

North Yorkshire County Council

Local Transport Plan 2016 – 2045

LTP4

Draft for Consultation

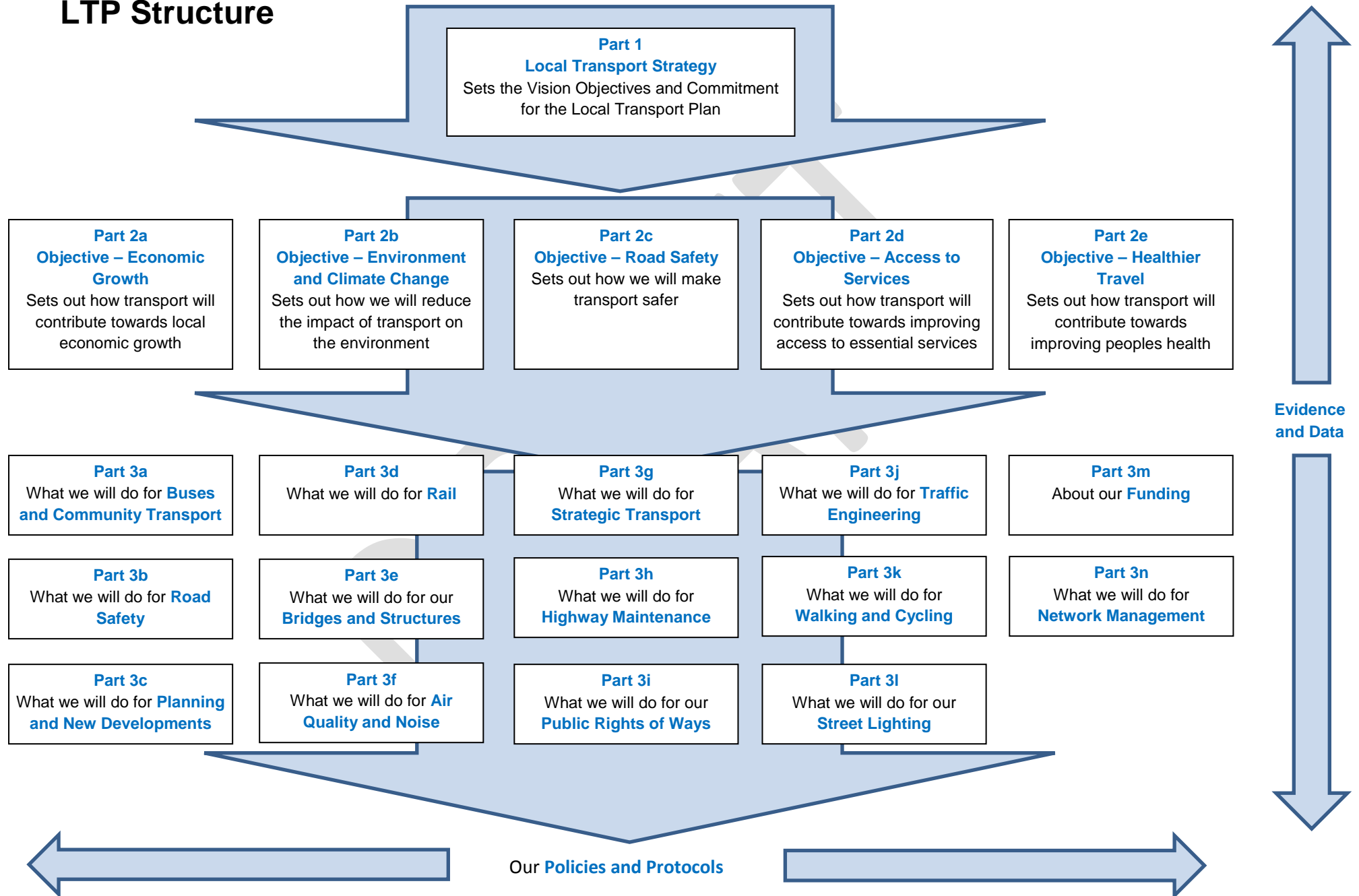
Devolution Note

At the time of writing this Local Transport Plan (Autumn 2015) the County Council along with other local authorities in Yorkshire are in discussions with central Government the potential devolution of powers and funding to a combination of Yorkshire authorities. At present there are a number of different proposals being discussed all of which include some devolution and or transfer of the County Councils transport related powers to a new combined authority. These are mainly associated with the delivery of large scale strategic transport infrastructure improvements.

Whilst any successful devolution proposal would undoubtedly impact on the way in which the proposals set out in this Local Transport Plan would be delivered it is unlikely to fundamentally change the transport issues identified or the specifics that we aim to deliver as the problems and solutions will not be changed by devolution.

This Local Transport Plan (and especially the Strategic Transport section (part 3g)) has been prepared with potential devolution in mind and as such will remain relevant whatever delivery mechanism results from the devolution proposals.

LTP Structure



Local Transport Strategy

Part 1

1 - Local Transport Strategy

Vision

Our vision is that we want North Yorkshire to be a thriving county which adapts to a changing world and remains a special place for *everyone* to live, work and visit.

This is the shared Vision for the future of our County adopted in the North Yorkshire Community Plan by all the local authorities in North Yorkshire. The NYCC Council Plan further identifies the following five priorities where we can provide leadership and where intervention is needed to overcome some of the on-going issues that affect the lives of people within the county:

- Opportunities for young people
- Tackling loneliness and social isolation
- Transport links
- Economic opportunity for all parts of the county
- Broadband connectivity

These five key priorities guide all of the services that the County Council provide. This document, the fourth North Yorkshire Local Transport Plan (LTP4), sets out how the transport services and infrastructure provided by the County Council and partners aim to contribute towards our shared Vision and the five NYCC Council Plan priorities.

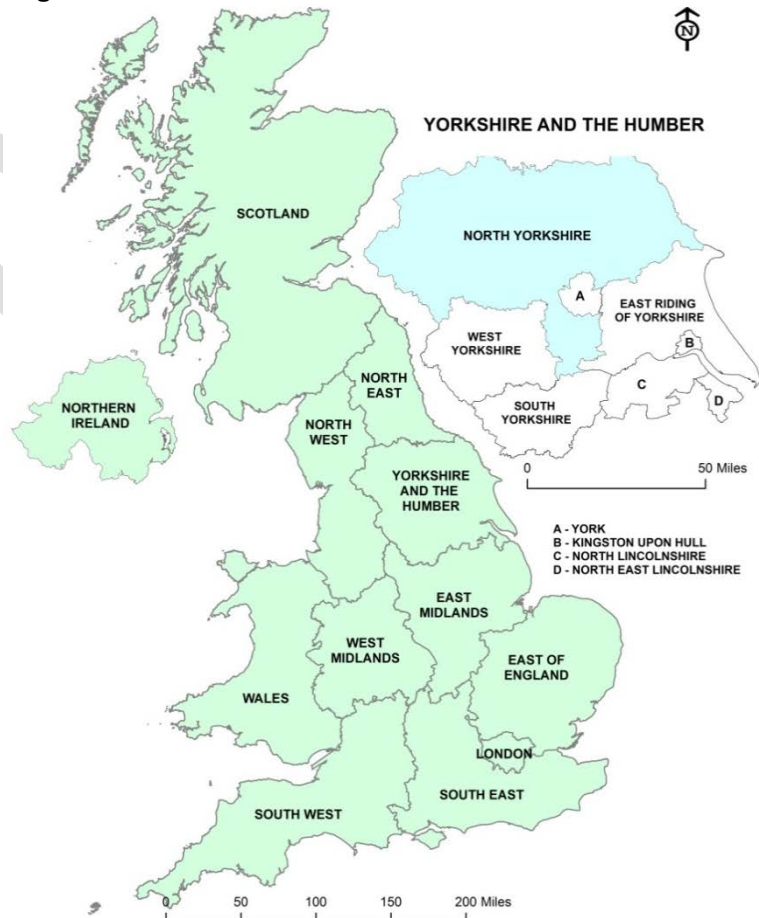
North Yorkshire

North Yorkshire is England's largest county and covers an area of 3,200 square miles (8,300km²).

Approximately 600,000 people live in the County, mainly in one of 28 main settlements spread around the County. There is also a very significant rural population living in smaller villages and communities.

There are approximately 5,600 miles (9,000km) of road, 2,700 miles (4,400km) of footway and over 2,000 bridges in North Yorkshire. North Yorkshire County Council is the Local Highway Authority for the County and is responsible for the management of most of these roads (excluding trunk roads and motorways such as the A1 and A64 which are managed by the Highways England). The main transport

Figure 1-1 North Yorkshire in context

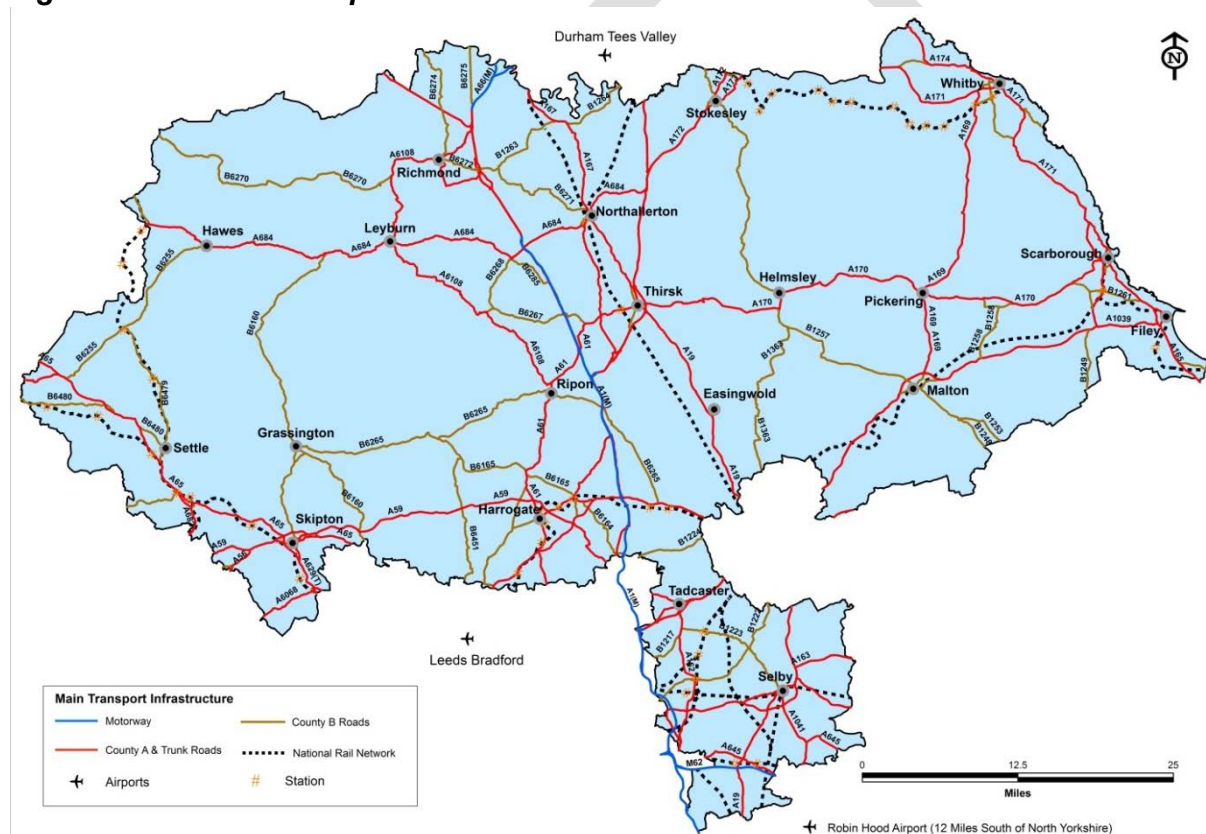


networks (road and rail) are shown in Figure 1-2.

There are ten Local Planning Authorities (LPA's) covering North Yorkshire. The seven district councils (Craven, Hambleton, Harrogate, Richmondshire, Ryedale, Scarborough and Selby) and two National Park Authorities (North York Moors and Yorkshire Dales) are the main development planning authorities. These LPA's prepare the Local Plans which set out where new housing and employment development should take place. They are also the authorities which consider and grant planning permissions for specific sites. The County Council are also a LPA for matters relating to Minerals and Waste disposal outside of the National Parks.

New developments are by far the main contributor to the growth in demand for travel and therefore traffic growth. It is therefore essential that we continue to work together to ensure that land use planning (e.g. Local Plans) and transport planning (LTP) are integrated.

Figure 1-2 Main transport infrastructure in North Yorkshire



Objectives and Commitment

In preparing the Local Transport Plan the County Council have carried out consultation with the Public, our Stakeholders (such as user groups) and partner organisations (such as District Councils).

This consultation shows that their views on what is important for transport have not changed significantly since we adopted our previous Local Transport Plan (LTP3 – 2011-2016). In no

particular order the impact of transport on the environment, boosting the economy, safety and getting access to essential services remain important.

Based on the evidence collected annually, and data from census and from our consultation responses, the County Council have decided to adopt the Objectives as set out below.

- **Economic Growth** - Contributing to economic growth by delivering reliable and efficient transport networks and services
- **Environment and Climate Change** - Managing the adverse impact of transport on the environment
- **Road Safety** - Improving road and transport safety
- **Access to Services** - Improving equality of opportunity by facilitating access to services
- **Healthier Travel** - Promoting healthier travel opportunities

This is what we hope to achieve through our transport services. Further information on each of these Objectives can be found in Part 2 of LTP4.

These LTP4 Objectives also directly or indirectly contribute towards all of the NYCC Council Plan key priorities. For example the 'economic growth' LTP Objective directly relates to how transport contributes towards the 'Economic opportunity for all parts of the county' Council Plan priority, and the 'access to services' LTP Objective identifies how transport can contribute towards the 'Opportunities for young people' and the 'Tackling loneliness and social isolation' Council Plan priorities.

As with LTP3, the money available for the implementation is, and is likely to remain, significantly less than we would ideally like. We therefore need to ensure that we use the best and most cost effective means of achieving our objectives. For LTP3 the County Council adopted a commitment to manage, maintain and improve transport networks and services' as a hierarchy of intervention.

The consultation for LTP4 showed that people still think that keeping our current transport services and infrastructure in good condition is more important than providing new services and infrastructure.

We will therefore re-adopt this commitment for LTP4.

Our Commitment: To manage, maintain and improve transport networks and services.

Our commitment is therefore to:

Manage the transport network and services to make the best use of what we already have. This may involve things like better coordination of roadworks to reduce congestion and delays and encouraging more people to use public transport to reduce the number of cars causing congestion and pollution. In most cases these types of management measures are relatively low cost. The County Council has a statutory duty to manage the highway network

Maintain transport networks and services to an appropriate and affordable standard.

Measures could include better maintenance of footways to encourage more people to walk, making sure roads are in a good state of repair to reduce accidents or providing support for a suitable network of public transport services, where these are not commercially viable.

These types of measures are likely to be more expensive than management measures but cheaper than improvement measures. Highways maintenance is also a statutory duty for the County Council.

