

NORTH YORKSHIRE COUNTY COUNCIL**TRANSPORT, ECONOMY AND ENVIRONMENT OVERVIEW AND SCRUTINY
COMMITTEE****16 APRIL 2014****LOCAL TRANSPORT PLAN 2011-2016 MID-TERM REVIEW****Report of the Corporate Director – Business and Environmental Services****1.0 PURPOSE OF REPORT**

- 1.1 To inform Members about the mid-term review of the third North Yorkshire Local Transport Plan (LTP3) and seek comments on the LTP3 addendum included in Appendix 1 of this report.

2.0 BACKGROUND

- 2.1 Members will be aware that under the Transport Act 2000 (amended by the Local Transport Act 2008) all local transport authorities in England are required to produce and maintain a Local Transport Plan. The third North Yorkshire Local Transport Plan (LTP3) was adopted in December 2010 and covers the five year period 2011 – 2016. LTP3 sets the main transport priorities for the County and the actions that will be taken to contribute to achieving those priorities. Copies of the LTP3 are available on the County Council's website at:

<http://www.northyorks.gov.uk/article/26213/Local-transport-plan-three-LTP3>

- 2.2 In approving LTP3, and in line with the practice carried out for LTP1 and LTP2, the County Council agreed to carry out a mid-term review of LTP3 to ensure that any significant changes in circumstances are incorporated into the Plan.

3.0 SCOPE OF THE MID-TERM REVIEW

- 3.1 Since LTP3 was approved in 2010 there have only been limited changes which impact on the content or approach adopted in the LTP. Importantly the adopted LTP3 explicitly recognises the current local government funding situation and sets out strategies to address these funding constraints. This includes the approach to be adopted with regards to cuts in subsidies for local bus services.

- 3.2 In view of the above, and to ensure the best use of limited staff resources, it was agreed with BES Executive Members and at the 17 September 2013 meeting of the TEE Overview and Scrutiny Committee Mid-Cycle Briefing of the group spokespersons that the LTP3 mid-term review should adopt a light touch approach and only deal with the few matters that require significant updates. Any consultation with the public or stakeholders will also be focused on these matters and will be directed at those people directly impacted by possible changes rather than carrying out an expensive countywide consultation.
- 3.3 As Members will be aware LTP3 adopts a hierarchy of *Manage, Maintain, Improve* with regards to transport infrastructure. In accordance with this approach, and taking account of the impact of the recent extreme weather on the highway network, the majority of Local Transport Plan funding is directed at highway maintenance. Evidence from the Citizens Panel survey and from recent Parish Council surveys indicates continued public support for giving priority to highway maintenance. It is therefore proposed that this hierarchy is not revisited as part of the mid-term review.
- 3.4 The mid-term review will deal with the five policy areas set out below in addition to an update on the LTP3 key outcome indicators. The mid-term review will take the form of an addendum to the main LTP3 and, once approved, will be made available via the County Council's website.
- 3.4.1 *Government funding for transport* – This section outlines the recent changes to the Government's approach to funding transport improvements (including major schemes) and sets out the main new funding streams that are available. This includes the devolution of a national funding pot of approximately £2bn per annum until 2020/21 in a competitive process for Local Enterprise Partnerships (LEPs) to bid into through the Local Growth Fund. Crucially a significant portion of this funding (approximately 50%) has been top sliced from Department for Transport budgets previously allocated to local transport authorities for improvements to transport infrastructure. The County Council is working closely with the York, North Yorkshire and East Riding LEP to ensure that the Strategic Economic Plan fully reflects the vital contribution of transport to the local economy. The mid-term review will amend the LTP to ensure that this new approach to transport funding by the Government is adequately reflected in the County Council's transport strategies and policies.
- 3.4.2 *Transport and Public Health* – Members will be aware that with effect from 1 April 2013 the County Council became the lead authority for promoting public health in North Yorkshire. Officers from Business and Environmental Services have been in discussion with officers from Health and Adult Services to identify how transport can contribute to public health and to ensure that the County Council's transport and public health policies are consistent and integrated. The public health chapter considers the existing synergies between the LTP3 and public health as well as ensuring the County Council's new public health role is reflected in the transport strategies and policies. One of the main roles for transport with regards to public health will be through

maintaining and providing the infrastructure for, and encouraging the use of 'active travel' modes such as walking and cycling.

- 3.4.3 *Passenger transport* – The Government has published details of their proposals for the next phase of High Speed Rail (HS2) which includes links into the current East Coast Main Line in Selby district. The mid-term review will seek to set the County Council policy on HS2 taking account of both the economic benefits and negative local environmental impact. The passenger transport chapter also includes a review of the current situation with regards to the long term rail strategy for the North as well as an update on the Council's Bus Strategy.
- 3.4.4 *Strategic Environmental Assessment (SEA)* – The LTP is a statutory strategic planning document and consequently the County Council was required by legislation to undertake an SEA of its likely impact on the environment. This included the adoption of a number of environmental indicators. This fourth chapter of the LTP3 addendum will therefore consist of a review of the latest position on these SEA indicators. Due to the significant amount of data collection required for this chapter this section is currently being compiled and will be available for consideration by the Executive at their meeting on 29 April 2014.
- 3.4.5 *Transport and local development plans* - At the request of a number of planning authorities the Local Transport Plan Addendum will now also incorporate an update on the current position of the development of their Local Plans and the links to local transport. This request has only recently been received and it has therefore not been possible to incorporate this new section in the Addendum attached as Appendix 1 to this report. The section will however be available for consideration by the Executive at their meeting on 29 April 2014.

4.0 NEXT STEPS

- 4.1 Comments from Members of the Transport, Economy and Environment Overview and Scrutiny Committee will be incorporated into the LTP3 addendum and the report will be presented to the Executive on 29 April 2014 before presentation of the finalised LTP3 addendum at the full County Council meeting in May 2014. Subject to its approval by the County Council on 21 May 2014 the draft LTP3 mid-term addendum set out in Appendix 1 will become County Council policy.

5.0 EQUALITIES IMPLICATIONS

- 5.1 Prior to the adoption of the LTP3 a series of Equality Impact Assessments were carried out to assess any differential impacts on different groups of the population. Details of these are published on the County Council's website.

- 5.2 In summary the Equalities Impact Assessments found that there was no adverse impact on any of the six statutory groups of race, gender, disability, sexual orientation, religion or belief and age arising from the adoption of LTP3. The assessment further found that in many cases the policies and practices embedded within LTP3 were specifically intended to redress inequalities, especially those related to age and deprivation.
- 5.3 Notwithstanding the above the Equalities Impact Assessment relates to the adoption of LTP3 and there may be cases where specific schemes and initiatives will require separate Equalities Impact Assessments as and when they are implemented.
- 5.4 The policies set out in the LTP3 mid-term review report are not anticipated to have an equalities impact, however, as indicated above where specific schemes and initiatives are being implemented a separate Equalities Impact Assessment may be required. For example, an Equalities Impact Assessment has already been completed to assess the impact of the reduction in bus subsidies on the six statutory groups.

6.0 FINANCE

- 6.1 Based on the best available knowledge the financial implications are set out within the LTP3 document and any additional financial implications are outlined in the mid-term review report.

7.0 LEGAL

- 7.1 The adoption of the LTP3 before April 2011 fulfilled the requirements of the Transport Act 2000 (amended by the Local Transport Act 2008) for the County Council, as local transport authority, to produce and maintain a Local Transport Plan. The mid-term review enables the County Council to fulfil the duty of maintaining the Local Transport Plan.

8.0 RECOMMENDATION

- 8.1 It is recommended that Members provide comments on the draft LTP3 mid-term review document included in Appendix 1.

DAVID BOWE
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Background documents: None

APPENDIX 1

Mid-term review of the third North Yorkshire Local Transport Plan 2011-16

Local Transport Plan Addendum

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Chapter 5 – At the request of a number of planning authorities the addendum will also incorporate an update on the current position of the development of their Local Plans and the links to local transport. This request has only recently been received and it has therefore not yet been possible to incorporate this new chapter. This chapter will be available for consideration by the Executive at their meeting on 29 April 2014.

Chapter 7 – Officers in the Transport Planning team are currently liaising with the Environmental Policy team in relation to the updating the SEA indicators to be included in Chapter 7. Due to the significant amount of data collection required for this chapter this section is currently being compiled and will available for consideration by the Executive at their meeting on 29 April 2014.

Chapter 1 - Introduction

1.1 Background

Under the Transport Act 2000 (amended by the Local Transport Act 2008) all local transport authorities in England are required to produce and maintain a Local Transport Plan. The third North Yorkshire Local Transport Plan (LTP3) was adopted in December 2010 and covers the five year period 2011 – 2016. LTP3 sets the main transport priorities for the County and the actions that will be taken to contribute to achieving those priorities. Copies of the LTP3 are available on the County Council's website at: <http://www.northyorks.gov.uk/article/26213/Local-transport-plan-three-LTP3>

In approving LTP3, and in line with the practice carried out for LTP1 and LTP2, the County Council agreed to carry out a mid-term review of LTP3 to ensure that any significant changes in circumstances are incorporated into the Plan. This addendum report has been prepared by the County Council to review the current position in relation to implementation of the LTP3 and also summarising key changes in transport policy and strategy, particularly where a change in central government policy has had a resultant impact on local government.

Importantly the adopted LTP3 explicitly recognises the current local government funding situation and sets out strategies to address these funding constraints. The LTP3 adopts a hierarchy of 'Manage, Maintain and Improve' with regards to transport infrastructure. In accordance with this approach, and taking account of the impact of the recent extreme weather on the highway network, the majority of Local Transport Plan funding is directed at highway maintenance. Evidence from the annual Citizens Panel survey and from recent Parish Council surveys indicates continued public support for giving priority to highway maintenance. This hierarchy has therefore not been revisited as part of the mid-term review.

1.2 Content of Report

This mid-term review covers the four policy areas set out below; in addition to an update on the LTP3 key outcome indicators. This report has been adopted by the County Council as an addendum to the main LTP3 report and is available via the County Council's website.

1.2.1 Government Funding for Transport

Chapter 2 of this report outlines the recent changes to the Government's approach to funding major transport improvements and sets out the main new funding streams that are available. This includes the devolution of a national funding pot of approximately £2bn per annum until 2020/21 in a competitive process for Local Enterprise Partnerships (LEPs) to bid into through the Local Growth Fund. Crucially a significant portion of this funding (approximately 50%) has been top sliced from Department for Transport budgets previously allocated to local transport authorities for improvements to transport infrastructure. The County Council are working closely with the York, North Yorkshire and East Riding LEP to ensure that the Strategic Economic Plan fully reflects the vital contribution of transport to the local economy. The mid-term review amends LTP3 to ensure that this new approach to transport funding by the Government is adequately reflected in the County Council's transport strategies and policies.

1.2.2 Passenger Transport

Chapter 3 provides a review of the County Council's passenger transport policies including the County Council's position in relation to High Speed 2 as well as an update on the Council's Bus Strategy. The Government has published details of their proposals for the next phase of High Speed Rail (HS2) which includes links into the current East Coast Main Line in Selby district. The mid-term review will set the County Council policy on HS2 taking account of both the economic benefits and negative local environmental impact.

1.2.3 Transport and Public Health

The County Council became the lead authority for promoting public health in North Yorkshire in April 2013. Many public health considerations, including encouraging 'active travel' modes such as walking and cycling, are already embedded in LTP3. Chapter 4 takes into account the County Council's new public health duties, considers the existing synergies between the LTP3 and public health, and also ensures that the County Council's new public health role is reflected in transport strategies and policies.

1.2.4 Transport and Local Plans

Chapter 5 provides an update on the current position in relation to each of the local planning authority Local Plans and Local Development Frameworks. The chapter outlines how the County Council ensures that our transport planning role is integrated into their land use planning role (linked to the duty to cooperate) and includes examples of joint working.

1.2.5 Key Outcome Indicators

In order to monitor the success of LTP3 and to establish on-going trends the County Council has retained a series of key outcome indicators for the LTP period 2011-2016. Chapter 6 provides an overview of the key indicators and, where data is available, an update on outcomes and trends.

1.2.6 Strategic Environmental Assessment (SEA)

The LTP is a statutory strategic planning document and consequently the County Council was required by legislation to undertake an SEA of its likely impact on the environment. This included the adoption of a number of environmental indicators. Chapter 7 consists of a review of the latest position on the SEA indicators.

