

North Yorkshire Council

Environment Executive Members

22 February 2024

Integrated Passenger Transport and Countryside Access Service Fees & Charges

Report of the Assistant Director for IPT, Licensing, Public Rights of Way and Harbours

1.0 PURPOSE OF REPORT

- 1.1 To set out proposals for the charges made for services provided by Integrated Passenger Transport (IPT) and Countryside Access Service (CAS) and seek approval for these.

2.0 CHARGES & PROPOSED INCREASES

- 2.1 The IPT team make charges, as permitted under section 111 of the Local Government Act 1972, and the income is retained for the following services:

- Local bus service fares:
 - (i) 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 03 April 2022 and no further increase is planned for 2024. 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 has now been extended and is in place until at least 31 December 2024 and is likely to be extended further. DfT are providing grant funding to support the national fare cap and well as grant funding to support our bus network and it is not proposed to increase local bus fares at this point.
 - (ii) 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 tendered bus services the operator retains the 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, both in comparison to the fare cap and 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 2024 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 2024. An inflationary increase is not considered appropriate at this time while the wider national bus fare cap is in place. 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 always be appropriate. There has been no increase for some time and it is proposed to increase this to 65p per departure.

- 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 also 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 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 and matches the charges made to IPT.

2.4 In CAS there are five areas of charging:

- i) Public Path Orders (PPOs)
- ii) Making a Statement or Declaration under Section 31(6) of the Highways Act 1980
- iii) Temporary Closure Orders *
- iv) Stopping up Orders *
- v) Local Searches *

* Charges used by CAS for Temporary Closure Orders, Stopping up Orders and Local Searches are based on Highways and Transportation fees and are subject of a separate report.

2.5 CAS charges have been inflated by 6% in line with the Corporate Fees and Charges Strategy

2.6 Full details of current and proposed charges for Public Path Orders and Making a Statement or Declaration under Section 31(6) of the Highways Act 1980 are included in Appendix A.

3.0 INCOME

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

Table1

IPT income stream	2022/23 Income (£)	2023/24 Est Income (£)	2024/25 Est Income (£)
IPT fleet – Local Bus Service Fares/community transport fares	£79,971	£83,698	£88,720
Services operated by external supplier - Local Bus Service Fares	£165,267	£180,415	£191,250
DfT funding from Fare Cap scheme	£3,921*	£21,000	£22,500
Whitby bus station departure charges	£17,032	£14,079	£16,000
ENCTS replacement passes	£12,660	£14,280	£14,280
Total income to IPT	£278,851	£313,472	£332,750
Total income to IPT – excluding DfT fare cap	£274,930	£292,472	£310,250
Percentage increase in fees & charges income		6.38%	6.08%

* : scheme started 01 January 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.

3.2 Income from fees and charges for CAS are set out in Table 2 below:

Table 2

CAS Income stream	2022/23 Income (£)	2023/24 Est Income (£)	2024/25 Est Income (£)
Countryside Access Service charges <ul style="list-style-type: none"> • Public Path Orders • Statement or Declaration under Section 31(6) of the Highways Act 1980 and section 15A(1) of the Commons Act 2006 	£133,965	£141,300	£149,780
Highways based charges used by Countryside Access Service <ul style="list-style-type: none"> • Temporary Closure orders • Stopping Up Orders • Local Searches charges 	£81,580	£60,000	£63,600

4.0 FINANCIAL IMPLICATIONS

- 4.1 Financial information is set out in section 3 above.
- 4.2 The 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 and in place until at least January 2025, with the potential for a further extension. The fare cap is designed to stimulate bus use and increase passenger numbers which will therefore increase income.
- 4.3 The Corporate Fees and Charges Strategy allows a directorate not to increase some fees and charges provided that the budget is balanced, in this case this will be achieved through additional funding and growth in bus passengers resulting from the £2 fare cap scheme. Increasing those fares that are below the £2 cap (most adult bus fares are above this already) would net very little income. This would also deter those passengers from travelling at a time when we are trying to encourage people back to public transport and would affect child fares disproportionately.
- 4.4 An increase of 6% has been estimated to bus fare revenues in section 3 based on promotional work planned alongside bus companies and also that being carried out by government to encourage greater bus.
- 4.5 CAS charges have been inflated by 6% in line with the Corporate Fees and Charges Strategy.

5.0 LEGAL IMPLICATIONS

- 5.1 The Council has a wide range of statutory duties imposed by a variety of legislation relating to passenger transport.
- 5.2 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.
- 5.3 For CAS, the power to charge for these services is included in Table 3 below:

Table 3

Power to charge for services	Power to charge
Public Path Order	Local Authorities (recovery of costs for Public Path orders) Regulations 1993 amended by regulation 3 of the Local authorities (charges for overseas Assistance and Public Path orders) Regulations 1996
Making a Statement or Declaration under Section 31(6) of the Highways Act 1980 and section 15A(1) of the Commons Act 2006	The Commons (Registration of Town or Village Greens) and Dedicated Highways (Landowner Statements and Declarations) (England) Regulations 2013 -Regulation 2
Temporary closure orders	The Local Authorities (Transport Charges) Regulations 1998
Stopping up Orders	Section 117 of the Highways Act 1980
Con 29(Local Searches) Q5 charges	The Local Authorities (England) (Charges for Property Searches) Regulations 2008 The Environmental Information Regulations 2004

6.0 EQUALITIES IMPLICATIONS

- 6.1 Consideration has been given to the potential for any adverse equality impacts arising from this decision (see Appendix A). It is not expected that this decision will lead to adverse impacts. The proposal will maintain bus fares 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. There is no deemed impact from CAS charges, therefore, a full Equalities Impact Assessment is not required.

