

North Yorkshire Council

Environment Executive Members

22 February 2024

Harrogate Cycle Network Development – Prioritisation Outcomes

Report of the Assistant Director Highways and Transportation, Parking Services, Street Scene, Parks and Grounds

1.0 PURPOSE OF REPORT

- 1.1 To update on the outcomes of the Harrogate Cycle Network prioritisation assessment and recommend next steps as part of Stage 5 of the Harrogate Cycling Infrastructure Plan.
- 1.2 To recommend work starts on the Knaresborough cycle route priorities, using the same methodology as the Harrogate assessment, to ensure alignment with the original HCIP report.

2.0 BACKGROUND

- 2.1 In 2017 North Yorkshire Council (NYC) 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 identification of four priority corridors acts as the first phase of network development. The development of the CIP was detailed in the Harrogate CIP Phase 1 report (2019), and then the four priority corridors were taken forward for further development in Phase 2 (2019).
- 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. 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.
- 2.4 In early 2021, NYC officers started to look at the additional corridors indicated on the HCIP cycle network map in more detail in partnership with Harrogate District Cycle Action (HDCA) given their knowledge and experience in using the local cycling network. 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.
- 2.5 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.

2.6 The first phase of the walking element of the Harrogate LCWIP was completed in December 2020, the Walking Infrastructure Plan (WIP) and CIP are two separate documents but together form a LCWIP for Harrogate.

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

3.0 CYCLE PRIORITY ASSESSMENT OUTCOMES

3.1 Following a report to the former BES Executive Members in May 2022, which detailed the prioritisation methodology, Officers completed an assessment of 160 individual potential cycle corridors across Harrogate.

3.2 Each corridor was assessed using 16 criteria, outlined in the LCWIP guidance, which covered:

Effectiveness	Forecast increase in number of cycle trips
	Importance to network
	Population served
	Key destinations served
Policy alignment	Improvement in road safety
	Air quality impact
	Schools
	Supports other schemes
	Visitor attractions
	Development sites
	Alignment with Harrogate Walking Infrastructure Plan priorities
Deliverability	Complexity of construction
	Dependant on other projects/ feasibility issues
	Politically acceptable
	Publicly acceptable
	Funding and support

3.3 All corridors were ranked between 1 and 160 based on the assessment, and the top priorities (alongside the existing four corridors) have been given indicative timeframes for delivery. The indicative timeframes are dependent on appropriate funding becoming available.

3.4 The top priorities also include Victoria Avenue, which although ranking outside of the top 20 priorities is at a detailed design stage with elements of the scheme to be delivered through an Active Travel Fund 2 underspend. For this reason, it has been included within the short-term cycle priorities.

3.5 The LCWIP guidance recommends that infrastructure improvements are prioritised into three categories:

Short term	(typically under <3 years) schemes which can be implemented quickly or are under development
Medium term	(typically <5 years) comprising improvements where there is a clear intention to act, but delivery is dependant on further funding availability or other issues (e.g. detailed design, securing planning permissions, land acquisition)
Long term	(typically >5 years) more aspirational improvements or those awaiting a defined solution

