

# North Yorkshire County Council

## Business and Environmental Services

### Executive Members

27 March 2023

## Integrated Passenger Transport Fees and Charges

### Report of the Assistant Director – Travel, Environmental and Countryside Services

#### 1.0 Purpose of Report

- 1.1 To inform the Corporate Director - Business and Environmental Services (BES) and the Executive Member for Highways & Transportation of proposals for charges made for services provided by the Integrated Passenger Transport (IPT) and seek approval of the same.

#### 2.0 Charges and Proposed Increases

- 2.1 The IPT team makes charges, as permitted under section 111 of the Local Government Act 1972, and the income is retained by BES for the following services:
- Local bus service fares:
    - Services operated directly by IPT:

A fare is charged to passengers using the local bus services operated directly by IPT, as permitted under Section 63 of the Transport Act 1985. The fare charged is based on a combination of the distance travelled and comparative fares charged by local bus operators on commercial services. The income is used to partially offset the operating costs of providing the service. Increases of between 10-50p were implemented from 3 April 2022 and no further increase is planned for 2023. The council is participating in the Government's national £2 fare cap scheme which is designed to stimulate extra patronage by reducing fares. This scheme is currently in place until 30 June and may be extended further and therefore it is not proposed to increase local bus fares at this point.
    - Services operated by external supplier: Whitby Park & Ride

This is the only supported service where IPT receives the fares income paid by passengers, for other services the operator retains the fares income to offset the overall cost of the contract. The main objectives of the park and ride service are to remove traffic from the town centre, alleviate congestion and reduce pressure on parking capacity during the summer months. An increase of around 5% was applied in April 2022 but as passenger numbers are still recovering post pandemic and the fares charged need to be attractive in relation to town centre parking charges to help reduce town centre congestion it is proposed to keep fares at the same level for the 2023 season.
  - Community transport fares:

A fare is charged for registered members using the community transport service operated directly by IPT utilising the in-house vehicle fleet. The fare charged is based on a combination of the distance travelled and comparative fares charged on local bus services. The income is used to partially offset the operating costs of providing the service. There are no proposals to change these charges from April 2023. An inflationary increase is not considered

appropriate at this time as recovery post pandemic has been slower for users of Community transport and a review of all fares charged will be carried out in 2023. Current services are:

- DR07 South Craven Village bus
- DR06 North Craven Village bus
- DR04 South Harrogate Village bus
- DR14 North Harrogate bus
- DR10 Esk Valley - Whitby
- DR18 Glaisdale - Guisborough
- Whitby Bus Station charges:  
A charge is made for local bus services using Whitby bus station. The current charge is 60p per departure with the income used to offset the site operating costs. The Competition Commission sets out the methodology for calculating Departure Charges and as such an inflationary increase may not be appropriate. Usage of the Park & Ride is still recovering following the pandemic and it is not proposed to increase the charge for 2023.
- English National Concessionary Travel Scheme (ENCTS) travel pass replacement charge:  
Local authorities are required to issue an initial ENCTS travel pass and any replacement on expiry free of charge. A charge can be made for a lost or damaged pass but this should be proportionate to the cost of replacement. No charge is made for a stolen bus pass on production of a crime reference number. The replacement charge was increased from £5 to £10 in April 2020 which still covers all costs associated with issuing a new pass and no further increase is planned.

## 2.2 IPT make charges in respect of the following services:

- Paid travel permits on education transport:  
Students not entitled to free school transport or assistance with transport to a sixth form college can apply for a paid bus pass on education transport provided for eligible students. Places are only offered where it is lawful to do so in line with PSVAR and where there is spare capacity on transport that is provided as a statutory duty. The fare charged is set by the Children and Young People's Service (CYPS) and the income is used to partially offset the contract cost.
- Additional cost charge for school time amendments:  
Transport is procured to achieve best value which can mean that students from different establishments are transported on the same transport. Should the opening hours of one of those establishments change then additional transport may need to be procured. Additional charges incurred are notified to CYPS and then recharged to the relevant educational establishment. The income for these items is retained by CYPS and approval for such charges is agreed by CYPS Executive Members. This information is therefore included for information and clarity only.

