

North Yorkshire County Council

Executive

15 January 2019

Harrogate Congestion Study –Options Assessment Report Addendum

Report of the Corporate Director – Business and Environmental Services

1.0 Purpose of Report

- 1.1 To provide an update on the progress of the Harrogate Congestion Study further analysis.
- 1.2 To set out the broad outcomes of the Options Assessment Report Addendum (OARA)
- 1.3 To recommend next steps, including potential public consultation

2.0 Background

- 2.1 Members of the Executive will be aware that a route for a Harrogate Northern Relief Road and Killinghall Bypass was approved by the County Council in the early 1990's. Following a request from the County Area Committee for the Harrogate District a review of 'the need for and alignment' of the adopted relief road was commenced in late 2016.
- 2.2 As an early part of this study, initial modelling and appraisal was undertaken on various potential relief road options based on work originally carried out in the early 1990's (see Figure 1 below.) This showed that of the alignments, the two inner relief road options provided the greatest benefits in terms of traffic relief.
- 2.3 As a result of development pressures, and based on information available from the initial consideration of relief road alignments the Executive recently resolved to rescind the protection of the Harrogate Northern Relief Road and a section of the Killinghall Bypass. The remainder of the Killinghall Bypass remains an adopted route.

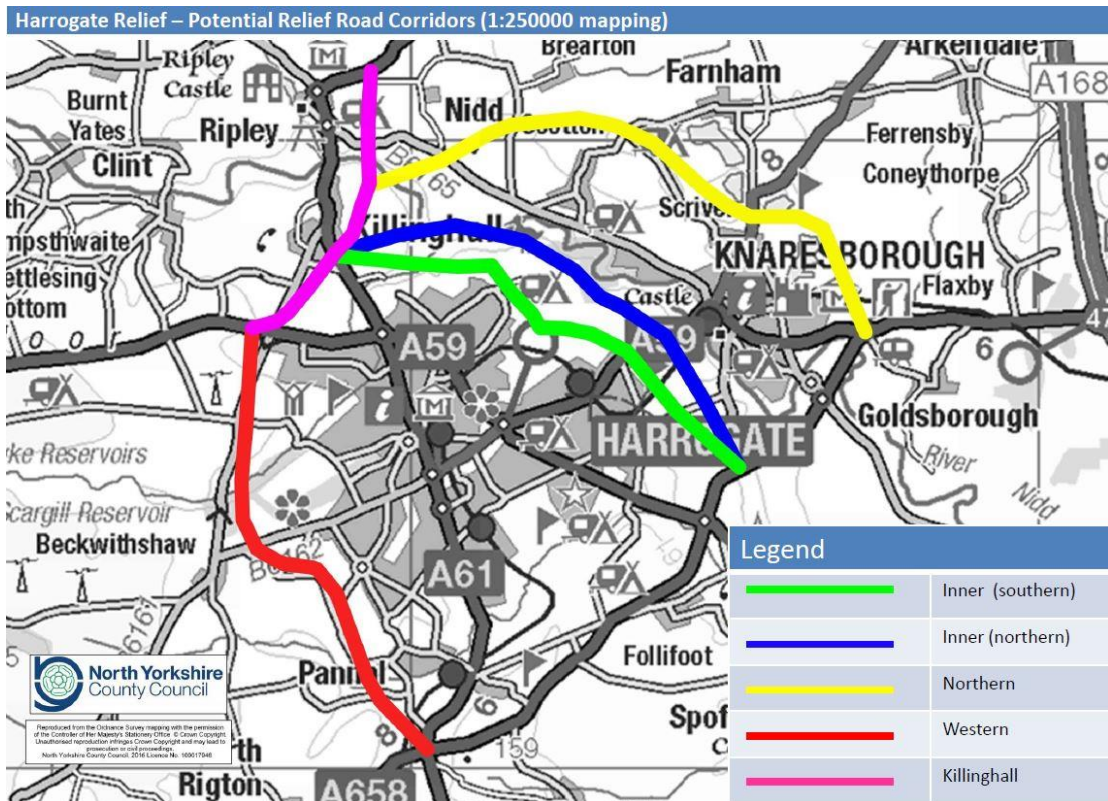


Figure 1 - possible relief road options considered in the 2017 Options Assessment Report

2.4 As an integral part of the study, work was also undertaken by the County Council's partner consultant, WSP on looking at a range of other potential approaches for tackling congestion in Harrogate and Knaresborough (study area set out in Figure 2 below). In line with Department for Transport (DfT) guidance on local major scheme development, it is necessary that a variety of options are developed and tested, to provide an understanding of what type of transport project could deliver the greatest benefits overall. DfT guidance requires that in advance of making recommendations for a preferred solution a wide range of options are explored, and initial sifting work is undertaken to determine the suitability, or otherwise, of those options. This initial assessment of options is termed the Options Assessment Report (OAR)

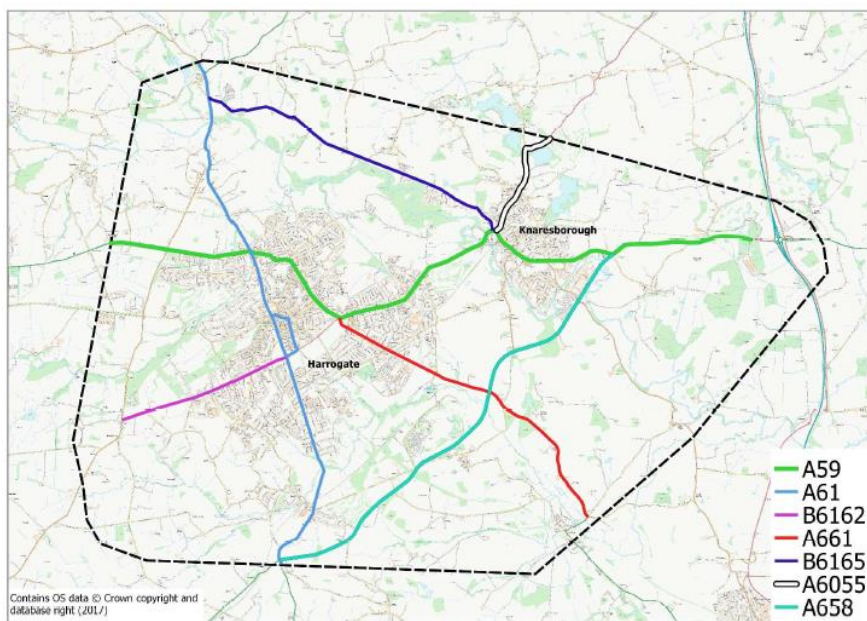


Figure 2 - study area

- 2.5 In December 2017, following the completion of the Stage One report (analysis and data gathering) and the Options Assessment Report, and their subsequent review by officers, a report was presented to the County Area Committee for the Harrogate District. The report set out details of the testing and options assessment that had been undertaken to date, and concluded that two packages, of five that had been developed, were the best performing when assessed against the project objectives. The report made a recommendation to Members that they;
- i) note the content of the Stage One Report, OAR and this committee report.
 - ii) recommend to the Corporate Director of BES that packages B and E are taken forward and presented for public consultation

- 2.6 For further detail of the reports, and the data set out within them, please refer to the reports and minutes of the Area Committee meeting on 7 December 2017, which can be found [here](#).

- 2.7 At the meeting of the Area Committee, the recommendations of the report were not accepted, and an alternative recommendation was agreed;

‘That only package B be taken forward, subject to the consultants firstly working-up a package of specific actions that will be put to the public as part of the consultation’.

- 2.8 The agreed recommendations of the Area Committee were considered by the Corporate Director for Business and Environmental Services, at his meeting with the two BES Executive Members in December 2017. The BES Executive Members and the Corporate Director, having fully considered the recommendations of the Area Committee and debated the possible options for the future development of the project, and in the light of the requirements from Department for Transport for option development in major schemes to be evidence based, decided to undertake further analysis work on both packages B and E and to report back to Members at the conclusion of this process.

- 2.9 That work was commissioned in spring 2018, and has now been concluded.

3.0 Option Assessment Report Addendum

- 3.1 In order to further develop and assess the findings of the Options Assessment Report, the project team, comprising WSP specialists and officers from the County Council, revisited the original long list of interventions and assessed their continuing suitability for inclusion in the project.
- 3.2 This initial consideration of the long list of options did not result in any additional measures being put forward. However, following the long listing, a short listing exercise was undertaken, and five of the measures which had been discarded in the OAR were brought back into the short list for consideration. These included; reallocation of road space, park and ride, bus priority on key routes, parkway stations, and new rail halts. However, further to this and following an officer (including Harrogate Borough Council officers) workshop held in May 2018, two of these interventions, new rail halts and parkway stations were again considered to not warrant further consideration, due to issues of cost and deliverability, based on advice from County Council officers with specialist knowledge.
- 3.3 Therefore, 26 short listed interventions were taken forward to be further developed.

3.4 Packaging

The packages were reviewed by the study team, to consider their potential effectiveness. Further to this no changes to the original packages were proposed other than the addition of the three additional measures as noted above. It was agreed, at the officer workshop, that 'reallocation of road space' should be added to both packages B and E, as it was considered to complement the range of interventions contained within each of the packages (albeit potentially in different forms).

3.4.1 Park and ride and bus priority on key routes were only included in package E, as this package has a greater emphasis on sustainable transport options and the additional network capacity required to more easily accommodate bus priority, whereas the focus in package B was more around fiscal restraint and infrastructure, in line with demand management approaches. General reallocation of road space as the other newly re-incorporated measure, was considered appropriate for inclusion in both package B and package E. However, it is important to note that packages were formed to allow high level testing of their effectiveness, but are entirely flexible and illustrative at this stage. To that end, park and ride and bus priority could be included in both packages and the views of members on this would be welcome.

