



**North Yorkshire County Council
Harrogate and Knaresborough Constituency Committee – 29 August 2019
Results of Harrogate and Knaresborough Congestion Study Public Engagement**

1.0 Purpose of Report

- 1.1 To update members on the headline results of the Harrogate and Knaresborough congestion study public engagement, and to report on emerging trends and potential next steps.
- 1.2 To seek the Area Constituency Committee's views on potential recommendations to the Executive on next steps.

2.0 Background

Approval to consult

- 2.1 Members will recall that a paper on the Harrogate and Knaresborough Congestion Study was brought to this committee in November 2018, and to the Skipton and Ripon Area Constituency Committee in December 2018 asking for the comments of those committees to be provided to the County Council's Executive. The Executive then met in January 2019, and taking into account the comments of the two area constituency committees, recommended that the findings of the Options Assessment Report Addendum form the basis of public consultation into both packages B and E.

Recent investment/plans for investment in Harrogate and Knaresborough

- 2.2 To set the congestion study in the context of the overall transport investment in Harrogate and Knaresborough, the rest of this section of the report details some of the recent projects that have been implemented in the area. The majority of these have been funded by external grants secured by officers through competitive bidding.
- 2.3 **Bond End junction improvement- Delivered October 2018**
Members will recall that the primary objective of this scheme was to address air quality concerns. The two junctions were identified as part of Harrogate Borough Council's Air Quality Action Plan in 2013. The annual target level for nitrogen dioxide, which mostly comes from traffic pollution, had been exceeded and a key action required was to improve the junctions to address the issue of queuing traffic. The scheme (value £450,000) involved the removal of all traffic lights and replacing them with two mini-roundabouts with associated zebra crossings. Further enhancements included new kerb alignments, upgraded lighting and new road surfaces.
- 2.4 **Harrogate's Sustainable Transport Project (Enabling development and business growth in west Harrogate 2018-2020)**
Members will be aware that NYCC had successfully bid for funding from the government's National Productivity Investment Fund (NPIF) to deliver a Sustainable Transport Package in the West of Harrogate.

- 2.5 Using local contributions from NYCC, Harrogate Borough Council and developers, the total package will deliver £4.6m of improvements. These will be in place by March 2020. Among the planned upgrades are improvements to junctions on Otley Road including smart traffic lights, extra traffic lanes, a new off road cycle lane to link into the developing cycle network and new or improved pedestrian crossings.
- 2.6 These engineering measures will be complemented by an investment into smarter choices measures such as publicity and education regarding sustainable travel. The package of sustainable measures will help to improve safety and alleviate the levels of congestion currently experienced along the Otley Road corridor, accommodating the existing traffic and future growth of Harrogate as recognised in Harrogate Borough Council's draft Local Plan.
- 2.7 Surveys and design work in relation to the 'off road' Otley Road cycle route and junction upgrade at Harlow Moor Road with Otley Road commenced in April 2018 with delivery planned after the UCI World Road Race Cycle Championships in September. Exact programme dates are still to be determined.
- 2.8 **Starbeck level crossing**
Members may also be aware that working with Network Rail officers have identified a potential scheme that may reduce the length of the time the barriers are closed at Starbeck level crossing. This would reduce the traffic queuing problem associated with the level crossing. Work to confirm the feasibility of the scheme is currently on going. Any larger scheme to remove the level crossing or involving relocation of the station is at this stage prohibitively expensive.
- 2.9 **AppyParking**
In January 2019 the County Council, in partnership with Harrogate Borough Council, launched a trial of AppyParking, a smartphone app based parking payment and location identification system. More than 2,000 sensors have been installed in all on-street pay and display parking bays and off-street surface level car parks in the town. The app allows drivers to see in real time where parking is available and make payment through their phone, thereby removing the need to use a pay and display ticket machine. The technology also ends parking sessions automatically when the vehicle is driven away.
- 2.10 For app users, linear charges apply – this means that users are charged per minute, and therefore drivers pay for only the time they are parked rather than potentially overpaying through the standard block tariff for time they may not use.
- 2.11 The overall aim of the trial is to understand how this technology will help improve parking and traffic management, reduce congestion and pollution, support the visitor economy and enhance the user experience. Occupancy patterns and payment can be monitored providing a greater level of insight to inform future parking strategies and improved management of parking assets. The trial also forms part of wider technology improvement projects, connectivity and 'smart solutions' for both the County and Borough councils.
- 2.12 **Open Harrogate (DfT Access Fund)**
In partnership with the DfT, NYCC have invested £1m over 3 years in Harrogate, Skipton and Scarborough on promoting sustainable and active travel and supporting people to make informed travel choices.
- 2.13 Harrogate was the first area of focus and initiatives funded by the programme in Harrogate have included active school travel and school travel planning (Modeshift STARS), park and stride to schools and cycle training.

- 2.14 In addition, residents at 13 development sites received bespoke sustainable travel information packs and the offer of personalised journey planning (PJP) and cycle training. Officers have engaged with 52 businesses and worked more closely with 10 businesses (over 2,557 employees). This has included delivery of walking challenges at three businesses, three travel events, and two bike maintenance sessions. In addition 453 PJPs have been issued.
- 2.15 Nearly 5,000 active travel maps have been distributed to schools, businesses and residents and are available in tourist information and from local cycle groups. A marketing campaign covering press, radio and advertisement bikes within the town centre was undertaken. The campaign has achieved a social media reach of over 34,000 people on Facebook and made 338,627 impressions on Twitter.
- 2.16 Despite an intense period of promotion and management of this programme, take up has been mixed and school engagement, particularly in the secondary setting, has been difficult to sustain due to staff and curriculum pressures. In addition, sustainable travel officers report that whilst the need for interventions and an expressed desire to shift towards more sustainable and active travel is recognised by the general public, getting them to take action on their behaviours and reduce single occupancy car use is extremely difficult and will take a lot of further time and investment.
- 2.17 **Transforming Cities Fund**
The County Council's transport planners continue to work with officers from Harrogate Borough Council (alongside colleagues from Craven and Selby District Councils) on their projects submitted as part of the Leeds City Region's bid into the DfT's Transforming Cities Fund.
- 2.18 At this stage, scheme elements are still being finalised, but it is likely that the package submitted for Harrogate will look to improve pedestrian and cycle access to Harrogate rail station, and make the environment around the station more attractive to non-motorised users (NMUs) as part of the wider Station Gateway redevelopment programme. Further details on this will be provided in due course in a separate report, but based on the current business case, it is hoped that Harrogate will be awarded funding for delivery of a scheme during the period 2020-2023.
- 2.19 **Local Cycle Infrastructure Plan (LCIP)**
In 2017 the County Council commissioned WSP our partner consultant to prepare a cycle infrastructure plan for the Harrogate area. This piece of work is being carried out in broad accordance with the Government's suggested Local Walking and Cycling Infrastructure Plan (LCWIP) guidance, though at this stage the walking element has yet to be developed. The completed CIP is intended to be used as a basis for future bids for funding from Government, and to enable NYCC to have more leverage when seeking funding from developers towards providing cycle infrastructure in the Harrogate area.

3.0 Approach to Engagement and Participation

- 3.1 Members will be aware that further to approval by Executive on 15 January 2019 to undertake public engagement on the Harrogate Congestion Study, Options Assessment Report (OAR), and the associated Addendum (OARA), officers from Transport Planning and the Communications Unit, with support from WSP's consultation specialists, developed a strategy and materials for a public engagement which started on Monday 15 April, and ran for 12 weeks. This 12 week period incorporated two school holiday periods, totalling three weeks, and 9 term time weeks.

- 3.2 On completion of the engagement on 8 July 2019 officers, and NYCC's framework consultants WSP, undertook a period of analysis of the data collected through the engagement. The emerging results of that analysis are set out in this report.
- 3.3 In line with the County Council's 'digital by default' approach, an online survey formed the core element of the engagement exercise. The survey (an example is appended to this report at Appendix 1) was made up of 23 questions, asking for views on the existence and severity of congestion, and for people's level of support, both in theory and in practice, for a variety of options which have been shown through the Options Assessment Report and associated addendum to contribute towards traffic relief on key corridors.
- 3.4 The County Council undertook a widespread publicity campaign to ensure that as many local people as possible were fully aware of the consultation and how to participate. This included the following:
- A leaflet setting out detail of how and when people could participate, plus the call to action 'Is Harrogate congested?' was distributed to 56,000 properties within the study area, to encourage participation.
 - In addition, local printed and online media, and local radio stations alerted people to the start, the midpoint, and the end of the engagement, and again issued a 'call to action' to encourage participation in the process.
 - A series of highway signs placed on key routes with the call to action, gave details of the webpage.
 - Paper copies of the survey were made available in libraries in the Harrogate district, and were also provided on request (posted out, and distributed at exhibitions). A total of 1,010 completed paper versions of the form were received.
- 3.5 Information and Materials
Content took the form of a series of web pages online. These remain available on the County Council website at: <https://www.northyorks.gov.uk/previous-consultations>
- 3.6 Slightly abridged versions of these webpages were produced, to be used as exhibition boards at public events. These were also available as paper copies, posted and emailed out on request. A copy of these exhibition boards is included as at Appendix 2. These were based on the OARA, and provided summarised versions of the information in the study documents. In the materials, and associated FAQ's and in responses to questions it was made clear that the options being presented were possible approaches, set out to illustrate how schemes might be packaged together in a variety of ways to provide traffic relief, and that the packages were not in any way pre-determined.
- 3.7 A consultation summary (Appendix 3) was also developed by officers, and was available in libraries and also posted out on request.
- 3.8 The information on the website was set out as follows;
- Background to Harrogate and Knaresborough congestion
 - Core interventions included in both packages
 - Package B (demand management and travel behaviour)
 - Package E (park and ride facilities, bus priority measures, relief road)
 - Further information about Harrogate and Knaresborough congestion (included FAQs).

3.9 In addition, due to the level of interest in the potential relief road option in the Nidd Gorge area, drone footage of the potential corridor was recorded and posted on the NYCC website. This was to show to people not familiar with the area the high landscape value of this area. The footage was recorded by officers from Trading Standards who have completed all required training, and gained the necessary licenses to undertake such filming. Compliance with Civil Aviation Authority (CAA) regulations mean that flying over many properties or roads is effectively illegal. As a result of this some sections of the route could not be filmed without contravening CAA regulations. However, footage was provided of all sections that could legally be filmed.

3.10 **Website**
 During the course of the campaign, statistics were collected on the interaction by users with the online content we provided. These showed that over 77,000 unique page views (number of individual people who have looked at a page) were counted and the average time spent on the pages was 2 mins and 29 seconds. Details of the numbers of views of each discrete page on the website are available on request.

3.11 **Social media**
 The Communications team undertook a programme of targeted social media activity, across a variety of platforms including Facebook, LinkedIn and Instagram. These included written information and content in the form of video blogs (vlogs.) Posts were made on the following social media platforms and had the following reach (reach is the number of unique accounts that a post has been shown to/scrolled past):

Platform	Posts	Reach
Twitter	52	66,722
Instagram	1	479
Facebook	15	58,309
LinkedIn	6	13,542

3.12 **Printed media and press coverage**
 The Harrogate Advertiser provided paid for advertising online and in the newspaper series (including Harrogate Advertiser, Yorkshire Post, and Yorkshire Evening Post) and journalistic coverage of the engagement every week throughout the campaign, including front page leads, special reports and discussion in various columns. In addition there were multiple letters on the letters page every week concerning the congestion study, and these have continued beyond the end of the campaign.

3.13 We used paid-for online advertising on the Harrogate Informer website throughout the campaign. The website also covered the congestion study editorially with input from Cllr Mackenzie and the communications team on various specific issues.

3.14 **Radio coverage**
 Over the course of the engagement, 320 radio adverts were broadcast. In addition – for broadcast, there were six features on local radio stations BBC Radio York and Stray FM, some of which incorporated interviews with local elected members, and campaign groups.

3.15 **Emails**
 A dedicated email address was set up and widely publicised for the purposes of the engagement, and received around 120 emails.

3.16 In addition, a further 4,718 emails were received generated automatically by respondents entering details into a campaign webpage set up by the Woodland Trust. Further details on this are set out in section 5.9.

3.17 Events

Officers from transport planning, alongside consultants from WSP, planned and ran 7 exhibitions and attended three town and parish council meetings. The events took place in Harrogate, Knaresborough, Pannal and Killinghall, over several weeks, and comprised sessions during afternoons, evenings, and one Saturday morning. These were as follows:

Date/time	Location/venue
Wednesday 8 th May 3-5, 6-8	The Cairn Hotel, Harrogate
Tuesday 14 th May 3-5, 6-8	The Dower House Hotel, Knaresborough
Thursday 16 th May 5-7	Pannal Parish Hall (and parish meeting afterwards)
Thursday 23 rd May, 3-5, 6-8	The Cairn Hotel, Harrogate
Wednesday 5 th June, 3-5, 6-8	The Dower House Hotel, Knaresborough
Wednesday 5 th June 4-7	Killinghall Parish Hall (and parish meeting afterwards)
Saturday 15 th June, 10-12noon	The Cairn Hotel, Harrogate
Monday 17 th June, 7.30	Knaresborough Town Council meeting

3.18 Officers estimate that the exhibitions, which provided those without access to the internet the opportunity to view the engagement materials before completing the survey, were attended by approximately 1,000 people.

3.19 In addition to attendance by NYCC officers, and WSP consultants, each event was also attended by a member of staff from the Leeds Involving People charity (participation specialists). The presence of Leeds Involving People also specifically assisted people who needed additional support, or who had requests for information in specialist formats.

3.20 Officers and members also attended meetings at the request of local organisations, including the York and North Yorkshire Chamber of Trade, and the Harrogate Golf Club.

4.0 Analysis and Data Collected

4.1 Methods of analysis

Results from the on-line survey are automatically generated through an analysis module. These provided an overview of the responses to the 23 questions. This has provided the headline results that are set out in section 5. A print out of these results can be found in Appendix 4.

4.2 In addition to this, WSP undertook more detailed analysis of the responses provided through the raw data collected, and considered the thematic factors that were reported through both the free text sections of the questionnaire, the correspondence we received, and also the comments received via the harrogatecongestion@northyorks.gov.uk email address.

4.3 Data collected

At the conclusion of the engagement the following numbers of responses had been received.

Total surveys completed	15,510
Paper survey responses	1,010
Easy read surveys	12
General email comments (for logging and analysis)	72
Woodland Trust generated e mails	4718
Emailed queries (requiring a response)	48

4.4 The raw data collected is set out and available on the Harrogate Congestion Study webpage. Copies of all individual responses and paper questionnaires can be made available for Members to view on request.

4.5 At the time of publication of this report a spreadsheet of the questionnaire responses was also published on the County Council's website. This provides an anonymised (to comply with GDPR regulations) version of the full questionnaire responses dataset to allow members of the public to carry out their own analysis of the responses and to verify the County Council's analysis.

5.0 **Headline Results**

5.1 Based on the questions, the following key themes were noted.

5.2 When asked whether they thought traffic congestion is an issue in Harrogate and Knaresborough, 84% said yes, and 16% said no.