## 2.3 In addition, IPT makes charges, again as permitted under Section 111 of the Local Government Act 1972, for ad-hoc minibus/driver hire, Section 19 permits and provision of Minibus Driver Awareness Scheme (MiDAS) courses. However, income is minimal or matches the charges made to IPT.

### 3.0 Income

3.1 Income from fees and charges, where such income is retained by IPT, is set out in Table 1 below:

IPT income stream	2021/22 Income (£)	2022/23 Est Income (£)	2023/24 Est Income (£)
IPT fleet – Local Bus Service Fares/community transport fares	£35,000	£105,594	£110,000
Services operated by external supplier - Local Bus Service Fares	£148,900	£165,267	£175,000
Yorbus	£5000	£18,500	£5,000*
Whitby bus station departure charges	£16,722.70	£17,030	£17,030
ENCTS replacement passes	£11,610	£17,000	£17,000

(\* - based on the duration of the pilot scheme to 30 June 2023)

- The pandemic has affected income from bus services with passenger numbers still below pre-Covid19 levels due to changing travel patterns and fewer passenger travelling. This has been particularly apparent for older and disabled users. Average figures across all travellers is c. 90% of pre covid levels while only 70-75% for concessionary passengers.

### 4.0 Equalities Implications

4.1 The proposed recommendation is that charges for the services provided by the Integrated Passenger Transport Team will be maintained, as set in section 2. This proposal has no direct impact on most groups of people with protected characteristics. It is recognised that increasing some charges could have a minor impact on older people, people with a disability, females and some people from ethnic minorities, as they are more likely to travel by bus. However, given the existence of the concessionary travel scheme those people eligible for a pass would be insulated from the impacts of local bus fare rises given they are entitled to travel free. People living in rural areas, including young people, unpaid carers and those on a low income could be adversely impacted were charges to be increased as they may not be eligible for a concessionary pass.

4.2 Consideration has been given to the potential for any adverse equality impacts arising from the proposed standards. It is the view of officers that the proposals will not have significant adverse impact on any groups of people with protected characteristics identified in the Equalities Act 2010. Proper regard has been given to the public sector equality duty and a 'decision not to EIA' document has been completed and is appended at **Appendix 1**.

### 5.0 Financial Implications

5.1 The financial implications are detailed in section 3 above.

5.2 The proposed recommendation has no additional costs and is within the budget for the Integrated Passenger Transport Service. Bus fares are currently fixed by the national fare cap scheme which is funded by DfT which is in place until at least July, with the potential for a further extension. The fare cap is designed to stimulate bus use and increase passenger numbers and therefore income.

- 5.3 The decision taken by the Executive on 8 November (Appendix A, 5.5) allowed a directorate not to increase some fees and charges provided that the budget shortfall is bridged through other operational and cost savings, in this case this will be achieved through growth in bus passengers resulting from the £2 fare cap scheme.
- 5.4 An increase of 6% has been estimated to bus fare revenues in section 3 and promotional work planned alongside bus companies and by government to encourage bus use could increase this further. It is felt that increasing bus fares straight after the cap ends would have a counterproductive effect.

## **6.0 Legal Implications**

- 6.1 The County Council has a wide range of statutory duties imposed by a variety of legislation relating to passenger transport.
- 6.2 The review has been carried out with consideration to relevant legislation such as the Transport Act 1985, Transport Act 2000 and Education Act 1996, in addition to section 111 of the Local Government Act 1972.

## **7.0 Climate change Implications**

- 7.1 Consideration has been given to the potential for any adverse climate change impacts arising from the recommendation. This proposal will not deter people from using sustainable transport and is consistent with encouraging use of public transport.
- 7.2 A Climate Change Impact Assessment is included as **Appendix 2** of this report.