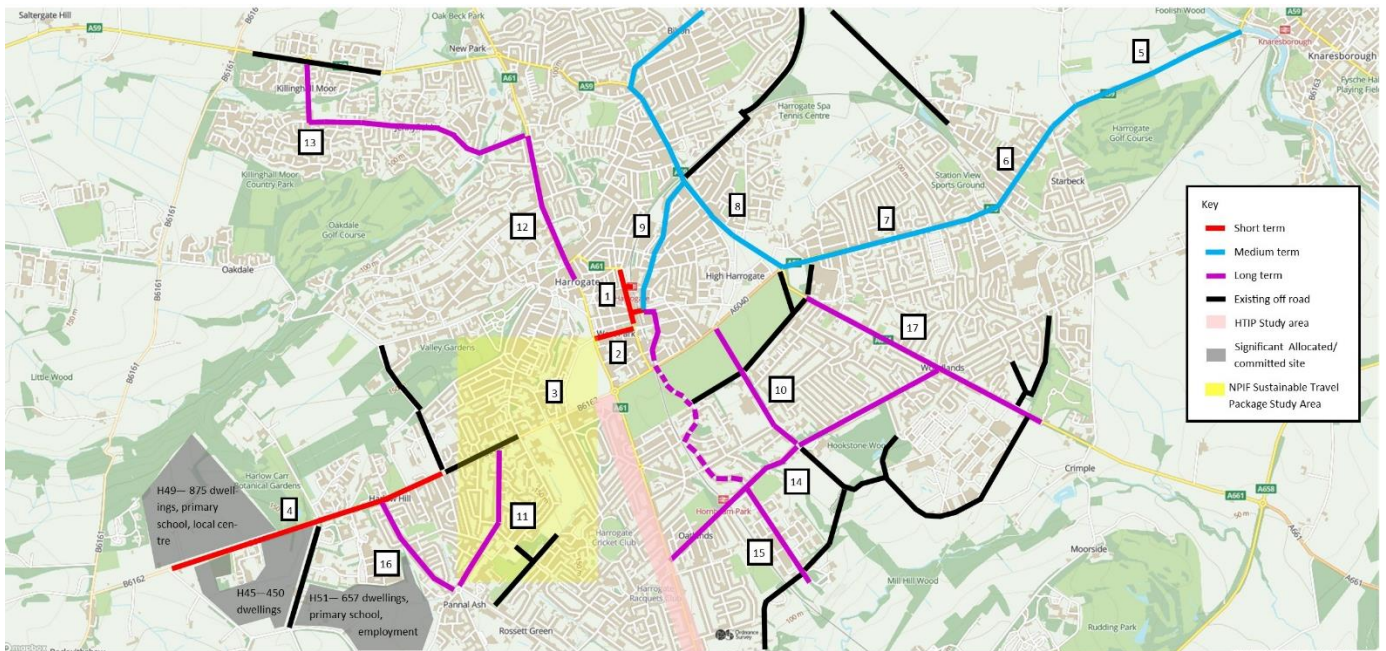
3.6 The LCWIP guidance also suggests that a high-level appraisal should be undertaken to help identify which improvements will be more likely than others to present value for money. The top priority schemes have all been assessed using the Active Mode Appraisal Tool to provide an indicative Benefit Cost Ratio (BCR). It must be noted that the BCR has only taken into account cycle benefits and does not take account of any pedestrian or wider benefits. The estimated scheme costs, to enable a 'light' Value for Money assessment to be undertaken, are derived from previous cost rates and studies and include appropriate risk provision, preliminary charges and design costs.

3.7 The proposed cycle priorities are:

	Corridor	Assessment priority ranking	BCR (High level)	High level Cost estimate £500k+(High), £100k - £500k (Medium), <£100k (Low)	Comments
Short term (<3 years)	Otley Road remainder (west of phase 1)	7	/	/	Developer funded phases through West of Harrogate
	Victoria Avenue	65	Pending due to redesign	/	Detailed design stage
	Station Gateway	3	/	/	Detailed design through TCF
	NPIF sustainable transport package	7	/	/	Package of sustainable transport measures in the vicinity of the Otley Road Corridor, the delivery of which will see the introduction of speed limits, new crossing facilities and the upgrade of bus tops
Medium term (<5 years)	A59 Starbeck level crossing to Empress Roundabout	2	1.36	High	Previous 2016 Knaresborough-Harrogate-Cardale park Cycle Route Feasibility Study has concept designs for this route, although they are not currently LTN 1/20 compliant
	A59 Forest Lane Head to	=3	1.3	High	Previous 2016 Knaresborough-Harrogate-

	Starbeck level crossing				Cardale park Cycle Route Feasibility Study has concept designs for this route, although they are not currently LTN 1/20 compliant
	East Parade (including Dragon Parade/Dragon Road)	=3	0.97	Medium	BCR based solely on East Parade. Outline design/LTN 1/20 refreshed. Junction improvements also needed.
	Skipton Road A59	9	2.7	High	Outline design/LTN 1/20 refreshed. Option to include Bilton Lane.
	A59 Maple Close to Knaresborough	/	1	High	Feasibility design stage (AMAT with 23% OB)
Long term (>5 years)	Pannal Ash Road	1	1.51	High	
	Hookstone Drive	9	1.19	High	
	Ripon Road (Jennyfield Drive to Parliament Street)	=11	1.18	High	Outline Design (HCIP Phase 2 report)
	Hookstone Road	=11	2.01	High	
	Hornbeam Park Avenue	=13	1	High	Outline Design (HCIP Phase 2 report). Development of full corridor includes Rayleigh Rd, Hamilton Ave, Warwick Crescent, St James Drive, Stray Reign, South Park Rd, North Park Rd, Slingsby Walk
	Jennyfield Drive	=13	1	High	Outline Design (HCIP Phase 2 report). Option to include Crowberry Drive
	Beckwith Road	=13	/	/	No defined infrastructure solution
	Wetherby Road	18	1.64	High	
	Oatlands Drive	20	/	/	No defined infrastructure solution

