

**North Yorkshire County Council****Business and Environmental Services****Transport, Economy and Environment Overview and Scrutiny Committee****14 October 2015****Local Transport Plan 2016 – 2046 (LTP4) Update****Report of the Corporate Director – Business & Environmental Services****1.0 Purpose Of Report**

- 1.1 The purpose of this report is to update Members on the progress of the Local Transport Plan (LTP4), which shall be implemented from April 2016.

**2.0 Background**

- 2.1 The County Council as Local Transport Authority for North Yorkshire has a statutory duty to have and maintain a Local Transport Plan. The current Local Transport Plan (LTP3) runs until 31 March 2016. It is therefore necessary for the County Council to renew the Plan.
- 2.2 It is anticipated that the new Local Transport Plan (LTP4) will be considered for adoption at the meeting of the County Council in February 2016 for a start of implementation in April 2016.
- 2.3 Members will recall that the report to your meeting on 8 July 2015 set out the proposed format of LTP4.
- 2.4 This paper sets out the progress of the production of LTP4.

**3.0 Progress to Date**

- 3.1 Since our last report to the Transport, Economy and Environment Overview and Scrutiny Committee Members in July, we have completed the first phase of consultation, which included the public, stakeholders and citizens panel. The online survey closed on 30th June 2015. There were 1,128 responses received. The majority of respondents completed the questionnaire online, with the remainder received via post. The results of this showed that respondents rated repairs to road surfaces and pavements as the most important transport service that the Council provide, followed by gritting and snow clearance. Over 90% of responses regard road maintenance as an important area where expenditure should be retained. Street lighting and reducing congestion are rated as having a high importance, along with the speed at which repairs and road works are carried out. New facilities for pedestrians, cyclists and buses were also rated as being important, but to a much lesser extent with around 50% of responses stating this.

- 3.2 We have recently completed consulting with Town / Parish Councils and other stakeholder groups on the proposed LTP4 objectives (Phase 1.1). More information about this can be found in Section 4 of this report.
- 3.3 The required Equalities Impact Assessment and Strategic Environmental Assessment of the LTP are also currently underway.
- 3.4 The first draft of the Local Transport Strategy section of LTP has been completed, along with sections for the Objectives. More information about the Objective sections can be found in Section 4 of this report.
- 3.5 Various officers within BES are tasked with writing the Thematic sections for the LTP. The Thematic sections will outline in more detail the main actions we will take in order to achieve the LTP4 Objectives. The titles of the themed sections are as follows.
- Buses and Community Transport
  - Rail
  - Road Safety
  - Walking and Cycling
  - Traffic Engineering
  - Air Quality and Noise
  - Strategic Transport
  - Highway maintenance
  - Planning and Development (including management of developer funding)
  - Rights of Way
  - Bridges and Structures
  - Road Lighting
  - Network Management
  - Funding

#### 4.0 Objectives

- 4.1 Based on the results of the first phase of consultation the following objectives have been developed:
- Contribute towards economic growth by delivering reliable and efficient transport networks and services (**economic growth**)
  - Managing the adverse impact of transport on the environment (**environment and climate change**)
  - Improving road and transport safety (**road safety**)
  - Promoting healthier travel opportunities (**healthier travel**)
  - Improving equality of opportunity by facilitating access to services (**access to services**)
- 4.2 **Economic growth.** We want to make sure that strong economies in North Yorkshire remain strong and to ensure economic growth benefits the weaker economies. We therefore need to make sure that our transport networks and services are as reliable and efficient as possible to both support the existing economy and to help facilitate future economic growth. This objective sets out

the link between the economy and transport including delivering goods, products, staff, and customers.