Chapter 2 - Government Funding for Transport

2.1 Introduction

Since completion of the Local Transport Plan in 2010 the Government's approach to funding transport improvements has changed significantly. Whilst the County Council still receives a block allocation of capital funding for transport improvements through the Local Transport Plan (LTP) process, a number of other new funding streams are now available. In general these tend to be announced at very short notice and are often set up to deliver schemes and initiatives in the short term (up to 3 years). The main 'new' funding streams that have become available are:

- Local Sustainable Transport Fund (LSTF)
- Local Pinch Point Funding
- Devolved Major Schemes Capital
- Linking Communities Cycling in National Parks Grant
- Local Growth Fund

Unlike the LTP block allocation the majority of this funding is available only through a competitive bidding process and comes with very specific requirements for its use. The following section gives details of the County Council's approach to this new funding and brief details each of the above funding streams.

2.2 North Yorkshire County Council Approach

The County Council is committed to improving the transport infrastructure for residents and visitors to North Yorkshire. As such wherever possible it will bid for funding from all suitable sources.

However, as stated above, many of the recent funding streams have required bids at very short notice and for the delivery of schemes in the short term. At the current time the financial pressures on Local Government are extreme and therefore it is often difficult to make available the staff and financial resources to prepare and, if successful, deliver these bids. Notwithstanding the above the County Council has made bids into the Local Sustainable Transport Fund, the Devolved Major Schemes capital funding, the Cycling in National Parks Grant and the Local Growth Fund and are currently (Spring 2014) making further bids for the latest release of the LSTF (revenue round for 2015/16).

Unfortunately the strict criteria for delivery of schemes using Local Pinch Point funding means that the County Council has not been able to submit bids for this funding source. The main difficulty with this funding source is the requirement to deliver major infrastructure improvements within a very short timeframe (sometimes as short as 18 months from the announcement of the fund). In practice this means that all schemes must be fully designed and ready to start construction at the point at which the funding bid is submitted. To get to this stage of preparation the County Council would need to invest a minimum of approximately £0.5m for each scheme. In these times of financial austerity it is difficult to justify investing this amount of money with no guarantee of funding for the final scheme. However, to ensure a stronger position in terms of future funding opportunities, the County Council are considering a variety of options for funding this scheme preparation including working with the York, North Yorkshire and East Riding Local Enterprise Partnership to develop an advanced design fund (see below).

To date the County Council has been successful with two bids into the LSTF (a total of £5.314m) and a bid to the Devolved Major Schemes Capital (£9.6m). The County Council are making a further two bids into the LSTF, and are awaiting the results of bids into the Local Growth Fund. A bid for funding from the Linking Communities - Cycling in National Parks Grant to maximise the legacy benefits in the Yorkshire Dales of the 2014 Tour de France starting in Yorkshire was unsuccessful. The County Council have also supported district council colleagues in the preparation of bids for non-transport, but related, funding, such as the annual Department for Environment, Food and Rural Affairs air quality grants.

2.3 Local Sustainable Transport Fund

When the Local Transport Plan was approved in 2010 the principle of the Local Sustainable Transport Fund had recently been announced, but full details were not yet available. Details on the bidding process were announced in January 2011 and following a prioritisation and selection process (details of which are available in reports to the County Councils Executive dated 5 April 2011 and 24 May 2011) two packages of schemes were selected to be developed into LSTF bids. Full details are available on the County Council's website. These packages were:

- Harrogate Sustainable Transport Package - to improve access to existing and developing employment areas, major conference and exhibition facilities and retail and visitor attractions in the town.
- Whitby and Esk Valley Tourism Economy Package – to address traffic congestion and other transport capacity issues that constrain the growth of the tourist economy in the area, as well as boost the active travel 'offer' in the North York Moors National Park

In June 2012 the Government agreed to partially fund both packages. Appendix 1 to this report sets out the core elements of the packages which the Government agreed to fund. Delivery of these packages is now well underway.

2.4 Major Schemes Devolved Capital Funding

Prior to 2013, when the current LTP was produced, funding for major transport improvements (those costing more than £5m) was provided to local transport authorities such as North Yorkshire County Council through a process of direct bids to the Department for Transport (DfT). This was the mechanism through which the County Council successfully secured funding for the A684 Bedale, Aiskew and Leeming Bar bypass.

In 2012 as part of the Coalition Government's commitment to localism, they announced that funding for major schemes would now be devolved to consortiums of local authorities, to be known as Local Transport Bodies (LTB's). The national funding available for these major transport schemes would be allocated to LTB's on the basis of the population of the geographical area covered by the LTB.

Following a series of consultations and negotiations with neighbouring authorities and the local planning authorities a North Yorkshire Local Transport Body was set up in February 2013. Whilst this is administered by North Yorkshire County Council it is an independent body with a separate, Department for Transport approved, governance framework.

The membership of the North Yorkshire LTB (NYLTB) is shown in figure 1. The primary purpose of the NYLTB was to identify, prioritise and approve major transport schemes for implementation by 2018/19. Following approval of the schemes the LTB were to manage the programme of schemes and monitor the implementation of them.

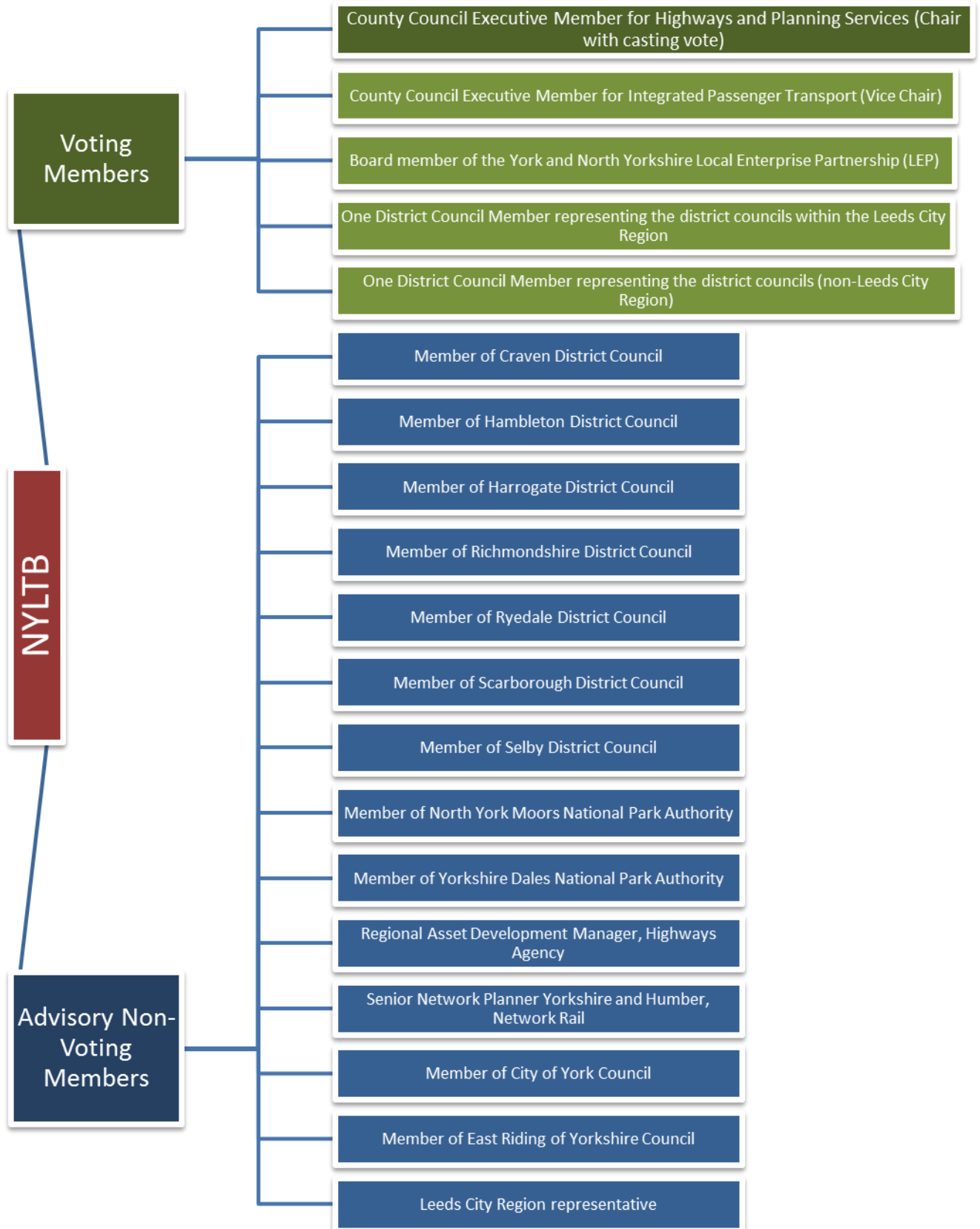
The Government's financial allocation for the period 15/16 to 18/19 for the NYLTB was provisionally a total £14.4m however the final allocation was reduced to £9.6m. To establish which schemes the LTB should allocate funding to they introduced a bidding process where any member of the LTB could submit a bid for funding.

In response to this bidding process the County Council reviewed all its existing Major Schemes and also considered a number of additional new schemes. Details of the review and assessment of these schemes were considered by the County Council's Executive at their meetings on 28 May and 23 July 2013. Details of these reports are available on the County Council website. A key consideration in selecting a scheme was the necessity to deliver the scheme by the 2018/19 deadline for funding from the devolved allocation. Whilst there were a significant number of strong schemes considered, very few were deliverable within the time frame of the allocation.

Following this process the County Council submitted a scheme to double track sections of the York – Harrogate – Leeds railway east of Knaresborough. The scheme consists of upgrading a section of rail line track east of Knaresborough to two tracks to allow two trains to pass each other. This would allow an increased frequency of rail services between York and Harrogate from the current one train per hour to two. Existing journey times are targeted to improve by up to 15 minutes (7-8 minutes between Harrogate and York) and performance and reliability would improve significantly. Further details can be found in Chapter 3.

Following the bidding and selection process, at a meeting of the NYLTB held on 29 July 2013 the Local Transport Body agreed to provide £9.6m towards the cost of re-doubling sections of the York – Harrogate – Leeds railway east of Knaresborough scheme. Further details of the governance and work of the North Yorkshire Local Transport Body are available at: <http://www.northyorks.gov.uk/article/27000/Local-transport-body-LTB>

Figure 1 – North Yorkshire Local Transport Body Membership



2.5 Local Growth Fund

In July 2013 the Government published guidance on Growth Deals setting out details of a Local Growth Fund. The purpose of this is to provide capital funding to Local Enterprise Partnerships (LEPs) to use to stimulate local economic growth in their areas. The main LEP covering North Yorkshire is the York, North Yorkshire and East Riding (YNY&ER) LEP with the Leeds City Region (LCR) LEP also having an influence in the Craven, Harrogate and Selby districts. Further details of the roles and responsibilities of these LEPs can be found on their websites at:

www.businessinspiredgrowth.com and www.leedscityregion.gov.uk/

The Local Growth Fund (LGF) consists of a national funding pot of approximately £2b per year for the period 2015/16 to 2020/21. Only funding for the financial year 2015/16 is confirmed with future years being after the next General Election and therefore being identified indicatively. The LGF is available for all LEPs to make competitive bids for funding for local interventions to boost local economic growth. The funding available is primarily capital and as such must be spent on providing infrastructure (e.g. new roads, rail, flood defences etc.) rather than supporting new services (e.g. bus and rail services)

All of the funding previously allocated to major transport schemes either through the original bidding process to the DfT or through the newly formed LTB's has now been included in the Local Growth Fund and will now be included in the bidding process. There is now no other source of Government funding available to deliver major transport schemes. However, schemes already approved by the DfT (such as Bedale, Aiskew and Leeming Bar Bypass) will automatically be funded through the LGF. Additionally, the original allocations to the Local Transport Bodies (for the NYLTB £9.6m) will not be part of the competitive bidding process and will automatically be allocated to the appropriate LEP but the specific schemes selected for funding from this money must be confirmed by the LEP.

The Government time frame for preparing bids for funding from the LGF was very tight. In the July 2013 guidance the Government announced that funding from the LGF would be allocated through LEP's preparing a local Strategic Economic Plan (SEP) the first draft of which had to be submitted to Government by the end of December 2013.

Given the time frames for preparation of the SEP the YNY&ER LEP agreed that the NY Local Transport Body should take the lead role in identifying and prioritising transport schemes for potential inclusion in the SEP and funding through the LGF. Whilst the geographical areas covered by the LEP and the LTB are different this approach was agreed by all members of the YNY&ER LEP. The NYLTB therefore invited all its member bodies to submit ideas for transport schemes for potential inclusion in the YNY&ER Strategic Economic Plan.