## **8.0 Recommendation**

- 8.1 It is recommended the Executive Member for Highways & Transportation, in consultation with the Corporate Director- BES approves maintaining the charges made for services provided by the Integrated Passenger Transport team as detailed in section 2.

MICHAEL LEAH  
Assistant Director – Travel, Environmental and Countryside Services

Author of Report: Andy Clarke

Background Documents: none

Initial equality impact assessment screening form			
<p>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.</p>			
Directorate	Business and Environmental Services		
Service area	Integrated Passenger Transport		
Proposal being screened	Reviewing the existing external fees and charges made by the Integrated Passenger Transport team		
Officer(s) carrying out screening	Andy Clarke		
What are you proposing to do?	Maintain charges		
Why are you proposing this? What are the desired outcomes?			
Does the proposal involve a significant commitment or removal of resources? Please give details.	No. The proposal will maintain charges at current levels while patronage on public transport services continues to recover post pandemic and while the national £2 fare cap initiative is in place.		
<p><b>Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYCC's additional agreed characteristics</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>If for any characteristic it is considered that there is likely to be an adverse impact or you have ticked 'Don't know/no info available', then a full EIA should be carried out where this is proportionate. You are advised to speak to your <u>Equality rep</u> for advice if you are in any doubt.</p>			
Protected characteristic	Potential for adverse impact		Don't know/No info available
	Yes	No	
Age		No	
Disability		No	
Sex		No	
Race		No	
Sexual orientation		No	
Gender reassignment		No	
Religion or belief		No	
Pregnancy or maternity		No	
Marriage or civil partnership		No	
<b>NYCC additional characteristics</b>			
People in rural areas		No	
People on a low income		No	
Carer (unpaid family or friend)		No	
Does the proposal relate to an area where there are known inequalities/probable impacts (e.g.	It is recognised that older people, people with a disability, females and some people from ethnic minorities are more likely to travel by bus. However, for older and disabled users the		

## APPENDIX 1

disabled people's access to public transport)? Please give details.	existence of the concessionary travel scheme means they are entitled to travel free. People living in rural areas, including young people, unpaid carers and those on a low income could be adversely impacted were charges to be increased but this is not being proposed.			
<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?</b> Please explain why you have reached this conclusion.	No, the proposal will have no significant effect on how other organisations work.			
<b>Decision (Please tick one option)</b>	EIA not relevant or proportionate:	X	Continue to full EIA:	
<b>Reason for decision</b>	No adverse impact is anticipated as this proposal maintains current charges.			
<b>Signed (Assistant Director or equivalent)</b>	<i>Michael Leah</i>			
<b>Date</b>	16.03.2023			



## Climate change impact assessment

The purpose of this assessment is to help us understand the likely impacts of our decisions on the environment of North Yorkshire and on our aspiration to achieve net carbon neutrality by 2030, or as close to that date as possible. The intention is to mitigate negative effects and identify projects which will have positive effects.

This document should be completed in consultation with the supporting guidance. The final document will be published as part of the decision making process and should be written in Plain English.

If you have any additional queries which are not covered by the guidance please email [climatechange@northyorks.gov.uk](mailto:climatechange@northyorks.gov.uk)

**Please note: You may not need to undertake this assessment if your proposal will be subject to any of the following:**

Planning Permission  
Environmental Impact Assessment  
Strategic Environmental Assessment

However, you will still need to summarise your findings in the summary section of the form below.

Please contact [climatechange@northyorks.gov.uk](mailto:climatechange@northyorks.gov.uk) for advice.

<b>Title of proposal</b>	Funding applications for Community Transport
<b>Brief description of proposal</b>	To update the Corporate Director – Business and Environmental Services (BES) and BES Executive Members on the external fees and charges made by the Integrated Passenger Transport team.
<b>Directorate</b>	Business and Environmental Services
<b>Service area</b>	Integrated Passenger Transport
<b>Lead officer</b>	Andy Clarke
<b>Names and roles of other people involved in carrying out the impact assessment</b>	
<b>Date impact assessment started</b>	February 2023

**Options appraisal**

Were any other options considered in trying to achieve the aim of this project? If so, please give brief details and explain why alternative options were not progressed.

