-bike hire scheme
- River Holme Connections
- Bikeability
- 3 Rivers
- Holmfirth Transition Town Group

3.1.15 An Integrated Impact Assessment has been undertaken for the scheme and the outcome of this was positive and neutral for environmental and equality impacts respectively. The IIA can be seen in Appendix 7 and on the Council website - [Integrated impact assessments | Kirklees Council](#).

3.2 Working with partners

3.2.1 The project is funded through the Combined Authority's West Yorkshire Plus Transport Fund, and as such the scheme is being delivered in accordance with the WYCA Assurance Framework.

3.2.2 The scheme project manager is also liaising with local business in Holmfirth to minimise disruption to trade, both short and long term. The third formal consultation event in January 2020 with the Holmfirth Business Association and local ward members was critical in ensuring this.

3.2.3 Regular consultation with the Environment Agency (EA) has been critical in identifying potential disruption to local wildlife. Measures are in place to obtain relevant licencing for the works to avert ecological disruption during construction.

3.2.4 Continued consultation with and feedback from River Holme Connections has influenced the inclusion of the stepped river access in the design proposals, which will assist in the environmental management of the river Holme.

3.2.5 The Environment Agency have stipulated the need for a bespoke permit to undergo the works to integrate stepped access to the river. Consultation is ongoing with the intent to obtain the relevant permits needed to carry out this work.

3.3 Place Based Working

3.3.1 The scheme compliments the objectives outlined in the Holme Valley Neighbourhood Development Plan, such as improvements to traffic and enabling more people to work in the Valley through improved journey times and additional parking.

- 3.3.2** Holmfirth is a town with significant pedestrian footfall and significant tourism owing to its distinct heritage. The scheme provides significant improvements to pedestrian access through widened footways and new access between Huddersfield Road and Hollowgate, whilst also improving the aesthetic of Hollowgate with new dustbin storage under the extended car park, as well as soft landscaping and tree planting.
- 3.3.3** Improved travel times, Electric Vehicle charging points and improved pedestrian access contribute to the desired outcome of attracting people and business into the area and increasing employment opportunities.
- 3.3.4** The Holme Valley Neighbourhood Development Plan identifies a need for additional, affordable housing in the Valley; the increased road network capacity and reduced travel times provided by the scheme will assist in accommodating this increase in demand and reduce the impact of congestion.
- 3.3.5** Working with the public and ward members has been critical in ensuring the best outcome for the residents of Holmfirth and as such public engagement activities have significantly shaped the scheme development to date.

3.4 Climate Change and Air Quality

- 3.4.1** Poor air quality is a significant public health issue, and recent Nitrogen Dioxide level monitoring indicates that the air quality in the Holmfirth town centre is poor, with levels just below the maximum objective threshold set in the National Air Quality Strategy.
- 3.4.2** The proposed scheme mitigates the impact of air pollutants by improving the flow of traffic and reducing the amount of stop/start traffic which is a particular influence on air quality.
- 3.4.3** The proposed green infrastructure also helps reduce the atmospheric concentration of carbon by locking it up in both soils and vegetation.
- 3.4.4** The scheme design interventions complement the recently adopted Kirklees Council Air Quality Strategy (2019-2024).
- 3.4.5** The scheme is anticipated to have relatively minimal carbon impacts during construction as a result of the relatively small physical scope of the scheme and no notable vegetation clearance is required to deliver the scheme.
- 3.4.6** The Preferred Option includes the provision of four Electric Vehicle (EV) fast charging points and further charging points and storage for Electric Bikes. This will support the use of more sustainable modes of transport in the Holmfirth area. There is scope in the future for further implementation of EV rapid charging points in the Market Hall car park.
- 3.4.7** Improved bus journey times in and out of Holmfirth will help make this sustainable mode of travel more attractive.

3.5 Improving outcomes for children

- 3.5.1** Improved journey times by bus and car will have a positive impact on travelling to school and colleges both in the Holme Valley and between Holmfirth and Huddersfield.

3.5.2 Improvements to air quality in the town centre will help ensure a healthy start in life.

3.6 Other (e.g. Legal/Financial or Human Resources)

3.6.1 The current commercial estimate for the scheme is £7,473,821 which includes risk and contingency.

3.6.2 There is a funding shortfall of £2,300,000. This will not be attained through further funding from WYCA and will be funded from the Council's Capital Plan. The shortfall between the scheme forecast and available WYCA grant will be met from the Council borrowing previously introduced in the Capital Plan to underwrite and match fund identified West Yorkshire plus Transport schemes.