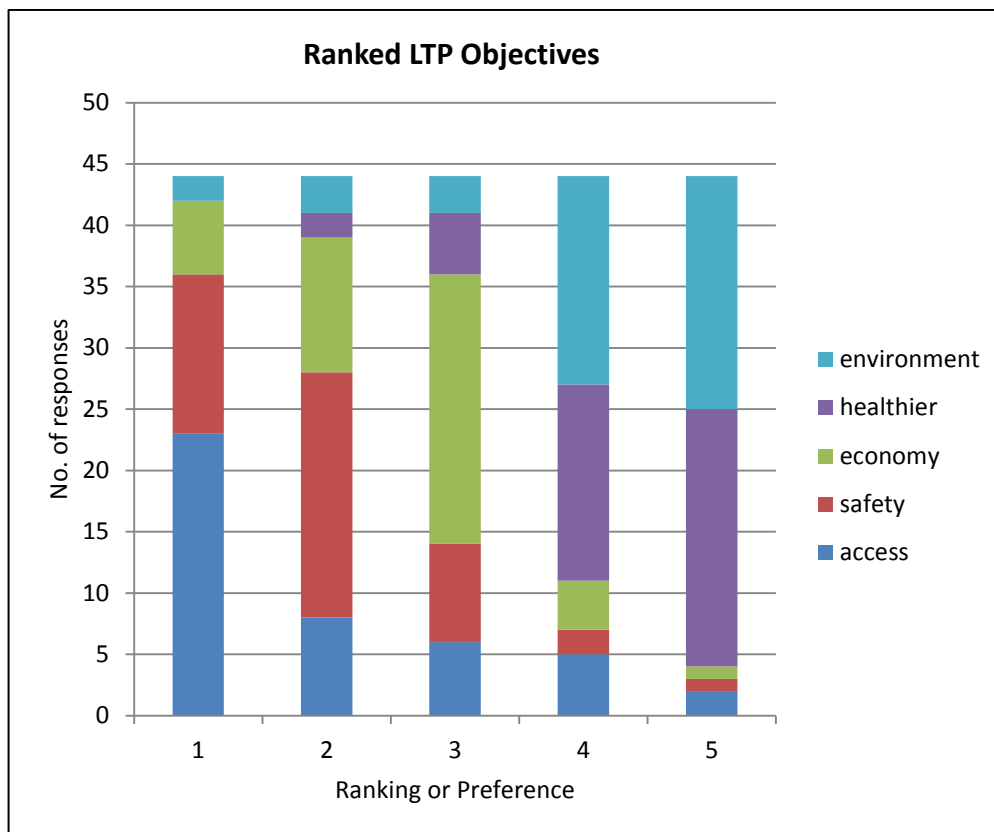
- 4.3 **Environment and Climate Change.** Our consultation showed us that the environment and climate change remains of high importance to our residents. Transport can make a significant contribution to reducing NO<sub>2</sub> and CO<sub>2</sub> emissions. Consideration of the impact that transport has on the environment can be split into the impact to people's health, and the impact on the natural environment. This objective identifies how we promote sustainable modes of travel, monitor and seek to reduce carbon emissions, address nitrogen dioxide (and other pollutant) levels at Air Quality Management Area sites, and protect our historic and natural environment.
- 4.4 **Road Safety.** The total number of killed and seriously injured casualties in North Yorkshire has fallen by 44% in the last 14 years. Vulnerable road users such as motorcyclists, pedal cyclists and pedestrians still account for nearly half the killed and seriously injured casualties on our roads in 2013. This objective therefore describes our work towards reducing this figure, and how we will target our resources to address specific safety concerns, whether they are particular groups of road users, especially vulnerable users, or at particular locations in the county where there are clusters of collisions.
- 4.5 **Healthier Travel.** This objective demonstrates how transport can affect the health of everyone, and as such how we take account of this when we plan future transport, housing, employment and other developments in the County. It is recognised that the best and easiest opportunity for incorporating regular exercise into everyone's daily routine is through 'active travel'. By incorporating healthier travel options into our journeys, such as walking and cycling, we can help meet health objectives for obesity for example, as well as reducing carbon emissions and making air quality improvements.
- 4.6 **Access to services.** In considering people's difficulties in accessing services we will think about the issues people may have because of where they live (i.e. Place), for example rural areas, and we will think about the issues people have because of personal circumstances (i.e. People) for example age, wealth, disability. This objective explores these themes and discusses how transport can help improve access to services.

