

Agenda

Meeting: Transport, Economy and Environment
Overview and Scrutiny Committee

Venue: The Brierley Room, No. 3 Racecourse Lane,
Northallerton, DL7 8QZ

Date: Thursday 24 October 2019 at 10am

Recording is allowed at County Council, committee and sub-committee meetings which are open to the public. Please give due regard to the Council's protocol on audio/visual recording and photography at public meetings, a copy of which is available to download below. Anyone wishing to record is asked to contact, prior to the start of the meeting, the Officer whose details are at the foot of the first page of the Agenda. We ask that any recording is clearly visible to anyone at the meeting and that it is non-disruptive. <http://democracy.northyorks.gov.uk>

Business

1. Minutes of the meeting held on 15 July 2019

(Pages 5 to 13)

2. Any Declarations of Interest

3. 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 21 October 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</i>
4. Corporate Director's update – Oral report of the NYCC Corporate Director – Business and Environmental Services	10:15-10:35
5. Highways England – Oral report of the Service Delivery Manager, Highways England	10:35-11:05
6. Growth and Heritage Services - Report of the NYCC Corporate Director – Business and Environmental Services	11:05-11:35
(Pages 14 to 18)	
7. Passenger Rail Update - Report of the NYCC Corporate Director – Business and Environmental Services	11.35-12.05
(Pages 19 to 29)	
8. Work Programme – Report of the Principal Scrutiny Officer	12:05-12:15
(Pages 30 to 38)	
9. Other business which the Chairman agrees should be considered as a matter of urgency because of special circumstances.	12:15

Barry Khan
Assistant Chief Executive (Legal and Democratic Services)

County Hall,
Northallerton.

15 October 2019

NOTES:
Emergency Procedures for Meetings

Fire
The fire evacuation alarm is a continuous Klaxon. On hearing this you should leave the building by the nearest safe fire exit. From the Brierley Room this is the side entrance. If this exit is

blocked you should leave the building by the main entrance. Once outside the building please proceed to the fire assembly point in the visitors' car park

Persons should not re-enter the building until authorised to do so by the Fire and Rescue Service or the Emergency Co-ordinator.

An intermittent alarm indicates an emergency in a nearby building. It is not necessary to evacuate the building but you should be ready for instructions from the Fire Warden.

Accident or Illness

First Aid treatment can be obtained by telephoning Extension 7575.

Transport, Economy and Environment Overview and Scrutiny Committee

1. Membership

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

2. Substitute Members

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

North Yorkshire County Council

Transport, Economy and Environment Overview and Scrutiny Committee

Minutes of the Meeting held at County Hall, Northallerton on 15 July 2019 at 10.00 am.

Present:-

County Councillor Stanley Lumley in the Chair.

County Councillors Karl Arthur, David Goode, Paul Haslam, David Jeffels, Don Mackay, John McCartney, Andy Paraskos, Caroline Patmore, Clive Pearson, Roberta Swiers and Richard Welch.

NYCC Officers attending: William Burchill, Admissions Manager (CYPS), Gail Chester, SEND Transport Manager (CYPS), Barrie Mason, Assistant Director - Highways & Transportation (BES), Emily Mellalieu, Flood Risk Management Team Leader (BES), Matthew Millington, Local Nature Partnership Development Officer (BES), Liz Small, Heritage Services Manager (BES) and Jonathan Spencer, Principal Scrutiny Officer (CSD).

Present by invitation: Phil Jepps (Ringway) and John Nicholson (Ringway)

An apology for absence had been received from County Councillor Robert Heseltine and Chris Dunn, Highways England.

Copies of all documents considered are in the Minute Book

75. Minutes

Resolved -

That the Minutes of the meetings held on 17 April 2019 and 12 June 2019 be confirmed and signed by the Chairman as a correct record.

76. County Councillor John Blackie

The Chairman acknowledged the death of County Councillor John Blackie. A minute's silence was held.

County Councillor John Blackie was chairman of Hawes and High Abbotside Parish Council, a district councillor and former leader at Richmondshire District Council, a member of Yorkshire Dales National Park Authority and a county councillor for the Upper Dales since 1997. He had been the chairman of the County Council's former Economic and Regeneration Overview and Scrutiny Committee and a former chairman of Scrutiny Board.

77. Declarations of Interest

Resolved -

There were no declarations of interest to note.

78. Public Questions or Statements

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

79. Ringway Performance 2018/19

The report of the Corporate Director – Business and Environmental Services advising of Ringway’s performance under the Highways Maintenance Contract (HMC) 2012 during the period 1 April 2018 to 31 March 2019 and of the outcome of the Evaluation Panel held on 5 June 2019.

Barrie Mason introduced the report. 12 out of the 13 Primary Performance Indicators in the contract had been met and seven out of 13 of the Secondary Performance Indicators had been met. The outcome of the Evaluation Panel was for the contract term to remain with an end date of 31 March 2021. Ringway had managed to ensure that the street-lighting LED programme was ahead of schedule, which had enabled savings to be delivered earlier. In comparison to 2018 this year had been milder to date but a substantial amount of winter treatment had still been required on the roads. At the update provided to the Committee in October 2018 concerns had been expressed by Members about the performance relating to gully-emptying. The County Council and Ringway jointly recognised at the time that performance was not where they would like it to be. A number of initiatives were being taken forward to improve on performance in this regard, as set out in the rectification action plan in the appendix to the report. The County Council had released a guide to Highway Maintenance Schemes to show in a transparent fashion the rationale for deciding when and where planned highway maintenance works are carried out.

John Nicholson said he was pleased to report on Ringway’s continued improved performance but was disappointed that despite best efforts the overall performance target relating to PPI S04 Street works Noticing had not been met. However this PPI was made up of three elements with only one of those elements failing to be met. He noted that gully emptying remained an area where Ringway was not satisfied with its own performance and an area where the County Council and Ringway needed to work more closely together. The introduction of Esri, a GIS mapping system, was helping to identify where the gullies were and this was expected to lead to further improvement this year.

Phil Jepps said that the relationship with the County Council continued to be good in all areas. He echoed the disappointment expressed by John Nicholson about the overall target for gully emptying not having been met. Esri was being used as a management tool to identify to supervisors what work needed to be done and there were fortnightly meetings with supervisors to check on performance. The workforce was working more flexibly allowing works to commence earlier in the day and the working day to be extended in some instances to carry out works in higher density traffic areas during times when they were less congested. A new gully emptying machine had been introduced this year and the workforce had been increased.

Members made the following key comments:

- County Councillor Stanley Lumley noted that there had been a long debate at the last meeting about gully emptying and all had agreed that there should be more targeted routine maintenance to gullies. Parish councils regularly relayed to the County Council instances of gullies becoming blocked and he asked what had been done to improve performance in relation to gully-emptying. Barrie Mason

replied that for the past two years a policy framework had been in place to allow a more sophisticated approach to gully emptying to be achieved based upon actual need and level of risk. The data obtained from the Esri software was now providing a clearer picture regarding the performance of individual gullies, helping to refine the timeliness of gully-emptying in specific locations. As a client team NYCC Highways also made sure that best use was being made of capital funding. If there was a deep-seated issue with a particular gully and a case could be built to show that revenue savings could be delivered by making a capital improvement, improvement works could go ahead. Phil Jepps said that many local authorities were moving towards a risk-based approach in the same way as North Yorkshire. Where technology was being deployed clients were able to use the data to identify where improvements could be made.