3.6.3 After discussion and voting by ward councillors at Planning Sub-Committee on 10th February 2022, planning permission was granted for demolition of the Market Hall and extension of the car park and pedestrian bridge on 4th March 2022.

4. Next steps and timelines

- September 2022 - Full Business Case (FBC) submission
- December 2022 – FBC+ submission
- December 2022 - Construction contract award
- January 2023 – Construction start
- January 2024 – Scheme completion

5. Officer recommendations and reasons

It is recommended that Cabinet:

1. Endorse Option 4 Appendix 5 Final Scheme.
2. Endorse the submission of the Full Business Case to the West Yorkshire Combined Authority (WYCA) and, subject to approval by WYCA, give approval to progress the scheme to delivery.
3. Accept Grant funding of £5,173,821 from the West Yorkshire Combined Authority.
4. Approve Council Capital Plan contribution funded from Council borrowing of £2,300,000.
5. Approve a spending tolerance of circa 15% (£1,129,130) of forecast cost (£7,473,821), to be funded through the Council's capital plan.
6. Delegate all decisions to enable delivery of the scheme to the Strategic Director of Growth and Regeneration.
7. Authorise the Service Director – Legal, Governance and Commissioning to enter into any instrument required to be executed to facilitate delivery of the scheme.

6. Cabinet Portfolio Holder's recommendations

In full support of this scheme and commend it to cabinet.

7. Contact officer

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8. Background Papers and History of Decisions

West Yorkshire Transport Fund – Scheme Principles (9th February 2016)
WY+TF Schemes Update
Cabinet 13 November 2018
Kirklees Council Strategic Planning Committee decision (10 February 2022)

9. Service Director responsible

Edward Highfield
Service Director, Skills & Regeneration

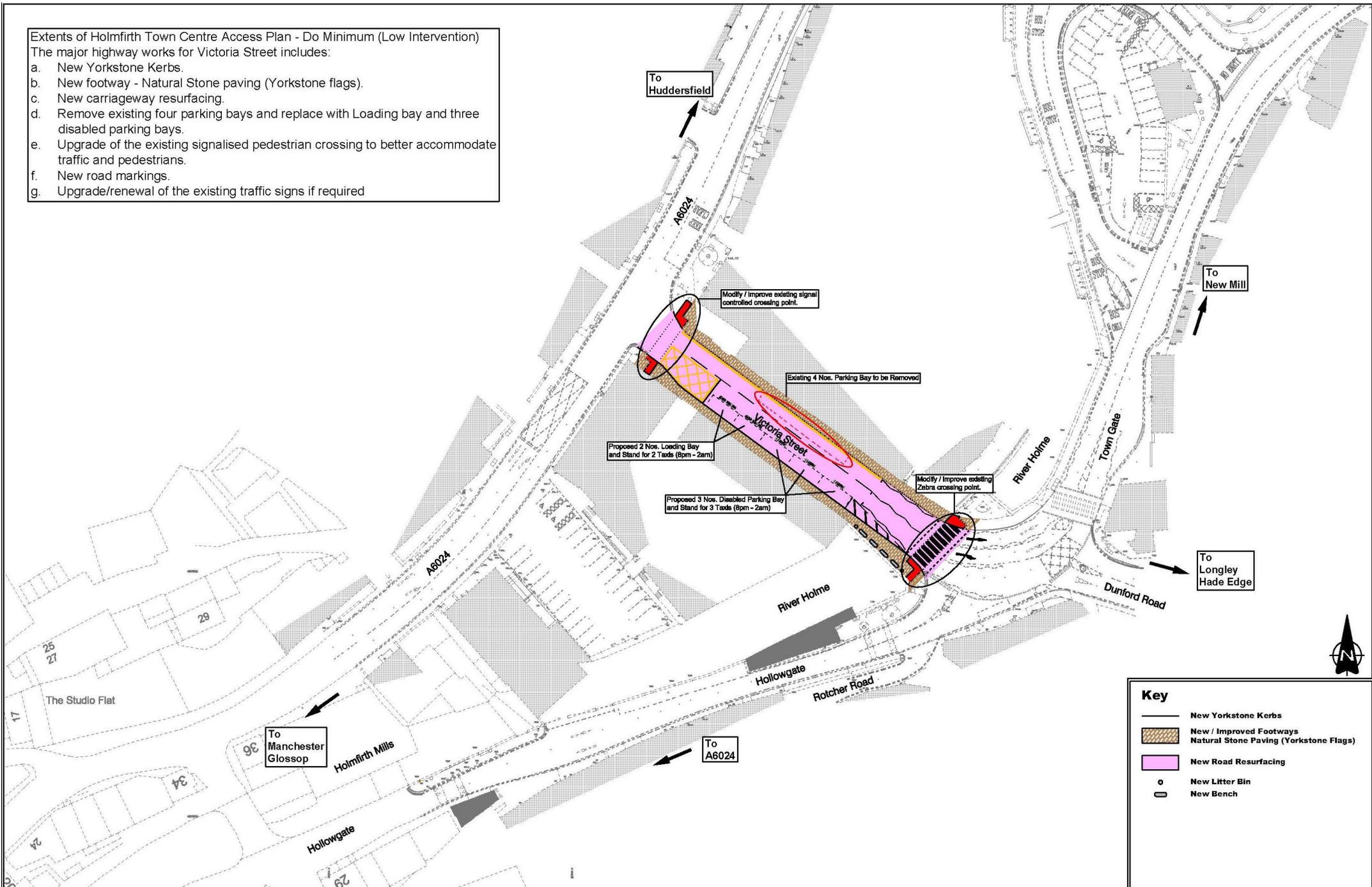
Appendix 1 – Option 1 (Low Cost)