## 5.0 Phase 1.1 Consultation

- 5.1 Consultation on the proposed objectives with Parish and Town councils, along with other stakeholder groups has recently closed. The consultation was mailed out directly to clerks and was survey based. This stage of consultation closed on 15 September 2015, though there have been a number of late responses. The final results are currently being compiled and considered.
- 5.2 The consultation survey asked whether Stakeholders agree with the "Manage, Maintain, Improve" hierarchy, and asks for the five proposed objectives to be ranked in order of importance and whether other objectives should be included. The survey also asked for any other general comments in order to

give consultees the chance to voice any concerns, requests, or further statements.

- 5.3 We have received 45 responses to date including some from Parish and Town Councils, the Police, North York Moors National Park and various volunteer groups. A full list of respondents is attached at appendix 1. All individual responses are available for Members inspection on request.
- 5.4 Responses generally show that parish / town councils, and the stakeholders do agree with the “Manage, Maintain, Improve” hierarchy, and many reflected on the importance of this in their comments. Results also show that our proposed objectives are in line with their own priorities and concerns. The initial responses suggest that Access to Services and Road Safety rank highest in terms of importance, followed by Economic Growth. Initial results are shown in figure 4.1 below:



- 5.5 Given the limited number of responses and the lack of a clear ranking from all respondents it is not proposed to adopt a formal hierarchy of Objectives for LTP4.
- 5.6 Comments received in general refer to concerns for the potential loss of non-commercial bus services in certain villages, and to the importance of maintaining the road surface and undertaking good and timely repairs. Other comments relate to localised requests for speed reductions, traffic calming and passing places on rural roads. These comments are to be considered in more details by the relevant Highways Area Office. The Police made

reference to the good work being undertaken on road safety with the 95 Alive partnership.

- 5.7 In addition to the above we have received a letter of response from Harrogate Borough Council. This is attached at appendix 2. The Borough Council does not agree with the Manage, Maintain, Improve hierarchy but suggests that there should be a series of rolling three to five year local investment plans for key economic centres (such as Harrogate). It further suggests that the County Council should be prioritising more 'Improvements' to reduce congestion and help provide the infrastructure required to deliver housing targets. The Borough Council agrees with the Objectives and with the officer view stated in section 5.5 that they should not be prioritised. The Borough Council is also concerned that the LTP may fail to address the need for (large scale) strategic transport improvements.
- 5.8 The Borough Council's opposition to the Manage, Maintain, Improve hierarchy is at odds with the clear outcome of the phase 1 consultation detailed in section 3.1 earlier. The condition of the road network remains a high priority. Despite substantial additional investment from both the County Council and Government the condition of many minor roads in both the urban and rural areas remains poor. This has a direct and indirect impact on businesses and the economy. The Manage, Maintain, Improve hierarchy has been in operation since the start of LTP3 in 2011 and during that time we have still been able to make substantial investments in addressing congestion issues. This includes allocating approximately £3m for schemes in the Harrogate and Knaresborough urban area.
- 5.9 The County Council receives a total of £3.023m per year from the Department for Transport in LTP Integrated Transport Block Allocation of which we redirect approximately two thirds to highway maintenance. The allocation from Government is based on a complex multi criteria formula aimed at reflecting 'need' which is not replicable for sub county areas. However were the whole of this allocation to be distributed on the basis of population the urban area of Harrogate and Knaresborough would for example only receive approximately £450k annum respectively. On this basis it can be seen that the approach to seeking additional grant funding for investment in key economic centres has proved very successful and has benefited our largest urban area. The recently developed Strategic Transport Prospectus provide details of how the County Council will promote strategic transport improvements as part of The Northern Powerhouse. The Prospectus is to be reported to the Executive on 27 October for endorsement.
- 5.10 Phase 2 of the consultation process will begin in November 2015, and will consult on the draft version of the LTP document. This will be undertaken on-line, and will ask for comments in general, rather than utilising a survey format.

