

North Yorkshire County Council
Business and Environmental Services

Executive Members

27 May 2022

Harrogate Cycle Network Development – Prioritisation Methodology

Report of the Assistant Director – Highways and Transportation

1.0 Purpose of Report

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| 1.1 To seek approval of the methodology to be used to assess potential cycle corridors to prioritise for the Harrogate LCWIP. |
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2.0 Background

- 2.1 In 2017 North Yorkshire County Council (NYCC) commissioned WSP to develop a Cycling Infrastructure Plan (CIP) for Harrogate (HCIP). The plan was created to operate as the basis for future bid work, influence junction design and highway schemes, and guide new development and developer contributions in creating a cohesive and safe cycle network.
- 2.2 The development of the CIP was detailed in the Harrogate CIP Phase 1 report, and four priority corridors were identified for further development in Phase 2.
- 2.3 The objective of Phase 2 was to take the priority corridors forward for initial development and generate high-level costs and economic benefits.
- 2.4 The identification of these four priority corridors acts as the first phase of network development. The HCIP Phase 2 report recommended that additional corridors, from HCIP are taken forward for further development, and these corridors should be identified using appropriate stakeholder engagement.
- 2.5 In early 2021, NYCC officers started to look at the additional corridors indicated on the HCIP cycle network map in more detail with key stakeholders. The aim was to develop a list of cycling route priorities in the short, medium and long term as per the guidance for stage five of the Local Cycling and Walking Infrastructure Plan (LCWIP) process.
- 2.6 The LCWIP process consists of six stages:
1. **Determining Scope**; Establish the geographical extent of the LCWIP and arrangements for governing and preparing the plan.
 2. **Gathering Information**; Identify existing patterns of walking and cycling and potential new journeys. Review existing conditions and identify barriers to cycling and walking. Reviewing related transport and land use policies and programmes.
 3. **Network Planning for Cycling**; Identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the type of improvements required.
 4. **Network Planning for Walking**; Identify key trip generators, core walking zones and routes, audit existing provision and determine the type of improvements required.

5. **Prioritising Improvements;** Prioritise improvements to develop a phased programme for future investment.
6. **Integration and Application;** Integrate outputs into local planning and transport policies, strategies, and delivery plans.

2.7 The walking element of the Harrogate LCWIP was completed in December 2020. The Walking Infrastructure Plan (WIP) and CIP are two separate documents but in conjunction do form a LCWIP for Harrogate.

2.8 When an opportunity to refresh these documents occurs in the future, we will merge them together to form one document.

2.9 The methodology referred to in this report is only related to the cycling element of the LCWIP.

3.0 Methodology

3.1 To assess these corridors in more detail and to measure baseline and forecast cycle growth, officers used the Propensity to Cycle Tool (PCT). The national PCT is an online and interactive planning support tool to provide an evidence base to inform investment in cycling.

3.2 Within the LCWIP guidance, it is strongly recommended that authorities make use of the PCT through the LCWIP process in order to define potential demand for cycling and to assist with scheme prioritisation.

3.3 The PCT gives information about the levels of cycling to work (commuter trips) based on Census 2011 data and school travel journeys based on School Census 2010/11 data. The Census 2011 data is the most up to date data available to calculate commuting journeys. The Census 2021 results are not due for release until summer 2022, and it may take even longer before the results are integrated into the PCT model.

3.4 The PCT core input dataset contains origin-destination (OD) pairs that link each commuter's usual place of residence to the workplace location of their main job, and disaggregates these OD pairs by commute mode.

3.5 Officers can therefore assess where commuting/school cycling is currently most common, and where cycling has the greatest potential to grow.

3.6 A comprehensive list of cycle corridors has been created for Harrogate (based on the original HCIP cycle network map) and PCT data analysed to assess baselines and various future scenarios, including the Government target scenario to double cycling by 2025.

3.7 The Government Target (near market) scenario within PCT models the overall doubling of cycling based on trip distance and hilliness plus various sociodemographic and geographical characteristics (including age, sex, ethnicity, car ownership, and income deprivation).