Rejected at options appraisal as proposal did not deliver enough benefits to meet scheme objectives

Extents of Holmfirth Town Centre Access Plan - Do Minimum (Low Intervention)

The major highway works for Victoria Street includes:

- New Yorkstone Kerbs.
- New footway - Natural Stone paving (Yorkstone flags).
- New carriageway resurfacing.
- Remove existing four parking bays and replace with Loading bay and three disabled parking bays.
- Upgrade of the existing signalised pedestrian crossing to better accommodate traffic and pedestrians.
- New road markings.
- Upgrade/renewal of the existing traffic signs if required



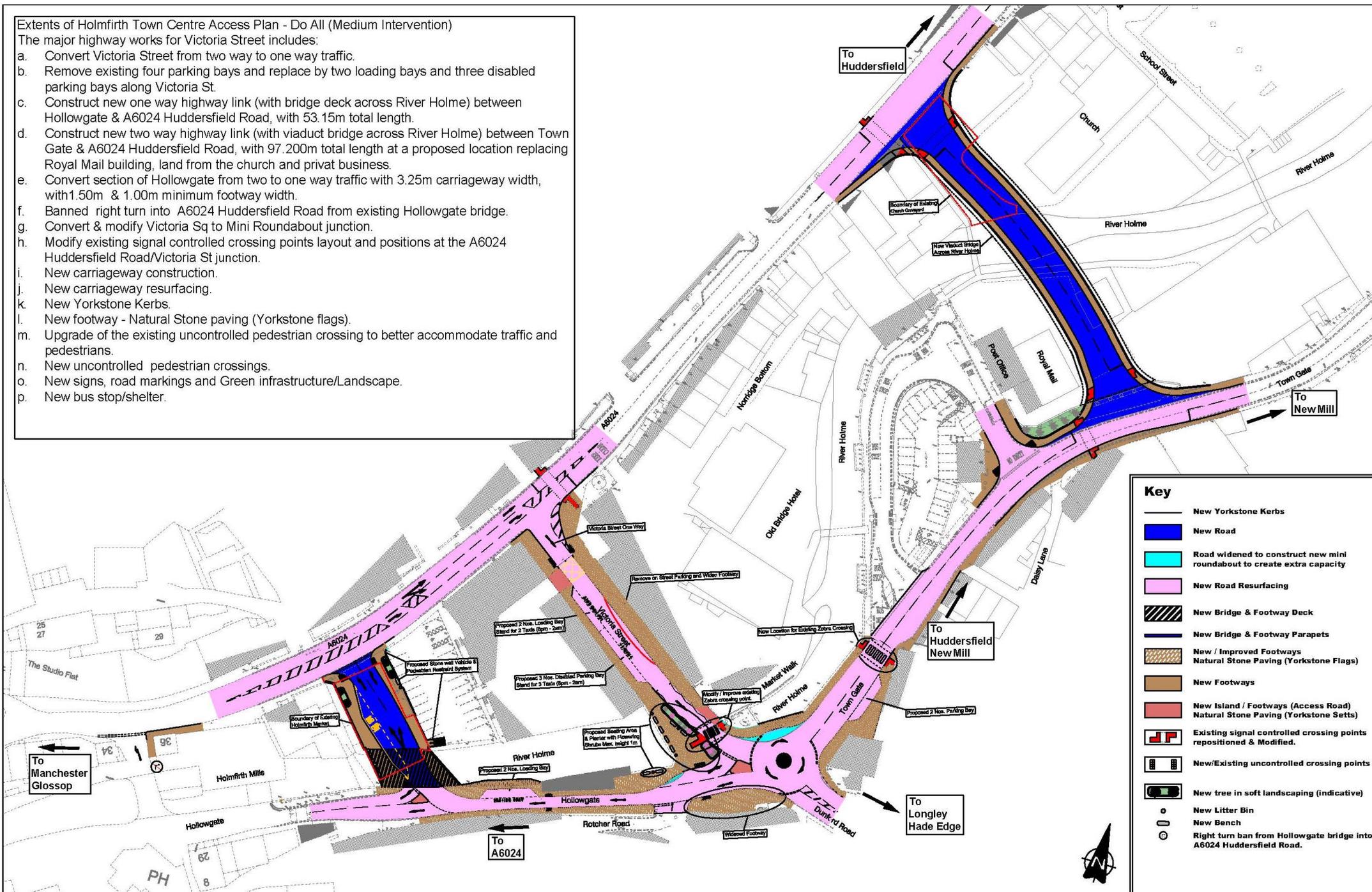
Appendix 2 – Option 2 (High Cost)