## **6.0 Financial Implications**

6.1 There are no significant financial implications associated with the recommendations of this report.

## **7.0 Legal Implications**

7.1 Consideration has been given to the potential for any legal implications arising from the recommendations. It is the view of Officers that the recommendations do not have any legal implications.

## **8.0 Equalities Implications**

8.1 Consideration has been given to the potential for any adverse equalities impacts arising from the recommendations of this report.

8.2 Officers are actively considering the equality impacts of our transport policies as an integral part of the work to develop the LTP4, and an Equalities Impact Assessment document is being developed that members will be able to consider alongside the final draft of LTP4.

## **9.0 Recommendation**

9.1 It is recommended that Members provide comments on the final objectives and thematic topics for LTP4.

DAVID BOWE  
Corporate Director - Business and Environmental Services

Author of Report – Andrew Bainbridge

Background Documents to this Report: \_None

## Appendix 1 – List of Respondents

### Local Planning Authorities

North York Moors National Park  
Harrogate Borough Council

### Statutory Bodies

North Yorkshire Police

### Town / Parish Councils

Richmond Parish Council  
Huthwaite Parish Council  
North Stainley with Sleningford Parish Council  
Asygarth and District Parish Council  
Middleham Town Council  
Sharow Parish Council  
Washburn Parish Council  
HelmsleyTown Council  
Dalton on Tees Parish Council  
Pateley Bridge Town Council  
Brafferton Parish Council  
Skelton cum Newby Parish Council  
Darley and Menwith Parish Council  
Arkendale, Coneythorpe and Clareton Parish Council.  
Barlow Parish Council  
Newton le Willows Parish Council  
Birstwith Parish Council  
Ryedale District Council  
Sutton on the Forest Parish Council

Gargrave Parish Council  
Sherburn in Elmet Parish Council  
Settle Town Council  
Green Hammerton Parish Council  
Sneaton Parish Council  
Eskdaleside cum Ugglbarnby Parish Council  
Grosmont Parish Council  
Rudby Parish Council  
Settrington Parish Council  
Great Ouseburn Parish Council  
Follifoot with Plompton Parish Council,  
Knaresborough Town Council  
Barlby and Osgodby Town Council  
Eastfield Parish Council  
Cayton Parish Council  
Muker Parish Council  
Tadcaster Town Council  
Aislaby Parish Council  
Marton cum Grafton Parish Council  
Crayke Parish Council

### Voluntary Organisations

The Hull, Lincolnshire and North Yorkshire Community Rehabilitation Company Ltd Stokesley Care Association  
Selby District for Voluntary Service

## Appendix 2 – Letter from Harrogate Borough Council



Working for you

Andrew Bainbridge  
Business and Environmental Services  
North Yorkshire County Council  
County Hall  
Northallerton  
North Yorkshire  
DL7 8AH

24 September 2015

Dear Andrew

### **Local Transport Plan Consultation**

Thank you for the opportunity to comment on the hierarchy and objectives proposed for the next North Yorkshire County Council Local Transport Plan (LTP). We have chosen to respond by letter as we feel it is important to put some context and additional information into our response. This letter should specifically answer your questions but if not, or should there be any issues requiring further discussion, please contact our transport planner, Tom Horner on [thomas.horner@harrogate.gov.uk](mailto:thomas.horner@harrogate.gov.uk) or 01423 500600 ext 58332.

Harrogate Borough Council does not agree with a broad manage, maintain and improve hierarchy across the whole county. Whilst appreciating that North Yorkshire covers an extremely large area and some structure is necessary to identify funding priorities there are some parts of the county which should have separate, bespoke, investment plans which may not smoothly fit within a more rigidly defined county wide hierarchy. It is considered that, by adopting the proposed approach, key economic centres will be required to hope for ad hoc investment through central government grant schemes rather than having a more guaranteed, regular, locally funded improvement plan.