5.3 When asked how regularly traffic congestion was an issue, responses were as follows:

	%
Always	17
Often	29
Sometimes	34
Rarely	16
Never	3

5.4 Questions beyond this point in the survey asked a series of linked questions; in each case the initial question asked about the level of support for investing in various options, and then the second question asked what impact this may have on the individual's travel behaviour.

5.5 Broadly, the responses for those questions were as follows (please note that due to rounding, in some cases the figures add to 101%):

Question:	Combined strongly agree and agree	Neither agree nor disagree	Combined disagree and strongly disagree
<i>Having read the information, how strongly do you feel that we should...</i>			
... improve cycling & walking infrastructure and facilities to reduce congestion in Harrogate and Knaresborough?	77	13	10
... introduce a charge to drive into the centre of Harrogate, or increase parking charges , to reduce congestion in Harrogate and Knaresborough?	21	15	64
... construct a relief road between Harrogate and Knaresborough including a Killinghall Bypass (as shown in the information) to reduce congestion in Harrogate and Knaresborough?	18	4	78
... introduce park and ride facilities to reduce congestion in Harrogate and Knaresborough?	71	18	12
... encourage smarter travel choices and behaviour change to reduce congestion in Harrogate and Knaresborough?	75	19	7
... improve bus priority (bus lanes and priority for buses at junctions) to reduce congestion in Harrogate and Knaresborough?	59	21	20

Question:	Always	Often	Sometimes	Rarely	Never
<i>How often would you ...</i>					
... use improved cycling & walking facilities in Harrogate and Knaresborough?	15	40	24	13	9
...be discouraged from using your car if a charge was introduced , or if parking charges increased ,	9	25	30	20	17
... use a relief road between Harrogate and Knaresborough?	5	9	11	28	47
... use a park and ride service in Harrogate and Knaresborough?	5	20	26	21	28
... use smarter travel options in Harrogate and Knaresborough?	12	34	33	14	8
...use quicker and more reliable buses in Harrogate and Knaresborough?	10	31	31	19	11

- 5.6 Based on postcode analysis ‘heat maps’, showing the strength of support in response from different areas within the overall study area were developed. These can be found in Appendix 5.
- 5.7 In addition to the stated preference questions, a free text section was provided at the end of the questionnaire which allowed those responding to make any comments. We received 9,484 comments in this section. The main themes of these, are set out below.

Theme	Description of comments
Relief road 27.9% of comments	Predominantly critical of the relief road proposal - reasons included: impact on the Nidd Gorge, not a way to solve congestion, package E without the relief road a favourable option. Some supporters of a relief road wanted a different route or ring road. No to the ‘M62 relief road’. Intention of the relief road is to open up land for development/provide a strategic E-W link (the ‘M62 relief road’).
Bus & train 19.5% of comments	Need for cheaper and more reliable buses, bus priority and convenience, the need for rail services to be cheaper and more convenient, to provide better PT in rural areas. Comments related to cross ticketing and potential multi-modal ticket offer (i.e., TfL’s Oystercard style product or contactless payment) Requests to ‘fix’ Starbeck level crossing.
Junctions roadworks and housing development 14.1% of comments	Junctions - Improvements to traffic signals, removal where appropriate, and if not appropriate, better phasing thereof. Bond End Knaresborough cited by many. Selective road widening would deliver capacity required. Roadworks - Cynicism regarding roadworks and the timing of the engagement. Potholes should be fixed. Residential development - Criticism of levels of residential new development, particularly to the west of Harrogate. Infrastructure not keeping pace with such significant levels of house building.
Cycling & walking 7.8% of comments	Support for cycling as a mode, but concerns about safety. Support for fully segregated cycle lanes and need for joined-up infrastructure.
Home to school transport 7.6% of comments	Impact of the school run on congestion. Congestion much smaller issue during school holidays. Cuts to school bus provision exacerbating congestion. Housing build without schools, again leading to extra traffic. Encourage behaviour change, including parents not driving children to school.
Increase charges 6% of comments	Parking charges – Those in favour of higher charges often linked the point to efforts to ‘get cars off the road’ thus including better cycling facilities, better public transport. Those who opposed higher charges generally asserted that it would mean fewer people travelling to central Harrogate and would, therefore, be ‘bad for business’ and eventually lead to a deterioration in the quality of Harrogate town centre. Congestion charge – mixed views on this but comments in general not in favour due to impact on local residents and businesses, especially those based in the town centre. Where people did support charging, they felt that revenues generated should be ring fenced to transport investment.

Theme	Description of comments
Park and ride 4.5% of comments	Suggestions on potential locations. Use of rail as well as bus. Potential for bike hire at P&R sites.
Environment 4.2% of comments	Need to protect and proactively enhance the environment through council policies Need for NYCC to be bold in its policies and support sustainable travel and reduced use of private vehicles. Air quality, health and climate change concerns. Support for electric vehicles and charging infrastructure. Support for car share/car clubs/apps.
Bad for Business 3.4% of comments	This category was used to record any instances where a commenter made a point about how any proposal might have an adverse effect on businesses. It was almost always about central Harrogate and most often in relation to increasing parking charges or introducing a congestion charge.
Complain about Council, Survey 1.9% of comments	Points made about (i) the survey – generally that it didn't allow expression of a nuanced point; (ii) the consultation - that it was biased to win support for the relief road and also that there had been previous consultations after which nothing was done; and (iii) the council – this could be directed at NYCC but also at HBC. These complaints often claimed incompetence for not having planned effectively or for building too many houses (and in the wrong places); they also claimed corruption, e.g. taking money from developers. A small number were offensive and some were directed at specific elected members.
OTHER 3% of comments	

- 5.8 All of the comments received have been given full consideration in compiling the recommendations of this report. In many cases, the next steps relating to those comments are set out in the recommendations in section 7 below.
- 5.9 Woodland Trust campaign
In addition, as the consequence of a campaign by The Woodland Trust, 4,718 automatically generated emails were received during the last few weeks of the engagement. Initial analysis of these emails suggests that the vast majority were from the Harrogate area and a number were from the wider Yorkshire area. A relatively small number were sent from the wider UK and an even smaller number from outside of the UK. Details of the automatically generated response are set out in Appendix 6.
- 5.10 Many had submitted additional comments relating to the need for the 'climate emergency' to be considered and acted upon, the need to protect irreplaceable assets such as ancient woodland, the need to invest in public transport, and the need to look at other options for congestion relief. In some cases it was evident that those responding had not considered any of the online material relating to alternative options for congestion relief.

6.0 External Factors

- 6.1 A variety of issues in the local and national media may have heightened interest in the congestion study and environmental issues as well as support for sustainable approaches. This is discussed briefly below.

Declaration of Climate Emergency

- 6.2 On the 1 May 2019, a motion was put before the House of Commons to declare a 'climate emergency'. This motion was put to the House after a series of protests, both in the UK, and internationally, by a group known as Extinction Rebellion. Whilst such a declaration has no legal status, it significantly heightened the coverage of environmental and climate related issues in both the national and local press during the consultation period.

HALT campaign led by Nidd Gorge Community Action

- 6.3 A well organised campaign to oppose the inner relief road option included in the engagement was launched by the Nidd Gorge Community Action Group, under the HALT acronym (Harrogate and Knaresborough Alliance for Less Traffic). The campaign consisted of a dedicated website (www.halt-the-road.com), social media activity via platforms such as Facebook and a leaflet that was distributed to all households/properties in the study area. HALT representatives also attended the public exhibitions.
- 6.4 Some of the information on the Facebook pages was based on a degree of misrepresentation of the facts, in many cases reiterated numerous times despite repeated responses to the contrary both in writing and verbally from officers, but it seemed in some cases these posts did gain a degree of traction, as they were repeated as fact, both by email, in consultation responses, and by people visiting the consultation events. More specifically, two of the misrepresented issues that were repeatedly published on their pages, and in their materials included:
- 6.5 **Say No to the M62 'Relief Road'**
HALT repeatedly suggested that the ultimate aim of the delivery of any relief road would be to provide an alternative to the M62 motorway. Despite repeated assurances from NYCC Members and officers that this is not the case, and that east to west connectivity in this case refers to local and sub-regional journeys (supported by references to NYCC policy and strategy documents - see following paragraph), this was repeated multiple times as a fact and indeed was the central premise of the HALT campaign.
- 6.6 For clarity, NYCC's Strategic Transport Prospectus states:
"Improving these transport links and the east – west connectivity will both boost the local economies of these regions and contribute towards the vision of a single Northern economy. Additionally improved sub-regional east – west routes situated between the M62 to the south and the A66 to the north would help to relieve some of the pressures on these routes by catering for more of the sub-regional traffic movements."
- 6.7 Suggestions were also made on the HALT webpage that the unconnected scheme to realign the A59 at Kex Gill was essentially related to an intention to upgrade the A59 to motorway standard, rather than to the resilience issues which result in the road being closed due to landslips.
- 6.8 **Opening up of land for development**
Info on the HALT website states: *'More Homes, More Traffic - The road would potentially open up the area adjoining the route for the development of hundreds of new homes, on green belt land that is currently inaccessible. More homes will further add to local congestion.'*
- 6.9 There have also been multiple references on the relevant Facebook pages to the Harrogate Strategic Housing and Economic Land Availability Assessment (SHELAA), specifically suggesting that by building a relief road along the proposed route would

allow development in the greenbelt. This is not the case. Whilst the corridor of the relief road option did pass through the greenbelt, building such a relief road would not remove the greenbelt planning protection of the area.

Roadworks

- 6.10 Another factor to be aware of was that it was repeatedly suggested, both in discussions, and online through social media posts and in correspondence, that the consultation had been deliberately timed by the County Council to coincide with a series of roadworks that were being undertaken in the area and that this was to ensure Harrogate would be more congested due to the disruption to the highway – with the ultimate aim of skewing the results of the consultation in favour of a relief road.
- 6.11 This was not the case. These road works were being undertaken for a variety of reasons including statutory utilities works (both planned and emergency), highway works relating to new developments, and general highway maintenance works including reprogrammed highway maintenance works completed ahead of the Tour de Yorkshire 2019 and 2019 UCI Road World Cycling Championships.

7.0 Next Steps for Consideration

- 7.1 Based on the responses to the engagement, and the support for various measures as set out in section 5, officers are planning to make the following recommendations to the Executive. The aim of these would be to identify and undertake preliminary development of specific schemes with a view to identifying and seeking funding for their future delivery. We would welcome the Committee's views on these:
- 7.2 Cycling and Walking
- a. Produce a Walking Infrastructure Plan (WIP) (upgrade the LCIP to an LCWIP)
 - b. Prepare 'bid ready' routes for all identified corridors taking into account that traffic flows on the highway network will remain broadly at current levels.
- 7.3 Congestion charge/increased car parking charges
- a. Not progress any further with a congestion charge at this stage
 - b. Review the car parking charges both on and off street in consultation with Harrogate Borough Council and consider expansion of car parking management zones to encourage the use of, and to support investment in, alternative modes of transport.
- 7.4 Relief road/highway options
- a. Not progress with the Harrogate inner relief road at this time
 - b. Undertake an initial assessment (traffic and economic assessment) of a Killinghall bypass including, but not limited to, the existing adopted alignment
 - c. Undertake an initial assessment (traffic and economic assessment) of a highway option to link the B6162 Otley Road to the A61 Leeds Road including consideration of new routes and upgrading of existing routes.
- 7.5 Park and ride
- a. Assess the feasibility of a package of P&R sites and services for Harrogate and Knaresborough without an inner relief road, including consideration of site locations, capture rates, bus routes and necessary increases to car parking charges (on and off street) to encourage use
 - b. Assess the potential for commercial bus services to carry P&R passengers.

- 7.6 Smarter choices and behaviour change
 - a. Develop an enhanced package of smarter choices and behaviour change measures for Harrogate and Knaresborough building on the 'Open Harrogate' initiative, including resource to monitor and manage projects.
- 7.7 Bus priority
 - a. Working with bus operators, identify bus routes where provision of bus priority measures could improve the commercial viability for the provision of services
 - b. Identify potential bus priority measures to achieve the above.
- 7.8 Demand management and junctions review/improvements
 - a. Consider potential for higher cost longer term solutions on key strategic junctions (e.g. Woodlands junction/and Parliament Street/Kings Road)
 - b. Identify key junctions and congestion hotspots
 - c. Undertake a review of traffic signals within the study area to establish where improvements might be made.
- 7.9 Core interventions
 - a. Investigate options to further improve investment in those measures which sit within the core interventions, but are not covered by the thematic areas above.
- 7.10 Package
 - a. Based on the above develop a package of specific infrastructure measures to seek to reduce traffic congestion in Harrogate and Knaresborough and assess the effectiveness, costs and benefits of such a package
 - b. Identify potential funding opportunities for the implementation of such a package in full or as a series of complementary initiatives.
 - c. Identify pilot measures for early delivery.

8.0 Equalities

- 8.1 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. An Equalities Impact Screening Form is attached as Appendix 7.

9.0 Finance

- 9.1 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.

10.0 Legal

- 10.1 At present no specific legal implications have been identified. As the congestion study progresses, detailed discussions will take place with the County Council's legal department in respect of the legal implications of ensuring that further development work and subsequent implementation of any identified options is properly carried out.

11.0 Recommendations

- 11.1 That Members note the results of the Harrogate and Knaresborough Congestion Study engagement.
- 11.2 That Members provide comments on the proposed next steps set out in section 7.0 above.
- 11.3 That any comments that Members may have are incorporated into a future report to the Executive.

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Harrogate Congestion Study

Before answering this survey, it is important to read the engagement summary for more information.

Our research tells us that there is congestion in Harrogate and Knaresborough. Housing and employment growth in the area is expected to continue, and while local improvements might offset the direct impacts of this growth, they will not help to solve existing congestion.

We want to know whether you think congestion is a problem, how it affects you, and what measures you would be prepared to support to help reduce it. We all contribute to congestion, so we all need to be part of improving the situation. Everyone has a stake in making the roads easier to use, safer and healthier for motorists, cyclists and pedestrians.

There will be a series of public exhibitions to allow anyone without access to the internet to view information on the proposals.

Please fill in and return this survey before 8 July 2019.

What are we doing?

We're asking for your views about a number of possible measures that could be used to relieve congestion – we want to hear from as many people as possible. We are making every effort to ensure the process is open, accessible and transparent. Throughout this process, we are following national guidance set out by the Department for Transport.

Measures to relieve congestion

The complexity of the area's traffic issues means they are unlikely to be addressed by a single solution, so two indicative packages combining a range of measures have been developed. The packages simply illustrate what could be done and are wholly flexible.

One focuses on managing demand and encouraging changes in behaviour. It includes:

- developments in public transport and cycling and walking infrastructure,
- measures to improve journey planning,
- extended pedestrianisation in central Harrogate,
- increased car parking charges or congestion charging,
- speed and weight limits, and
- making better use of existing roads, for example through traffic signalling improvements.

The second package contains similar measures plus the option of an inner relief road.