- County Councillor David Goode asked if there was evidence available to show that lack of maintenance of gullies had contributed to flooding in specific areas. Barrie Mason replied that as the Lead Local Flood Authority the County Council was required to carry out a formal investigation of flooding incidents. In each instance where intensive rainfall was found to be the reason for the flood the existing system had been adequately maintained but due to the amount of rainfall that had fallen in a short time it had led to the system being overstretched. However this did not mean that the County Council did not investigate to see if it could do more to mitigate future flooding in those locations.
- County Councillor David Goode said in his experience communications between the County Council and parish councils with regards to surface water flooding issues were limited. Barrie Mason said that there was clearly a lot of benefit for the local authority to engage with parish councils regarding their local knowledge. Each Area Highways team in the county included a team of Highways Officers each with their own patch and a Highways Customer Communication Officer and between them and the respective parish council there was a triangle of knowledge that had been built up over time. The officers had a relatively good working knowledge of locations where there were issues but there was no substitute for the local knowledge within the community and there was always more that could be done regarding community engagement. He went on to mention about the parish portal facility. County Councillor David Goode commented that from his experience there was a need for the County Council to improve the feedback that it gave to a parish council once the parish had reported a problem on the portal. County Councillor Stanley Lumley noted that on the portal incidents might show as 'resolved' but it was not clear what this meant and consequently was a source of frustration amongst parish clerks in his Division. He suggested that parish clerks be invited to Area Constituency Committee meetings to enable them to provide feedback on the portal and make suggested improvements. Barrie Mason confirmed that he would look into ways of improving the feedback provided to parishes via the portal.
- County Councillor John McCartney noted that surface water flooding was becoming more of a growing problem due to flash flooding. He asked if from a planning point of view consideration was taken about the cumulative impact of hard surfacing over front gardens and also if the County Council was involved at the earliest planning stages of a development. Barrie Mason confirmed that the County Council was engaged fully in the planning process both in terms of its role as the Lead Local Flood Authority and as the Highways Authority. The key was to ensure sustainable drainage systems were introduced. However there were limits to the objections that the County Council could make to planning applications and ultimately it was the district council as the Planning Authority to make the decision whether to approve or reject a planning application.

- County Councillor John McCartney raised the issue of flooding on the highway due to riparian landlords not carrying out their responsibilities with regards to maintaining gullies on their land. Barrie Mason explained that the County Council had recently produced guidance to remind riparian landowners of their responsibilities in that regard.
- County Councillor Caroline Patmore mentioned that parish councils in her area often wanted to know who was responsible for maintaining ditches and frequently it transpired that private landowners were responsible. She recommended that the County Council sent out guidance to County Councillors for discussion at parish council meetings, on what the County Council's responsibilities were and what riparian landowners' responsibilities were. Barrie Mason agreed to action this.
- County Councillor David Goode referred to SPI 106 value gained. He queried why no data had been available leading to the indicator being classed as a fail, and sought a definition for the indicator. Barrie Mason explained that 'gain' related to where a cost saving was made on a scheme compared to the 'target estimated cost' and 'pain' related to where a scheme's cost was greater than that estimated. Where there was a gain the County Council and Ringway each took a share of the saving. Where there was a cost overrun the hit was largely taken on by Ringway. The pain/gain mechanism was a small part of the overall contract spend and gains tended to be small due to the high level of accuracy in assessing costs. Work was currently being undertaken to confirm the latest figures for the pain/gain and Barrie Mason agreed to circulate the figures to the Committee when available.

Resolved -

That the report and attached appendices be noted.

80. Highways England

Resolved –

That the Highways England report be deferred until the committee's next meeting due to be held on 24 October 2019.

81. Home to School Transport Policy Changes – Post Consultation

Considered –

The report of the NYCC Corporate Director – Children and Young People's Service providing an analysis of the feedback received from the 60 day consultation together with the recommendations for changes to the Home to School Transport Policy from September 2019.

William Burchill presented the report. In addition he explained that most respondents to the consultation had responded via the County Council's internet page. 18 public meetings across the county had been held but had been poorly attended. Those who had attended had chiefly been parents of SEND pupils, which the latest consultation did not include. He went on to conclude that the rationale for the proposed changes was not to make huge savings but instead to create efficiencies, giving those eligible to have access to appropriate transport.

Members made the following key comments:

- County Councillor Caroline Patmore referred to proposal three in the consultation (*the local authority will collect from the curtilage of any highway or road which consists of or comprises a made-up carriageway unless a SEND, Medical or Mobility need requires a direct door to door collection*). She asked if there were policy guidelines that had been produced regarding the pick-up points. Gail Chester replied that the policy was that pick-ups needed to be 'sustainable'. Over time expectations had grown that vehicles would go door to door to collect individual pupils even though those pupils could have gone to a more accessible pick-up point. All pick-up points needed to have safe access. An example of unsafe access included coaches travelling down narrow farm tracks. If the pick-up point itself was not safe then the Home to School Transport vehicle would go to the door of a property where it was possible to do so. Every child's needs were looked at equally including mobility and medical issues.
- County Councillor David Goode referred to proposal one (*mainstream transport provision will only be given to eligible children and young people attending the catchment school or the nearest school to the permanent home address*). He sought clarification that a pupil would still be provided with a place at another school if it was no fault of their own. William Burchill replied that if the local school was full, provided the parent had listed the next nearest school down as their choice, their child would be eligible for Home to School Transport. The issue was where a child was eligible to go to two or three schools, which were not the nearest school or catchment school, and required transport. Such situations involved a disproportionate outlay for the County Council. Parental choice remained but in those instances pupils would not be funded by the County Council.
- County Councillor Paul Haslam queried if the authors of the Equality Impact Assessment had looked at the disproportionate impacts the policy changes could have in rural areas. Gail Chester confirmed that this had been the case. Consequently whilst the statutory guidance stated that mainstream transport provision would only be given to children and young people attending the nearest school, the County Council's proposal also included the catchment school in the eligibility criteria. This was in recognition that the nearest school might have disproportionate disadvantages to pupil numbers in rural areas so the catchment school was included as well.
- County Councillor Stanley Lumley noted the risks to the sustainability of rural schools. He asked how often catchment area boundaries were looked at in response to population changes within or near to a catchment area. William Burchill replied that catchment area boundaries were normally historic boundaries and so rarely changed. However with increases in housing developments, catchment boundaries might be realigned more frequently in the future and he provided a recent example of a catchment boundary re-alignment in Scarborough. He went on to note however that when boundary changes to catchment areas occurred, there were trade-offs as the changes could have a negative impact on another school. County Councillor Stanley Lumley went on to note that in his Division the Nidderdale High School catchment area did not cover Darley. Consequently children living in Darley had to go to Harrogate High School which was already fully subscribed and at the same time there was under-capacity at Nidderdale School. Gail Chester explained that the issue was that although representatives in the local community had looked into

providing a bus service to Nidderdale High School from Darley, an insufficient number of parents were prepared to pay the full cost recovery. William Burchill noted that some of the voluntary aided schools in Harrogate supplied their own transport but the cost could be as much as £900 to £1000 per pupil per year. More schools were putting on transport but due to needing to claim back total cost recovery from parents, parents considered home to school transport provided by the County Council as a cheaper option and so this skewed the process.

- County Councillor Caroline Patmore commented on the knock-on effect of primary schools closing and demand it then placed on other schools in the same catchment. William Burchill acknowledged this and noted that when a school closure was being proposed the impact on home to school transport was considered.

Resolved -

That the Committee agrees with the proposals set out in the report.

82. Update on the implementation of the Local Strategy for Flood Risk Management

The report of the NYCC Corporate Director – Business and Environmental Services providing a progress update on the implementation of the Local Flood Risk Management Strategy.

Emily Mellalieu presented the report.

Members made the following key comments:

- County Councillor John McCartney asked if the County Council considered the cumulative impact of housing developments when being consulted by district councils on planning applications. Emma Mellalieu said that it was difficult for the County Council to do this if housing development was incremental but was able to do so if there were a number of development proposals being submitted at the same time in the same area. One of the biggest problems nationally was that infrastructure designed several decades ago was having to discharge increasing amounts of water. The Environment Agency was currently looking at capacity generally in relation to the main flood zones. The County Council as the Lead Local Flood Authority looked at surface water risks.
- County Councillor John McCartney noted that in 2008 specific rules were introduced requiring householders under certain conditions to obtain planning permission for paving over front gardens with an impermeable material. He said he was not aware of any councils in England having enforced this. He asked if the Local Flooding Team reported breach of the rules to the Planning Authority. Emily Mellalieu replied that her team did not have the capacity to actively look for such planning breaches, though she acknowledged that paving over gardens had a cumulative impact in heightening flood risks. She noted that new developments took account of the current rules and the County Council was a consultee in those planning applications. However inevitably overtime some people would want to surface over all or part of their garden for ease of maintenance. A key concern was where householders had laid an impermeable material over soakaways in the garden. County Councillor Stanley Lumley noted that councillors had a role in raising concerns with the Planning Authority

where householders were thought to be in breach of the rules. Householders might also not be aware of the rules.