7.0 CLIMATE CHANGE IMPLICATIONS

- 7.1 Consideration has been given to the potential for any adverse climate impacts arising from this decision and a Climate Change Impact Assessment (CCIA) screening has taken place. This proposal will encourage use of public transport use and there is no impact from CAS charges, so it is not considered appropriate to progress to a full CCIA (see Appendix B).

8.0 REASONS FOR RECOMMENDATIONS

- 8.1 The recommended approach supports greater bus use through maintaining fares charged on council operated routes at current levels and working with the national £2 fare cap in order to encourage more people to use public transport.

9.0 RECOMMENDATION

- 9.1 That the Corporate Director for Environment, following consultation with the Executive Member for Highways & Transportation, approves the charges made for services by the Integrated Passenger Transport Team and the Countryside Access Service as detailed in section 2 and Appendix A of this report.

APPENDICES:

Appendix A – Countryside Access Service Charges
Appendix B – Equalities Impact Assessment screening form
Appendix C – Climate Change Impact Assessment

BACKGROUND DOCUMENTS:

none

PAUL THOMPSON:

Assistant Director for IPT, Licensing, Public Rights of Way and Harbours.

Authors of Report: Andy Clarke, Public and Community Transport Manager
Ian Kelly, Head of Countryside Access Service

Current and Proposed Countryside Access Service Charges

Public Path Order Charges

	Current 2023/24 Charges	Proposed 2024/25 Charges
1. Initial advice and site visit	£540.60	£573.00
2. Registration	£74.20	£78.70
3. Informal consultation	£837.40	£887.60
4. Initial liaison with objectors (only charged where a proposal is opposed)	£858.60	£910.10
5. Making of a Public Path Order	£2,077.60 Further £201.40 for each additional path	£2,202.30 Further £213.50 for each additional path
6. Liaison with objectors (only charged where an Order is opposed)	£1,547.60	£1,640.50
7. Forwarding opposed Order to the Secretary of State	No Charge	No Charge
8. Confirming an unopposed Public Path Order	£455.80	£483.10
Based on the charges above an unopposed PPO will cost an applicant (plus the actual cost of the 2 statutory newspaper adverts, one at the end of Stage 5 AND one at the end of Stage 8. Each advert costs in the region of £400 - £700 depending on the local newspaper's fee).	£3,985.60	£4,224.70

Making a Statement or Declaration under Section 31(6) of the Highways Act 1980 Charges

	Current 2023/24 Charges	Proposed 2024/25 Charges	What is included:
New S31(6) submission Registration fee	£402.80	£427.00	Includes the processing and registration of the Highway Statement and Highway Declaration for up to two blocks of land
New S31(6) submission Registration of extra blocks of land	£31.80 per block (up to a max of £159)	£33.70 per block (up to a max of £168.50)	Additional fee for the processing and registration of land holdings made up of multiple blocks of land
Renewal of a current submission with no changes to be made Renewal fee	£63.60	£67.40	Processing of a Highways Declaration to renew a previous submission which has not yet expired and where there have been no changes to the land holding or other details
Renewal of a current submission where changes are being made Renewal update fee	£260	£292.10	Processing of a Highways Statement and/or Highways Declaration to renew a previous submission which has not yet expired, to include minor modifications to the land holding (e.g. to include additional land purchased adjoining the current land holding, or to delete blocks of land which have been sold)
<p>Please note: where additional land has been purchased which is separate from (i.e. not adjoining) the current land holding or where large areas of new land are being added, the fee for a new registration will be charged.</p> <p>For all renewals where land is being added to the land holding, both a Highways Statement and Highways Declaration must be submitted, to ensure all land is protected</p> <p>Definition of "Block of land" A block of land is a single, contiguous area of land not broken in multiple parts by land in another person's possession or by a public road. For example, two fields separated by a boundary fence or hedge would constitute one block of land; the same two fields separated by a public road would constitute two blocks of land.</p> <p>Please note no registration will be processed until the appropriate fee is received.</p>			