Improve transport networks and services to supplement what we already have. Unlike management and maintenance, this is primarily a discretionary power for the County Council and must therefore take a lower priority than action to fulfil our statutory duties. However, where management or maintenance cannot address a transport related issue we will aim to provide appropriate new infrastructure or services. This will of course be considered in the light of available resources. Schemes may range from supporting new community transport services, new sections of footways or crossing facilities through to new park and ride sites and services, major bypasses or road and rail upgrades. These types of improvements tend to be much more expensive than management and maintenance measures.

Timeframe

Previous Local Transport Plans have had a fixed five year timeframe necessary to comply with legislation. In 2012 the legislation changed and whilst having a Local Transport Plan remains a statutory duty for the County Council it no longer has to be for a fixed five year timeframe.

Major road and rail improvements generally take between ten and twenty years to progress from just an idea to being built. Recognising this, and the need to look forward to what we want North Yorkshire to be like in the future, this Local Transport Plan will consider a thirty year time period until around 2045.

This is a long time period but is necessary to allow long term planning for transport, for housing and for economic growth in the County. However, for planning purposes the Local Transport Plan will consider transport needs in the:

- Short Term (0 to 5 years)
- Medium Term (6 to 15 years)
- Long Term (16 to 30 years)

Plans in the short term are likely to be more detailed, have firm funding identified and be much more 'ready to go' than plans in the medium term and longer term which will become more aspirational the further in the future they are.

Scale

This Local Transport Plan will consider transport on all levels of scale. We will consider the scale of what we want to do. For highway maintenance this may range from how we will decide which individual potholes to repair to which bypasses need resurfacing. For

improvements it could range from how and where we will install dropped kerbs to help wheelchair users cross the road to where we want to build £100m bypasses.

At the smaller scale (e.g. potholes) it will set out how we will do things rather than what and where we will do them since there are simply too many in the County (thousands) to have a long list of specific plans. At the larger scale (e.g. bypasses) we will have much more specific plans of what and where we want to build.

We will also look at things at different geographical scales, from the needs of a single street, village or town to how transport in North Yorkshire can contribute towards The Northern Powerhouse¹ and indeed the transport systems and long term economic well-being of the whole of the UK.

LTP Structure

The first page of this LTP graphically represents the structure of the document. LTP4 is a four tier document.

The top tier (Part 1- Local Transport Strategy) sets out the context of the Local Transport Plan and our Vision, Objectives and Commitment for transport in North Yorkshire.

The second tier (Part 2 – Objectives) sets out further details of the main challenges to be addressed for each Objective and the approach the County Council and partners will take to achieving each Objective.

The third tier (Part 3 – Themes) considers transport based on themes (e.g. highway maintenance or bridges) and modes (e.g. buses or walking and cycling) and sets out in more detail what we will do, will not do and what others can do to improve transport.

The fourth tier (Part 4 – Plans, Policies and Protocols) sets out the County Councils specifically adopted plans, policies and protocols which are generally related to a specific theme or mode. It ranges from the Highway Infrastructure Assets Management Plan which sets out our whole approach to highway maintenance to specific policies on for example when, where and how we will install brown tourist destination road signs.

In general the Local Transport Plan will not set out programmes of specific schemes and initiatives. For the smaller schemes and initiatives (up to around £5m), the County Council prepare and publish a two year rolling programme. For larger schemes and initiatives (over around £5m), these are likely to be delivered as and when funding is made available.

Importantly, and unlike previous Local Transport Plans, LTP4 does not try to include everything that the County Council will do for transport. Instead it will concentrate on the main things we will do, those that will have the biggest impact on achieving our objectives.

However, just because something is not included in the Local Transport Plan does not mean that it is not important or that the County Council will not do it. To achieve our Objectives we

¹ See Part 3g – Strategic Transport for more information

need to take a wide variety of actions and it is not possible to include them all in one readable document.

Funding

Most of the funding for delivery of the Local Transport Plan is provided by the Government in the form of block allocations, or through bids for specific grants.

The Government have provided indicative capital funding allocations until 2020/21 for the delivery of the Local Transport Plan. These allocations amount to approximately £32m per year. Day to day management of the highway network and subsidies for bus services and community transport is provided from Government revenue grants and council tax income. This amounts to approximately £75m per year².

In addition to these allocations there are a number of other ad hoc grants available usually through bids to Government. The County Council has previously been very successful in getting funding for North Yorkshire from these grants with successful bids for over £60m in the period 2012 to 2014. We will continue to take every appropriate opportunity to bid for additional funding for transport in North Yorkshire.

In addition to public sector funding for transport, significant sections of transport infrastructure and funding contributions are provided by the private sector. These are usually associated with new housing and other land developments³. Whilst these are mainly to enable the new development to be built or to mitigate for traffic and transport problems caused by the new development they often also have a beneficial side effect for existing transport users.

Reviews of LTP4

LTP4 sets the County Councils transport strategies and plans for the next 30 years (to 2045). It is not however intended to set these in tablets of stone. Many things will inevitably change before 2045. The County Council will therefore undertake a review of LTP4 every 5 years to update and amend it to take account of changing circumstances. Additionally, the tiered and modular nature of LTP4, allows individual themes, plans or policies and protocols to be reviewed, refreshed and renewed as and when appropriate. It will also allow for additional themes, plans, policies and protocols to be added if and when necessary.

² See Part 3m – Funding for more information

³ See Part 3c – Planning and New Developments for more information

Objectives

Part 2

2a – Economic Growth

Why is Economic Growth one of our Objectives?

Transport is essential to the health of our economy. It allows people to travel to work, it allows companies to transport raw materials and finished goods and it allows people to go to the shops. Almost every aspect of business and the economy relies on transport; even internet shopping generally requires transport to deliver the goods.

‘Economic opportunity for all parts of the county’ is one of the County Councils five priorities identified in the Council Plan. We therefore need to make sure that our transport networks and services are as reliable and efficient as possible to both support the existing economy and to help facilitate future economic growth. We want to make sure that strong economies in North Yorkshire remain strong and to ensure economic growth benefits the weaker economies.

Figure 2a-1 North Yorkshire Unemployment Rates

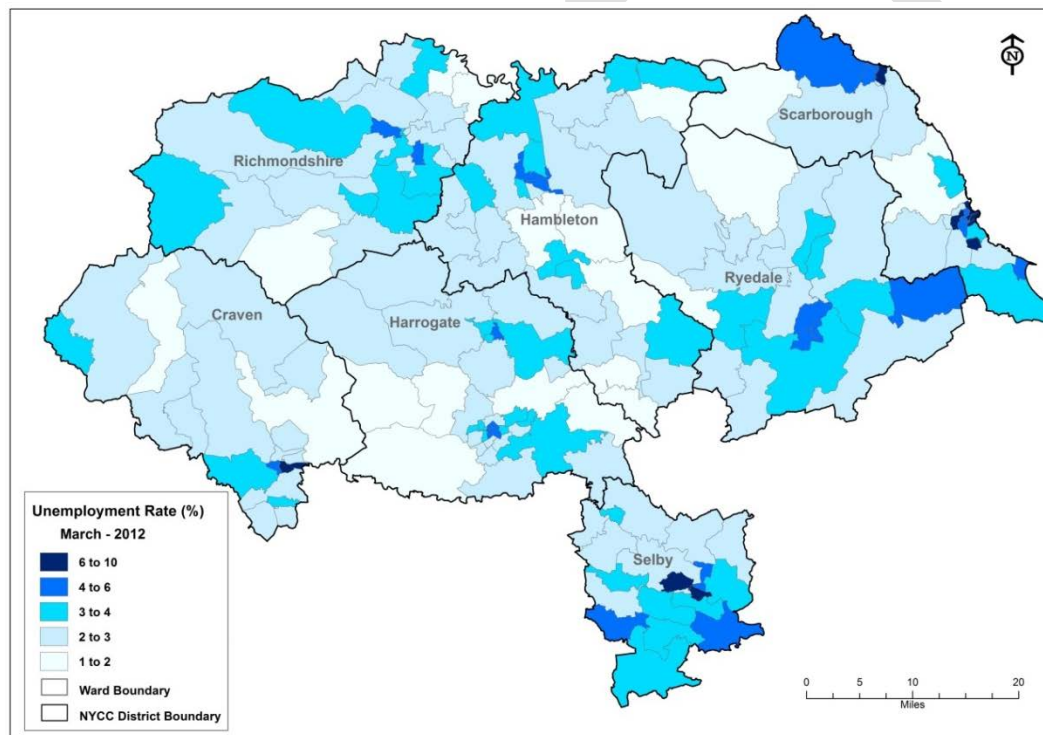


Figure 2a-1 above shows the unemployment rates in North Yorkshire. Unemployment is a good indicator of the economic performance of an area. A much more detailed analysis of the economic strengths and weaknesses of North Yorkshire can be found in the York, North Yorkshire and East Riding Strategic Economic Plan¹. There are many different reasons for the relative performance of the local economies in different areas and transport is just one of these.

¹ www.businessinspiredgrowth.com

The County Council will consider all transport related constraints on economic growth but has prioritised the issues of highway maintenance, traffic congestion and peripherality.

Highway maintenance

All journeys use the highway network (roads, pavements, cycleways etc.) for at least part of the trip. People walk on pavements and cycle on cycleways. The roads are used by cars, cycles and buses to get people to work. Lorries also use the roads to make deliveries. Even sea, air and rail journeys generally start and finish on the highway network.

North Yorkshire's highway network is vast² and the budget needed to keep it in a good condition is therefore also vast. In common with the rest of the UK, years of underfunding by successive Governments have resulted in the condition of many of our roads deteriorating. This causes economic problems for commuters and businesses as a result of slower journey speeds and delays at unplanned road works.

As the highway is the main network for travel in North Yorkshire and since it affects everyone, maintaining our highway network is the County Councils highest transport priority. For many years the County Council has prioritised the maintenance of the higher category, busier roads in the County but inevitably this has resulted in the lower category quieter roads deteriorating more quickly. Table 2a-1 below shows the percentage of roads of different categories in North Yorkshire in need of maintenance:

Table 2a-1 Percentage of roads requiring maintenance (2014)

Category	Approx. length*	Percentage in need of maintenance
A Roads (Principal Roads)	900km	3%
B and C Roads (Non-Principal Classified Roads)	3400km	7%
Unclassified Roads	4000km	27%

** there are also a number of un-surfaced unclassified roads which are not included in these totals*

The relatively poor condition of the minor road network tends to have a greater impact on the remoter, more sparsely populated rural areas of the County and is one of the contributing factors to the poorer economic performance in these areas.

Despite recent increases in the funding available for highway maintenance from the Government there is still a significant funding gap between what is available and what we need. However, in recent years the County Council has been very successful in obtaining additional funding for highway maintenance and we are starting to arrest the deterioration of the network. For the period 2015/16 to 2020/21 we have managed to find an additional £39m (£24m from the Governments Local Growth Fund and £15m from County Council reserves) to help maintain our roads. The County Council will continue to seek additional highway maintenance funding.

² See Part 1 - Local Transport Strategy for more information

To make sure that we get the best possible highway maintenance outcomes for our limited money we have adopted an approach to how and when we maintain our roads called Highway Infrastructure Asset Management³.

Tackling congestion

In North Yorkshire the majority of traffic congestion occurs in our main towns. Traffic congestion, as well as causing environmental problems, leads to long and unreliable journey times for business travel and commuters. This results in lost, unproductive time sitting in traffic queues as well as unpredictable arrival times for deliveries and workers. With businesses increasingly embracing the efficiencies of 'just in time' deliveries they often see journey time reliability as being more important than the actual journey time.

Traffic congestion is caused when the amount of traffic that wants to use the roads is more than they can cater for. Congestion usually occurs at junctions but spreads back along the road. Traffic congestion can therefore be tackled in one of two ways, by reducing the amount of traffic on the road (demand management) or by increasing the capacity of the road.

Based on traffic flow data, journey time information and local knowledge the County Council have identified 6 main towns as the priority, though not exclusive, areas to tackle congestion:

- Harrogate and Knaresborough
- Scarborough
- Northallerton
- Malton / Norton
- Selby
- Ripon

To tackle traffic congestion the County Council has adopted a combination of measures to both reduce traffic demand and to provide more highway capacity. Further details of these can be found in part 3 of this LTP.

Demand management measures will include encouraging mode shift (people making journey by modes of transport other than private cars such as walking, cycling⁴ and public transport⁵). We will also work with the Local Planning Authorities (the district councils) to seek to manage new development in a way that will reduce the need to travel and therefore minimise their impact on congestion⁶.

We will provide new capacity on the highway network through both very localised improvements such as minor junction improvements, traffic management and improved traffic signals⁷ as well as through major highway improvements such as bypasses⁸.

³ See Part 3h - Highways Management for more information

⁴ See Part 3k - Walking and Cycling for more information

⁵ See Part 3a - buses and CT, and Part 3d – Rail for more information

⁶ See Part 3c - Planning and new Developments for more information

⁷ See Part 3j - Street Lighting for more information

However, as is set out in the Local Transport Strategy and in the part 3m, funding for highway improvements is very limited and as such we have a very limited scope for providing highway improvement from our LTP funding. We will however continue to work with planning authorities to ensure that developers contribute towards the costs of necessary highway improvements. We will also continue to seek other funding for necessary highway improvements including from Government funds such as the Local Sustainable Transport Fund and Pinch Point funding and through the Local Growth Fund.

Addressing the impacts of peripherality

Peripherality, the distance (or travel time) of areas from each other or from the main transport networks, has a significant impact on local economic performance. Peripherality is an issue at different levels of scale. England is peripheral to the rest of Europe, North Yorkshire is peripheral to many of England's major cities and parts of the County peripheral to the central core of North Yorkshire.

Transport improvements can reduce the impact of this peripherality by providing links between economic areas to help bring economic agglomeration benefits and links to ports and airports to help international business.

