

## Agenda

**Meeting:** Transport, Economy and Environment  
Overview and Scrutiny Committee

**Venue:** The Brierley Room, County Hall, Northallerton,  
DL7 8AD  
(See location plan overleaf)

**Date:** Wednesday 17 April 2019 at 10am

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### Business

1. **Minutes of the meeting held on 24 January 2019**  
(Pages 6 to 13)
2. **Any Declarations of Interest**
3. **Exclusion of the public from the meeting during consideration of each of the items of business listed in Column 1 of the following table on the grounds that they each involve the likely disclosure of exempt information as defined in the paragraph(s) specified in column 2 of Part 1 of Schedule 12A to the Local Government Act 1972 as amended by the Local Government (Access to information)(Variation) Order 2006:-**

Item number on the agenda	Paragraph Number
10	3
11	3

#### 4. Public Questions or Statements

Members of the public may ask questions or make statements at this meeting if they have delivered notice (to include the text of the question/statement) to Jonathan Spencer of Legal and Democratic Services (*contact details below*) no later than midday on Monday 15 April 2019. Each speaker should limit themselves to 3 minutes on any item. Members of the public who have given notice will be invited to speak:-

- at this point in the meeting if their questions/statements relate to matters which are not otherwise on the Agenda (subject to an overall time limit of 30 minutes);
- when the relevant Agenda item is being considered if they wish to speak on a matter which is on the Agenda for this meeting.

If you are exercising your right to speak at this meeting, but do not wish to be recorded, please inform the Chairman who will instruct those taking a recording to cease while you speak.

	<i>Suggested timings if no public questions or statements</i>
5. <b>SEND Home to School Transport 2018 Policy Change</b> – Report of the NYCC Corporate Director – Children and Young People Service <b>(Pages 14 to 19)</b>	10:00-10:30
6. <b>Scarborough Park and Ride</b> – Report of the NYCC Corporate Director – Business and Environmental Services <b>(Pages 20 to 23)</b>	10:30-11:00
7. <b>DEFRA/HM Treasury Consultations on Elements of the Resources and Waste Strategy</b> - Report of the NYCC Corporate Director – Business and Environmental Services <b>(Pages 24 to 33)</b>	11:00-11:30
8. <b>Highways Asset Management Policy and Strategy</b> - Report of the NYCC Corporate Director – Business and Environmental Services <b>(Pages 34 to 54)</b>	11.30-12.00
9. <b>Work Programme</b> – Report of the Principal Scrutiny Officer <b>(Pages 55 to 63)</b>	12:00-12:05
10. <b>Mobile Phone Infrastructure Programme – Tender Update</b> – Report of the NYCC Corporate Director – Business and Environmental Services <b>(Pages 64 to 66)</b>	12:05-12:35
11. <b>Private Minutes of the meeting held on 24 January 2019</b> <b>(Pages 67 to 69)</b>	12:35
12. <b>Other business which the Chairman agrees should be considered as a matter of urgency because of special circumstances.</b>	12:40

Barry Khan  
Assistant Chief Executive (Legal and Democratic Services)

County Hall,  
Northallerton.

9 April 2019

NOTES:

Emergency Procedures for Meetings

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# Transport, Economy and Environment Overview and Scrutiny Committee

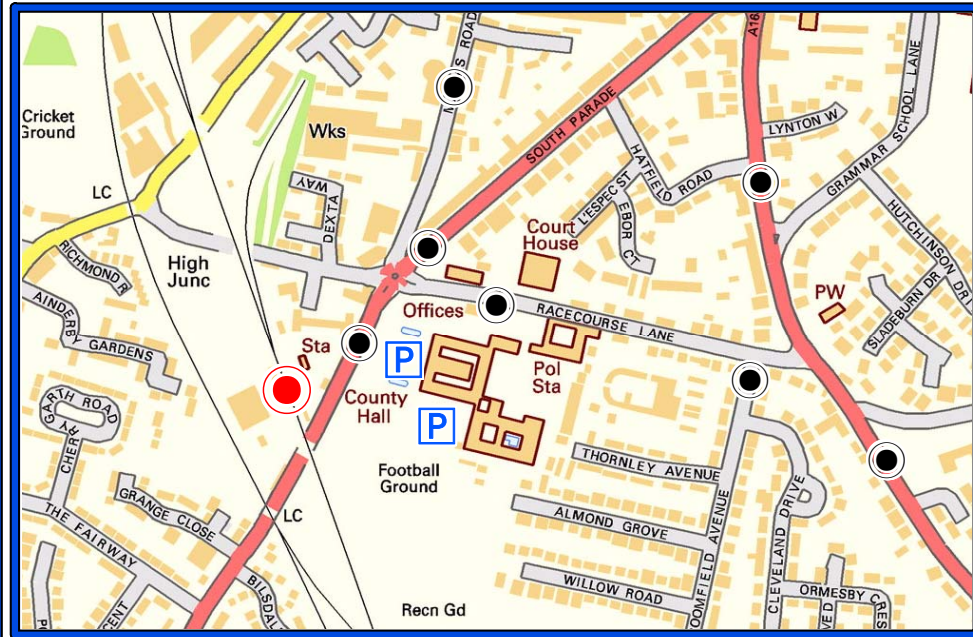
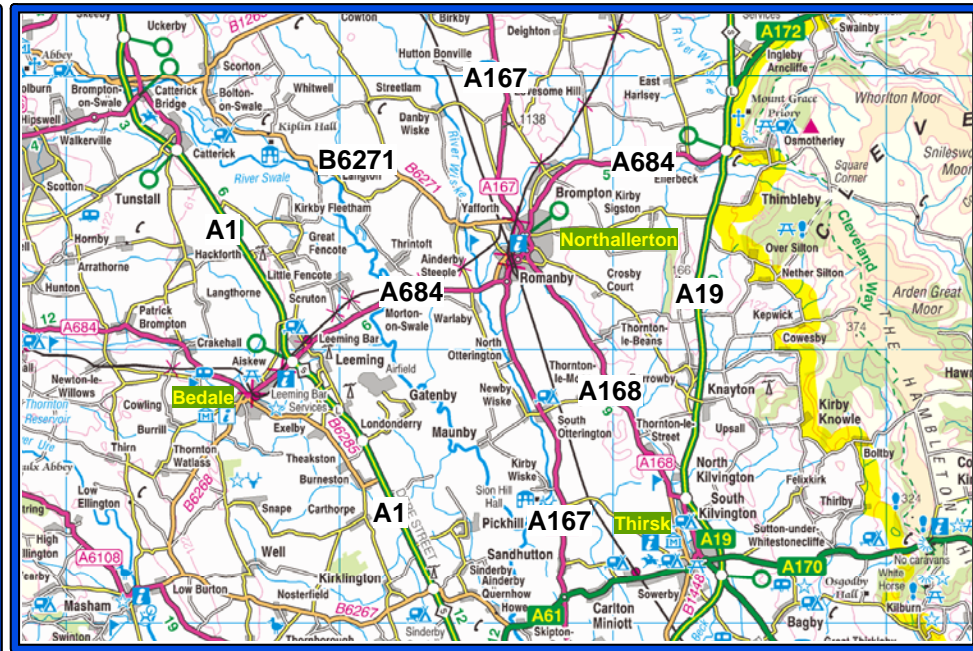
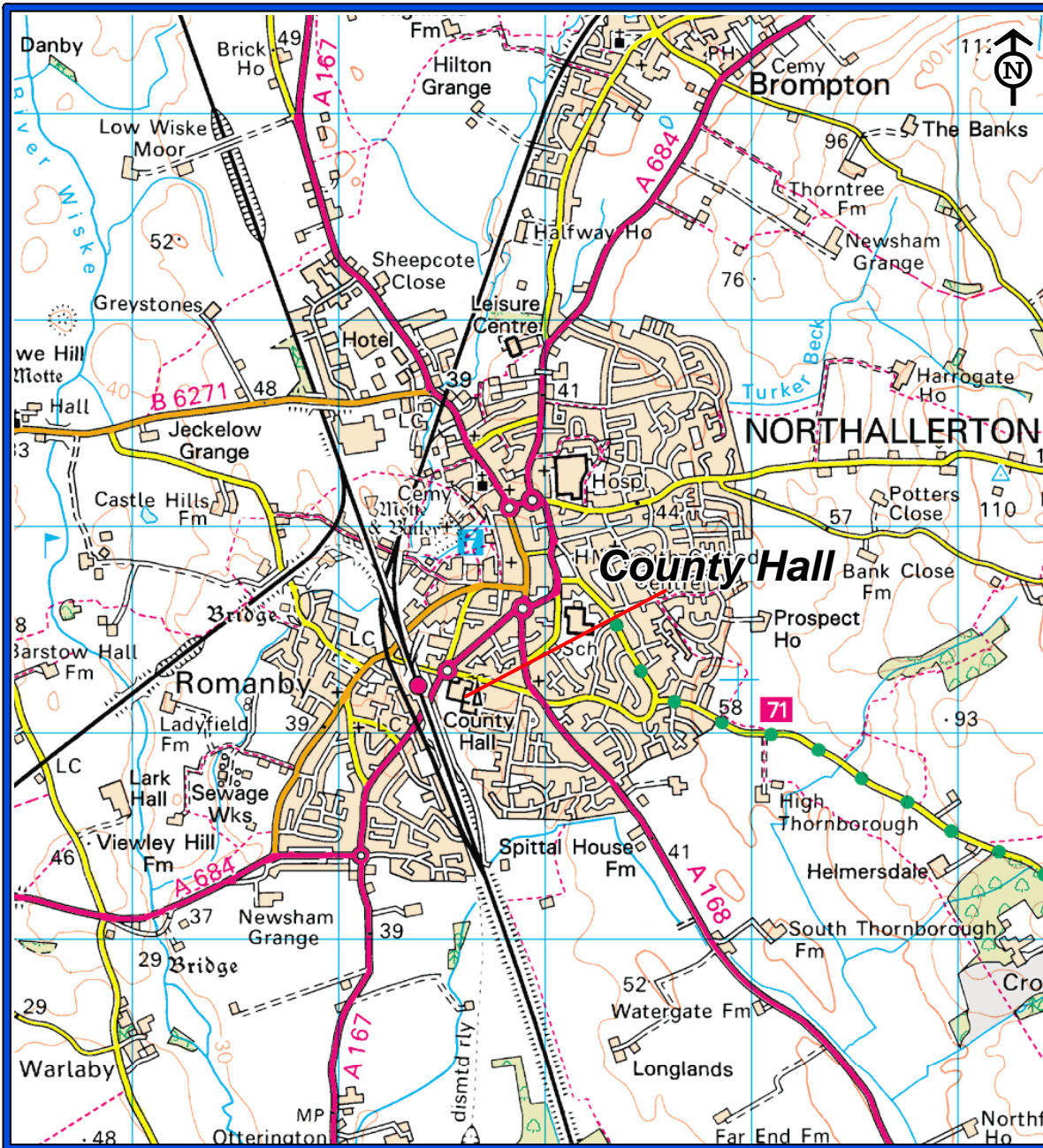
## 1. Membership

<b>County Councillors (13)</b>					
	<i>Councillors Name</i>	<i>Chairman/Vice Chairman</i>	<i>Political Group</i>	<i>Electoral Division</i>	
<b>1</b>	ARTHUR, Karl		Conservative	Selby Barlby	
<b>2</b>	GOODE, David		Liberal Democrat	Knaresborough	
<b>3</b>	HASLAM, Paul		Conservative	Harrogate Bilton and Nidd Gorge	
<b>4</b>	HESELTINE, Robert		Independent	Skipton East	
<b>5</b>	JEFFELS, David		Conservative	Seamer and Derwent	
<b>6</b>	LUMLEY, Stanley	Chairman	Conservative	Pateley Bridge	
<b>7</b>	MACKAY, Don		NY Independents	Tadcaster	
<b>8</b>	MCCARTNEY, John	Vice-Chairman	NY Independents	Osgoldcross	
<b>9</b>	PARASKOS, Andy		Conservative	Ainsty	
<b>10</b>	PATMORE, Caroline		Conservative	Stillington	
<b>11</b>	PEARSON, Clive		Conservative	Esk Valley	
<b>12</b>	SWIERS, Roberta		Conservative	Hertford and Cayton	
<b>13</b>	WELCH, Richard		Conservative	Ribblesdale	
<b>Total Membership – (13)</b>				<b>Quorum – (4)</b>	
<b>Con</b>	<b>Lib Dem</b>	<b>NY Ind</b>	<b>Labour</b>	<b>Ind</b>	<b>Total</b>
<b>9</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>13</b>

## 2. Substitute Members

<b>Conservative</b>					
	<i>Councillors Names</i>				
<b>1</b>	BAKER, Robert				
<b>2</b>	GOODRICK, Caroline				
<b>3</b>	ENNIS, John				
<b>4</b>	TROTTER, Cliff				
<b>5</b>	PEARSON, Chris				
<b>NY Independents</b>					
	<i>Councillors Names</i>				
<b>1</b>					
<b>2</b>					
<b>3</b>					
<b>4</b>					
<b>5</b>					





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North Yorkshire County Council

## North Yorkshire County Council

### Transport, Economy and Environment Overview and Scrutiny Committee

Minutes of the Meeting held at County Hall, Northallerton on 24 January 2019 at 10.00 am.

**Present:-**

County Councillor Stanley Lumley in the Chair.

County Councillors Karl Arthur, David Goode, Robert Heseltine, David Jeffels, Don Mackay, Andy Paraskos, Clive Pearson, Roberta Swiers, Richard Welch

Other Members present were:

Executive County Councillor Carl Les

Executive County Councillor Don MacKenzie

County Councillor Karin Sedgwick

NYCC Officers attending: James Farrar, NYCC Assistant Director – Economic Partnership Unit (BES), Alistair Gourley, Head of Adult Learning and Skills Service (CYPS), Darren Griffiths, Senior Engineer - Traffic Engineering (BES), Barrie Mason, Assistant Director - Highways & Transportation (BES), Catherine Price, Contract and Commissioning Manager (BES) and Jonathan Spencer, Principal Scrutiny Officer (CSD).

Apologies for absence had been received from County Councillors Paul Haslam, John McCartney and Caroline Patmore.

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**Copies of all documents considered are in the Minute Book**

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**49. Minutes**

**Resolved -**

That the Minutes of the meeting held on 25 October 2018 be confirmed and signed by the Chairman as a correct record subject to noting that County Councillor Roberta Swiers had not been present at the meeting and that County Councillor David Goode had been present at the meeting in the public audience.

**50. Declarations of Interest**

**Resolved -**

There were no declarations of interest to note.

**51. Exclusion of the Public and Press**

**Resolved –**

That on the grounds that they each involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972

as amended by the Local government (Access to Information) (Variation) Order 2006, the public be excluded from the meeting during consideration of:

i) Agenda item 10, Future Delivery of the Highway Service

## **52. Public Questions or Statements**

There were no general public questions or statements from members of the public concerning issues not on the agenda.

## **53. York, North Yorkshire & East Riding Local Enterprise Partnership**

Considered -

The report of the Corporate Director - Business and Environmental Services updating on the performance of the York, North Yorkshire and East Riding LEP Partnership and seeking Members' views on the proposed merger of the Leeds City Region LEP.

James Farrar presented the report. He provided an overview of each section in the report: the Local Growth Fund, Wider Infrastructure Development, Skills funding and initiatives, Support to businesses, the financial position of the LEP and the LEP Review.

James Farrar explained that in order for a LEP to be compliant with the LEP Review and be eligible to receive funding from the Shared Prosperity Fund, any overlapping boundaries must be removed. In discussions with the relevant local authorities it had been clear that City of York Council wished to retain its relationship with Leeds City Region LEP. It was deemed to be not sensible to split Hull from East Riding due to the interdependency of their economies. This effectively left North Yorkshire to merge with Leeds City Region LEP.