3.5 Therefore, for the purposes of testing and appraisal the packages were defined as follows:

Category	Intervention
Information	Variable Message Signs
	Real Time Passenger Information
	Area wide signage strategy
	Publicity campaigns for sustainable transport
	Improved digital provision
	Personalised journey
Demand management	Extend pedestrianisation of Harrogate central core
	Congestion charge / low emission zone
	Area wide travel planning
	HGV ban / loading restrictions
	20mph speed limits / zones
	Car sharing
	Car clubs (electric vehicles)
	Work with schools to ameliorate the impact of school run
Highways	Network optimisation
	Area wide signal strategy review
	Reallocation of road space
Parking	Area wide car parking strategy
Public transport	Bus / rail interchange development and public realm improvements
	Sustainable transport options for new developments
	Improved access to rail stations
Cycling and walking	Cycling infrastructure Plan
	Area wide public realm strategy

Table 1 - Package B

Category	Intervention
Information	Variable Message Signs
	Real Time Passenger Information
	Area wide signage strategy
Demand management	Extend pedestrianisation of Harrogate central core
	HGV ban / loading restrictions
	20mph speed limits / zones
Highways	Relief Road options
	Reallocation of road space
Parking	Area wide car parking strategy
Public transport	Bus / rail interchange development and public realm improvements
	Improved access to rail stations
	Park and Ride
	Bus priority on key routes
Cycling and walking	Cycling infrastructure Plan
	Area wide public realm strategy

Table 2 - Package E

- 3.6 It is important to note that the packages put forward for testing at this stage, have been developed on the basis of providing an indication of what could be achieved through investment in a combination of measures. They should not be considered as fixed or final packages. The packages could be varied in a number of ways and should be viewed as illustrative and flexible.
- 3.7 Further development of options.
Following the initial review of the interventions and the packages within which they sit, consideration was given to developing the requested further level of detail for each of the interventions. This included looking at potential locations where the measures could be implemented, as well as considering indicative costs, linkages with other interventions within the package, delivery considerations. As part of this process, real world examples of similar interventions elsewhere were investigated (comparative study). For each intervention, this detail was compiled into an intervention summary sheet, an example of which can be found in the appendix F to the: [Harrogate Congestion Study - Options Assessment Report Addendum](#)
- 3.8 The intervention summary sheets also set out the likely timescales for development and delivery of each intervention. This information is necessary not only for a broader, qualitative understanding of potential impact, but also to allow a calculation of costs and benefits to feed into the economic assessment of the packages.
- 3.9 All of this information was collated into one appraisal impact summary table, which is appended to the OARA and which sets out the various uplifts and reductions which are applied to the various modes through the appraisal. Further detail about the approach to appraisal is set out in section 3.12 below.
- 3.10 Stakeholder Engagement – Engagement Group
During the option development and testing stage, a stakeholder Engagement Group was formed, to allow the check and challenge of the process and approach being taken by WSP and the County Council. This group comprised membership from across a broad spectrum of groups and organisations, including professional organisations, trade forums, mode specific groups, specialist interest and environmental lobby groups, and elected representatives from the borough, town and parish councils in the study area who were invited to attend three sessions (membership and terms of reference for the group are set out in Appendix A of the: [Harrogate Congestion Study - Options Assessment Report Addendum](#)). The

Engagement Group, whilst having the opportunity to influence debate and challenge the process being undertaken, did not have any formal decision making power.

- 3.11 In these sessions, the project team set out the approach being taken to further development of the packages, and gave opportunities for the engagement group to challenge or make suggestions on how best to undertake this additional phase of works. Suggestions were also taken from the engagement group on potential future work and possible approaches to consultation should the project move forward beyond this stage.
- 3.12 **Approach to appraisal**
In order to gain an understanding of the likely impacts of each intervention both quantitative and qualitative appraisal was undertaken on the measures. The approach taken to appraisal followed the general guidance set out in the Department for Transport's standard webTAG guidance. However, recognising the feedback from the Area Committee, the level of assessment undertaken in this study does go beyond that normally required by government for this stage of scheme development.
- 3.13 In some cases quantitative appraisal could not be undertaken due to the difficulties of appraising theoretical/indicative locations for implementation or due to there being no agreed methodology for doing so. However, in most cases, either through making changes to the demand values within the existing VISUM strategic transport model, or through use of the DfT's active mode appraisal (AMA) tool some degree of quantification of the likely benefits that might be delivered by the measure was possible. VISUM is a transport modelling package which allows changes to the highway network to be tested by making changes to the model. This then provides a forecast of what might happen to traffic as a result. The model used in this case was built to allow testing of the Harrogate Local Plan, but has been updated for the testing required as part of this study. The active mode appraisal toolkit allows benefits generated as a result of active travel (walking and cycling) to be quantified and a value generated for physical activity, absenteeism, and journey quality. (Further details on both of these elements of the appraisal can be found in chapters 3 and 4 of the OARA.) Where this was not possible, a qualitative assessment was undertaken.
- 3.14 In all cases, a comparative study was undertaken, in which evidence of the implementation and effectiveness of similar measures elsewhere formed part of the intervention summary sheet. Where ever appropriate the data collected as part of this comparative study has been used to influence the demand model, or the active mode appraisal. This means that if study data suggested that a percentage change in either traffic flows or cycling and walking could be expected to be achieved, then these would be used in the modelling and appraisal. In all cases, the data developed through the comparative study has been sense-checked both by WSP's specialists, and also by NYCC officers, to accurately estimate the potential local impact in the Harrogate area.
- 3.15 As set out in section 2.2 the outer relief road options were discarded during the consideration of the original OAR in 2017. Three relief road options therefore remained under consideration these being the inner north (Package Eii), the inner south **with** a link to Bilton Lane (Package Ei) and the inner south **without** a link to Bilton Lane (Package Eiii). In order to gain a fuller understanding of the comparative costs and benefits of each the three remaining relief road options, the appraisal of Package E was undertaken individually for each of the relief road options, with costs and benefit generated for each version of the package, dependant to the relief road option.

- 3.16 In order to justify public funding for transport schemes promoters are required to develop a Department for Transport business case in line with the Treasury's Green book. This consists of five cases. These are the strategic case, the financial case, the economic case, the management case, and the commercial case. At this stage of development usually only the strategic case (the need for and qualitative assessment of the effectiveness of the scheme options) is considered. However, an initial analysis of the quantifiable economic benefits (as measured by a benefit to cost ratio (BCR)) has been undertaken. Any BCR in excess of 1.0 indicates that there is an economic benefit to undertaking the scheme. However the DfT classify BCR's as follows; 1.0 to 1.5 as low, 1.5 to 2.0 as medium and 2.0 and above as high.
- 3.17 Using the data from the active mode appraisal, the transport model, and the comparative study and intervention summary sheets, and using an approach which looks to measure cumulative benefits where appropriate, but also avoid double counting of benefits, a methodology for calculating BCR's delivered initial outputs as follows:

Package		Outturn Cost ¹£s	BCR
B	Demand management and behaviour change	44,574,204	1.1
E(i)	highway operational improvement and sustainable transport, with urban realm improvements, plus inner south relief road alignment <u>with</u> a link to Bilton Lane	111,748,323	1.9
E(ii)	highway operational improvement and sustainable transport, with urban realm improvements, plus inner north relief road alignment	143,612,410	1.2
E(iii)	highway operational improvement and sustainable transport, with urban realm improvements plus inner south relief road alignment <u>without</u> a link to Bilton Lane	108,556,947	1.7

- 3.18 Members should be aware that recent guidance from Department for Transport and evidence of major transport schemes that have received DfT funding has confirmed that whilst the BCR is an important metric in consideration of whether to provide funding for schemes it is only one part of the economic case, which in turn is only one of the five cases within the major schemes business case that government will consider. As such a BCR of 2.0 (high) or above is no longer considered a prerequisite for government funding.
- 3.19 It should also be noted that (and the appended addendum provides further detail on this) whilst package B does not perform well in terms of the pure BCR calculated, this is because the benefits delivered through package B accrue primarily to those using sustainable modes, to the detriment of car drivers. This furthermore underlines the need for a package approach, in order to provide travel options appropriate for people travelling by a variety of modes.

¹ The breakdown of costs for each package is set out in appendix I

- 3.20 Due to the complexity of the traffic modelling, and the 'flexible' nature only of the packages it is not possible or practical at this stage to present a detailed, road by road, analysis of the traffic reductions achieved by each package. However initial modelling of the packages has demonstrated that package E would have a significantly greater impact on traffic flows on the existing network than the reductions effected by package B. In particular with package E, the A59 in both Harrogate and Knaresborough and the A661 modelled show reductions of at least a third during the peak hour compared to between 5% and 10% reductions achieved by package B. However, as noted above, this should be considered in the context of vehicle reductions not being the only objective of the study, particularly in the context of mode shift and the relatively conservative estimates that have been used for the potential uplifts for cycling and walking. In addition to this, at this stage, the model used to assess the changes in traffic is a peak hour strategic transport model only, (ie it has no interpeak functionality, and only models vehicles rather than active modes and provides minimal detail on passenger transport.) As a consequence, whilst the modelled results give some indication of the potential impact of the packages on traffic, these are only high level and indicative. It should be noted, that this level of modelling capability is fully in line with what would be expected at this relatively early stage of project development and is proportionate to the options assessment report stage.
- 3.21 An initial assessment of the potential impact of the inner relief road options on the Nidd Gorge and Nidderdale Greenway has been undertaken. This involved a further level of development of the two potential alignments. However at this stage they are not available for publication as they are indicative only and at least one or potentially both of the options may not be progressed any further. Publication of the draft indicative alignments could lead to potential planning blight claims against the County Council and could also lead to unnecessary concern for property owners on or near the potential routes even though they may not ever be built.
- 3.22 A potential alignment of the Inner Northern route in the Nidd Gorge area could run from the A59 at Forest Lane Head at the eastern end of the Golf Course. The route could run south of Bilton Hall generally parallel to the Nidd Gorge between around 250m and 300m from the river and passing as close as approximately 100m to the tree line of the Nidd Gorge. It would cross the River Nidd / Nidd Gorge on viaducts at two points. The first would be approximately 800m to the east of the Nidderdale Greenway viaduct and the other approximately 400m north of the sewage works at Bilton. The route would generally be approximately 800m from the Nidderdale Greenway potentially crossing it at one point just to the north of the Nidd Gorge viaduct. The impact of this possible route on the Nidderdale Greenway and developed areas of Bilton would be relatively low, however it would be very close to the actual Nidd Gorge and is likely to have a have a significant detrimental impact on its setting.
- 3.23 A potential alignment of an Inner Southern route could run from the A59 Forest Lane Head near the western end of the golf club. To minimise the impact on the Nidd Gorge it could hug the north eastern limit of development parallel to and north of the Nidderdale Greenway crossing Bilton Lane between the housing and the Gardeners Arms pub before turning west crossing the Nidderdale Greenway south of the viaduct before crossing the Nidd Flood Plain / Gorge area and Oak Beck in the vicinity of the sewage works. The route would not cross the River Nidd itself. Between the A59 Forest Lane Head and Bilton the route would be between 600m and 900m from the Nidd Gorge tree line. In the vicinity of Bilton this would drop to approximately 500m and in the vicinity of the Bilton Sewage works the route could run to within 100m of the River itself. For the majority of the potential route where it runs alongside the

Nidderdale Greenway the Greenway is in cutting and as such is unlikely to be visible from the Greenway. This route would have a lesser impact on the Nidd Gorge than the inner northern but it is accepted that it is likely to have a greater impact on the setting of the Greenway and on the properties in the north east of Bilton

3.24 Comments from Area Constituency Committees

A version of this report was presented to both the Harrogate and Knaresborough, and the Skipton and Ripon area constituency committees. Excerpts from the minutes of those committees can be found in Appendix A.

3.25 Conclusions

The additional work that has been undertaken on analysing the measures within packages B and E has shown that both packages are capable of delivering BCRs which would likely be considered favourably by the DfT.

3.26 The WSP report concludes that: *“It is therefore the recommendation of this report that the packages be taken forward, for further consideration, through appropriate levels of engagement, consultation and technical work. While package B was the lowest scoring, of all the packages tested, it is considered that it is likely to have additional benefits that would not be fully reflected through economic appraisal. However, due to the ‘low’ value for money classification and relative performance against the other package E options tested, it is recommended that Package Eii (Inner North) should be discounted from the process at this stage.”*

3.27 It is also clear that the additional economic benefits of the inclusion of a link from the inner south option onto Bilton Lane (Package Ei) are very limited (only a 0.2 uplift in the initial BCR) and this must be set in the context of the significant impact of additional traffic that such a link would attract onto Bilton Lane. It is therefore unlikely that such a link could be recommended as a way forward

3.28 Members from both the Harrogate and Knaresborough, and Skipton and Ripon Area Constituency Committees were broadly supportive of the need for public consultation to be undertaken, subject to it being set out in a transparent and proportionate manner.