What will we do with your comments?

Using your comments, we will develop a package of measures to help with congestion. There will be further public consultations on any specific measures as they are developed.

Why are we asking for your views?

Because we want to:

- Improve the quality of life for people in the area
- Support sustainable housing
- Support economic growth
- Improve local air quality

What to do next

Once you have completed this survey, please post it to:

Harrogate Congestion Study Engagement
Network Strategy Admin
North Yorkshire County Council
Business & Environmental Services
County Hall
Northallerton
DL7 8AH

Alternatively, you can return it for free at the following libraries:

- Harrogate
- Knaresborough
- Ripon
- Starbeck
- Boroughbridge
- Pateley Bridge
- Bilton and Woodfield

Consent

By completing this form you are giving your consent for North Yorkshire County Council, and authorised partners, to use the data provided for the Harrogate congestion survey. Once submitted the data cannot be withdrawn. For more information please see the Council's privacy notice at www.northyorks.gov.uk/privacy or alternatively you can request a copy of this policy from your local library.

Q1 Are you responding as:

- An individual Go to Q2
- An organisation Go to Q4
- A business Go to Q4

If you are responding as an organisation or a business, please specify the type:

Q2 Which age category are you in?

- | | |
|-----------------------------------|--|
| <input type="checkbox"/> Under 16 | <input type="checkbox"/> 50-64 |
| <input type="checkbox"/> 16-19 | <input type="checkbox"/> 65-74 |
| <input type="checkbox"/> 20-29 | <input type="checkbox"/> 75-84 |
| <input type="checkbox"/> 30-39 | <input type="checkbox"/> 85 + |
| <input type="checkbox"/> 40-49 | <input type="checkbox"/> Prefer not to say |

Q3 Do you consider yourself to be a disabled person or to have a long-term, limiting condition?

- Yes
- No
- Prefer not to say

Q4 Please state your postcode below:

This will only be used so that we can map the relevant issues across the district. Please see our privacy policy for more information.

Q5 Why do you travel in Harrogate and Knaresborough?

Tick all that are applicable.

- I am a resident
- I work in the area
- I go to school/college in the area
- I take my child to school in the area
- I visit the area (e.g. shopping, meeting friends, errands)
- I pass through the area on my way to other places
- Other

If Other, please specify:

Q6 Please choose the mode of transport you use most often to travel in Harrogate and Knaresborough:

- Car Driver
- Car as passenger
- Bicycle
- Walking
- Bus
- Train
- Other

Q7 Please choose the mode of transport you use second most often to travel in Harrogate and Knaresborough:

- Car Driver
- Car as passenger
- Bicycle
- Walking
- Bus
- Train
- Other

Q8 Do you think there is traffic congestion in Harrogate and Knaresborough?

Yes

No

Q9 How often is traffic congestion in Harrogate and Knaresborough an issue for you?

Always

Often

Sometimes

Rarely

Never

Q10 If you feel that congestion is an issue in Harrogate and Knaresborough, why do you think so?

Tick all that are applicable.

It's bad for the environment

It's bad for business

It's bad for people's health

Results in wasted time

Makes the town less attractive

Other

If Other, please specify:

Below are a number of measures that we could implement to reduce congestion. We want to gauge the level of support for this. Before answering this section, it is important to read the engagement summary for more information about all the measures.

Q11 Having read the information, how strongly do you feel that we should improve cycling & walking infrastructure and facilities to reduce congestion in Harrogate and Knaresborough?

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q12 How often do you think you would use improved cycling & walking facilities in Harrogate and Knaresborough?

Always	Often	Sometimes	Rarely	Never
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q13 Having read the information, how strongly do you feel that we should introduce a charge to drive into the centre of Harrogate, or increase parking charges, to reduce congestion in Harrogate and Knaresborough?

Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q14 If a charge was introduced, or if parking charges increased, how often do you think it would discourage you from using your car?

Always	Often	Sometimes	Rarely	Never
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q15 Having read the information, how strongly do you feel that we should construct a relief road between Harrogate and Knaresborough including a Killinghall Bypass (as shown in the information) to reduce congestion in Harrogate and Knaresborough?

Strongly Agree

Agree

Neither Agree
nor Disagree

Disagree

Strongly
Disagree

Q16 How often do you think you would use a relief road between Harrogate and Knaresborough (as shown in the information)?

Always

Often

Sometimes

Rarely

Never

Q17 Having read the information, how strongly do you feel that we should introduce park and ride facilities to reduce congestion in Harrogate and Knaresborough?

Strongly Agree

Agree

Neither Agree
nor Disagree

Disagree

Strongly
Disagree

Q18 How often do you think you would use a park and ride service in Harrogate and Knaresborough?

Always

Often

Sometimes

Rarely

Never

Q19 Having read the information, how strongly do you feel that we should encourage smarter travel choices and behaviour change to reduce congestion in Harrogate and Knaresborough?

Strongly Agree

Agree

Neither Agree
nor Disagree

Disagree

Strongly
Disagree

Q20 How often do you think you would choose to use smarter travel options in Harrogate and Knaresborough?

Always

Often

Sometimes

Rarely

Never

Q21 Having read the information, how strongly do you feel that we should improve bus priority (bus lanes and priority for buses at junctions) to reduce congestion in Harrogate and Knaresborough?

Strongly Agree

Agree

Neither Agree
nor Disagree

Disagree

Strongly
Disagree

Q22 How often do you think you would use quicker and more reliable buses in Harrogate and Knaresborough?

Always

Often

Sometimes

Rarely

Never

Q23 If you have any further comments or observations which you feel have not been addressed by the questions above, please tell us here:

Thank you for completing this survey.

Harrogate congestion engagement

Background

We are seeking your views about the impact of congestion in Harrogate and Knaresborough.

Harrogate and Knaresborough have complex traffic issues that result in high levels of traffic on the local network. The complexity of the area's traffic issues means they are unlikely to be addressed by a single solution so, for illustrative purposes, we have developed two indicative packages which combine a range of measures. At this stage these have not been fully defined or developed.

- Core Interventions in both packages
- Demand Management & Travel Behaviour (Package B)
- Major infrastructure improvements (Package E)



Identified issues in the study area include:

A lot of people commute into and out of Harrogate

Residents commuting to work in other places (particularly York and Leeds), and workers travelling in to the towns from elsewhere, leads to high levels of traffic on the main routes in and out of Harrogate.

The existing road network wasn't designed to deal with so much traffic

Key routes through Harrogate and Knaresborough (particularly the A59, A61 and A661) carry much more traffic than designed to. In most cases improving the existing roads isn't possible, so alternatives are needed.

There are traffic issues throughout the day

Data shows that Harrogate and Knaresborough experience traffic congestion issues on some main roads throughout the day, not only in the morning and evening peak hours. This means that journeys are often slow and unreliable.

A lot of local journeys are made within the towns by car

Almost half of the trips being made at peak times both start and end within Harrogate and Knaresborough. These trips are short (less than 1.6 miles on average), are generally commuter trips and are mostly made by car; switching these short trips to more sustainable modes would make a big difference to the level of congestion on the roads.

Levels of cycling are low

Cycling is a great alternative to the car for short trips, yet levels of cycling in Harrogate and Knaresborough are low. Accident data shows a relatively high number of pedestrian and cyclist casualties; if cycling can be made safer and more convenient there is potential to encourage more people to travel by bike.

Bus use is low

Despite premium bus services offering comfortable seating, phone charging and Wi-Fi, bus use is already low and is decreasing year-on-year.

There are air quality issues

High traffic flows, and resulting slow moving traffic, are a key contributor to air quality issues in the area.

The number of cars on the road is expected to increase

Planned development means that the local population is expected to increase significantly, and this will mean more people travelling on local roads. Smaller scale local improvements will help to address the direct impact of this development but, in the longer term, extra traffic will add to congestion, delays and longer journey times.

Congestion is impacting the economy

There is an aspiration to grow Harrogate's economy, particularly high value sectors. It could be difficult to attract developers to an area that is difficult to get to because of congestion; this would have repercussions for growth and diversification of the economy.

Doing nothing doesn't mean nothing changes

Housing and employment growth will continue - locally, regionally and nationally - and national traffic forecasts suggest that traffic will grow by between 17% and 51% by 2050. Similarly, traffic and congestion in Harrogate and Knaresborough are very likely to continue to worsen.

If no subsequent Package is adopted, the County Council would continue to promote similar smaller measures as we have in recent years. This will mean incremental improvements to traffic and congestion management, but not anything more substantial than that.

For further information please visit: www.northyorks.gov.uk/harrogate-congestion-engagement

Core Interventions (both packages)

Providing better information

Variable Message Signs (VMS)



Signs located at the roadside informing drivers of disruptions, congestion, or incidents. Can also display information about events, car parking availability and road closures.

Key benefits

- ✓ Help reduce delays and congestion
- ✓ Better management of incidents
- ✓ Divert traffic away from disruptions
- ✓ Reduces unnecessary journeys

Potential issues

- ⚠ Need for physical infrastructure
- ⚠ Maintenance and installation costs
- ⚠ Potentially unsightly
- ⚠ May distract drivers



Real-time information



Real-time information gives up to date travel information via apps, websites, or fixed displays. For public transport users, these can provide arrival times, delays and other important messages.

Key benefits

- ✓ Ensures travellers are better informed
- ✓ Improves quality of public transport services and potentially increased usage
- ✓ Reduces unnecessary journeys

Potential issues

- ⚠ Buses may need modification to provide this information (costly)
- ⚠ May not be possible on all public transport services/buses

Better public transport facilities/access



Creation of more modern transport facilities in Harrogate and Knaresborough, through improvements to bus and rail stations in Harrogate and at adjacent stations. Improvements to bus and rail stations could include:

- Better footways and lifts
- Better pedestrian and cycle access
- Improved cycle storage
- Improved accessible toilet facilities
- Better signage and tactile pavements for visually impaired users

Key benefits

- ✓ Better access to train and bus services
- ✓ Encourage walking, cycling and public transport use
- ✓ Improved gateway - more attractive to visitors and residents

Potential issues

- ⚠ Construction work may cause disruption to drivers and public transport services
- ⚠ Higher cost than some other options

Improved cycling provision



Making cycling a more attractive way of getting around, especially on shorter journeys by:

- Introducing better cycling infrastructure (lanes, signs, parking)
- More cycle opportunities (schools/workplaces)
- Promote cycling as a great choice on short journeys

Key benefits

- ✓ Encourage more cycling and sustainable travel
- ✓ Reduce air and noise pollution
- ✓ Improve safety for cyclists
- ✓ Improve health/wellbeing of residents and visitors

Potential issues

- ⚠ May give road-based traffic less priority
- ⚠ On-street works may cause temporary disruption
- ⚠ Less road space for vehicles

Core Interventions (both packages)

Creating better places and managing traffic

Better places to live, work, shop



We are committed to creating better places to live, work, shop and visit. This includes:

- Providing an environment that encourages walking, cycling and use of public transport
- Prioritising pedestrians and cyclists in the centre of Harrogate to reduce congestion
- Making the town centre more attractive to visitors and businesses
- Limit HGV access to central Harrogate (peak periods)
- Implementing 20mph zones / home zones

Key benefits

- ✓ A more pleasant place to live, work and visit
- ✓ Reduces traffic and congestion
- ✓ Improved air quality
- ✓ Improves town centre access for non-motorists
- ✓ Encourages more walking and cycling
- ✓ Improves road safety

Potential issues

- ⚠ Reduced access for cars to town centre
- ⚠ Reduced access for HGVs
- ⚠ Potential impact on business deliveries
- ⚠ Requires disruptive on-street works

Re-thinking how we use our road space



Reallocating road space to pedestrians, cyclists and public transport.

Key benefits

- ✓ Encouraging more sustainable forms of transport
- ✓ Tackles air quality and noise pollution
- ✓ Improves attractiveness of the area
- ✓ Creates more open space

Potential issues

- ⚠ May mean longer car journey times
- ⚠ May reduce overall network capacity
- ⚠ Less road space for non-public transport vehicles
- ⚠ On-street works may cause temporary disruption



Review of traffic lights and crossings



Opportunity to change traffic light settings in Harrogate and Knaresborough to reduce waiting time at traffic lights. Changes to traffic light settings may include increased bus priority (longer green light time) and better traffic control during incidents.

Key benefits

- ✓ Improve traffic flow and reduce congestion
- ✓ Reduce journey times
- ✓ Encourage greater public transport use, walking and cycling
- ✓ Improve air quality and reduce noise pollution by reducing 'standstill' traffic
- ✓ Improve road safety

Potential issues

- ⚠ May disadvantage vehicles if pedestrians and cyclists are given priority

Re-thinking parking in Harrogate



Reducing the amount of town centre car parking locations and reviewing parking charges. We may need to reduce the amount of car parking or change prices to discourage parking in the town centre.

Key benefits

- ✓ Encouraging more walking, cycling or use of public transport
- ✓ Tackles air quality and noise pollution
- ✓ Improves attractiveness of the area
- ✓ Creates more open space

Potential issues

- ⚠ May mean longer car journey times
- ⚠ Less road space for non-public transport vehicles
- ⚠ On-street works may cause temporary disruption

Package B: Demand management and travel behaviour

Includes CORE INTERVENTIONS and measures aimed at managing travel demand and changing travel behaviour:

- Travelling by car is convenient, but roads in Harrogate and Knaresborough weren't designed for the number using them.
- While some journeys need a car, some shorter journeys could be made by sustainable modes, such as walking, cycling or public transport.
- Behaviour change measures aimed not only at re-moding trips but also removing them and re-timing them.
- Fewer car trips will mean less congestion, fewer delays and improved air quality.
- Generally doesn't involve major infrastructure projects – allowing for faster delivery.
- Likely that Package B would have a lesser impact on traffic flows than Package E, as they stand currently.
- Due to the complex multi-modal modelling that would be required, it is not possible to present detailed analysis for either package at this stage.



Package B: Demand management and travel behaviour

Information and changing behaviour

Changing behaviour



People tend to make journeys in a particular way out of habit. Changing how you travel is daunting if you don't have the necessary information. This measure would provide this information, but also explain the benefits of a change.