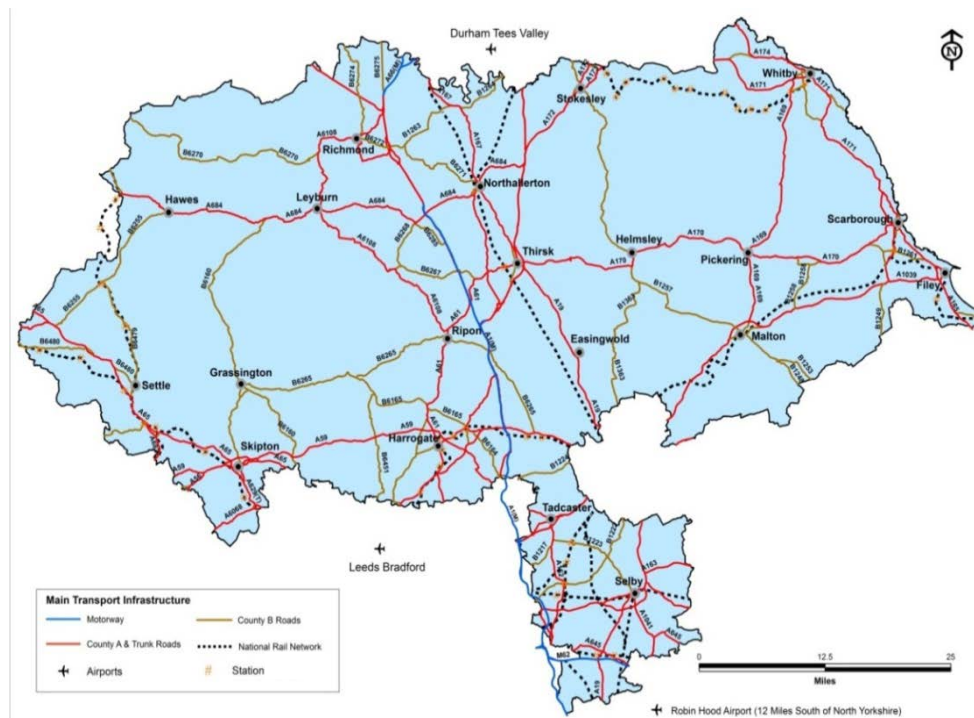
In order to help address the impact of the peripherality of North Yorkshire as a whole the County Council are committed to working with Transport for the North (TfN) to both contribute to and share in the benefits of The Northern Powerhouse. By playing our part in bringing together the economies of the North West, Yorkshire and the Humber and the North East we can not only make The Northern Powerhouse stronger but can help grow the economy of the County.

North Yorkshire sits adjacent to two City Regions. To the north the Tees Valley City Region has strong links with the districts of Hambleton and Scarborough. To the south the Leeds City Region has strong links with Craven, Harrogate and Selby districts and for some purposes these three districts are actually considered to be part of the Leeds City Region. By continuing to work with the City Regions we can help improve cross boundary transport links for goods and people helping to spread the economic strengths of the City Regions into and across North Yorkshire as well as playing our part in growing the economies of the City Regions.

At a local scale, within North Yorkshire, there are excellent transport links (both road and rail) in the central corridor (e.g. A1(M) and East Coast Mainline) which provide good links between the towns in this corridor and other parts of the Country. These good transport links have helped establish a strong economy in this corridor. However, there are a number of areas of North Yorkshire where their distance from the central corridor and/or from other towns results in underperforming economies. In the east of the County this is especially relevant to the coastal communities (including Scarborough, Filey and Whitby) and to areas of Ryedale. In the west of the County this is mainly felt in Skipton and other areas of Craven district.

⁸ See Part 3g - Strategic Transport for more information

Figure 2a-2 Main transport infrastructure in North Yorkshire



Long and often unreliable journey times for employees reduce the available pool of skilled labour for employers. Along with similarly long and unreliable journey times for goods and deliveries these represent a significant additional cost to employers and a major disincentive to businesses locating in the peripheral areas of North Yorkshire.

Just as a result of the distances involved (Scarborough is around 50 miles (70km) from the A1(M) and Skipton being 30 miles (50km) from the A1(M)) major improvements in journey times to these areas are difficult to achieve. The road and rail networks to the peripheral areas are also often of a poor standard which has a major impact on journey time reliability.

As is set out in the North Yorkshire Strategic Transport Plan⁹ the County Council has identified a number of priority east–west routes for potential improvement including the A64 between York and Scarborough and the A59 between Harrogate and Skipton. We are also prioritising a number of rail related improvements such as twin tracking and electrification of the York – Harrogate – Leeds railway and improved access to conventional and future High Speed rail stations. The scale of the problems means that solutions (such as upgrading roads to dual carriageway) are expensive costing tens or even hundreds of millions of pounds. The County Council cannot provide this scale of funding directly and must therefore bid for funds from the Governments Local Growth Fund. The County Council has however committed significant funding (approximately £300,000 per year) to developing the proposals for improvements on these priority routes to maximise the chances of successful bids into the Local Growth Fund to allow us to deliver these improvements.

⁹ See Part 3g - Strategic Transport for more information

Conclusion

Transport problems, be they localised or long distance, can have a major impact on economic performance and can be a major constraint on economic growth. By ensuring our highway network is in the best possible condition, reducing traffic congestion and improving strategic transport links the County Council aims to reduce the transport constraints on the economy and help our residents and businesses become more financially secure. This will help reduce many of the problems of poverty and deprivation which ultimately has been shown to help people live healthier and better lives.

DRAFT

2b - Environment and Climate Change

Why is Environment and Climate Change one of our Objectives?

Protecting the environment and preventing climate change is ever present on the agenda for transport management. There are pressures from Government and interest groups to reduce our carbon footprint, and the impact we have on the environment around us. Transport is no exception, and in some ways can make the biggest impact to reducing CO2 emissions as new technologies allow for cleaner vehicle engines, fewer carbon and nitrogen emissions, addition of stop-start functions, and ultra-low emission vehicles (ULEV's) such as electric and hybrid vehicles.

Our consultation showed us that the environment and climate change remains of high importance to our residents. We recognise however, that we must balance the desire to reduce carbon emissions from transport with the travel needs of North Yorkshire residents. Given the largely rural nature of the County and its sparse population, the private car is often the only means of transport for residents, and can be the most efficient and environmentally friendly compared to operating an empty diesel bus. Nevertheless, this should not stop us encouraging people to travel by other modes, where alternative means of travel exist, in order to reduce emissions in the County.

Consideration of the impact that transport has on the environment can be split into the impact to people's health, and the impact on the natural environment. North Yorkshire has some of the most beautiful places in the country, and we need to protect these areas as much as we can. Ensuring these spaces continue to be managed will encourage future generations to do the same. A high quality environment, and how it contributes to the tourist and visitor economy is also identified in the Council Plan as one of the main contributors to the priority of 'Economic opportunity for all parts of the county'.

It is important for environmental considerations to remain at high on the agenda through LTP4, as the long term vision of the Plan is realised. Work that we do to the highway network now, will impact on our environment in the future.

Traffic congestion, road noise and pollution

It is recognised that increased congestion and traffic levels can lead to an increase in noise and pollution. Tackling these issues by monitoring air quality and carbon levels in busy areas, promoting public transport in order to reduce car use, and maintaining and providing better facilities for walking and cycling can help to improve localised pollution, visual intrusion, and reduce traffic noise. In addition, where traffic reduction measures such as those mentioned above do not improve the situation where it is feasible we will seek to reduce congestion and air pollution through highway improvement schemes, reduce traffic noise impacting on residential areas from new highways schemes, and potentially from the existing network where this is feasible. This is in line with our 'Manage, Maintain, Improve' hierarchy.

Air Quality Management

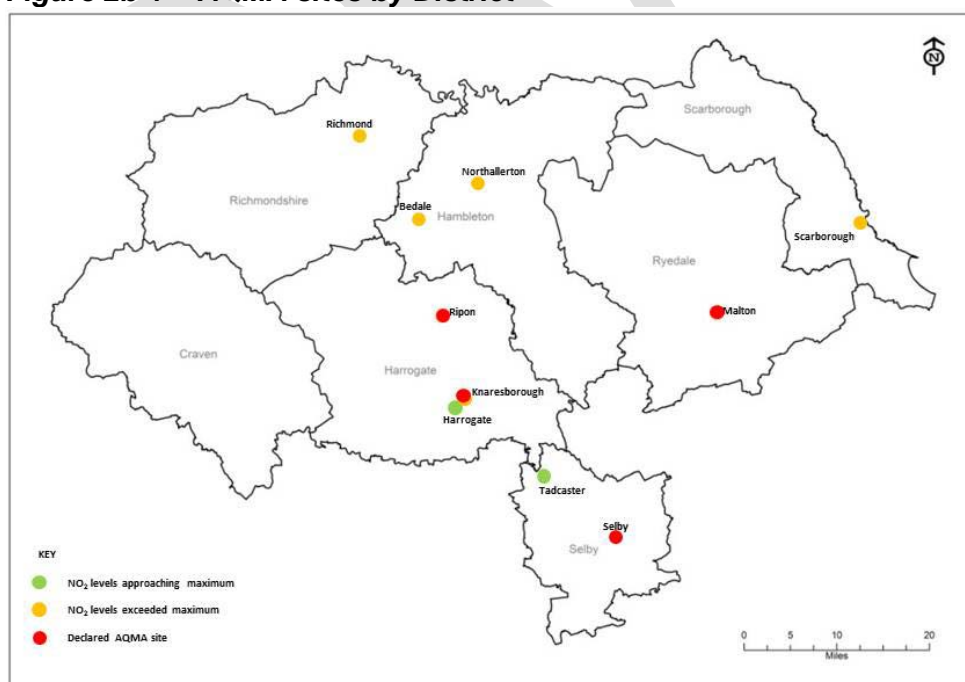
Local authorities have a statutory duty under the Environment Act 1995 to carry out air quality monitoring for a number of pollutants listed in the national air quality objectives, and to take action when air quality problems are identified. Air quality Updating and Screening Assessments have to be completed and submitted to Department for the Environment, Food and Rural Affairs (DEFRA) every three years, and annual progress reports are submitted in the intervening years. In North Yorkshire this statutory duty lies with the seven district council however where the air quality problem is related to traffic on the County Councils roads we have a duty to work with the district councils.

Generally the air quality in North Yorkshire is very good but there are a small number of locations where high traffic volumes cause localised problems. Air Quality Management Areas (AQMA) for nitrogen dioxide (NO₂) are designated if current or projected levels of reach, or are likely to reach, the (annual mean) objective of 40 micrograms per cubic metre (40 µg/m³) as prescribed by the Air Quality Regulations.

There are four designated traffic related AQMA sites in North Yorkshire, in Knaresborough, Ripon, Malton and Selby. These sites measure and monitor NO₂ emissions from vehicles relative to receptors such as residential properties.¹

Further to these four sites, there are also five sites around the county which have exceeded or are predicted to exceed the 40 µg/m³ limit, and there are two sites which are approaching the 40 µg/m³ limit, all of which are monitored closely and work is done to try to ensure these sites do not escalate to AQMA qualifying levels. These sites are located in Richmond, Bedale, Northallerton, Scarborough, Harrogate, and Tadcaster, as shown in **Figure 2b-1**.

Figure 2b-1 AQMA sites by District



¹ See Part 3f – Air Quality and Noise for more information

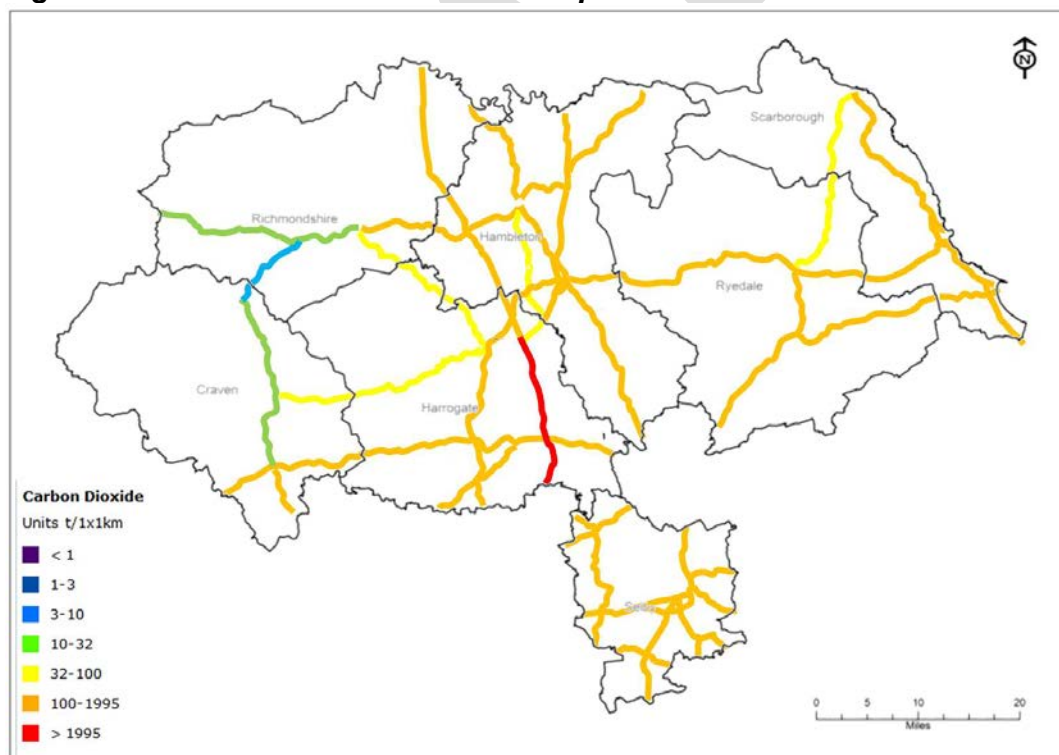
Carbon emissions

The transport sector contributes 21% of the UK's greenhouse gas emissions², however the good news is that the amount of greenhouse gases in all sectors, including transport, is decreasing over time.

Carbon dioxide emissions make up the largest percentage of greenhouse gas released into the atmosphere. In general, the highest concentrations of carbon emissions are found along the county's main roads, emanating from both vehicles and industry. These levels are monitored regularly throughout the county, and remedial measures can be taken in order to reduce the impact of these emissions.

As expected, the A1(M) is the source of the highest levels of carbon emissions (indicated by the red line on **Figure 2b-2**), as this is a highly trafficked road. This road belongs to Highways England, and is therefore out of the control of NYCC. Our county's A and B type roads are emitting lower levels of carbon pollution (shown by the orange lines on Figure 2b-2), and these roads generally connect our county's towns. The Yorkshire Dales and North York Moors national parks show the lowest levels of carbon emissions (shown by the blue and green lines on Figure 2b-2).

Figure 2b-2 Carbon emissions for transport sector



Industry can also contribute to the carbon emissions recorded in the county, the highest concentrations of which are found in our towns, and lined along the county's main roads. This has a doubling-up affect where the road is also a high carbon producer, and where the industrial process requires heavy transportation of good and products to and from the site.

² Department of Energy and Climate Change, 2013 final figures, published February 2015

The County Council cannot directly influence the choice of mode for a majority of trips made, however we can influence the decisions people make by maintaining our roads, promoting sustainable travel options such as cycling, walking and buses where this is feasible, and by promoting car sharing and linked or combined trips for our staff (like shopping on our way home from work).