4.0 Equalities

4.1 Consideration has been given to the potential for any adverse equalities impacts arising from the recommendations of this report. It is the view of officers that the recommendations included in this report do not have an adverse impact on any of the protected characteristics identified in the Equalities Act 2010. However, it is worth noting that any preferred option(s) would require a full Equalities Impact Assessment to be carried out. A screening report is attached at appendix B.

4.2 The County Council will ensure that any consultation material published adheres to all relevant equalities requirements and legislation and is accessible to all and in particular to people with protected characteristics, such as more generally seldom heard groups. The County Council’s communications team will support the project team in providing accessible versions of materials and ensuring that all consultation materials meet Plain English standards.

5.0 Finance

5.1 The scheme development work is being funded from existing approved budgets. At present there are no identified additional funding requirements. However should a preferred option(s) be taken forward to the Strategic Outline Business Case

development stage and then be provisionally approved for funding from DfT or another funding body, then an appropriate local contribution will need to be identified.

6.0 Legal

- 6.1 At present no legal implications have been identified. As the relief road review continues, detailed discussions will take place with the County Council's legal officers in respect of the legal implications of ensuring that the public consultation exercise and subsequent implementation of any identified options are properly carried out.

7.0 Recommendation

- 7.1 It is recommended that the findings of the Options Assessment Report Addendum form the basis of public consultation into both packages B and E.

DAVID BOWE
Corporate Director – Business and Environmental Services

Author of Report: Rebecca Gibson

Background Documents: None.

North Yorkshire County Council

Harrogate and Knaresborough Area Constituency Committee

Minutes of the meeting held on Thursday 8 November 2018 at 9.30 am at the Cairn Hotel, Ripon Road, Harrogate

Present:-

Members:-

County Councillor John Mann (in the Chair); County Councillors Philip Broadbank, Jim Clark, Richard Cooper, John Ennis, David Goode, Michael Harrison, Paul Haslam, Don Mackenzie, Zoe Metcalfe, Cliff Trotter, Geoff Webber and Robert Windass

In Attendance:-

County Councillor Andy Paraskos (Member of the Selby and Ainsty Area Constituency Committee)

Officers:- Barrie Mason (Assistant Director, Highways and Transportation), Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport), Ian Marr (NYnet Project Manager), Daniel Harry (Democratic Services and Scrutiny Manager) and Ruth Gladstone (Principal Democratic Services Officer)

Approximately 100 members of the press and public

Copies of all documents considered are in the Minute Book

17. Chairman's Announcements

The Chairman welcomed everyone to the meeting.

18. Minutes

The Chairman advised that all decisions made at the Committee's meeting on 30 August 2018 had been, or were in the course of being, implemented. He added that he was in contact with Richard Webb (Corporate Director of Health and Adult Services) to identify a process for dealing with County Councillor Paul Haslam's request for the circulation of figures and information regarding future projections for adult social care in the Harrogate and Knaresborough constituency area.

Resolved -

That the Minutes of the meeting held on 30 August 2018, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

19. Declarations of Interest

In respect of the item of business relating to Harrogate Congestion Study:-

- County Councillor Paul Haslam highlighted that he lived on Bilton Lane in Harrogate. He reported that he had been granted a dispensation, by the County Council's Monitoring Officer (under delegated powers), to enable him to speak at meetings when the Committee is considering business relating to the Harrogate Congestion Study until the date of the next local elections in 2021. However, the dispensation did not permit County Councillor Haslam to vote on such business. The dispensation had been granted because it was in the interests of persons living in the Authority's area and granting the dispensation was appropriate.
- County Councillor Philip Broadbank advised that his brother lived in Forest Moor Road. That did not constitute a disclosable pecuniary interest in respect of Harrogate Congestion Study and therefore he was able to speak and vote. However, he wished to announce, for the purpose of transparency, that his brother lived in Forest Moor Road.

20. Public Questions or Statements

Ten members of the public addressed the meeting to ask questions or make statements, all of which related to Harrogate Congestion Study. The questions and statements reflected a variety of different views. Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport) responded to each question and statement.

The text of each question and statement, together with each response, is set out in the Appendix to these Minutes.

21. Harrogate Congestion Study – Options Assessment Report Addendum Findings

Considered –

The report of Corporate Director – Business and Environmental Services which sought comments from Members of the Committee, for submission to the County Council's Executive, for the Executive to take into consideration on 15 January 2019 when it was due to take a decision on which, if any, packages to put to public consultation to tackle the problem of traffic congestion in Harrogate and Knaresborough.

The report included detail of the work undertaken since December 2017 when the former County Area Committee for the Harrogate District had considered this matter. Other content of the report included information about two packages which were emerging as the strongest, namely:-

- Package B – Demand management and behaviour change
- Package E(iii) – Highway operational improvement and sustainable transport, with urban realm improvements plus inner south relief road alignment without a link to Bilton Lane

Barrie Mason (Assistant Director, Highways and Transportation) introduced the report and, together with Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport), responded to a number of questions from Members.

Members expressed the following comments:-

- All Members who expressed a view about whether the County Council should undertake public consultation on packages B and E(iii) thought that such public consultation should be undertaken. However, they gave differing reasons why they felt that way, namely:-

- Congestion was the issue of greatest concern to many Harrogate residents, particularly in view of the number of new homes which were now being built in Harrogate. Undertaking public consultation would enable the County Council to obtain the views of all residents.
 - The County Council had a responsibility to tackle the problem of traffic congestion and it was therefore correct to ask the public for their views.
 - It was democratically correct for the public to be consulted so that everyone could be asked for their views.
 - Undertaking public consultation on both packages B and E(iii) was necessary, under Department of Transport rules, to secure funding to deliver sustainable options, ie package B.
 - County Council committees had been discussing, for many years, how to tackle traffic congestion in Harrogate and undertaking public consultation now was a way of ruling out, without further delay, road building options.
- Members expressed support for the inclusion of park and ride and bus priority measures within package B. Officers emphasised that any park and ride facilities would have to be part of the overall car parking regime. In addition, park and ride facilities would have to be made more attractive than other modes of transport, ie quicker and/or cheaper, otherwise people would not use park and ride. This might mean taking road space currently used by cars, and giving park and ride buses priority at traffic signals. A Member expressed concern that the County Council might want park and ride facilities to operate at a profit.
 - Several Members expressed a personal preference for package B, rather than package E(iii), due, in particular, to the environmental impact which a relief road would have on the Nidd Gorge. They highlighted, however, that the remedy lay in individuals' own hands. Members commented that package B, ie sustainable measures, would not be easy because such measures would require, for example:- people to get out of their private cars and use public transport; higher prices for parking; a reduction in the number of parking spaces; and creating car parks on green fields at park and ride points.
 - The written material used as part of any public consultation must be well drafted and balanced.
 - Several Members criticised the lack of a detailed map to show the routes of the relief road alignments. They questioned how members of the public could respond to any consultation without knowing the routes. The officers responded that only indicative alignments had been prepared to date, as set out in the report to today's meeting, and that it was not intended, at this stage, to do more detailed mapping or highway design work. The officers explained that the routes were intended to be indicative only and that at least one might not be progressed further. They also explained that, if draft indicative alignments were published, this could lead to potential planning blight and could also lead to unnecessary concern for property owners on or near the potential routes even though they might never be built.
 - County Councillor Paul Haslam (local Member) highlighted that he would be producing his own notes for the Executive to consider. However, in the meantime, he expressed several criticisms of the work undertaken and the content of, and omissions from, the Consultants' report. In particular, he

criticised the work undertaken for not taking account of reports which showed that new road building would increase traffic by 10% in the short term and by 20% in the long term. The officers responded that they anticipated that any relief road would be single carriageway. Another Member emphasised that by-passes created more problems in the longer term eg southern Knaresborough was regularly affected by traffic backing-up from the A1.

- A few Members questioned the decision, of the workshop held in May 2018, to give no further consideration to the possible measures of parkway stations and new rail halts. The officers explained that the workshop had felt such measures did not warrant further consideration due to very high costs and deliverability issues which would potentially render delivery unfeasible. In addition, new rail halts would potentially impact on the current operation and timetabling of existing services.
- It was confirmed that any relief road taken forward would include a Killinghall bypass.

Resolved –

That the comments made by County Councillors during consideration of this item of business be forwarded to the County Council's Executive.

22. A1(M) Junction 47 Improvement – Progress Update

Considered –

The report of the Corporate Director – Business and Environmental Services which provided an update on the progress of the A1(M) junction 47 improvement scheme.

It was reported that works to improve safety and capacity at this junction had been due to commence in spring 2017. However, in early 2017, planning approval had been given for a development at Flaxby Park, to the west of junction 47. As part of the consent, the developer was required to deliver a further package of improvements at junction 47. It had therefore been decided to delay the County Council's scheme in order to explore combining it with the developer works. Following lengthy discussions, agreement had now been reached on the funding profile and the necessary legal agreement was being progressed. The developer funded contribution was due to be transferred to the County Council in January 2019. This would enable detailed design of the combined scheme to commence in February 2019, with a start on site in October 2019 after the UCI World Road Cycling Championship 2019. In the interim, Highways England, due to concerns about backlogs onto the A1(M), were considering the installation of temporary signals at junction 47 until the full scheme was implemented.

Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport) introduced the report and responded to Members' questions. Members commented that they were pleased that this junction was being improved and that the industrial park was contributing financially to the junction improvements.

Resolved –

- (a) That the report be noted.
- (b) That a further update be requested for a year's time.

23. Harrogate to York Railway Enhancement Update

Considered –

The report of the Corporate Director – Business and Environmental Services which provided an update on the progress of the project for the Harrogate to York railway service enhancements.

The following information was included in the report:- infrastructure improvements would be made using grant of up to £9.6m approved by the YNYER LEP, together with a further £2.9m agreed in principle from County Council resources, to increase the frequency of the Harrogate to Leeds service and the Harrogate to York service; changes to rail franchises and the consequent introduction of newer more modern rolling stock in place of the old ‘pacer’ trains, together with the introduction, likely from 2019, of 6 additional trains per day in each direction between London and Harrogate; and patronage figures which showed that the Harrogate line had four of the ten busiest stations in North Yorkshire.

Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport) introduced the report and responded to Members’ questions.

The Chairman advised that County Councillor Paul Haslam had received further information. Andrew Bainbridge offered to arrange for that further information to be emailed to all Committee Members but urged that that information must be treated with caution because it was best information available to County Council officers. However, as the County Council had no direct role or responsibility for rail infrastructure or services, the information did not take account of commercial considerations or Department for Transport plans, neither of which were available to the County Council.

Andrew Bainbridge undertook to contact County Councillor John Ennis after the meeting with regard to County Councillor Ennis’s query relating to the time of the last train from York to Harrogate.

Resolved –

- (a) That the report be noted.
- (b) That a further update be requested for a year’s time.
- (c) That arrangements be made for the information which has previously been supplied to County Councillor Paul Haslam to be also emailed to all Committee Members.

24. Superfast North Yorkshire – Update

Considered –

The report and addendum from Superfast North Yorkshire which provided an update on the impact, in the Harrogate and Knaresborough constituency area, of the objective of delivering superfast broadband capability.