James Farrar said that he was positive about what could be achieved by North Yorkshire and York merging with the Leeds City Region LEP and it was important to remember that West Yorkshire had extensive rural areas as well. The merged LEP would be one of the largest in the country, both geographically and economically and had the potential to provide North Yorkshire with more national influence as a consequence. A concern would be if North Yorkshire's priorities were not projected into the new operating model of the merged LEP. It would be important therefore to ensure that the governance model and structure took into account the nature and priorities of North Yorkshire's economy, reflecting both rural, towns and coastal. Currently, the operating model of Leeds City Region LEP was urban-centric, whereas the YNYER LEP ran a different model based on the smaller dispersed nature of its partners in a very rural area.

Members made the following key comments:

- A Member referred to paragraph 3.4 of the report relating to digital improvements in the county. He noted that the emphasis was on mobile connectivity in rural areas but pointed out there were problems accessing the fibre network in towns such as Knaresborough. He asked if there were any plans to extend the fibre network. James Farrar said that NYNet was investing in the next generation ultra-fast fibre connecting public buildings in town centres, with the potential to provide 'spurs' off at a much reduced cost to customers. He went on to note the importance of investing in digital infrastructure. With an increase in people working from home, it had become an essential service if we wished to attract



people to the region.

- A Member referred to page 17 of the report relating to the European Social Fund. He asked what source of funding would replace the ESF once the UK had left the EU. James Farrar explained that the UK Shared Prosperity Fund was intended by government to provide the replacement funding vehicle. LEPs would be able to bid for a share of the funding through implementing their Local Industrial Strategies. James Farrar went on to refer to the work that the LEP was doing in relation to supporting farming post-Brexit, including the 'Grow Yorkshire' initiative. The Member went on to ask what would happen to the EU funding currently provided to farmers post-Brexit. James Farrar replied that from 2021 funding to large landowners would be capped at £100,000 each year. Some of the money saved would be reinvested in piloting new schemes. The £100k cap was the primary change prior to 2026. The government approach beyond this date was being developed however it was likely to focus on 'public money for the public good'. There was work to do locally to ensure that farmers had robust business plans in place to understand the impact of these changes.
- A Member said that he was concerned that DEFRA's criteria did not include food production in relation to future farming payments being based upon public money for the public good. The two principles of government were the defence of the nation and feeding the population and so he hoped that the Rt. Hon Michael Gove MP would have a rethink. James Farrar explained about a payment by results scheme being trialled in the Yorkshire Dales National Park Authority area.
- A Member said that it seemed a logical outcome for the LEP boundary review to respect the outcome of devolution, which he hoped would be a One Yorkshire model. He said that he was very concerned that the Chair of the West Yorkshire Combined Authority could control initiatives in North Yorkshire if YNYER LEP was merged into the Leeds City Region LEP. He asked that the Chairman of the Transport, Economy and Environment Overview and Scrutiny Committee be kept informed about developments by the Leader of North Yorkshire Council, Executive County Councillor Carl Les. Executive County Councillor Carl Les replied that a working group comprising representatives from the Leeds City Region LEP and the YNYER LEP had been set up and had held its first meeting in December, which he had attended. The meeting had been positive. He said that in his view if there was a takeover by the Leeds City Region LEP of the YNYER LEP it would be a disaster. The process was being called a merger but must be seen as creating a completely new entity. Both LEPs had good working practices and a diverse skills set that could be pulled together and each learn from the other. There would be immense opportunities in relation to the size of the geographic area that the new LEP would cover. The LEP was about much more than funding however and was about business and the public sector working together. The next meeting would discuss the practicalities of the merger and governance arrangements. He said that he would be happy to brief the Chairman of the Transport, Economy and Environment Overview and Scrutiny and Group Spokespersons on the outcome of the meeting.
- A Member referred to paragraph 7.2 of the report, noting that there was limited time left for both LEP Boards to approve the merger in March 2019 considering that there had only been one meeting to date. James Farrar explained that there had been numerous officer meetings to work up the detail, including consideration of the challenges and options. Executive County Councillor Carl Les said each LEP would go its separate way if agreement was not reached.



**Resolved -**

- a) That the Committee notes the progress of the LEP
- b) That the Committee supports the potential that a single LEP covering North Yorkshire, York and the Leeds City Region could bring for North Yorkshire but notes that North Yorkshire's priorities must be projected into the new operating model in the first instance.

**54. Update report from Adult Learning and Skills Service on progress since the last Ofsted Inspection**

Considered –

The report of the NYCC Corporate Director – Children and Young Peoples Services presenting an update for the Adult Learning and Skills Service, including progress against actions identified following the last Inspection in June 2017.

Alistair Gourley presented the report.

Members made the following key comments:

- A Member referred to Appendix 3 noting that whilst progress had been made between 2016/17 to 2017/18 in relation to achievement and retention rates, they were still below national minimum standards. He asked if there was a service improvement plan with targets to achieve about the national minimum. Alistair Gourley replied that in respects of apprenticeships they were a 'slow burn' as they took on average 18 months to complete. A significant issue was in relation to apprenticeships not the NVQ qualification. Most learners gained vocational qualifications but the figures did not show this unless the learner had achieved an NVQ qualification. Maths and English was where a number of learners failed to achieve as they were not academic but still had to achieve a certain level in English and Maths. There was a requirement for an industry-wide NVQ but it was not part of the apprenticeship framework. The Adult and Skills Service was now frontloading Maths and English to help people prior to starting the apprenticeship.
- A Member noted that Ofsted was in the process of introducing a new inspection regime in schools from September 2019 which would be geared towards enriching the curriculum. He asked to what extent the service improvement plan took this into account. Alistair Gourley noted that in the past, the focus had been overwhelmingly on outcomes rather than on the learner experience as well. The latest programme included responding to mental health, anxiety and stress. The service had already been moving in that direction and continued to do so. The previous Ofsted report had recognised that as a strength of the service.

The Chairman sought nominations from the Committee to serve on the Adult Learning and Skills Service Governance Board.

**Resolved -**

- a) That the Committee notes the update on the Adult Learning and Skills Service.
- b) That County Councillor Caroline Patmore be nominated to serve on the Adult Learning and Skills Service Governance Board.

## 55. Public Transport Services Briefing

Considered -

The report of the Corporate Director – Business and Environmental Services providing an update on public transport related matters in North Yorkshire.

Catherine Price presented the report. Key issues included the Area Transport Review (Harrogate, Hambleton and Richmondshire areas), Operator Resilience, English National Concessionary Travel Scheme (bus passes), Section 19/22 Licenses and Community Transport.

Executive County Councillor Don MacKenzie noted that as a result of the swift response of the Integrated Passenger Transport Unit, on every occasion when bus operators had ceased trading without notice to the County Council no pupils had been left without transport. Other challenges had been the reduction in the bus subsidy but he noted the innovative ways that had been introduced by community transport and car schemes in the county to provide access to transport in rural areas. The Concessionary Fares Scheme was another challenge due to the fact that the funding received from the government was substantially less than the cost of the scheme to run in the county. With reference to the consultation on Scarborough Park & Ride, he noted that the Executive would be looking at various options.

Members made the following key comments:

- A Member said that it was heartening to see that the recommendations put forward by the Committee in 2014 from its task group review on access to services had been introduced, leading to innovation. He noted that in addition to community transport, residents in Craven would be lost without the County Council's own fleet of vehicles operating there. He asked to be provided with information on the growth in the County Council's fleet of vehicles and the cost to maintain the fleet. He advised that should further commercial services be withdrawn, the County Council should step in as the provider of last resort.
- A Member said that he hoped that with regards to the Scarborough Park & Ride facility, the proposals would go out for public consultation as well. Ways should first be explored to increase use-age before making any drastic changes. In principle, it made good sense to have the facility as it alleviated town centre parking and congestion and improved the air quality in the town. He queried whether in relation to the Concessionary Fares Scheme, it would be possible for operators to seek voluntary contributions from passengers eligible for a concessionary fare. Executive County Councillor Don MacKenzie replied that with reference to the Scarborough Park & Ride facility, the problem was that use-age had been declining over the past seven years. Scarborough Borough Council and the County Council could increase parking charges in the town centre in order to try to increase use-age. However the general public had over the years shown a reluctance to use the facility during the winter months. In respect of the concessionary fares scheme, people had offered to make a contribution towards their journey. However in general the scheme did not allow bus operators to take money from public, though people had the option of paying a fare without showing their bus pass. Catherine Price noted that Arriva bus services had tried to introduce voluntary contributions but had subsequently been challenged.
- A Member queried what due diligence had been undertaken with commercial operators to check their viability and any work done on examining the reasons

why the operators had failed. Catherine Price replied that discussions had taken place with each of the operators prior to their collapse but there had been no common themes and no warning given. In one instance, the sole trader had died and so other family members were not able to take over. Arising from this the County Council had visited other sole traders in the county to discuss their contingency plans. In another instance the existing operator had been taken over by another operator to sell on. An operator's collapse was often sudden and unexpected and there then followed a long process of liquidators and other administrators being brought in. Essentially though once a company had gone it had gone. She went on to note that the loss of commercial operators was a national issue.

#### **Resolved -**

That the Committee notes the update in relation to public transport.

#### **56. Vehicle Activated Signs**

Considered -

Darren Griffiths gave a verbal update on the progress of the Vehicle Activated Signs (VAS) protocol allowing parishes to purchase and maintain VAS.

He explained that officers responsible for the delivery of the existing VAS protocol and programme had taken the steer from the Committee's report to start to develop a new VAS protocol allowing for parishes and other community groups to purchase, deploy and maintain its own VAS. The general principle of the new protocol was to develop a management and support mechanism for community led schemes, providing a detailed process through the application, purchase and commissioning stages. In summary the protocol would cover the following elements:

- Application and Site assessment of locations - signs must be temporary and not a permanent fixture
- Legal agreement – covering funding, deployment and rotation, safety management and risk assessment, consultation and complaints, public liability insurance and maintenance
- Purchase
- Site preparation
- Safety management including training
- Installation and Maintenance
- Site management

Darren Griffiths went on to explain that the intention was for the new protocol to operate in parallel with the existing NYCC VAS programme throughout the length of its current contract. Traffic Engineering Officers were currently speaking with potential suppliers and were in the process of finalising the protocol to allow parishes to purchase temporary VAS. The intention was for the scheme to be operational by 1 April 2019. To date NYCC Highways had been contacted by over 30 parishes interested in the scheme.

Executive County Councillor Don MacKenzie thanked the officers for the work put in to developing the new protocol. He said that the process remained on track for the scheme to be in place by 1 April 2019. A report requesting approval by the Executive of the finalised protocol would be published on 19 March 2019 to be presented to the Executive on 26 March 2019. He invited Members to raise issues if there were aspects that they needed clarification on. He said that he wished to repeat what he had previously said that if there was an accident record in a settlement, additional road

safety measures had and would continue to be put in place. North Yorkshire's road network remained very safe. Participation in the scheme though allowed parishes to show in a practical way how they were spending their precept and that they were taking action and adding to existing safety measures.

Members made the following key comments:

- A Member queried the statement made that the VAS signs must be 'temporary'. Barrie Mason explained that temporary did not mean temporary ownership of the signs but meant instead rotation between locations of the sign. He went on to note that in line with the existing NYCC VAS protocol, permanent VAS were only located where there was a history of speed related accidents. In most cases parishes would use the signs between two or more villages or at either end of the same village. However if a number of parishes chose to club together to fund the sign/s they could arrange for the sign to be rotated between parishes. The County Council's intention was to be as flexible as possible whilst making sure that there was not a cost to the County Council and no compromise in road safety.

#### **Resolved -**

That the verbal update on progress of the Vehicle Activated Signs (VAS) protocol allowing parishes to purchase and maintain VAS be noted.

#### **57. Work Programme**

Considered -

The report of the Principal Scrutiny Officer asking the Committee to confirm, amend or add to the areas of the work listed in the Work Programme schedule (Appendix 1 to the report).

The Chairman introduced the report. He noted that the National Research project by the DfT examining 20 mph speed limits had been published. Group Spokespersons would be discussing the timescales and scope of the review at the mid cycle briefing meeting on 7 March 2019. The Committee would then be asked to approve the scope of the review at its meeting on 17 April 2019.

County Councillor David Goode explained about the County Council Motion of 14 November 2018 relating to the use of plastics. The motion asked the Committee to set up a task group or join with other local environmental group initiatives and businesses to create a robust strategy to encourage local businesses, other organisations and residents to reduce the use of single-use plastic. He noted the forthcoming consultation on the government's Resources & Waste Strategy, which would provide a useful starting point to establish how the County Council alongside other partners could reduce single-use plastic. The Chairman noted that it was an important piece of work and suggested that the Committee should respond initially to the government's consultation. This would either be at its next committee meeting on 17 April 2019 or at its mid cycle briefing meeting on 7 March 2019 depending upon whether the consultation was eight or 12 weeks in length. Following this the Committee could then set up a task group later in the year once the detail of the government's proposals was known and following on from the completion of the Committee's review of 20mph speed limit policy.

**Resolved -**

- a) That the work programme be noted.
- b) That the Motion referred to the Transport, Economy and Environment Overview and Scrutiny Committee relating to the use of plastics be taken forward by the Committee.

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**Agenda item 10 was considered in private and the public have no right of access to this section of the Minutes.**

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**58. Future Delivery of the Highway Service**

The report of the Corporate Director detailing the process adopted and the progress made in deciding the appropriate delivery model for the delivery of the highways service on completion of the current Highways Maintenance (HMC) and Highway Engineering & Design Consultancy (HEDC) contracts.

**Resolved -**

That the recommendations in the report be approved.

The meeting concluded at 12.32pm

JS



## Transport, Economy and Environment Overview and Scrutiny Committee

17 April 2019

### Report of the Corporate Director Children and Young People Service

#### SEND Home to School Transport 2018 Policy Change

#### 1. Purpose of Report

To provide Members with an update on the implementation of the Home to School Transport Policy adopted May 2018.

#### 2. Key Background Information

- 2.1 Home to School Transport is a legal duty placed on local authorities to provide travel assistance of eligible statutory aged children, to enable them to access education. North Yorkshire County Council also adopt a policy statement of extending this assistance to include young persons of 16-19 years of age (post 16). This included young adults with Education Health Care Plans (EHCP), who are continuing in education beyond participation age (Post 19).
- 2.2 The cost of home to school transport for children with special educational needs (SEN) has been rising dramatically in the last three financial years (2014-15 to 2016-17).
- 2.3 A detailed analysis of SEND home to school transport has revealed that there has been an overall increase in pupil numbers on SEN home to school transport of 22% from March 2015 to March 2017
- 2.4 This has also resulted in an increase in the demand for transport provision across all age ranges but in particular, a 66% increase in the number of post-16 and post 19 pupils who are using the service.
- 2.5 Based on those trends in SEND continuing and the annual year on year growth estimated at 18% per annum, it was estimated that by 2020 the forecasted spend will be £13.2M. This will continue to increase to £18.4M by 2022, and potentially could reach £30M by 2025.
- 2.6 The authority took the decision to respond by reviewing the areas within the policy which could be influencing this additional growth.



### 3. Option Appraisal

3.1 The policy changes adopted in May 2018 comprised of 3 key proposals:-

3.2 *Proposal 1: Removal of the FREE transport statement for SEND Post-16 to 18 students with an EHCP from September 2018, to bring it in line with mainstream transport arrangements.*

This proposal influenced a number of young people to review their transport options instead of automatically selecting the “free” option previously offered by the authority

In total 70 young people made alternative arrangements with a saving of £316k

Mid-year checks showed that these young people were still continuing in education.

3.3 *Proposal 2: Recognise SEND Post-19 students as adults in education, and identify unmet transport need in line with Health and Adult Services social care assessment.*

The young adults impacted by this policy update were contacted to request a transport assessment to be undertaken. From the 109 identified:

- 40 left education as no further progress would be made.
- 5 have now moved into Work Based Learning and directed to the Central Government funded – Access to work fund
- 10 have declined the assessment and will be using own or alternative methods of transport.
- 11 have been assessed as not requiring support.
- 43 have received assistance.