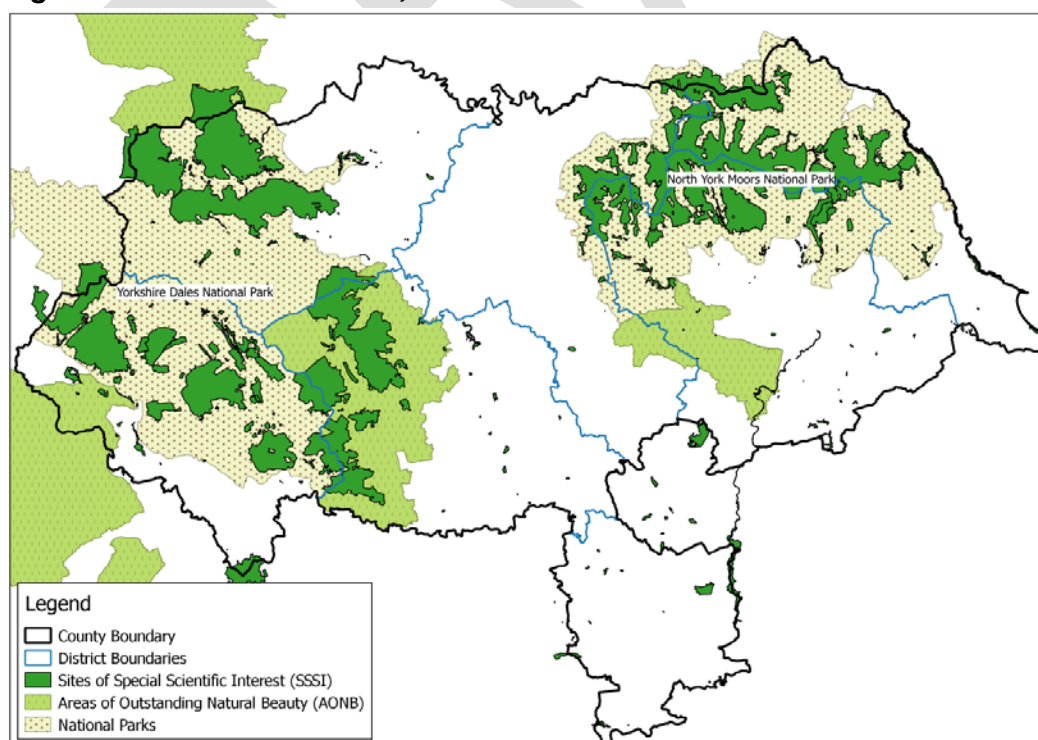
Public space and townscape

Providing an attractive place to live and work can help to encourage walking and cycling, and have a positive impact on how we feel in general. Ensuring that our footways and cycleways are maintained so that walking and cycling is not inhibited, while part of our statutory duties, also promotes a better quality of life through a healthier lifestyle, and interacting socially with other people within the towns and villages we live in. The aesthetics of having well maintained green spaces, verges, and footways also improves quality of life, and therefore this is to be encouraged through grass cutting, planting, repairs, and repaving where required.

Historic and Natural Environment

There are two designated national parks in North Yorkshire; the Yorkshire Dales national park, and the North York Moors national park. Additionally there are two designated Areas of Outstanding Natural Beauty (AONB) fully within the County and parts of two others along with numerous Sites of Special Scientific Interest (SSSI), historic monuments, and conservation areas as shown in **Figures 2b-3 and 2b-4**. Approximately 46% of the County is designated National Park or AONB. These areas contribute significantly to the County's economy by attracting visitors all year round, from all over the UK and Europe for leisure and tourism. In order to ensure they want to return again, we need to make sure these areas remain peaceful, pristine and protected.

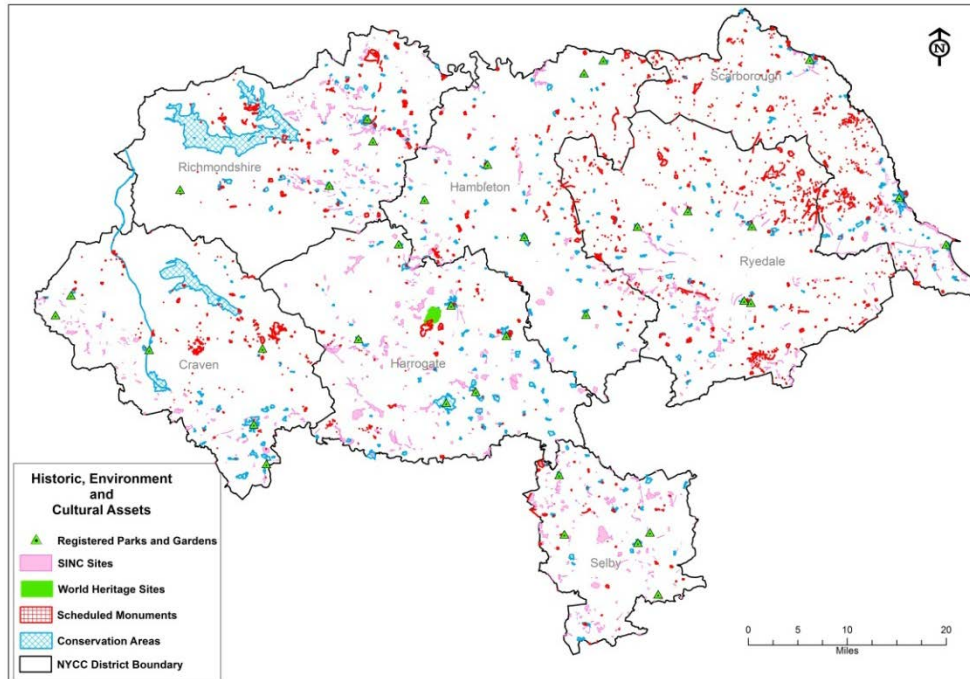
Figure 2b-3 National Parks, AONB and SSSI in North Yorkshire



The highway network which flows through the National Parks is controlled and maintained by NYCC as the highway authority. We need to be sympathetic to the environment when we carry out any road works, and the improvements need to be in keeping with the heritage status of the area, whether this is road surfacing or new signs or finger posts.

Wherever possible and subject to funding constraints we will continue to provide efficient and sympathetic highway management, maintenance and improvement works within our national parks and other designated environmental areas.

Figure 2b-4 Conservation areas, Scheduled Monuments and World Heritage Sites



Conclusion

Promoting the environment and reducing air pollution remains high on the agenda for the transport sector.

We cannot directly influence the majority of travel choices for those in the County, however we will lead by example in terms of sustainable travel. We will encourage staff to travel to work using sustainable modes like buses and trains, walking and cycling, and will promote car sharing and combining trips.

We work with District Councils and other partners to help reduce transport related pollution (carbon and nitrogen dioxide) across the whole highway network, especially at AQMA sites and for new highway schemes. We will support measures to promote environmentally friendly forms of transport including provision for ULEV's. We will also seek to provide minor highway improvement schemes to reduce congestion and promote sustainable transport.

All of these initiatives together will help reduce our overall impact on the environment in North Yorkshire.

2c – Improving road and transport safety

Why is road and transport safety one of our Objectives?

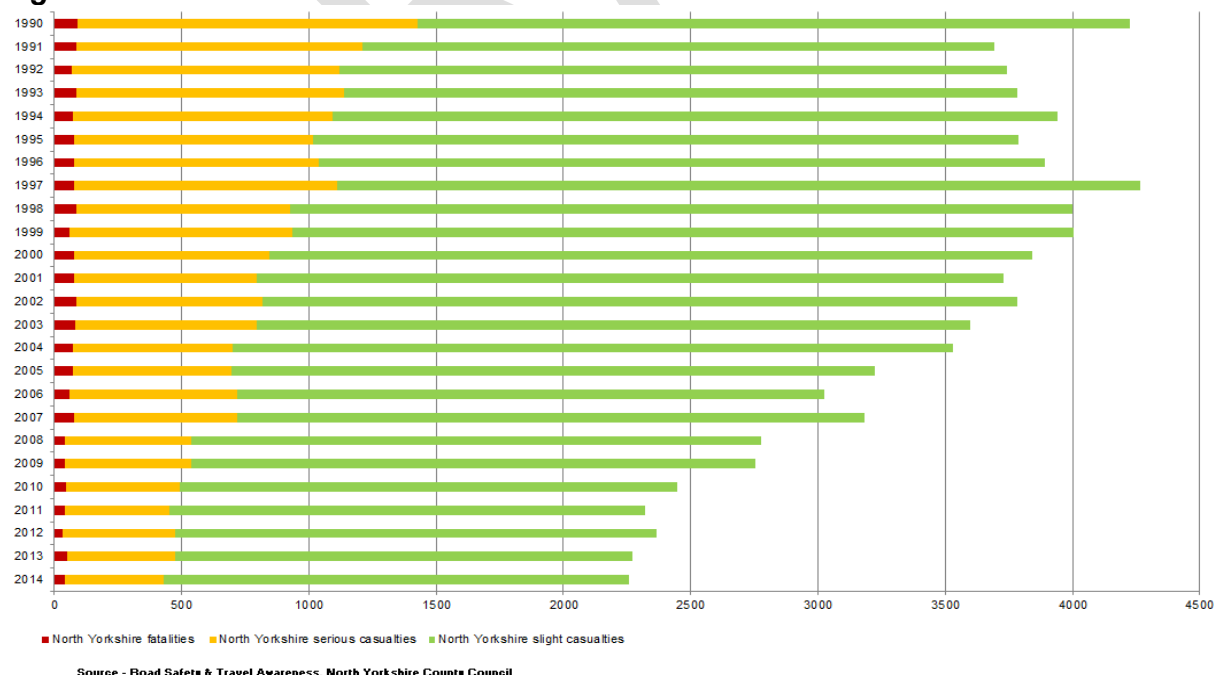
This objective aims to make transport within the County a safer and more secure activity, whether it be for work, leisure, school or shopping, for all types of transport and for all road users such as walking, cycling, driving or as a passenger.

We all use roads in some way, by driving, riding, walking or travelling as a passenger, and we depend on them to obtain goods and services. They are essential to our everyday lives, and to our economic prosperity. However, one result of everybody's reliance on the network is that 'accidents will happen'.

The County Council has a statutory duty to investigate the causes of road collisions and casualties and to take appropriate action to prevent future collisions. Road collisions are costly. They are costly in terms of human loss and suffering. They are also costly in terms of damage to property, provision of services such as police, medical and insurance, and from lost productivity. It is estimated that in 2013 reported road accidents in Great Britain cost in the region of £14.7 billion¹. If unreported injury accidents are included, this could increase to about £50 billion.

During the last 15 years in North Yorkshire the number of people who were killed or seriously injured on our roads has fallen from 934 in 1999 to 431 in 2014, whilst slight injuries also fell from 2,997 in 1999 to 1,827 in 2014 (see Figure 2c-1 below). This represents approximately a 45% reduction in casualties in 15 years, which is broadly consistent with the national rate of reduction in casualties over the same period.

Figure 2c-1 Road Casualties in North Yorkshire 1990 to 2014



¹ RAS60003: Total value of prevention of reported accidents by severity and cost element: GB 2013
www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2013

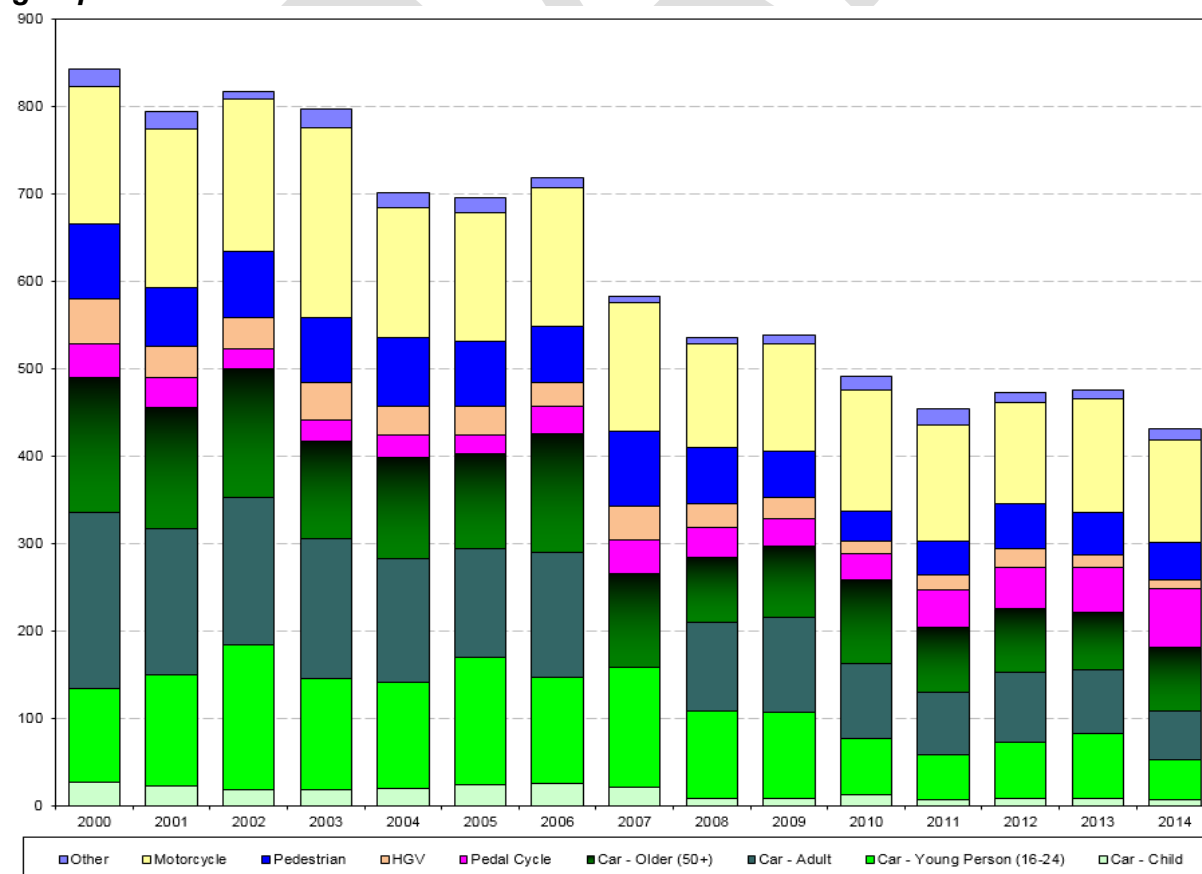
We have been working to reduce the number of crashes and casualties on our roads, despite increasing traffic levels. We founded our road safety partnership, '95 Alive' over 10 years ago, in conjunction with the Police. The partnership now brings together the County Council, York City Council, emergency services and other local councils and public sector organisations in York and North Yorkshire who have a role to play in road safety. The 95 Alive partnership vision is to:

“Seek to make travelling in York and North Yorkshire safer, and act in a way that inspires the trust and confidence necessary to make people feel safer too.”

However, there is more to do and we will target our resources to address specific, targeted safety concerns, whether they are particular groups of road users, especially vulnerable users, or at particular locations in the county where there are clusters of crashes. The likelihood of being involved in a road collision is not evenly spread across all road users. Some groups are more at risk than others or more vulnerable to injury e.g. cyclists, pedestrians. Figure 2c-2 shows the number of killed and seriously injured casualties on our roads between 2000 and 2014, by user group.

The total number of killed and seriously injured casualties has fallen by 44% in the 14 years shown. Vulnerable road users such as motorcyclists, pedal cyclists and pedestrians represent 53% of the killed and seriously injured casualties on our roads in 2014.