In line with the requirements of the Local Growth Fund the main criteria for schemes for potential inclusion in the SEP were:

- To make a significant contribution towards local economic growth (especially job creation and new housing delivery) in the LEP area.
- To be deliverable by 2020/2021 at the latest.
- To deliver additionality (e.g. delivery earlier, deliver more jobs) over and above what would otherwise be achievable without the use of LGF funding.
- To integrate with other priorities set out in the SEP

As part of this process of preparing the SEP North Yorkshire County Council re-assessed all of the major transport schemes originally considered for submission to the NYLTB alongside a number of other schemes that could potentially contribute to local economic growth. These were considered by the County Council's Executive at their meeting on 29 October 2013. Details of the schemes can be seen in the report to the Executive available at www.northyorks.gov.uk/. The Appendices to the Executive report set out the schemes submitted by North Yorkshire County Council to the NYLTB for potential inclusion.

Following consideration of the schemes submitted by NYCC and other partners the NYLTB recommended a programme of schemes prioritised into three bands (with Band 1 being the highest priority) to the YNY&ER LEP for inclusion in the Strategic Economic Plan. Details of the programme of schemes are included in Appendix 2 of this report.

The first draft of the YNY&ER Strategic Economic Plan was submitted to Government in December 2013. At the time of preparation of this document a final response from Government has yet to be published. This is expected in July 2014 alongside details of funding allocations for 2015/16 and potentially indicative allocations for the period to 2020/21. Details of the Strategic Economic Plan can be seen on the LEP website.

**Appendix 1 – Core Elements of LSTF Packages
Harrogate and Knaresborough Sustainable Transport Package
NYCC LSTF - Core Elements**

Whilst the County Council believe that all the elements of the Harrogate and Knaresborough Sustainable Transport Package would make a significant contribution towards maintaining economic growth in Harrogate whilst reducing carbon emissions there are a number of elements to the package that either make a smaller contribution (Area 2, Radial 1, Radial 3) or have opportunities in the longer term for alternative funding sources (Area 1).

The County Council has therefore identified some core elements of the package which they would like to deliver should the bid be considered for 'partial funding'. The core elements are based primarily around the Areas and Radials identified in section C1 of the bid. And consist of the following;

Area 3 - Improving sustainable access to Harrogate town centre.

Harrogate town centre is one of the three largest employment areas in the town and contains the bus / rail stations, the Harrogate International Centre, most of the towns retail and tourist offer, significant areas of office accommodation, and immediately adjacent to the town centre a large proportion of the visitor accommodation. Concentrating on initiatives in this Area will help boost the both the local retail/ leisure sector and also the visitor economy including the important conference and exhibition events sector.

Radial 2 – Improving sustainable access on the A661 Wetherby Road.

This corridor forms the main road access to the town centre from the strategic road network (A1 (M) via the A59 and A658). Reducing the number of local trips on this corridor will help to reduce congestion issues and improve journey time reliability on this key corridor.

This will help to improve access to Harrogate town centre from the strategic road network, whilst also improving access to the Great Yorkshire Showground, which hosts a range of shows, exhibitions and business conferences.

Cross Cutting Initiatives

In addition to the above measures there are a small number of cross cutting (area wide) initiatives that, whilst bringing great benefits to the town centre and A661 Corridor, will also encourage more sustainable travel choices across Harrogate and Knaresborough.

Revised proposals for Harrogate LSTF Bid

A simplified summary of the package components (PCs) that are being suggested for 'partial funding' is outlined below.

PC1 Improvements to local bus infrastructure and technology

- At traffic signals on routes leading in to the town centre and on key radial routes including the A59, A661 and A61 we will upgrade bus pre-emption measures to improve bus reliability and punctuality. This will help to improve bus punctuality, benefitting bus users and helping to promote bus use as a means of accessing the town centre including the HIC.
- Improvements to bus infrastructure on the A661 Wetherby Road Corridor

PC3 Traffic signal enhancements

- Improvements to the junctions on the A661 that allow access to the Great Yorkshire Showground that will help to improve traffic flow and journey time reliability along the corridor.

PC4 Cycling

- Improvements to cycling infrastructure in and around the town centre to improve links with the existing network
- Increase the amount of safe and secure cycling storage in the town centre
- Improving cycling links from the Great Yorkshire Showground and the Wetherby Road Corridor to the town centre, and other areas of Harrogate, which will help to link the south eastern areas of Harrogate to the town centre and improve east west access across the town.
- Provision of a cycling and pedestrian map and also associate information for Harrogate detailing all cycling links and advisory cycle routes and pedestrian routes. This will be hosted online and will also provide a range of good practice, hints and tips to encourage cycling and walking in the town. This will be provided in partnership with the Harrogate Cycling Group.
- Upgrade and refresh of pedestrian and cycling signage across the cycling / pedestrian network outside of the town centre to help encourage more people to walk and cycle in Harrogate- especially these links that improve access to the town centre.

PC5 Pedestrian Improvements

- Improving pedestrian links from the bus and rail stations to other areas of the town centre, particularly the Harrogate International Centre and the key retail and commerce areas of the town.
- Improving signing and links from the HIC to the rest of the town will raise awareness of the other attractions in Harrogate, encouraging visitors and delegates to explore Harrogate further; helping to increase footfall and visitor spend in the town centre.
- Improving information provision and way finding for pedestrians and cyclists in and around the town centre making it easier to walk and cycle in this area.

PC8 Travel Planning and Marketing

- Developing information and materials and associated branding to promote sustainable access to the Harrogate International Centre, Great Yorkshire Showground and other conference and business visitor destinations across the town. This will include accurate information on passenger transport options, links to car sharing opportunities and information on event specific temporary park and ride sites and advised traffic routes.
- A targeted promotional and advertising strategy related to services on the A661, in partnership with bus operators to demonstrate that passenger transport is now easier to choose and easier to use highlighting the convenience of the new ticketing measures and the range of services currently on offer across the area.

Summary of where the elements from the package components will be implemented

	PC1	PC3	PC4	PC5	PC8
Area 3 Harrogate Town Centre	X	X	X	X	X
Radial 2 A661 Wetherby Road Corridor	X	X	X		X
Cross Cutting Measures	X		X	X	

Partial Funding Spend Profile

Project	Spend Type	2012/13 £000s	2013/14 £000s	2014/15 £000s	Total £000s
Area 3 – Harrogate Town Centre	Revenue	20	90	50	160
	Capital	40	240	245	525
	Total	60	330	295	685
Radial 2 – A661 Wetherby Road	Revenue	20	80	50	150
	Capital	13	225	200	438
	Total	33	305	250	588
Cross Cutting Measures	Revenue	0	40	10	50
	Capital	50	150	130	330
	Total	50	190	140	380
Grand Total		143	825	685	1653

Section A8 of the bid identifies the level of local contribution with NYCC originally setting a 'direct' local contribution of £500k capital for the bid and £10k revenue towards the travel planning and travel awareness initiatives. This local contribution will significantly compliment LSTF funding and will be used to further enhance the measures contained within this revised proposal.

This local contribution will remain and it is possible that it will be increased by a further £540k. This has been identified for upgrading traffic signals across the town including the town centre, A661 and on other key radial routes such as the A59 and A61.

All the 'indirect' local contributions will remain, including a contribution of almost £500K from Transdev for the upgrading of buses on the A661 Wetherby Road corridor and also a contribution towards Real Time passenger information displays within Harrogate Bus Station and public realm improvements within the town centre.

Boosting the Tourism Economy in Whitby and the Esk Valley NYCC / NYMNPA LSTF - Core Elements

The core element of the bid is the provision of a park and ride site and services. This is the element of the bid that the County Council believe will bring the greatest benefits to the local tourist economy whilst at the same time encouraging mode shift and the resultant carbon reduction.

Local businesses are very supportive of the P&R proposals with strong support expressed in the original consultation on the proposals including from local businesses and associations, such as the Whitby Hoteliers Association and the Whitby Museum. In addition, significant support was received from businesses on the West Cliff for routing of the park and ride service through that area. The 2010 consultation on the complementary parking measures also saw strong support from local residents and businesses with 70% of respondents being in favour of the principle of the parking measures and park and ride.

Furthermore, Welcome to Yorkshire's Area Tourism Director, Janet Deacon was involved in the development of the bid and along with the Yorkshire Coast Tourism Advisory Board welcomes the package of measures, which support sustainable growth in the tourism economy.

The County Council has prepared a detailed revenue business case for the long term (post LSTF) operation of the P&R site & services. Based on medium income scenarios from the bus fares and newly introduced parking charges this indicated that by 2017/18 the service would operate on a break even basis. On low and high income scenarios there is a small annual deficit or profit. On this basis the County Council have concluded that the P&R is viable in the longer term. This includes the operating costs of the P&R Hopper service. As stated in the original bid this is an experimental service. Should this not prove successful as a fall-back position the service might be discontinued. Should this be the case the revenue business case is extremely robust with a significant operating surplus for all three scenarios.


This business case has been developed based on experience gained through our operation of two park and ride sites in Scarborough. Whilst these sites are slightly different to the proposed Whitby site, in that they operate year round, they still are able to give us an appreciation of how the business will develop and also mean that we have a greater understanding of the issues inherent in operating similar park and ride services. A revised section C2 detailing the capital and revenue funding sought in the bid is included as table 1 below.

This includes measures that primarily benefit the tourism economy of Whitby as well as measures to benefit the tourist economy of our partner bidders the North York Moors National Park.

Table 1 - Revised section C2

Project	Spend Type	2012/13 £000s	2013/14 £000s	2014/15 £000s	Total £000s
Park and Ride Site Construction*	Revenue	0	0	0	0
	Capital	200	2108	500	2808
	Total	200	2108	500	2808
Introduction of parking measures	Revenue	0	0	0	0
	Capital	238	209	0	447
	Total	238	209	0	447
Park and ride site operation	Revenue	0	0	70	70
	Capital	0	0	0	0
	Total	0	0	70	70
Hopper service operation	Revenue	0	0	100	100
	Capital	0	0	0	0
	Total	0	0	100	100
Park and ride and hopper service marketing	Revenue	0	25	25	50
	Capital	0	0	0	0
	Total	0	25	25	50
Plugging the gaps on the ROW network	Revenue	0	0	0	0
	Capital	100	86	0	186
	Total	100	86	0	186
Grand Total		538	2428	695	3661

 - Elements of the project intended to boost the tourist economy of Whitby

 - Elements of the project intended to boost the tourist economy of the North York Moors National Park

The local contributions towards the package elements remain:

- £500k capital contribution from NYCC to the Park and Ride site
- £682k revenue contribution to the site and service operating costs
- £55k contribution from the North York Moors National Park Authority towards the ROW network works

Strategic Economic Plan Programme of Schemes

Summary of scheme prioritisation

Category	Priority					
	Priority 1		Priority 2		Priority 3	
	Scheme	LEP contribution	Scheme	LEP contribution	Scheme	LEP contribution
Strategic transport corridors / connections	Essential junction improvements in Harrogate & Knaresborough (Harrogate BC)	£1.2m	A59 Kex Gill improvement - A59 package (County Council)	£23.5m	Improvements to the A64/York Road junction Tadcaster (County Council)	£7.1m
	A64 York to Scarborough road improvements (various)	£50m plus	Haxby station (City of York)	£5.1m	Improvements to the A64/Leeds Road junction Tadcaster (County Council)	£7.1m
	A1079 corridor improvements - Pocklington to York (East Riding & City of York)	£12.1m	Scarborough station front (County Council)	£2.1m	North Yorkshire & York connectivity package (City of York)	£1.9m
	Improvements to the A64/A162 Tadcaster junction (County Council)	£7.1m			Interurban bus corridor improvement package between North Yorkshire & Leeds City Region / Tees Valley (County Council)	£9.2m
	Signalisation of A1/A59 Allerton Park junction in Harrogate - A59 package (County Council)	£6m			Seamer station (County Council)	£6m
	Contribution to Harrogate line development - including improvements to station access and Harrogate bus/rail interchange re-development (County Council)	£6m			M65 Corridor to South Craven (Craven DC)	No scheme identified
	A1237 York Northern Outer Ring Road improvements (City of York)	£30m			Harrogate Northern Relief Road - A59 package (County Council)	TBC

	A6136 Catterick Garrison improvements (Richmondshire DC)	£1.75m			Climbing lanes on the A59 at Killinghall and Blubberhouses east - A59 package (County Council)	TBC
					A64 Musley Bank Junction upgrade, Malton (Ryedale DC)	£4.5m
Local sites - unlock employment/housing	South Skipton employment site (Craven DC)	£5.65m	Broughton Hall expansion near Skipton (Craven DC)	£0.9m		
	A64 junction upgrade at FERA, Sand Hutton (Ryedale DC)	£6.3m	Kirkbymoorside – improvements to access roads to facilitate expansion of high-tech engineering firms (Ryedale DC)	£0.6m		
	Access Infrastructure for Business & Technology Park, Agri-business park and Livestock Market, off A169, Malton (Ryedale DC)	£1.4m	Dalton industrial estate – access improvements (Hambleton DC)	£2.5m		
	North Northallerton Link Road (Hambleton DC)	£6m	Access and servicing infrastructure to unlock development of Pickering employment land (Ryedale DC)	£1m		
			Malton & Norton accommodating growth: general package of measures (Ryedale DC)	£0.85m		
Town centre improvements / addressing congestion issues			Starbeck level crossing (County Council)	£1.5m	Redevelopment of Malton public transport interchange (Ryedale DC)	£0.5m
			Transformation of Bentham town centre (Craven DC)	£0.2m	Selby bus/rail interchange re-development (County Council)	£5m

Maintenance of existing transport network	Newland bridge (East Riding)	£1.45m	A63 Selby bypass – exceptional major maintenance scheme (County Council)	£5m	Craven greenways (Craven DC)	£1.0m
	Maintenance of category 4 roads serving primary growth centres in North Yorkshire (County Council)	£24m	Maintenance of category 4 roads serving secondary growth centres in North Yorkshire (County Council)	£26m		
	'A' Road highway maintenance scheme East Riding (East Riding)	£16.7m				
Total		£175.65m		£69.25m		£42.3m+

Chapter 3 – Passenger Transport

3.1 Rail

3.1.1 Introduction

There have been two significant Government announcements followed by consultations that will have an impact on rail services in North Yorkshire.