It was reported that, of the 52,454 premises in the Harrogate and Knaresborough Constituency area, 83% were already covered, or would soon be covered, by the private market ie either Openreach or Virgin Media. A further 13% of premises in the Constituency area had been provided with superfast broadband connectivity by virtue of Superfast North Yorkshire’s work under Phase 1 or Phase 2. The remaining 2,582 (4%) of premises in the Constituency did not currently have access to superfast broadband. Of those, 574 (1%) were currently in the Phase 3 deployment plan. The remaining 2,008 (3%) remained “under consideration”, along with all other properties across North Yorkshire which comprised the Intervention Area but were not yet

receiving superfast broadband. Information about the Phase 3 contract was set out in the report and addendum.

Ian Marr (NYnet Project Manager) introduced the report and responded to Members' questions.

Resolved –

- (a) That the report be noted.
- (b) That a further update be requested for a year's time.

25. Work Programme

Considered -

The Work Programme for the Committee to consider, develop and adopt.

Daniel Harry (Democratic Services and Scrutiny Manager) confirmed that the Work Programme should be regarded as a constantly changing document, being amended following discussion by the Chairman, Vice-Chairman and the Principal Democratic Services Officer to reflect changing circumstances. He encouraged the Committee to act strategically and to avoid receiving reports for information which did not require a discussion at an Area Constituency Committee meeting and instead could be dealt with at a Seminar, by email, or at an informal meeting. He also suggested that, as a rough rule of thumb, the Committee should aim to scrutinise only two items at each meeting.

The Chairman suggested that some of the business currently scheduled for the meeting to be held on 21 March 2019 needed to be deferred or handled in some other way. Suggestions were discussed and agreed and are recorded in the Resolution below.

The Chairman advised that he would consider, outside this meeting, the suggestions which County Councillor Paul Haslam had submitted to him previously and would get back in touch with County Councillor Haslam.

County Councillor Jim Clark suggested that there might be one meeting dedicated to health matters, including the Government's Adult Social Care Green Paper, proposals to local change stroke services, and the consultation on a mental health inpatient hospital build.

County Councillor Geoff Webber suggested that the subject 'building of affordable housing' should be changed to 'building of social housing' and should be deferred to the Committee's meeting on 13 June 2019. He also advised that he hoped to receive information from his organisation soon.

Resolved –

- (a) That, of the business currently scheduled for the 21 March 2019 meeting:-
 - Stronger Communities be deferred to a later meeting.
 - The annual session on 'place' be deferred to a later meeting.
 - Harrogate Traffic Congestion Study remain scheduled for the 21 March 2019 meeting.

- Government Adult Social Care Green Paper be either considered at the Committee's meeting on 21 March 2019 or be progressed by email in the event of time constraints.
 - 'Building of Affordable Housing' be changed to 'building of social housing' and be scheduled for consideration at the Committee's meeting on 13 June 2019.
 - The consultation about a mental health inpatient hospital build be scheduled for whichever meeting is held during the consultation period and that it be noted that this consultation might not take place until after the May 2019 elections.
- (b) That Harrogate Hospital Acute Services be added to the Work Programme because the Committee may be invited to comment on such proposals.
- (c) That the Chairman, Vice-Chairman and Principal Democratic Services Officer jointly consider suggestions made during this debate and make the necessary changes to the Committee's Work Programme.

The meeting concluded at 12.30pm.

RAG

APPENDIX TO THE MINUTES

Item 4 – Questions and statements from members of the public made at this meeting and NYCC officer responses provided at the meeting

1. Councillor Phil Ireland (Harrogate Borough Council's Cabinet Member for Sustainable Transport) - Statement

Thank you chair for the opportunity to speak. In my position as Cabinet Member for Sustainable Transport for Harrogate Borough Council I see and actively promote the opportunities for increasing the mode share of walking, cycling and public transport. To help support this we run the Harrogatecarshare.com liftsharing platform, have worked collaboratively with Transdev on projects to improve the quality of bus services and are contributing a six figure sum to the Otley Road cycleway. We are also looking to launch a car sharing scheme in the district and are actively pursuing the opportunity to deliver a quality, segregated cycle route between Harrogate and Knaresborough amongst other initiatives.

Further improving the networks for walkers, cyclists and public transport users should be a priority both in the short and long term and I would hope the local community sees the importance of this regardless of whether it is intertwined with a relief road proposal or not.

Through our work on developing transport evidence to support the now submitted local plan we have established that a relief road will not be required to deliver the proposed growth for Harrogate District until after 2035. That said; there will be existing highway network issues to solve and the future of travel is uncertain over such a long timeframe. Whilst I would prefer us all to be looking at major transport schemes specifically to support development to 2035 at this time and ensure that any developer schemes are capitalised upon to secure external funding as with the West Harrogate NPIF work. I appreciate the intention to address existing congestion in Harrogate and Knaresborough.

The big question we are all faced with is how to do this? Naturally in my role my inclination is that this could be achieved through sustainable transport measures and it is accepted that a level of demand management will be also required to shift the high volume of short local trips from car to sustainable modes. It is therefore welcoming to see a package based on this scenario tabled for consultation. However, it is also accepted that highway construction is a potential option, an option many do not like but an option nonetheless. The work undertaken so far effectively shows that an inner relief road alignment would only act as corridor relief for Wetherby Road and Skipton Road so at this stage I do hold some reservations regarding the town-wide effectiveness of a relief road.

However, to help shape the overall view of the borough council, I am keen to understand the views of the local community on this important issue. Therefore I feel that consultation, on the proviso that people are provided with a good and fair understanding of the implications of both proposed packages – particularly in relation to the likely adverse impacts of a relief road, will enable us all to get a better indication of the views of the local community. We are at a very early stage in the transport appraisal process here and understanding the views of people is vital. I therefore agree with undertaking consultation as long as people are fully aware of the impacts of what they are commenting upon but I currently hold a preference towards the demand management and sustainable travel option package.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you, Councillor Ireland for this, and for your previous input on behalf of the Borough Council to the Member Steering Group which has helped guide Officers through this process.

I note that whilst you have reservations about the relief road, as the Cabinet Member for Sustainable Transport at Harrogate Borough Council, you support the need undertake public consultation on this issue.

2. Tom Hay (Resident) – Statement and Question

The report in front of you assesses the economic impact of a wide range of traffic measures. Some are effective, some less so, some would be universally well received, some less so.

But one of these things is not like the others: a new road bypass through an area of huge environmental value.

This site is beloved. It's treasured. It's an irreplaceable asset to the district and beyond, and its benefits have not been, and cannot be, captured by the report. As last year's report made clear - and this year's doesn't claim otherwise - the road wouldn't relieve overall congestion, but would just relocate some of it. Trading a couple of old blackspots for some new ones, it says, would offer a medium return on economic investment.

What isn't quantified, or even addressed, is the effect of the road's other core aim, which is to create a better east-west traffic link. A big flashing welcome sign saying: Harrogate and Knaresborough is open for through-traffic. Come along. Bring your friends.

Tackling congestion with something that actively encourages more cars is pretty short-sighted. In fact, short-sighted would be an improvement - as it stands, you're being asked to judge this blind.

It's well-established that big new roads bring new traffic - indeed, this new road would be built with the express intention of attracting it - yet you haven't been provided with any prediction of the long term congestion impact that would have. That information would directly affect the one and only claimed benefit of this road, so without it, there's genuinely no way to make an assessment. WSP's positive economic analysis may be possible only because that data is missing.

And that's not the only thing missing. The public is about to be asked to judge a project whose greatest costs have simply not been calculated.

These costs are environmental and human. Not only are they are not properly assessed in the report, they are barely even mentioned.

Why's it a problem to discount them?

Apparently raising a child costs about £200,000. As a Bilton resident with two children, a tenfold increase in traffic could be great news for me, economically. If one of my kids got mown down, I'd be quids in. I could buy a holiday home in Spain.

Telling the public to make a choice on economic effects alone is like asking a doctor to diagnose someone by looking at their Asda receipts. It is, to put it bluntly, mental.

I was at the BES meeting last year where David Bowe specifically briefed Andrew Bainbridge and his team to establish what the road's impact would be on Nidd Gorge and the Greenway. Given that's the principal concern of pretty much everyone who opposes the road - which, it bears repeating, is pretty much everyone, full stop - I have to agree with Mr Bowe that that information is key. Where is it?

What we have is a bypass which offers a medium (not a high) return on investment, if - and only if - its environmental and human costs are not considered. And if - and only if - its long term impacts on attracting traffic to the area are blindly assumed to be zero.

And if - and only if - its economic value is raised by packaging it with a ton of great ideas that everyone likes. Judged on its own merits, the road has a BCR of between 0.1 and 0.8, which the DfT deems as "poor".

That is very shaky ground for a very expensive project. And it's massively misleading for the public.

One direct question for Mr Bainbridge. Last year you mentioned that a new data tool allows you to group public consultation responses by area. Would that allow 2000 opposition responses from Bilton and 50 favourable ones from Pannal to be summarised as a score of: Bilton 1, Pannal 1?

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Hay.

I can assure you that full and detailed consideration will be given to all the potential environmental and social impacts as well as the traffic relief and economic benefits of all the options at the appropriate stage.

The Council is following the required Government process for assessing these types of schemes and we are currently at a relatively early stage and the level of investigation is appropriate to the current stage of development. I do however acknowledge that there are environmental and social impacts and should either of the packages be progressed further more detailed investigation of both the benefits and impacts will be undertaken.

In response to your direct question, what I actually referred to was that, by collecting the post code of respondent, it would allow decision makers, in this case the Executive, to take account of whether these were responses from people directly impacted by proposals or from potential users of the proposals. There is no suggestion that there is a tool available that would group responses and give any numeric weighting to these.

I duly note your objection to any relief road proposal and your concerns about any public consultation.

3. Councillor John Moretta (Substitute for Councillor Anne Holdsworth) (Killinghall Parish Council) – Statement

The question for the County Council is how to tackle congestion in the Harrogate and wider area. A considerable amount of time has gone into early work looking at options, and there has been representation from a number of groups across the district, including Killinghall Parish Council. The fact that this item is on the agenda of both Harrogate & Knaresborough Area Constituency Committee and Skipton & Ripon Area Constituency Committee is a demonstration of the wider impact congestion has. The Council is now seeking views on whether to go out to consultation on measures, and what those measures might be.

Killinghall village has long been blighted by motorised vehicles. As far back as the early 1920s, minutes of the Council show that discussions were held about the provision of a bypass. As many of you probably sit in the traffic through Killinghall know, it never got one. Plans were drawn up and dated 1934 along with those for a Ripley Bypass by the West Riding County Council.

If a relief road was built then the provision of a Killinghall Bypass would be an integral part of it. Without a relief road then Killinghall would lose any chance it might have of getting relief from traffic by provision of a bypass.

To be clear – the only realistic chance Killinghall has of getting a bypass, a bypass they have been waiting for patiently for 90 years, is as part of a wider relief road option.

It might be that the options that include NOT building ANY road would work, and if it did, then the 25,000+ vehicles that drive through our village would not exist. It might be that the wider public would prefer a sustainable transport package of measures to the building of a road – so let's ask.

I am led to believe that if you discount an option without good reason then the result is that the remaining option will be struck out by government. In essence, if you proceed to consult without both options on the table, then both will fail in the end.

Please do your duty to the wider public and ask their views on whether they would support the building of a road, alongside sustainable transport provision, or whether they would support sustainable transport provision only.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you Councillor Moretta for your comments on behalf of Killinghall Parish Council.

I note the Parish Council's long standing desire for a Killinghall Bypass and your support for a public consultation to be undertaken on the packages.