- County Councillor David Jeffels noted that the Environment Agency was consulting on its Draft National Flood and Coastal Erosion Risk Management Strategy for England. He asked if the Committee would be invited to respond to the consultation. Emily Mellalieu explained that the BES Executive Portfolio Member had responded on the County Council's behalf to the consultation, which had now closed. She said that overall the strategy was well-intentioned but some of the wording in it needed to be better defined in order for the strategy to fulfill its objectives. The proposal for the local authority to record and report on flood infrastructure to inform maintenance was only achievable in relation to the assets in local authority ownership. The majority of flood infrastructure lay in third party ownership. Recording flood risk assets would be particularly difficult in large dispersed areas such as North Yorkshire. To then monitor the condition of the assets would be similarly problematic. Any recording would be difficult and without robust condition surveying, ultimately would have little purpose. Emily Mellalieu agreed to circulate the response to the Committee.
- County Councillor Stanley Lumley asked to what extent action was being taken by the County Council to enforce the responsibilities and duties of riparian landowners. Emily Mellalieu replied that flood risk issues impacting on the road network were for the Area Highways Offices to resolve. If flooding was impacting on people's properties, the Flood Risk Management Team was responsible under the Local Flood Management Act. Enforcement action against riparian landowners was taken where there was a significant risk of flooding. In the vast majority of cases riparian landowners were genuinely were not aware of their responsibilities and once they were they usually carried out the repair and continued to maintain the flooding infrastructure on their land.
- County Councillor Paul Haslam referred to section 5 of the report and asked to what extent the County Council was pro-active in working with communities to manage flood risk. Emily Mellalieu explained that different communities were at different levels of flood risk and people had a responsibility to protect themselves. However if the Flood Risk Management Team identified a flooding issue it was passed on to the Emergency and Resilience Team to work with communities to produce a community resilience plan. The local community though needed to take ownership of the process. County Councillor Paul Haslam went on to ask what preventative flooding measures were taken by the Flood Risk Team. Emily Mellalieu said that the team looked at where the biggest risk was of flooding and targeted resources to those areas. However if a community was interested in working with the County Council the team would engage with them. County Councillor Paul Haslam commented that some people were not aware that the County Council was the responsible authority. Emily Mellalieu acknowledged that landowners' responsibilities were difficult to understand and there were cases of members of the public being misdirected to the County Council by external agencies when in fact the issues concerned was an Environment Agency responsibility. The Flood Risk Management Team had to prioritise those areas most at risk and currently there were 180 flood risk investigations underway in the county. The County Council worked closely with district councils as they were a risk management authority, being responsible for managing the flood risk from ordinary water courses.
- County Councillor David Goode mentioned that Knaresborough had an emergency plan in place but as the local County Councillor his natural instinct had been to gravitate towards the Borough Council in respect of flooding issues.

This was because he had not been aware of the County Council's responsibilities as there seemed to be little County Council involvement in the local area. There was a need therefore to promote the work of the County Council as the Lead Flooding Authority. Emily Mellalieu explained that Knaresborough suffered mainly from river flooding so this was an Environment Agency issue. The duties and responsibilities of the County Council related to surface water risk. The County Council as the Lead Local Flooding Authority was responsible for carrying out flooding investigations but managing flood risk was shared across a number of organisations and their level of involvement depended upon the type of flood and where it had occurred. She said that whilst she was in favour of widening the public's understanding there was a reason why the County Council did not pick up the actions of others.

Resolved -

That the Committee notes the report.

83. Update on the Local Nature Partnership

The report of the NYCC Corporate Director – Business and Environmental Services to update on the activities of the North Yorkshire and York Local Nature Partnership since January 2018.

Liz Small and Matthew Millington presented the report.

Members made the following key comments:

- County Councillor David Goode referred to paragraph 4.3 of the report relating to the Landscape Enterprise Networks project. He queried why there was no reference to the Northern Forest project in the report. Matthew Millington said that he was working hard to engage the White Rose Forest Partnership particularly in respect of opportunities at Selby Drax plant and a site in the Escrick area.
- County Councillor David Jeffels referred to paragraph 4.5 of the report relating to the Discoveries on Doorstep project. He commented that the County's Access Forum was keen to see this develop with primary schools in order to give children from an early age an interest in the environment including in the historical environment as well.
- County Councillor Caroline Patmore referred to paragraph 4.4 of the report relating to anaerobic digestion (AD). She said that if sited in the right area, AD could bring about positive benefits but in rural areas it was more difficult to balance the specific benefits of creating a market for grassland products against the cost to local communities. Numerous HGV journeys were required along minor roads to and from the facility and valuable agricultural land was then not being used to grow crops to feed the population. Matthew Millington said that the intention was for the AD operations to be small-scale in nature and to bring benefits to the local economy. The AD facility needed to be sited near to where the grass was grown as it could not be transported long distances. If the AD facility could create a fuel it could then reduce the emissions of the vehicles being used to transport the material to the facility. He went on to refer to the physical trial that had been undertaken in Lincolnshire using grass cuttings from road side verges to be used as biofuel. County Councillor Caroline Patmore said that there was a need for a graph to be produced

showing benefits versus non-benefits. Matthew Millington said that in the first instance the economic viability of using AD to create a market for grassland products would be considered which would then be balanced against wider issues.

- County Councillor Andy Paraskos commented that there was potential for the creation of a sustainable market for grassland products using AD to be a success. Extensive areas in North Yorkshire's rural areas had a lot of verges that were currently not being cut. However the scheme would need to be cost neutral.
- County Councillor John McCartney queried the sustainability of the AD scheme, noting that a vast area of grassland would need to be cut. Matthew Millington noted that there was a 30% mix of grass in the overall mix of the Lincolnshire trail cost council. Three AD companies there had bought machinery to cut the verges. Meadows that were not being used for livestock grazing could also be used.

84. 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).

Jonathan Spencer introduced the report.

Resolved -

That the work programme be noted.

The meeting concluded at 12.12pm

JS



Transport, Economy and Environment Overview and Scrutiny Committee

24 October 2019

Report of the Corporate Director for Business and Environmental Services

Growth and Heritage Services

1.0 Purpose of Report

The purpose of this report is to provide an overview of the Growth and Heritage service to the committee.

The report is for information. The only recommendation is the Transport, Economy and Environment Overview and Scrutiny Committee notes the content of the report.

2.0 Key Background Information

Growth and Heritage Team Overview

- 2.1 The Growth and Heritage Services is led by the Growth and Heritage Services Manager who reports to the Assistant Director Growth, Planning and Trading Standards (GPTS) within the Business and Environmental Services Department.
- 2.2 The team is formed of the previous two teams of Heritage Services and the Strategic Policy and Economic Growth Team (SPEG). Expertise within the team covers the areas of Strategic Planning, Economic Development, Natural and Historic Environment and Environmental policy and projects.
- 2.3 There are three GPTS objectives supporting the overall corporate objectives. Primarily the Growth and Heritage team is responsible for delivering objective 3: *Enable sustainable economic growth and safeguard environment and heritage assets.*
- 2.4 The team has an extensive brief which relies upon its position to work with external organisations such as District Councils, National Parks and national bodies such as DEFRA and Natural England as well as with other service areas across the Council. Officers are relied upon to advise and work on the policy and delivery of a wide range of matters from Biodiversity net gain to the Local Industrial Strategy, District Local Plan Development and sub-regional Spatial Planning delivery and Devolution. Officers will work closely with partners delivering green infrastructure within the M62 energy corridor.

2.5 Below is a brief breakdown of the types of work carried out by service. A more detailed account of the service and its progress to date is available in the GPTS Service Plan Q1 review.

3.0 Heritage Services Activity – Historic Environment

3.1 Providing services to safeguard and develop the North Yorkshire historic environment, the team provides historic environment advice to all seven District Councils under service level agreements (SLAs), consultancy and to North Yorkshire County Council (NYCC). The team has also held training workshops with District Councils upon their request.

3.2 The team maintains and enhances the Historic Environment Record (HER) which holds North Yorkshire's archaeological data with the exception of the archaeology within the National Park geographies. The record is held at Northallerton Library, is open to the public by appointment and used to as a reference for research and to check development proposals across North Yorkshire for likely archaeological impact. The team earns income from carrying out searches of HER data. This year the team is carrying out Historic England audit recommendations to ensure GDPR compliance and improve data recovery procedures. The team also works on improving access of heritage assets to the public for example by attending Northallerton's Hidden Heritage event as a member of its specialist panel and history projects funded by external bids such as the national lottery project Ryevitilise.

4.0 Heritage Services Activity – Natural Environment

4.1 The team supports three Area of Outstanding Natural Beauty (AONB) teams. These are the Howardian Hills AONB team hosted by the County and the Nidderdale and Forest of Bowland AONB teams. This includes meeting statutory obligations to conserve and enhance the designated landscape through planning advice and grant funded conservation work. Examples would be the development and delivery of the five year management AONB plans.