High Speed Rail

At the end of the last administration consideration of a high speed rail network was being discussed in parliament and with all party support the then Labour and subsequent coalition governments articulated the ambition to build a High Speed Rail (HS2) network from London to the North of England.

HS2 Phase 1 would see a new high speed line from London to the Midlands, to be completed by 2026, and this passed through parliament with the Royal Assent of the High Speed Rail (Preparation) Bill in November 2013. HS2 Phase 2, the extension of the high speed network beyond the Midlands, with a Y shaped route to Manchester and Leeds, is due for completion by 2033. The preferred route for this and the connections to the West and East Coast Mainlines was published for consultation in the summer 2013.

Rail Decentralisation

In March 2012 a Command Paper – “Reforming our Railways: Putting the Customer First” was published, followed by a consultation on “Rail Decentralisation - Devolving decision-making on passenger rail services in England”.

The two documents led to an Expression of Interest from West Yorkshire Passenger Transport Executive (Metro), Transport for Greater Manchester (TfGM) and South Yorkshire Passenger Transport Executive (SYPTTE) in June 2012 to devolve rail powers to the North through a new body known at the time as ‘Rail in the North Executive’ and subsequently ‘Rail North’.

Rail North also commissioned the development of a Long – Term Rail Strategy for the North. Various drafts have been considered and the Strategy will be issued for approval by the North’s Local Transport Authorities in summer 2014. It is anticipated that this will provide a policy framework for the development of the rail network and services across the North over the next 20 years.

York-Harrogate-Leeds Rail Line

In late 2011 it was becoming clear that there was a good opportunity to develop a business case for investment in the railway line between York, Harrogate and Leeds. Network Rail were planning to modernise the infrastructure on the route between York and Harrogate, following on from similar work between Harrogate and Leeds. There had also been concerns from stakeholders along the line regarding the lack of investment, the relatively long journey times and the quality of the service particularly the rolling stock. In early 2013 North Yorkshire County Council, Metro, City of York Council and Harrogate Borough Council set out High Level Outputs for the line and agreed jointly to fund further analysis.

3.1.2 High Speed 2 (HS2)

In January 2013 the Government announced (with all party support) the development of a High Speed Rail Network from London – Birmingham with a link to the West Coast Main Line (Phase 1) to be built by 2026, followed by (Phase 2) the Y Network linking Birmingham – Manchester (and onto the West Coast Main Line) and Toton – Meadowhall - Leeds (and onto the East Coast Main Line) to operate from 2033.

The main messages at the time were:-

- The economic benefits – worth £50bn
- The creation of jobs during construction and once built
- The need for better connectivity between the major cities
- The need to accommodate a growing population and importance of improving North / South links
- Provide additional capacity on the rail network (particularly in and out of London)

In July 2013 the Government launched the consultation 'High Speed Rail: Investing in Britain's Future' with a closing date for consultation of 31 January 2014. This set out the preferred HS2 route from the Midlands north to Manchester and Leeds with connections to the "classic networks" on the West and East Coast Main Line, details of the link can be found at http://www.hs2.org.uk/phase-two/route-consultation/document-library?phase2_consultation=643

The County Council's Executive considered the matter on 21 January 2014 and resolved to support the HS2 initiative and to engage in a productive way with HS2 Limited and Department for Transport officials. The following provides a summary of the main points from the County Council's consultation response:-

- Suggestion to build from the North to ensure maximum benefit for our area;
- Invest early and maintain investment for existing network, in particular East Coast Mainline to enhance services and reliability;
- Address concerns about the route, in particular the impact on local communities where HS2 joins and travels along the classic network;
- Ensure compensation arrangements properly compensate residents and businesses that are affected;
- Keep control of costs and bring the project in on time and on budget.
- There should be no detrimental impact on frequency, journey times or connectivity to any of the rail services that serve North Yorkshire in the lead up or as a result of the introduction of HS2. For North Yorkshire the links across the North whether city links or local services are as important as our links to London and these must be maintained and improved. The major rail investment planned in the years up to HS2 needs to ensure that connectivity with HS2 is optimised.

The complete North Yorkshire County Council response to the consultation can be found at https://www3.northyorks.gov.uk/n3cabinet_exec/reports_/20140121_/06highspeedrail/06highspeedrail.pdf

3.1.3 Rail Decentralisation - Devolving decision-making on passenger rail services in England

In March 2012 the Government issued the Command Paper – "Reforming our Railways: Putting the Customer First". Within this document the Government put forward the concept of Devolving rail decisions to a Local Level and commented that:

“We believe in transferring power and responsibility to the appropriate local level, scaling back Whitehall’s command and control structure. In rail, this would mean giving communities the opportunity to take more decisions about the local services they require, and to have transparency over the cost of such services in comparison with other solutions to local transport priorities and wider local objectives. It would mean allowing the rail industry and local partners to lead delivery, and to deliver services that meet the needs of local communities and rail passengers.”

Alongside the Command Paper the Government also started consultation on “Rail Decentralisation - Devolving decision-making on passenger rail services in England”. This consultation signalled the Government’s intention to put local communities back in control of the decisions and services as part of the localism agenda. It also sets out the Government’s approach to more local decision-making on local railways and transferring powers and responsibilities to the appropriate local level, and scaling back central government control.

The County Council’s response to this consultation supported devolution but with the following caveats:

- Protect Local Authority interests and influence; our principal concerns were to ensure there was proper democratic accountability and that financial risks were quantified and managed.
- that the DfT continued to be involved up to the letting of the new “Northern” franchise and beyond
- protect the capability to operate a railway
- the creation of a base line of services, at current levels, that ensures no reductions in level of rail services in the future or if there needs to be then a process is developed.

Following this consultation an Expression of Interest led by West Yorkshire Passenger Transport Executive (Metro), Transport for Greater Manchester (TfGM) and South Yorkshire Passenger Transport Executive (SYPTTE) was submitted in June 2012 and later supported by all of the Local Transport Authorities in the North of England which set out a proposition for rail devolution in the North. The objectives were to:-

- Support Economic Growth
- Improve the Quality of the Railways
- Make the railways more accountable
- Deliver a more efficient railway

Over the following year a new body called Rail North consisting of the five Northern Passenger Transport Executives (PTEs) and thirty-three Local Transport Authorities, commenced work on a Long-Term Rail Strategy for the North. This strategy will form one of the base documents for the future. The proposition and business case for devolution was developed further and this was delivered to Government in September 2013. The Government responded in November 2013 by announcing the creation of a partnership between the DfT and Rail North rather than fully devolving powers to the North. The Partnership Principles include arrangements to ensure that the future Northern and Transpennine franchises commencing in February 2016 will be jointly designed and managed, whilst meeting the original objectives and principles of devolution.

North Yorkshire County Council with the other local transport authorities in the North support the principles of rail devolution for the North and have been working with the PTE’s and the DfT to develop workable and democratic processes for Rail North and the DfT Partnership.

3.1.4 Long – Term Rail Strategy for the North

Rail North has been developing a Long-Term Rail Strategy for the North. This will aim to inform policy and investment for development of rail services across the North over the next 20 years and will inform future decision making by the Rail North / DfT Partnership and other organisations such as Network Rail and their Long-Term Planning Process.

Rail in the North serves complex and diverse communities, cities and regions with:-

- 15 million population
- 25% of UK GVA
- 534 stations in the North, 21% of the UK total
- 10 franchised and 2 open access operators
- Approximately 173 million passengers per year in 2011/12
- 66% growth in patronage from 2002 to 2012
- Freight flows to and from the North are more than the rest of the Country combined

The over-arching objective of the Strategy is to strengthen economic growth in the North, with the following key objectives:-

Connectivity

- Targeted improvements to journey times
- Improved frequencies
- Faster end to end journeys

Capacity

- On train to tackle overcrowding
- On track to meet additional demand for passenger and freight

Customer focused

- A more coherent and user friendly network
- Defined categories of train services
- Simpler fares

Cost effectiveness

- Lower running costs for freight and passenger services
- A more efficient network

Public consultation took place throughout 2013 on an early draft and approval for the final document will be sought from Local Transport Authorities in summer 2014. The County Council have supported and welcome the work carried out so far as the outcomes will benefit the County. More information about Rail North and the Long-Term Rail Strategy can be found at <http://www.railnorth.org/>

3.1.5 York – Harrogate – Leeds Railway Line

The Leeds - Harrogate - York rail line provides East – West connectivity between Leeds City Region and the City of York via the towns of Harrogate and Knaresborough. The line covers a mixture of environments, from urban inner city areas with relatively short gaps between stations (south of Horsforth and Hornbeam Park to Knaresborough), compared with the rural isolated stations elsewhere on the line in North Yorkshire.

With the exception of Leeds and York, Harrogate and Knaresborough represent the other major attractors on the route. All other stations are relatively small and other than Horsforth are unstaffed. Many of these smaller stations however have significant catchment areas, primarily due to good road accessibility to / from the A61 and A59.

Figure 2 – Stations on Leeds-Harrogate-York Rail Line



The North Yorkshire stations along the line have double the footfall (just under 2.4 million – Office of the Rail Regulator footfall figures for 2011/12) of any other line in North Yorkshire, it is also one of the fastest growing in North Yorkshire, patronage having grown 20% in the last 5 years, despite under investment, relatively slow journey speeds and perceived poor quality of service and reliability.

There has been a long-term aspiration to make improvements to the line and in 2012 it became clear that due to a number of factors, including planned investment by Network Rail it was the right time to develop a business case to transform the line. During the early part of 2012 stakeholders set out Conditional Outputs for the line. These are:-

Connectivity

- Increased frequency with a target of 15 minute even-interval frequency Leeds – Harrogate. 30 minute frequency between Harrogate and York. Frequency includes Saturday and Sunday, and evenings.
- Improved journey times from Harrogate to Leeds and Harrogate to York with an in-train station to station journey time equivalent to 75% of off-peak car travel times, representing 20% reduction in journey times.
- Improved connectivity across the UK via Leeds and York especially to London, including direct services.
- Extended hours of operation (mornings / evenings and particularly weekends).

Capacity

- Sufficient capacity to meet continuing passenger demand growth.
- To accommodate rising demand from local land use development / economic interventions planned along the line and how these plans are being phased.
- Accommodate rising demand from other growth drivers, e.g. access to employment, education and health.

Performance

- 92.5% of York – Harrogate services and 95% of Harrogate – Leeds should arrive within 5 minutes of planned time, and with aspirations for higher reliability where it can be delivered.