Rejected at options appraisal due to the cost and deliverability challenges of the design

Extents of Holmfirth Town Centre Access Plan - Do All (Medium Intervention)

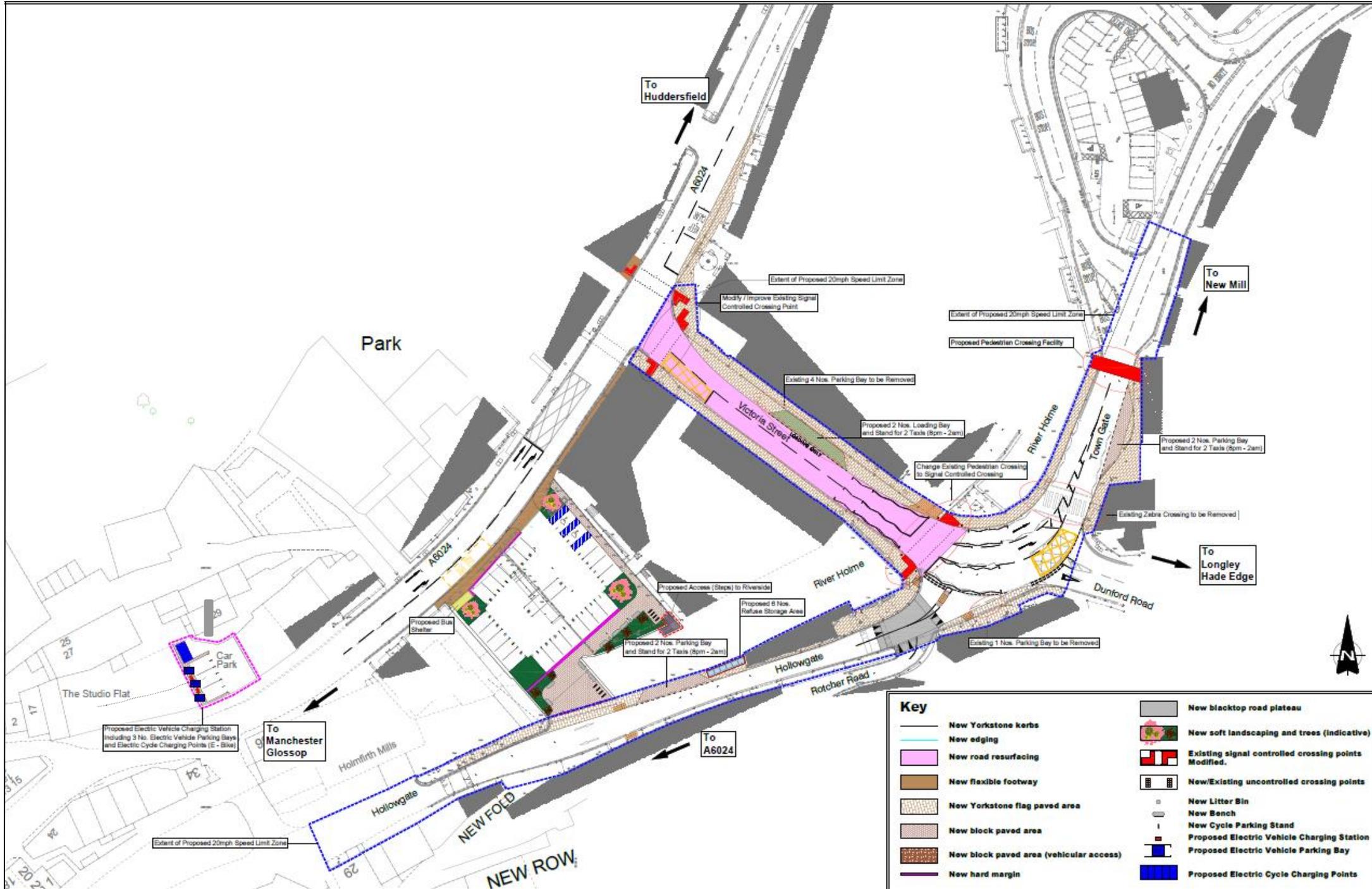
The major highway works for Victoria Street includes:

- Convert Victoria Street from two way to one way traffic.
- Remove existing four parking bays and replace by two loading bays and three disabled parking bays along Victoria St.
- Construct new one way highway link (with bridge deck across River Holme) between Hollowgate & A6024 Huddersfield Road, with 53.15m total length.
- Construct new two way highway link (with viaduct bridge across River Holme) between Town Gate & A6024 Huddersfield Road, with 97.200m total length at a proposed location replacing Royal Mail building, land from the church and private business.
- Convert section of Hollowgate from two to one way traffic with 3.25m carriageway width, with 1.50m & 1.00m minimum footway width.
- Banned right turn into A6024 Huddersfield Road from existing Hollowgate bridge.
- Convert & modify Victoria Sq to Mini Roundabout junction.
- Modify existing signal controlled crossing points layout and positions at the A6024 Huddersfield Road/Victoria St junction.
- New carriageway construction.
- New carriageway resurfacing.
- New Yorkstone Kerbs.
- New footway - Natural Stone paving (Yorkstone flags).
- Upgrade of the existing uncontrolled pedestrian crossing to better accommodate traffic and pedestrians.
- New uncontrolled pedestrian crossings.
- New signs, road markings and Green infrastructure/Landscape.
- New bus stop/shelter.



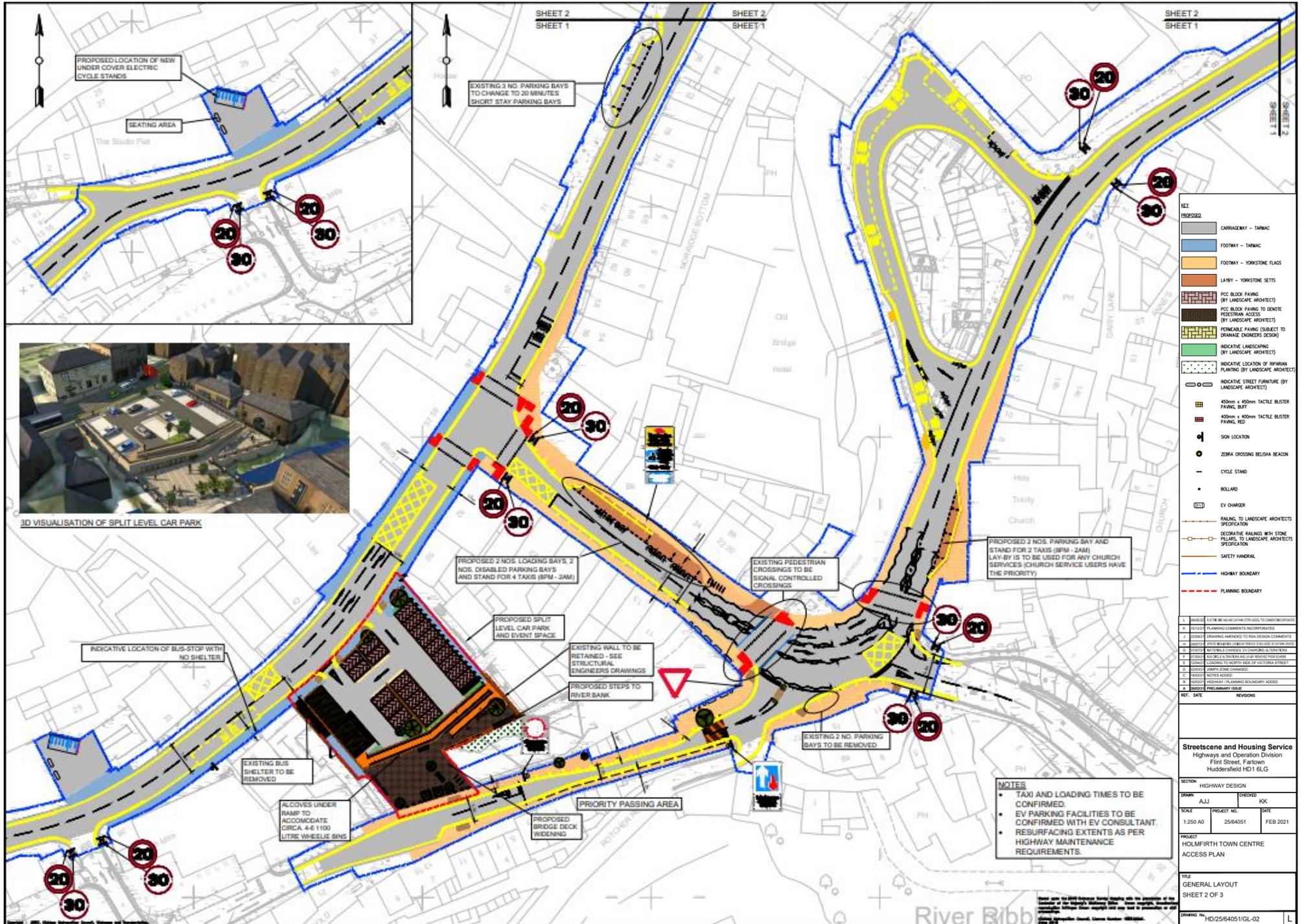
Appendix 4 – Option 4 (Preferred Option)