3.8 The short, medium and long term priorities are annotated on a map below, which is also attached in appendix A.



- 3.9 The cycle priority map includes all four priority corridors developed within the HCIP phase two work alongside several key high scoring routes picked up from the recent assessment process.
- 3.10 The map also highlights the ongoing HTIP (A61 corridor) study area as well as highlighting the NPIF programme area of improvements. Upon completion of the HTIP study and further development of the NPIF work, preferred routing of cycles will become more apparent and further links can be added to the map to ensure routes progress into Harrogate town centre. It is important that a cohesive network exists and as each priority route develops officers will work to ensure appropriate links are identified that connect into key destinations and existing provision.
- 3.11 The list represents the priority routes NYC should focus on going forward in terms of developing feasibility studies, detailed designs and also construction. Clearly, the timeframes are dependent on appropriate funding becoming available.
- 3.12 Active Travel England are keen to see a pipeline of schemes emerging from all of our LCWIPs and given the recent focus within ATF2 and ATF4 in Harrogate, a clear strategic plan of how the cycle routes will link up will support future bids for schemes within Harrogate.

4.0 NEXT STEPS

- 4.1 The LCWIP guidance states that stage 5 (prioritising improvements) should be shared with the appropriate relevant stakeholders and time should be taken to collect the views of all parties who may be interested or impacted, with the opportunity given for people to express their views.
- 4.2 Whilst we have assessed routes against a set of criteria, many are still an aspiration and lack sufficient detail to enable us to meaningfully engage with the public, therefore officers believe engagement with key stakeholders at this point will ensure that the direction of travel for this piece of work remains on track, whilst gaining valuable feedback on the emerging priorities. Clearly, as each scheme is developed over time, wider consultation will be undertaken.

- 4.3 It is proposed that engagement on the emerging priorities is focused on key stakeholders only and officers would recommend approaching the same stakeholders involved in the HCIP phase two report:
- Ward Councillors
 - Harrogate College
 - Harrogate Hospital
 - NYC Officers (Economic Growth, Development Management, PROW, Traffic Engineering, Highways, Public Health, Passenger Transport, Sport & Active lifestyles, Area Team and Transport Planning.
 - Harrogate District Cycle Action
 - Harrogate Bus Company / Transdev
 - Northern Rail
- 4.4 Whilst engagement with stakeholders gets underway, the short-term priorities of Victoria Avenue, Station Gateway, NPIF sustainable transport package and Otley Road remain the most logical schemes to progress given their stage of development and available funding. Engagement therefore is significantly focused on seeking views on the medium to long term priorities.
- 4.5 Alongside stakeholder engagement of the emerging Harrogate priorities, officers also recommend that a review of the Knaresborough cycle route priorities is undertaken. Harrogate and Knaresborough are connected by the ambition to provide cycle infrastructure on the A59 which was part of a recent unsuccessful Active Travel Fund tranche four bid. The HCIP phase one network map covered the Knaresborough area, although no routes were prioritised for further development in the phase two report. Assessing the Knaresborough area using the same methodology as previously used within Harrogate, will ensure that opportunities to improve cycling routes in Knaresborough are assessed and prioritised within one piece of work – mirroring the original HCIP report. This has the added benefit of identifying smaller, quick win schemes and identifying what type of infrastructure (and therefore typical cost) would be suitable for routes within Knaresborough.
- 4.6 The Harrogate Congestion study showed that almost half of the trips being made in the busiest periods both start and end within Harrogate and Knaresborough. These trips are short (less than 1.6miles on average), are generally commuter trips and are mostly made by car. These trips are the ones most easily shifted to more sustainable modes (walking, cycling or public transport) and this would make a measurable difference to the level of congestion on the roads.
- 4.7 Improving cycle infrastructure, starting with a pipeline of schemes, in both Harrogate and Knaresborough will encourage more cycling trips, aligning with the long standing ‘Cycling Walking Investment Strategy’ (CWIS) ambitions and the vision set out within ‘Gear Change’.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Officers considered using consultants to complete the stage five work but decided to use the expertise available in house to avoid any further consultant charges on the HCIP work.