4. Jemima Parker (Zero Carbon Harrogate's Chair) - Statement

Firstly, can I commend this Committee for its strength of leadership at last year's December meeting, concerning the congestion review. Your vote almost unanimously in favour of only progressing with Package B demonstrated your strategic thinking for modal shift in our urban areas facilitated by investment in sustainable transport infrastructure to tackle current congestion issues.

In October this year another report was published that affects us all and has significant bearing on our local choices. The Intergovernmental Panel on Climate Change (IPCC) made it clear that, if we are to limit global average temperature rise to below 1.5oC, we require "rapid, far reaching and unprecedented changes in all aspects of society". We must reduce our greenhouse gas emissions by 45% by 2030, just 11 years from now and get to zero by 2050. Dates all within the time frame of the transport choices being considered today.

This is not some nice number the IPCC have plucked from the air. They represent our best chance of preventing unthinkable human suffering and the opportunity to create a viable future in our beautiful Yorkshire for your children, my children, our grandchildren.

I commend the WSP team for so explicitly highlighting the limitations of the Benefit Cost Ratio figures. Economic growth is not everything.

I would like to draw your attention instead to the estimated greenhouse gas reduction figures on page 30 in table 17 of the report. Here the difference in the packages is marked. Package B outperforms the best of the Package E by 800%.

The IPCC charged us all with achieving the rapid transformation of our society. Today you have the opportunity to again show your leadership in pressing for the best from these two packages to enable Harrogate and Knaresborough to benefit from leading the way in the transition to a low carbon economy.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you Jemima for your comments and your very constructive input to the County Council's Engagement Group meetings. I note your support for Package B primarily on the grounds of greenhouse gas reduction.

5. Mr Keith Wilkinson MBE (Bilton Conservation Group's Honorary Secretary) – Statement and question

HISTORICAL PERSPECTIVE

The Bilton Conservation Group was founded on 19th May 1982 to conserve and enhance the Nidd Gorge and protect the Statutory Green Belt between Bilton and Knaresborough in the face of major development pressures facilitated by diverting the A59.

At that time developers were offering to fund the building of a deviation of the A59 through Bilton Fields on the alignment of what today we are calling the 'Green Route' or Eiii to enable exploitation of the land separating the small township of Knaresborough from Harrogate.

Their offer of funding depended on a *quid pro quo* from the Local Authority by way of exceptional permission to allow mass housing to take place in the Statutory Green Belt. This speculative adventure became known at the time as the 'Starbeck New Town' proposals.

2018

We are grateful for WSP's latest 243 page Progress Report into Harrogate's traffic problems.

Perhaps we should again remind ourselves again of the ultimate objectives of this half million pound exercise.

- Support the sustainable growth of Harrogate and Knaresborough in line with National, Regional and Local Policies and Plans.
- Improve the Quality of Life for all communities.
- Support Sustainable Economic Growth.
- Protect and Enhance the Built and Natural Environment.
- Improve East – West Connectivity.

The Congestion Study concludes that the following A59 packages should be discarded:-

3.24

DISCARDED

E(i) = that version of the Green Route (Harrogate Inner South), which involved traffic feeding on/off Bilton Lane. * "...in the context of the significant impact of additional traffic that such a route would have on Bilton Lane. It is therefore unlikely that such a link would be recommended as the way forward."

E(ii) = the Blue Route (Harrogate Inner North) which ran parallel to Nidd Gorge before turning south-east near Bilton Hall. "...low' value for money.....should be discarded at this stage."

REMAINING PACKAGES

B = a list of 26 sustainable measures (making better use of existing infrastructure, promoting alternative modes of transport, car-sharing initiatives, Park & Ride, synchronising traffic lights, school 'walking buses' instead of unnecessary car journeys, staggered working patterns, working from home etc. etc.) (*circa £44.5M*).

E(iii) = Package B, + a version of the Green Route (Harrogate Northern Inner Option) to rear of Tennyson Avenue as described above, but WITH NO LINK ONTO/OFF BILTON LANE

(because of the observation above* *(the official prediction was that linking Bilton Lane to the Green Route would divert at least 1000 vehicle movements an hour along this narrow country lane).* (circa £108.5M+).

NYCC will decide which, if any, of these options will be put out for Public Consultation in 2019, with a view to making a Business Case and securing Central Government funding for what is described as part of an 'MSN' (Major Strategic Network) linking Lancashire to the East Coast; an alternative to the M62 corridor.

This new road will do little to relieve Harrogate's perceived congestion and is more likely to exacerbate it with INDUCED TRAFFIC.

Such Public Consultation will probably take place after the Public Inquiry into Harrogate's Local Development Plan (LDP) which was submitted to the Planning Inspectorate in Bristol on 31st August 2018.

.....

Bilton Residents may, initially, feel relieved that E(iii) Green Route would not link into Bilton Lane, but of course that raises the question how that would be achieved? Would the new road be sunk in a deep cutting behind Willow Wood, through Bilton Fields, under the Nidderdale Greenway to Bilton Beck Farm and continue at that low level under Bilton Lane? or would it be elevated to fly over all this area on its way to bisect Harrogate Golf Course?

Are these the unknown factors which may explain why the costings of this major highway are so vague, incomplete, and flexible?

"HARKNESSBOROUGH or KNARESGATE?"

Such a new road would, as was feared when it was first mooted in the 1980s, open up all the Statutory Green Belt between Bilton and Knaresborough for development. At that time of course developers offered to pay to build the road in return for permission to build thousands of houses – is history about to repeat itself at the cost of merging Harrogate & Knaresborough forever?

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Wilkinson and for your input to the County Council's Engagement Group.

Firstly I would reiterate what has been said at previous committee meetings on a number of occasions that the primary purpose of this study is to address local traffic congestion.

Additionally, the County Council has not yet made any decision on what, if any, option to progress with, so to suggest that it intends to submit a bid for funding for an alternative to the M62 is incorrect.

The results of any public consultation would help inform the County Council's decision on what option, if any, to relieve local congestion should be developed further.

I note your concerns about the relief road and its impact on the Nidd Gorge area as well as your concerns about how it might ultimately lead to development on the green belt.

6. Murray Trantor (Resident) - Statement

Thank you for the opportunity to present my case for a Harrogate Relief Road, or at least full consultation on the possibility of a relief road. I have lived in Harrogate for the last 30 years

and am now living in the town centre. I offer the following views partly based on three and a half years' experience of driving a Harrogate taxi.

There are many people who suggest that a solution to Harrogate's traffic congestion problem lies in convincing people to get out of their cars. I applaud this sentiment. Undoubtedly this would help ease the problem but in my view it is very far from a realistic solution. There is no safe cycling route along the length of the Wetherby Road and Skipton Road. We can pretend we are extending the cycling network around Harrogate but the addition of cycle lanes on narrow congested roads only serves to increase the danger to both cyclists and motorists. Money would need to be spent in constructing proper cycleways and all the paths across the Stray would need to become joint use.

Many people blame the school run as the cause of the problem. Undoubtedly, the traffic congestion in the peak hours does decrease during the school holidays and it is true that the vast majority of schoolchildren in Harrogate live within reasonable walking distance of their school. However, the school run, or lack of it, does not explain the stationary traffic throughout the day including weekends, on Wetherby Road from the Kestrel, across Woodlands junction, through the Empress roundabout, down Skipton Road to as far as the New Park roundabout. Some of this may be the oft miss-quoted "90% of the journeys are local" but I suspect that a lot of the traffic, particularly the coaches, farm vehicles with trailers and HGVs, is traffic coming off the A1 trying to get to Skipton and places further west. What other route would they use, Knaresborough High Street?

I believe much of the local traffic on this road is caused by the fact that Skipton Road is the only outlet to and from the Knox, Bilton, Woodfield, Regents and Claro Road estates. Motorists who know Skipton Road's reputation rat run through the town centre to avoid it causing unnecessary traffic and congestion there also. An inner relief road, according to the original traffic study, would reduce the traffic flow on Skipton Road by 40% in 2035 compared to the do nothing option.

Despite recent and planned extensive growth in Harrogate, we have not enjoyed any major investment in road infrastructure since the building of the Southern by-pass over 25 years ago. We are enduring heavy congestion now and there are 16,500 new houses in the pipeline. Arguments against the relief road because of increased pollution don't really hold up as, by the time this road is built, there will be only zero emission cars on the road. Similarly, I believe the effect on the Nidd Gorge itself has been greatly exaggerated. There is room for both the Nidderdale Greenway and a relief road.

In conclusion, I strongly favour giving at least the businesses and residents of Harrogate and Knaresborough a chance to air their views on an inner relief road through a widespread consultation and ask for your support in this.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Trantor. I note your comments in support of a relief road or, as you say, at least giving the businesses and residents the chance to air their views.

7. Mr Chris Kitson (Nidd Gorge Community Action's Chair) - Statement

11 months ago, when this committee voted overwhelmingly to remove the relief road from any public consultation process - due to its potential environmental and social impact, and doubts about its effectiveness in tackling congestion - you were overruled, and as some councillors even suggested, ignored, by the BES Executive a week later.

In overruling you - our democratically elected representatives - at the BES Executive meeting on Dec 15th, David Bowe said that it was clear that more detail was needed before consulting the public on any congestion relief measures.

Faced with your opposition to the road and our petition, presented at the start of the meeting to *Save Nidd Gorge and The Nidderdale Greenway* and uphold your recommendations, David Bowe gave four clear instructions to his transport planners:

One of the instructions was specifically:

'...to give a much more refined location of where the road will be and identify the general impact it would have on Nidd Gorge and the Nidderdale Greenway.'

In the intervening 11 months, in a time of great austerity and biting cuts to public services, North Yorkshire have spent tens, if not hundreds, of thousands of pounds producing a 243 page addendum report that fails to mention Nidd Gorge or the Nidderdale Greenway once. London Greenway is mentioned twice, but not Nidderdale Greenway or the Gorge.

Regarding the Engagement Group meetings: At the second meeting, on 26th June, I asked Rebecca Gibson (North Yorkshire Transport) and Andy Cairns (WSP) how their teams were progressing with work on a more detailed route and was told that work was currently underway and more information would be provided at the third Engagement Group meeting in September.

At the third meeting, when I asked if we would be provided with more a more refined route location, I was told that there must have been a misunderstanding, because it wasn't part of their remit to provide more route detail at this stage.

This is not what we were promised by David Bowe.

..and just in case of another misunderstanding I have a transcript of his comments...

They have spent 11 months trying to cost the uncostable for a Benefit/Cost Ratio which will mean absolutely nothing to the general public, but they can't give the public any further information about the road and its impact on Nidd Gorge and the Greenway. How are the public supposed to make an informed decision based on this 243 page gobbledygook?

At the second engagement group meeting I presented our questions and challenges to the NYCC team regarding the road, yet nowhere are they reflected in the report, because the second meeting was not minuted, allowing our challenges to be sidestepped and disappear from the public record.

Particularly the unanswered question of induced east-west traffic and why it hasn't been modelled and factored into the predicted traffic figures. When this road is built it will soon appear on SatNavs as the preferred route from Yorkshire to Lancashire. What effect will this have on overall traffic volumes coming through Hgte and Knares? On congestion? On our greenhouse gas emissions? On our air quality? Or on the holy grail of the BCR?

The public is yet again about to be consulted about a road it knows nothing more about than at this time last year; whilst you, as a committee, have had your wishes ignored, your authority downgraded, by being only able to provide comment, and your impact further diluted by the council giving equal weight to the comments of the Skipton and Ripon Area Committee.