3.8 Applying this scenario and others to corridors across Harrogate indicates where cycle growth will occur should investment in cycle infrastructure be made.

3.9 Alongside this data (forecast cycle trips), other criteria has been used to evaluate and prioritise corridors for inclusion within the stage five of the LCWIP, including;

- Cycling and Walking Investment Strategy (CWIS) 2017

- Proximity to existing, new and proposed housing (including allocated sites within the Local Plan)
- Whether the route serves employment or education
- Improvement in road safety
- Contribution of the scheme to the overall network development (including routes identified within the WIP)
- Identified funding
- Scheme feasibility/deliverability
- Integration with other schemes / dependency on other schemes
- Local knowledge from key stakeholders
- Public acceptability
- Delivery against policy objectives
- Air quality impact

3.10 A final priority list is nearing completion, with infrastructure solutions identified for each corridor that meet the most recent cycle infrastructure design guidance (LTN 1/20).

4.0 Next Steps

4.1 Once the Corporate Director, BES and the BES Executive Members have approved the methodology for determining the priority corridors and officers complete analysis of the remaining corridors, a prioritised programme of cycling infrastructure improvements can be added to the Harrogate LCWIP.

A workshop with key stakeholders and colleagues from Harrogate Borough Council is planned to agree the priority corridors identified through the methodology before a recommendation to BES Executive Members is made.

4.2 The improvements will be split into three prioritisation categories; Short term (typically under 3 years), Medium term (typically under 5 years) and Long term (typically over 5 years).

4.3 Once stage five of the LCWIP is complete, work to integrate the LCWIP into local policy, strategies and plans can be formalised (stage 6).

5.0 Financial Implications

5.1 The tools used to prioritise the cycle corridors within stage 5 of the LCWIP are free to use and as such there are no financial implications.

6.0 Equalities Implications

6.1 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 any adverse impacts on any of the protected characteristics identified in the Equalities Act 2010 or NYCC's additional agreed characteristics. However, it is worth noting that fully developed schemes will require a full Equalities Impact Assessment. The completed Equalities Impact Assessment screening form can be found in Appendix A.

6.2 The LCWIPs will support a transport system fit for all users, making cycling and walking routes more accessible and inclusive. The creation of the corridors identified in the LCWIPs is likely to have a positive impact on people with reduced mobility providing safer access routes within Harrogate.

7.0 Climate Change Impact Assessment

7.1 Consideration has been given to the potential for any adverse impacts on climate change arising from the recommendations of this report. The completed Climate Change Impact Assessment can be found in Appendix B and it is the view of officers that approval of this report will not have a direct climate change impact.

8.0 Legal Implications

8.1 Preparation of these plans is part of the County Council's function as Local Highway Authority and the LCWIPs are being carried out in broad accordance with the Government's suggested Local Cycling and Walking Infrastructure Plan guidance LTN 1/20.

9.0 Recommendations

9.1 It is recommended that the Corporate Director, Business and Environmental Services, in consultation with the BES Executive Members:

- i) Note the content of the report and approve the proposed methodology to be used to assess potential cycle corridors to complete stage five of the Harrogate LCWIP.