The saving from the 66 adults no longer in transport provided by the authority is £300k

3.4 *Proposal 3: Promote Parental Transport Allowance to SEND sole-occupancy provision with a realistic enhancement to reflect the young person transport need (for those eligible for transport assistance under statutory duty)*

Local authorities can offer parents an allowance as a form of travel assistance. Historically this has been set at 30p. Feedback from parents both prior and during the consultation was this amount was too low.

Following the increase to 45p per mile, an increase in the number of new application for transport assistance have been negotiated into PTA.

Existing solo traveller has been faced with little interest and despite 2 attempts of communicating with parents to offer the parental allowance – those in receipt of transport are reluctant to accept the offer.

The total saving for this proposal compared with the authority arranging transport provision is £287k

- 3.4 The total saving against doing nothing has achieved £905k in year 1.
- 3.5 The growth in post 16 and post 19 transport provision has not only stabilised but as shown in Appendix 1, reduced to the same level as 2015/16.

#### 4. Key Implications

##### 4.1 Local Member

The implementation of the policy was county wide. The SEND Transport Manager by request has provided updates to each of the Area Constituency Committees during the first year implementation.

All

##### 4.2 Financial

The rationale behind the changes to the policy in 2018 were to both provide more consistency across the mainstream and SEND provision but to also take corrective action to reduce the significant budget pressure.

	Year 1	Year 2	Year 3	Year 4	Total	Actual to date.
Proposal 1	166	108	162	163	599	£316k
Proposal 2	59	129	272	0	460	£300k
Proposal 3	353	397	0	0	750	£287k
Total	578	634	434	163	£1.8m	£905k

As shown, we are ahead of schedule in relation to post 16 and post 19 provision. This was due to more post students opting for college or public transport and in Post 19 the above expected savings were due to a number of Education Health Care Plans concluding and the person either moving onto either a supported internship/apprenticeship, university or social care provision.

The Parental Transport Allowance has not impacted on existing transport provision as we had hoped. It has, however, provided an acceptable offer for new applications to transport assistance. In which we have seen some growth in uptake compared to previous years

##### 4.3 Legal

The local authority has a duty to provide transport assistance for eligible statutory aged pupils. The first 2 proposals were focussed on the discretionary offer provided by the local authority.

Whilst there is no legal duty to provide discretionary transport, North Yorkshire by the nature of its geographical and rural environment, have selected to maintain a discretionary element to Home to School Transport.

#### 4.4 Environmental Impacts/Benefits

The impact of 136 young people no longer requiring home to school transport from the local authority has a positive environmental impact on the number of vehicles the authority are placing in circulation to meet the statutory duty.

### 5. **Conclusion**

- 5.1 The first year implementation has stabilised the numbers of pupil's growth in discretionary transport provision for 2018.
- 5.2 The parental transport offer is attractive to new applicants but the authority is facing reluctance from existing transport users
- 5.3 Significant growth is still apparent in the statutory aged children (5 to 16 years) for both mainstream and SEND. For this reason the home to school transport policy for statutory aged pupils has been reviewed for areas above the statutory requirements, and is currently in consultation on 7 proposals until 16<sup>th</sup> June 2019.

### 6. **Recommendation**

- 6.1 That the progress made in the first year of implementation of the Home to School transport policy 2018 is noted by Members.

### 7. **Reasons for Recommendations**

- 7.1 The implementation of the policy has not had a detrimental impact on the ability of young people accessing their education.
- 7.2 The policy changes has had a positive influence on the home to school transport expenditure.

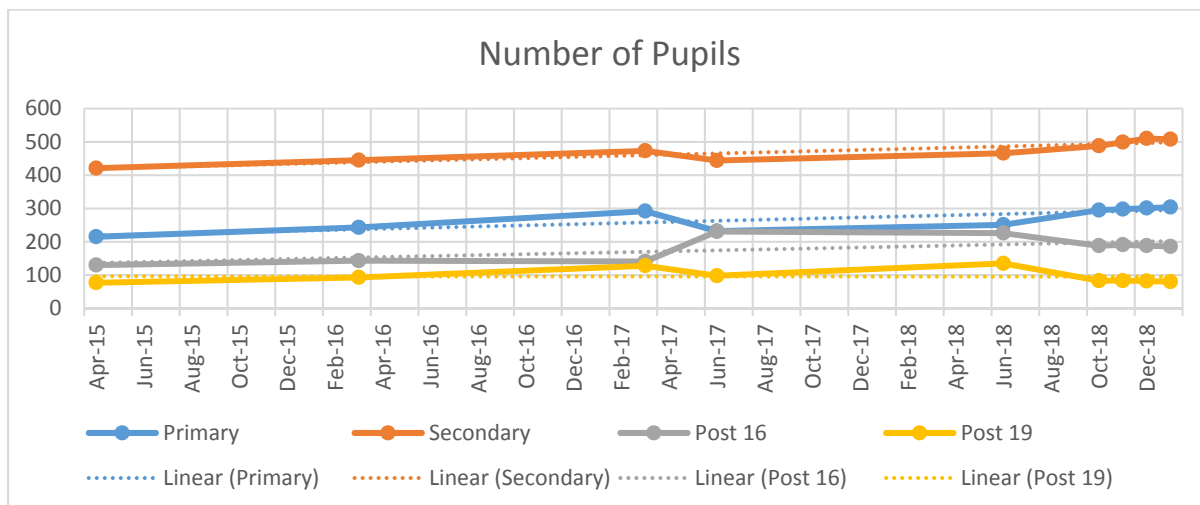
Gail Chester  
SEND Transport Manager  
8..4.19

Background papers relied upon in the preparation of this report:-

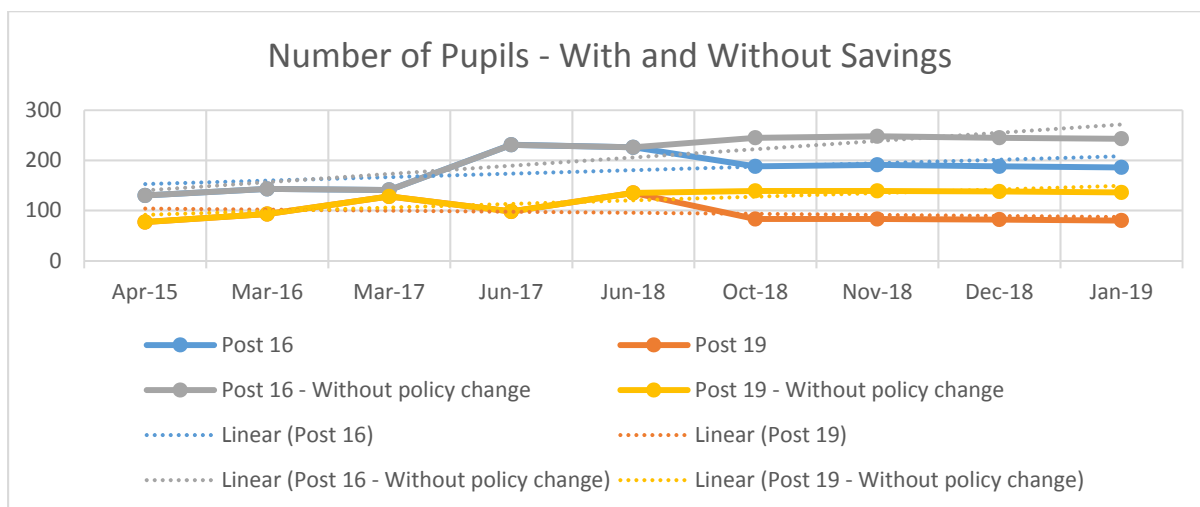
For further information contact the author of the report

### **Appendices**

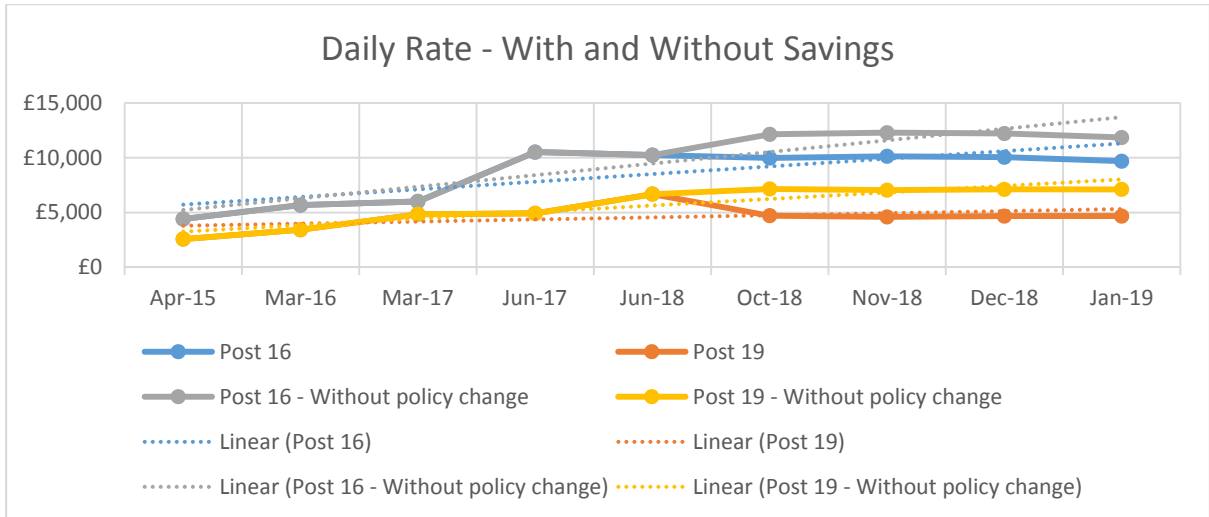
Trend data – Appendix 1



Whilst the number of pupils in SEND transport has been growing in the last 3 years, the policy change implemented from June 2018 has resulted in the number of post 16 and post 19 reducing back to 2015/16 level.



In more detail on the post 16 and post 19 pupil number, the linear line is where we would expect growth to be at, but by Summer 2017, the actual growth had exceeded this and a second anticipated level was forecasted (grey and yellow lines). In June 2018 following the policy change, the actual impact is shown (blue and orange)



This graph shows the impact on the daily rate of provision for all post 16 and post 19 including those who are currently protected. The graph shows the daily rate has stabilised in post 16 and falling in post 19 against June 2018 figures.



## Transport, Economy and Environmental Overview and Scrutiny Committee

17 April 2019

### Scarborough Park and Ride

#### Report of the Corporate Director – Business and Environmental Services

#### 1.0 Purpose of Report

- 1.1. To update the committee on the consultation of options to change the level of service provision of Park and Ride in Scarborough and to obtain the committee's comments on the same.

#### 2.0 Background

- 2.1 The Scarborough Park and Ride service was introduced as part of the Scarborough Integrated Transport Scheme (SITS) on 14 February 2009.
- 2.2 The main objectives of the SITS scheme were:
- to reduce the traffic congestion on the southern approach to Scarborough
  - to reduce the number and severity of road traffic casualties
  - to provide a net improvement in the environment for residents
  - to encourage alternative modes of transport
- 2.3 The two park and ride sites were constructed on the A64 and the A165 on the outskirts of Scarborough to the south.

#### 3.0 Existing Provision

- 3.1 The A165 site is owned by NYCC and the A64 site is leased from Scarborough Borough Council under a peppercorn rent arrangement. Both sites have 600 free car parking spaces and modern passenger facilities which include a heated structure with enclosed seating areas, toilets and information stands. Both sites have lockable gates that make the site secure each evening or when required at other times.
- 3.2 The sites are managed by NYCC Facilities Management staff who provide ground maintenance, cleaning and they open and close the sites at the beginning and end of the day. Additional security is provided through Facilities Management during the week of Scarborough Horse Fair at both sites.
- 3.3 The bus service contract is managed by Integrated Passenger Transport and it has been operated by East Yorkshire Motor Services Ltd for the last nine years. The current contract is due to expire in April 2020 but the terms and conditions of the contract has provision to extend it by up to one year if required.



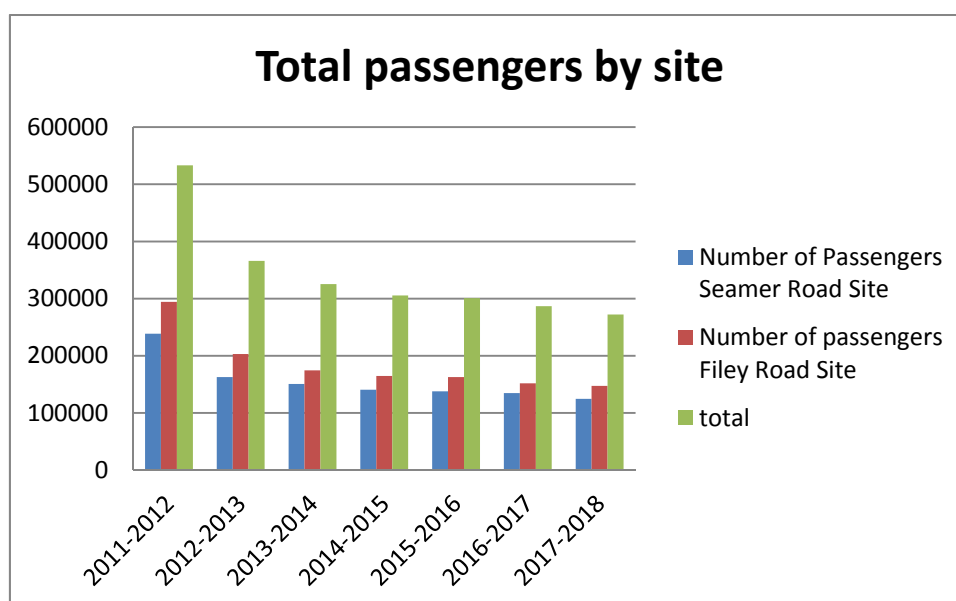
- 3.4 The service is currently available seven days a week all year round, including Bank Holidays, except for Christmas Day, Boxing Day and New Year's Day.
- 3.5 Buses run every 15 minutes, following a circular route, stopping at South Bay and York Place before returning to the respective park and ride sites.
- 3.6 The park and ride offers an affordable alternative to town centre parking and caters for a range of customers from commuters to day trippers. Regular users are able to buy season tickets and benefit from convenient free parking spaces.
- 3.7 The following table sets out an overview of the costs associated with the provision of the whole service as a package.