Since your informed intervention last year, the NYCC Executive have given themselves all the power in this process, whilst at the same time claiming on their website, in their best doublespeak, that *'the area constituency committees have been established as part of the council's drive to devolve decision making.'* In their desire to drive their major east-west, development highway through our communities they are making a mockery of the democratic process.

North Yorkshire are not doing what it says on the tin.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Kitson and for your input to the County Council's Engagement Group.

You state that Mr Bowe instructed officers:

'...to give a much more refined location of where the road will be and identify the general impact it would have on Nidd Gorge and the Nidderdale Greenway.'

And you have interpreted this to mean that we would be producing a detailed alignments for the relief road options.

The actual recorded Decision Record setting out Mr Bowe's instructions to officers is as follows:

1. *to further develop the sustainable transport elements of both Packages B and E to identify the potential locations and impacts of the different measures;*
2. *to further develop the alignments of the Inner Relief Road to help identify the potential benefits and impacts (including on the Nidd Gorge and Nidderdale Greenway);*
3. *to prepare an initial economic analysis (BCR) for the Inner Relief Road;*
4. *to undertake pre-consultation engagement with local businesses and representative groups through an Harrogate Congestion Engagement Group;*
5. *to take a further report to the Area Committee prior to deciding on the future consultation options.*

This is the recorded decision and, as such, what officers have worked on. All of the above have been completed.

Item 1 is fully covered in the OAR Addendum.

Item 2 has been completed out with the OAR addendum and details will be reported in the final report to The Executive in January. For Members' information, I have circulated an early draft of the likely text that will be added to the Draft report to Executive. I would ask Members to note that, as set out in the first paragraph, it was never the intention at this stage to publish the routes as they are still indicative only and at least one or potentially both of the options may not be progressed any further. Publication of the draft indicative alignments could lead to potential planning blight claims against the County Council and could also lead to unnecessary concern for property owners on or near the potential routes even though they may not ever be built.

Item 3 has been completed out with the OAR and is not published as it has been done for internal comparative purposes only as the County Council has already discounted a relief road only option from the current process. It is however worth noting that the BCR for a relief road only is significantly higher than for any of the packages.

Item 4 was completed through the Engagement Group which many of today's speakers attended.

Item 5 is happening today.

We do accept Mr Kitson's point that the BCRs will be less meaningful to the general public than they will be to transport planning professionals, or Government. However, this is not a public consultation and reports such as the OAR, and addendum to that, are not really intended to be public facing documents. Whilst we try wherever possible to make them transparent and readable, they are in essence a technical document intended to set out, in this case, the relative performance of various interventions, at a conceptual stage.

8. Mr Keith Broad (Resident) - Question

The role of the civil engineering consultants, WSP, is very important. Is their brief to find the best route to build a by-pass around Harrogate or the best way to relieve traffic congestion? Obviously many would see the difficulty they would face if their final conclusion was that there was no need to build a by-pass; because their very being exists to build more highways. The implication is that they would struggle to convince the public of their independence or their desire to adhere to the council's reduced pollution strategy especially if part of the plan is to use Bilton Lane, next to two primary schools, as an access to a possible by-pass.

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Broad.

To clarify matters, WSP's brief is to look at ways of relieving traffic congestion in Harrogate and Knaresborough and not specifically to look at routes for a bypass.

WSP are a large, international, multi-disciplinary engineering and professional services firm. They have a vast experience of all aspects of transport planning and engineering and indeed are often regarded as one of the leading sustainable transport consultancies in the country. They also have a large and well respected environment, sustainability and ecology team. They are not, as has been suggested, highway builders and as such should be seen as independent consultants.

However I note your concerns about their independence.

9. Pat Ki – Question

Can NYCC assure me that any public consultation would include a precise, detailed map of the favoured route showing exactly which roads, land etc would be impacted in order that residents are able to make an INFORMED choice?

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments and question about detailed route alignments.

A detailed map of the route alignments is not available at this time for the reason I have already discussed. The possible consultation next year is not about detailed alignments of routes, but principles of how to address congestion in Harrogate and Knaresborough. However I can assure you that, prior to any specific route being adopted as a 'preferred route', a consultation on the detailed alignment would be carried out. This is normal practice countrywide for this type of scheme.

10. John Branson (resident) – Statement and Question

The Department for Transport's National Transport Model (ref 1) says that congestion can be measured as changes in average speed or in average delay per mile, and is dependent on the overall level of traffic relative to road capacity (VCR).

Unfortunately this report does not give any indication of the effect of the interventions on congestion as defined above.

The Harrogate Relief Road Report Stage 1 (ref 2) dealt with congestion in the above terms, and it seems I was expecting too much from the congestion study for it to evaluate the effect of the proposed interventions on these Stage 1 figures.

The Options Assessment Report gave detailed figures of traffic volume changes from the models for the relief road in tabular form (ref 3), and I had hoped that the reduction in congestion (e.g. VCR) would have been presented similarly. This does not seem to be difficult as the model developed to test the Harrogate Local Plan was used, and this already gives, for example, (ref 4) VCR figures for a number of road junctions in Harrogate.

The reason for this not being done may be that it is not due to take place now, but will be dealt with in the future. In that case, why was it necessary to model the road options in detail for the Relief Road?

It is difficult to see how decisions can be made on the options available if all the preliminary work has not been done. Time was found to set out a financial case but none to complete a technical evaluation.

Correct interpretation of the modelled figures is important as intervention C5 – Highways – has the assumption (ref 5) that in package E the relief road (C1) will be built to redirect traffic, reducing traffic in Harrogate centre. This does not seem to be supported by the figures in the Relief Road Options Assessment (ref 3) because, by adding together the traffic flows on the town centre roads, there is a reduction of 1.3% for the inner north and 2% for the inner south. Very small for the cost of the road!

Response provided by Andrew Bainbridge (Team Leader, Transport Planning, Highways and Transport):-

Thank you for your comments Mr Branson and for attending some meetings of the Engagement Group.

In developing the Options Assessment Report last year, the Congestion Study used the standard Department for Transport Webtag approach. Following the concerns expressed by the Area Committee last December, the Corporate Director agreed to carry out an additional level of analysis. This is actually taking the scheme development a step further than is normally undertaken at this stage. However this additional work is also being undertaken in line with the standard DfT approach.

(End)

North Yorkshire County Council

Skipton and Ripon Area Constituency Committee

Draft Minutes of the meeting of the Skipton and Ripon Area Constituency Committee held on 13 December 2018, commencing at 10.00 am, at Bishopside and Beweley Memorial Hall, Park Road, Pateley Bridge.

Present:-

County Councillors Margaret Atkinson, Mike Chambers MBE, Robert Heseltine, David Ireton, Stanley Lumley, Stuart Martin MBE, Patrick Mulligan, Gill Quinn, Andy Solloway and Richard Welch (Chairman).

County Council Officers: Daniel Harry (Democratic Services and Scrutiny Manager), Hannah Bowles, Business Support, Andrew Bainbridge, Team Leader, Transport Planning, Highways and Transport, Rebecca Gibson, Senior Transport Planning Officer (Projects), Highways and Transport, Andrew Dixon, Strategic Planning Manager, Education and Skills.

Other: Sue Pitkethly, Director Accountable Care Airedale, Airedale Wharfedale and Craven Clinical Commissioning Group (AWC CCG), Colin Renwick, Executive GP, AWC CCG, Mike Dyson, Principle Construction Manager, NHS Property Services, Stacey Hunter, Chief Operating Officer, Airedale NHS Foundation Trust.

In attendance: County Councillors Carl Les, David Chance and Don Mackenzie.

There were approximately ten members of the public present.

Apologies for absence were received from County Councillors Philip Barrett, Michael Harrison and Robert Windass.

Copies of all documents considered are in the Minute Book

21. Introduction by the Chairman

The Chairman, Cllr Richard Welch, welcomed members to the third meeting of the committee. He reminded all present that this was a county council committee meeting that was held in public and not a public meeting.

Cllr Richard Welch informed the committee that he would follow up with Highways on the petition that the former Craven Area Committee had received regarding the concerns about road safety at the junction off the Skipton by pass.

22. Minutes of the Skipton and Ripon Area Constituency Committee Meeting held on 31 August 2018

That the Minutes of the meeting held on 31 August 2018 be taken as read and be confirmed and signed by the Chairman as a correct record.

Daniel Harry said that there had been one outstanding action from the last committee meeting, which was not being picked up on the agenda for today's meeting. Cllr

Stanley Lumley has advised that the candidate for the vacant seat on the Gouthwaite Reservoir Board of Management is Cllr. Ian Skaife, of Pateley Bridge Town Council.

23. Any Declarations of Interest

Cllr Andy Solloway advised that, regarding item 6, he worked as a private tutor.

24. Public Questions or Statements

There were the following public questions:

PQ1 - Malcolm Margolis, Harrogate District Friends of the Earth

This question was asked by Anne Proctor, on behalf of Malcolm Margolis, who was unable to attend the meeting.

Councillors, Ladies and Gentlemen

'The so-called relief road should be dropped – and dropped right now'. This is the message my colleagues and I have been giving for the last two years but in fact they are not our words but those of Andrew Jones, MP for Harrogate and Knaresborough, in his column in the Harrogate Advertiser on November 22nd, 3 weeks ago.

Why does our MP believe the road should not be included in a consultation? First he says the environmental damage would be unacceptable. To quote: 'The Nidd Gorge and the land surrounding it is a part of what makes our area special. It isn't an added extra that we can do without. It has high environmental value in itself and welcomes thousands of walkers, horse-riders and cyclists. How can a road which means crossing Forest Moor in Knaresborough even though it has many homes on it, bisecting Harrogate Golf Club, crossing somehow the Nidderdale Greenway and potentially the River Nidd outweigh the environmental value of that land?'

I believe unless you have experienced the wildlife and wonderful tranquillity of the Nidd Gorge and the Nidderdale Greenway you cannot appreciate why Andrew Jones is so strongly opposed to the road.

But he also doubts its effect on congestion. Quoting WSP's figures, he continues: 'Through traffic is seven per cent of all traffic. Would the effect of a relief road in that location really have such a dramatic effect on congestion as to be worth the environmental damage it would cause.?''

And he concludes: 'With the competing priorities for road funding across the United Kingdom would such a road really attract the national funding it would require in order to be built? The answer to all those questions is no. That is why I think the idea should be dropped – and dropped right now.'

Mr. Jones, who is a transport minister, is ideally placed to reach that conclusion. All but 2 of the local county councillors who have been involved in the congestion study since it was announced in 2016 oppose the road and agree with our MP who states: 'a package of measures under a sustainable transport heading is where progress lies.'

Cllrs Don Mackenzie and Michael Harrison have made their support for a road clear throughout the process. Andrew Jones' article may not have changed their view. Even so, surely it's time they accepted the inevitable. The road is not going to happen. WSP's report short-lists 26 sustainable measures such as park and ride, various public transport improvements, and promotion of walking and cycling. These are the issues on which the congestion review and any consultation now need to focus.

Cllr Richard Welch asked that Andrew Bainbridge respond once both of the questions that related to the Harrogate Congestion Study had been given.

Cllr Richard Welch also made a point of clarification relating to the first Public Question. He had received an email from Cllr Michael Harrison, who had given apologies for not being able to attend the meeting, which stated that he supported a public consultation on all of the options and not just a Harrogate relief road and bypass for Killinghall, as had been stated by Mr Margolis in his public question.