Figure 2c-2 Killed and seriously injured casualties in North Yorkshire by road user group 2000 - 2014



Source - Road Safety & Travel Awareness, North Yorkshire County Council

Preventing Injury and promoting healthy and active travel

In particular, we will seek to coordinate our programme delivery to achieve complimentary Highways and Public Health aims and outcomes, including:

- Reduction of unintentional and deliberate injuries to children and young people
- Reduction in premature deaths and injuries to young people
- Reduction in premature deaths and injuries – all ages
- Contribute to the Public Health Active lives and healthy weight programmes
- Support road user and active travel education in schools in core subjects as well as PSHE through the provision of key stage related curriculum resources and the support of a specialist road safety curriculum adviser.

Motorcycles

The vulnerable road user in North Yorkshire most over-represented as fatal or serious casualties is the motorcycle rider or passenger. Motorcycles form a small percentage of the traffic but a large percentage of the injuries on North Yorkshire's roads. They are approximately 1% of traffic but account for approximately 27% of killed and seriously injured casualties in 2014. Whilst a reduction in the number of casualties has been achieved since their peak in 2003, they are still too high.

Motorcycling in North Yorkshire is a popular pastime for many bikers who travel to and through the spectacular and challenging roads including the Yorkshire Dales and the North York Moors. This is both a local issue within North Yorkshire and wider regional issue as those who are hurt here will transfer back to their home area for recuperation and treatment.

Pedal Cycles

The number of cyclists killed or seriously injured on our roads has been increasing since 2005, reaching 67 in 2014, which represents nearly 16% of all road users suffering significant injuries.

Cycling in North Yorkshire is rapidly growing in popularity as a sport and for general recreation, since the success of 'Le Grand Depart' of the Tour de France in Yorkshire in 2014, and the first annual Tour of Yorkshire in 2015. Improving safety for cyclists will help to promote and enable healthier travel in the county. Use of cycles for leisure, school or commuting will be more attractive if cyclists perceive their journey as being safe.

High priority crash sites

The County Council maintains and updates an annual list of sites which have been identified as high priority with regard to collisions. These are sites where there have been four or more collisions within the previous three year period and within a 100 metre radius in rural areas and a 50 metre radius in urban areas. Table 2c-1 shows the distribution of these for the period 2012 to 2014.

Table 2c-1 Collision Cluster Sites by District – 2012 to 2014

Borough/District	Rural Clusters			Urban Clusters			Total Clusters		
	No. of cluster sites	No. of collisions in cluster sites	% of total cluster sites	No. of cluster sites	No. of collisions in cluster sites	% of total cluster sites	No. of cluster sites	No. of collisions in cluster sites	% of total cluster sites
Craven	7	31	4.5%	4	17	2.6%	11	48	7.1%
Hambleton	13	60	8.4%	7	36	4.5%	20	96	13.0%
Harrogate	23	117	14.9%	31	154	20.1%	54	271	35.1%
Richmondshire	8	41	5.2%	1	4	0.6%	9	45	5.8%
Ryedale	6	29	3.9%	4	23	2.6%	10	52	6.5%
Selby	15	82	9.7%	7	32	4.5%	22	114	14.3%
Yorkshire Coast & Moors	6	26	3.9%	22	101	14.3%	28	127	18.2%
North Yorkshire	78	386	50.6%	76	367	49.4%	154	753	100.0%

The majority of these cluster sites are on the main road network, primarily at junctions. They are evenly split between rural and urban locations.

We will continue to review and update this identification of high priority sites across the County. By identifying and investigating the types and causes of accidents at these locations, we are best able to identify the most appropriate and cost effective action to take. The County Council also investigate personal injury collision data on routes (A & B Classified) throughout the county. Routes of concern are highlighted by a new statistical based route analysis tool. Where appropriate a cost effective scheme is designed and implemented as soon as possible.

Personal Security

People's lives and travelling are strongly affected by whether or not they feel safe. This 'feel safe' factor can stem from a variety of factors, including the influence of crime and the ability to move safely.

Street lighting is provided to improve road safety and personal security². It is also a deterrent to crime. Recent studies have provided evidence that good street lighting infrastructure can facilitate a reduction in crime and the fear of crime, by increasing visibility and the risk of identification. Improved lighting also has a positive impact on commercial, leisure and tourism activities and can aid pedestrian movement and encourage accessibility to the night time economy, so supporting the County Council's Social Inclusion Strategy, and contributing to greater community cohesion.

However, street lighting contributes approximately 16% of the County Council's annual carbon emissions of approximately 78,000 tonnes. The Government has introduced a carbon tax called the 'Carbon Reduction Commitment' which is intended to encourage energy and carbon saving initiatives. In April 2012 we introduced a Street Lighting Energy Reduction Programme as part of our carbon reduction management programme to reduce energy consumption and carbon emissions. Street lights are considered for dimming technology, part-night lighting provision or removal, and are assessed against a

² See Part 3I - Street Lighting for more information

comprehensive list of criteria³. Paramount in this assessment is road safety and personal security. It is estimated that approximately 27% of current street lighting emissions can be saved through this programme. Further information on the assessment of street lights can be found in Section 3I – Street Lighting section of this document.

How will we achieve this objective?

We will use all the information that is available to us to best identify where safety issues can be addressed to greatest effect with the resources available to us. We will do this by analysing the numbers and causes of accidents on our roads and any patterns that emerge. They may relate to any number of contributory factors, for instance the location, the type of vehicles involved, the time of day, the weather conditions or the condition of the road.

We will adopt the internationally recognised Safe Systems Approach to safety on our roads and for our road users, to provide a holistic approach to road safety. This encompasses all the best practice that we currently employ, but includes elements outside the County Council control such as vehicle design and emergency service response. The Safe System is explained in detail in the Road Safety themed section. It consists of the following:

- Safer vehicles
- Safer roads and infrastructure
- Safer Speeds
- Safer Road Users
- Post-Crash response

We will apply the following principles in addressing road safety issues:

- Education – We will help road users to understand how to use the road network safely and to realise how their actions affect others,
- Engagement – We will work with local people and partners to promote and deliver a safer road network,
- Enforcement – We will work with the police who seek to deal with anyone who is responsible for breaking the law, and
- Engineering – We will make roads safer through appropriate design for all road users, for example the provision of improved crossings or road maintenance.

The type of approach used will be dependent on the nature of the crashes which are being addressed, the users involved and local factors, and may involve a combination of measures.

The 95 Alive Partnership currently delivers a training programme to promote safe use of the road network. 'Bikeability' training is delivered to primary schools, so that children understand how to cycle on and across roads. Enhanced Pass Plus courses are given to new drivers wanting to develop a good attitude to driving. Cycling and walking to school

³ www.northyorks.gov.uk/article/25645/Street-lighting---energy-reduction-programme

schemes are also encouraged and the Partnership works with schools to develop travel plans.

We will seek to access transport grants that become available to benefit and improve our roads. In the recent past programmes such as the Local Sustainable Transport Fund have provided the opportunity to develop sustainable transport options. This has allowed new transport facilities to be provided and also existing conflict points to be addressed, to provide an attractive sustainable transport package.

We will seek any improvements that can be addressed through the development planning process. This gives us the opportunity to not only avoid potential road hazards at the design stage, but also allows proper integration of vulnerable user groups, thus promoting healthier travel options.

We will seek to reduce the occurrence of road collisions where road maintenance or condition is a factor. Road maintenance is a fundamental feature of safe roads, and factors such as surface condition, road alignment, drainage, signs, road markings, traffic signals and gritting in the winter can reduce the potential for a crash.

Conclusion

Roads are essential to our everyday lives, including our commute to and from work and school, deliveries to home or businesses, for visitors who come here on holiday and medical journeys to the doctors or hospital. Safety on our roads is a high priority for the County Council. Road Crashes and casualties are costly in terms of human suffering, lost productivity and damage. Our local Road Safety Partnership, 95 Alive, actively coordinates the work of numerous agencies to reduce the number of casualties on our roads by targeting the causes and locations of collisions and crashes. The principles of education, engagement, enforcement and engineering will continue to be used to address road safety issues and are closely integrated with Public Health work to prevent casualties and to promote healthier, active travel choices for all ages. The council will adopt the Safe Systems Approach as fundamental to this work.

2d - Access to Services

Why is Access to Services one of our Objectives?

It is clear that transport can have both a positive and negative impact on everyone's day to day life. Good transport connections make it easier to access our workplace and other essential services for education and health. Being able to access all of these things provides us with a balanced lifestyle, helps us to socialise with family and friends, remain healthy and independent, and enables us to boost the economy through working, shopping and retail. Overall, this makes our lives better. The importance of transport and good access to services is specifically identified in the Council Plan as a major contributor to achieving our Priorities of 'Opportunities for young people' and addressing 'Loneliness and social isolation'.

For most of us, accessing services is the main reason for us needing to travel. We need to reach work, education, food shopping, and health appointments, which all involve travel of some sort, whether this is by walking, cycling, public transport or private car.

It is recognised by NYCC that working with others we have can facilitate opportunities for everybody to access the services they require, for example by providing a good highway network to travel on, a reliable public bus service, and safe footpaths to walk on.

In considering people's difficulties in accessing services we will think about the issues people may have because of where people live (i.e. Place), for example rural areas, and we will think about the issues people have because of personal circumstances (i.e. People) for example age, income, disability. Those households without access to a car are most likely to be restricted in accessing the services they need. It is clear that those who fall into more than one of these categories will have the most difficulties. People who live in a rural area, who are older and also have difficulty walking for example, or those who do not have access to a car but who also have a long term illness or disability for example, will feel a greater affect. The resulting impact of this on accessing services has a multiplying effect.

Our consultation confirms that the majority of people in the County consider their access to services to be good, and whilst this is encouraging it does mean that difficulties with access are generally small scale and often localised. Addressing these can often be more difficult.

Adequate and timely highway maintenance¹ of the roads and footpaths (including winter snow clearance) can have the biggest impact on accessing essential and non-essential services as nearly all local transport uses the highway network. The Highway Infrastructure Asset Management Plan outlines the strategic approach for managing the whole of the highway network (roads, pavements, cycleways etc.), and details how the Council will deliver our highway maintenance policies. These documents reflect requirements set out in the New Roads and Street Works Act 1991, Road Traffic Regulation Act 1984, and the Traffic Management Act 2002. We managed and maintain the 9000km of roads, 4500km of footways, and 1,700 bridges in the County to ensure that people can continue to travel, and this impacts all modes, and all people.

¹ See Part 3h - Highway Maintenance for more information

What are the issues concerning 'Place'?

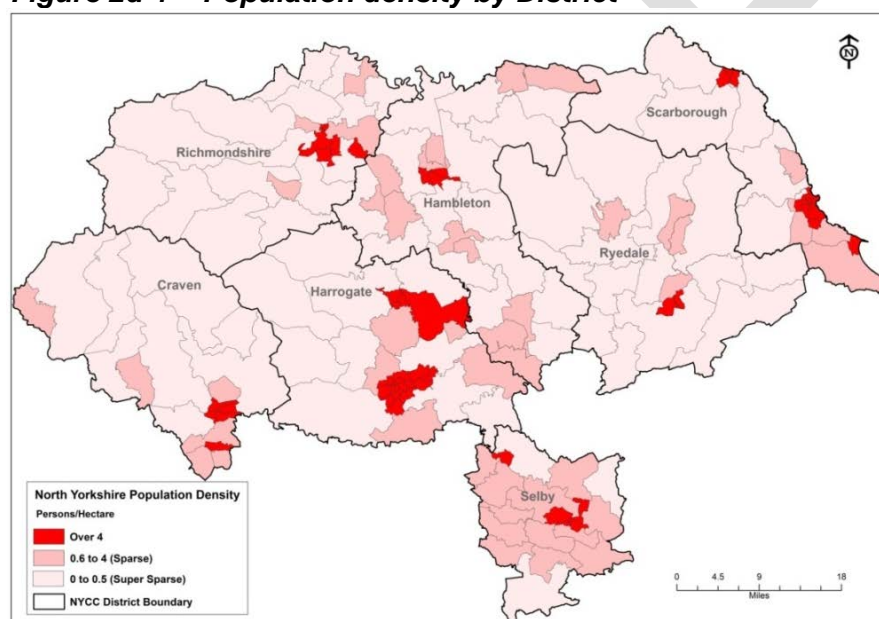
The main issues in North Yorkshire with access to services resulting from where people live are concerned with living in a remote or rural area.

Our consultation showed us that a majority of people travelled more than 10 minutes (around 40 to 50%) to access essential services like work, doctors, and food stores, and that these journeys were mostly undertaken by private car (around 50 to 70%).

In general, people living in towns have good access to services as they can walk to many essential services, and the County's towns generally have good bus provision. In rural areas, walking issues usually relate to the lack of footways or cycle tracks alongside roads. Problems in bigger villages and towns are more often associated with crossing facilities on busy roads. In both cases, this results in difficulty accessing local services within their local areas.

Figure 2d-1 shows the population density of the districts. The diagram indicates that most of the county is very sparsely populated. The main populations are concentrated in the towns in each district, however the majority of the county consists of very rural areas.

Figure 2d-1 Population density by District



In most cases, whether living in a rural or urban area, those with access to a car have good access to services. In rural areas which are sparsely populated, the private car is often the most sustainable mode of transport. Since our towns are generally well served by commercially operated public transport to access services, the County Council must therefore concentrate its limited resources on providing access to essential services for those living in very rural areas who do not have access to a car. The criteria for deciding where to introduce a supported commercial or a community transport service is contained in our Bus Plan².

Getting to school, particularly primary schools, can often be achieved without access to a private car. We can ensure the opportunity to walk or cycle to school is an achievable and

² See Part 3a - Bus and Community Transport for more information

attractive option, through promotion and development of safe and convenient routes to school. We will continue to challenge parents' decision to take children to school by car where there are suitable walking options, and we will promote active travel choices. We will also continue to provide home to school transport for those children who qualify under criteria set out in current legislation. Due to the remote nature of many communities in North Yorkshire, some children have no other option than to travel to school by bus or car, and we will continue to provide this service to pupils living within the County who otherwise would be unable to attend school.

Connectivity

Connectivity between villages, and from villages to towns, can increase the opportunity for people to access certain services. While some essential services such as food shopping, may be available within the village, others such as employment and health services may only be available in nearby larger settlements. Linking the place people live with the services they require relies upon the road network for both cars and buses. Maintaining the road network³ is therefore essential to keeping these links open, in order to facilitate travel.

Severance

Reduced access to facilities and services within towns and villages can be caused by severance. Busy roads with limited opportunities for people to cross can lead to communities feeling severed and vulnerable, especially for elderly people and those who find walking more difficult. Maintaining our existing crossing facilities to ensure they are in good condition, are functional, and are fit for purpose reduces severance in towns and villages. Bypasses around villages can also help with this issue as they reduce through-traffic, but they are expensive, take a lot more design and planning time to develop, and are therefore more of a long term solution.

What are the issues concerning 'People'?

The main issues with access to services resulting from personal circumstances are:

- Age
- Income / unemployment
- Disability
- Lone parent households
- Car ownership

Age

We are living in times of an increasingly aged population. Census 2011 data for North Yorkshire shows that the numbers of residents over the age of 65 is increasing, and at 21% in North Yorkshire, this is higher than the national average of 19%.