Costs for operation of sites and services	£
A64 Seamer Road	235869
A165 Filey Road	237046
<b>Total</b>	<b>£473k</b>

#### 4.0 Performance to Date

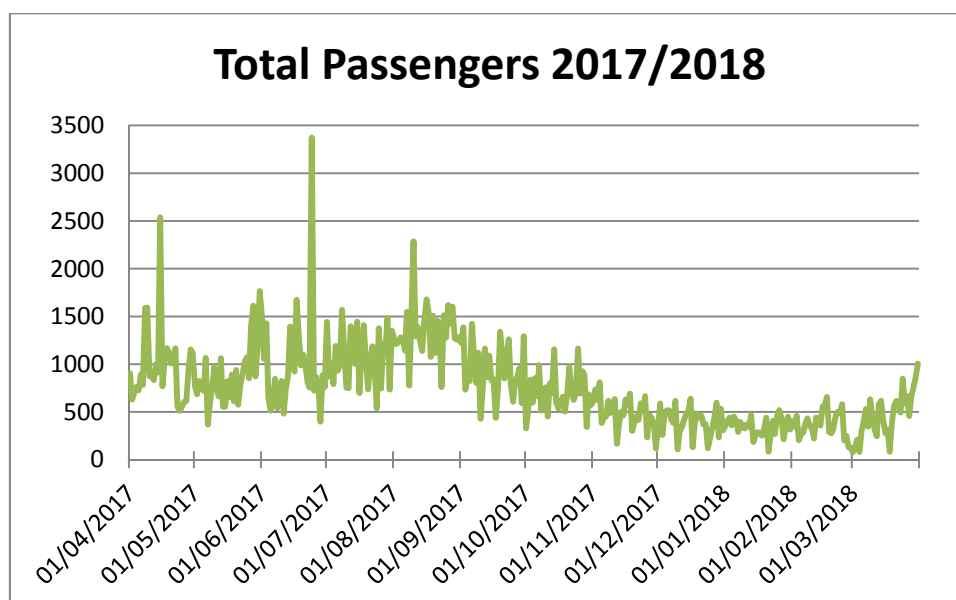
- 4.1 Initially the park and ride service had a significant positive impact on congestion and traffic data collected in 2011 showed that it had contributed to, on average, the removal of 500 vehicles a day from Scarborough town centre.
- 4.2 However, data collected in 2012 showed a large reduction in use compared to the same period in 2011. This coincides with the Council's decision to introduce a fare of £1 (return) for concessionary pass holders following the removal of the service from the Concessionary Fares Scheme in April 2012. Prior to that time pass holders could travel for free on the service.

Following the changes in 2012 there has been a steady decline in passenger numbers each year which can be seen in graph and the table below.



	Number of Passengers Seamer Road (A64)	Number of passengers Filey Road (A165)
2011-2012	238694	294468
2012-2013	162902	203166
2013-2014	150844	174650
2014-2015	140671	164864
2015-2016	137948	162762
2016-2017	134839	151935
2017-2018	124786	147331

4.3 The graph below shows the pattern of usage throughout a 12 month period. The spike in number at the end of June is as a result of Armed Forces Day. Other peaks can be attributed to Easter and August Bank Holidays.



## 5.0 Proposed Changes/Options for Future Service Level

5.1 The overview of the usage figures above demonstrate it is timely to review the service provision again to ensure that service provision is viable for the current demand. Given that usage is declining three options have been published for consultation, with the consultation closing on 30 April 2019:

- Option 1: Close A64 (Seamer Road) site and Close A165 (Filey Road) site  
Completely close both park and ride sites and services
- Option 2a and 2b: Either Close A64 (Seamer Road) site or Close A165 (Filey Road) site  
Completely close A64 (Seamer Road) park and ride site and services. The site is the property of Scarborough Borough Council so there are no opportunities for selling or leasing the site to a third party

or

Completely close A165 (Filey Road) park and ride site and services. In addition to any operational savings, we could explore opportunities for income by either selling or leasing the site as it is part of the Councils property portfolio.

- Option 3: Cease the park and ride out of season  
Close both park and ride sites and services from the second Sunday in November until the second Sunday before Easter.

5.2 The consultation can be found - <https://www.northyorks.gov.uk/options-change-level-service-scarborough-park-ride>

## **6.0 Recommendation**

6.1 It is recommended that members note the contents of the report and provide comments on the consultation of options to change the level of service provision of Park and Ride in Scarborough.

DAVID BOWE

Corporate Director – Business and Environmental Services

Report Author - Cathy Summers

Background papers: none



## Transport, Economy and Environment Overview and Scrutiny Committee

17 April 2019

### Report of the Corporate Director Business and Environmental Services

#### DEFRA/HM Treasury Consultations on Elements of the Resources and Waste Strategy

#### 1.0 Purpose of Report

- 1.1 To inform TEEOSC of the following consultations covering elements of the Resources and Waste Strategy:
- DEFRA consultation on consistency in household and business recycling collections in England
  - DEFRA consultation on reforming the UK packaging producer responsibility system
  - DEFRA consultation on introducing a Deposit Return Scheme in England, Wales and Northern Ireland
  - HM Treasury consultation on plastic packaging tax
- 1.2 To invite the Committee to comment on the draft responses on behalf of the County Council to be sent to DEFRA and HM Treasury.

#### 2.0 Executive Summary

- 2.1 In December 2018, the government published the Resources and Waste Strategy pledging to leave the environment in a better condition for the next generation. This Strategy is to be supported by a series of consultations on known problem areas, such as packaging waste. The consultations considered in this report are the first of those.

#### 3.0 Key Background Information

- 3.1 The strategy and consultations can be found here:
- The Resources and Waste Strategy  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/765914/resources-waste-strategy-dec-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765914/resources-waste-strategy-dec-2018.pdf)
  - Consultation on Consistency in Household and Business Recycling Collections in England  
<https://www.gov.uk/government/consultations/waste-and-recycling-making-recycling-collections-consistent-in-england>
  - Consultation on reforming the UK packaging producer responsibility system  
<https://www.gov.uk/government/consultations/packaging-waste-changing-the-uk-producer-responsibility-system-for-packaging-waste>
  - Introducing a Deposit Return Scheme (DRS) in England, Wales and Northern Ireland  
<https://www.gov.uk/government/consultations/introducing-a-deposit-return-scheme-drs-for-drinks-containers-bottles-and-cans>
  - Plastic packaging tax  
<https://www.gov.uk/government/consultations/plastic-packaging-tax>

3.2 The consultation on plastic packaging tax is open until 12 May 2019 with the other three consultations being open until 13 May 2019. Draft responses to the consultation questions are being drafted and this report highlights some of the key issues and proposed approach to responses.

#### **4.0 Consistency in household and business recycling collections in England - Consultation**

4.1 This consultation is concerned with measures to improve the quantity and quality of what we recycle both at home and at work. Government believe these measures will help to transform recycling and increase recycling rates significantly above 50% towards the much higher recycling rates of 65% that have been set as ambitions in the Resources and Waste Strategy.

4.2 The Government says it recognises the pressures on local authorities. Local authorities will therefore receive additional resource to meet any new net costs arising from the policies set out in the consultation when implemented. This includes both net up front transition costs and net ongoing operational costs. A summary of the measures being consulted on to increase household recycling is provided below.

4.3 Government are consulting on proposals:

- for all waste collection authorities to collect the same core set of dry recyclable materials from all types of households
- for all waste collection authorities to have separate weekly food waste collections from all households by 2023
- on whether waste collection authorities should provide a free garden waste collection service for households with gardens during the growing season
- on how to achieve greater separation of dry materials in collections, especially paper and glass to improve the quality of dry recyclables collected from households
- on whether statutory guidance on minimum service standards for waste and recycling services should be introduced (including a minimum expectancy of fortnightly residual waste collection)
- on how to develop non-binding performance indicators to support local authorities to deliver high quality and quantity in recycling and waste management
- on how to support joint working between local authorities on waste
- on alternatives to weight-based targets
- on the benefits of standardised bin colours for waste and recycling

4.4 The consultation also includes proposals to improve recycling from businesses and other organisations that produce municipal waste. This includes proposals for:

- all affected businesses and organisations to segregate dry recyclable materials from residual waste so that these can be collected for recycling
- all affected businesses and organisations to separate their food waste to be collected and recycled or composted
- measures to reduce costs of waste collection for businesses and organisations
- measures to improve the availability of data and information on business waste and recycling

## **5.0 Key Implications - Consistency in household and business recycling collections in England**

- 5.1 In theory the proposal to collect a core set of materials makes sense. If other materials are to be added then these should be included from the start to ensure there are no further changes to the requirements for collection, processing, contracts and for residents. Most authorities in York and North Yorkshire already collect the core set so that would not be a great change. However, there are concerns over the lack of markets for materials and where the risk lies if markets fail to appear. It is not clear if the core set of materials will apply to household waste recycling centres (HWRC).
- 5.1.1 Clarity is needed as to how Government will ensure additional resource is given to meet any new costs resulting from collecting and reprocessing of the core dry recycling materials including financial costs of changes within this Council's long term contracts. Concerns are that funding will be focussed on easily gained improvements in low performing mainly urban areas and those with a low cost base, moving potential funding away from more rural authorities.
- 5.2 Currently, 51% of waste collection authorities in England collect food waste separately from residual waste. Out of this, 35% collect this separately on a weekly basis; 12% collect food waste mixed with garden waste, usually on a fortnightly basis; and the remaining 4% operate both systems. There have been a number of local authorities who have discontinued collections for food waste on the basis of financial viability including Barnet Council and Wychavon District Council.
- 5.2.1 Independent assessment of collection methodologies and treatment facilities has shown that separate food waste collections would be a more costly option for North Yorkshire. Treatment capacity for food waste collected with the residual waste stream is provided at Allerton Waste Recovery Park - this does not require separate collections. Separate collection and treatment of food waste would have a significant impact upon the compositional make up and amount of waste covered by our long term waste contract for Allerton Waste Recovery Park (AWRP).
- 5.2.2 Food waste collection would also damage the impact of the County Council's waste prevention campaigns based on successfully reducing food waste and increasing home composting across North Yorkshire.
- 5.2.3 We would therefore advocate against separate food waste collections.
- 5.3 Evidence shows that the introduction of free garden waste collections to all households would not be practicable and would also discourage home composting, which is the preferred method of dealing with waste within the waste hierarchy. Charges for garden waste collection provides an income stream that is used to offset costs to some district councils. Six of the seven waste collection authorities (district and borough councils) in North Yorkshire currently charge for garden waste collection. Any additional garden waste collected would have a significant impact on the County Council financially as it would increase the amount of recycling credits/incentive payable and processing costs through our contractors. It is proposed that NYCC does not support proposals to remove the ability of councils to charge for the collection of garden waste and that local authorities should be able to choose whether to make a charge for garden waste collections. Evidence from within North Yorkshire suggests that free collections are not required in order to achieve high recycling performance, and that charging does not reduce tonnages collected to the same levels as Government have indicated is likely within the consultation document. Free garden waste collections may also increase the total amount of waste arising within North Yorkshire as more waste is captured.



- 5.4 Separate collections of each dry material type are not always necessary if councils can demonstrate a suitable quality of the resulting material through mixed collections.
- 5.5 It is proposed that North Yorkshire County Council does not support the introduction of a minimum fortnightly refuse collection frequency, we believe this is something that councils should be able to determine themselves. Restricting refuse capacity is a strong driver for increased recycling and once the recycling, garden and food waste is removed, there is very little left to be disposed of in the refuse bin which allows for lower frequency collections. The focus should be on outcomes, leaving local councils free to decide when to collect materials on the basis of what works for them, based on technically, environmentally and economically practicable (TEEP) assessment. These decisions should be made locally taking into account the local area, housing types and demographics. It is proposed that we agree with the principle of a standard set of materials, but how this is collected and the frequency of collection should be down to individual councils.
- 5.6 The non-binding performance indicators can be supported in principle but it is suggested that the indicators include the HWRC performance within the district comparators so that it addresses where there are different numbers of HWRCs in a council area, providing a better measure of true household yield levels across each area.
- 5.7 Proposals to develop alternatives to weight based metrics for waste and resources (such as carbon intensity) provide opportunities to better reflect the whole life environmental impacts of waste. However, any non-weight based metrics would need to take into account the variations of rurality and the socio-demographics of the local area to ensure local authority performance reflects local issues.
- 5.8 The efficiency and consistency of local authority waste services are often improved with economies of scale. Where they exist, effective partnerships can deliver greater efficiency such as the joint working of NYCC and City of York with Allerton Waste Recovery Park (AWRP). Partnership working is not just between the two-tiers of local government, there needs to be opportunities for joint inter-district working. The main issues for progressing partnerships are:
- that there is a lack of a sufficiently strong incentive
  - there is no imperative (nothing making it happen)
  - the desire for local authorities to retain autonomy, local governance and control of their own systems, hampering joint working
  - deep seated/endemic lack of trust between different levels of local government
  - sovereignty
  - limitation in benefits – a perceived inequity of how benefits might be shared.
- 5.8.1 Capacity exists at the existing two-tier level to make partnership working effective, but the things listed above prevent it happening. Greater partnership working between councils should be supported. There are a number of other options that government could progress to improve this area including mandating statutory joint waste authorities, divesting responsibilities to a single tier of authority, creating new bodies to manage municipal waste, change funding structures to put money through upper tier authorities and strengthening the powers of direction.
- 5.9 There are potential opportunities to be gained from the proposals to include businesses that produce household-like waste. There are many businesses in North Yorkshire who may be able to benefit from these proposals, increasing their recycling rates and reducing refuse disposal costs.

- 5.10 With all of the proposals it is proposed to seek further clarity from the Government around the 'full net cost recovery' that is to be offered to fund the changes resulting from the implementation of the new Strategy. Where local authorities have long term (standard form) contractual arrangements the implications for costs around contractual amendments, performance targets and Qualifying Changes in Law need to be considered within the calculation of 'full net cost recovery'.
- 5.11 In the consultation where funding is mentioned it appears to consider aspects of collection, treatment and communication but there is no consideration of waste prevention which is the preferred option according to the waste hierarchy.

## **6.0 Reforming the UK packaging producer responsibility system - consultation**

- 6.1 This consultation is concerned with reducing the amount of unnecessary and difficult to recycle packaging and increase the amount of packaging that can and is recycled through reforms to the packaging producer responsibility regulations. It also proposes that the full net costs of managing packaging waste are placed on those businesses who use packaging and who are best placed to influence better design - consistent with the polluter pays principle and the concept of extended producer responsibility.
- 6.2 Packaging producers would be expected to fund the full net cost of managing the packaging they handle or place on the market at end of life. Subject to consultation, this would include the cost of collection, recycling, disposal, the clear-up of littered and fly tipped packaging, and communications relating to recycling and tackling littering.
- 6.3 Fees raised from obligated businesses will be used to support the management of packaging waste and the achievement of agreed targets and outcomes. This is to include the collection of a common set of packaging materials for recycling across the UK. Local authorities would be required to collect a core set of packaging materials from households for recycling (DEFRA consultation on consistency in household and business recycling collections in England). This requirement would be mandated in the new regulations. This packaging would include items on the 'approved' list of recyclable items.
- 6.4 Government are consulting on proposals to make reforms to the packaging waste regulations and explore:
- The definition of full net cost recovery and approaches to recovering full net costs from producers
  - Incentives to encourage producers to design and use packaging that can be recycled
  - The businesses that would be obligated under a packaging extended producer responsibility system
  - How producer funding is used to pay local authorities for the collection and management of household packaging waste and to support the collection for recycling of household-like packaging arising in the commercial waste
  - Mandatory labelling on all packaging to indicate if it is recyclable or not
  - New packaging waste recycling targets for 2025 and 2030, and interim targets for 2021 and 2022
  - Alternative models for the organisation and governance of a future packaging extended producer responsibility system
  - Measures to strengthen compliance monitoring and enforcement including for packaging waste that is exported for recycling

## **7.0 Key Implications - Reforming the UK packaging producer responsibility system**

- 7.1 The principle of Extended Producer Responsibility (EPR) is strongly welcomed, including:
- The producer pays principle and commitment to covering local authority costs
  - The definition of full net cost recovery actually covering all the costs – recycling, refuse and littering.
  - How it will incentivise producers to design better (i.e. more recyclable) products
- 7.2 The proposal needs more clarity on:
- whether local authorities have to meet the minimum service standards for the household waste collection service (proposed in the consultation on consistency) to access the producer funding
  - whether the definition of minimum service standards either includes or excludes garden and food waste collection standards
  - the minimum frequencies of refuse collection for household waste collection.
- 7.2.1 It is not currently clear whether it is just the dry recycling core set of materials that needs to be met to access the producer funding, and we propose that this is our preferred option.
- 7.3 The proposals need to incentivise local authorities to increase the quality and quantity of materials they recover for recycling, rather than maximising the geographical coverage of recycling, which could undermine the cost base of the scheme. Any incentive needs to be an additional payment for recycling more/improving quality - there should be no penalty for not achieving any new requirements.
- 7.3.1 There are concerns over the lack of demand for the materials collected for recycling although Government suggest that this will be improved by EPR and the plastic packaging tax.
- 7.4 The key principles do not appear to include consequential costs such as changes to calorific value of residual waste, costs associated with not meeting guaranteed minimum tonnages within existing waste contracts, transport costs, local disposal options and rurality. Reducing inputs into AWRP may increase the cost per tonne and change the composition of waste resulting in the potential for contractual claims and re-negotiation of the long term contract and/or the Teckal contracts with Yorwaste. It is not clear if these costs are covered within the definition of full net cost.
- 7.5 Of the four proposed options being consulted on for managing the EPR scheme, option 2 would appear to be the most practical and straight forward. In this option a not for profit organisation would manage the administration of the scheme including allocation of funding. Option 1 is similar to the existing Packaging Recovery Note (PRN) scheme which has not produced the outcomes anticipated and very little funding has been transferred to Local Authorities. Option 3 is a mix of option 1 and 2 and may lead to the scheme focussing on Commercial and Industrial wastes and Option 4 is a theoretical economical untested model.
- 7.6 Further clarity is needed on how all of the schemes would distribute funding.
- 7.7 Labelling packaging as Recyclable or Not Recyclable will make it clearer for residents to identify which receptacle it can go in and will help with contamination issues.