PQ2 – Rod Beardshall

I am here to present the view of Zero Carbon Harrogate, on the addendum to the Harrogate Congestion Review Options Assessment Report. It is important to consider this in the context of October's report from the Intergovernmental Panel on Climate Change (IPCC) which makes clear that we must all engage with cutting our carbon emissions at every decision making level. It is especially relevant to the congestion relief review, given that transport is one of the few sectors where carbon emissions are still increasing and the problem is especially acute in rural counties such as North Yorkshire. We need to limit global average temperature rise to 1.5C and to do this we need "rapid, far reaching and unprecedented changes in all aspects of society": a 45% reduction in carbon emissions by 2035 and zero by 2050. These dates are all within the timeframe of the transport choices being considered today. These targets represent our best chance of preventing unthinkable human suffering and the opportunity to create a viable climate resilient future for our children and grandchildren.

We are very pleased that the report focuses largely on sustainable methods of congestion relief that reduce our environmental impact, including our carbon footprint. These methods rely on making active travel (walking and cycling) safer and more inviting, and rebalancing the equation regarding cost and convenience to increase the attractiveness of public transport relative to private transport. Modest reductions in traffic volumes significantly reduce congestion so we can think of this as a process of evolution rather than revolution. The report recommends consulting the public on numerous possible sustainable solutions and we would wholeheartedly endorse this as an important step toward devising the most practical and cost effective package of measures.

The report also considers the possibility of a major new road as part of a package of measures. This would be by far the most costly and environmentally damaging of all the proposals. If it were to provide an effective solution, some may consider this acceptable, though possibly a minority. However, the proposal is doubly frustrating because it would be ineffective in its stated aim of congestion relief. The modestly positive, though far from compelling, Benefit Cost Ratios (BCRs) attributed to the road need to be put into context in order to expand on this opinion. In line with national guidelines many aspects of the environmental and social costs and benefits will not be considered until a later stage of the decision making process. It would seem inevitable that when loss of amenity and loss of environment is considered in due course, the true BCR is going to reduce. Even more significant but not even touched on by the report is the established phenomenon of induced traffic, whereby increased road capacity leads to increased overall traffic volumes. It won't take much additional traffic to render obsolete the calculated improvements in local journey times which are behind the overwhelmingly major part of the benefits applied to the BCR calculation.

Zero Carbon Harrogate is opposed to consulting on the option of a new road, largely because to do so would inevitably polarise opinion between those for and those against a road rather than help to encourage a mature debate about real, sustainable, solutions. We hope you take a similar view.

You will no doubt be aware of the strong opposition to a new road of those elected to represent the areas most affected by it, i.e. Andrew Jones MP and the Harrogate and

Appendix A

Knaresborough Area Constituency Committee. We ask that you support their position. We also ask you to ensure that should the option of a road be taken forward for public consultation, these views are clearly reflected by NYCC in any consultation material.

Andrew Bainbridge gave the following response to the two public questions that related to Harrogate Congestion Study:

Answer to public question 1

Thank you Mr Margolis for your comments. We are aware of the comments of Andrew Jones MP, from the article in the Harrogate Advertiser. The process we are undertaking, in developing options to address congestion relief in Harrogate, is well established and the arguments for considering a wide variety of options, are well rehearsed.

As members are aware the problem we are looking to address is the ongoing issue of congestion in Harrogate, and initial modelling has shown the relief road to be an effective approach to so doing. We do understand that any relief road will have an environmental impact and that this needs to be balanced against the congestion relief benefits. What we wish to be able to ask the wider public in Harrogate and Knaresborough is their views on whether, firstly they think any action should be taken, and if so, what form that might take.

Answer to public question 2

Thank you Mr Beardshall for your comments on behalf of Zero Carbon Harrogate, and more specifically on the measures suggested through the OAR addendum.

To clarify for Members the BCR's set out in the OAR are for the relief road in combination with sustainable transport measures and not for the relief road as a standalone measure. Without wishing to go into too much detail the BCR is just one element of the assessment of transport schemes and most of the social and environmental impacts are not included in the assessment of a BCR but are assessed separately. As such they are unlikely to have any impact on the BCR.

To clarify the situation with the Harrogate ACC. There was not a Member vote on the matter, they considered essentially the same report as you. The views of the Members are a matter of record and can be seen in the draft minutes but many Members, although having concerns about the relief road, supported the need to consult the public on the option.

I can also assure members that any consultation materials will clearly set out the wider benefits and costs of all the options within the packages and will be carefully developed to ensure a balanced approach.

PQ3 – Andrew Murday

North Yorkshire County Council is currently proposing drastic reductions to funding of educational provision for children who are excluded from mainstream schools.

These changes are driven by an ideology which puts budget before benefit and is symptomatic of conservative elected representatives both in local government and parliament.

There are seven Pupil Referral Units (PRU) in North Yorkshire. They are all recognised as either good or outstanding by OFSTED. These institutions provide life chances to children who would otherwise be left by the wayside. The PRU in Harrogate, The Grove Academy, takes children excluded from 11 secondary schools in North Yorkshire and is threatened with closure within the next few months, as is the Craven Pupil Referral Service in Skipton. It will be impossible for them to function with the

proposed cut in funding of at least 50% and probably as much as 66%. The alternative provision, such as virtual schooling, proposed by NYCC is clearly far inferior.

May I ask the council today if they will consider delaying this decision to allow for a fuller and proper public consultation and to allow the PRU's time to manage the drastic change to their financial circumstances?

In response to the third public question, Daniel Harry apologised to Mr Andrew Murday for not having a reply to his question at the meeting itself. He said that a reply would be sent by email as soon as possible after the meeting.

The response was received from Jane Le Sage, Assistant Director for Inclusion, Children and Young People's Services later on the day of the meeting. The response is as below:

Answer to public question 3

NYCC currently provides £2.7m of non-statutory High Needs Block funding to PRS and AP to work proactively with local schools to reduce exclusion, this is in addition to £1.9m of statutory funding. Despite this investment, exclusions are increasing rapidly and schools report regularly being unable to access support from the current PRS model early enough to prevent exclusion.

We recognise the Ofsted judgements of all PRS in North Yorkshire and have not sought to question the quality of provision. However we must recognise and respond to the challenge of increasing exclusions and stretched budgets by ensuring that young people can access support before, and not after, they are excluded from school and ensure that funding arrangements from the High Needs Block (HNB) are fair and equitable across a vast range of SEND provision.

Currently the national average cost for alternative provision is £18,000 per place. North Yorkshire's present funding arrangements are disproportionately higher than this national average. A full time place at The Grove Academy currently stands at around £48,000 per place. For the purposes of context, and to illustrate the disproportionate levels of funding, maintained SEMH special school provision funded from the HNB costs, on average, £19,769 per place.

The HNB is currently running at a projected deficit of £5.7m for this financial year. This level of deficit is unsustainable into the future. The proposed reduction in spend in relation to alternative provision for those who have been, or at risk of being, excluded is 29% and the proposals will give school leaders more scope to shape a system of support that can be accessed before exclusion.

Irrespective of the pressure on the HNB budget we would still be bringing forward these proposals to address the effectiveness of early intervention, the disparity of funding between PRS and other HNB funded provision and the role of local education leaders in shaping the AP offer in each locality.

The Council has undertaken extensive consultation in respect of the High Needs Budget proposals and has carried out a legal consultation. The LA is not of the view that there is a need for a second consultation on these principles.

Officers are currently fully considering those consultation responses prior to developing recommendations to propose to the Executive in January 2019.

All consultation feedback is under analysis.

25. Harrogate Congestion Study

Considered -

The report of Dave Bowe, Corporate Director, Business and Environmental Services, North Yorkshire County Council on the Harrogate Congestion Study.

Daniel Harry stated that the intention was for the committee to comment on the draft Executive report. He said that members were not expected to come to a consensus or to pass a resolution as a committee. Instead, individual comments were sought, which would then be included in the report to Executive.

Andrew Bainbridge introduced the report and said that the report had also been considered by the Harrogate and Knaresborough Area Constituency Committee at their meeting on 8 November 2018. He went through the detail of the report explaining to committee members key aspects of the development of the options that were being considered. This included information about two packages which were emerging as the strongest:

- Package B – Demand management and behaviour change
- Package E(iii) – Highway operational improvement and sustainable transport, with urban realm improvements plus inner south relief road alignment without a link to Bilton Lane.

Andrew Bainbridge said that Executive will consider the report at their meeting on 15 January 2019. They will look at what options could be consulted upon and not what to adopt.

The Chairman then invited committee members to comment.

Cllr Mike Chambers MBE said that he had been chairman of the County Area Committee for the Harrogate District when the Congestion Study was being developed. He said that he supported measures that promoted sustainable transport but did not want to rule anything out at this stage as the issue was complex. Cllr Mike Chambers MBE said that he supported a full public debate and consultation that took into account all options so that an effective solution could be found.

Cllr David Ireton said that there needed to be a consultation on a range of issues for it to be meaningful.

Cllr Andy Solloway said that a key issue for people living in the Skipton and Ripon constituency was east-west connectivity as this was important for economic development and prosperity. What people in this area want may impact upon the people of Harrogate.

Cllr Stuart Martin MBE said that there should be a full consultation on options and that ruling out a consultation at this stage would not be democratic.

Cllr Margaret Atkinson said that any consultation would need to cover a large geographic area as changes to the flow of traffic in Harrogate would impact upon a much wider and largely rural area.

Cllr Patrick Mulligan said that there was a need to look at all options and to let the public have their say.

Cllr Stanley Lumley said that he agreed with the comments of his fellow committee members and that it would be wrong to discount anything at this stage.

Cllr Richard Welch queried whether the various road haulage professional bodies and associations would be consulted with.

In respond, Andrew Bainbridge confirmed that they would. Also, that the impact of any proposals upon local businesses would be considered.

Resolved -

- 1) That the comments made by committee members be included in the report to the County Council's Executive
- 2) If there is a public consultation on options, then the committee has an opportunity to submit a response.

26. A59 Kex Gill Diversion and Coniston Aire Causeway – Progress Updates

Considered – the report of Dave Bowe, Corporate Director, Business and Environmental Services, North Yorkshire County Council on the Harrogate Congestion Study.

Rebecca Gibson, Senior Transport Planning Officer (Projects), Highways and Transport, introduced the report and highlighted the following issues in relation to the A59 Kex Gill diversion:

- Work on permanent repairs is ongoing. It will take longer than expected because ground conditions are more difficult than the original investigations indicated. As such, traffic signals will remain in operation over the Christmas period
- Executive approved the preferred route on 24 July 2018 and work is now progressing on the detailed design of the scheme
- The submission of the planning application is programmed for October 2019
- A draft Outline Business Case has been submitted to the Department for Transport (DfT)
- Construction of the new road is expected to commence in spring 2020 and may take about 16 months. It is anticipated that the new road could open in the summer of 2021.

Cllr Stanley Lumley said that good progress has been made with the realignment work and that there is widespread support for the new road.

Rebecca Gibson then gave an update on the recent repairs to the Coniston Aire Causeway and the proposal for improvements to the crossing:

- A report was previously brought to the meeting of the Skipton and Ripon Area Constituency Committee on 31 May 2018. At that meeting, the committee stated its support for Option 5, which is the construction of a multi-span causeway with an estimated cost of £9.5 million
- Design work is underway and a business case is being developed for submission to DfT, when funding becomes available
- The design work will take about 12 months. Land purchase and procurement could be completed within 18 months of getting the necessary funding. Construction of the new multi-span crossing could take about 12 months.