Table 2d-1 Percentage of people of each Age by District

District	% children (0-15 years)	% people of working age (16-65 years)	% over 65
North Yorkshire	16	63	21
Craven	15.4	61.8	22.8
Hambleton	15.7	62.7	21.6
Harrogate	17.0	63.4	19.6

³ See Part 3h - Highway Maintenance for more information

Richmondshire	16.7	65.9	17.5
Ryedale	15.2	61.5	23.3
Scarborough	14.8	61.9	23.3
Selby	17.1	66.1	16.8

Whilst age in itself is not a limiting factor for accessing services, a higher proportion of older people who no longer work has a double impact due to fewer people paying taxes which contribute to the economy. This can also lead to increased reliance on walking and on the public and community transport network. Further, an aging population may rely more heavily on health services. Consultation shows that around 38% of over 65 year olds walk to the doctor and to their local food shops, while a further 15% use public transport to access these services. Our footpaths need to be in good condition to be able to facilitate walking to services directly, and for accessing bus stops.

Conversely, the increase in school leaving age means that young people are not going into employment as soon as they once were, and often students rely on public transport if they cannot afford to run their own car. The opportunity for studying at a local further education institution or apprentice placement is limited by transportation and travel options. It may be difficult for young people to attend a college within the county, which are located in Selby, Harrogate, Scarborough and Skipton. Similarly, it may be that young people need to travel daily to York, Leeds, Darlington, Newcastle or Stockton to attend specialist college courses. In all cases, attendance hinges on a bus or train getting students there before 9am. Assistance with transport will be provided to students aged 16 to 18 years old who meet the eligibility criteria⁴. Students who are eligible will normally be issued with a travel pass, from the nearest available pick up point, allowing them to make journeys from home to school or college and back, at the beginning and end of their day.

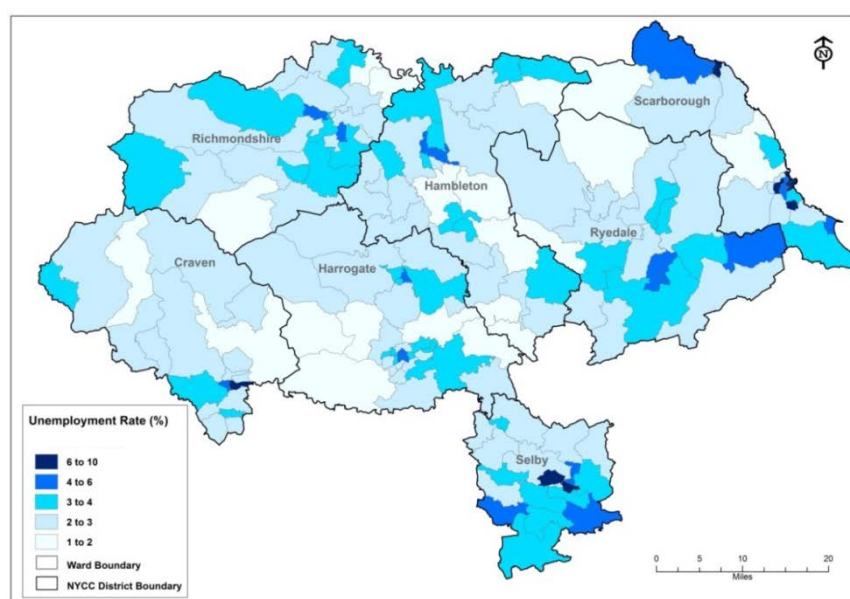
Income / unemployment

Economic deprivation can be an issue for travel as the cost of owning a car increases. Those living on lower incomes can therefore find that travel to work, and to other essential services, reduces their overall household income, and can make travelling further afield to a work place less economically viable. It is therefore important that our public transport network provides a daytime service to support travel to and from the main employment areas in the County. In exceptional circumstances, support for individual transportation in terms of a personal loan for a moped may be available for those who are eligible through the Wheels to Work scheme.

Census data tells us that although unemployment is not at a high level overall for North Yorkshire, the highest rates of unemployment in the County fall in the Scarborough and Selby districts as shown in **Figure 2d-2**. Lower incomes (from the retail and hospitality sectors for example) may have an impact on mode choice for travel, and how often people travel, especially to non-essential services which enhance quality of life. Public transport may be the most affordable mode of transport for some people compared with running private car, and the extensive commercial bus network in the County can provide this.

⁴ www.northyorks.gov.uk/article/26031/Post-16-transport-assistance

Figure 2d-2 Areas of unemployment by District



Disability or long term illness

People with a disability or long term illness may have a need to access health services more than others, and their personal mobility to access everyday services may be more limited. According to our consultation, around 80% of North Yorkshire residents use a private car to travel to the nearest hospital, and 60% travel by car to their doctors surgery. This reliance on private car for travel to health services may be due to the bus services not aligning with appointment times, or it may be because people with more serious health problems find it difficult to use public transport and to walk to and from the stops.

Table 2d-2 No. of people with long term/limiting illness by District in 2014

District	No of people
Craven	10301
Hambleton	16477
Harrogate	26336
Richmondshire	8657
Ryedale	8712
Scarborough	21923
Selby	14403

Car ownership

For those households which do not have access to a car, especially those in rural areas, we aim to maintain a core daytime network of bus services. Our overall strategy remains to ensure that as many communities as possible continue to have access to a public or community transport service and that these services give value for money. Our first priority is to provide services which meet the day-to-day transport needs of local communities, where core daytime services are retained and lower priority evening, Sunday and poor performing bus services may be reduced or withdrawn. This was confirmed in our consultation, where improving and maintaining our existing bus services and facilities, like shelters, were rated as having a higher importance than providing new bus services or facilities.

The number of households without access to a private car in the UK is around 25%, from data given in the 2011 census. In comparison, all districts in North Yorkshire have a lower percentage of homes without access to a car, apart from Scarborough (28.8%), which accounts for 31% of the total households in North Yorkshire without access to a car.

Table 2d-3 No. of Cars per household by District

District	no car	% in district with no car	% of county totals with no car	1 car	2 cars
Craven	4,228	17.2	9	10,907	9,448
Hambleton	5,086	13.3	11	15,964	17,067
Harrogate	11,032	16.4	24	28,621	27,516
Richmondshire	2,692	13.3	6	9,241	8,274
Ryedale	3,299	14.6	7	9,720	9,505
Scarborough	14,224	28.8	31	22,288	12,923
Selby	5,155	14.9	11	13,707	15,697

Lone Parent Households

Lone parent households may have a lower income than other households, which may make it more difficult to own a car. Some of these households may rely on the bus network to access some essential services such as employment and education. From census data, it is known that there are a greater number of lone parent households in the Harrogate and Scarborough districts.

Table 2d-4 No. of Lone Parent Households by District

District	No of households
Craven	1,259
Hambleton	1,753
Harrogate	3,713
Richmondshire	1,164
Ryedale	1,010
Scarborough	3,030
Selby	1,719

How will we achieve this objective?

It is recognised that the bus network is relied upon for connecting those without a car to travel to places of work, education etc. Maintaining our bus services enables those without access to a car to reach essential and non-essential services for work, health, retail, leisure and socialising. Our consultation told us that this is an important part of what we deliver.

The majority of public transport is provided by a commercial network of bus services across the County which has grown over the last five years from 75% to a predicted 88% of buses in 2015. The remainder is provided by tendered services which are determined using the criteria as set out in the Local Bus Plan⁵.

⁵ See Part 3a - Bus and Community Transport for more information

This also means that when budget pressures require a reduction in the level of support for bus services, then the core daytime services which allow access to essential services like food shopping and health services are retained as far as practicable, and lower priority leisure, evening, and Sunday bus services may be reduced or withdrawn.

Conclusion

Transport is usually a means for us to do other things, to access or reach work, shops, family, or leisure. Travelling is not generally part of the activity we wish to undertake. Maintaining our existing road and footway network helps to improve and encourage connectivity and social networking, and can create better access to local amenities that people rely on. Our consultation confirmed that maintaining our existing network of roads and footways remains one of the most important transport services that we provide. There are a lot of factors which may affect a person's ability to access the services they may need, and NYCC are sympathetic to these, and strive to facilitate access to essential services wherever possible.

2e - Promoting healthier travel opportunities

Why is promoting healthier travel one of our objectives?

This objective aims to address the health aspects linked to transport, by encouraging healthier travel such as walking and cycling, and by reducing some of the negative effects of transport, such as air pollution. Road and transport safety is considered as a separate objective.

Transport can affect the health of everyone. This could be a positive effect from increased walking and cycling, or could be a negative effect from poor air quality caused by exhaust fumes. As such it has an influence on how we plan future transport, housing, employment and other developments in the county.

Healthier travel opportunities aim to improve the health of those travelling. They also reduce the reliance on motor vehicles, and so play a part in reducing the amount of pollution caused by them. We need to consider what we can do to promote and influence the choice of how we travel. In doing so we will consider the factors that influence people's travel choices. These include:-

- **What is our purpose** for travelling? Is it for shopping, work, school, or a medical appointment? Does our journey have a single purpose or are we visiting more than one place? Do we need to carry anything?
- **When** are we travelling? Is our journey going to be affected by night time? Is it too early or late for the first or last bus or train?
- **How far** are we travelling? Are we physically capable? Do we have time? What is the geography of the journey?

Preventing Injury and promoting healthy and active travel

In particular, we will seek to coordinate our programme delivery to achieve complimentary Highways and Public Health aims and outcomes, including:

- Reduction of unintentional and deliberate injuries to children and young people
- Reduction in premature deaths and injuries to all
- Contribute to the Public Health Active lives and healthy weight programmes
- Support road user and active travel education in schools in core subjects as well as PSHE through the provision of key stage related curriculum resources and the support of a specialist road safety curriculum adviser.

Promoting Positive Health Choices in travel

One of the major aims of the National Health Service and Public Health North Yorkshire is for everyone to pursue a healthier and more active lifestyle, and this highlights the importance of regular exercise in achieving good physical and mental health. Obesity and poor physical fitness is a growing problem across our society causing many health conditions that become long term and restrictive and which can lead to premature death e.g. from heart failure or stroke. With the increasing older population within North Yorkshire,

good physical health within this section of society is important so that an active, independent and fulfilling lifestyle can be maintained.

It is recognised that the best and easiest opportunity for incorporating regular exercise into everyone's daily routine is through 'active travel'. Travel is a major part of most people's daily lives, whether it is the commute to work or school, visiting friends and relatives, or trips to the shops or health services. By incorporating healthier travel options into our journeys, we can help meet health objectives as well as reducing carbon emissions and making air quality improvements.

Travel Choice

Whenever we make a journey we make a decision on how we travel. The main factors which influence our decision are:

- Journey distance
- Journey purpose
- Weather conditions
- Safety/security
- Level of fitness
- Geography of journey

One of the factors affecting our choice is the distance of our journeys. North Yorkshire is a predominately rural county, with towns serving a large rural hinterland of dispersed communities. Consequently, our journeys can be longer than within urban areas, where places of work, schools and services tend to be closer and more accessible.

Figure 2d-1 of the Access to Services section shows the population density by parish. The diagram indicates that most of the county is very sparsely populated. The main populations are concentrated in the towns in each district, but the majority of the county consists of very rural areas.

For rural journeys a combination of factors may prove a barrier to adopting healthier travel options. This could relate to the hilliness of the journey, the greater journey distances, the feeling of safety and security along the journey route, possibly from the lack of street lighting or no segregated facilities for walking and cycling, or from exposure to prevailing weather conditions.

However, 62% of the population of the county live in towns or large settlements and as such healthier travel may be an option for some of their journeys. Choosing to make trips wholly or partly by active travel such as walking or cycling can have significant health benefits, and there are many opportunities for people to change their means of travel especially for shorter trips.

North Yorkshire has a strong leisure base for healthy travel. It is a popular holiday and weekend destination with two National Parks and a popular coastline bringing many people into the county for walking and cycling activities. This has been strengthened by Le Grand

Depart of the 2014 Tour de France staged in Yorkshire and the first annual Tour of Yorkshire in 2015. This new and continuing focus on cycling presents good opportunities to promote active travel for both residents and visitors.

Also, the availability of types of transport can affect our choice of travel, such as the level of public transport availability or the level of car ownership. We recognise that the bus network is relied upon for connecting those without a car to reach essential and non-essential services for work, health, retail, leisure and socialising. Public transport provision is greater around population centres where the majority of journey purposes are focussed, giving greater opportunity for healthier travel.

The level of car ownership in North Yorkshire is generally higher than the national average, possibly due to the level of public transport provision or the rural location of much of the population. Table 2d-3 of the Access to Services section shows the level of car ownership by district within the county.

By working with our partner councils and agencies, we can identify and take up opportunities to accommodate and enable healthier choices and make them more available where these are practical and achievable.

Air Quality

Every year, it is estimated that, nationally, 29,000 premature deaths are caused by long term exposure to poor air quality in the UK. This is nearly 5% of all annual UK deaths. For those affected, air pollution reduces life expectancy by an average of about eleven years.

Air quality is monitored at many locations throughout the county, but primarily in congested, built up areas where the effects are localised and more concentrated¹. The use of combustion engines affects the atmosphere in two ways:

- Locally by the production of NO₂ emissions and particulates in exhaust fumes which are known to cause ill health, and
- Globally by the production of carbon emissions and CO₂ which has a direct effect on global warming and the ozone layer.

Within the county there are a number of locations where NO₂ levels have consistently fallen below EU standards, four of which have been declared as Air Quality Management Areas. These are in Malton, Knaresborough, Ripon and Selby.

The District Councils are responsible for monitoring and managing air quality in their areas. They are also responsible for the declaration of Air Quality Management Areas where air quality does not meet standards. We will work closely with the District Councils to address any air quality issues that relate to or are attributable to transport on our highway network, especially where an action plan has been developed for a management area.

¹ See Part 3f – Air Quality and Noise for more information

Healthier Transport & New Development

Working with the planning authorities we will seek to ensure that new developments, especially larger schemes, are located in places where sustainable and healthy transport is a realistic option². Additionally, as new developments are planned we need to ensure that sustainable and healthy methods of travel are adequately provided for within the design and are in place before the first residents move in. This will include the provision of footpaths and cycle way links both within any development, and also to nearby employment sites, shops, schools and other services such as health care and public transport.

Also associated with new developments are Travel Plans, a requirement of any new development which is likely to have significant transport implications. A Travel Plan is a travel policy statement prepared by an individual business which positively increases travel options for staff, visitors and customers, of which healthy travel options form part of the travel plan package.

Public Transport

Public transport provides an indirect link to healthier travel objectives. A person travelling by public transport is more likely to complete part of their journey by a healthy mode if they are using public transport rather than a private car. There is likely to be a walking element at either end of a bus journey, or a cycle journey across town to catch the train. Also one bus can carry as many travellers as say 50 single occupancy cars, thus reducing the pollution from transport and reducing congestion too.

How will we achieve this objective?