With the Conditional Outputs agreed, North Yorkshire County Council, Metro, City of York Council and Harrogate Borough Council agreed to fund the development of a Department for Transport compliant business case for future investment (including overhead electrification) in the York – Harrogate – Leeds railway line. The Business Case was finalised in October 2013 and the key facts were:-

- The core Benefit to Cost Ratio (BCR) for improvements to the Leeds – Harrogate – York Rail Line, at a forecast capital cost of £93.34m, is 3.61 and rises to 4.27 with wider benefits, represents very high value for money.
- The best case scenario achieves:

- Service frequency doubled across the whole route, together with early morning and later evening journeys are possible.
- End to end journey time reductions of 15 minutes (or around 19%)
- Generates a positive financial return over the life of the scheme.
- Long-term cost-reduction of operating the line, and with lower cost electric multiple units a positive Revenue : Cost ratio of 1.25.
- Over 13 million annual vehicle kilometres are removed from the highway network, with associated social, environmental and safety benefits, along with time benefits for existing road users.
- The scheme significantly enhances connectivity and economic productivity between employment, labour and international visitor markets in Leeds, Harrogate and York; driving both local and international competitiveness.
- Fast connectivity to both the East Coast Main Line and Trans Pennine Express at Leeds and York is secured, supporting the existing travel to national economic centres and international gateways together with future High Speed 2 (HS2) networks.

The Business Case was presented to Government in November 2014 and has been viewed very positively and was at the top of the list of the routes to be examined by the Electrification Task Force announced by the Department for Transport. To build on the early findings and help support the Business Case for electrification and also being aware of Network Rail's programme of investment in modernisation of the line (re-signalling, replacement of level crossings and gauge clearance), North Yorkshire County Council prepared a bid to the Local Transport Body for major scheme funding to carry out necessary re-doubling of part of the line east of Knaresborough. In 2013 the Local Transport Body and the North Yorkshire, York and East Riding LEP supported the bid and approved £9.6m of funding to invest in re-doubling by 2019 to help facilitate some of the Conditional Outputs mentioned earlier. North Yorkshire County Council is committed to the modernisation of the line and is working with DfT and Network Rail to achieve this.

For further information on the Business Case see <https://www.wymetro.com/harrogate/>

3.2 Bus Strategy

3.2.1 Introduction

North Yorkshire County Council is already committed to saving £92m over the four years to 31 March 2015. Following recent announcements by the Government it now needs to find a further estimated £70m between 2015 and 2019.

Members of the Council have agreed to start a number of public consultations on its proposals for saving this money. Earlier this year the Council did some general consultation to gauge public support for reducing expenditure in particular areas, and found that reducing spending on concessionary fares and public transport were ranked high at that time. Whilst the Council is still committed to investing in public transport we have to look at reducing the amount of money we spend to support bus services in the county with a target to bring spending down to £1.5m. No decision on the withdrawal of bus subsidies will be taken without careful consideration of the impact and the results of comprehensive consultation process.

3.2.2 Context: Local Bus Services

80% of the passengers carried on bus services in North Yorkshire are carried on services provided by private bus companies on a commercial basis without subsidy. They are free to decide which routes they run, what fares they charge, how frequent the service is and when and how it is changed. The Council has no responsibility for and little influence over these services. Changes to these services, including the withdrawal of the whole service, can be

made by giving 56 days notice to the Traffic Commissioner and there is no requirement to consult with users or the Council.

Under the Transport Act 1985, the Council has a duty to: “secure the provision of such public passenger transport services as the Council considers it appropriate to meet any public transport requirements within the county which would not, in their view, be met apart from any action taken by them for that purpose.” This means we have to identify public transport requirements which would not otherwise be met and then provide what is needed. The Council is entitled to take account of the funding available when deciding what is needed and where.

At present we spend £4.4m a year on subsidising the network that carries 20% of bus passenger journeys which are not commercially viable. They are provided by private bus companies and are referred to as subsidised services because the Council pays the difference between the cost of providing the service, the fares paid by passengers and reimbursement for concessionary fares paid by the Council. We use competitive tendering to get the best price for these services. We also work with the Community and Voluntary sectors to enable them to provide alternative services such as Volunteer Car Schemes and Dial a Ride services.

In 2012/13, 3.3m passenger journeys were made on our subsidised services – the average subsidy per passenger journey then was £1.35. In most cases the services subsidised by the Council are the only ones available to the communities they serve.

In 2006 we produced a bus strategy which explains how and when we would consider providing funding for bus services. This was reviewed as part of developing our Local Transport Plan in 2011. The Bus Strategy gives priority to providing journeys to work, education, health and shopping and personal business. As part of the consultation process we engaged in considering proposals for bus subsidy, we will update this bus strategy, and the following sections set out these changes.

3.2.4 Policy Context

In revising our bus strategy we also need to reflect local and national policy and in this regard recent important national policy papers with an impact on public transport have been released by government:-

Transport for Everyone – an action plan to improve accessibility (December 2012)

This outlines government priorities for working together with operators, local councils and voluntary sector organisations to improve people’s everyday experience of public transport, particularly those with disabilities.

Door to Door Strategy (March 2013)

This sets out the view that a modern transport infrastructure is central to improving wellbeing and quality of life. Our vision is for an inclusive, integrated and innovative transport system that works for everyone, and where making door-to-door journeys by sustainable means is an attractive and convenient option.

We aim to make the transport sector greener and more sustainable, to promote growth and reduce carbon emissions. Central to this is encouraging and enabling more people to make more of their door-to-door journeys by sustainable means: public transport, supported by walking and cycling.

Transport an Engine for Growth (August 2013)

‘Transport is an engine for growth and essential for everything we do. When transport slows, everything slows. When it stops, everything stops. High-performing networks are essential for the UK to compete in the global race.’

‘As a compact, well-connected island, transport should be one of our advantages. Instead, in recent decades we have been falling behind other countries. Parts of the UK’s transport systems are as good as anywhere on the planet. For example, the Victoria line in London now runs 33 trains per hour at the busiest times, and our road networks are consistently ranked amongst the world’s safest. However, many other parts need improvement.’

The paper later sets out priority for sustainable transport and the preservation of key services while giving local communities more say:

‘In a tough Spending Round, transport will have to achieve savings and greater efficiency, but we will ensure that funding for key services on which people and businesses depend is protected. This includes funding in 2015/16 for buses, which are vital for helping people get work and supporting those with lower incomes.’

We will protect funding for buses in 2015/16 and give local authorities more say over how this funding is used. From January 2014, rather than paying all Bus Service Operator Grant (BSOG) directly to bus companies, we will pass to local councils outside London the subsidy that relates to services they pay for to allow decisions to be taken locally on how it should be spent.

In addition, we will support more local transport authorities outside London to set up Better Bus Areas to encourage councils and bus companies to work together to improve services and boost passenger numbers. In these areas BSOG for all services will be paid direct to the local authorities, rather than operators, together with a 20% top-up payment.

3.2.5 Revised Bus Strategy

Taking the need to reduce expenditure and with regard to national policy priorities the council has consulted on an overall strategy and for a range of measures to reduce expenditure.

This was subject to a very extensive consultation and scrutiny process before the council supported recommendations for areas of reduction or withdrawal of subsidy for bus services. The outcome of this will reduce expenditure on local bus services by approximately £2m pa, but to meet additional savings targets for 2015/16 and beyond the council will further review its subsidised bus network with a view to establishing the minimum practical network that will support the overall objective of maintain access to essential services and facilities.

3.2.6 School Transport Services

In 2011 the Council agreed that we should review all subsidised home to school transport provision to ensure greater fairness and equality in provision. We are now proposing changes to the schools transport network which caters for fare paying school children who are either going to their normal school but live under the statutory distance or are going to a preferred school. As part of this proposal we will assess the overall impact on the Council’s funding and the continued viability of schools and this will form part of our final report in January 2014.

3.2.7 Bus Strategy

Our overall strategy is to ensure that as many communities as possible continue to have access to a public or community transport service and that these services give value for money. Our first priority is to provide services which meet the day-to-day transport needs of local communities.

The following describes our approach to deciding whether to provide a subsidy and is reflected in the Bus Strategy.

- Performance – looking at the extent to which our contracts represent value for money. This is defined as contracts that do not cost more than £6 per passenger journey, or where a journey carries fewer than 3 passengers on average.
- Service frequency – reducing costs by maintaining services but with fewer journeys. This is generally meant to be that we will not tender services at a frequency of greater than two hourly, but also means reducing the number of days a service operates in some cases
- Subsidy for Town Services – withdrawing subsidy for town services. It is felt that because the average passenger journey length for these services is approximately 1.5km then people are able to access the services and facilities they need by other means (walking, cycling, taxis etc), and because these services were heavily used, there was an opportunity for these to be continued on a commercial basis with no subsidy from the council. Where this would not be possible for some people, we would work to develop a community led transport service.
- School Transport services for fare paying students – These measures are designed to move the burden of cost to parents where they exercise their right of choice in the selection of the school they wish their children to attend, and ensure that if we procure such services, they would represent good value for money.
- Not provide services which take pupils to a school which is not the normal school for their home address (a preferred school).
- Not provide services for non-entitled fare paying pupils to the normal school where the subsidy per passenger journey is more than £1.50.
- Where we are able to provide fare paying services to a school the minimum fare will be £1 per journey.

Chapter 4 - Transport and Public Health

4.1 Introduction

4.1.1 The County Council's new public health duty

The 2012 Health and Social Care Act transferred the responsibility for public health to local authorities from April 2013. The County Council now has a key role in working to improve the health of residents of North Yorkshire through the Health and Wellbeing Board and partnership working with Clinical Commissioning Groups (CCGs).

The North Yorkshire Health and Wellbeing Board works to better the health and wellbeing outcomes of people in the area and is a forum for local commissioners across the NHS, public health and social care. The Board is responsible for producing the Health and Wellbeing Strategy¹ based on the Joint Strategic Needs Assessment² and performance manages health outcomes which are measured in the Public Health Outcomes Framework. The Director of Public Health (a senior officer in the Health and Adult Services Directorate) undertakes the role of coordination in order to protect the health of the local population.

4.1.2 Public health links to transport

Public health focuses on both individual lifestyle choices and the wider determinants of health through the following key areas:

- Health improvement – promoting healthier lifestyles, increasing life expectancies and reducing health inequalities between different groups in society.
- Health protection – preparing for emergencies and preventing the spread of infectious diseases and environmental hazards.
- Health services – planning health services based on the needs of the population.

The County Council's approach to the following transport related areas impacts on the public health of the population of North Yorkshire: road safety; active travel (walking and cycling); and the environmental impacts of traffic. Public health considerations are already embedded throughout the main Local Transport Plan 2011-16 (LTP3) report and appendices with further detail provided in this chapter. It is also recognised that the County Council now has a number of public health commissioning responsibilities and several of these have links to transport: increasing the levels of physical activity in the local population; tackling social isolation; and reducing the public health effects of environmental risks and impacts.

This chapter of the LTP 2011-16 mid-term review will outline existing public health policy and identify the main links between public health and the County Council's transport strategy, objectives and delivery plan as set out in the LTP3. This chapter will also outline the County Council's approach to integrating transport and public health policy and strategies by building on what we are already doing in LTP3.

¹ North Yorkshire Joint Health and Wellbeing Strategy 2013-2018 <http://www.nypartnerships.org.uk/>

² North Yorkshire Joint Strategic Needs Assessment 2012 Report <http://www.nypartnerships.org.uk/>

4.2 Policy context

4.2.1 Public Health Related Transport Policy

Recent Government policy has placed an increasing emphasis on the health benefits of active travel. In January 2011 the Department for Transport and Department of Health released the joint guidance 'Transport and Health Resource: Delivering Healthy Local Transport Plans'³. The report outlines the advantages of health conscious transport planning including the benefits of increasing physical activity by walking or cycling in place of car use and also the impact of road safety improvements in reducing fatal and serious injuries. The guidance points out that public health commissioning responsibilities can assist with devising measures to increase daily activity for example, through promoting school age active travel.

The National Institute for Health and Care Excellence issued guidance in November 2012 promoting walking and cycling⁴. This report highlights the reduction in congestion, air pollution and carbon emissions that can be achieved by encouraging active travel and the resulting improvements to health and wellbeing as well as benefits to the local economy.

Public Health England and the Local Government Association produced a joint briefing in 2013 titled 'Obesity and the environment: increasing physical activity and active travel' which included evidence on the importance of implementing tools within the local transport plan to increase walking and cycling.⁵

The government recognises the economic benefits of encouraging active travel modes. A 2011 Transport for London⁶ study found that people walking to a town centre spent an average of £93 per week there compared with £56 for car drivers or passengers. Recent research also indicates that for every £1 spent on cycling provision the NHS recoups £4 in reduced health costs while the economy 'makes' 35p profit for every mile travelled by bicycle instead of car.⁷

The Department for Transport has in recent years demonstrated support for sustainable travel measures by providing funding, including through the 'Links to Communities' fund. Between 2011 and 2015 the Government, through the Local Sustainable Transport Fund (LSTF), is contributing £560 million in grant funding to transport authorities in England for sustainable travel measures to help reduce carbon emissions and support economic growth through projects to improve walking and cycling infrastructure, provide better traffic management, improve road safety and encourage modal shift. The County Council was successful in obtaining funding for two LSTF⁸ packages and further detail is provided in this Chapter and Chapter 2 of this document.