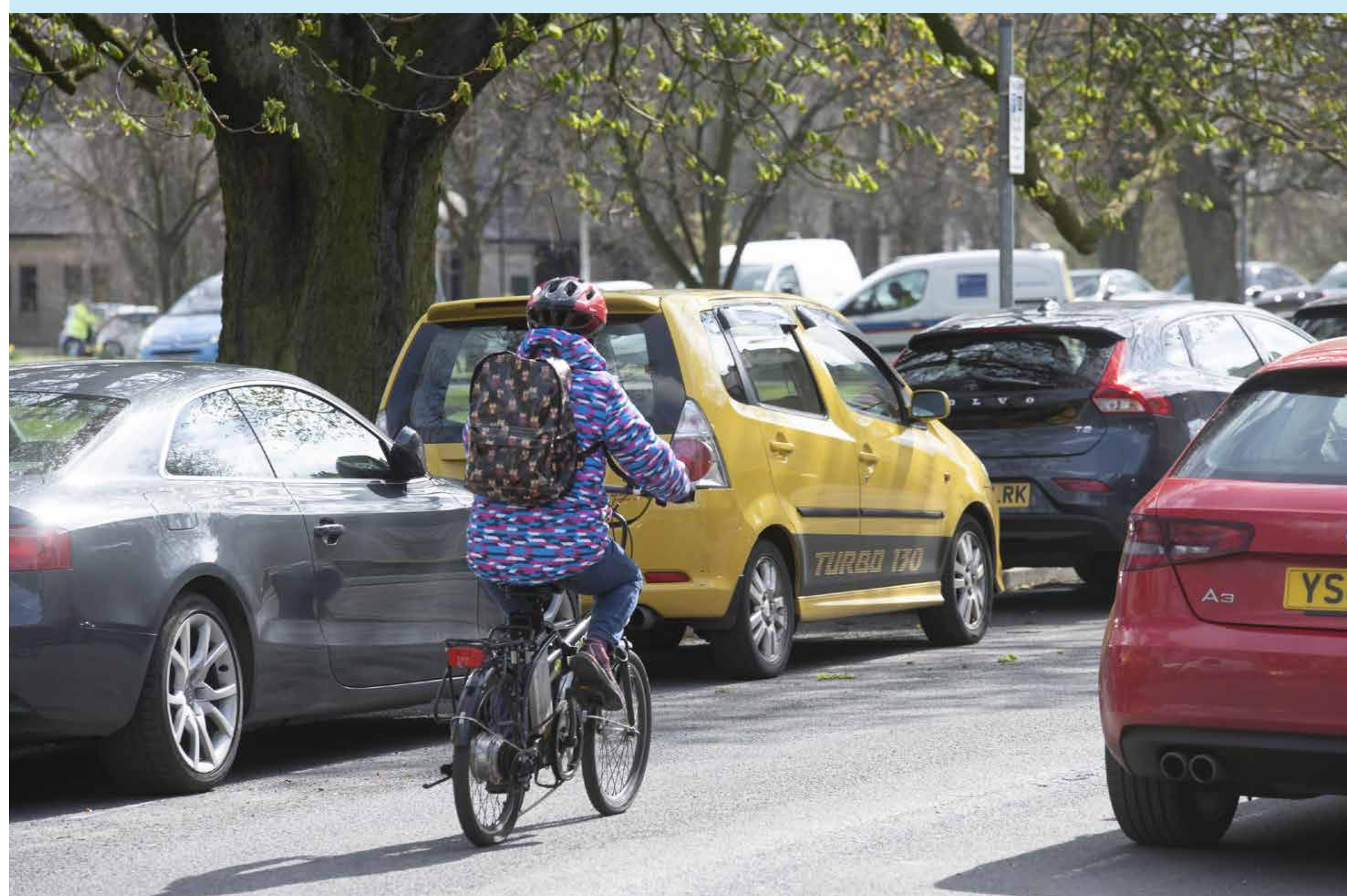
- Personal journey plans could be offered to residents, schools and workplaces.
- Can a journey be made in a more sustainable way, and if so, how?
- Providing information to give confidence to travel without a car (e.g. walking distances and times, public transport locations and times, plus the total door-to-door duration of the journey).
- Using advertising, marketing, incentives and information to encourage people to consider their way of travelling

Key benefits

- ✓ No requirement for new infrastructure
- ✓ No disruption for road users
- ✓ Low or no capital cost
- ✓ Potential to reduce car trips and congestion

Potential issues

- ⚠ 'Light touch' - needs complementary measures to maximise effectiveness
- ⚠ Long term campaign
- ⚠ Relies on people's willingness to change to their behaviour (could be limited)
- ⚠ Significant time involved



Sustainable transport at new developments



Moving house or starting a new job is a good opportunity to change travel behaviour - before habits form. Two parts to the proposed measure:

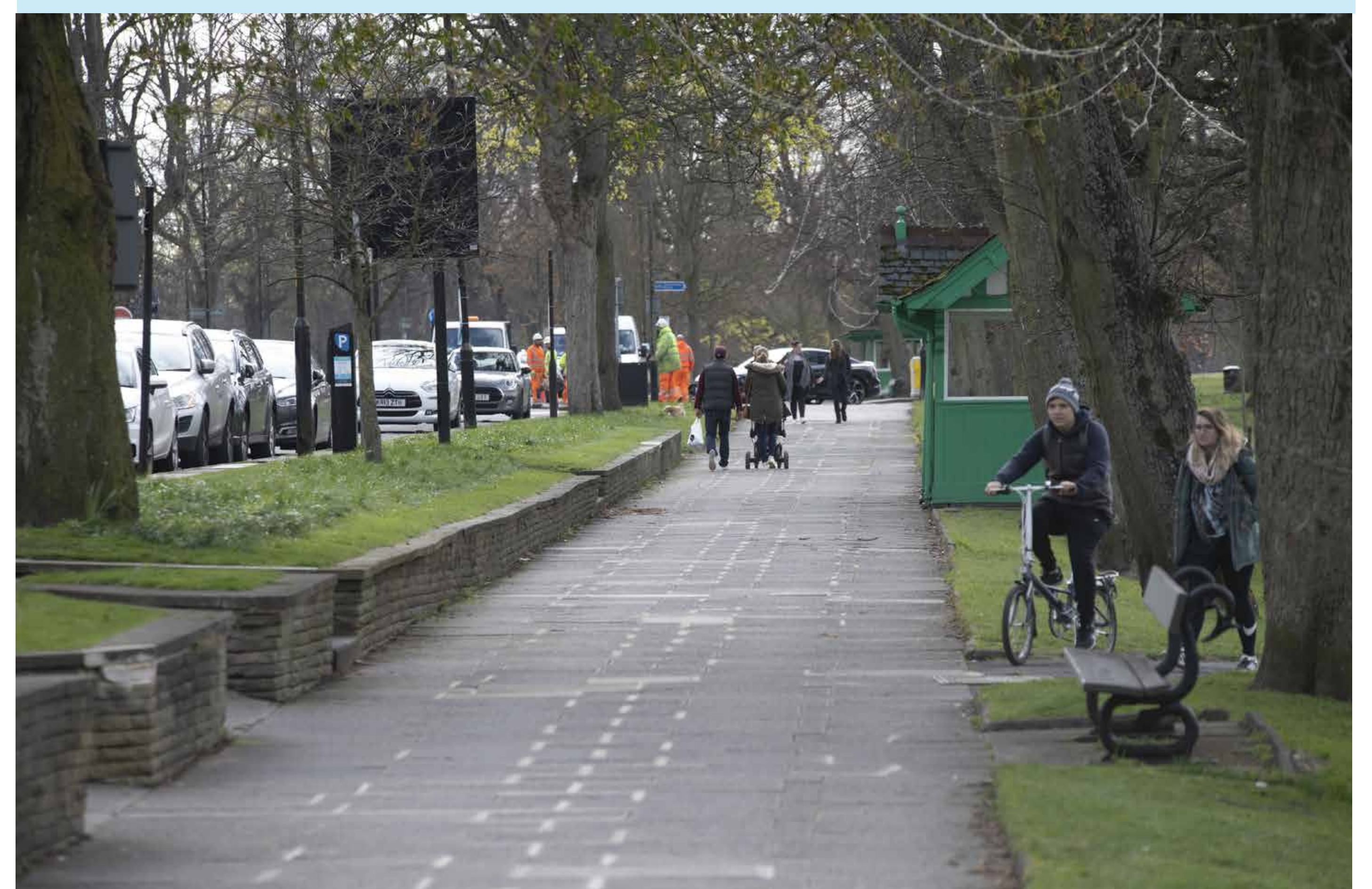
- Making walking, cycling and public transport use as easy as possible:
 - Providing bus services to new developments, improving footways, providing cycle parking or setting up a car-share service
- Providing a travel information pack:
 - Information on travel options, supported by incentives such as a bus voucher, cycle training or priority parking spaces for car sharers

Key benefits

- ✓ Unlikely to cause disruption to road users
- ✓ Relatively low cost
- ✓ Potential to reduce car trips
- ✓ Improves town centre access for non-motorists
- ✓ Encourages more walking and cycling
- ✓ Improves road safety

Potential issues

- ⚠ 'Light touch' - needs complementary measures to maximise effectiveness
- ⚠ Relies on people's willingness to change to their behaviour
- ⚠ Potential impact on business deliveries
- ⚠ Requirement for council staff time



Package B: Demand management and travel behaviour

Managing traffic

Traffic management zone



Addressing congestion successfully may mean not only encouraging sustainable travel, but also discouraging car use. A traffic management zone would charge car drivers using certain roads, monitored by cameras. A similar scheme in Durham City has seen traffic decrease by 85%.

The charge may cover the cost of the scheme, or be higher with funds invested in sustainable travel options.

At this stage, the roads subject to this charge have not been identified, but would likely be limited to Harrogate town centre. New signage would mark the location of the charging zone.

Key benefits

- ✓ Improved air quality and public health
- ✓ Reduced congestion in town centre
- ✓ Encourage walking, cycling or public transport use
- ✓ No significant new infrastructure required

Potential issues

- ⚠ Delivery access for businesses
- ⚠ Maintenance and administration costs
- ⚠ Congestion in other areas may increase

Travel plans



A travel plan is a package of actions intended to encourage sustainable travel. Developed for businesses, housing developments, schools or other organisations – they can reduce car journeys by 20% where applied successfully.

School travel plans focus on reducing cars on the school run, as well as education - offering the potential for this behaviour to continue into adulthood. Travel plans could include incentives, such as discounted public transport tickets, journey plans and bespoke travel information.

Key benefits

- ✓ Low cost option
- ✓ Help reduce congestion particularly during morning and evening peak times
- ✓ Can reduce impact of large events

Potential issues

- ⚠ Reliant on businesses, schools and residents supporting Travel Plans
- ⚠ Reliant on other measures to ensure effectiveness (e.g. campaign to encourage behaviour change)
- ⚠ No physical improvements included (e.g. to walkways)
- ⚠ Significant time involved (full time role)

Car sharing and car clubs



Car sharing effectively reduces car trips by people travelling together.

Option also includes electric car clubs – permitting hire as an alternative to car ownership (locations to be confirmed – potentially housing estates and town centre).

Car sharing would be encouraged through a promotional campaign and by working with businesses.

Key benefits

- ✓ Improved air quality and public health
- ✓ Potential to reduce congestion, particularly at peak times (car sharing is usually by commuters)

Potential issues

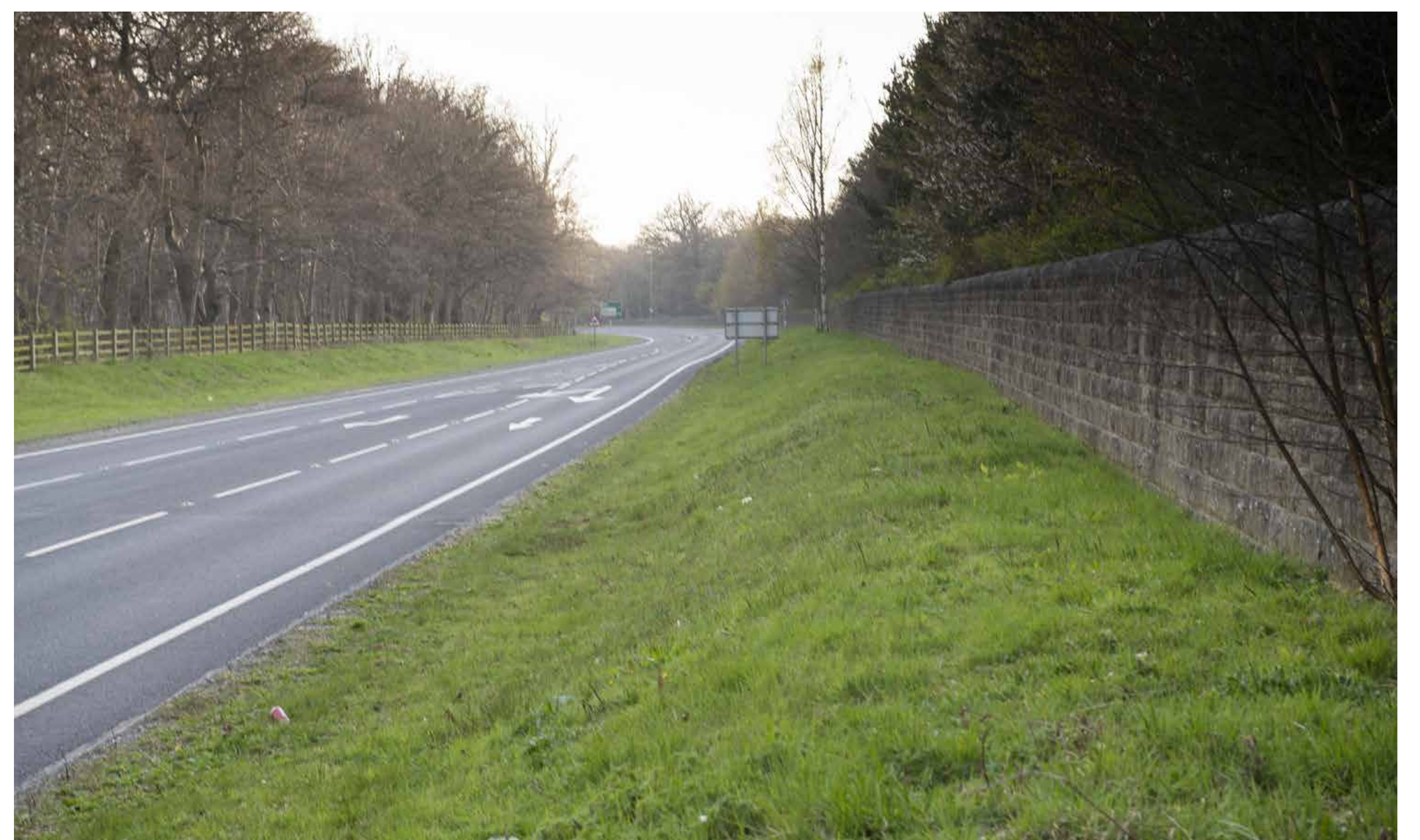
- ⚠ Relies on support by businesses/adequate promotion
- ⚠ Cost to implement and maintain a car club
- ⚠ Reliant on other measures to ensure effectiveness (e.g. campaign to encourage behaviour change)
- ⚠ Relies on people's willingness to change their behaviour



Package E: Major infrastructure improvement

Includes CORE INTERVENTIONS as well as a series of major infrastructure changes:

- May be necessary to make major changes to help people and goods to move more easily around Harrogate and Knaresborough now and in the future.
- Major changes require considerable investment and can result in compromises and impacts, especially environmental impacts, that are felt elsewhere.
- The measures in Package E consider more substantial changes, including major infrastructure.
- Initial modelling suggests Package E would have a significantly greater impact on traffic flows.
- Due to the complex multi-modal modelling that would be required, it is not possible to present detailed analysis for either package at this stage.