Initial equality impact assessment screening form			
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.			
Directorate	Environment		
Service area	Integrated Passenger Transport and Countryside Access Service		
Proposal being screened	Integrated Passenger Transport and Countryside Access Service Fees & Charges		
Officer(s) carrying out screening	Andy Clarke and Ian Kelly		
What are you proposing to do?	Maintain existing public transport fares and charges Inflate CAS charges by 6%		
Why are you proposing this? What are the desired outcomes?	The proposal will maintain charges at current levels, desired outcome is to support the recovery of passenger numbers post pandemic and while the national £2 fare cap initiative is in place. CAS charges inflated in line with the Corporate Fees and Charges Strategy		
Does the proposal involve a significant commitment or removal of resources? Please give details.	No.		
Impact on people with any of the following protected characteristics as defined by the Equality Act 2010, or NYC's additional agreed characteristics			
As part of this assessment, please consider the following questions:			
<ul style="list-style-type: none"> To what extent is this service used by particular groups of people with protected characteristics? Does the proposal relate to functions that previous consultation has identified as important? Do different groups have different needs or experiences in the area the proposal relates to? 			
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 Equality rep for advice if you are in any doubt.			
Protected characteristic	Potential for adverse impact		Don't know/No info available
	Yes	No	
Age		X	
Disability		X	
Sex		X	
Race		X	
Sexual orientation		X	
Gender reassignment		X	
Religion or belief		X	
Pregnancy or maternity		X	
Marriage or civil partnership		X	
People in rural areas		X	
People on a low income		X	
Carer (unpaid family or friend)		X	
Are from the Armed Forces Community		X	

Appendix B

<p>Does the proposal relate to an area where there are known inequalities/probable impacts (e.g. disabled people's access to public transport)? Please give details.</p>	<p>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 existence of the concessionary travel scheme means they are entitled to travel free, for others this proposal will provide lower fares.</p>			
<p>Will the proposal have a significant effect on how other organisations operate? (e.g. partners, funding criteria, etc.). Do any of these organisations support people with protected characteristics? Please explain why you have reached this conclusion.</p>	<p>no</p>			
<p>Decision (Please tick one option)</p>	<p>EIA not relevant or proportionate:</p>	<p>✓</p>	<p>Continue to full EIA:</p>	
<p>Reason for decision</p>	<p>No adverse impact is anticipated as this proposal maintains current charges and supports the national £2 fare cap.</p>			
<p>Signed (Assistant Director or equivalent)</p>	<p>Paul Thompson</p>			
<p>Date</p>	<p>05.02.2024</p>			

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

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 in the summary section of the form below.

Please contact climatechange@northyorks.gov.uk for advice.

Title of proposal	IPT and CAS Fees & Charges	
Brief description of proposal	To maintain IPT bus fares & charges at current levels, desired outcome is to support the recovery of passenger numbers post pandemic and while the national £2 fare cap initiative is in place.	
Directorate	Environment	
Service area	Integrated Passenger Transport and Countryside Access Service	
Lead officer	Andy Clarke	
Names and roles of other people involved in carrying out the impact assessment	Ian Kelly – Head of Countryside Access Service	
Date impact assessment started	5 February 2024	

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.

Option to raise bus fares was discounted due to the existence of the national £2 fare cap.

CAS charges increased in line with Corporate Dess and Charges Strategy

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

Cost neutral.

How will this proposal impact on the environment? 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.		Positive impact (Place a X in the box below where	No impact (Place a X in the box below where	Negative impact (Place a X in the box below where	Explain why will it have this effect and over what timescale? Where possible/relevant please include: <ul style="list-style-type: none"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	Explain how you plan to mitigate any negative impacts.	Explain how you plan to improve any positive outcomes as far as possible.
Minimise greenhouse gas emissions e.g. reducing emissions from travel, increasing energy efficiencies etc.	Emissions from travel	X			Maintaining lower bus fares encourages modal shift and reduces travel by private car.	n/a	
	Emissions from construction		X		No impact.		
	Emissions from running of buildings		X		No impact.		
	Other						
Minimise waste : Reduce, reuse, recycle and compost e.g. reducing use of single use plastic		X			No impact.		
Reduce water consumption		X			No impact		
Minimise pollution (including air, land, water, light and noise)	X				Travel by existing public transport services will reduce pollution from ICE private cars.		

<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>	Positive impact (Place a X in the box below where	No impact (Place a X in the box below where	Negative impact (Place a X in the box below where	<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"> • Changes over and above business as usual • Evidence or measurement of effect • Figures for CO₂e • Links to relevant documents 	<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>
Ensure resilience to the effects of climate change e.g. reducing flood risk, mitigating effects of drier, hotter summers		X		No impact anticipated		
Enhance conservation and wildlife		X		No impact anticipated		
Safeguard the distinctive characteristics, features and special qualities of North Yorkshire's landscape		X		No impact anticipated		
Other (please state below)		X		No impact anticipated		

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.

Maintaining bus fares at current levels and supporting the £2 fare cap will encourage bus use and modal shift from private car to bus, reducing emissions from travel.

Sign off section

This climate change impact assessment was completed by:

Name	Andy Clarke
Job title	Public & Community Transport Manager
Service area	Integrated Passenger Transport
Directorate	Environment
Signature	
Completion date	5/2/2024

Authorised by relevant Assistant Director (signature): Paul Thompson

Date: 5.2.24