³ Transport and Health Resource – Delivering Healthy Local Transport Plans <http://www.gov.uk/>

⁴ NICE Public Health Guidance 41 - Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation November 2012 <http://guidance.nice.org.uk/>

⁵ Public Health England & Local Government Association November 2013 'Healthy people, healthy places briefing – Obesity and the environment: increasing physical activity and active travel' <http://www.gov.uk/>

⁶ Transport for London (2011) Town centre study 2011. London: Transport for London

⁷ Burgess, K. (2013) Going Dutch on cycling could cut £1.6bn a year from health budget <http://www.thetimes.co.uk/> [Accessed 17 January 2014]

⁸ Further information on the LSTF projects is available at: <http://www.northyorks.gov.uk/>

4.2.2 Transport Related Environmental Policy

Air Quality

The Department for Environment, Food and Rural Affairs (Defra) has recently consulted with local authorities regarding options to improve Local Air Quality Management in England. Local air quality monitoring and management is primarily the responsibility of district councils. However, where an air quality action plan is being prepared for a designated Air Quality Management Area (a defined area where there is a recognised air quality issue) county councils have a statutory duty (Environment Act 1995, Part IV s.86) to participate in action plan development by submitting proposals which aim to assist in the achievement of air quality standards, particularly in cases of transport related air quality problems. Defra consider that the current level of local air quality reporting distracts resources from air quality improvement and therefore aim to change from a focus on review and assessment towards action planning together with increased public health input. This would place a greater responsibility on district councils and also the County Council, as the local authority with statutory duties for both public health and the local highway network, to develop action planning and report on the measures taken to improve air quality.

Noise

Defra's Noise Policy Statement for England⁹ identifies that noise exposure can cause annoyance and sleep disturbance which in long term cases can cause adverse health effects. The European Commission Environmental Noise Directive (2002/49/EC) requires member states to draw up strategic noise maps identifying local noise issues. Following the identification of local noise issues the 'competent authorities' are expected to draw up an action plan to reduce noise. This directive does not set any noise limit values (unlike for air quality) nor prescribe specific measures that should be taken to reduce noise. In accordance with the Environmental Noise (England) Regulations 2006 (as amended) Defra have produced strategic noise maps for England which estimate (through computer modelling) noise levels near major roads, railways and airports as well as the main centres of population. Where significant local noise issues are identified Defra will work with the relevant local authorities (including local highway authorities) to consider whether any action to reduce noise is appropriate and/or deliverable.

4.2.3 Overview of North Yorkshire Public Health Policy

As outlined in the introduction to this chapter the North Yorkshire Health and Wellbeing board is responsible for producing the Health and Wellbeing Strategy¹⁰ based on the Joint Strategic Needs Assessment¹¹. The 2012 Joint Strategic Needs Assessment (JSNA) provides analysis of the current and future health and wellbeing needs of individuals and communities in North Yorkshire. The JSNA identifies health inequalities and key issues within the County by examining available health indicator data including transport related issues such as the number of people engaged in physical activity and road traffic collisions.

⁹ Noise Policy Statement for England Department for Food Environment and Rural Affairs March 2010 <http://www.defra.gov.uk>

¹⁰ North Yorkshire Joint Health and Wellbeing Strategy 2013-2018 <http://www.nypartnerships.org.uk/>

¹¹ North Yorkshire Joint Strategic Needs Assessment 2012 Report <http://www.nypartnerships.org.uk/>

The data analysis included in the JSNA feeds into the Joint Health and Wellbeing Strategy 2013-2018 which sets out the overarching vision and strategy for health and wellbeing in North Yorkshire. The Strategy recognises the challenges specific to North Yorkshire including the rural nature of the county which can lead to social isolation and difficulties delivering services efficiently. The commissioning intentions of the six Clinical Commissioning Groups (CCGs) which cover the North Yorkshire area must also align with the strategic objectives of the Health and Wellbeing Strategy.

An annual report is produced by the Director of Public Health which provides a snapshot of public health needs in North Yorkshire and highlights key recommendations.¹² The 2013 report 'What is Public Health?' has a number of recommendations for actions to improve health and wellbeing in North Yorkshire. One of the key recommendations is to ensure that the public's health and wellbeing should be a "central consideration in the decision-making of all of the organisations and agencies within North Yorkshire; particularly North Yorkshire County Council, the clinical commissioning groups and the district councils, recognising that public health is about the big picture in our society not just individual choice and behaviour." It is therefore important that public health remains a key consideration in the County's local transport plan.

4.3 Local Transport Plan 2011-16 and public health

Public health considerations are already embedded throughout the main LTP 2011-16 report and appendices with various sections referring to road safety, active travel, social isolation, and the environmental effects of transport. There are several key outcome indicators which are public health related including air quality management area pollutant levels, road safety statistics and modal share of journeys to school. Details of the LTP3 key outcome indicators are included in Chapter 5 of this report. Local Transport Plans are required to be assessed through a Strategic Environmental Assessment (SEA) and addressing human health is a key requirement of the SEA. Further detail on the Strategic Environmental Assessment is available in Chapter 6 of this report. There is also a statutory duty to assess health impacts within the equalities impact assessment of Local Transport Plans and therefore the LTP3 has already been fully considered in terms of the health impacts.

The transfer of responsibility for public health to local authorities will also assist in further strengthening the links between transport and public health policy. The designation of the Director of Public Health as the senior officer responsible for coordination with the Business and Environmental Services directorate and the appointment of a Public Health Project Officer with a remit that includes liaison with Business Environmental Services (including in relation to transport policy and road safety) will help to facilitate early engagement and improved coordination between the directorates. This section outlines how the County Council's transport strategy, objectives and delivery plan set out in LTP 2011-16 already aligns with North Yorkshire's public health priorities, and also identifies the ways in which public health and transport policy will be integrated further in the four key areas of: road safety, active travel, social isolation, and the environmental effects of transport.

¹² Report of the Director of Public Health for North Yorkshire <http://www.nypartnerships.org.uk/>

4.3.1 Road safety

One of the five objectives of the LTP3 is safety and healthier travel which aims to improve transport safety and security as well as promoting healthier travel. The LTP3 identifies several groups and issues that require particular attention in terms of road safety including older drivers (as the population of older people is set to rise in the County) and younger drivers who feature highly in the numbers of killed and seriously injured generally as a result of their relative lack of experience and road skills as well as the likelihood of riskier driving behaviour. Road safety remains a statutory duty of the County Council and since 2011 we have continued to use a range of methods with the aim of improving road safety. This includes the continuation of the York and North Yorkshire Road Safety Partnership '95 Alive' through which the County Council has taken a lead role in reducing road casualties in North Yorkshire through coordinated multi agency education, engineering and enforcement measures. The Road Safety and Travel Awareness Officers continue to work with road users in North Yorkshire to deliver road safety education, training and publicity. The partnership takes a targeted approach that focusses resources and expenditure on the highest risk groups, routes and on those who are most vulnerable to involvement in a collision. This approach has resulted in road safety improvements. There have been established road safety improvements since 2007 and over the last 3 years there has been a continuing downward trend in the number of people killed or injured in road collisions in the County.

Public Health are represented on the 95 Alive officer working group and the Director of Public Health is the designated senior lead officer who represents public health on the partnership's steering group. The County Council will continue to strengthen links between all lead partners including public health. The public health team bring a different perspective on road safety which will be beneficial to achieving a further reduction in casualties, for example, the public health team could review and benchmark future road safety strategy against public health guidance on road safety including World Health Organisation guidance.

There has been much recent debate amongst road safety and environmental commentators about the relative benefits of introducing 20mph zones. One recent report suggests that the implementation of 20 mile per hour speed limits in predominantly residential areas where 30 mph ones have usually been in place would save lives, prevent injuries and reduce health inequalities¹³. The report suggests that lower traffic speeds may also bring benefits in terms of reduced traffic congestion and air pollution and encourage more individuals to walk or cycle. The report suggests that a small amount of resources could fund the introduction of 20mph signs and assist in the longer term challenge of changing perceptions of appropriate driving speeds, as it is recognised that enforcement alone will not necessarily change driver behaviour. The County already has several locations where 20mph zones are in place but their effectiveness in practice is not yet clear. More research is required to determine whether the anticipated benefits would be forthcoming before funding the introduction of further 20mph limits within the County. During the next LTP period it is recommended that the Business and Environmental Services and Health and Adult Services directorates work together, through the 95 Alive partnership, to investigate the potential effects of introducing 20 mph speed limits. This should involve a broader review of the available evidence and, where resources allow, this could involve funding a study or facilitating University based research into the impact of current 20mph zones and the effects of introducing 20mph limits more widely in North Yorkshire.

¹³ Dorling, D. (2014) '20 mph speed limits for cars in residential areas, by shops and schools' in *If you could do one thing...* British Academy for the humanities and social sciences

4.3.2 Active Travel

The benefits of encouraging active travel (e.g. walking and cycling) are recognised in the 2011-16 LTP and we will continue to encourage people to choose healthier and more sustainable types of travel such as walking, cycling and public transport (particularly on shorter trips) by communicating the health, financial and environmental benefits. Since the time of publishing the 2011-16 LTP there have been significant developments in terms of funding for sustainable travel. At the time of writing the third LTP the full details of the Local Sustainable Transport Fund were not yet available and the 2014 Yorkshire Grand Depart of the Tour de France were not yet on the County Council's horizon, however over the next 12 months they will form an important part of the County Council's approach to sustainable and active travel.

The County Council produced a Sustainable School Travel Strategy as part of the requirements of the Education and Inspections Act 2006, which places a duty on local authorities to promote sustainable travel to school. This strategy is currently being refreshed. This has involved liaison between various County Council directorates including Health and Adult Services, Business and Environmental Services, and the Children and Young People's Service. There are a number of indicators within LTP 2011-16 which are public health related. The modal share of journeys to school indicator was a very useful indicator for both transport and public health, in terms of effective targeting of interventions to increase active travel to school and then assessing the impact. Whilst this is no longer a national indicator, many local authorities, such as Leeds City Council have seen the benefit of continuing to gather and use the data locally. The Sustainable School Travel Strategy recognises the importance of collecting mode of travel data through the school census, however due to changes in the way that data is collected the results of the mode of travel school census question are not currently available for analysis. Officers from Business and Environmental Services are therefore working with colleagues in the Children and Young People's Service to ensure that the school census continues to include the mode of travel question and to enable this useful data to be collated and analysed.

Due to local government budget constraints there is less funding available to deliver the LTP over the 2011-16 period. This has resulted in reduced funding for improvements to the transport network. Whilst the funding situation has impacted on the County Council's ability to deliver pedestrian and cycling infrastructure improvements the County Council has continued to deliver improvements by sourcing third party funding such as government grants (for example the LSTF) and developer contributions. Between 2011/12 and 2013/14 inclusive the County Council spent £1.4 million on cycle & pedestrian schemes. This figure includes external grant funding such as Links to Communities funding and the Local Sustainable Transport Fund as well as schemes funded from the Local Transport Plan Integrated Transport Block funding allocated to the County Council. These (non-maintenance) schemes included new footways and cycle tracks in towns and villages to allow people to walk and cycle to work, school and shopping and new pedestrian crossing facilities to allow people to cross busy roads safely and more easily. A couple of examples of schemes which have recently been implemented are the Cutpurse Estate pedestrian accessibility scheme in Richmond and the Bilton to Ripley cycle route which has proved popular with both visitors and local residents.

Road Safety and Travel Awareness Officers continue to promote active travel to the wider population, for example through Walk to Work Weeks, and supporting the government's Change 4 Life campaign with linked activities. They also provide a vital role in auditing and commenting on business travel plans as part of the planning process, to ensure that new developments enable and encourage active travel through their design and the implementation of behaviour interventions. There are opportunities for the Road Safety and Travel Awareness team to link with Public Health in the promotions of active travel, especially to those most at risk from the effects of obesity and sedentary lifestyles. The Road Safety and Travel Awareness Officers also continue to promote sustainable travel to schools, for example by providing resources to all schools for initiatives such as Walk to School Week and various curriculum resources throughout the year. The County Council promotes cycling for children in schools through government funded Bikeability training which continues to have a high demand and was delivered to over 4000 children in North Yorkshire in 2012/13 with similar numbers anticipated in 2013/14.