Package E: Major infrastructure improvement

Bus priority improvements



Buses can help to reduce congestion, and improve air quality, because they are:

- Efficient users of road space (can carry up to 80 passengers)
- Effective at moving people into a town centre – where many trips begin and end

To encourage use, services need to be:

- Frequent
- Reliable
- Convenient
- Allow comparable journeys to car

Bus priority measures could include:

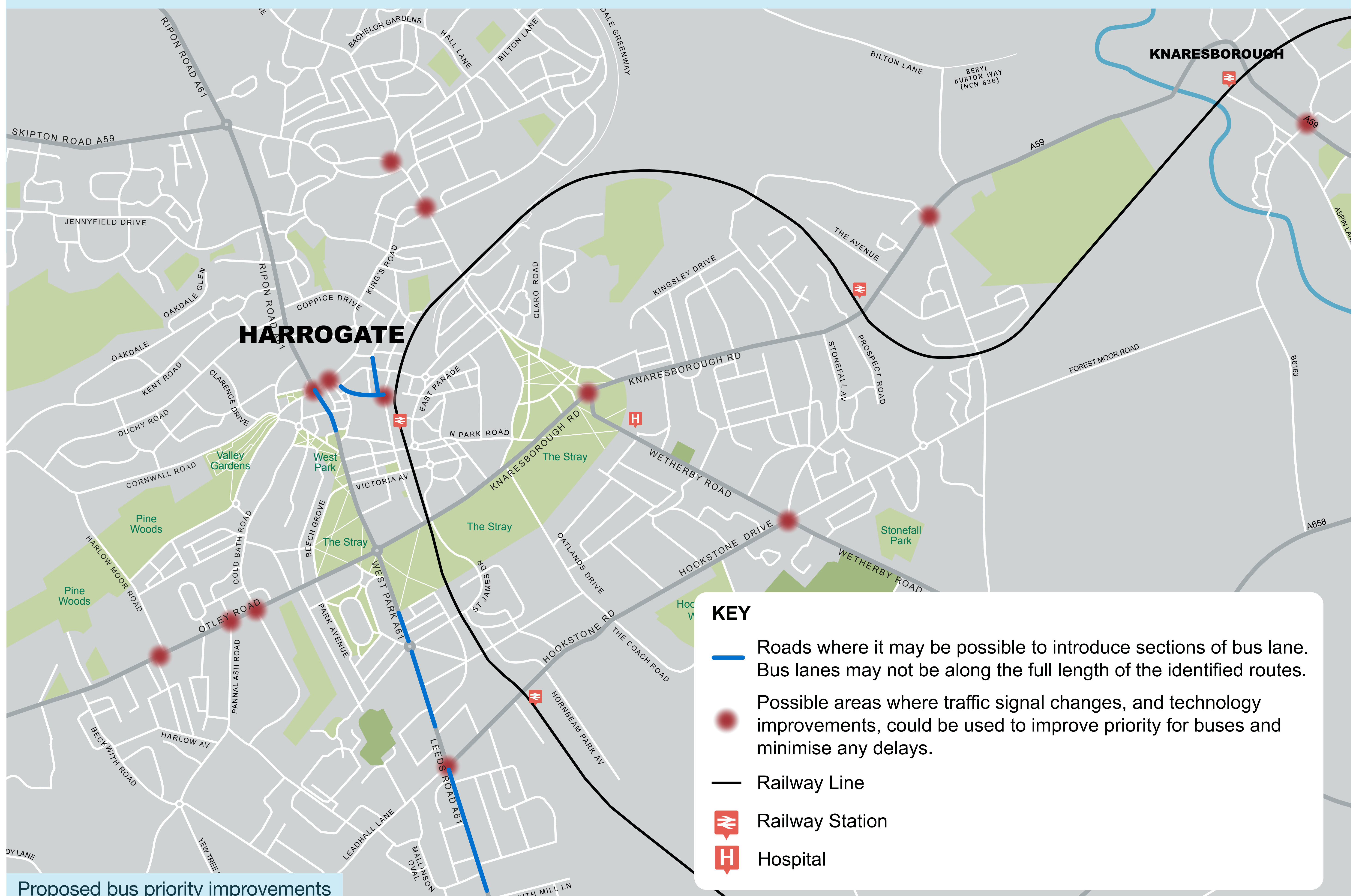
- New bus lanes
- Improvements to bus stops and shelters
- Smart traffic signals that reduce delays by offering longer or early green lights to buses

Key benefits

- ✓ Improves bus journey times and reliability
- ✓ Makes bus travel more attractive, encouraging use instead of car trips - reducing congestion
- ✓ Improves safety for pedestrians and cyclists through less road traffic
- ✓ Improved air quality and better town centre environment, with fewer cars

Potential issues

- ⚠ May negatively affect some car journey times as buses gain more priority
- ⚠ Reduced or restricted road space for other vehicles
- ⚠ Requires on-road infrastructure changes which may cause temporary disruption
- ⚠ May require reallocation of green space as well as highway



Package E: Major infrastructure improvement

Park and Ride



Some people will always need to use their car, especially from rural areas. However, door-to-door journeys can cause significant congestion, especially closer to town centres.

A Park and Ride facility allows car use for most of the trip, but bus use closer to town. This can:

- Reduce traffic on the busiest parts of the road
- Deliver environmental benefits
- Act as a popular transport alternative for visitors

Further work is needed to identify the location of the Park and Ride facilities. Recent studies suggest the most effective locations to be on the routes shown in the map:

- The A59 on the outskirts of Harrogate and Knaresborough
- A661 Wetherby Road
- Dunlopillo (Pannal)

Providing a dedicated Park and Ride (like in York) would likely be very expensive – so using existing bus services would be more cost effective.

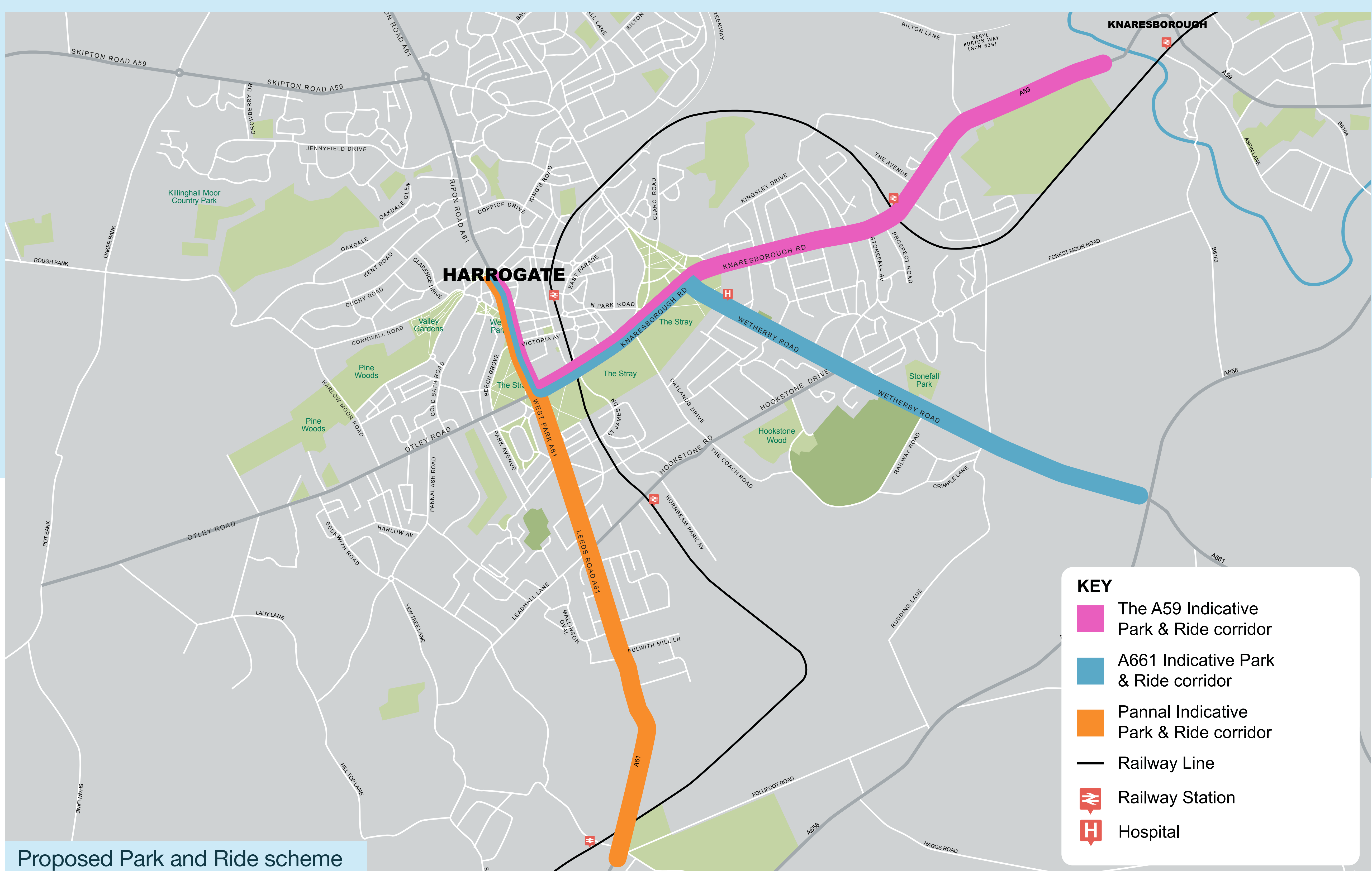
Bus priority improvements would ensure the Park and Ride is effective and attractive, making trips into the town centre quicker than by car.

Key benefits

- ✓ Relieves congestion and reduces traffic on the busiest sections of key roads
- ✓ Encourages more use of public transport
- ✓ Improves air quality and environment in the town centre by removing cars
- ✓ Improves safety for pedestrians and cyclists due to reduced traffic
- ✓ Provides an alternative for visitor parking

Potential issues

- ⚠ High cost measure would need to generate enough revenue to operate
- ⚠ Potential loss of green space
- ⚠ Requires physical infrastructure that might cause disruption
- ⚠ Reliant on bus priority measures - difficult on a constrained network



Package E: Major infrastructure improvement

Relief road corridor



An outer northern relief road, and Killinghall bypass, was first proposed in the 1990s as a potential means of addressing congestion issues. Over the last two years, as part of this study, further work has been done to establish the level of benefit different new road options could bring for Harrogate and Knaresborough.

The aim of a new road would be to relieve congestion in the towns and on the key roads that lead into them. Transferring traffic onto an alternative route would release space on the road to create a better environment and improve safety for cyclists and pedestrians. It would also improve bus journey times on key routes, increasing the chances of people choosing these ways to travel.

Initial work suggests an 'Inner Southern and Killinghall Bypass route without a link to Bilton Lane' would be most effective in reducing traffic, potentially by up to 30% on some key roads in the town including:

- A59 through Knaresborough;
- A59 from Empress Corner to New Park Roundabout;
- A661 in the vicinity of Woodlands junction;

Other options including a Western and a Northern bypass were also considered as part of this study but were rejected at an early stage as they did not provide sufficient congestion relief to justify their cost.

No detailed design work has been undertaken at this stage but we have identified a corridor along which a new road could be created. A route in this corridor is felt to represent the best balance between the congestion relief benefits and the environmental and other impacts. It is very important to note that the corridor shown is indicative, and shows only possible new junctions and the approximate route a road could follow between them.

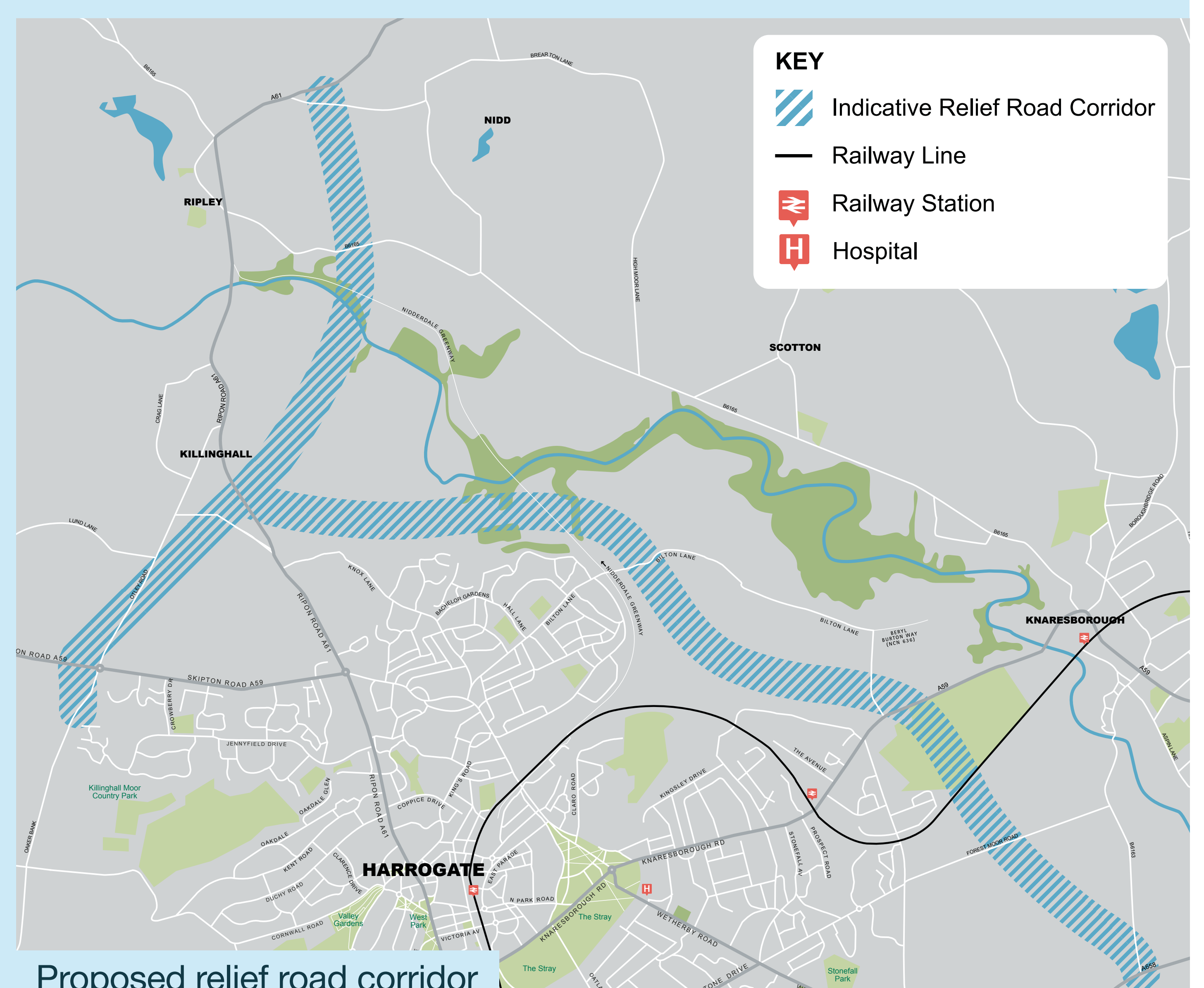
Further development work and consultation would need to be undertaken if this route is progressed further. Detailed traffic modelling, Environmental Impact Assessments and much other work would also be needed to inform the decision-making process and any bid for funding.'