We will continue to encourage people to choose active travel by communicating the health, financial and environmental benefits. We will also aim to reduce the real and perceived risks of road accidents and fears about personal security that are often associated with active travel modes through both education and where possible and appropriate we will maintain and provide the infrastructure (footways, crossings, cycle routes etc.) that will allow people to make the switch to walking and cycling.

Working with the planning authorities and developers we will seek to provide within any new development suitable facilities to encourage healthier travel choices, such as provision of footways, cycleways, crossings, bus stop provision, and the links to essential services. We will work to ensure that these facilities are built into the scheme from the outset so that they are in place when people start to move in.

As the highway authority we will work closely with the District Councils to address any air quality issues that arise from traffic on our highway network, especially where an action plan has been developed for a management area.

We will seek improvements through any transport grants that become available, such as the recent Local Sustainable Transport Fund. This fund has allowed the promotion of healthier and active travel improvements to be made, such as new cycle ways and connections

² See Part 3c – Planning and New Developments for more information

between existing routes, new crossings, bus service promotion, and real time travel information.

Conclusion

Transport affects the health of everyone. We spend a good proportion of our time each day travelling. This may be to the local shops, the doctors, to work or to school. Both the Joint Strategic Needs Assessment for North Yorkshire and various health studies have highlighted the importance of regular exercise in achieving and maintaining a healthy lifestyle, and one of the best ways of achieving this is to incorporate it into our regular routines, such as our travel methods. By promoting and making available facilities for active travel, North Yorkshire seeks to address some of the health aspects of transport. By also reducing reliance on the motor vehicle we aim to help improve air quality in built up areas, where air quality issues are concentrated.

Themes

3a - Buses and Community Transport

Our Bus and Community Transport Strategy will support the County Council's Vision and the Local Transport Plan objectives by supporting an environment for commercial local bus services to grow and remain sustainable and delivering core passenger transport services that meet access needs of residents, through our support for tendered bus services and support for community transport

National Context

There has been significant change in the passenger transport industry in the last 5 years from changes in funding for the sector with Bus Service Operators Grant being reduced by 20% and a proportion of the payment being transferred to the Local Authority for services that are tendered; changes to concessionary travel with the free national scheme being introduced and administration of the scheme being transferred to upper tier authorities; changes to the legislative framework for elements of the local bus sector, through the 2000 and 2008 transport acts.

Recent administrations have also changed local transport policy thinking with an emphasis on the whole journey through the Door to Door Strategy (ref); recognition that transport across all modes is an essential requirement for delivering economic growth and more sustainable communities, with the publication of Transport an Engine for Growth (ref) and an acknowledgement of the impact Passenger transport has on social welfare and wellbeing, with the publication of a number of studies in this area, including Valuing the Social Impacts of Public Transport.

In 2015, further important changes were evident, with a proposition for further devolution of powers from Westminster being submitted by York North Yorkshire and East Riding Council's to government in September, government support for the concept of Total Transport with the announcement of funding for local authorities to bid for pilot initiatives, and the introduction, in the queen's speech, of a Buses Bill which is anticipated will pave the way for legislative reform to allow bus franchising and encourage simplified and smart ticketing.

It is not possible to discuss recent changes in national public sector context without referring to austerity and the impact of reducing local authority budgets. Budget reductions for NYCC has meant the County Council has had to reduce its expenditure overall by 1/3, a saving of £166m per year by April 2016. This change will continue, with austerity lasting for many years to come, and further budget reductions likely. The effect of reduced budgets is felt across all County Council services and public transport expenditure will see support for local bus service budget reduce from £6m to £1.5m pa by April 2016.

Inevitably this will impact on our ability to provide subsidy for conventional scheduled local bus services and as funding is reduced we will need to look at innovative ways of enabling people to access services they need and remain active and independent in their communities.

Current Passenger Transport services

Over the past 10 years, we have seen bus patronage in North Yorkshire grow from 14.7m in 2005/6 to a peak of 17.5m in 2009/10 with the past 5 years seeing a steady reduction in passenger journeys to an estimated 15.5m in 2014/15.

There are a number of factors that have contributed to this trend, with growth factors in the latter part of last decade coming from the introduction of free national concessionary travel and the impact of increased local authority spend; the decline seen in the early part of this decade attributable to the general economic downturn and a reduction of local authority funding available to procure tendered bus services.

In Table 3a-1 we can see that proportionally there is a much higher decline in patronage on subsidised bus services, and this is as expected given the reduction in spending of 66%+ with a further reduction to bring spending down 75% from the levels at the turn of the decade. This table shows that the commercial sector has remained largely stable for the past 5 years with some signs of growth in the most recent years, and the proportion of passengers carried on the commercial network growing from 75% to 85% as the tendered network reduced.

Table 3a-1 Bus Passengers 2010/11 – 2014/15 (millions of passengers)

	2010/11	2011/12	2012/13	2013/14	2014/15
Concessionary passengers	8.5	8.0	7.0	7.2	7.0
Total Bus passengers	17.3	17.3	16.4	15.8	15.5
Commercial Bus Passengers	12.9	13.2	13.1	12.6	13.3
Tendered Service Bus Passengers	4.4	4.1	3.3	3.2	2.2
Proportion of bus patronage that is commercial	75%	76%	80%	80%	85%

Achieving reliable and effective passenger transport services

Commercial sector

As seen above the commercial sector provides the vast majority of local bus services, accounting for 85% of passenger journeys. It is therefore clear that assisting the commercial sector is a crucial element in our strategy to help facilitate access to services across North Yorkshire.

The commercial bus sector has maintained fairly stable patronage levels over recent years. In certain areas we have seen good growth and this is noticeable where the operator provides the right product, which is attractive to users, is reliable and is priced and promoted for the available market.

We have good working relationships with our commercial bus operators and our overall approach to this sector is to support and work together to grow the market, expanding the provision of public transport that is provided commercially and to deliver measures that enable public transport to operate reliably and sustainably throughout the county. Reliability is particularly an issue in the main urban areas where volume of traffic and congestion can have the biggest negative impact; we will seek a joint approach to develop measures to mitigate these impacts for bus services.

We have noted above that a major policy change in Government is the drive for further devolution and in passenger transport this is seen as potentially the introduction of bus franchising.

We believe generally that in North Yorkshire the market provides well for the provision of passenger transport. This is particularly true in the urban areas and between urban centres where the volumes of potential bus passengers is higher and the opportunity to attract these to bus services is greater. It is evident however, that competition amongst bus companies for these commercial passengers is not strong, with only limited commercial competition on a few routes. In addition, in the 'marginal commercial' areas, there is little risk taking amongst bus operators to grow the market to achieve a profitable route, relying instead for the local authority to step in and provide subsidy.

This situation is not sustainable, and it is no longer possible for local authorities to provide subsidies and tender for services not provided by the commercial sector.

In some regards, this supports the argument for franchising, where the overall revenues from the public purse, together with that from fare paying passengers, (estimated c£80m from fares per annum across York, North Yorkshire and East Riding) can be shared across the whole network, providing a suitable level of service with an adequate level of operating profit.

Whilst we acknowledge this approach is an option, our preferred approach is to work with our commercial operators to encourage them to take more 'supported' risk to grow marginal routes and deliver a larger sustainable commercial local bus sector overall. We will support this approach with limited capital pump priming funding and joint marketing/promotion of services.

Tendered Service Sector

As part of its role the County Council has to consider its duties under transport and equalities legislation (Transport Act 1985 as amended 2000 and 2008; Equalities Act 2010) and to decide whether the commercial network caters sufficiently for the needs of the community. In doing this it must have regard to the transport needs of members of the public who are elderly or disabled. The County Council will consider whether there is a need to procure additional services and what funding is available to deliver these.

Taking the need to reduce expenditure and with regard to national and local policy priorities the County Council has consulted on an overall strategy and for a range of specific measures to reduce local bus service expenditure to £1.5m.

Our overall strategy for public transport is

“To ensure that as many communities as possible continue to have access to a public or community transport service and that these services give value for money. Our first priority is to provide services which meet the day-to-day transport needs of local communities, where core daytime services are retained and lower priority evening, Sunday and poor performing bus services may be reduced or withdrawn”.

In taking decisions on tendered services we will consider the following criteria:

- **Low Priority.** We will generally not support Sunday or Evening services expecting instead that these are maintained where necessary by commercial bus operators.
- **Performance.** The extent to which our contracts do not represent value for money. This is defined as contracts that cost more than £6 per passenger journey, or where a journey carries fewer than 3 passengers on average.
- **Service frequency.** ‘A core daytime service which meets essential access to services’ this is regarded as a two hourly frequency operating on at least 3 days per week. We will, however where possible endeavour to provide a service on 5 or six days per week.
- **Commercial alternative.** Where it is assessed that a suitable service can be provided on a commercial basis we will work with operators to establish this and on-going subsidy will not be provided. This will cover town services, inter-urban services where patronage is sufficient to support a suitable level of service, or sections of an otherwise commercial service.
- **School Transport** services for fare paying students. Services that cater primarily for school children accessing education will only be provided where they are required under arrangements to comply with statutory responsibilities or where the income from fares covers the direct cost of providing the service.
- **Fleet option.** In assessing the value of a tendered service, we will benchmark the cost of tenders against a break even in-house delivery option. Generally we will only offer tenders to the value equivalent to in-house delivery plus realistic margin. Where bus operators are not able to provide the service at this level, we will develop and deliver a fleet option.
- **Community Transport.** Services that are predominantly provided with volunteers by an organisation operating on a not for profit basis. Inevitably there will be occasions where conventional public transport cannot operate at a cost effective level, and where fleet availability or cost is such that a service is unsustainable. In these circumstances we will work with CT providers to establish a service, provided by volunteers where the community can cater for their transport needs.

Community Transport Sector

North Yorkshire County Council has a long history of productive working relationship with the community transport sector. We have over the past 5 years provided over £500k funding in capital one off grants including contributing to the purchase of 18 minibuses and 45 Wheels to Work mopeds. In the past three years we have provided on-going revenue support jointly with the health sector of £350k for 13 community transport volunteer car schemes delivering 45k, 49k and 58k passenger journeys for health and social welfare purposes in the 3 years 2012/13 – 2014/15.

We support community transport through our small grants scheme where organisations can apply for funding up to £2,500 for small projects and in the past this has provided for accessibility adaptations for vehicles, marketing materials, website development, and pump-priming funding for innovative new community solutions.

Current Community Transport Partners

In working with communities to support local voluntary transport, we see the greatest success where organisations are close to their constituent community and the community is actively involved in the design and delivery of the service. These services are most sustainable where there is strong commitment to support and encourage volunteers in the delivery of the service and good partnership working between the County Council and the community exist.

Little White Bus (Richmondshire Dales)

In 2015, as part of our contract renewal process, we had undertaken a consultation on the proposed introduction of community transport services in Wensleydale and Swaledale to be operated by Upper Wensleydale Community Partnership (Little White Bus).

The County Council provides low floor vehicles to be used on the services and Little White Bus operate with a mix of volunteer and paid drivers and staff, providing a combination of a scheduled bus service with additional pre-book demand responsive journeys. Services were introduced in May 2015 and this arrangement has proved popular with passenger numbers increasing month by month.

Nidderdale Plus Community Car

In this example, the community felt that a minibus wasn't always the best solution as the passenger numbers would be quite low. With agreement, the County Council provided a community car (Peugeot diesel estate car) for Nidderdale Plus and they provide local transport for the Nidderdale community.

The service is entirely delivered by volunteers and is well used and valued locally. On the occasions where a larger vehicle is needed e.g. for the weekly market day trip to Ripon the local school minibus is borrowed.

Scarborough and District Dial-A-Ride (SDAR)

In this example, SDAR is a long running established organisation that has strong links with the community in Scarborough. It operates 12 mini buses and with a combination of paid drivers and volunteers delivers community transport services in the area.

The County Council has contributed to capital costs for vehicles and premises and revenue funding to reimburse concessionary fares offered, and with a small enthusiastic management team, the organisation is sustainable without on-going grant funding and provides for over 50,000 passenger journeys pa.

Issues and Perception

From various consultation exercises, public meeting and discussions with community transport providers it has been found that the potential for community transport and the role it can play is not fully appreciated or understood by the public. There are concerns about the availability and safety of using volunteers, the cost of some longer distance journeys and the ease and suitability of booking demand responsive journeys. We have found that awareness is generally low, however where people do use community transport services they are very complimentary and positive about the service provided.

Future Developments

Despite challenging times the County Council is committed to ensure public and community transport is available and sufficient for people in North Yorkshire.

We will work with our commercial operators to encourage them to take more 'supported' risk to grow marginal routes and deliver a larger sustainable commercial local bus sector overall. We will support this approach with limited capital pump priming funding and joint marketing/promotion of services.

We will specify a service for tender with regard to our criteria for supported bus services, having first assessed the cost and feasibility of providing the service through our own fleet.

We will support the sector to contribute to our overall objectives and accommodate growth where needed by addressing public concerns and providing financial support within approved available budgets.

3b - Road Safety

This county has one of the largest road networks of any county in England, consisting of rural A, B and C class roads where the likelihood of being injured in a collision is statistically higher than in a metropolitan or urban area together with a large network of unclassified roads. In contrast, the risk of injury on a motorway is significantly lower.

Table 3b-1 Road casualty severity by road speed in 2014 (numbers of casualties)

	Urban			Rural		
	20mph	30mph	40mph	50mph	60mph	70mph
Fatal	0	12	6	2	148	31
Serious	17	472	71	16	1068	113
Slight	63	2334	287	28	2879	516
Total	80	2818	364	48	4095	660

With most of the county sparsely populated the road network is the main means of transport connecting small towns and villages. The distance between these mainly very small communities also requires people to travel greater mileage to access employment, education and services such shops or hospitals. This increases their exposure to the risk of road injury by virtue of the miles travelled on these rural roads.

Our local roads have a variety of users ranging from large articulated 40 tonne lorries through vans, cars and (increasingly large) agricultural vehicles to motorcyclists, cyclists and horse riders and those on foot.

Motorcyclists have long visited the county for the pleasure and challenge of a ride out on scenic routes with their many bends, gradients and other points of interest. Many riders will cover over 200 miles on such a ride, which is a physically and mentally demanding enterprise.

Cycling has received an immense boost recently from the Tour de France and Tour de Yorkshire events and continues to grow as a leisure activity for locals and visitors alike and as a sporting activity for groups from all around the country and from abroad. Cycling is fast becoming a significant visitor sector. The challenge of keeping our diverse roads safe for all these different users is immense and it is difficult to meet the needs of all simultaneously.

This theme aims to outline our vision and priorities for how we will work to meet those various needs and the safety issues that are present in such a large and attractive a county. Our work will be based on collision and casualty data evidence and also on the representations, through our representative Citizens Panel and other consultation forums.

We keep a close eye on developing trends and activities and try to anticipate what may happen in order to pre-empt foreseeable risks where we can. Whilst reducing casualties and preventing crashes is our primary aim, we also aim to help people to Be Safe and Feel Safe on the county's roads where they live, work and travel, especially to address issues that affect people to the extent that they change the way they travel or live through fear of danger and injury.