## **8.0 Introducing a Deposit Return Scheme in England, Wales & Northern Ireland – Consultation**

- 8.1 This consultation seeks views on proposals to introduce a Deposit Return Scheme (DRS) for drinks containers in England, Wales and Northern Ireland. The proposals refer to systems where the consumers pay an upfront deposit on purchasing the container which they must then return to redeem the deposit.
- 8.2 There are two options being considered in the consultation. The first option, known as the **‘all-in’ model**, would not place any restrictions on the size of drinks containers in-scope of a DRS. This would target a large amount of drinks beverages placed on the market. The second option, known as the **‘on-the-go’ model**, would restrict the drinks containers in-scope to those less than 750ml in size and sold in single format containers. This model would target drinks beverages most often sold for consumption outside of the home (while ‘on-the-go’). An alternative to introducing a DRS would be for all drinks containers to be captured under a reformed packaging producer responsibility system.
- 8.3 This consultation proposes that the materials included in a DRS could be polyethylene terephthalate (PET) and high-density polyethylene (HDPE) plastic bottles, steel and aluminium cans, and glass bottles. It is proposed to include all soft drinks (including water and juices), alcoholic drinks and drinks containing milk and plant-based drinks e.g. smoothies, milkshakes, ready-to-drink coffee, flavoured milk and yoghurt drinks. The intention is to exclude drinks containers containing milk from a DRS. Disposable cups are not in scope of the DRS proposed but views are asked for on whether they should be included or not, and we would argue that they are.

## **9.0 Key Implications - Introducing a Deposit Return Scheme in England, Wales & Northern Ireland**

- 9.1 Whilst the consultation on extended producer responsibility (EPR) is welcomed and should deal with all recyclable containers through the producer pays principle, the basic principles of a DRS add cost and provide a potential overlap between the two schemes.
- 9.2 DRS is a type of extended producer responsibility. It therefore duplicates elements of the separate proposals to reform the packaging producer responsibility scheme, which should have much greater impact than DRS. As well as duplicating existing kerbside collections, it may lead to two complex administrations (for EPR and DRS being established). It is suggested that NYCC’s response be that a DRS should only be introduced if the EPR fails to deliver the anticipated outcomes for these materials. If a DRS is introduced, it should be focussed on tackling litter, and hence be a UK wide ‘on-the-go’ scheme rather than an all in approach. This will reduce the possible impact on the current recycling collections and contracts throughout North Yorkshire.
- 9.3 One key aim of a DRS is to reduce litter. To ensure that it tackles commonly littered materials, it is proposed that the scheme should include single use cups, pouches and cartons. This will also minimise the detrimental impacts on any current recycling collections throughout North Yorkshire.
- 9.4 If there is a DRS, there is reference to local authorities being able to receive money from deposits on material they collect (either through kerbside/litter/litterbins/HWRCs) although it is unclear as to how this will operate.
- 9.5 The proposal to exclude milk bottles from any DRS could lead to consumers being confused.

- 9.6 Although an on-the-go system could be of benefit, there are concerns regarding the infrastructure that is needed to operate a system, especially in a rural area. We are concerned how a DRS will impact rural areas and that the scheme may not be very fair to residents and retailers in these areas.
- 9.7 Small village shops are unlikely to have space for reverse vending machines, nor space to store returned containers if handed back over the counter in large quantities. These small businesses may be considered as exempt from having to return deposits, but that leaves residents in rural areas disadvantaged from being able to recover their deposits. How a DRS will operate in rural areas is a significant uncertainty recognised in the consultation.
- 9.8 Recycling facilities in towns and villages have been removed in many parts of North Yorkshire as kerbside schemes have taken over the need for bring banks. It is questioned whether communities in villages and towns would be keen to see the return of containers for collection of DRS materials returning to their areas, especially due to the visual impact on local street scene, potential fly-tipping alongside the reverse vending machines, and over flowing containers if they are not emptied frequently enough.
- 9.9 Prior to carrier bag charges the take back scheme for plastic bags recycling within supermarkets saw many of the containers within the North Yorkshire shops being removed. Previous experiences of take back schemes such as for WEEE (waste electrical and electronic equipment) and for fridges and freezers has also shown that companies do not want to collect from remote rural areas.
- 9.10 It is clear that the minority of people that litter now will continue to do so whether there is a DRS or not, but the number of litter pickers will increase. Those that might benefit from a DRS include community groups that organise litter picks in order to take advantage of the fundraising opportunity.

## **10.0 Plastic Packaging Tax Consultation**

- 10.1 The government is planning to tax plastic packaging that contains less than 30% recycled material to stimulate end markets for plastic and promote better design of packaging. This consultation includes several specific questions on defining the scope of the tax, the threshold for recycled content, how the tax is levied, the treatment of imports and exports, avoiding tax evasion, managing administrative burdens, particularly on smaller operators. It is proposed to implement the final tax as part of the EPR reforms.

## **11.0 Key Implications – Plastic packaging tax**

- 11.1 This proposal is key to driving the demand for recycled plastic. Creating markets for recycled plastic is crucial to ensure that the plastic collected by councils is recycled within the UK.
- 11.2 This proposal to encourage more recycled content should support the aspects of the other proposed reforms to the national resources and waste system.
- 11.3 Most of the questions in this consultation are of a very technical nature but the proposal is that NYCC supports the principle of the plastic packaging tax, but that we are not best placed to respond to many of the questions which are largely matters for industry.

## 12.0 Key implications

### 12.1 Local Member

All

### 12.2 Financial

There may be significant positive and negative financial implications from any legislation resulting from these consultation proposals. As yet there is insufficient clarity to determine the actual effects of the proposals being consulted on. Most policies are not proposed to be implemented until 2023, so there is no immediate impact on budgets. Further consultation exercises will provide more definition on the financial calculations, definition and implications of the agreed approach.

### 12.3 Human Resources

None

### 12.4 Legal

Legal obligations would likely be significant (e.g. minimum service standards) but there is insufficient detail at this stage of what these implications might be and there is no immediate impact.

### 12.5 Equalities

None, as these proposals are consultation exercises on key principles (and some are subject to further consultation) there is insufficient information on which to base an Equalities Impact Assessment.

### 12.6 Environmental Impacts/Benefits

There may be significant environmental impacts and benefits from any legislation resulting from these consultation proposals. As yet there is insufficient clarity to determine the actual effects of the proposals being consulted on. Most policies are not proposed to be implemented until 2023, so there is no immediate impact on the environment.

## 13.0 Conclusion

- 13.1 The consultation proposals are broadly welcomed but will require some refinement and clarity regarding the scope and funding. It is likely that the proposals will impact on the amount and type of waste collected and disposed, and how waste will actually be collected and disposed. Further consultations will be required for some proposals. Key to any changes are the proposals on funding which are unclear at present.

## 14.0 Recommendations

14.1 It is recommended that Members:

- Consider the issues raised by the consultations covering elements of the Resources and Waste Strategy:
  - DEFRA consultation on consistency in household and business recycling collections in England
  - DEFRA consultation on reforming the UK packaging producer responsibility system
  - DEFRA consultation on introducing a Deposit Return Scheme in England, Wales and Northern Ireland
  - HM Treasury consultation on plastic packaging tax
- Offer thoughts on the main issues and give views on the draft responses attached.



## 15.0 Reasons for Recommendations

- 15.1 To ensure that Members are kept up to date with developments in the waste sector. The consultations detail the proposed changes to waste policy that will have significant implications on all local authorities.
- 15.2 To inform TEEOSC of the County Council's proposed responses to the consultations.

Name and job title of author:

Jennifer Lowes, Service Improvement Officer

Name and job title of person presenting the report:

Ian Fielding, Assistant Director – Transport, Waste and Countryside Services

### **Background papers relied upon in the preparation of this report:-**

<https://www.gov.uk/government/consultations/waste-and-recycling-making-recycling-collections-consistent-in-england>

<https://www.gov.uk/government/consultations/packaging-waste-changing-the-uk-producer-responsibility-system-for-packaging-waste>

<https://www.gov.uk/government/consultations/introducing-a-deposit-return-scheme-drs-for-drinks-containers-bottles-and-cans>

<https://www.gov.uk/government/consultations/plastic-packaging-tax>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/765914/resources-waste-strategy-dec-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765914/resources-waste-strategy-dec-2018.pdf)

For further information contact the author of the report.



## Transport, Economy & Environment Overview and Scrutiny Committee

17 April 2019

### Report of the Corporate Director Business and Environmental Services

#### Highways Infrastructure Asset Management Policy and Strategy

#### 1.0 Purpose of report

- 1.1 The purpose of this report is to provide the committee the opportunity to review the updated highways infrastructure asset management policy and strategy documents. The documents describe how Highways and Transportation use asset management principals as part of its highways service. The policy provides a high-level view of how the service will deliver key components of the council plan and local transport plan while the strategy describes how the policy will be delivered within the service.
- 1.2 The documents for review are updates to existing versions adopted by the County Council in 2015.
- 1.3 It is planned that the policy and strategy, along with any amendments made here, will be presented to Executive in June 2019 and County Council in July 2019 for final adoption

#### 2.0 Key background information

- 2.1 These two documents relate to a Department for Transport (DfT) initiative that recommends the use of asset management principles as a way of managing the highway network. Dating from 2013, the recommendations are that the highway network is seen as a set of asset and asset groups each having a set of associated attributes (such as asset type, condition, cost et. al.) and is managed accordingly. Such an approach is accepted at national and local government level as a more efficient and effective approach to managing a highways infrastructure.
- 2.2 The two documents for review are a policy and strategy response to the challenge set down by DfT on the use of asset management principles.
- 2.3 Since both documents are related to the same subject matter albeit at a different level, it was considered that they can be reviewed at the same time
- 2.4 The Highways Infrastructure Asset Management Policy describes how North Yorkshire County Council's highways service will use an asset management based approach to deliver key portions of the Council Plan and the most recent Local Transport Plan.
- 2.5 The policy is an update to the previous version that was adopted by County Council in June 2015. The changes reflect the following influences during the intervening period.

- The most recent version of the Council Plan - 2018 was the version referenced in the updated policy.
  - The updated version of the Council's Local Transport Plan - version 4 was considered within the updated policy
  - Additional advice and guidance from the Department for Transport published on the subject of highways delivery including asset management.
  - Experience and knowledge gained within the highways service during the intervening period.
- 2.6 The updated policy demonstrates a commitment to a well-managed integrated network, efficient service delivery with a strong customer / stakeholder focus and performance management. A copy of the updated policy is attached as Appendix 1.
- 2.7 The highways infrastructure asset management strategy describes how North Yorkshire County Council's highways service's approach to deliver the highways infrastructure asset management policy. Whereas the policy is a short high level document describing how asset management will assist the highways service in delivering the council's strategic aims, the strategy contains more depth in how this will happen.
- 2.8 The updated strategy follows the guidance set out in the DfT sponsored highways infrastructure asset management documentation and describes how an asset management framework helps to deliver an efficient and effective approach to a long term highways service and supports better communication with customers and stakeholders.
- 2.9 The updated strategy is now more closely tied to the guidance than previously and also reflects the experience gained by the highways service over the period since its adoption in 2015. A copy of the updated strategy is attached as Appendix 2.
- 2.10 Based on input from a number of highways teams, the strategy now serves as a guide to best practice within asset management and a long term set of aims for the service in that area. It concentrates on three areas
- context – describes the context for highway infrastructure asset management, the organisation and the environment within which the local highway service is delivered;
  - planning – describes the key activities and processes for asset management planning and gives advice on how these should be applied to highway infrastructure assets; and
  - enablers – describe the enablers that support the implementation of the asset management framework
- 2.11 The adoption of both the asset management policy and strategy is fully in line with the Department for Transport's guidance forming a key component of its Highway Maintenance Efficiency Programme (HMEP.)
- 2.12 It is proposed that the updated policy and strategy, including any comments from members of the Transport, Economy and Environment Overview and Scrutiny Committee, will follow the reporting timetable set out below
- 25th June 2019 - Executive
  - 24th July 2019 - County Council

### **3.0 Financial Implications**

- 3.1 Demonstrating a commitment to an asset management framework is a key component in the Department for Transport Highway Management Efficiency Programme. In particular the existence of an up to date high level asset management policy alongside a strategy describing how the policy will be delivered is essential.
- 3.2 Related to this, the Highway Management Efficiency Programme self-service questionnaire has a question on both a policy and a strategy. Failing to meet the requirements of this question means the loss of a significant amount of funding which for North Yorkshire for the 2019/2020 financial year would amount to £4.8m.

### **4.0 Legal Implications**

- 4.1 The County Council, as highway authority, has a statutory duty to maintain the highway under Section 41 of the Highways Act 1980 and the development and updating of both the policy and strategy supports the Council in fulfilling its duty.
- 4.2 Both the policy and strategy documents have been reviewed by Legal and Democratic Services and amendments were made where recommended.

### **5.0 Equalities Implications**

- 5.1 Consideration has been given to the potential for any adverse equality impacts arising from the recommendation. It is the view of officers that the recommendation does not have an adverse impact on any of the protected characteristics identified in the Equalities Act 2010. A copy of the 'Record of Decision that an Equality Impact Assessment is not required' is attached as Appendix C.

### **6.0 Recommendation**

- 6.1 It is recommended that Members provide comments on the updated Highway Infrastructure Asset Management Policy and Strategy which will then be included in the report to Executive seeking approval for them ahead of adoption by the County Council.

DAVID BOWE  
Corporate Director

Author  
Stephen Lilgert – Senior Strategy and Performance Officer

Date  
27 March 2019

## North Yorkshire County Council

### Highways Infrastructure Asset Management Policy

***We want North Yorkshire to be a thriving county which adapts to a changing world and remains a special place for everyone to live, work and visit***

- North Yorkshire County Council vision statement

***...how the transport services and infrastructure provided by the County Council and partners aim to contribute towards our shared Vision and the NYCC Council Plan priorities***

- Excerpt from the North Yorkshire Local Transport Plan 2016-2045

The North Yorkshire Highways and Transportation service recognises the importance that an effective transport network plays in delivering the overall council vision. It underpins the delivery of council services, enables residents and visitors to access both work and leisure destinations along with essential services such as health, social care and education and provides a key supporting role in the council's economic growth ambitions.

The Department of Transport's Highways Maintenance Efficiency Programme recommends that a highways authority adopt an asset management approach to the delivery of the highways service. The principles of the programme are investment in highway maintenance to demonstrate value for money over the life of the asset and to meet increasing public demands and expectations.

As part of our policies and procedures we already have an asset management framework in place. Supported by this framework, we will, through continuous improvement, ensure that the highways service meets the current and future challenges that North Yorkshire faces and delivers the key highways priorities of the council's vision.