Subjected to public consultation in **September 2019**. Progressed with EV car park revisions to **Final Scheme**.

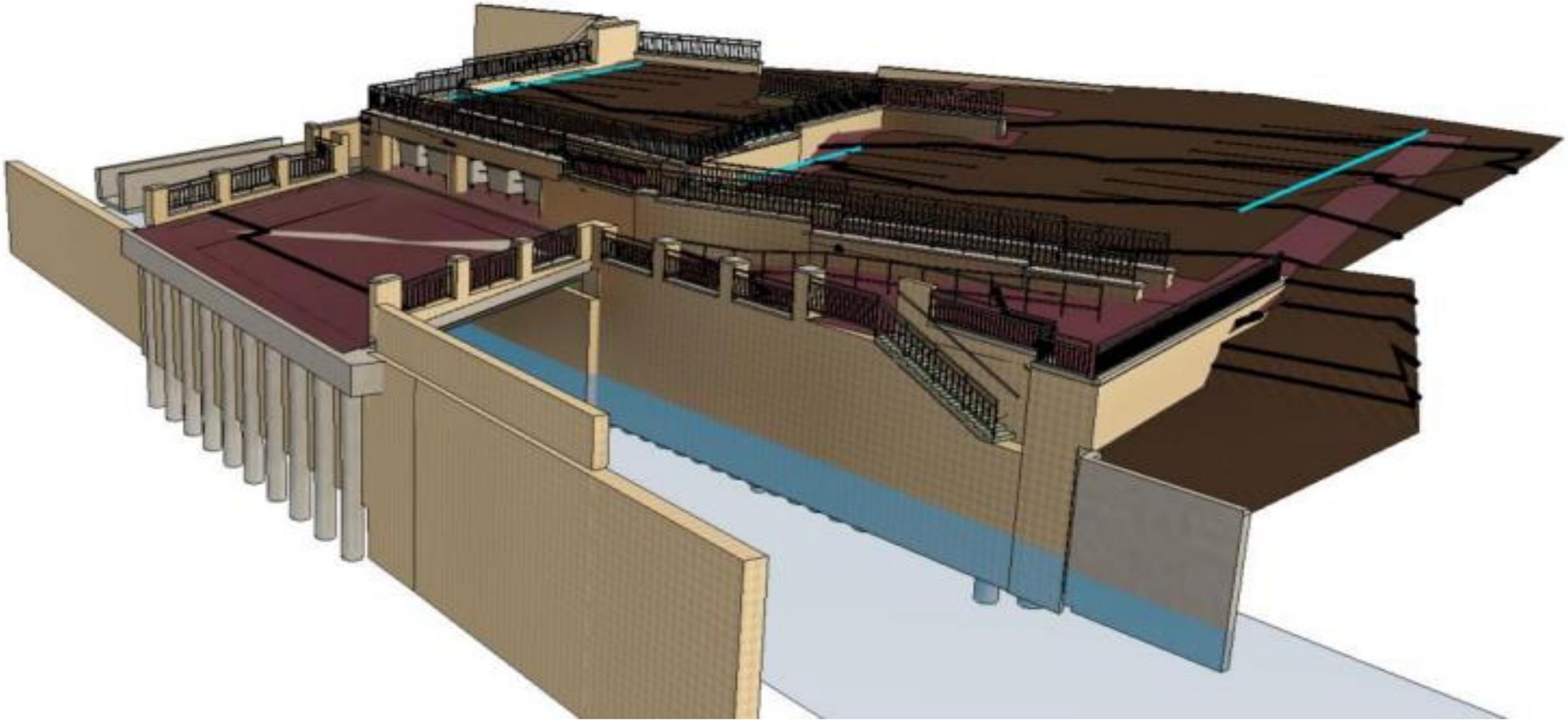


Appendix 5 – Final Scheme

Includes all interventions from the Preferred Option, with a cycle hub replacing the EV car park on Huddersfield Road.



Appendix 6 – Stepped River Access design plans



Appendix 7 – Integrated Impact Assessment



Summary

Equalities

Environment

Engagement

PROJECT DETAILS

Name of project or policy:

Directorate: Senior Officer responsible for policy/service:

Growth and Regeneration Richard Hollinson

Service: Lead Officer responsible for EIA:

Major Projects Andy Raleigh

Specific Service Area/Policy: Date of EIA (Stage 1):

Major Transport Schemes 03/06/2022

Brief outline of proposal and the overall aims/purpose of making this change:

The Holmfirth Town Centre Access Plan will see highway and public realm improvements throughout the town centre. The plan includes the demolition of the former market hall building and extension of the adjacent Huddersfield Road car park.

Kirklees Council, in partnership with the West Yorkshire Combined Authority (WYCA), is developing the scheme to:

- Create a more attractive environment for residents, businesses, and visitors
- Improve efficiency and journey time reliability for all road users
- Ease traffic congestion
- Create better access for residents, businesses and visitors.

Theme	Calculated Scores						Stage 2 Assessment Required
	Proposal	Impact	P + I	Mitigation	Evidence	M + E	
Equalities	6	3.9	9.9	0	4	4	No
Environment		3.5	3.5	5	4	9	No

NATURE OF CHANGE

WHAT IS YOUR PROPOSAL?	Please select YES or NO
To introduce a service, activity or policy (i.e. start doing something)	YES
To remove a service, activity or policy (i.e. stop doing something)	NO
To reduce a service or activity (i.e. do less of something)	NO
To increase a service or activity (i.e. do more of something)	NO
To change a service, activity or policy (i.e. redesign it)	YES