4.2 The team supports the delivery of statutory obligations for marine and historic designated sites such as Flamborough and Filey Head EU Marine Conservation Zone and Fountains Abbey and Studley Royal World Heritage Site.

4.3 Delivery of environmental policy, ecology and landscape advice: This is done directly with North Yorkshire County Council and to District Councils under SLAs and consultancy terms. This includes engagement with major projects such as power stations, HS2 and briefings on the Rural Economy and Environmental matters as well as responding generally on planning applications and undertaking ecological surveys. The team undertook paid work from Hambleton District Council to assess sites for their emerging Local Plan.

- 4.4 The team provides expertise in environmental assessment and has organised the requisite sustainability appraisals and Habitat regulations assessments for the Joint North Yorkshire and York Minerals and Waste plan.

5.0 Environmental Improvement

- 5.1 The team is working with the Local Nature Partnership, the York, North Yorkshire and East Riding Local Enterprise Partnership and Directors of Development to improve regional understanding of natural capital assets, develop the 25 year environmental plan and embed emerging policy on biodiversity net gain.
- 5.2 The team works with a range of partners to deliver green infrastructure projects including the Local Nature Partnership, the Environment Agency and the York, North Yorkshire and East Riding Local Enterprise Partnership such as improved land management techniques in river catchments to improve bio diversity and prevent flooding and drought. In addition, the team develops wider green infrastructure plans in partnership with Leeds City Region and North Yorkshire Districts.
- 5.3 The team influences and advises on national policy including post Brexit environmental and Agriculture bills, clean growth strategies, climate change measures and rural strategies.
- 5.4 The team supports North Yorkshire and the Local Nature Partnership (LNP), hosting the LNP Development officer, to deliver knowledge and projects relating to conserving and enhancing biodiversity, sustainable economic growth health and nature projects. For example through the delivery of the Natural Capital data assessment project and anaerobic digester research project using green waste. The team engages in strategic partnerships to ensure the maximum joined up environmental investment working.

6.0 Growth: Local Plan and Development Planning

- 6.1 The team engages with each of the local planning authorities to ensure Local Plan policies are developed with consideration for North Yorkshire County Council operations such as Highways and Schools. Engagement is made through the duty to co-operate, responding to consultations and leading and participating in periodic meetings such as the Development Plans forum.
- 6.2 As part of the Growth Plan Steering Group structure the team has developed district liaison meetings at which infrastructure projects and infrastructure funding requirements are considered and prioritised. This requires the co-ordination and participation of a number of service areas throughout the council, particularly the Highways and Education authorities.
- 6.3 The team co-ordinates responses and represents the County Council on national infrastructure projects such as HS2 and NSIP applications such as

the redevelopment of Eggborough and Drax Power Stations. In the cases of NSIP applications the team has co-ordinated responses on behalf of both NYCC and Selby District Council. This ensures that NYCC aspirations are considered in these applications.

- 6.4 The team has developed Planning Performance Agreements for the NSIP applications and some of the larger Town and County Planning Act applications in partnership with Selby District Council.

7.0 Growth: National and Regional Economic Development

- 7.1 The team engages with national and regional policy consultations when required for example Community Infrastructure Levy consultations. It has led on YNYER strategic planning framework resulting in the launch of the Spatial Framework and the development of Strategic Development Zones. This is developed and consulted through the Directors of Developments and other external partners and consultants.
- 7.2 The team provides specialist advice and guidance to the Council on economic policy matters including in relation to Brexit. Specifically the implications of shifting from EU funding to the Shared Prosperity fund.

8.0 Growth: Deliver Economic Growth

- 8.1 The team authored, manages and monitors the Council Plan for Economic Growth. The 'Growth Plan' is currently being refreshed by the team with input from all service areas across the Council. The contents and success of the Growth Plan has been the focus of the Q1 report to Council for the last two years.
- 8.2 The team shapes and influences the emerging Local Industrial Strategy in line with NYCC objectives through the Growth Plan Steering Group and the LIS steering group.
- 8.3 The team facilitates and leads the development of the Cultural Plan for North Yorkshire in Partnership with District Councils, NPAs and the Cultural Sector.

9.0 Key Implications

Local Member

All

Financial

The costs of the team are primarily staffing costs. Some staff in the heritage part of the team work a dual role with other District Councils and a significant portion of the funding is acquired through the SLAs referred to above.

Human Resources

None – No recommendations for change.

Legal

None – No recommendations for change.

Equalities

None – No recommendations for change.

10.0 Conclusion

The Growth and Heritage service is a dynamic team, bringing together private and public sector partners to deliver the County Councils growth and environmental aspirations overseeing infrastructure development across the County.

11.0 Recommendation(s)

The Transport, Economy and Environment Overview and Scrutiny Committee notes the contents of the report.

DAVID BOWE

Corporate Director – Business and Environmental Services

Report Author – Liz Small

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

1. GPTS Service Plan Q1 Update report

For further information contact the author of the report

Appendices:

None



Transport, Economy and Environment Overview and Scrutiny Committee

24 October 2019

Passenger Rail Update

Report of the Corporate Director Business and Environmental Services

1.0 Purpose of Report

- 1.1 To update members on rail developments and forthcoming changes for North Yorkshire. The report also provides Members with an overview of the rail industry to aid an understanding of the opportunity for influence.

2.0 Background

- 2.1 The rail industry in UK is governed by both domestic and European legislation. This provides the framework for how the industry operates and what responsibility various bodies have for differing aspects of rail activity and delivery.
- 2.2 At present the structure is dominated by national bodies and central control, with little influence or control able to be exercised by local government. There is however a growing impetus for change in the rail industry, largely due to the impact of recent events (eg May 18 timetable disruption) and a desire for devolution. Further devolution in rail is being explored through the Williams review (see para 3.5 below)
- 2.3 NYCC has little direct control over services and performance in the rail industry, but is working closely with the industry on a number of initiatives (see below) which it is anticipated will deliver operational enhancements for both road and rail in the near future.
- 2.4 A railway industry structure diagram and summary of functions is included for reference as appendix 1

3.0 Rail Industry National

- 3.1 Over the past 2 years, Government has announced a succession of reviews relating to the rail industry. Primarily these have been instigated as a result of failures in the industry to deliver the services that the public expect and require. Of most relevance to North Yorkshire are the Blake Jones review and the Williams review which are discussed below.
- 3.2 Summary of Industry Reviews:
- Transport for the North - Rail North Partnership Review (**Blake Jones Review** formally Blake Johnson)
 - Office of Road and Rail (ORR) inquiry chaired by Stephen Glaister into failures in implementing an operational timetable in May 2018

- Richard George: Railway Industry Performance Improvement in the North of England – working with and advising the TfN - Rail North Partnership to re-establish a stable operational railway across the north
 - DfT Rail Review: 'root and branch' review by **Keith Williams**
- 3.3 **Blake Jones Review:** Chaired jointly by Cllr Judith Blake (Leeds elected member) and Andrew Jones MP (former Rail Minister), the terms of reference were to jointly review the Rail North Partnership arrangements for managing the devolved Northern and TPE rail franchises with a particular focus on learning from the May 2018 performance issues and steps leading up to this. Recommending solutions to avoid such events happening again, the review published its findings (<https://www.gov.uk/government/publications/blake-jones-review-rail-north-partnership-review>) in July 2019 with recommendations forming an action plan which has been endorsed by Transport for the North (TfN).
- 3.4 The Action Plan drafted in the review report comprises two sections, Immediate Changes (to be taken forward from April 2019) and Additional Longer-term considerations (principally around further devolution). The intention of these actions focuses on the passenger and the industry, seeking a strengthened regard for the interests of passengers together with clearer accountability and oversight of the industry.
- 3.5 **Williams Review:** to investigate and take evidence with a view to recommending the most appropriate organisational and commercial frameworks to deliver a world class railway working as part of the wider transport network and delivering new opportunities across the whole of the country
- 3.6 The Williams review is intended to be a wide ranging 'root and branch' review into the rail industry to recommend the most appropriate mechanism to support the delivery of the Governments vision for the railway. It is tasked with looking at the whole industry and reporting back in the autumn 2019 with recommendations to be published in a government white paper with a view to implementing reform of the sector beginning in 2020
- 3.7 The Review must identify passenger, workforce and community priorities and concerns, including accessibility and the needs of freight and industry and should consider how to improve transport services across UK regions and devolved nations, including exploring options for devolution of rail powers.
- 3.8 It will engage with key stakeholders including industry bodies, national and local government, Parliament and, where appropriate, the devolved governments of Scotland and Wales.
- 3.9 North Yorkshire County Council submitted a response to the call for evidence (appendix 2) particularly where relevant and specific evidence was available.
- 3.10 Keith Williams presented an update on progress of the review at a Northern Powerhouse Rail event in July 2019. In this he concluded that:-
- The government, industry, the regions, passengers, politicians from across the spectrum and everyone else with a stake in the railway are united in a desire for root and branch change. So, the opportunity to deliver genuine, lasting reform here is huge.
 - The industry is complex and getting to our final destination may take some time, but passengers must see and feel tangible changes quickly if we are to turn around declining satisfaction and trust.