Key benefits

- ✓ Relieve congestion on the busiest roads, improved and more reliable journey times
- ✓ Improved road safety and air quality on existing routes
- ✓ Supports economic and housing growth
- ✓ Frees up road space to create a better environment for residents, workers and visitors
- ✓ Improved pedestrian and cycle links
- ✓ Provides additional road space and therefore resilience

Potential issues

- ⚠ High cost
- ⚠ Environmental and landscape impacts
- ⚠ Loss of green space and impact especially in the Bilton Fields Area
- ⚠ Air quality and noise impacts
- ⚠ Redistribution of trips will increase traffic on some existing roads
- ⚠ Does not actually reduce overall trips and may even attract some new trips
- ⚠ Does not address short, internal trips



Have your say

Now you have read about the options, please complete our survey

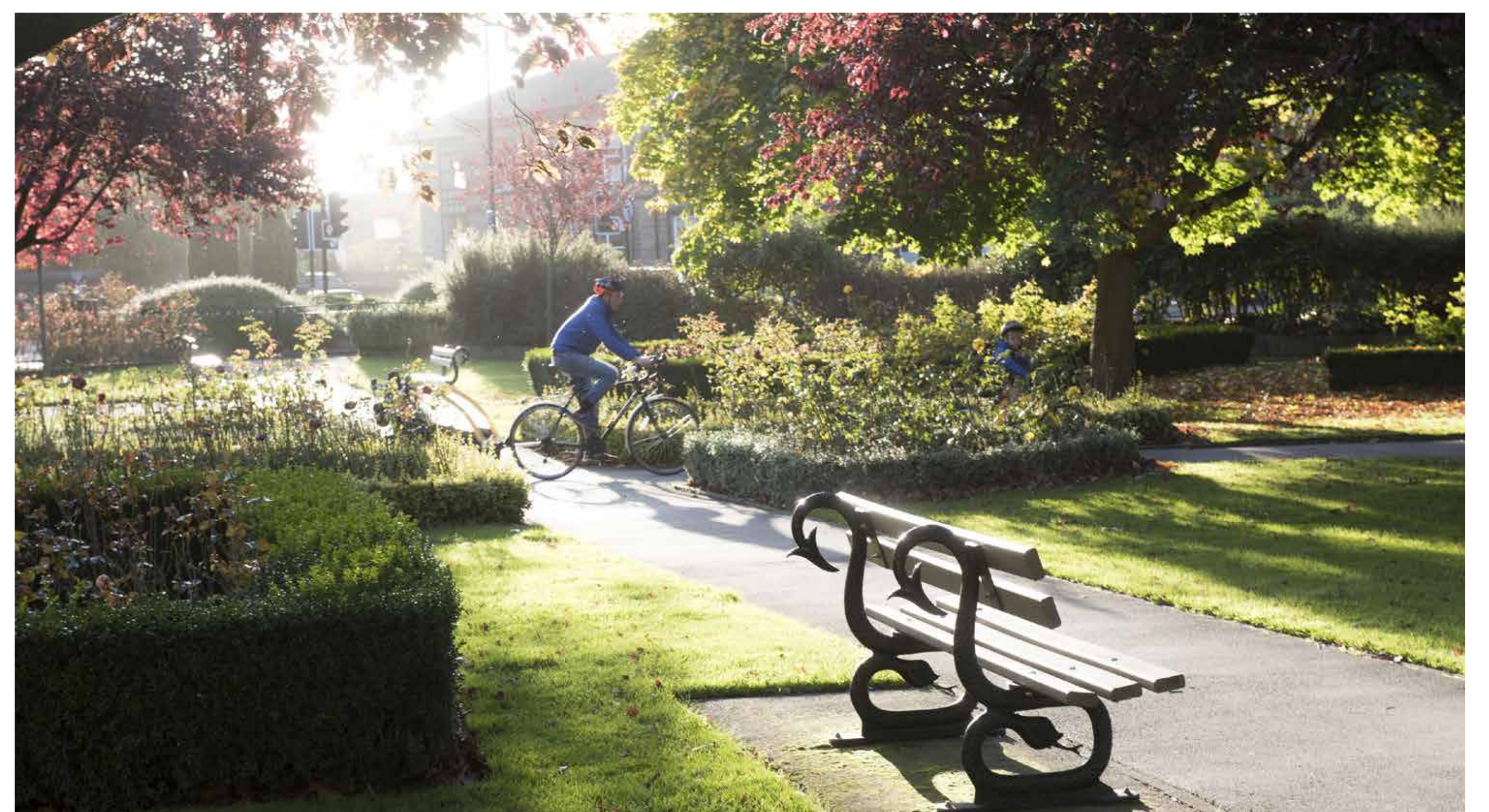
We want to know whether you think congestion is a problem, whether it affects you, and what measures you would be prepared to support to help reduce it.

We all contribute to congestion, so we all need to be part of improving the situation. Everyone has a stake in making the roads easier to use, safer and healthier for motorists, cyclists and pedestrians.

We want as many people as possible to fill in our survey and are keen to know what all members of the community see as the issues.



Please go online to:
www.northyorks.gov.uk/complete-survey





Options to manage congestion in Harrogate and Knaresborough

15th April to 8th July 2019

Introduction

Our research together with anecdotal evidence indicates that there is congestion in Harrogate and Knaresborough. Housing and employment growth in the area is expected to continue, and while local improvements might offset the direct impacts of this growth, they will not help to solve existing congestion.

What are the reasons for this?

The reasons for this can broadly be explained as follows:

- A lot of people commute into and out of Harrogate
- The existing road network wasn't designed to deal with so much traffic
- Journeys in the morning and evening are the main cause of the traffic issues but there are problems throughout the day
- A lot of journeys are very short, with many of these being made within the towns themselves and made by car
- There are currently low levels of cycling
- Bus use in Harrogate is low
- There are air quality issues in the area
- The number of cars on the road is expected to increase

We want to know whether you think congestion is a problem, whether it affects you, and what measures you would be prepared to support to help reduce it. We all contribute to congestion, so we all need to be part of improving the situation. Everyone has a stake in making the roads easier to use, safer and healthier for motorists, cyclists and pedestrians.

What are we doing?

We're asking for your views about a number of possible measures that could be used to relieve congestion – we want to hear from as many people as possible. We are asking questions in a survey, and we would like to hear your comments. The survey will be available online, via the council's website. We can also provide paper copies of the survey and accessible formats on request and will make copies available in libraries.

Throughout this process we are following national guidance set out by the Department for Transport. We are making every effort to ensure the process is open, accessible and transparent.

Why are we asking for your views?

Because we want to:

- Improve the quality of life for people in the area
- Support sustainable housing
- Support economic growth
- Improve local air quality

Implementing measures to help with congestion will be a long process. And we are aware that even if we 'do nothing' it doesn't mean that nothing will change.

Who can take part?

Anyone can fill in the survey - we want as many people as possible to tell us what they think, including the following groups;

- residents and people who work in, and visit Harrogate and Knaresborough
- businesses and organisations based in Harrogate and Knaresborough

We want to know what all members of the community see as the issues.

How long will the survey be open?

The survey is open for 12 weeks, starting on 15th April 2019 and ending on 8th July 2019.

What will we do with your comments?

All views expressed in the survey will be taken into consideration when a decision is made on the type of package to take forward.

Using your comments, we will produce a package of measures designed to deliver the best outcomes. There would be consultations on any specific measures as they were developed.

Measures to relieve congestion

The complexity of the area's traffic issues means they are unlikely to be addressed by a single solution, so two indicative packages combining a range of measures have been developed. The packages simply illustrate what could be done and are wholly flexible.

There are measures we already take, or plan to take, to help to reduce congestion. These include providing better traffic and travel information, creating better public spaces, managing traffic, roads and parking and improvements to public transport and cycling provision. Measures of this sort would, to a greater or lesser degree, be likely to be part of any package taken forward.

We have then compiled a package of measures aimed at managing demand for travel and changing people's travel behaviour (known as package B). These include providing information in different, accessible ways, encouraging use of public transport, cycling and walking for shorter trips, investing in car-sharing and car clubs and working with residents, schools and businesses. Most do not involve major infrastructure changes.

The final series of options (package E) looks at major changes. These include a new road to relieve congestion in the towns and on the key roads leading into them, a park and ride scheme for Harrogate, and improved priority for buses through bus lanes and changes to junctions. If any of these measures were taken forward, it would be alongside measures to manage demand and change behaviour.

More detail on the above congestion measures can be found at www.northyorks.gov.uk/harrogatecongestion

And if you require any further information, please email harrogatecongestion@northyorks.gov.uk

How to take part

Please fill in the online survey, at www.northyorks.gov.uk/harrogatecongestion

If you would like a paper copy or accessible version of the survey, please call our customer service centre on **01609 780 780** or email customer.services@northyorks.gov.uk

You can pick up a paper copy of the survey from your local library.

There will also be a series of public exhibitions to allow people without access to the internet to view information on the proposals. Details of the events and dates confirmed at the time of printing are:

The Cairn Hotel, Harrogate, HG1 2JD

Wednesday 8th May • 15:00 - 17:00 & 18:00 - 20:00

Thursday 23rd May • 15:00 - 17:00 & 18:00 - 20:00

Saturday 15th June • 10:00 - 12:00

Best Western Hotel, Bond End, Knaresborough, HG5 9AL

Tuesday 14th May • 15:00 - 17:00 & 18:00 - 20:00

Wednesday 5th June • 15:00 - 17:00 & 18:00 - 20:00

Killinghall Methodist Hall, Ripon Road, Killinghall. HG3 2DG

Wednesday 5th June • 16:30 - 18:30

Pannal Village Hall, Station Road, Pannal. HG3 1JG

Thursday 16th May • 17:00 - 19:00

Please fill in the survey by 8 July 2019

It's important that as many people as possible take part because:

- This is the first important stage towards understanding what measures might be put in place. We want to hear as wide a range of views as possible on what people think are the best ways to reduce congestion in Harrogate and Knaresborough now and in the future.
- Congestion is not just a problem for drivers. It affects pedestrians and cyclists, people who live, work and shop in the towns, young and old, parents who have chosen to raise their families here, businesses, and visitors.
- Any decisions taken will potentially have a long-term impact on the towns.

Contact us

North Yorkshire County Council, County Hall, Northallerton, North Yorkshire, DL7 8AD

Our Customer Service Centre is open Monday to Friday 8.00am - 5.30pm
(closed weekends and bank holidays). Tel: **01609 780 780**

email: customer.services@northyorks.gov.uk web: www.northyorks.gov.uk

If you would like this information in another language or format please ask us.

Tel: **01609 780 780** email: customer.services@northyorks.gov.uk

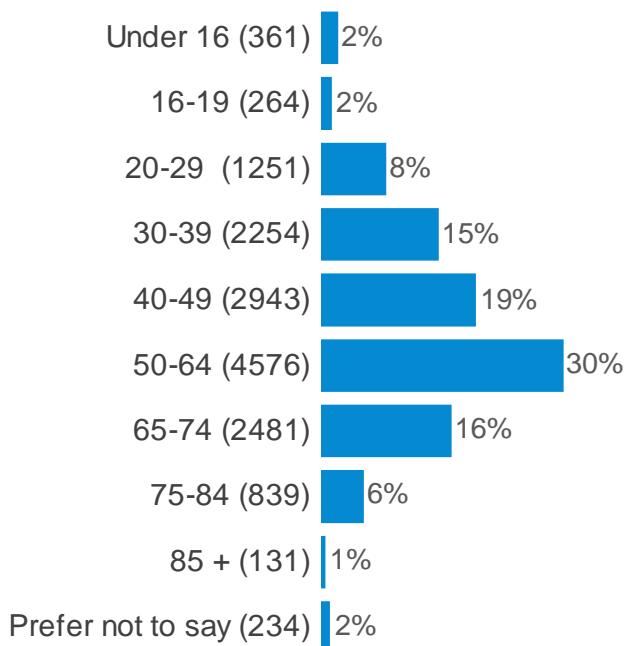
Harrogate Congestion Study

Harrogate Congestion Study

This report was generated on 15/07/19. Overall 15510 respondents completed this questionnaire.

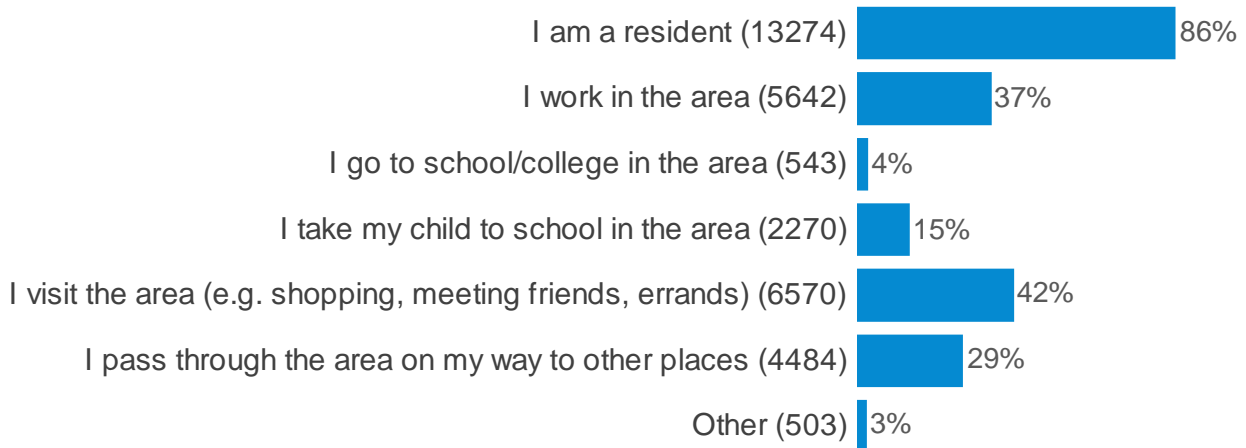
The report has been filtered to show the responses for 'All Respondents'.

The following charts are restricted to the top 20 codes. Lists are restricted to the most recent 0 rows.