As indicated above the Government has in recent years provided grant funding for active travel measures via a competitive bidding process and has encouraged transport authorities to make clear links the health benefits of new cycle and pedestrian infrastructure schemes. The government has funded two North Yorkshire LSTF packages and delivery is underway for both projects:

- Whitby & Esk Valley
 - £3.661 million was awarded to the County Council to deliver the Whitby Park and Ride facility as well as the Esk Valley hopper bus service and improvements to the rights of way network in the North York Moors.
 - Rights of way network improvements include gateway improvements, surface improvements and signposting within the North York Moors National Park to facilitate active travel in the national park including to and from public transport including bus services and the Esk Valley Railway.
 - This project is being delivered in partnership with the North York Moors National Park Authority

- Harrogate & Knaresborough
 - £1.65 million was allocated for a package of measures to support the economic development of Harrogate through a reduction in traffic congestion and introduction of sustainable travel options.
 - In addition to traffic signal upgrades and improvements to bus priority systems, the project will also deliver improved cycle and pedestrian infrastructure improvements in Harrogate.
 - The above improvements are combined with travel planning and marketing measures (delivered by the LSTF funded Sustainable Travel Project Officer) to promote sustainable travel to conference and exhibition visitors and local residents.
 - One of the ways in which sustainable modes of travel including walking, cycling and public transport usage will be promoted is using electronic media. A dedicated website and smartphone application are being developed which will encourage people to explore the town on foot and by cycle. The electronic media will enable users to plan journeys and calculate calories burned and CO2 savings from choosing not to travel by car.

The LSTF projects are time-limited and funded until March 2015. With the public sector funding cuts there is no opportunity for the County Council to fund a continuation of this work which is over and above the authority's statutory transport and highway duties. However, the County Council will investigate whether there are any external sources of funding which could be used to support a continuation of the active travel promotion through the role of Sustainable Travel Project Officer which could potentially be extended to other urban areas in the County and also to work more closely with businesses and places of work in relation to travel planning.

Where future funding opportunities arise Public Health will be involved, where appropriate, in proposed transport schemes to ensure that the County Council's health expertise is fully utilised, for example, when developing bids to government for sustainable travel funding. It is also recognised that Business and Environmental Services can provide professional and technical assistance to the public health team where required, for example, in relation to public transport, road safety, active travel and traffic engineering and also pedestrian and cycle infrastructure, including public rights of way. In the development of new transport infrastructure pedestrians and cyclists are considered as part of the risk assessment and when designing highway improvements, such as a junction improvement, pedestrians and cyclists should continue to be considered in the design of any new road/junction layout. Where possible, and funding and space allows, measures to improve pedestrian and cyclist facilities should be considered. For example, on highway cycle route lines may be provided or Advanced Stop Lines could be provided if space allows or upgraded pedestrian crossing facilities could be considered.

Promoting healthier lifestyles through increasing physical activity levels in both adults and children is also a priority for North Yorkshire's public health team. This is classed as 'health improvement' which aims to increase life expectancy and reduce health inequalities. The public health team have a role in terms promoting and educating people about healthier living, including exercise and active modes of travel. The public health team has historically worked with CCGs to promote exercise options through GPs and it may be possible in the future to tailor this communication and education to encourage the use of active travel options. For example, active travel could be suggested as an option in certain cases or potentially Public Health could work with the Public Rights of Way team to promote and publicise the health benefits of leisure walking on local routes. This could encourage more individuals to exercise, which contributes to better health outcomes.

As indicated above public health are in a unique position whereby they have access to people at key decision making times in their lives such as during a baby's first year or when a child starts school. Active modes of travel can be promoted to individuals at these key life stages as at these times people are already in a position of change, so there is potential to positively affect their travel behaviour. Of all state school pupils in North Yorkshire 53% of primary school pupils and 36% of secondary school pupils walk to school, which is below the England averages of 59.5% and 42.0% respectively.¹⁴ Relative to the England average, a similar percentage of North Yorkshire primary pupils' cycle to school (1.0%) and relatively fewer secondary school pupils (1.1%) travel to school on their bicycles. School is a setting in which young people have the greatest opportunity to be active. However, fewer children now walk to school than in previous generations and very few cycle to school. The majority of young people are receiving less than 2 hours of physical education in the school day with only small minorities playing sport after school¹⁵. The Public Health team can work with the Road Safety and

¹⁴ North Yorkshire's joint strategic needs assessment report 2012 <http://www.northyorks.gov.uk/>

¹⁵ Start Active, Stay Active, Department of Health 2011 <https://www.gov.uk/>

Travel Awareness team, Children and Young People's Services and schools to reinforce the message of encouraging active travel by promoting the health benefits of walking and cycling to school, where this is appropriate and achievable e.g. where students live within reasonable walking or cycling distance and thus incorporating exercise into the school journey.

One of the key recommendations of the Director of Public Health's 2013 report is that the enthusiasm and sense of wellbeing created by the hosting of the Grand Depart of the 2014 Tour de France be harnessed with the aim of creating a social and physical activity legacy in the county. The County Council is working to ensure that the highway network is ready for the event and also coordinating with Tour de France regional partners to ensure that the event and its lasting legacy is a success. The Road Safety and Travel Awareness team are working with regional colleagues to produce a rural cycling guide application providing information about how to ride the routes and challenges in the scenic and popular routes enjoyably and safely. An urban cycling guide DVD has already been produced in conjunction with regional collaborators on a co-funded basis. As indicated above the team continues to deliver Bikeability cycle training to all primary school pupils in the County. There is also a Le Tour supporting education pack for schools and various local activities are planned. North Yorkshire Sport are working closely with the Road Safety Team on Legacy programmes, particularly the instigation of a Cycling as Sport competition between all secondary schools in the county, culminating in a County championship competition at the cycling circuit in York. This initiative will enable students in all secondary schools, even in very rural areas where they are bussed to school, to take part and so develop an interest in cycling. The County Council is working with British Cycling to deliver the Go Ride Programme in schools within the Yorkshire Dales. The programme provides a fun and safe way to introduce young riders to the world of cycle sport and provides a platform to improve bike handling skills. In addition, Public Health has a representative on the Tour de France legacy committee and has agreed to contribute funding towards a proposal by Sustrans to map several "Slow Tour of Yorkshire" cycle routes.

4.3.3 Social Isolation

The effects of social isolation and maintaining access to health care services is a key public health concern and consequently transport and public health policies and strategies should be carefully integrated in this area.

LTP3 recognises that the travelling needs of those aged over 70 years should be carefully considered to ensure that this cohort continues to lead independent lives with full access to services. Through the Clinical Commissioning Groups (CCGs) the public health team have a clear link to the general population including groups such as the elderly. The County Council, through the Public Health team, may be able to disseminate road safety and transport information e.g. through General Practitioners and healthcare providers, to targeted groups of the local population. The Public Health team have recently contributed funding for social isolation projects within the County and are also investigating the potential to develop community hubs which draw on existing community assets to support more vulnerable members of the community and aim to reduce social isolation. The Road Safety and Travel Awareness Team deliver a programme of driver education and training for people aged 50 and over, in order to keep people driving safely for longer. For the predominantly rural population of North Yorkshire, for many people if they were to lose access to the car this would greatly impact on social isolation. Specific support is also offered through carers support groups to help those who may have to take up driving again after a significant gap, due to the illness of their spouse or partner who can then no longer drive.

Encouraging people to walk has been found to increase social inclusion by increasing access to social networks and amenities¹¹. In rural North Yorkshire due to the remote location of many settlements it is not possible to completely remove dependence on vehicular transport including the private car, however where-ever possible, and particularly in towns and villages, the County Council will encourage and promote walking for both physical and mental well-being.

At an early stage in the development of new transport policy, including future local transport plans, the public health team will be involved to ensure that health issues are considered and to ensure that, where-ever possible, negative public health consequences are avoided. Guidance may also be sought from the Director of Public Health as to whether it is necessary to carry out a health impact assessment before the implementation of a new transport policy.

4.3.4 Environmental Effects of Transport

Transport can have a negative impact on health particularly where poor air quality is caused by exhaust fumes. In public health terms air quality is a health protection issue. The County Council continues to encourage cleaner means of travel e.g. public transport, walking, cycling which help to reduce air quality problems caused by traffic.

The County Council works alongside district councils to investigate how traffic can be managed or reduced at locations where there are transport related air quality issues. Over the last three years the County Council has worked closely with several district Councils to develop air quality action plans for the three transport related Air Quality Management Areas (AQMAs) in North Yorkshire. This has involved the identification of a number of measures to reduce the impact of transport emissions on air quality at these locations. One of these measures is the implementation of the Brambling Fields junction improvement on the A64 which is aimed to help reduce congestion and traffic related air pollution in Malton town centre by routing traffic away from the 'Butcher Corner' junction. The County Council and district councils will continue to monitor the impact of the interventions on air pollutant levels in the Air Quality Management Areas.

The County Council will consider further remedial measures and identify potential projects. Due to funding constraints the County Council will consider opportunities for third party funding such as s106 and Community Infrastructure Levy contributions from developments that have a direct impact on an Air Quality Management Area. It may also be possible to identify spin-off or combined benefits from other planned works, for example traffic signal works. Other revenue funded travel awareness type measures will be provided by the re-prioritisation of relevant Road Safety and Travel Awareness staff workloads although this would potentially have an impact on other duties including road safety initiatives.

It is recognised in LTP 2011-16 that traffic noise can negatively impact on health. Defra noise modelling has identified several locations where noise is calculated to exceed acceptable levels. However, these are localised and low in comparison to more densely trafficked urban areas. As indicated in LTP3, the County Council will continue to seek to minimise noise levels from new highway schemes and where possible from the existing highway and continue to work with partners to contribute to initiatives that may reduce noise.

The County Council's Public Health duty means that the County Council has a role in increasing public awareness of air quality and noise as public health issues. The Director of Public Health's 2013 report used the Malton Air Quality Management Area as a case study and highlighted the fact that elevated levels of nitrogen dioxide are associated with adverse health effects because of impacts on the respiratory system. The report also highlighted the partnership working to develop action plan measures with the aim of reducing the ambient levels of nitrogen dioxide from road vehicle exhaust emissions in the Malton Air Quality Management Area. The Director of Public Health can provide a link between Public Health England and the County Council as well as district councils by disseminating the latest air quality and noise research and guidance.

4.4 Going Forward

This chapter highlights the work that the County Council is already doing in relation to transport and public health. The chapter also sets out an approach to building on existing work and ensuring that wherever appropriate public health is a consideration within the delivery of the local transport plan. To achieve this aim the Public Health team will be involved at an early stage in transport policy and strategy development. Also regular liaison between the health team and transport colleagues will take place including through formal partnerships e.g. the 95 Alive road safety partnership.

In the development of the next local transport plan the Public Health team will help to determine whether there are any additional public health related indicators relevant to transport which could be monitored. These indicators may draw on existing public health intelligence and data sources. The National Institute for Health and Care Excellence (NICE) produces several pieces of guidance around topics relevant to the current and future LTP's. Where quality evidence exists, NICE guidance is routinely used to inform decision making at both NHS and Local Authority levels. As part of Public Health's contribution to County Council policy and strategy development, the next LTP will be supported by the transport related NICE guidance, using the auditing tools provided by NICE as a framework for a joint approach to addressing health issues.

Given the current public sector funding constraints it is realistic to expect that the availability of funding for delivering new pedestrian and cycle improvements over the remainder of the LTP period and beyond 2016 is limited. Funding has been provided to the County Council until 2014/15 for the promotion of sustainable travel to school, under the general duty contained within the Education and Inspections Act. It is unknown whether funding will continue beyond this period. However, despite financial barriers the economic benefits of encouraging more walking and cycling are clear and therefore the County Council will encourage the Local Enterprise Partnership to consider incorporating sustainable travel in new transport schemes funded through the Local Growth Fund. Further detail on the County Council's approach to working with the LEP is outlined in Chapter 2 of this report. The County Council will also consider opportunities for external funding of cycle and pedestrian improvements, for example through developer contributions or grant funding.

Chapter 5 – Transport and Local Plans

NB – information to follow for Executive on 29 April

Chapter 6 - Key Outcome Indicators

6.1 Funding, performance management and indicators

As set out in Chapter 2, the funding regime for local transport and highways schemes has changed significantly since the third LTP was published. LTP3 was developed during the period before austerity measures were fully implemented and it was only after LTP3 had been adopted that the full scale of the austerity measures became clear. However, an addendum to the plan was issued in March 2011 which set out the revised funding situation and the updated performance management indicators, in light of the funding changes.