- Change will need tough decisions to be taken and require collaboration and partnership working across the sector, but the prize will be big.

4.0 Rail in North Yorkshire:

- 4.1 North Yorkshire is part of 'The North'. It is at the geographical centre of the North of England, has much of the North's strategic transport infrastructure running through it, contributes to the current economic prosperity of the North and has huge potential for future growth.
- 4.2 The statement above introduces the foreword to the councils Strategic Transport Prospectus (STP) and in clear terms articulates our view that North Yorkshire has a valid place in shaping and contributing to the economy of the North of England.
- 4.3 When considering strategic transport at north of England level NYCC has identified an objective to 'ensure that that all parts of North Yorkshire benefit from and contribute to the success of The Northern Powerhouse', and in furthering this objective, the STP identifies the following three strategic transport priorities:
- Improving east – west connectivity
 - Improving access to High Speed and conventional rail
 - Improving long distance connectivity to the north and south
- 4.4 NYCC is actively pursuing enhancements to rail services, contributing to infrastructure improvements and services enhancements where funding is available. In particular enhancement on the Harrogate Line and the Esk Valley line are two examples of engagement with the industry to achieve better outcomes for North Yorkshire residents and businesses.
- 4.5 **Harrogate Line:** Work to develop and deliver the c£13.5m jointly NYCC / Local Enterprise Partnership funded scheme to enable a reliable doubling of train frequency to two trains per hour in each direction between Knaresborough and York is proceeding on programme for an anticipated start of the new services in December 2020. The scheme aims to deliver relatively minor infrastructure improvements on the Harrogate line between Knaresborough and York that will allow the train operator, Northern, to fulfil its franchise commitment to double the services to two trains per hour in each direction. The County Council as the main project promoter has developed a productive partnership with both Network Rail (the infrastructure owner) and Northern (the train operator). Preliminary design of the infrastructure and final service timetable feasibility assessments are expected to be completed in December 2019. The County Council is working with Network Rail to be ready to commission the next phases of work (detailed design and delivery of the infrastructure) to start in January 2020.
- 4.5.1 Whilst initial indications are that the scheme can achieve the required two trains per hour outcome there remains one significant risk to its delivery, namely track capacity on the East Coast Mainline immediately north of York. There is a significant capacity constraint on this section of line where freight traffic, East Coast Mainline, Transpennine, Cross Country and the Harrogate Line services all interact. Network Rail is currently working with all affected train operators to undertake a comprehensive review of the time table on the whole of the East Coast Mainline (including this section north of York) which is expected to report in December 2019. This will determine whether the increased services between Knaresborough and York can be accommodated on this section of the East Coast Mainline and as such whether the NYCC / LEP scheme will achieve the required outcomes.
- 4.6 **Esk Valley Line:** In mitigation of construction impacts from the planned potash mine near Whitby, Sirius Minerals committed over £6m to provide for additional trains services to up to eight trains per day in each direction.

- 4.7 NYCC, through a Section 106 Agreement, is required to deliver this planning consideration and has established a project team and agreed governance arrangements to work to achieve these improvements.
- 4.8 Good progress has been made to date with the establishment of an effective partnership working arrangement with Northern and Network Rail. This has led to early work to identify likely infrastructure improvements and the creation of a timetable delivering 6 trains per day, the 5th train being a franchise commitment and the 6th being delivered through this initiative.
- 4.9 The new services are currently going through standard industry approval processes and are expected to be introduced in December 2019.
- 4.10 **Level Crossing:** In North Yorkshire there are a number of level crossings on busy roads that cause significant traffic congestion. These include level crossings at Starbeck in Harrogate, three level crossings in Northallerton, one in Malton, one in Selby and one in Crosshills near Skipton. Whilst the 'solution' to the traffic congestion at these crossings is likely to involve major infrastructure works and significant expenditure, this in all cases is not affordable or deliverable at this time. The County Council has therefore approached Network Rail to seek some joint working to try to identify whether there were any opportunities for more affordable (up to c£1m) rail schemes that could significantly reduce the closure time of these key level crossings. Initial indications are that there may be opportunities at Starbeck, Northallerton and Crosshills. In partnership with Network Rail we are now undertaking further investigation work on the feasibility of the rail schemes and what impact the possible reductions in closure time may have on traffic congestion at these locations. It is hoped that this work will be completed before the end of 2019 for consideration of possible funding opportunities early in 2020.

5.0 Rail service changes:

- 5.1 Rail services are provided either through a franchise operation or by open access operators, of relevance for North Yorkshire are the franchises for Northern and TPE, and open access services operating on the East Coast Mainline. The franchises that were let in 2016 provide a phased approach to transformational improvement. The following section summarises recent improvements, and changes to services and rolling stock that are planned for introduction in December 2019 and May 2020 timetable change periods.
- 5.2 Recent Rail improvements:
- Transpennine Express have invested in their stations with installation of a new customer information system, free wifi, upgrading of help points, new cycle storage facilities and improved way finding signage. All of their current trains have been modernised to the latest modern standards.
 - Access for All funding secured for two of our busiest stations Northallerton and Selby.
 - On the Scarborough – York line Transpennine Express have recently introduced their new Nova 3 train, there will be a gradual introduction of the new trains in the coming months.
 - Northern have also invested in their stations with installation of a new customer information system, new waiting shelters and Ticket Vending Machines (TVM'S), There has been a gradual introduction of more modern rolling stock including the Harrogate Line and other rolling stock is being modernised. The first "Pacer" train has been withdrawn recently with all planned to be withdrawn by May 2020. In the last year the Harrogate – Leeds service has seen an

increase in frequency, Hull – Scarborough has seen the introduction of an hourly service, as has Selby – York with one or two exceptions.

5.3 Planned timetable changes:-

- Harrogate Line
 - Introduction by LNER of the new direct Azuma service between Harrogate and London (six trains daily in each direction)
 - For Northern there will be some changes to the current timetable to accommodate the LNER service
 - Withdrawal of Pacers will see an improvement to modernised carriages on this and most routes in North Yorkshire in December.
- Skipton Line (incl. Settle & Carlisle and Bentham Line)
 - Gradual introduction of new rolling stock between Skipton / Bradford and Leeds
 - Some minor improvements to services west of Skipton.
 - Leeds – Lancaster – Morecambe line is planned to be allocated improved rolling stock from December 2019.
- Scarborough – York
 - Transpennine Express continue with their hourly service and the gradual introduction of the new Nova 3, five coach trains onto the route, once fully operational this will increase capacity from 182 to 291 seats per train.
 - Northern – the planned December 2019 introduction of an hourly shuttle between York and Scarborough has been delayed and will now be introduced by May 2020.
 - The changes on this line will introduce 2 trains an hour between York and Scarborough, over double the capacity and improve connections to and from York.
- Scarborough – Hull
 - The recently introduced hourly service between Scarborough and Hull will become an hourly service Scarborough – Seamer – Filey – Hunmanby to stations to Hull before going on to Doncaster and Sheffield – providing regular direct connectivity from the Yorkshire Coast to South Yorkshire.
 - The trains are planned to be the latest diesel trains “Class 170’s” which will provide extra capacity as 3 coach trains and have been modernised to the latest passenger standards.
 - Connections at Seamer with the exception of the first train in the morning have been improved and will improve further when the hourly Northern service between Scarborough and York starts (see above).
- Esk Valley
 - Introduction Monday – Saturday of a new early morning train enabling arrival in Whitby by 0630 and then returning to Middlesbrough arriving just before 0800 giving the line access to employment, education and earlier journeys to many points in the UK. There will be a new later evening train at around 2045 from Middlesbrough – Whitby this train will return at around 2215 from Whitby giving people the opportunity to spend evenings in the Tees Valley and on the Coast.
- Northallerton and Thirsk
 - Introduction of new trains and a new service to Edinburgh has meant that Transpennine Express have had to change their services on the East Coast Main Line from York northwards. The changes include:-
 - Trains to/from Middlesbrough are extended to start/ terminate at Redcar
 - Trains that currently operate between Northallerton and Liverpool will operate to Manchester Airport, passengers travelling to/from Liverpool will need to change trains.