#### **Developing a modern integrated transport network**

A modern, integrated transport network is essential if North Yorkshire is to be a place with a strong economy and a commitment to sustainable growth. An asset management framework supports this through an understanding not only of individual asset performance but of how they interact to produce a whole network infrastructure.

Our asset management approach will track the performance of both assets and asset groups giving us a wider view of the highway network. This view will allow us to optimise the delivery of our highway services to better fit the long term vision of the council. The aim is to provide a strategic, sustainable and safe network which enables our citizens to fulfil their ambitions and aspirations.

#### **Efficient delivery of services**

In times of financial pressures, it is essential that we deliver our highways services in an efficient and cost effective manner. An asset management framework is widely accepted as a means to delivering

an efficient highways service through long term planning of asset maintenance. This ensures that a highways service is delivered within achievable budgets.

We will continue to drive the use of asset management to keep the delivery of the highways management service as efficient as possible. Key to this is an emphasis on the implementation and monitoring of our long term planned maintenance programme and a robust risk based approach to maintaining the transport network.

### **A council that puts the customer at the heart of services**

The highways network impacts the lives of residents and visitors alike both directly and indirectly. Ensuring that we meet the expectations of our customers every day is a key part of the highways service. The information based approach of an asset management framework lends itself to a more open and two-way conversation with customers.

The highways service will continue to work alongside its partners to deliver a network fit to support the needs of our customers. Through our asset management system we will continue to improve access to information about the way we plan, fund and deliver the service and implement efficient methods of reporting and tracking issues.

### **Analyse our performance**

It is the council's approach to analyse our performance, use this to become better at what we do, and share with our stakeholders how we are doing. The data and information available from an asset management framework can be used to measure, benchmark and ultimately identify areas for continuous improvement in the delivery of the service.

The highways service has a mature and robust performance management framework with significant reference to highways asset information. We will continue to use and improve this at a strategic and operational level to monitor the performance of the service against the key council policies and statutory requirements. Records of the performance of our highways assets will continue to be available to all stakeholders.

### **Manage, maintain and improve**

The overall aim of the highways service fully supports the key vision within the council plan. Implementation of this aim ultimately delivers a safe, well managed and maintained highway infrastructure to North Yorkshire meeting the legal and statutory requirements placed upon us.

We will continue to implement our asset management framework as a way of ensuring that the delivery of the service is subject to challenge and continuous improvement; and is fit for the future needs of the county.

The highways infrastructure asset management policy sits at the head of the asset management framework. The delivery of the framework will be through the strategy and the individual asset management plans and will adhere to industry guidance on asset management and the new well managed highway infrastructure code of practice.

## North Yorkshire County Council

### Highways Infrastructure Asset Management Strategy

#### Introduction

##### Overview

Asset management has been widely accepted by central and local government as a means to deliver a more efficient and effective approach to management of highway infrastructure assets through longer term planning, ensuring that standards are defined and achievable for available budgets. It also supports making the case for funding and better communication with stakeholders, facilitating a greater understanding of the contribution highway infrastructure assets make to economic growth and the needs of local communities.

At over 9000km in length, North Yorkshire has one of the longest road networks of any highways authority in the country. The current annual maintenance budget (for both capital and revenue) is over £60m and as such it is vital to ensure that the Council is achieving value for money and delivering the best possible outcomes for all of the users of the highway network.

For a number of years North Yorkshire Highways and Transportation (H&T) has used asset management as a way of delivering its services. This includes long term works programming, a risk based approach to planned and reactive maintenance and strong stakeholder engagement. In 2015 this approach was coalesced within a framework headed by a newly created asset management policy and strategy.

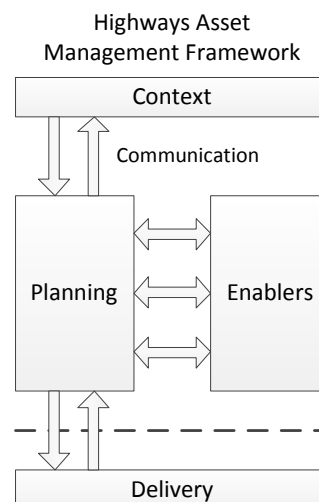
This document represents a revision of the strategy to reflect the following:

- updated strategic council documents in particular the latest Council Plan and a revised Local Transport Plan;
- an updated Highways Infrastructure Asset Management Policy;
- updated guidance from Department for Transport, specifically the Well-managed Highway Infrastructure – a Code of Practice (2016) developed by the UK Roads Liaison Group;
- continuing external challenges; and
- knowledge gained from continuous improvement within the highway service.

## North Yorkshire Highways Asset Management Framework

North Yorkshire County Council's Highways and Transportation service (H&T) has been implementing asset management in the highways maintenance service for a number of years, through an asset management framework. The Framework represents North Yorkshire's approach to asset based highways maintenance; agreed by senior decision makers and its principles recorded through a series of related documents.

The Framework follows the guidelines set down by the UKLRG, commissioned by DfT as part of Highways Maintenance Efficiency Programme. It is tailored to the needs of the council. See the diagram to the right for an overview of the Framework and the text below which describes the three main parts of the Framework:



- context – describes the context for highway infrastructure asset management, the organisation and the environment within which the local highway service is delivered;
- planning – describes the key activities and processes for asset management planning and gives advice on how these should be applied to highway infrastructure assets; and
- enablers – describe the enablers that support the implementation of the Asset Management Framework.

The remainder of this document will detail how the asset management framework assists in the delivery of the overall highways service.

## Our Context for Highways Infrastructure Asset Management

### Council Plan

The most recent Council Plan sets out the council's vision for North Yorkshire.

***“We want North Yorkshire to be a thriving county which adapts to a changing world and remains a special place for everyone to live, work, and visit”***

The plan identifies key areas which the highways service will contribute to the delivery of this vision.

### Local Transport Plan

North Yorkshire's local transport plan takes the council's vision as set out in the Council Plan and details a long term approach to how we will deliver on the transportation elements. Below is an excerpt from the latest LTP.

***...how the transport services and infrastructure provided by the County Council and partners aim to contribute towards our shared Vision and the NYCC Council Plan priorities***

### Developing a modern integrated transport network

In order to meet the current and future needs of the users of North Yorkshire's highways, our asset management approach ensures that the different asset groups work as one to provide a seamless delivery of the service.



The important deliverable is the creation of the works programme, built from the various asset data available. This allows us to provide a stable, long term view of the network and how we will manage the network. Such a long term approach means that we can manage our funding and be certain of how our network will look in the future. This provides a stable transport infrastructure backed up by a robust asset management approach as documented in the framework supporting the millions of users win North Yorkshire and beyond.

This delivery extends beyond our boundaries as we work closely with our neighbours to ensure that there is a level of consistency of stakeholder experience when crossing a border.

#### Efficient delivery of services

Our use of lifecycle planning will allow us to better plan where our resources are spent – at the point when the greatest value for money is gained. Within challenging financial times, the ability to plan maintenance over a three to five year period provides a level of funding stability.

Using the asset based deterioration models we will be able to predict the condition of the network over time ensuring any problems can be foreseen and appropriate, and cost effective treatments can be applied. Our significant use of surface dressing is seen as a major factor in maintaining the network in as good a condition as possible within budgetary constraints.

#### A council that puts the customer at the heart of services

We will strive to improve access to information for all our stakeholders allowing customers to report and track issues that have occurred within the service. Our asset management system provides the basis for this information working in parallel with our existing customer relationship management infrastructure. We will continue to exploit and improve these links to enhance both the customer experience and our understanding of the performance of our assets.

#### Analyse our performance

Key to ensuring that we are delivering on the three previous vision statements is the ability for us to measure how we are performing. With a wealth of asset data available via the asset management systems, a dedicated performance team works with the highways service around the service plans and dashboards. This performance management includes benchmarking of asset performance against other authorities

Real-time performance monitoring of suitable assets is the next goal to allow senior leaders within the service up to date access to asset performance.

#### Manage, maintain and improve

This hierarchical statement describes the priorities by which we provide the highways service.

- Manage the current network
- Maintain those network assets that we have
- Improve the network where justifiable

At the heart of this overall highways commitment is the asset management framework. The ability to efficiently manage, maintain and improve can only be based on a solid knowledge of our assets, where they are, what their condition is and what are the historic events that have occurred to them.

This information serves a double purpose:

- creation of maintenance targets for each of the asset group which are set based, in most cases, on the historic data created through inspections and deterioration models. These targets coupled with up to date condition information put in place a gap which is the starting

point in the lifecycle approach to asset improvements. The programme of works is based upon this gap; and

- monitoring the performance against these targets through the regular cycle of inspections in addition to ad-hoc observations as time progresses. The feedback from the delivered works programme ensures that asset data are kept up to date. This performance loop allows senior management to ensure that the targets are correctly set and allow for modifications as circumstances allow such as increased or decreased funding.

### Legislation and Statutory Requirements

A number of legal and statutory requirements are placed upon a highways authority to ensure a safe network. The Highways Act 1980 sets out the main duties in England and Wales. In particular, Section 41 of The Act imposes a duty upon the highways authority to maintain highways maintainable at public expense. Adherence to this and the other legislation is the highest priority within the highways service and the ability to establish a robust Section 58 defence plays a significant part in the setting the various service levels of our assets.

A strong understanding of how our network assets are performing both in the present and historically allows us anticipate future performance which ensures that the network overall continues to meet these statutory requirements. Our asset management framework serves as a key part of this understanding and achieves this by the following:

- a long term, centralised approach to overall asset management ensures a consistent approach to maintenance across the service;
- the use of individual asset data to monitor condition information ensuring that required works are completed only to those assets that require treatment; and
- a robust risk management based approach to highways asset maintenance based on guidance documentation alongside our own experience of asset performance.

These approaches are regularly reviewed and updated where necessary to comply with new legislation, to implement guidance or where our internal review processes recommend changes.

### Code of Practice

In October 2016, the UK Roads Liaison Group produced the document, “Well-managed Highway Infrastructure: a Code of Practice” which promotes the adoption of an integrated asset management approach to highway infrastructure based on the establishment of local levels of service through risk-based assessment. This expanded on 2013 ‘Highways Infrastructure asset Management’ guidance document, also from the UK Roads Liaison Group reinforcing the benefits of an asset management approach in addition to additional recommendations on the management on asset groups.

### Highways Maintenance Efficiency Programme

Both these documents, in addition to a number of asset specific publications, sit within the broader Highway Maintenance Efficiency Programme which exists to provide guidance and support for a more effective and efficient approach to the management of the highway infrastructure through the use of asset management.

### Stakeholder Expectations

Managing stakeholder expectations and addressing their needs is a key aspect of asset management. There are many diverse individuals and groups that use the highway infrastructure however they all

expect a highway that is in good condition, safe, congestion free, reliable which supports their daily activities. An effective highway infrastructure is also vital to the economic prosperity of the county.

Our use of an asset management framework allows us to have an understanding of asset condition allowing us to ensure that, within the budgetary constraints, we are delivering the highest quality highways Levels of Service to our customers. From the regular monitoring of assets such as bridges and footway condition, we are constantly updating asset information and use this information for the long term planning of our works programme. Such an effective use of asset information allows us to meet out stakeholders expectations.

The reality is that sustainably maintaining our network at a perfect condition is cost prohibitive given current funding constraints. However, we have in place transparent customer information to enable people to understand the decisions that we make within the financial constraints.

Access to asset information for members of the public is vital in ensuring that we are seen as a responsive organisation. By means of web based reporting we are increasingly providing our stakeholders with a two way experience with progress information on a fault is updated. As such we will ensure that:

- layperson's information is available that provides details on the choices that we make when maintaining an asset e.g. carriageway treatments;
- all of the asset management documentation are available on the website from the Policy through to the individual asset management plans; and
- our quarterly performance figures are part of the general pack of information that is available through the council's governance structure.

This information alongside direct support assists our members as they manage their interaction with their constituents at a local level.

This approach to stakeholder engagement is supported by the highways infrastructure asset management communications plan.

## Funding

### Funding Targets

The use of an asset management framework is widely recognised as a way of delivering a more efficient highways service. It also supports the creation of business cases for required additional investment. However, to maintain all assets in a perfect condition at all times would be cost prohibitive, therefore funding targets need to be set on the basis of the Levels of Service set by Council.

Our asset management framework allows the highways service to make the best use of both the revenue and capital funding received from numerous sources. Key to reducing the more expensive reactive works is the effective use of the planned pieces of work contained within the capital programme. Increasing the accuracy of future investment allocations is key to maintaining agreed levels of service as well as demonstrating value for money.

The asset management framework supports this approach in the following ways:

- the current and long term view of our asset condition data will underpin the creation of our long term programme of works across all our assets based on Levels of Service;

- how asset management supports the various funding constraints and methods of acquiring funding;
- using asset information as part of a wider strategy to justify existing and to lobby for additional funding; and
- demonstrating value for money and the effective use of our current funds

### Funding Sources

Listed below are high level data around where Highways and Transportation obtain its funding. The percentage splits are from the 18/19 financial year and may fluctuate year on year depending on funding conditions. It does give a broad outline of where funding comes from.

Revenue funding for the highways service has two broad areas of funding

Funding source	2018/19
Internally source funding including council tax and business rates	85%
Centrally allocated funds e.g. the revenue support grant	15%

Sources of capital funding for the highways service are largely split into four broad areas

Funding source	2018/19
The central local transport capital block funding including the LTP grant, and incentive fund	67%
Local growth funding allocated via the Local Enterprise Partnership	11.6%
One off additional centralised funding including for example National Productivity Investment fund and Pothole Action Fund	17.6%
Internally sourced funding – including matching one-off additional central funding	3.8%

From an asset management point of view it is clear that prevention is better than cure from a highways perspective and so our long term aim is to increase the benefit gained from the capital programme to reduce our revenue requirements.

## Our Planned Approach to Asset Management

### Asset Management Documents Hierarchy

The overall asset management framework consists of a number of related documents that provide an overall the basis for highways asset management within the council:

- **policy:** the asset management policy takes the key deliverables from the overall council plan and gives an overview on how the highways asset management framework will assist in delivery of the objectives. The short high level document, which is approved at county council sets out the principles that are expanded upon within the asset management strategy;
- **strategy:** the asset management strategy itself (this document) sits between the overall policy and the individual asset management plans. and sets out the way in which North Yorkshire County Council will manage its Highway Infrastructure Assets in such a way as to deliver the Policy; and
- **plans:** the various asset management plans provide further detail and where required reference specific documents around how the different asset types apply the principles of asset management in order to deliver an effective 'whole of life' service. The asset management plans represent the "on the ground" description of the technical management of the assets and may include commentary on the following:
  - Service provision

- Strategic Levels of Service
- Specific service levels and response times
- Asset inspection and maintenance schedules
- Works Programming
- Intervention matrices
- Design guidance

Supporting the overall framework are a set of overarching documentation plans that include communication and information management plans.

### Our Highways Infrastructure Assets

Key asset groups	Key figures	Key asset data
Carriageways	8525 km carriageway	Location, condition, inspection schedule
Street lighting	50400 street lights	location, condition
Structures	1645 bridges	Location, inspection schedule bridge condition index
Traffic signals	327 traffic signal installations	
Drainage	c.157,000 gullies	Emptying schedule
footways	8000k	condition, inspection schedules

### Asset Data

#### Data sets

Asset data sets are the building block of any successful asset management framework. Without a robust and accurate set of data then the ability to deliver an efficient service that meets the needs of its stakeholders.

These sets are used in a number of ways including the following.

- Creation of works programmes
- Making asset information available to our stakeholders including our customers and members
- Forming a significant base for the operational performance management frameworks
- Availability of information to satisfy our statutory data requirements.
- Benchmarking our service
- Contractual measures when working alongside our partners

All Highways asset information data are collected, stored and processed in accordance with the recently implemented General Data Protection Regulation (GDPR) as it applies in the UK, tailored by the Data Protection Act 2018.