Options to increase charges were not proposed as this would have a negative effect on the recovery of passenger numbers on public transport services post pandemic and while the Government's national £2 fare cap initiative is in place.

**What impact will this proposal have on council budgets? Will it be cost neutral, have increased cost or reduce costs?**

Please explain briefly why this will be the result, detailing estimated savings or costs where this is possible.

The proposal is cost neutral and is accounted for within the public transport element of the IPT base budget. The cost of the £2 fare cap scheme is being met by the Department for Transport.



<p>How will this proposal impact on the environment?</p> <p>N.B. There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p><b>Positive impact</b> (Place a X in the box below where</p>	<p><b>No impact</b> (Place a X in the box below where</p>	<p><b>Negative impact</b> (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> <li>• Changes over and above business as usual</li> <li>• Evidence or measurement of effect</li> <li>• Figures for CO<sub>2</sub>e</li> <li>• Links to relevant documents</li> </ul>	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>	
<p>Minimise <b>greenhouse gas emissions</b> e.g. reducing emissions from travel, increasing energy efficiencies etc.</p>	Emissions from travel		X		<p>The proposal is to maintain charges as current rates and work to increase bus passenger numbers.</p>		
	Emissions from construction		X				
	Emissions from running of buildings		X				
	Emissions from data storage		X				
	Other		X				
<p>Minimise <b>waste</b>: Reduce, reuse, recycle and compost e.g. reducing use of single use plastic</p>			X				
<p>Reduce <b>water</b> consumption</p>			X				

<p>How will this proposal impact on the environment?</p> <p><b>N.B.</b> There may be short term negative impact and longer term positive impact. Please include all potential impacts over the lifetime of a project and provide an explanation.</p>	<p><b>Positive impact</b> (Place a X in the box below where</p>	<p><b>No impact</b> (Place a X in the box below where</p>	<p><b>Negative impact</b> (Place a X in the box below where</p>	<p>Explain why will it have this effect and over what timescale?</p> <p>Where possible/relevant please include:</p> <ul style="list-style-type: none"> <li>• Changes over and above business as usual</li> <li>• Evidence or measurement of effect</li> <li>• Figures for CO<sub>2</sub>e</li> <li>• Links to relevant documents</li> </ul>	<p>Explain how you plan to mitigate any negative impacts.</p>	<p>Explain how you plan to improve any positive outcomes as far as possible.</p>
<p>Minimise <b>pollution</b> (including air, land, water, light and noise)</p>		<p>X</p>				
<p>Ensure <b>resilience</b> to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers</p>		<p>X</p>				
<p>Enhance <b>conservation</b> and wildlife</p>		<p>X</p>				
<p>Safeguard the distinctive characteristics, features and special qualities of <b>North Yorkshire's landscape</b></p>		<p>X</p>				
<p>Other (please state below)</p>		<p>X</p>				

**Are there any recognised good practice environmental standards in relation to this proposal?** If so, please detail how this proposal meets those standards.

N/A

**Summary** Summarise the findings of your impact assessment, including impacts, the recommendation in relation to addressing impacts, including any legal advice, and next steps. This summary should be used as part of the report to the decision maker.

The proposal maintains current external fees and charges made by the Integrated Passenger Transport team and supports the national £2 fare cap initiative to encourage an increase in travel by public transport in place of the private car.

**Sign off section**

This climate change impact assessment was completed by:

<b>Name</b>	<b>Andy Clarke</b>
<b>Job title</b>	<b>Public &amp; Community Transport Manager</b>
<b>Service area</b>	<b>Integrated Passenger Transport</b>
<b>Directorate</b>	<b>Business and Environmental Services</b>
<b>Signature</b>	<b>Andy Clarke</b>
<b>Completion date</b>	<b>28 February 2023</b>

**Authorised by relevant Assistant Director (signature):** *Michael Leah*

**Date:** 16.03.2023