6.0 FINANCIAL IMPLICATIONS

- 6.1 The completed cycle priority list will provide the blueprint for developing cycle schemes in Harrogate, influencing active travel bidding opportunities. However, at this stage there are no financial impacts apart from Officer time to complete the cycle priority list or begin study work in Knaresborough.

7.0 LEGAL IMPLICATIONS

7.1 There are no legal implications arising from completing stage five of the HCIP. Work to progress stage five has been undertaken following DfT guidance.

8.0 EQUALITIES IMPLICATIONS

8.1 There are no significant equalities implications arising from this report.

9.0 CLIMATE CHANGE IMPLICATIONS

9.1 There are no significant climate change implications arising from this report.

10.0 CONCLUSIONS

10.1 Officers recommend beginning key stakeholder engagement to seek views on the emerging Harrogate cycle priorities in order to progress to stage 6 of the LCWIP process which embeds this work onto local planning and transport policies, strategies and delivery plans.

10.2 Having a clear view of which schemes to develop to a 'shovel ready' status will be key when future capital funding opportunities become available.

10.3 Officers also recommend commencing work on the Knaresborough cycle priorities, using the same methodology as the Harrogate assessment, to ensure alignment with the original HCIP report.

11.0 REASONS FOR RECOMMENDATIONS

11.1 The LCWIP guidance suggests that stage 5 (prioritisation of improvements) should be shared with relevant stakeholders and time should be taken to collect the views of all parties who may be interested or impacted, with the opportunity given for people to express their views.

11.2 Assessing the Knaresborough cycle routes alongside the Harrogate cycle routes presents a broader view of the strategy for cycling within the two towns and better mirrors the original HCIP work.

11.3 Efforts to improve walking, wheeling and cycling within North Yorkshire align with the Cycling Walking and Investment Strategy (CWIS 1&2), the Gear Change vision and decarbonisation and net zero ambitions.

12.0 RECOMMENDATION(S)

12.1 It is recommended that the Corporate Director, in consultation with the Executive Member for Highways and Transportation approves the following:

- i. Engage key stakeholders on the Harrogate Cycle Network prioritisation outcomes and collect views on the emerging priorities.
- ii. Commence work on the Knaresborough cycle route priorities and include these as one piece of work alongside the completed Harrogate priorities.

APPENDICES:

Appendix A – Priorities Map

Appendix B – Harrogate LCWIP Prioritisation Assessment

BACKGROUND DOCUMENTS: HCIP Phase 1 report & HCIP Phase 2 report

Barrie Mason

Assistant Director Highways & Transportation, Parking Services, Street Scene, Parks & Grounds
County Hall