BARRIE MASON

Assistant Director – Business and Environmental Services

Authors of Report: Alexander Kay

Background Documents: None

Initial equality impact assessment screening form			
This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.			
Directorate	Business and Environmental Services		
Service area	Highways and Transportation		
Proposal being screened	Harrogate Cycle Network Development – Prioritisation Methodology		
Officer(s) carrying out screening	Alexander Kay		
What are you proposing to do?	Formalise the methodology to assess potential cycle corridors in Harrogate and prioritise a list for improvement.		
Why are you proposing this? What are the desired outcomes?	Approval of this method will enable to the County Council to undertake stage 5 of the Local Cycling and Walking Infrastructure Plan process and compile a list of priorities to be in a better position to bid for money towards schemes and receive contributions from developers.		
Does the proposal involve a significant commitment or removal of resources? Please give details.	No		
<p>Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC’s additional agreed characteristics</p> <p>As part of this assessment, please consider the following questions:</p> <ul style="list-style-type: none"> To what extent is this service used by particular groups of people with protected characteristics? Does the proposal relate to functions that previous consultation has identified as important? Do different groups have different needs or experiences in the area the proposal relates to? <p>If for any characteristic it is considered that there is likely to be an adverse impact or you have ticked ‘Don’t know/no info available’, then a full EIA should be carried out where this is proportionate. You are advised to speak to your Equality rep for advice if you are in any doubt.</p>			
Protected characteristic	Potential for adverse impact		Don’t know/No info available
	Yes	No	
Age		✓	
Disability		✓	
Sex		✓	
Race		✓	
Sexual orientation		✓	
Gender reassignment		✓	
Religion or belief		✓	
Pregnancy or maternity		✓	
Marriage or civil partnership		✓	
NYCC additional characteristics			
People in rural areas		✓	

APPENDIX A

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.	Unknown at this stage, this process will look to prioritise corridors for improvements. There would be a further requirement for EIA as part of any detailed design process.		
Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.	No		
Decision (Please tick one option)	EIA not relevant or proportionate:	<input type="checkbox"/>	Continue to full EIA:
Reason for decision	<p>No adverse impact on any of the protected characteristics.</p> <p>The LCWIPs will support a transport system fit for all users, making cycling and walking routes more accessible and inclusive. The creation of the corridors identified in the LCWIPs is likely to have a positive impact on people with reduced mobility providing safer access routes within Harrogate</p> <p>However, it is worth noting that any fully developed schemes will require a full Equalities Impact Assessment.</p>		
Signed (Assistant Director or equivalent)	Barrie Mason		
Date	18 May 2022		



Climate change impact assessment

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

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

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

Version 2: amended 11 August 2021

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

Planning Permission
Environmental Impact Assessment
Strategic Environmental Assessment

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

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

Title of proposal	Harrogate Cycle Network Development – Prioritisation Methodology
Brief description of proposal	To seek approval of the methodology used to prioritise cycle infrastructure improvements in Harrogate.
Directorate	Business and Environmental Services
Service area	Highways and Transportation
Lead officer	Alexander Kay
Names and roles of other people involved in carrying out the impact assessment	
Date impact assessment started	08/04/22

Options appraisal

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

This project will deliver stage 5 of the Local Cycling and Walking Infrastructure Plan for Harrogate in line with Government policy and guidance. As this is the process for developing cycling and walking infrastructure, no other alternative options were considered.

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

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

Once the priority list of schemes has been developed, these will remain draft until funding becomes available from central government, s106 monies or any other suitable funding source.

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>	
<p>Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.</p>	Emissions from travel		x				
	Emissions from construction		x		<p>Stage 5 of the LCWIP process is the prioritisation of cycling and walking schemes and does not involve physical construction at this point.</p>		
	Emissions from running of buildings		x				
	Emissions from data storage		x				
	Other		x				
<p>Minimise waste: Reduce, reuse, recycle and compost e.g. reducing use of single use plastic</p>		x					
<p>Reduce water consumption</p>		x					
<p>Minimise pollution (including air, land, water, light and noise)</p>		x					

<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p>Positive impact (Place a X in the box below where</p>	<p>No impact (Place a X in the box below where</p>	<p>Negative impact (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers</p>		x				
<p>Enhance conservation and wildlife</p>		x				
<p>Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape</p>		x				
<p>Other (please state below)</p>		x				

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

N/A

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

The output of stage 5 of the LCWIP process is the production of a prioritised programme of cycling and walking infrastructure improvements. The improvements will be prioritised into three categories; short term, medium term and long term, however the implementation of schemes will still be funding dependant. Subsequent phases of this work will need to be assessed, especially when funding has been secured to begin delivering interventions.

Sign off section

This climate change impact assessment was completed by:

Name	Alexander Kay
Job title	Senior Transport Planning Officer
Service area	Highways and Transportation
Directorate	BES
Signature	A Kay
Completion date	11.04.22

Authorised by relevant Assistant Director (signature): Barrie Mason

Date: 18 May 2022