In summary, and as set out in Chapter 2, direct capital funding by way of the LTP capital allocations has decreased significantly, various funding streams have been withdrawn and now new bidding competitions have been opened up to local transport authorities (LTAs). The approach for bidding for 'major schemes' (traditionally those costing more than £5m) has been reviewed and decisions about how the devolved major scheme funding is spent locally have been taken by the newly formed Local Transport Boards and subsequently the LEPs.

All of the above has reduced the funding available to deliver our programmes and has required a fundamental review of our methods of delivery and our selection of schemes and projects. However, this review of approach was undertaken during the time when the draft LTP was being finalised to enable delivery using the new approach to start as soon as the new plan period commenced.

Working with our Highways North Yorkshire partners, we have invested in technology to allow smarter working practices, reduced bureaucracy and more responsive highway operations teams. We have focussed on the management and maintenance of our existing network, with investments in improvements being predominantly funded through developer contributions and external funding sources such as the LSTF.

We have continued to give precedence to those areas of our work which we are legally obliged to carry out, like maintenance of the highway asset, furtherance of road safety policy and scheme delivery and provision of some socially necessary bus services. However, activity in those areas of statutory responsibility has had to be slightly restricted due to reductions in capital and the Council's own revenue funding.

6.2 What has this meant in terms of delivery?

Improvement works have reduced significantly, with some exceptions being funded predominantly by external sources or Government bidding competitions. Developer contributions secured through the planning process allow targeted improvements to be made and work is continuing with each of our nine planning authorities on development of the Local Plans and in some cases a Community Infrastructure Levy (CIL).

In Integrated Passenger Transport the budget for supported local bus services will have reduced by 75% by the end of LTP3. Consequently this has resulted in the tendered bus network being considerably smaller than in previous years.

As previously stated, at the time of publishing LTP3, the full extent of the funding situation for local transport authorities was unclear. At the adoption stage for the plan, it was difficult to set meaningful targets and trajectories for the spending programme and an addendum to the report was later published setting out that the County Council's approach would be to collect key outcome indicator data and monitor trends, rather than to set targets which would have to be pitched so low as to not be 'realistic and meaningful.' The indicators that we do monitor still give us an indication of how we are performing in terms of meeting our key performance questions, which in turn relate to the five objectives of the third LTP.

The Local Area Agreement (LAA) and the requirement to monitor the national indicator set from that, was removed by the Coalition government at the start of their tenure in Parliament. However, many of the indicators that comprised our LAA suite of transport indicators remain important to the County Council or have been carried into the current mandatory indicators set by the Coalition Government. Therefore, we continue to monitor them as we did prior to 2011.

6.3 Funding position and indicative allocations

Figure 1 below sets out our current funding position compared to previous years and projections for future financial years.

Figure 1 – Funding Position and Indicative Allocations

	09/10 £000s	10/11 £000s	11/12 £000s	12/13 £000s	13/14 £000s	14/15 £000s	15/16 £000s	16/17 £000s
Integrated Transport	11,940	11,908	4,474	4,091	4,091	5,753	3,000*	3,000*
Maintenance	27,208	28,858	25,252	24,065	21,839	20,571	28,000*	28,000*
Total LTP/DfT Allocation	39,148	40,766	29,726	28,156	25,930	26,324	31,000*	31,000*

*indicative allocation - an estimate based on details announced in the June 2013 Spending Review

In addition to the significant cuts to transport funding, there have been annual 'unprecedented' weather episodes which have resulted in significant amounts of unplanned spending. As these episodes become more common, it is becoming evident that greater amounts of funding will need to be made available to support network resilience works. Some additional funding has been made available to help deal with the effects of the winter damage and in the last three years approximately £12.6m additional funding has been provided. Whilst this funding will go some way to helping improve the condition of the highway damaged by poor weather conditions, there is still a significant amount to be done.

6.4 Performance tables

The following tables set out the data that has been collected since the start of LTP2 (2005-2011) and into the current LTP plan period (2011-2016). They set out, where possible, the year on year progress for each indicator. Figure 2 lists the indicators and the data that has been collected. Figure 3 sets out the detail behind each indicator. Some of the data that we set out to collect is no longer available; where this is the case, we have given an explanation in figure 3. Figure 3 also details the approach we have taken and also set out where there are gaps in the data. In some cases data is only collected in alternate years or on a less than annual frequency and this is also explained in figure 3.

The data in figure 2 is traffic-light colour coded to give an 'at a glance' view of whether indicators have improved, worsened or stayed the same.

LTP No	Key Outcome Indicator	Notes	2005	2006	2007	2008	2009	2010	2011	2012	2013
1	Bus Punctuality in Harrogate and Scarborough			0.63	0.75	0.74	0.79	0.84	0.86	0.85	
2	Bus Usage on key corridors		See narrative, no longer collected								
3	Local Bus Patronage		14.8m	16.6m	16.9m	17.7m	17.4m	16.9	17.3	17.3	16.4
4	Ease of access to key services						74%			80%	
5	Air quality management area pollutant levels	Knareborough'						36.68	40.43	37.47	TBC
	pollutant levels in AQMA: Average value (highest reading in brackets)							(44.17)	(54.07)	(56.98)	
	Intervention level is 40µg/m3	Ripon						34.47	37.34	37.47	TBC
	All figures are for NO ₂ µg/m3 (Derived from district council data)	Malton						(43.36)	(46.30)	(50.55)	
								41.67	40.78	41.67	TBC
								(47.00)	(49.00)	(48.00)	
6	Road transport CO ₂ emissions		2170*	2178*	2217*	2067*	1966	1946	1930	TBC	
7	Road transport vehicle mileage in North Yorkshire (DfT Table TRA8904)		7919	8257	8345	8045	7881	7811	7813	7635	
8	Number of people killed in road collisions		85	69	81	52	46	50	49	35	51*
9	Number of people killed or seriously injured in road collisions			703	709	656	597	491	454	473	456*
10	Number of people slightly injured in road collisions		2531	2307	2470	2243	2217	1954	1872	1893	1727*
11	Number of children killed or seriously injured in road collisions			49	49	43	39	28	21	28	20*
12	Modal share of journeys to school	Based on academic years			30	27	27	See narrative, no longer collected			
13	Recycling materials used in highways operations (% of total)								6.69	TBC	n/a
14	Carbon footprint of highway maintenance and improvement works by NYCC (tonnes of CO ₂ for every £1m turnover)								171.6	TBC	n/a
15	% of Principal 'A' Road network (in poor condition) where maintenance should be considered soon			4%	3%	4%	5%	4%	4%	4%	3%
16	% of Non Principal B and heavily used C road networks (in poor condition and) where maintenance should be considered soon						11%	11%	11%	9%	4%
17	% of lesser used C road and unclassified road network (in poor condition and) where maintenance should be considered				15%		18%	18%	20%	21%	25%
18	% of heavily used (cat1a,1 and 2) used footways where structural maintenance should be considered						8%	10%	3%	4%	4%
19	% of lesser used (category 3,4 and 5) footways where structural maintenance should be considered										n/a

Figure 2 - LTP Key Outcome Indicator Table

LTP No	Key Outcome Indicator	Narrative
1	Bus Punctuality in Harrogate and Scarborough	Punctuality is recorded on Fridays in the early summer months to represent the most challenging period for journey time consistency and compliance. Performance has been improving; last year's performance was a slight worse than in earlier years, but in general the trend is towards improving punctuality.
2	Bus Usage on key corridors	This data is no longer recorded. This is due to the lack of influence that the county council have on the commercially operated bus routes.
3	Local Bus Patronage	This indicator is now collated by DfT as part of the national bus operators' questionnaire. The results for 2012/13 are not as good as expected, but reflected a national decline. Analysis suggests this was due in part to poor weather in the early part of the year and also to the Olympic games where travel by bus reduced as more people stayed in to watch the games.
4	Ease of access to key services	This is collected every three years through the Citizens Panel. The data shows that perception of people's ability to access to services remains relatively high.
5	Air quality management area pollutant levels pollutant levels in AQMA: Average value shown, (highest reading including in brackets) All figures are for NO ₂ µg/m ³ (Derived from district council data)	Air quality values in Malton have remained relatively constant in the last three years. The primary scheme in the air quality action plan, Brambling Fields junction improvement, only opened in September 2012, so it is likely that traffic movements have not yet fully settled down and that is the reason for no discernible trend as yet.
		Air quality values in Harrogate have worsened. Background concentrations have increased overall. The air quality action plan developed by Harrogate Borough Council in partnership with NYCC highways officers for the Harrogate AQMA was completed in 2013, so it is anticipated that air quality levels should start to improve with the introduction of the measures in the plan. Funding for air quality measures is limited, but officers will continue to seek out opportunities for additional funding, and will also look to seek air quality add-on benefits from planned schemes wherever possible.
6	Road transport CO ₂ emissions	Correlates to decreasing traffic mileage and continued improvements in vehicle fuel technology.
7	Road transport vehicle mileage in North Yorkshire	The trend of decreasing mileage has continued overall despite a plateau effect in 2011. The reasons for this are not clear, although it is thought that the economic down turn, cost of fuel and the success of new sustainable transport measures, plus perhaps the Olympics effect, encouraging healthier lifestyles, may all be contributory factors.
8	Number of people killed in road collisions	The overall trend in casualty numbers has continued to fall. Allowance must be made for the variations that can occur from year to year – numbers rarely fall in every category every year. For example, the number of fatalities in 2012 was the lowest ever seen in North Yorkshire, at 31. In the same year there were moderate increases in the numbers of people seriously injured and the number of children injured.
9	Number of people killed or seriously injured in road collisions	
10	Number of people slightly injured in road collisions	
11	Number of children killed or seriously injured in road collisions	Provisionally for 2013 there have been 475 KSI casualties in North Yorkshire, a rise of 2 compared to 2012. Slight casualties are lower than in 2012, with 1727 to the end of 2013.
		Provisional records indicate there were 51 fatalities during 2013 compared to 31 in 2012. The increases have mainly been among the riders of large motorcycles (31% of all fatalities in 2013 compared to 10% in 2012) This is thought to be due, at least in part, to better weather conditions resulting in increasing numbers of motorcyclists on the county's roads this year back to more normal levels after an exceptionally wet spring and early summer in 2012. These numbers are also considered alongside usage data that shows there was a significant increase in motorcyclist using some of the most popular routes during 2013, up to 51% more than during the same sample periods in 2012. Therefore the data for 2013 indicates that 2012 was an exceptionally low casualty year – an outlying year – and that although there have been some

LTP No	Key Outcome Indicator	Narrative
		increases during 2013, these are within normal, expected fluctuations so the general overall trend continues to be downward.
12	Modal share of journeys to school	This data is no longer automatically collected as part of the annual school census. H&T staff are working with colleagues in CYPs to establish if there is a way in which this data could continue being collected.
13	Recycling materials used in highways operations (% of total)	Thus far only one year's worth of data has been collected by our infrastructure term contractor. Therefore, until the figures for 2013 are provided it is impossible to determine whether or not improvements have been made.
14	Carbon footprint of highway maintenance and improvement works by NYCC (tonnes of CO2 for every £1m turnover)	Thus far only one year's worth of data has been collected by our infrastructure term contractor. Therefore, until the figures for 2013 are provided it is impossible to determine whether or not improvements have been made.
15	% of Principal 'A' Road network (in poor condition) where maintenance should be considered soon	Figures reflect the continued high priority afforded to this by the County Council.
16	% of Non-Principal B and heavily used C road networks (in poor condition and) where maintenance should be considered soon	Improved figures due to continual investment. Figures reflect the continued high priority afforded to this by the County Council.
17	% of lesser used C road and unclassified road network (in poor condition and) where maintenance should be considered	Increasing deterioration, particularly in terms of 'edge failure' and the amount of 'surface course deterioration.' Worsening condition reflects the County Council's priority being afforded to the higher class of road (those used the most.) See 14 and 15 above.
18	% of heavily used (cat1a,1 and 2) used footways where structural maintenance should be considered	Consistency over recent years has been maintained due to effective targeting of the maintenance programme.
19	% of lesser used (category 3,4 and 5) footways where structural maintenance should be considered	No data as yet due to a need to improve the data quality. There is a need to work with Symology (our software provider) to extract and analyse the data captured during routine highway safety inspections.

Figure 3 - Key Outcome Indicators Narrative

Chapter 7 - Strategic Environmental Assessment (SEA)

Information to follow for Executive on 29th April 2014