Northallerton

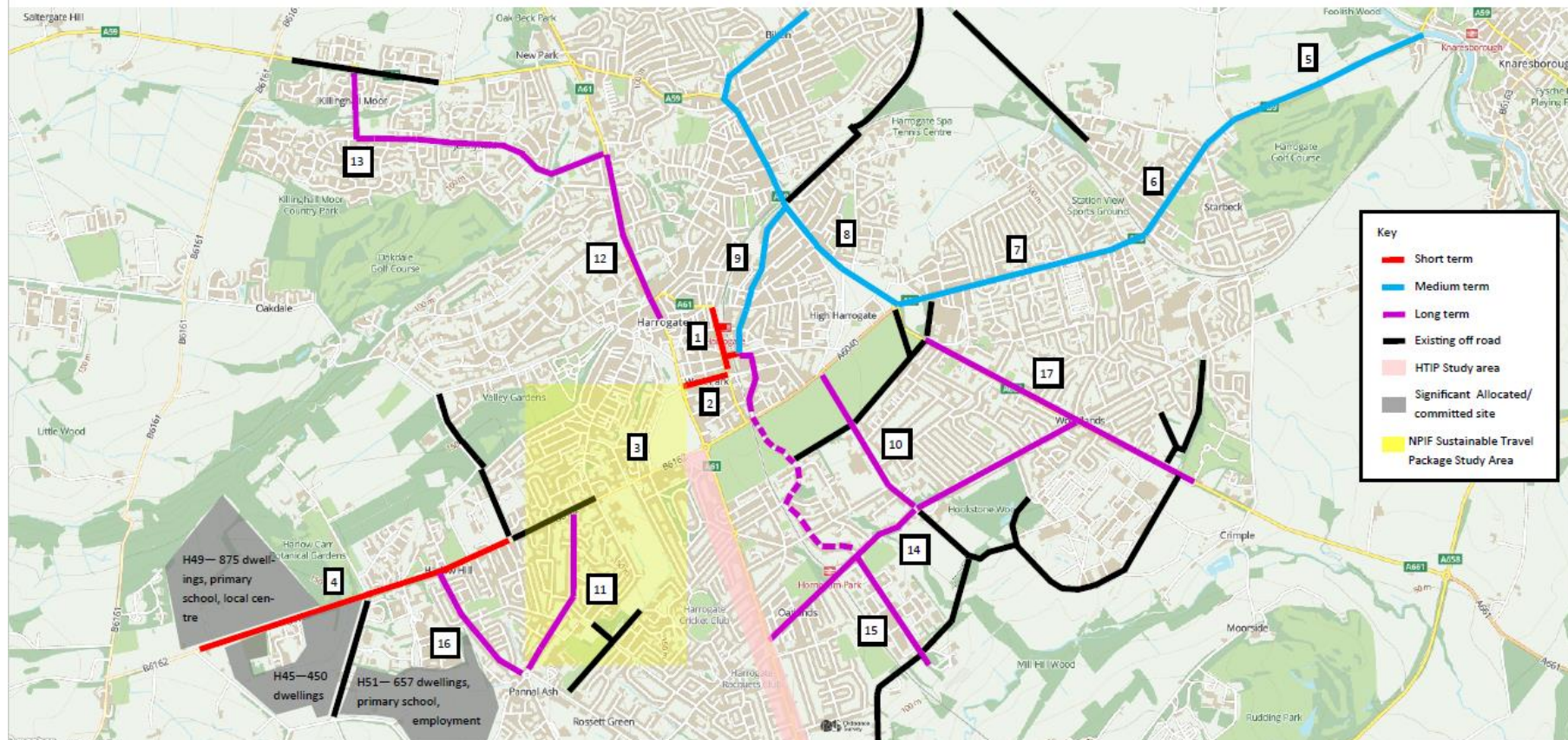
22 February 2024

Report Author – Alexander Kay, Senior Transport Planning Officer

Presenter of Report – Alexander Kay

Note: Members are invited to contact the author in advance of the meeting with any detailed queries or questions.

Harrogate Cycling Infrastructure Plan Priorities



Key

- Short term
- Medium term
- Long term
- Existing off road
- HTIP Study area
- Significant Allocated/committed site
- NPIF Sustainable Travel Package Study Area

Short term (<3 years) schemes that can be implanted quickly or are under development

1. Station Gateway
2. Victoria Avenue
3. NPIF sustainable transport package
4. Otley Road remainder

Medium term (<5 years) comprising improvements where there is a clear intention to act, but delivery is dependant on further funding availability or other issues (e.g detailed design, securing planning permissions, land acquisition)

5. A59 Maple Close to Knaresborough
6. A59 Forest Lane Head to Starbeck Level Crossing
7. A59 Starbeck Level Crossing to Empress Roundabout
8. A59 Skipton Road and Bilton Lane
9. East Parade (including Dragon Parade/Dragon Road)

Long term (typically >5 years) - more aspirational improvements or those awaiting a defined solution

10. Oatlands Drive
11. Pannal Ash Road
12. Ripon Road (Jennyfield to Parliament Street)
13. Jennyfield Drive and Crowberry Drive
14. Hookstone Drive / Hookstone Road
15. Hornbeam Park Avenue, Rayleigh Rd, Hamilton Ave, Warkwick Crescent, St James Dr, Stray Reign, S Park Ro, N Park Rd
16. Beckwith Road
17. Wetherby Road

(*please note that all timescales are subject to gaining access to funding through bidding processes with the exception of Station Gateway and NPIF sustainable transport package, for which funding has been secured. Otley Road is also expected to be funded through West of Harrogate development)