To start charging for (or increase the charge for) a service or activity (i.e. ask people to pay for or to pay more for something)	NO



WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...	Level of Impact Please select from drop down
Kirklees employees within this service/directorate? (overall)	Neutral
Kirklees residents living in a specific ward/local area?	Positive
Please tell us which area/ward will be affected:	Holme Valley South
Residents across Kirklees? (i.e. most/all local people)	Positive
Existing service users ?	Positive

Each of the following groups?		Please select from drop down
<i>(Think about how your proposal might affect, either positively or negatively, any individuals/communities. Please consider the impact for both employees and residents - within these protected characteristic groups).</i>		
...age	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Positive
...disability	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Very Positive
...gender reassignment	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...marriage/ civil partnership	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...pregnancy & maternity	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Very Positive
...race	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...religion & belief	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...sex	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...sexual orientation	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Neutral
...those in poverty or low-come	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Positive
...unpaid carers	What impact is there on Kirklees employees /internal working practices?	Neutral
	What impact is there on Kirklees residents /external service delivery?	Positive



WHAT LEVEL OF IMPACT DO YOU THINK YOUR PROPOSAL WILL HAVE ON...	Level of Impact Please select from drop down
Kirklees Council's internal practices ?	Neutral
Lifestyles of those who live and work in Kirklees?	Positive
Practices of suppliers to Kirklees council?	Positive
Practices of other partners of Kirklees council?	Positive