- The number of Transpennine Express services between Northallerton – Darlington, Durham and Newcastle has been reduced particularly in the early morning and late evening back from the North East to Northallerton. There is also a gap in services to /from the North East in the afternoon. The timetable issues have been raised with Transpennine Express.
 - New Nova 3 trains will be gradually introduced on services to/from Teesside.
 - LNER will also be gradually introducing their new Azuma trains calling at Northallerton.
- Hull - Selby – Leeds
 - Hull Trains will be introducing new IEP Trains (called Paragons) with extra seating capacity of 327 seats which will make their service more reliable.
 - LNER introduced Azumas during the autumn.
 - Selby will have better connectivity with trains to/from York going through to Bridlington, Selby – Leeds trains extended to / from Halifax.
 - Most of the trains between Hull and Manchester will increase from the current three coaches to six coaches.
 - Selby – York in the morning commute times there is an hour and a half gap and the times of arrival in York

6.0 Legal Implications

- 6.1 Consideration has been given to the potential for any legal implications arising from the recommendation. It is the view of officers that the recommendation will not have any legal implications

7.0 Financial Implications

- 7.1 Consideration has been given to the potential for any financial implications arising from the recommendation. It is the view of officers that the recommendation will not have any financial implications

8.0 Equalities Implications

- 8.1 Consideration has been given to the potential for any equalities implications arising from the recommendation. This report is an update for information report and it is the view of officers that the recommendation will not have any equalities implications, therefore an Equalities Impact Assessment is not required.

<h2>9.0 Recommendation</h2>

- | |
|--|
| <p>9.1 To note the contents of the update.</p> |
|--|

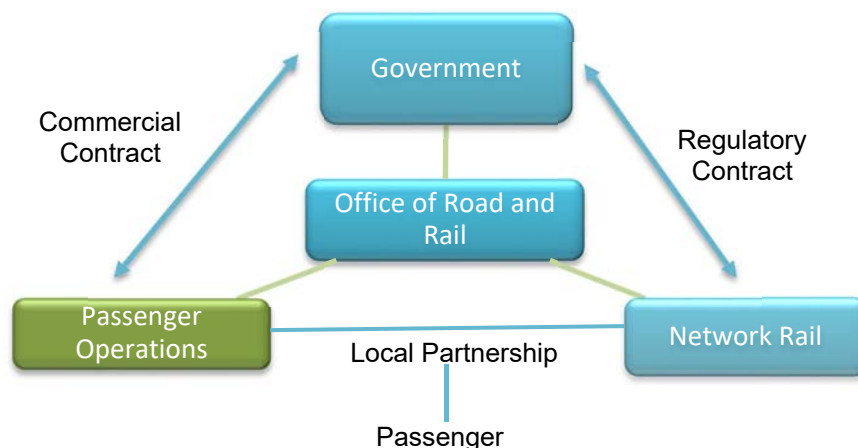
DAVID BOWE
Corporate Director – Business and Environmental Services

Author of Report: John Laking

Background Documents: None

How the railways work

Following privatisation in 1993, British Rail was divided into two main parts: one part being the national rail infrastructure (track, signalling, bridges, tunnels, stations and depots) and the second being the operating companies whose trains run on that network. Subsequently the rail infrastructure was returned to the public sector. The overarching structure is shown below.



The **Secretary of State for Transport** took over strategic and financial responsibilities for the railways from the Strategic Rail Authority (SRA) under the Railways Act 2005. The Secretary of State is responsible for setting overall rail policy and strategic objectives, letting and managing the rail franchises in England (in some cases jointly with bodies such as Rail North), providing funding and procuring new rolling stock.

The **infrastructure** is owned, maintained and operated by Network Rail, with the exception of the HS1 route through Kent, which is maintained and operated by a private company as part of a concession agreement. Rail infrastructure projects are planned on a five-yearly basis as part of the industry-wide Periodic Review. Network Rail is **regulated** by the Office of Rail and Road (ORR), which is also the safety regulator.

Rail services are run by privately-owned train operating companies (TOCs) and freight operating companies (FOCs). Passenger services are let as multi-year franchises by the DfT except in London and Merseyside where they are let as concession agreements by the relevant local body. There are a limited number of 'open access' operators, who run rail services outside of the franchising process by securing timetable slots from the regulator.

The **trains** (rolling stock) are owned by private rolling stock leasing companies (ROSCOs) and leased to the TOCs.

Railway **stations** are owned by the network operator, most being leased to the TOC that is the main station user. Network Rail retains the operation of the main passenger terminals.

There are two **passenger users' groups** which speak for the passenger, undertake research on their views, and can assist with complaints. They are Transport Focus and London TravelWatch. In November 2018 a new Rail Ombudsman service was launched.

The Association of Community Rail Partnerships (ACorP) is a federation of over 60 **community rail** partnerships and rail promotion groups, which brings together railway companies, local authorities and the wider community to promote and develop local rail services. They are funded mainly by local authorities and the local train operator.

The **Rail Delivery Group** (RDG) represents the industry and develops policy on its behalf.

Dear

Williams Review – Call for Evidence 31 May 2019

Thank you for the opportunity to respond to the call for evidence for the Williams Review.

Introduction:

North Yorkshire is the largest Transport Authority by area in England and with world class environmental assets, together with strong agritech, public service and distribution sectors remains a thriving economy in the north of England. The county is served by nationally strategic railway e.g. ECML together with regional interurban and local railways, accessed by 46 stations. Growth in patronage is strong with the cumulative 10 years growth of 43% for the busiest 10 stations in the county.

The railways are important to North Yorkshire and we welcome the opportunity to contribute to this fundamental review. Please see below our detailed response to the review principles set out in the terms of reference.

Third Party Investment in the railway:

The railway industry is complex, inflexible and closed making it difficult for third party investors to engage, navigate and achieve complementary desired outcomes.

In 2012/13 NYCC commissioned consultants to prepare a Strategic Outline Business Case for investment in the Leeds – Harrogate – York (Harrogate Line) railway. This thorough analysis demonstrated that a very good case existed for the enhancement of the line, including doubling of the frequency of services and reducing end to end journey time by 15 minutes in each direction. The report was endorsed by the County Council and supported by the Local MP, Andrew Jones MP.

Key Facts:

- **The core Benefit to Cost Ratio (BCR) at a forecast capital cost of £93.34m is 3.61, rising to 4.27 with the addition of Wider Impacts.**
- **The best case scenario achieves:**
 - **Service frequency doubled across the whole route,**
 - **End to end journey time reductions of 15 minutes (or around 19%) and,**
 - **Generates a positive financial return over the life of the scheme.**
- **Long-term cost-reduction of operating the line with a positive Revenue:Cost ratio of 1.25**
- **Over 3 million annual vehicle kilometres are removed from the highway network,**
- **The scheme significantly enhances connectivity and economic productivity between employment, labour and international visitor markets in Leeds, Harrogate and York.**

The robust work helped to provide evidence for subsequent rail franchises and the Electrification Task Force chaired by Andrew Jones MP and resulted in ECML franchise commitment to the introduction of a 2 hourly Harrogate to London direct service and in the Northern Franchise, the doubling of train service frequency to 4 trains per hour Leeds – Harrogate with a commitment to double the frequency to 2 trains per hour Harrogate to York when the infrastructure supports this.

This work was led and funded by NYCC and following its completion a case was made for developing a proposal for the enhancement of the Harrogate – York line infrastructure to enable 2 tph to be delivered by the train operator and this was put to the York, North Yorkshire and East Riding (YNYER) Transport Body (subsequently YNYER LEP) who approved in principle funding of up to £9.6m for design, development and implementation of necessary measures with an additional c£3m agreed by North Yorkshire County Council

With this approval obtained, NYCC as a third party investor formally contracted with Network to take the project through the GRIP stages and deliver the outcome of doubled frequency and journey time reduction of the Harrogate – York line. The following highlights the difficulties and obstacles that were faced in progressing the desire to invest in the railway.