Asset management data within the Council is documented by the Highways Asset Information Management Plan which is included in the suite of framework documentation.

#### Data collection

The acquisition of asset data is dependent on the specific asset in question however is based on one or more of the following methods:

- automated methods such as SCANNER or SCRIM

- regular continual inspection schedules of the network such as Coarse Visual Inspection or Detailed Visual Inspection;
- regular individual asset monitoring as with structures;
- reports from scheduled maintenance visits such as with drainage assets;
- ‘as built’ data for new and renewed assets;
- issues reported by our stakeholders such as incident calls from a member of the public; and
- one off pieces of work to augment asset information.

The technology with regards to the collection of data is constantly evolving. As emerging and new technologies become available we will look to utilise them in order to improve the efficiency of collection and the quality of the data from the field.

### Data management

Highways and Transportation’s asset management system is the main repository for asset information although this is augmented by specific systems dedicated to some asset types.

Asset data, specifically condition data, is central to the creation of the capital programme being the initial dataset placed through our lifecycle process.

Management of the asset data is the responsibility of all of the individual teams within the asset life cycle whose role it is to ensure integrity of the data by constantly updating the information according to their asset management plans. This ensures that, when being applied through the lifecycle process to create the works programmes, the information upon which funding decisions is an accurate reflection of the asset condition.

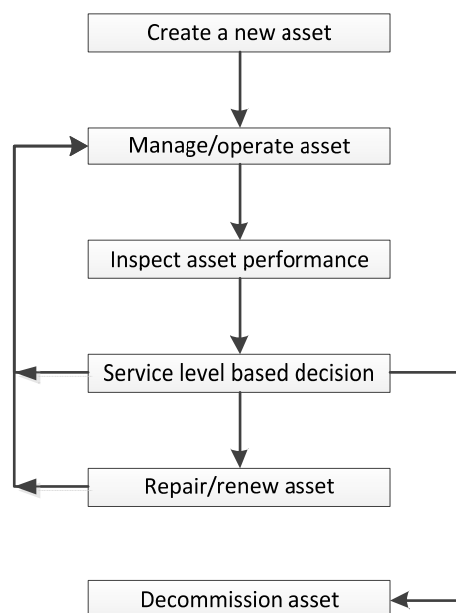
### Asset Lifecycle Approach

#### The Life of an Asset

Highways and Transportation take a holistic approach to sustainable and whole life cost asset management. As an asset owning organisation we have accountability for all aspects of this cycle, even when it chooses to outsource various activities within the cycle.

The benefits to this longer holistic approach to asset management include the following:

- delivering better outcomes through continuous improvement, lessons learned and value for money – stretching the budgets;
- the ability to predict how investment affects the service levels;
- creating a resilient and sustainable long term approach to highway maintenance whilst remaining agile ‘on the ground’; and
- improved and clearer communications with stakeholders with regard expectations and targets.



### Levels of Service

Highways and Transportation manage their services levels using a risk based approach to ensure that the network remains as safe as possible within the financial constraints of the council.

Every asset within the network is subject to deterioration over its lifetime. The key to managing this deterioration is to set service levels for those assets although practically, this is done to groups of similar assets. Looking at the lifecycle diagram above, part of the process involves a decision point where the performance of an asset is compared against the agreed service levels for that asset type. The decision on whether to perform some action on the asset depends on the comparison.

There are four outcomes of the decision process:

- the asset is beneath the service level parameters and therefore has no action taken;
- the asset is decommissioned;
- the asset meets or exceeds the levels for reactive maintenance which is carried out within documented timescales; and
- the asset meets or exceeds the levels for planned maintenance and is added to the process of the long term programming. Note that this does not preclude any reactive maintenance occurring.

The service levels for the various asset management groups are included as part of their associated asset management plans along with supplementary documentation such as the Highways Safety Inspection Manual.

### Effective Works Programming

The delivery of the works programme is the tangible outcome of the asset management planning process. The programming and delivery of works should align with the asset management strategy and meet the performance targets.

The most effective use of the funding available to the highways service is dependent on having a long term strategic view of the highway infrastructure. Our approach to lifecycle planning allows us this view and it is this which provides the building blocks of works programming or as it is known in North Yorkshire, the capital programme.

The process for the creation of the various prioritised asset programmes depends upon the specific asset class but will take into account the following criteria:

- asset condition information from the various surveys across the asset management spectrum although in some cases, the asset information will be as a result of a safety inspection – such as with bridges or Vehicle Restraint Systems;
- the location of the asset specifically the frequency of its usage or in the case of carriageways its category;
- local knowledge which can be gleaned from a general appreciation of the area or feedback from stakeholders; and
- other specific asset information such as its contribution to portions of the highways infrastructure asset management policy e.g. key to the growth of a particular area.

The resulting programme generated covers a three year period with an additional two years indicative. Such a long term approach allows not only for a level of certainty around funding but the ability to react to situations including:

- additional or reduced funding;
- flexibility around scheduling; and

- issues with resource availability.

Key facets of the capital programme are:

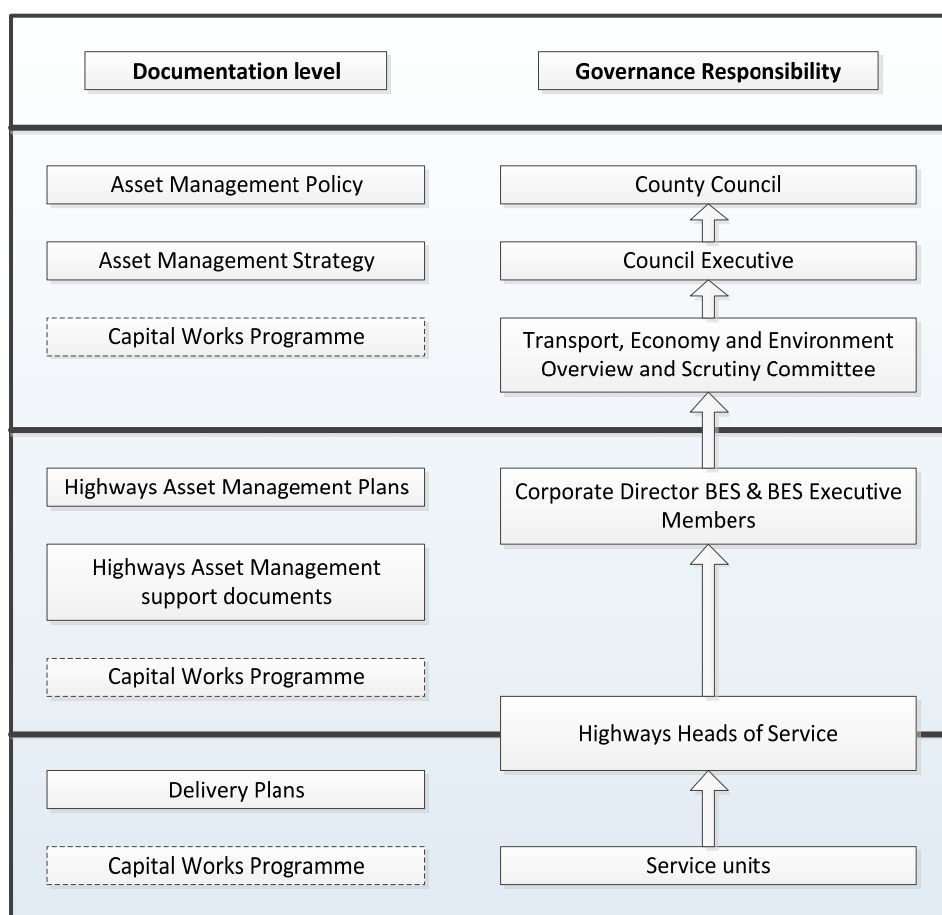
- Frontloading the schemes to ensure that budgetary control is consistent and minimising a Q4 rush to spend budget; and
- Look to join schemes by types and/or geography where possible to provide the following benefits:
  - minimising the disruption by carrying out work on one visit
  - provide economies of scale either through the term provider or through framework contracts

## Our Enablers to a Successful Asset Management System

### Governance

#### Overall governance

A governance structure has been put in place to enable both effective and appropriate scrutiny of the asset management framework. The diagram below shows the levels.



#### Policy and strategy

Policy and Strategic documentation are signed off at county council level after a process that includes the council's Executive members, the Transport, Economy and Environment Overview & Scrutiny Committee and the highways senior team. Additionally, and not shown on the diagram for brevity, the Corporate management board are consulted. This ensures that there is consistency in the asset management framework at a strategic level with council's overall vision.



### Asset management plans and support documents

Overall governance of the asset management plans and support documentation rests with the Corporate Director of Business and Environmental Services BES in consultation with the Executive Member for Highways and Transportation. This devolved approach is made possible due to the hierarchical way in which the framework operates. This devolvement allows for non-policy/non-strategic decisions on specific asset groups to be taken in a more agile fashion

### Operational delivery documentation

Operational management of the assets within the framework plans is generally governed by operational teams with support from internal Highways and Transportation teams and our maintenance and professional services partners. Where necessary the highways heads of service provide sign off.

### The capital works programme

The capital works programme is signed off at county council using the same process as with the high-level policy and strategy documents. From that point onwards governance is devolved to one of three decision bodies depending on the requirements:

- Additions and deletions from the programme require agreement from the Corporate Director BES in consultation with the Executive Member for Highways and Transportation;
- Significant variations are approved by the highways heads of service; and
- Other variations are managed within the highways teams.

### Performance Management

As part of the overall asset management framework, the performance management is described in two separate areas within this strategy:

- strategic performance management measures the overall delivery of the service and relies on the service plans and single scores; and
- operational measures look at combinations of assets and groups of assets and how they perform and are described in a separate section of this document. These are described below:

#### Strategic Performance Management

The strategic performance management of the asset management framework is primarily through the use of service planning that sets levels of service supported by performance targets and measures.

Quarterly monitoring of these service plans are in place providing visibility of the service performance to senior highways managers and reported through the corporate process to other stakeholders including the Council's management board and members. Ultimately the reports are published for anyone to view if desired.

This is a cyclical process where service levels and targets are reviewed as part of a process of continuous improvement.

#### Operational Performance Management

Asset information forms a key part of the operational performance monitoring within the highways service and this management. The data within the asset management systems serves as the source for a variety of performance related outputs. These reports form the basis for a number of key measurements within the highways service:

- feeding into the lifecycle process – the performance of the assets over time is used as part of the whole lifecycle process that ultimately leads to the creation of the long term programme of works. This process is cyclical embedding a level of continuous improvement into the service;
- dashboards and other performance management work such as monitoring the effectiveness of the various investment strategies;
- statutory returns to central bodies and other services – The condition indicators for asset groups form the basis for our statutory returns; and
- contractor and staff performance management.

Performance management of the capital works programme sits in both the strategic and operational areas with the operational financial information used to highlight issues with specific schemes.

### Asset Management Systems

Asset data are of little value without the means to store, access and update the information. In order to support the key deliverables of the service, asset information needs to:

- be easily maintained for accuracy;
- provide the basis for informed decision making;
- facilitate communications with stakeholders;
- support the management of statutory requirements; and
- support continuous improvement.

The primary location for North Yorkshire's highways service asset information is a single monolithic commercial off the shelf product from Symology. GIS based, it provides the starting point for both current and historic asset information.

As an offsite managed system the technical management is through a third party however a dedicated team of asset engineers provide the operational service. Data information contained within the system includes the following;

- asset information;
- location details;
- current and historic condition information;
- works orders;
- third party claims;
- inspection schedules;
- defects and associated maintenance; and
- customer requests and associated responses – the customer module with automated links into the council's central customer relationship management product.

In order to facilitate a smoother path for customer access to asset information a number of the asset groups' data are available to the general public for the purpose of fault reporting. Map based, this allow our customers to report faults with certain asset groups through a portal based interface. The interface works two ways to provide automatic updates on call progress.

We recognise that there are occasions where a one-size-fits-all is not achievable and so outside of the primary asset management system, there are other asset groups that have requirements that need a dedicated system. Asset groups such as structures and traffic signals have their own dedicated systems through which they perform exactly the same processes.

We continually work alongside our system provider to look to augment the functionality of the asset management system to enable a greater centralised approach and an increased effectiveness of the system.

The Highways Asset Information Management Plan describes the high level requirements for the management of the assets. The asset management system is, in addition, the core of the operational performance management function.

### Risk Management

The Council has a corporate risk management approach which includes dedicated management of the high level risks for each of the service areas across the organisation. Within Highways and Transportation these high level risks are managed within the service areas reporting regularly through the corporate process.

Our approach to risk management is influenced in the main by our statutory requirement as set out in various legislation. Leading on from this is the importance of being able to provide a robust section 58 defence against third party claims and the significant documentation around our risk-based approach to highways maintenance is proof of our commitment.

### Risk based approach to Asset Management

The discipline and process of a risk-based approach to managing assets has increased significantly in all sectors within the last decade. Risk-based asset management has shown to be effective for asset-intensive systems, not necessarily by reducing risk, but by using risk to balance the operational performance of the assets against the asset life-cycle cost thereby creating a greater strategic overview of the asset lifecycle.

Expenditure on assets can be rationalised by using an assessment of what risk exposure is acceptable by varying stakeholders. Risk based asset management addresses the following critical issues as a minimum:

- Safety of the network and liability for accident;
- Asset loss or damage;
- Service failure or reduction;
- Operational;
- Environmental;
- Financial;
- Contractual; and
- Reputation;

North Yorkshire County Council as part of continuous improvement continues to develop its approach to risk based asset management in accordance with best practice such as ISO 55000

### Inherent Risk Approach

Our approach to risk management is consistent across all the highways service however can be described within the following three separate areas:

- **corporate and the strategic network:** The overall highways service has a number of entries on the corporate risk register including those specific to highways assets such as drainage, maintenance of the network and major network incidents. These are reviewed bi-annually to ensure that the overall assessment is still valid and that the risk reduction actions are kept current. The strategic network was initially formed from the critical routes as part of the

winter maintenance function however has expanded to include those assets that support the county's key strategic and service delivery locations. Given the council's ambition for economic growth then this strategic network will be regularly reviewed to ensure that it continues to support the council plan;

- **inspections:** The inspection regime for all highways assets is described in the individual asset management plans and the highways safety inspection manual. The primary risk factor around inspections is usage of the assets and we carry out inspections frequently on the busier areas of the network; and
- **reactive maintenance:** As with planned inspections, each of the highways asset types has an associated risk rating as set out in their respective asset management plans and the highways safety inspection manual. These describe the potential risks of a particular asset failing to perform to its expected level e.g. a carriageway pothole, loose footway slab or blocked gully. This risk is based on a matrix measuring the probability and impact of such an event;
  - probability is the chance that an event with an asset will have an impact on someone or something. Essentially a problem with an asset on a busier part of the network is more likely to have an impact than one on a quiet part.
  - impact is the level of potential damage that a problem with an asset can have on someone or something.

The combination of these two measurements, based on a scale of 1 to 5, gives an overall risk rating which translates into whether there is a response and if so what the timescale is. The risk factors are regularly reviewed and changes are made where circumstances require it e.g. a recent change in the risk factors on parts of the highway used by cyclists.