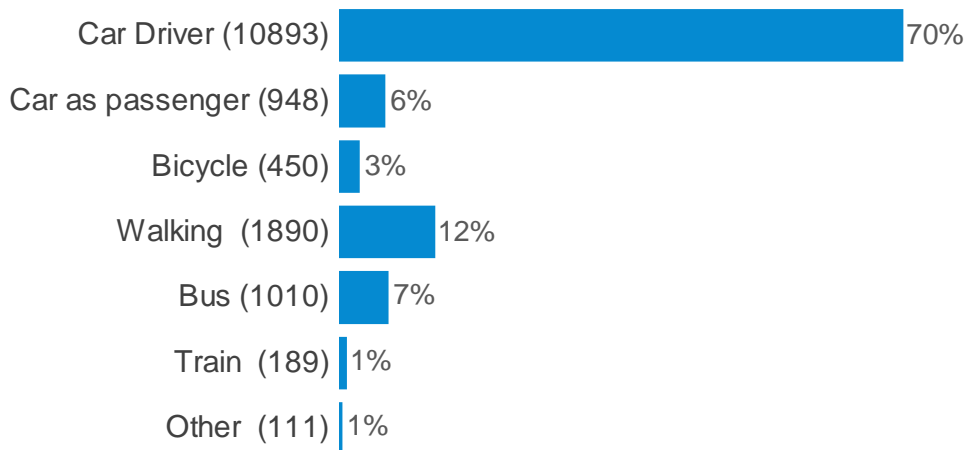
Are you responding as:**Which age category are you in?****Do you consider yourself to be a disabled person or to have a long-term, limiting condition?**

Harrogate Congestion Study

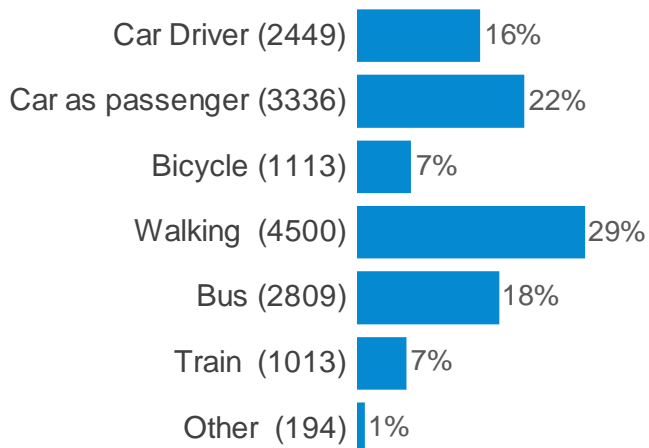
Why do you travel in Harrogate and Knaresborough?
Tick all that are applicable.



Please choose the mode of transport you use most often to travel in Harrogate and Knaresborough:



Please choose the mode of transport you use second most often to travel in Harrogate and Knaresborough:

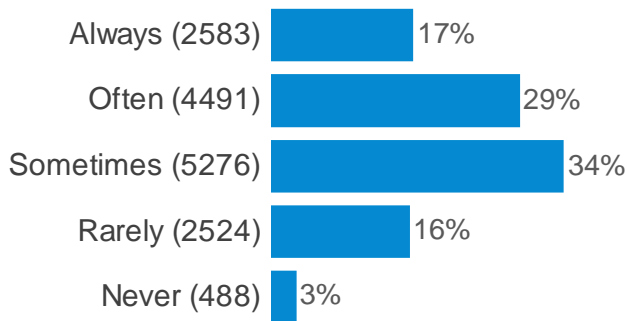


Harrogate Congestion Study

Do you think there is traffic congestion in Harrogate and Knaresborough?

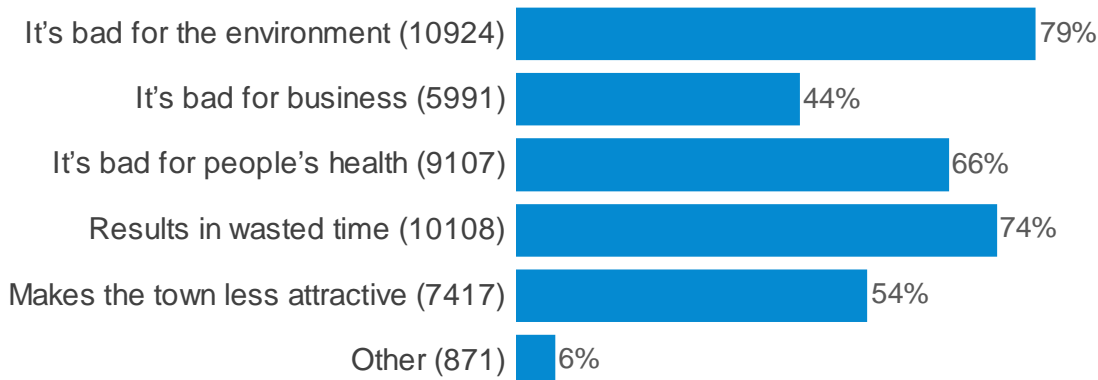


How often is traffic congestion in Harrogate and Knaresborough an issue for you? ()

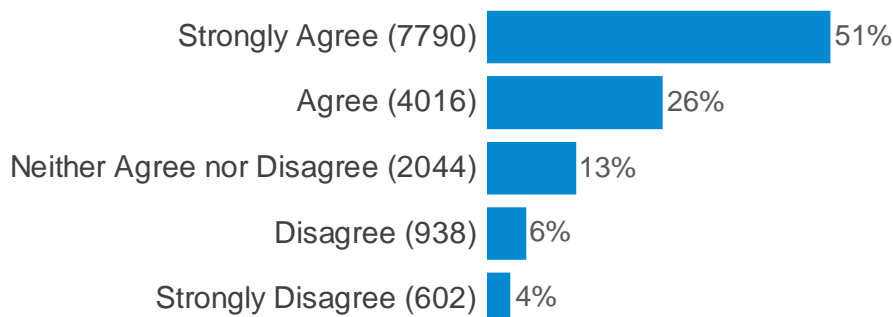


If you feel that congestion is an issue in Harrogate and Knaresborough, why do you think so?

Tick all that are applicable.

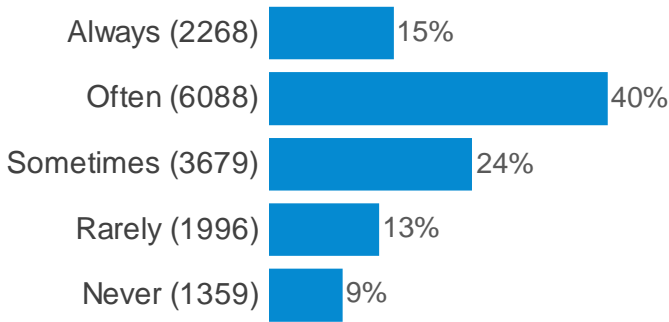


Having read the information, how strongly do you feel that we should improve cycling & walking infrastructure and facilities to reduce congestion in Harrogate and Knaresborough? ()

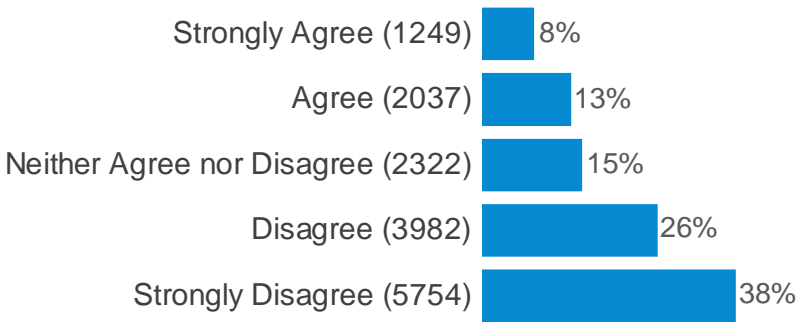


Harrogate Congestion Study

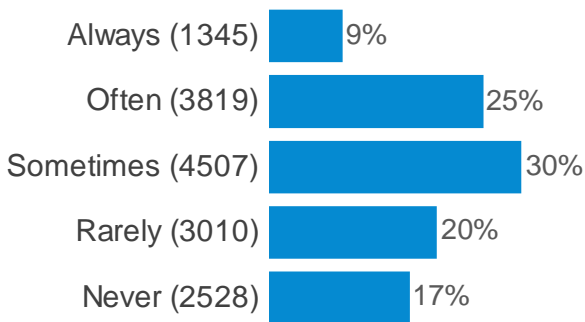
How often do you think you would use improved cycling & walking facilities in Harrogate and Knaresborough? ()



Having read the information, how strongly do you feel that we should introduce a charge to drive into the centre of Harrogate, or increase parking charges, to reduce congestion in Harrogate and Knaresborough? ()

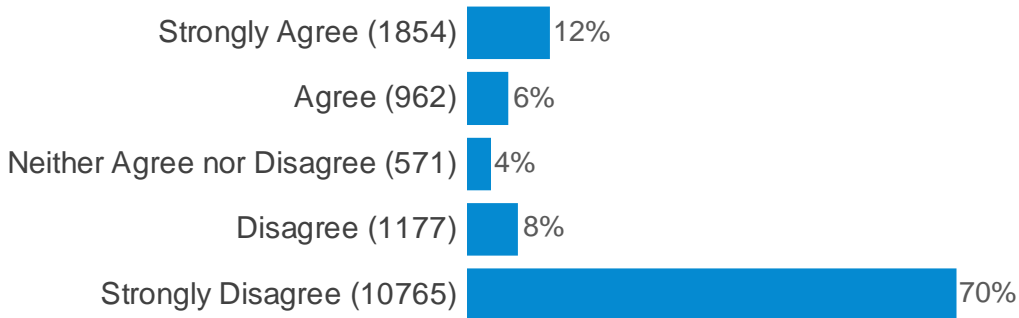


If a charge was introduced, or if parking charges increased, how often do you think it would discourage you from using your car? ()

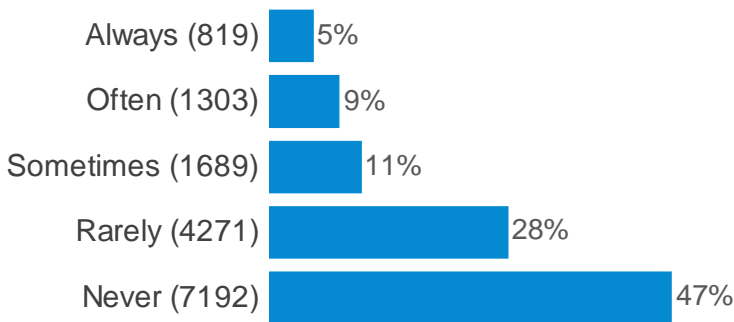


Harrogate Congestion Study

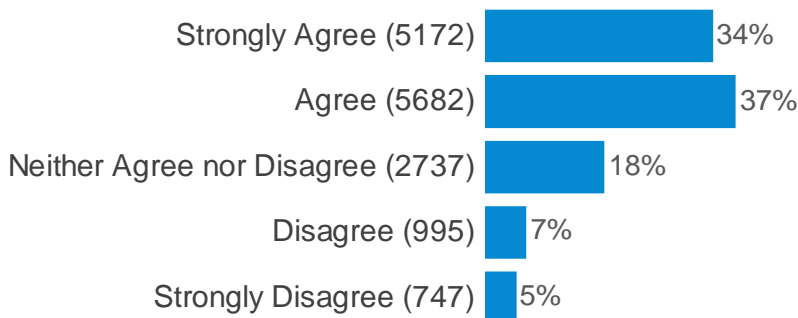
Having read the information, how strongly do you feel that we should construct a relief road between Harrogate and Knaresborough including a Killinghall Bypass (as shown in the information) to reduce congestion in Harrogate and Knaresborough? ()



How often do you think you would use a relief road between Harrogate and Knaresborough (as shown in the information)? ()

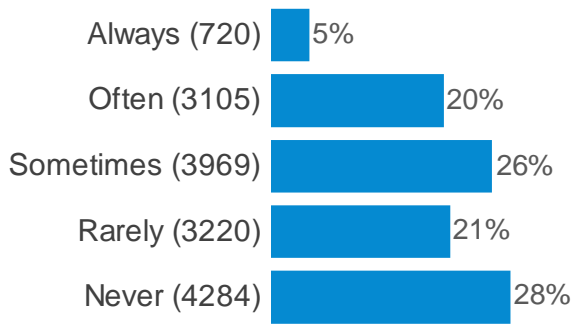


Having read the information, how strongly do you feel that we should introduce park and ride facilities to reduce congestion in Harrogate and Knaresborough? ()

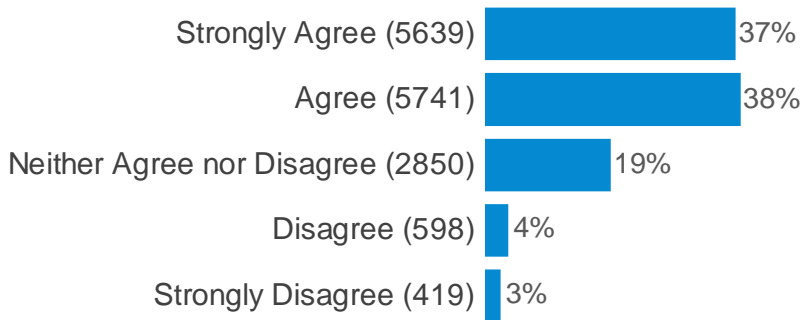


Harrogate Congestion Study

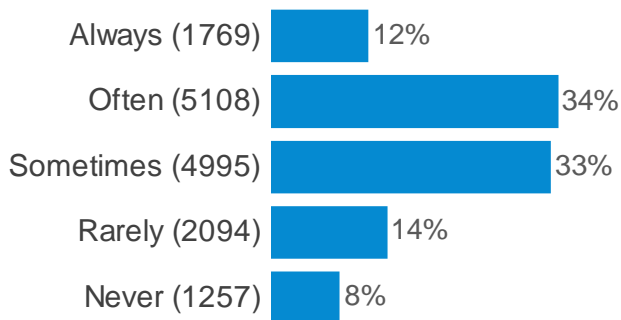
How often do you think you would use a park and ride service in Harrogate and Knaresborough? ()



Having read the information, how strongly do you feel that we should encourage smarter travel choices and behaviour change to reduce congestion in Harrogate and Knaresborough? ()

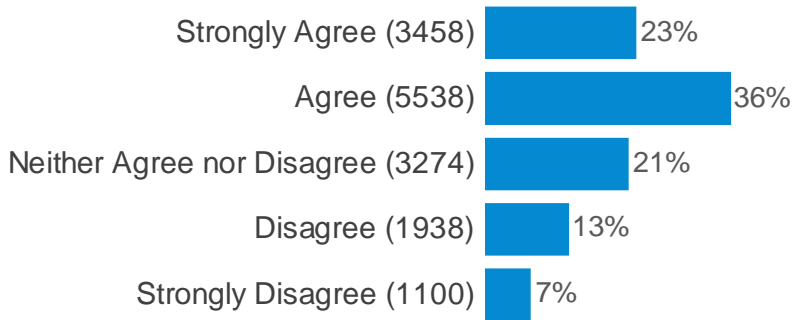


How often do you think you would choose to use smarter travel options in Harrogate and Knaresborough? ()

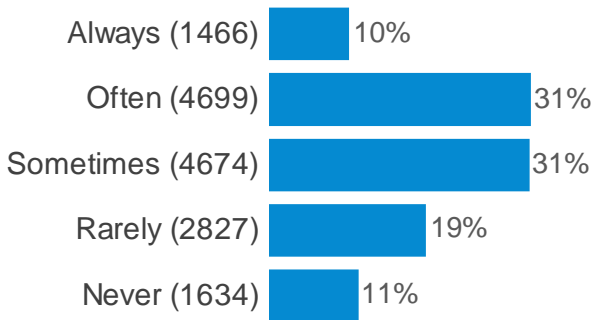


Harrogate Congestion Study

Having read the information, how strongly do you feel that we should improve bus priority (bus lanes and priority for buses at junctions) to reduce congestion in Harrogate and Knaresborough? ()