- Model contracts are inflexible and strongly biased in favour of the railway industry
- Lack of commitment in funding programmes (e.g. decision to withdraw funding from Harrogate Line re-signaling) lead to Grip 2 abortive work
- Track condition requiring remedial work to bring up to acceptable standard (including replacement of pre-war switches and crossings and replacing of dated jointed track)
- Risk impacts from historic user worked crossing (UWC) at which train / vehicle incidents have occurred requiring mitigation from County Council 3rd party funds
- Inability to provide firm assurance for the delivery of the outcome following investment
- Effective monopoly and excessive cost for design and development

The County Council continues to work in partnership with Network Rail to deliver the Leeds Harrogate – York (Harrogate Line) railway improvements but the above comments are provided as an insight into the experience to date.

Poor condition of the basic network where journey times are sub-optimal and enhancement costs unacceptably high:

As mentioned above large sections of key routes in North Yorkshire are encumbered by outdated infrastructure, including Victorian era Token block signaling, 1930's points and outdated bull head and jointed track. This results in lower than optimum end to end journey speeds and frequent reliability issues or the imposition of temporary speed restrictions.

- Many of the lines in North Yorkshire (e.g. Harrogate, Esk Valley, Scarborough - Hull) appear to be seen as a low priority for Network Rail and therefore journey speeds are slow and performance is poor with frequent infrastructure failures causing delays and cancellations (this is particularly the case on Esk Valley line)
- Basic track condition not suitable for new rolling stock or line speed improvement
- Service frequency enhancement or line speed improvement require level crossing improvement, often to a number of user worked crossings which are historic and at which previous track asset custodians have made decisions over which current infrastructure users had no input to or control of.
- Significantly varying line speeds and journey times are evident across much of the north of England rail network, e.g. on the Harrogate Line where the 18 miles from Harrogate to Leeds takes 39 mins i.e. average 27.7 mph and the c20 miles from Harrogate to York takes 39 mins, average 30.7 mph; the Esk Valley line where the 35 miles Middlesbrough to Whitby takes 1hr 31mins i.e. 23 mph. These contrast with comparable E – W routes elsewhere in the country e.g. Reading to Newbury at between 45 and 60 mph
- Reliability and performance suffer greatly when infrastructure remains outdated and is not renewed. For example the Esk Valley has suffered disruption and failure incidents including signaling issues on 24 days in the last year

Poor accountability for performance, where failures in performance and reliability are not attributable to a single body and the lack of ownership of the problem causes political and consumer dissatisfaction. This has particularly been seen in the North of England during the recent (and on-going) failure of the rail industry following the May 2018 timetable introduction where cancellations, emergency timetables and services terminating early have resulted in significant customer dissatisfaction in North Yorkshire. The fact that there was no ownership of the problems, with blame being passing between the train operators, network rail, and government was not helpful and contributed to a feeling of distrust among constituents of NY. There was great anticipation ahead of the planned 'transformational' enhancement in the Northern and TPE franchises. The reality is this has not delivered and confidence in the ability of the railway to prioritise and manage investment to deliver needed enhancement is low. This is likely to be due to:

- Lack of single body responsible for a specific service operating on time and to customers' requirements leads to confusion about who is responsible.
- No direct link between investment and increased revenue where commercial operation and infrastructure decisions are separated between Train Operating Company and Track asset owner
- The customer has no effective recourse to Network Rail for service disruption and failure caused by railway infrastructure
- Remote and distant political decision making from London is not seen as suitable in the North where local political accountability is seen as desirable to drive through investment in the north.
- Closer integration of the track infrastructure and operational railway is felt to be desirable to remove conflict and provide better alignment of priorities and management of inevitable disruption from implementation.

The railway interface with other infrastructure, where rail level crossings interface with the highway this impacts on the operational efficiency, capacity and safety of highways particularly where level crossings are on main A roads in towns and economic centres. Level Crossings create problems for the highway at many locations in the county including on main A roads and in some of the largest towns in the County. The county town of Northallerton has 3 level crossing two of which are on the A167 at either end of the town; Harrogate, the largest town in the county and with the third highest GVA(B) in Yorkshire & Humber region has a level crossing on the busy A59 and Selby where the Main A19 close to the town centre is bisected by a level crossing. Elsewhere the A6068 at Kildwick has a level crossing for the main Airedale Rail Line. This accommodates 4 passenger trains per hour in each direction plus ad hoc freight movements and is closed for 35 minutes out of each hour with traffic often queued back onto the A629 dual carriageway. All of these and many other on interurban and rural roads impact the performance and economy of the areas impacted. Network Rail seem reluctant to work with Highway Authorities to address these issues.

- Local discussions do not take place either with the infrastructure provider or the train operators far enough in advance to deliver not just to the rail timescales but local authority timescales as well (e.g. funding opportunities).
- Planning for railway enhancement including major upgrades (e.g. ECML upgrades / NPR through Northallerton) do not take account of the highway and local economy impacts from railway infrastructure changes that affect level crossing operation.

Agreed franchise committed delivery and timescales are delayed and/or not delivered restricting economic growth and reducing confidence in the railway's capacity to carry out agreed enhancements.

- Agreed nationally and yet locally unable to deliver e.g.
 - Leeds – Harrogate 4 trains per hour due for introduction in May 2017, subsequently deferred and varied to the introduction of 3 TPH from December 2019

- As reported through TfN Rail North Committee, York to Scarborough at risk due to level crossing issues on the line

Commercial and Customer care: where the complexity of elements, e.g. fares, of the railway and its failure to focus on passengers, impacts on the potential for it to support growth.

- Fares remain anomalous with issues providing complexity and higher costs for passenger in North Yorkshire, e.g. split tickets, high fares, lack of metrocard type of tickets, etc.,
- Fare products and pricing do not keep up to date with modern customer requirements, e.g. season tickets that reflect and are priced for modern mobile, home, dual location and part time working.
- Need for more engagement locally in promotion of the railways, e.g. staff to become more like ambassadors for the services and links to local attractions
- Customer care at stations particularly where station is jointly managed (e.g. York which is run by LNER and TPE) where passengers are regularly 'forgotten about' in terms of communications etc. at times of disruption.
- Franchise financial models and performance regime doesn't always favour the community or passenger needs.

Conclusion

The above reflect some of the issues and difficulties that are faced by North Yorkshire residents and commercial and community organisations. I hope this is helpful in your enquiry, and should you need further detail for any of these matters, please get in touch. We welcome this review and are happy to work with you to provide intelligence on implications and opportunities for rail in rural authority areas.

Yours sincerely

David Bowe

North Yorkshire County Council

Transport, Economy and Environment Overview and Scrutiny Committee

24 October 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**).
- c. Approve the draft scope of the Single-use Plastics Review (**Appendix 2**).

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 – 20 mph speed limit policy task group

3.1 At its meeting on 17 July 2019 the task group received the headline figures for the three year period 2015/16 to 2017/18 showing the differences in Killed and Seriously Injured (KSIs) between 20mph and 30mph areas in a three year period. In total across the three year reporting period, areas with a 30mph speed limit there were 1626 collisions. Police records showed that of those, 70 were attributed to speed (just over 4% of the total).

3.2 At its meeting on 20 September 2019 North Yorkshire Police and 95 Alive representatives attended to discuss the opportunities and challenges of introducing more 20mph speed limits in the county. The task group also received the number of KSIs from 2014 to 2018. Driving with excessive speed was not the main cause but was instead more down to inappropriate behaviour such as driver distraction. The task group heard from the Police representative that 20mph speed limits on arterial routes were less likely to work as there was poor compliance on roads with space and openness, providing good driver with good visibility. The capacity or otherwise of the Police to enforce the speed limit was not a reason why the Police would object to a proposed change in the speed limit, rather the Police would only object if the proposed speed limit did not adhere to the DfT criteria. Compliance with speed limits relied on regular Police

enforcement and compliance would fail if the speed limit was unrealistic in relation to the design and layout of the road.

- 3.3 A representative from the 20s Plenty Campaign group will be attending the task group's next meeting on 24 October 2019 to discuss its policy approach and reasons for introducing more 20mph limits.

4 County Council Motion

- 4.1 The following Notice of Motion was discussed at the County Council meeting held on 24 July 2019:

“That the Government ensures that where their assets and infrastructure will be protected by a flood and coastal protection scheme all Utility companies are required to make a proportionate and appropriate mandatory level of financial contribution towards that particular scheme, and subject to the costs of any contribution not being borne by the Utilities customers.”