<p><b>Initial equality impact assessment screening form</b> (As of October 2015 this form replaces 'Record of decision not to carry out an EIA')</p> <p><b>This form records an equality screening process to determine the relevance of equality to a proposal, and a decision whether or not a full EIA would be appropriate or proportionate.</b></p>			
<b>Directorate</b>	Business and Environmental Services		
<b>Service area</b>	Highways and Transportation		
<b>Proposal being screened</b>	Updated highways infrastructure asset management policy and strategy documents		
<b>Officer(s) carrying out screening</b>	Tony Law		
<b>What are you proposing to do?</b>	<p>In July 2015, County Council adopted the highways infrastructure asset management policy. In June 2015, County Council adopted the highways infrastructure asset management strategy.</p> <p>This form refers to an update to the above two documents written during 2018 and expected to be adopted by full council in July 2019.</p>		
<b>Why are you proposing this? What are the desired outcomes?</b>	<p>Since the previous version were adopted there have been a number of changes to key council strategic documentation, specifically annual updates to the Council Plan and a newer version of the Local Transport Plan. In addition, DfT published a new code of practice on highways maintenance.</p> <p>With this in mind, it is timely to update the asset management policy and strategy to reflect these changes.</p> <p>The policy is a high level document explaining how the Highways and Transportation (H&amp;T) will utilise asset management principles to assist in the delivery of the highways service within the overall strategic aims of the council.</p> <p>The strategy is a document explaining how H&amp;T will utilise asset management principles to assist in the delivery of the highways service. This is within the assertions contained within the highways infrastructure asset management policy which itself delivers on the strategic aims of the Council.</p>		
<b>Does the proposal involve a significant commitment or removal of resources? Please give details.</b>	These are high level policy and strategic documents and require neither commitment to nor removal of resources. They set out the high-level aims of the existing highways service with respect to the way in which it manages its asset portfolio which such items as carriageways, bridges, streetlights et. al		
<p><b>Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristic</b></p> <p>As part of this assessment, please consider the following questions:</p> <ul style="list-style-type: none"> <li>To what extent is this service used by particular groups of people with protected characteristics?</li> <li>Does the proposal relate to functions that previous consultation has identified as important?</li> <li>Do different groups have different needs or experiences in the area the proposal relates to?</li> </ul> <p><b>If for any characteristic it is considered that there is likely to be a significant adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your <a href="#">Equality rep</a> for advice if you are in any doubt.</b></p>			
<b>Protected characteristic</b>	<b>Yes</b>	<b>No</b>	<b>Don't know/No info available</b>

Age		✓	
Disability		✓	
Sex (Gender)		✓	
Race		✓	
Sexual orientation		✓	
Gender reassignment		✓	
Religion or belief		✓	
Pregnancy or maternity		✓	
Marriage or civil partnership		✓	
<b>NYCC additional characteristic</b>			
People in rural areas		✓	
People on a low income		✓	
Carer (unpaid family or friend)		✓	
<b>Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.</b>	No		
<b>Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.</b>	The highways service is delivered in collaboration with a number of other organisations. As these are updates to an existing documents, and no service levels are changing, there will be no impact on these existing providers.		
<b>Decision (Please tick one option)</b>	EIA not relevant or proportionate:	✓	Continue to full EIA:
<b>Reason for decision</b>	<p>These are updates to the existing policy and strategies from 2015. They state how H&amp;T, following the overall council's strategic aims, will manage all highways assets in an efficient and customer focused manner.</p> <p>As high level documents there are no areas where levels of service will be altered. This means that no customers, including those with protected characteristics, will be impacted negatively.</p> <p>The recognised benefits of asset management including improved efficiency, accountability and customer service will have positive impacts on all users of the highways service.</p>		
<b>Signed (Assistant Director or equivalent)</b>	<i>Barrie Mason</i>		
<b>Date</b>	<i>04.04.2019</i>		

**North Yorkshire County Council**

**Transport, Economy and Environment Overview and Scrutiny Committee**

**17 April 2019**

**Work Programme**

**1 Purpose of Report**

1.1 This report asks the Committee to:

- a. Note the information in this report.
- b. Confirm, amend or add to the areas of work shown in the work programme schedule (**Appendix 1**).

**2 Background**

2.1 The scope of this Committee is defined as:

- *Transport and communications infrastructure of all kinds, however owned or provided, and how the transport needs of the community are met.*
- *Supporting business, helping people develop their skills, including lifelong learning.*
- *Sustainable development, climate change strategy, countryside management, waste management, environmental conservation and enhancement flooding and cultural issues.*

**3 Updates - Mid Cycle briefing meeting – 7 March 2019**

Scoping out the 20 mph review

3.1 Group Spokespersons discussed the scope of the 20 mph speed limit policy review. The Committee is asked to set up a task group and approve the draft scope of the review in **Appendix 2**. It is envisaged that the task group will hold its first meeting in May and the task group's report with recommendations will be presented to the Committee at its meeting on 24 October 2019.

Update on rollout of scheme for parishes to purchase VAS

3.2 Group Spokespersons received a brief update on the VAS protocol and confirmation that the report would be presented to the Executive on 26 March 2019. The Executive has subsequently approved the protocol, subject to a minor amendment to section 8 of the Protocol, to allow installation of the VAS to be carried out by either a trained volunteer or an appointed contractor.

HGV overnight parking on NYCC Highway Network – feedback from Richmondshire and Selby & Ainsty Area Constituency Committees'

3.3 HGV overnight parking is an item on the Committee's work programme. This item was discussed in November 2018 at Richmondshire and Selby & Ainsty Area Constituency Committees. The outcome is that a county-wide strategy involving a multi-agency approach will be developed.

- 3.4 Hambleton District Council has previously taken action to address the parking which had occurred in the District, with a co-ordinated approach between Hambleton District Council's Community Safety Team, North Yorkshire Police and Scarborough Borough Council's Civil Enforcement Officers. The action included making direct contact with HGV drivers and haulage companies advising them of the impact of their actions. Advice leaflets were placed on parked vehicles. Whilst the approach did have a generally favourable outcome it was relatively resource intensive and was something that was unlikely to be achieved on a countywide basis.
- 3.5 Hambleton District Council commenced consultations on a proposed Public Space Protection Order (PSPO) which has the general effect of preventing overnight stays on the highway. The County Council has given its support, in principle, to this, however, a formal response has been submitted raising concerns from operational and highways management perspectives about introducing this Order in isolation.
- 3.6 The need to work together to address the problem is recognised and NYCC Highways Officers have indicated that a pilot PSPO for Leeming Bar would be an appropriate way of addressing the effectiveness of that solution.
- 3.7 When a draft county-wide strategy is developed in the future it will be brought to the Transport, Economy and Environment Overview and Scrutiny Committee for consideration. As yet there are no timescales for when the strategy will be produced.

#### Resources and Waste Strategy Consultation

- 3.8 Group Spokespersons received a briefing on the government's Resources and Waste Strategy Consultation. A formal report will be presented to the Committee's meeting on 17 April 2019 inviting the Committee to respond to the consultation.

## **4 Recommendations**

- 4.1 That the Committee:
- a. Notes the information in this report.
  - b. Confirms, amends, or adds to the areas of work listed in the Work Programme schedule.
  - c. Approves the draft scope of the Vehicle Activated Signs Review.

**Jonathan Spencer,  
Principal Scrutiny Officer**

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4 April 2019



Appendices:

- Appendix 1 – Work Programme Schedule 2019/20
- Appendix 2 – Scope of the review of North Yorkshire County Council's Policy on 20mph speed limits

Background documents:

North Yorkshire County Council Forward Plan

<https://www.northyorks.gov.uk/council-forward-plan>

## Transport, Economy and Environment Overview and Scrutiny Committee – Work Programme Schedule 2019/20

### Scope

‘Transport and communications infrastructure of all kinds, however owned or provided, and how the transport needs of the community are met.

Supporting business, helping people develop their skills, including lifelong learning.

Sustainable development, climate change strategy, countryside management, waste management, environmental conservation and enhancement flooding and cultural issues.’

### Meeting dates

<b>Scheduled Committee Meetings</b>	<b>17 April 2019</b> 10am	<b>15 July 2019</b> 10am	<b>24 Oct 2019</b> 10am	<b>23 Jan 2020</b> 10am	<b>15 April 2020</b> 10am
<b>Scheduled Mid Cycle Briefings</b> Attended by Group Spokespersons only	4 June 2019 10am	12 Sept 2019 10am	5 Dec 2019 10am	27 Feb 2020 10am	

### Reports

Meeting	Subject	Aims/Terms of Reference
<b>Consultation, progress and performance monitoring reports</b>		
Each meeting as available	Corporate Director and / or Executive Member update	Regular update report as available each meeting
	Work Programme	Regular report where the Committee reviews its work programme

## Transport, Economy and Environment Overview and Scrutiny Committee – Work Programme Schedule 2019/20

Meeting	Subject	Aims/Terms of Reference
<b>17 April 2019</b>	SEND Home to School Transport	Update report relating to the impact of the implementation of the SEND Home to School Transport policy changes in 2018, in particular the removal of the free transport statement for SEND post 16 to 18 students with an EHCP
	Scarborough Park and Ride	Consultation of options to change the level of service provision of Park and Ride in Scarborough.
	Resources and Waste Strategy	To produce a consultation response to the government's consultation on the Resources and Waste Strategy
	Highways asset management policy and strategy	To be consulted on the updated strategy and make recommendations to the Executive.
	Mobile phone coverage project	To report the outcome of the tender and the locations where the phone masts will be built
<b>15 July 2019</b>	Highways Maintenance Contract	To receive the annual report on actions being put in place by the highways maintenance & highways improvement contractor (Ringway) to improve performance and communications
	Highways England	Regular annual update
	Local Flood Risk Management Strategy	Update on the implementation of the Local Flood Risk Management Strategy including flood risk/coastal erosion alleviation measures put in place/scheduled to be put in place; funding; issues
	North Yorkshire and York Local Nature Partnership	Update report
<b>24 October 2019</b>	Rail developments	Update report on the rail franchise, Rail North and Transport for the North

## Transport, Economy and Environment Overview and Scrutiny Committee – Work Programme Schedule 2019/20

<b>Items where dates have yet to be confirmed</b>	HGV overnight parking in North Yorkshire	To explore the issues of HGV overnight parking in North Yorkshire and ways to respond	
	Tourism in North Yorkshire	Overview of the work and future plans of Welcome to Yorkshire.	
	Promoting access to our heritage	Overview of the County Council's heritage service	
	Winter Highways Maintenance	Overview of the policy on Winter Highways Maintenance	
	Traffic management in the county: tackling traffic congestion	Overview of the ways that the County Council can tackle traffic congestion problems in the county such as through the use of smart traffic lighting to control traffic flow. Road junction road improvements in Harrogate and Scarborough town to be taken as examples.	
	Countryside access	Overview of the County Council's countryside service and priorities (including unclassified roads, prioritisation of the public rights of way network and improving the definitive map processes)	

### In-depth Scrutiny Projects/Reviews

Subject	Aims/Terms of Reference	Timescales	
The North Yorkshire economy post-Brexit	Steering group comprising of the Group Spokespersons set up to consider the measures required to support the local economy following the triggering of Article 50 of the Treaty of Lisbon by the UK government.	Ongoing (commenced March 2017)	
20 mph speed limit policy	Response to the publication of the National Research project by the Department for Transport examining 20mph speed limits	To be determined	

Please note that this is a working document, therefore topics and timeframes might need to be amended over the course of the year.

## Transport, Economy &amp; Environment Overview &amp; Scrutiny Committee

## Plan of Scrutiny Review

TOPIC	North Yorkshire County Council's 20 mph speed limit policy	
<b>BACKGROUND</b>	<p>At the meeting of the Transport, Economy and Environment Overview and Scrutiny Committee held on 12 July 2018, Members agreed to convene a task group to review the County Council's current 20 mph Speed Limit Policy, once the National Research project by the DfT examining 20 mph speed limits had been published. The report was published in November 2018.</p> <p>The report has concluded that based on the findings of the study, existing DfT guidance remains broadly valid. However, the report also states that consideration should be given to encouraging traffic authorities to work with relevant partners from the police, health, environment, urban planning, education, and the local community to deliver 20mph limits as part of an integrated approach to addressing transport, community, environment and health objectives. The guidance also needs to recognise the concern amongst the public regarding the apparent lack of enforcement, and the general view that the likelihood of being caught exceeding the limit is very small.</p>	
<b>OBJECTIVES</b>	<p>To consider the findings of the 20mph Research Study (National Research Project)</p> <p>To examine the DfT's guidance on 20mph speed limits (Setting Local Speed Limits: DfT Circular 01/2013.) and relevant legislation</p> <p>To examine the County Council's current policy on the introduction of 20mph speed limits and how it is applied</p> <p>To consider whether there is a need to change the County Council's current policy on the introduction of 20mph speed limits</p> <p>To consider other measures to be adopted</p> <p>To take evidence from NYCC Highways Officers, NYCC Road Safety, 95 Alive Partnership, North Yorkshire Police and the 20s Plenty Campaign regarding the advantages and disadvantages of changing the policy.</p>	
<b>Council Plan: key ambitions 2018-2022)</b>  <b>(tick most</b>	<ul style="list-style-type: none"> <li>• Every child and young person has the best possible start in life</li> </ul>	√
	<ul style="list-style-type: none"> <li>• Every adult has a longer, healthier and independent life</li> </ul>	√
	<ul style="list-style-type: none"> <li>• North Yorkshire is a place with a strong economy and a commitment to sustainable growth that enables our</li> </ul>	

appropriate)	citizens to fulfil their ambitions and aspirations	
	<ul style="list-style-type: none"> <li>We are a modern council which puts our customers at the heart of what we do.</li> </ul>	√
<b>TASK GROUP MEMBERS</b>	To be determined at the meeting of the Transport, Economy and Environment Overview and Scrutiny Committee to be held on 17 April 2019.	
<b>PARTICIPANTS/ STAKEHOLDERS</b>	County Council Highways & Road Safety Officers 95 Alive Partnership North Yorkshire Police Public Health	
<b>METHOD</b>	<p>A series of meetings commencing May 2019 to take evidence from stakeholders. The first meeting will be a discussion amongst the task group members to consider the existing policy and to identify any area they think merits further review/scrutiny. Stakeholders will then be invited to subsequent meetings.</p> <p>National research</p> <p>Other Highways Authorities' approaches towards 20mph speed limits.</p> <p>Final report with recommendations to be submitted to the Committee's meeting on 24 October 2019.</p>	
<b>ISSUES</b>	<p>Issues that need to be addressed should the policy be changed include:</p> <ul style="list-style-type: none"> <li>Why and how were 20mph limits introduced – their objectives</li> <li>Have speeds and driver behaviour changed in areas where 20mph limits have been introduced, including in North Yorkshire – how is this monitored?</li> <li>Have 20mph zones/limits reduced the number and severity of collisions?</li> <li>Areas suitable/not suitable for introduction of 20mph speed limits (existing mean speeds/nature of the road environment)</li> <li>What level of capacity would there be for Police enforcement of 20mph limits</li> <li>Utilising alternative/complementary approaches to Police enforcement (e.g. Speedwatch, use of vehicle activated signs)</li> <li>Impact of new vehicle technologies for self-enforcement</li> <li>Driver education initiatives to embed a culture of slower speeds in residential and pedestrian environments</li> <li>Pros and cons of 20mph speed limits and 20mph speed zones</li> </ul>	

	<ul style="list-style-type: none"> <li>• Financial and other resourcing costs to the Highways Authority</li> <li>• Extent of public support for 20mph speed limits</li> </ul>
<b>WORK PROGRAMME</b>	Report to go to 24 October 2019 Transport, Economy and Environment Overview and Scrutiny Committee meeting, Executive – November/December 2019 – meeting date to be confirmed
<b>SUCCESS INDICATORS</b>	That the task group is able to critically assess the pros and cons of updating County Council policy on 20mph speed limits, by producing a report with recommendations that take into account the issues and practical implications of revising the current policy.
<b>ESTIMATE OF RESOURCES REQUIRED</b>	<ul style="list-style-type: none"> <li>• Task group meetings – a minimum of three.</li> <li>• Wherever possible task group meetings will be held on the same day as other meetings that task group Members are attending in order to reduce travel costs (including mid cycle briefings scheduled for 4 June and 12 September).</li> <li>• Officer support – Policy, Performance &amp; Partnerships and NYCC Highways.</li> </ul>