How often do you think you would use quicker and more reliable buses in Harrogate and Knaresborough? ()

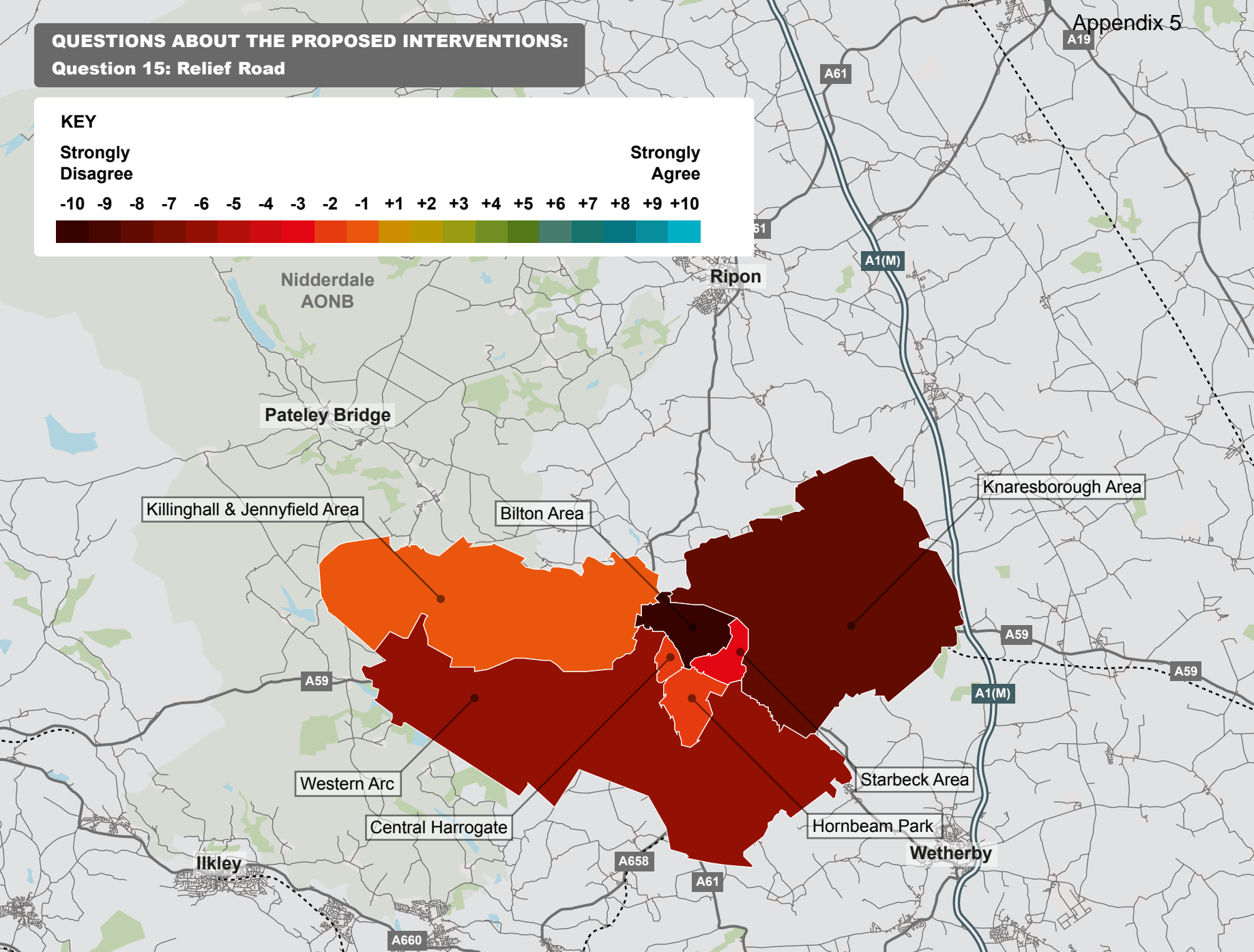


QUESTIONS ABOUT THE PROPOSED INTERVENTIONS:
Question 15: Relief Road

KEY

Strongly Disagree **Strongly Agree**

-10 -9 -8 -7 -6 -5 -4 -3 -2 -1 +1 +2 +3 +4 +5 +6 +7 +8 +9 +10

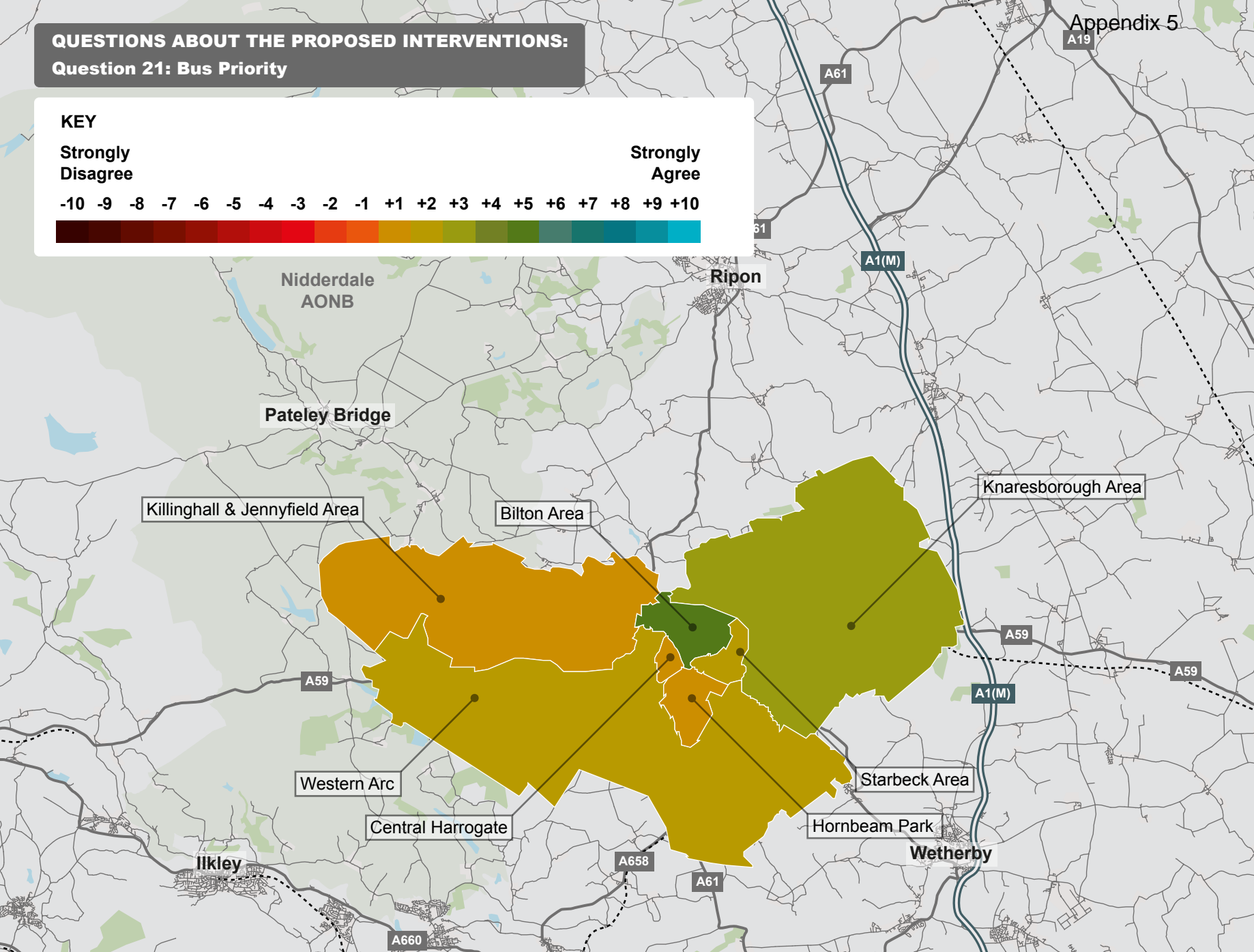


QUESTIONS ABOUT THE PROPOSED INTERVENTIONS:
Question 21: Bus Priority

KEY

Strongly Disagree **Strongly Agree**

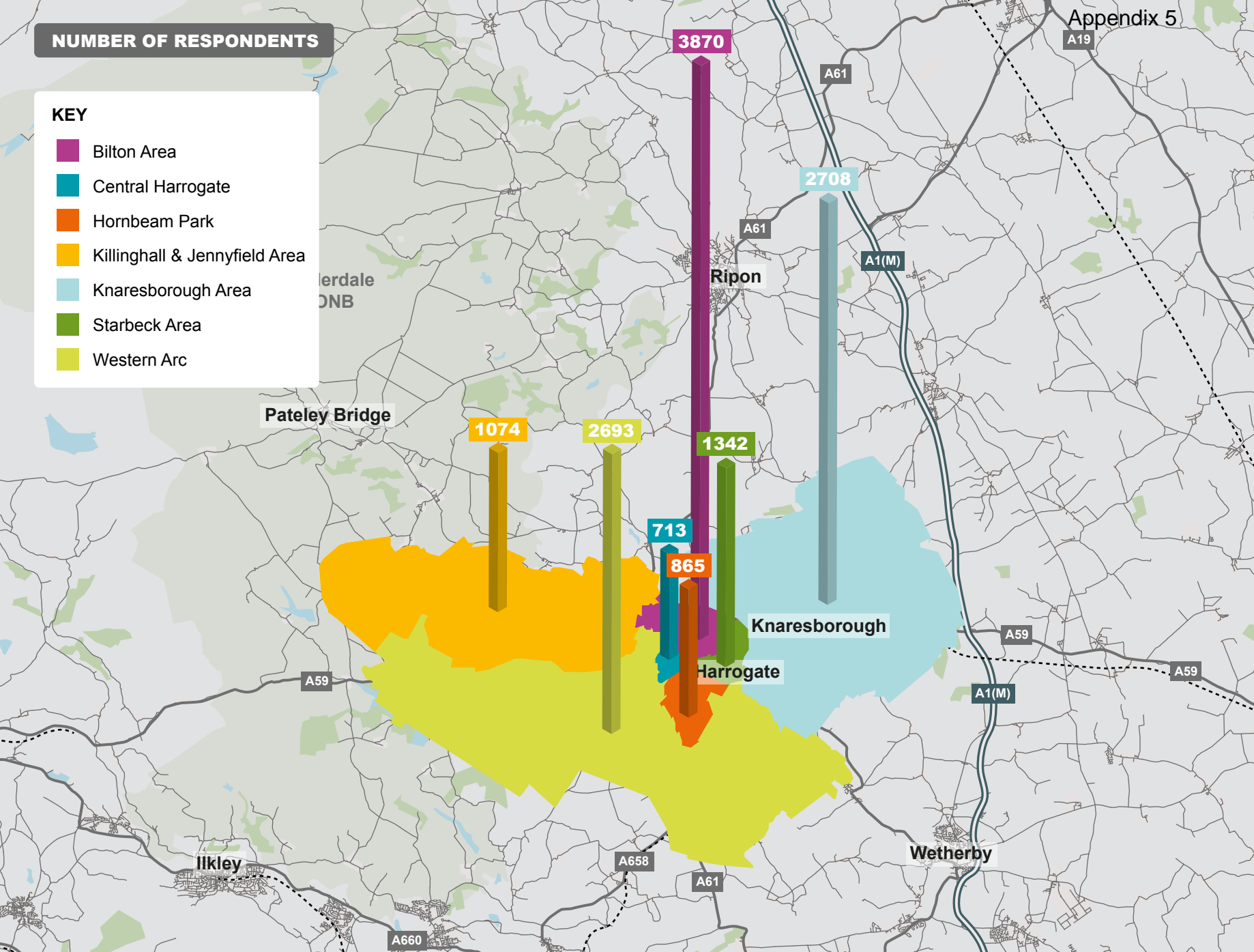
-10 -9 -8 -7 -6 -5 -4 -3 -2 -1 +1 +2 +3 +4 +5 +6 +7 +8 +9 +10



NUMBER OF RESPONDENTS

KEY

- Bilton Area
- Central Harrogate
- Hornbeam Park
- Killinghall & Jennyfield Area
- Knaresborough Area
- Starbeck Area
- Western Arc



Example of woodland Trust automatically generated email.

“Dear Sir/Madam,

I am writing to express my concern about the potential relief road corridor being considered as part of the Harrogate Congestion Study on account of its impact on the natural environment.

The proposed corridor is likely to result in direct loss of ancient woodland, an irreplaceable habitat, as well as running through the Woodland Trust’s wood, Bilton Beck, an area that forms part of the wider Nidd Gorge landscape. As well as causing damage and loss to these ancient woods, the relief road would fragment the landscape and impact on the connectivity and overall integrity of the surrounding environment and the wildlife that call Nidd Gorge home. I also object to the loss of the community outreach planting that has been undertaken in the past few decades in the Bilton fields around the Nidderdale Greenway.

In relation to question 15 of the online survey, I strongly disagree with the construction of a relief road between Harrogate and Knaresborough. I believe the council must ensure that damaging new road proposals are not taken forward and that alternative sustainable options are considered for the area. A new road scheme in this location would be simply unacceptable.”

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	BES		
Service area	Highways and Transportation		
Proposal being screened	Recommendations to members on future work streams as a consequence of the Harrogate Congestion Study Engagement.		
Officer(s) carrying out screening	Rebecca Gibson, Senior Transport Planning Officer		
What are you proposing to do?	Make recommendations and seek the view of members of the Area Constituency Committee members on possible future work streams as a consequence of the Harrogate Congestion Study engagement results.		
Why are you proposing this? What are the desired outcomes?	Public engagement has been undertaken on ways to tackle congestion in Harrogate and Knaresborough – this report advises members on those findings and asks for their comments to determine what future projects should be delivered/further investigated.		
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		<input type="checkbox"/>	
Disability		<input type="checkbox"/>	
Sex		<input type="checkbox"/>	
Race		<input type="checkbox"/>	
Sexual orientation		<input type="checkbox"/>	

Gender reassignment		<input type="checkbox"/>	
Religion or belief		<input type="checkbox"/>	
Pregnancy or maternity		<input type="checkbox"/>	
Marriage or civil partnership		<input type="checkbox"/>	
NYCC additional characteristics			
People in rural areas		<input type="checkbox"/>	
People on a low income		<input type="checkbox"/>	
Carer (unpaid family or friend)		<input type="checkbox"/>	
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		
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	The report seeks views on possible recommendations as a consequence of the Harrogate Congestion Study engagement results and as a result does not have an impact on any of the protected characteristics.		
Signed (Assistant Director or equivalent)	Barrie Mason		
Date	19 August 2019		