Each of the following environmental themes? (Please select from the drop down list)			
	People	Partners	Places
... clean air (including Climate Changing Gases)	Positive Score: 1	Positive Score: 1	Positive Score: 1
... Clean and plentiful water	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Wildlife and habitats	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2
... Resilience to harm from environmental hazards	Positive Score: 1	Neutral Score: 2	Positive Score: 1
... Sustainability and efficiency of use of resources from nature	Positive Score: 1	Positive Score: 1	Positive Score: 1
... Beauty, heritage and engagement with the natural environment	Positive Score: 1	Positive Score: 1	Neutral Score: 2
... Resilience to the effects of climate change	Positive Score: 1	Neutral Score: 2	Positive Score: 1
... Production, recycling or disposal of waste	Neutral Score: 2	Neutral Score: 2	Positive Score: 1
... Exposure to chemicals	Neutral Score: 2	Neutral Score: 2	Neutral Score: 2

Have you taken any specialist advice linked to your proposal? (Legal, HR etc)?	Yes
Do you have any evidence/intelligence to support your assessment (in section 2) of the impact of your proposal on...	No
...employees?	Yes
...Kirklees residents?	No
...service users?	Yes
...any protected characteristic groups?	Yes
<p>Please list your equalities evidence/intelligence here [you can include hyperlinks to files/research/websites]:</p> <p>Outline Business Case (OBC) for this scheme outlines the expected impact on some of the protected characteristics, including improving pedestrian access for elderly people with mobility issues and those living with a disability and in wheelchairs by widening footways and relocating crossings.</p> <p>At present, there are areas of Holmfirth town centre with pavement widths of 0.78m, which is insufficient for access for wheelchair users or two people walking side-by-side i.e., parent and child. The scheme proposal will deliver pavement widths that are nearly doubled in most cases and allow sufficient room for access for all users. This will also provide a benefit to parents with small children, both in prams and walking side-by-side, as currently there is insufficient width in several places in the town centre to allow this, all of which are being rectified in the scheme.</p> <p>The operation of the Holmfirth market will continue without interruption. The market will take place at an alternative location during the work period and will the aim to return to the site following construction.</p> <p>There will be a benefit to those in poverty/on low income by improving access in and out of the town centre and reducing journey times to neighbouring towns and cities, including Huddersfield - enhancing employment opportunity.</p> <p>Unpaid carers will also benefit from the reduced journey times, reducing scheduling pressures for carers.</p>	

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal outlined on the different groups of people?	FULLY
To what extent do you feel you have considered your Public Sector Equality Duty?	FULLY

Environmental Themes	
Have you taken any specialist advice linked to your proposal?	Yes
... Kirklees Council practices?	No
Do you have any evidence/intelligence to support your assessment (in section 2) of the impact of your proposal on...	Yes
... resident and worker lifestyles?	Yes
... Practices of Supplier to Kirklees Council?	No
... Practices of other Kirklees Council partners?	Yes

Please list your environmental evidence/intelligence here [you can include hyperlinks to files/research/websites]:
 An ecological appraisal, climate change statement and flood risk evaluation have all been carried out in relation to this scheme by consultants Wardell Armstrong. The ecological appraisal did not highlight any significant risk to local wildlife; except for possible disruption to bat habitats; a survey is scheduled to take place this summer and subsequent habitation measures to ensure minimal disruption. A Biodiversity Management Plan has been produced for the scheme and details that bat, bird, and bee boxes will be installed during development.

The Climate Change statement highlights the most likely environmental factors that will affect the development as a result of climate change, such as increased temperatures and precipitation. Suggested mitigation measures for temperature increases include landscaping (which is part of the proposal) including drought-resistant plant life.

Mitigation measures for the reduction of carbon emissions include onsite reuse of suitable materials, relocation of street furniture, storage of items for reuse in future and use of precast products. There are clear objectives within the scheme to improve the local air quality by reducing vehicle dwell times at junctions in the town centre due to improved traffic controls. Additionally, the provision of EV charging points and a cycle hub encourages less polluting means of travel in Holmfirth.

The Flood Risk report for the scheme concluded that the proposed development will not increase flood risk elsewhere and will help to reduce flood risk locally, by removing the existing bridge pier. This is a significant measure mitigating the effects on climate change.

Part of the proposals include improved river access to the River Holme for River Holme Connections, who help maintain the natural environment of the river and keeping it free of obstructions which could damage wildlife and increase flood risk..

	Please select from drop down
To what extent do you feel you are able to mitigate any potential negative impact of your proposal on the environmental issues identified?	TO SOME EXTENT