New infrastructure is going to be essential across Harrogate district to support the housing targets that are to be achieved over the next twenty years. Whilst some transport improvements may be achievable through developer contributions and others will be of a more strategic nature and out of scope of LTP funding there will still be an increased requirement for appropriate local transport investment to help protect and grow the urban economies in the district. The proposed hierarchy, partially justified by what HBC understands to be very few public responses to the previous consultation stage, will still allow for NYCC to slice two thirds of the integrated transport block funding for road maintenance. This therefore reduces the capital fund for transport to one third of what it should be and is likely to adversely affect the opportunities for local investment in congestion reduction measures.

Planning and Development, P.O. Box 787, Harrogate, HG1 9RW  
T: 01423 500600 [www.harrogate.gov.uk](http://www.harrogate.gov.uk)



A 30 year plan should not be set within a firm hierarchy from the beginning or if this is the intention there should be a regular commitment to review the hierarchy. Our preferred approach would be to assess the needs of distinct areas on a, say, rolling three or five yearly basis in order to reflect the changing needs of the differing parts of the county and to accommodate the potential plethora of national and technological changes that are going to take place over the forthcoming thirty years. The priorities across the differing areas can then be changed as required providing for a more flexible strategy.

The objectives seem sensible and provide sufficient breadth and opportunity for a variety of schemes to be brought forward with an appropriate policy context. There are likely to be different situations where different priorities or objectives take precedence so having a prioritised list of objectives could prove detrimental to certain types of worthwhile schemes being delivered. For instance, if economic growth were to be prioritised ahead of healthy travel then it would most likely preclude any sort of potential reallocation of road space or substantial infrastructure investment in active modes as the negative consequences on traffic flow or speed could overrule the potentially significant benefits from healthy travel.

Each transport intervention should be assessed on its own merits and evaluated against each of the objectives to determine whether the benefits to one objective outweigh any negatives to the others. The key exception to this should be road safety which should not be disadvantaged at the expense of other objectives. Any transport intervention progressed through the LTP should be cognisant of road safety issues and make efforts to remove any existing safety problems. Any possible future road safety issues would be expected to be designed out of new schemes as far as realistically possible as would be expected through the road safety audit process.

It is therefore the view of HBC that there should be no prioritisation of the objectives. Over the 30 year timeframe of the next LTP there will be numerous schemes competing for (most probably) reduced levels of funding. Some of these schemes will have links to several of the stated objectives; some may have links to only one. We believe that to create an effective, balanced, transport system that is fair to all users it is important to allow a range of schemes to be funded and focussing on one particular area could result in a certain type of scheme being favoured over others throughout the duration of the plan. This has the potential to skew the direction of transport funding in North Yorkshire for a considerable period of time which would not be desirable.

The objectives should also coexist with Local Plan and other planning requirements. The National Planning Policy Framework (NPPF) stipulates that HBC, as local planning authority, should work with other authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development. Paragraph 162 further adds the need to take account of the need for strategic infrastructure. In line with these requirements it is unclear how a LTP developed under the proposed conditions will be able to adequately support the North Yorkshire Strategic Transport Prospectus which most definitely represents a desire to improve. It would be expected that both authorities will work together to ensure a sustainable transport system and also, crucially, an improved transport system wherever possible. If significant feasibility work is required then the LTP should have sufficient flexibility to fully contribute towards both the strategic

improvements in the prospectus and the more localised improvements required over the next thirty years.

The LTP should have a strong role in supporting and providing measures that can help to mitigate the impact of new development and support the integration of sustainable modes of travel. Transport schemes involving car share, car clubs and contributing to enhanced cycle and pedestrian infrastructure by combining funding with developer contributions should all be at the forefront of consideration throughout the plan period. There may also be traffic based improvement schemes from developers which could be enhanced if LTP funding was available

To summarise we would prefer the hierarchy to be removed and replaced with a three or five yearly evidence based need assessment by area and the accompanying objectives retained without specific priority in order to allow a range of transport schemes to be progressed as required. The LTP essentially needs to provide the policy context to allow transport projects and where there is a strong transportation link, public realm schemes, to be progressed where there is demonstrable need or benefit.

**Councillor Rebecca Burnett**  
**Cabinet Member for Planning and Sustainable Transport**