Cllr Richard Welch said that the new crossing would be welcomed as there were continual problems with damage to the bridge and the subsequent disruption caused by repair work.

Cllr David Ireton said that it was good to see progress being made as any diversion put in place was usually substantial.

Cllr Gill Quinn stated that local Parish Councils were particularly concerned about this issue and so progress was welcomed.

Cllr Andy Solloway said that key east-west routes needed to be improved and the traffic kept flowing.

Resolved -

- 1) To note the contents of the report
- 2) To come back to a future meeting of the committee with updates on the A59 Kex Gill Diversion and Coniston Aire Causeway.

27. Schools and educational achievement

Considered – the report of Stuart Carlton, Corporate Director – Children and Young People's Service on some of the factors affecting the short, medium and long term sustainability of schools in the Skipton and Ripon Area Constituency Committee area.

Andrew Dixon, Strategic Planning Manager, Education and Skills introduced the report and summarised the key aspects as follows:

- In the Skipton and Ripon area, there have been fewer primary school Academy conversions than the rest of the county (7% compared to 22%). The secondary school conversions are in line with the rest of the county
- In the area, 86.2% of primary schools are judged good or outstanding by Ofsted, which is above the region, but below the North Yorkshire and national benchmarks. 88.9% of secondary schools are judged good or outstanding, which is above all benchmarks
- Both primary and secondary attainment in the area is above all benchmarks
- Nearly 20% of LA maintained schools in the county are in deficit. That is projected to rise to nearly half by 2019/20 and two out of every three by March 2021
- On average, a secondary school in North Yorkshire received £4,897 per pupil in 2018-19 compared to £7,840 per pupil in Hackney
- There are 62 primary schools, 5 secondary schools, 2 special schools in the committee area
- By March 2019, it is projected that 13 schools will be in deficit (19% all schools in the area)
- Three key issues that affect the long term sustainability of school: falling pupil rolls; school standards; and financial difficulty.

Cllr Margaret Atkinson queried whether the closure of small rural schools and the subsequent transport of children to schools further afield led to an increase in costs that was similar to the savings made by closing the school. If that was the case, then there was a strong argument for keeping the schools open.

In response, Andrew Dixon said that there were significant transport costs but that these were relatively low compared to the ongoing costs of running a school.

Cllr Andy Solloway said that parental choice had distorted things. Also, that often children were placed at schools that suited parental access to work and child care, as opposed to the performance of quality of the schools themselves.

Cllr Richard Welch noted that there were only a limited number of companies that were willing to provide home to school transport in the area.

Cllr Robert Heseltine raised his concerns that the national funding formula for schools had not been reviewed by the government. Rural areas continued to lose out and as a result there was a managed decline of school funding in the area.

Cllr Robert Heseltine asked whether more work needed to be done with the district councils regarding planning school capacity increases in line with increases in housing stock.

In response, Andrew Dixon said that the County Council worked closely with the district councils to plan school places. He said that an increase in housing stock did not always mean that there was going to be a significant increase in the number of children in the area.

Cllr Stanley Lumley noted that federation of small rural schools can help to manage the impact of falling roll numbers. Also, that where pupils with complex needs or challenging behaviour are not adequately supported, then they can impact upon the performance of the school and so impact upon the number of children being admitted to that school.

Cllr David Ireton queried why the projected deficits, in section 4.4 of the report, for secondary schools were unchanged 2018/19 over the period 2020/21 whilst over the same period the deficits for primary schools increased threefold.

Andrew Dixon said that he would check the data and contact Cllr David Ireton outside of the meeting.

Cllr Stuart Martin said that a maintained school that has a deficit and which becomes an academy leaves the deficit with the local authority. He said that this was unfair and should be challenged.

Cllr Patrick Mulligan said that it was important to note that although there were challenges associated with managing schools in rural areas, the standard of education was high with large numbers of OFSTED judged good or outstanding schools. He said that he was concerned that there were times when a failing school was forced to become an academy but could not find a sponsor. In such circumstances, the school often closed and the County Council was unable to intervene.

Cllr David Ireton asked whether more could be done to maximise the contributions to school infrastructure made by housing developers.

Andrew Dixon replied that a lot of work was done with housing developers to look at what infrastructure was needed in the local area and what could be done to support school growth and development. He noted that in cases where Community Infrastructure Levy arrangements were in place, it could be more difficult to channel funding into specific uses.

Resolved -

- 1) To note the contents of the report.
- 2) To provide an update on the factors affecting the long term sustainability of schools in the area in the next 6 to 9 months.

28. Castleberg Community Hospital, Giggleswick

Considered – the report of Sue Pitkethly, Director Accountable Care Airedale, Airedale Wharfedale and Craven Clinical Commissioning Group providing a summary of the current position with regard to the development of the Castleberg Community Hospital.

Sue Pitkethly introduced the report and provided an update, as summarised below:

- A 'mobilisation group' has been established to oversee the development of the hospital. The group meets bi-weekly and includes representatives of the providers

Appendix A

of the service, NHS Property Services, Morecambe Bay CCG and Airedale, Wharfedale and Craven CCG

- Architects' plans have been drawn up and the ground floor will see: private ensuite facilities for people nearing the end of life and those needing palliative care; a separate family room and treatment room; and improved access to the ground floor for people with disabilities
- The intention is to make the first floor available for use by community groups. This could also be developed as a hub for the delivery of a range of health and social care services
- The use of the first floor is potentially limited due to the access only being by stairs. It is estimated that an external lift may cost in the region of £80,000 and would be subject to planning permission. The NHS locally cannot fund the installation of a lift
- It is anticipated that the refurbished hospital will open in May 2019. The second survey that had been undertaken revealed a number of issues associated with the site being vacant for 12 months.

Cllr Richard Welch asked a number of questions that had been suggested to him by the Chair of North Craven Health and Wellbeing Group (formerly Castleberg Steering Group):

- 1) The statement made by the CCG after the initial consultation was to avoid replacing like with like, and instead develop an exciting 'Castleberg Plus' in partnership with the community. The expectation seems to be that it is up to the community to make 'Castleberg Plus' a reality. Why is practical and financial support being withheld by the CCG?
- 2) What steps are being taken by the CCG to fully involve the local community in decision making in relation to the future use of Castleberg Hospital?
- 3) What is the position of NYCC Social Services in relation to the use of space at the Castleberg Hospital?

In response, Sue Pitkethly gave the following replies:

- 1) The Craven Community First Group is inclusive and enables the community to engage in the planning and development of the new hospital. All ideas and suggestions are welcomed and investigated but we have to keep within the financial envelope.
- 2) The Craven Community First Group is heavily involved, as previously stated, and the CCG is happy to talk to anyone who has an interest in the development of the hospital.
- 3) There has been a meeting between the CCG, Airedale NHS FT and NYCC Health and Adult Services to explore what opportunities there are to run a joint service from the hospital.

Cllr David Ireton queried whether the May 2019 date for opening the hospital was reasonable and achievable, as he did not want to see people's hopes raised falsely.

Sue Pitkethly said that the work was on track at present and so May 2019 was achievable.

Cllr Richard Welch noted that there had been hopes in the community that the vacant Settle Middle School site could be developed for the provision of a number of other services. He had learned, however, that there was not sufficient capital funding available to support any significant development, such as a health and wellbeing hub or a new GP surgery as had previously been suggested.

Cllr Richard Welch asked Daniel Harry to circulate to committee members a copy of the briefing note that had been provided by Jon Holden, Head of Property Service, North Yorkshire County Council.

Daniel Harry asked whether there were any lessons that had been learned from the management of the Castleberg Hospital and its redevelopment that could be shared with other commissioners and providers. He noted that there were a number of small, community hospitals in North Yorkshire that may experience difficulties in the future.

Stacey Hunter, Chief Operating Officer, Airedale NHS Foundation Trust said that the Rt Hon Julian Smith MP had been interested in what was happening with the Castleberg Hospital.

Resolved -

- 1) To note the contents of the report.
- 2) To provide updates on the progress and to attend the meeting of the committee at 10am on 30 May 2019.

29. Skipton and Ripon Area Constituency Committee Work Programme

Considered - the report of Daniel Harry, Democratic Services and Scrutiny Manager on the committee work programme.

Daniel Harry introduced the report outlining those items for scrutiny that had been scheduled for the next two committee meetings. He invited members to comment on the work programme and make suggestions for additional items to be included.

A number of areas were identified that could be researched further before inclusion in the work programme:

- What is the impact of public sector recruitment problems upon the sustainability of services and quality of life in the local area? Of specific concern were NHS and teaching recruitment shortages.
- What is being done to develop the digital economy in rural areas?

There was a discussion about the venue for the next meeting of the committee. It was decided to hold the meeting in Ripon. Subsequent meetings to be held in Settle and Skipton.

Resolved -

- 1) Daniel Harry to update the committee work programme and develop the lines of inquiry that had been identified by members
- 2) Daniel Harry to review the agenda for the committee meeting 14 March 2019.

30. Other business which the Chairman agrees should be considered as a matter of urgency because of special circumstances

There were no items of other business.

The meeting concluded at 11.55am

DH

Initial equality impact assessment screening form (As of October 2015 this form replaces 'Record of decision not to carry out an EIA') This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.			
Directorate	Business and Environmental Services		
Service area	Highways and Transportation		
Proposal being screened	Harrogate Congestion Study		
Officer(s) carrying out screening	Rebecca Gibson		
What are you proposing to do?	Seek approval from the Executive to undertake a public consultation on Harrogate Congestion Study.		
Why are you proposing this? What are the desired outcomes?	To allow members the opportunity to understand the findings of the OAR and OARA and to determine whether public consultation should be undertaken.		
Does the proposal involve a significant commitment or removal of resources? Please give details.	No		
Is there likely to be an adverse impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristics? As part of this assessment, please consider the following questions: <ul style="list-style-type: none"> • To what extent is this service used by particular groups of people with protected characteristics? • Does the proposal relate to functions that previous consultation has identified as important? • Do different groups have different needs or experiences in the area the proposal relates to? If for any characteristic it is considered that there is likely to be a significant adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your Equality rep for advice if you are in any doubt.			
Protected characteristic	Yes	No	Don't know/No info available
Age		✓	
Disability		✓	
Sex (Gender)		✓	
Race		✓	
Sexual orientation		✓	
Gender reassignment		✓	
Religion or belief		✓	
Pregnancy or maternity		✓	
Marriage or civil partnership		✓	
NYCC additional characteristic			
People in rural areas		✓	
People on a low income		✓	
Carer (unpaid family or friend)		✓	
Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.	No		

Appendix B

<p>Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.</p>	<p>No</p>			
<p>Decision (Please tick one option)</p>	<p>EIA not relevant or proportionate:</p>	<input checked="" type="checkbox"/>	<p>Continue to full EIA:</p>	
<p>Reason for decision</p>	<p>An EIA is not relevant or proportionate at this stage because there is no adverse impact on any groups with protected characteristics as a consequence of this study. An EIA will be undertaken once the scheme progresses to option selection stage.</p>			
<p>Signed (Assistant Director or equivalent)</p>	<p><i>Barrie Mason</i></p>			
<p>Date</p>	<p>19/12/18</p>			