The Motion was proposed by County Councillor David Jeffels, in the absence of County Councillor Derek Bastiman, and seconded by County Councillor Joe Plant. The County Council Chairman determined that the Motion be referred to the Transport, Economy and Environment Overview and Scrutiny Committee for consideration before coming back to Council.

- 4.2 The Committee is recommended to ask the Chairman of the Transport Economy and Environment Overview and Scrutiny Committee to write to the Secretary of State for Environment, Food and Rural Affairs, the Rt. Hon Theresa Villiers MP, to call for the financial contribution from utility companies to be mandatory.

5 Single-use Plastics Review

- 5.1 At the committee meeting held on 24 January 2019, Members agreed to convene a task group to establish how North Yorkshire County Council along with partners and members of the public could reduce the use of single-use plastics. The task group was to be set up once the detail of the government's proposals were known in its Resources & Waste Strategy and following on from the completion of the Committee's review of 20mph speed limit policy.
- 5.2 Appendix 2 to this report contains the draft terms of reference of the Single-use Plastics Review for approval.

6 Recommendations

- 6.1 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. Requests the Chairman to write to the Secretary of State for Environment, Food and Rural Affairs to call for the financial contribution from utility companies to be mandatory, with reference to the County Council Motion of 24 July 2019.
 - d. Approves the draft scope of the Single-use Plastics Review.

**Jonathan Spencer,
Principal Scrutiny Officer**

Tel: (01609) 780780

Email: jonathan.spencer@northyorks.gov.uk

15 October 2019

Appendices:

- Appendix 1 – Work Programme Schedule 2019/20
- Appendix 2 – Draft scope of the Single-use Plastics Review.

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

Scheduled Committee Meetings	24 Oct 2019 10am	23 Jan 2020 10am	15 April 2020 10am	13 July 2020 10am	22 Oct 2020 10am	21 Jan 2021 10am	14 April 2021 10am
Scheduled Mid Cycle Briefings Attended by Group Spokespersons only	5 Dec 2019 10am	27 Feb 2020 10am	2 June 2020 10am	10 Sept 2020 10am	10 Dec 2020 10am	25 Feb 2021 10am	

Reports

Meeting	Subject	Aims/Terms of Reference
Consultation, progress and performance monitoring reports		
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
24 October 2019	Highways England	Regular annual update
	Rail developments	Update report on the rail franchise, Rail North and Transport for the North
	Promoting access to our heritage	Overview of the County Council's growth and heritage service
23 January 2020	Local Enterprise Partnership	Annual LEP update
	Winter Highways Maintenance	Overview of the policy on Winter Highways Maintenance
Items where dates have yet to be confirmed	HGV overnight parking in North Yorkshire	To explore the issues of HGV overnight parking in North Yorkshire and ways to respond once a county-wide draft policy has been developed.
	Tourism in North Yorkshire	Overview of the work and future plans of Welcome to Yorkshire.
	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 (via mid cycle briefings) comprising of the Group Spokespersons 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	Commenced May 2019
Single-use plastics review	To explore ways to reduce the use of single-use plastics by North Yorkshire County Council staff and visitors, partner organisations, local businesses and residents.	To commence by February 2020

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 & Environment Overview & Scrutiny Committee

Plan of Scrutiny Review

TOPIC	North Yorkshire County Council's Single-use Plastics Review
BACKGROUND	<p>According to the Institute for European Environmental Policy, single-use plastics can include any disposable plastic item which is designed to be used only once. Single-use plastic items are often used in packaging, consumer products, cosmetics and healthcare. Examples include: light-weight plastic bags, disposable utensils, beverage containers, coffee capsules, wet wipes, and razor blades.</p> <p>300 million tons of new plastic is made each year, half of which is for single use plastic such as packaging and convenience foods. In many cases, such as plastic straws, takeaway food containers and coffee cups, there are practical alternatives available that are either reusable or sustainable.</p> <p>Since the broadcast of the BBC's Blue Planet II programme in autumn 2017 highlighting the effect of plastic pollution in seas, oceans and on beaches, this has become a much-debated topic with high levels of public interest.</p> <p>At the meeting of the Transport, Economy and Environment Overview and Scrutiny Committee held on 24 January 2019, Members agreed to convene a task group to establish how North Yorkshire County Council along with partners and members of the public could reduce the use of single-use plastics. The task group was to be set up once the detail of the government's proposals was known in its Resources & Waste Strategy and following on from the completion of the Committee's review of 20mph speed limit policy.</p> <p>The issue of single-use plastics and how to reduce, reuse and recycle has been a part of North Yorkshire County Council's work around waste reduction over many years. However, the single-use plastics review though goes beyond North Yorkshire County Council's service provision, as the topic relates to broad environmental concerns in society. Societal changes and attitudes (e.g. plastic bottles becoming less acceptable) and legislative changes will mean the profits of those parts of the plastic industry producing single use plastic will reduce if they fail to adapt. There is a role for North Yorkshire County Council to show leadership by amplifying action in a positive way to encourage others to reduce the use of single-use plastics. We need to establish therefore not only how the Council can reduce single-use plastics through its own services but also do more work with partner organisations, local businesses and residents to encourage a reduction in the use of single-use plastics across North Yorkshire.</p>

<p>OBJECTIVES</p>	<p>To establish additional ways to reduce the use of single use plastics by North Yorkshire County Council staff and visitors. This will include:</p> <ul style="list-style-type: none"> • Committing to reducing our reliance on single-use plastics where practicably possible. • Identifying sites and service areas where significant improvements can be made. • Communicating to staff, building users and visitors the role they have to play to ensure the success of the reduction in single use plastics. <p>To establish how North Yorkshire County Council can work with partner organisations, local businesses and residents to encourage a reduction in the use of single-use plastics across North Yorkshire. This will include:</p> <ul style="list-style-type: none"> • Encouraging partner businesses, schools and young people on board across North Yorkshire to reduce single-use plastics. • Engaging with businesses to provide strategic leadership on how they can develop their own actions with this agenda. • Engaging with residents through our webpage, social media, case studies, press releases, and identifying how they can contribute. • Suggesting simple changes that can be made to daily routines that will help save money, improve health and help the planet. <p>To look for alternatives to single-use plastics and best practice elsewhere including but not limited to other local authorities.</p>	
<p>Council Plan: key ambitions 2019-2023) (tick most appropriate)</p>	<ul style="list-style-type: none"> • Every child and young person has the best possible start in life 	<p>√</p>
	<ul style="list-style-type: none"> • Every adult has a longer, healthier and independent life 	<p>√</p>
	<ul style="list-style-type: none"> • North Yorkshire is a place with a strong economy and a commitment to sustainable growth that enables our citizens to fulfil their ambitions and aspirations 	
	<ul style="list-style-type: none"> • We are a modern council which puts our customers at the heart of what we do. 	<p>√</p>
<p>TASK GROUP MEMBERS</p>	<p>To be determined at the meeting of the Transport, Economy and Environment Overview and Scrutiny Committee to be held on 24 October 2019.</p>	
<p>PARTICIPANTS/STAKEHOLDERS</p>	<ul style="list-style-type: none"> • North Yorkshire County Council’s Waste and Countryside Services team and North Yorkshire County Council’s procurement team • Other local authorities in North Yorkshire and best practice local authorities elsewhere 	

	<ul style="list-style-type: none"> • Business representatives • Community representatives/campaign groups such as Surfers Against Sewage https://www.sas.org.uk/plastic-free-communities/
METHOD	<p>A series of meetings commencing February 2020 to take evidence from stakeholders. (The first meeting will be a discussion amongst the task group members to consider the wider policy context including national government policy and to discuss existing North Yorkshire County Council practices in relation to the use and reduction of single-use plastics and issues to be addressed in relation to the agreed objectives of the review.</p> <p>National research.</p> <p>Local authority best practice elsewhere.</p> <p>Final report with recommendations to be submitted in summer 2020.</p>
WORK PROGRAMME	<p>Report to go to 22 October 2020 Transport, Economy and Environment Overview and Scrutiny Committee meeting, Executive – November/December 2020 – meeting date to be confirmed.</p>
SUCCESS INDICATORS	<p>That the task group is able to produce a report with a series of practical and workable recommendations for reducing single-use plastics in North Yorkshire.</p>
ESTIMATE OF RESOURCES REQUIRED	<ul style="list-style-type: none"> • Task group meetings. • 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 27 February, 2 June and 10 September 2020). • Officer support – Legal and Democratic Services and Waste and Countryside Services.