Safer Systems Approach

We have decided to adopt the internationally recognised Safe Systems Approach to how we manage and maintain our road network in North Yorkshire. This means that we will endeavour to promote, encourage and provide:

- Safer vehicles
- Safer roads and infrastructure
- Safer Speeds
- Safer Road Users
- Post-Crash response

Safer vehicles

Technology, materials, and infrastructure are ever-improving. We do not manufacture or design vehicles but we will keep ourselves up to date on them to inform our future infrastructure and maintenance planning. We aim to design and manage for the future not just the present as this is financially wise as well as socially responsible.

Safer roads and infrastructure

We will consider the needs of our road users and the priorities for each scheme taking account of the most appropriate design, materials, infrastructure for that road and its various users together with the latest technology. This is a very long term approach as, for example, many maintenance schemes are designed for decades of use and are re-visited over periods of years. Building Safer Systems into our work will pay dividends over time.

Safer Speeds

Setting and enforcing safe speed limits that are appropriate and effective for the local area and for those using the roads.

Safer Road Users

Imparting appropriate knowledge and education to road users of all ages, training for the different modes of travel from cycling, powered two wheelers to cars, lorries and licensing, where the standards for independent driving or riding are set – this latter item is a central government role but we contribute through consultations when changes are being considered. We strongly believe that road user education should be integral to every child's education throughout childhood into adult life. This should start by supporting parents in teaching and leading by their own example which is how children learn most of these lifelong skills and attitudes. Parents need support and help in doing the best for their children. Schools and youth organisations also have their role to play in reinforcing these lessons. We can provide the expertise and information they need to enable them to do so. We endeavour

to provide adult road users with the information they need to become and remain safer road users. Employers and fleet managers are well placed to adopt better policies and promote practices to manage and protect those who drive for them as part of their work.

Post-Crash response

We aim to do the most possible for those involved if a collision occurs and learning the lessons from every collision to improve the other four aims – this is a Partnership based aim for us working with the emergency services that provide the post-crash response services.

Key Priorities for Road Safety

We need to maintain a safe, usable network for all road users. This means that we look at routes and sites and consider who uses them, how and for what purposes, year-round. This enables us to make decisions on how we prioritise what we can do and for whom. There have to be compromises with limited budgets and we will not always meet everyone's needs and aspirations. We will try to ensure that we maintain a balance between the interests of different road user groups.

Cycling and our desire to encourage and enable cycling safely. The current financial climate and competing demands on the network mean that we are not in a position to plan and install hundreds of miles of off road cycleways to satisfy commuters, leisure and sports riders throughout the county area. However, we are keen to support and provide for cyclists where we can.

We will take account of cyclists needs in maintenance and new road schemes and within our planning considerations for new developments.

When funding can be found we will prioritise our efforts to those places and uses where:

- There is evidence of an existing cause for concern
- There is evidence of an emerging cause for concern
- Large events have triggered a significant increase in cyclists using a route e.g. Tour de Yorkshire
- New event routes are being proposed
- There is evidence of significant benefit/demand
- We can connect existing facilities and routes through small additional elements

Motorcycling on North Yorkshires' challenging, scenic roads is hugely popular especially with riders of large sports bikes who regularly travel many miles in a day to enjoy them. These riders all too often feature in serious and fatal crashes and the consequences of their injuries are with them and their families for the rest of their lives. After a fatal crash, the closure of rural roads for a number of hours involves hundreds of other people in delays and long detours. The vast majority of bikers killed are men aged between 30 and 55 years of age.

Whilst the number of children hurt on our roads is relatively low in most areas, this cannot be taken for granted and indeed we work to prevent any casualties rather than limiting ourselves to achieve some "acceptable number" of casualties. More than just reducing casualties amongst children this year and next, we see the support of road user education

and training throughout a child's life into adulthood as a sound investment for their whole life and, eventually, when they bring up their own children.

Young people need to be able to get to college and work and to access services. Students in education or training and young people at the start of their working life are often low paid but dependant on being able to travel affordably in order to progress in their careers and chosen fields. Their travel needs do differ and we are committed to helping them to be able to use our roads safely and to reduce their risk of premature death or injury.

The numbers and overall proportion of county residents over 65 years old is growing. Age of itself does not automatically increase a driver's likelihood of crashing but it does increase the physical effects of injuries to them. Elderly pedestrians are also particularly vulnerable to life changing injury: what is recoverable for a younger person may be life changing when older. We are keen to support people's independence to be able them to continue driving for as long as they safely can. We aim to encourage adults and those looking towards retirement to keep cycling and walking as both these active means of getting around will help maintain a better level of fitness for longer. We will take their travel needs and vulnerabilities into account within the Safe Systems Approach and we will endeavour to support them to stay independent and travelling independently for as long as they can safely do so. This may be within our engineering and infrastructure work or through training and skills or a combination of these.

Access to services, leisure and local shops and businesses is vitally important for everyone, wherever they live. We will use the Safe Systems Approach to maintain and improve our roads and facilities and to support and enable our road users. We will collaborate closely with the emergency services to enable them to provide the best post-crash response they can, using our roads.

Tourism is one of our main sources of income and economic potential. The travel needs of our visitors will be central to our maintenance and network planning for the future to support the visitor economy.

Links with other key areas

We will use all the information that is available to us to best identify where safety issues can be addressed to greatest effect with the resources available to us. We will do this by analysing the numbers and causes of collisions and casualties on our roads and identifying any patterns that emerge. They may relate to any number of contributory factors, for instance the location, the type of vehicles involved, the time of day or the weather conditions or other actions or inactions by people. We will coordinate our work and, where there is benefit, collaborate with complementary and related fields both within the council (e.g. Children and Young Peoples Service (CYPS) and Public Health and Safeguarding) and outwith the council including through the 95 Alive Partnership and with other public, commercial and third sector organisations.

In particular, we will coordinate our programme delivery to achieve complimentary Highways and Public Health aims and outcomes identified within the Joint Strategic Needs Assessment and the Annual Report of the Director of Public Health to promote joint working and programme delivery where that is appropriate and effective.

What will be delivered?

We will deliver Core Road Safety Services as per statute. This means we will conduct data analysis and from that we will agree and deliver a programme of appropriate remedial schemes of engineering and/or education and training together with enhanced prioritised education/training and engineering services through innovation and collaboration e.g. Public Health and 95 Alive Partnership funding, government grants and shared resources, where we can achieve this. Data-led, effective programmes that make a difference to help people to Be Safe and to Feel Safe are key. Some will be short term information or engagement events; others will be long term education programmes taking children and their families from pre-school and throughout education into adulthood.

Using the Safer Systems Approach principles in addressing road safety issues:

- We will make roads safer through design for all road users, for example the provision of improved crossings or road maintenance priorities that take account of all road users not only vehicle drivers.
- The type of approach used will be dependent on the nature of the crashes which are being addressed, and may involve a combination of measures.
- Deliver appropriate and effective public information and training programmes to promote safe use of the road network. These will address significant issues we have identified as being pivotal in preventing or reducing the effects of collisions. Cycling and walking all or part of the way to school will be encouraged along with measures to reduce congestion and vehicles outside school gates. Specific engagement events will be held to focus on particular issues, such as meeting with motorcyclists at popular venues.
- We will seek improvements through any transport grants that become available. In the recent past programmes such as the Local Sustainable Transport Fund have provided us with opportunities to develop sustainable transport options. This has allowed new transport facilities to be provided and also existing conflict points to be addressed, such as the Park and Ride facilities at Whitby.
- We will seek any improvements that can be addressed through the development planning process. This gives us the opportunity to avoid potential road hazards at the design stage, and allows proper provision of facilities for walking, cycling and accessibility for all.
- We prioritise our road maintenance because it is a fundamental feature of safer roads, and investment in maintenance can reduce the risk of a crash.

We will also provide the following:

- Provision of the Bikeability national standard training course offered to every primary school for as long as funding can be found to support it (currently funded by government grant with top-up funding from the county council).
- Partnership through 95 Alive – providing strategic analysis with efficient use of public resources and local delivery and response
- Continue as a leading partner in the 95 Alive York and North Yorkshire Road Safety Partnership
- Work more closely with other services to connect our strategies and our service delivery including with Public Health, Public Rights of Way and local, neighbouring and regional authorities and agencies to achieve shared or complimentary aims.
- Maintain and promote popular and newly emerging on-road cycle routes with cyclist safety in mind, working with others such as Sustrans and local councils.
- Take particular care to identify and support the specific needs of older people to help them to stay independent for as long as they safely can and wish to.
- Work with carers and support groups to help carers and those with life changing illness to support their travel needs.

We will have an elected member who will act as Road Safety Champion and advocate for road safety being incorporated across council activity in policy and in service planning and delivery. For less obvious or smaller scale issues such as Road Safety, there is a real benefit from a well-placed advocate to look for opportunities and represent the importance of road safety and crash and casualty prevention work across the Councils decisions and services.

The council, working through the 95 Alive Partnership, will continue to actively engage with motorcycle groups through local and regional information campaigns and at popular locations in the county to educate riders about hazards and good riding practice, and to listen to their concerns and ideas to reduce the incidents of motorcycle accidents. This work will be coordinated with police enforcement operations on key motorcycling routes focussing on where there have been crashes.

3c – New Developments and Planning

Managing the impact of new development on NYCC's highway networks is a key function linked to the Local Highway Authority (LHA) status as a statutory consultee in the planning process. In its position as a consultee in the planning process the LHA is able to recommend to the Local Planning Authority (LPA) but not direct how it determines an application. This contributes to the delivery of plan objectives by contributing to economic growth whilst ensuring road safety requirements are met, endeavouring to minimise environmental impact of proposals and seeking healthy travel options through Travel Planning whilst providing the best possible access to services for the new developments. In delivering these aims there is a need to manage public expectations in what can be delivered through the planning process and the extent of the powers and influence NYCC has as highway authority in the planning process.

Impact on the Local Highway Network

NYCC takes a proactive approach to its input to the planning process as the LHA. Within North Yorkshire there are ten planning authorities; seven are District Councils, two are National Parks plus the County Planning Authority. This presents a challenge in delivering consistency across the huge geographical area and in the logistics of meeting differing priorities and deadlines. The matter is further complicated by the varied nature of the highway network, from the central urban cores of the two major towns of Harrogate and Scarborough, to the remote rural settlements via the numerous market towns which characterise the County and the largest military base in Europe at Catterick Garrison.

To deliver this key contributor to Economic Growth the LHA will continue to deliver a professional service whilst refining the well-established delivery mechanisms to provide a service which is responsive to emerging changes in the Planning process.

The delivery mechanism is based on a central team and seven geographically based Area teams with the workload split between the central and local team along the following lines:

Central Team

- setting policy and local standards
- Advice and guidance to LPAs on their Plans
- significant applications
- Larger applications (supported by a TA)
- delivery of developer funded works

Area Teams

- standard applications
- smaller applications (with no TA)
- verge crossing applications
- verge crossing delivery

Key elements of the LHA input to the Planning Process

- Pre-application advice
- Formal LHA response to application
- Responses to Local Plans and Public Consultations
- Section 106 requirements (s106 of the Town and Country Planning Act 1990)
 - A section 106 agreement is used to secure financial contributions from a developer to fund improvements to the highway
- Section 278 agreements (s278 of the Highways Act 1980)
 - This legal agreement between the Council and a developer allows the developer to carry out works to the existing public highway (for example, the construction of new access/junction improvement or improved facilities for pedestrians and cyclists)
- Section 38 agreements (s38 of the Highways Act 1980)
 - This legal agreement between the Council and a developer enables the highway authority to 'adopt' any new roads (and associated infrastructure) constructed as part of the development. Adoption means the highway authority agrees to undertake future maintenance of the road at the public expense.
- Managing the delivery of developer funded works
- Setting local standards

Considering these enables the LHA to ensure the advice it provides to the planning authorities is:

- Impartial professional advice based on National and local Policy, Guidance and protocols
- Advice which contains the input from the diverse range of internal transport related disciplines in a single response underpinned by the relevant Guidance
- Advice which has been established in consultation with the relevant external parties. This is particularly important when development will impact on both the local highway network and the Strategic Highway Network (trunk roads and motorways) managed by Highways England. The two authorities work together to ensure that advice is consistent or where there are any differences these are recognised and can be defended. This practice is now endorsed by the Highways England document 'The strategic road network Planning for the future'¹

Any advice the LHA provides to the planning authorities will be constrained by the content of the documents submitted in support of application and the Planning Legislation. Whilst much can be done by negotiation, to endeavour to align NYCC's and the developers aspirations, in the end an application must progress or be refused on the actual merits of the submitted application. If these do not trigger a "severe" impact on the highway network, as defined in the Department of Communities and Local Government's National Planning Policy Framework (NPPF), there is little the LHA can do to resist the development.²

¹ www.gov.uk/government/uploads/system/uploads/attachment_data/file/461023/N150227_-_Highways_England_Planning_Document_FINAL-lo.pdf

² www.gov.uk/government/publications/national-planning-policy-framework--2

In considering all planning applications the LHA will always give priority to considering matters relating to highway safety. This will be linked to other issues such as growth and economic development, the convenience of all road users, reducing journeys by car, and future maintenance of the network.

Where necessary the LHA will be ready to defend its advice through the appeals process.

Transport Assessments (TAs) and Travel Plans (TPs)

Transport Assessments (TAs), Transport Statements (TS), and Travel Plans (TPs) are supporting transport planning documents which support a planning application. They set out the impact that the proposed development will have on the local highway network, and present the mitigation identified for reducing this impact. These documents will continue to be key tools in assessing the impact of developer's proposals. TAs and TS are required to assess the impact of development on the highway and transport network surrounding the development whilst Travel Plans identify the developer's proposals to reduce the amount of traffic associated with the development by encouraging the use of alternative modes of transport to the car. The absence of detailed National Guidance on the content of these documents will result in the LHA preparing local policies and protocols to ensure the submitted TAs and TPs adequately address all the issues of concern on North Yorkshire's highway network. In preparing this local guidance the LHA will give consideration to other available advice such as Highways England's '*The strategic road network Planning for the future*' guidance.

The local requirements will need to ensure that all readers can regard TAs and TPs as truly impartial giving a fair and robust assessment of the proposed developments. The document will set trigger points for assessment and mitigation taking account of the nature of the county's highway network and the need for developers to fund the mitigation of the impact of their development in a local context. The mitigation can take many forms from providing substantial junction improvements to funding busses to reduce the traffic that will be generated.

The local highway authority will continue to seek appropriate developer funded mitigation that meets the tests of NPPF by being necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development. The proposals will also need to be deliverable without third party land and in an appropriate timescale. The County Council cannot require developers to fund works that are not necessary for the development. Developer funded works cannot resolve existing problems or satisfy aspirations, they are only required to mitigate the cumulative impact of the application in question together with any adjacent developments which the planning process considers as 'committed development'.

The LHA will continue to work with the LPAs to establish appropriate area wide traffic and transport models of key settlements and conurbations. Where these exist the LHA will expect developer's proposals to be assessed using the available modelling.

Travel Plans will continue to be assessed in accordance with NPPF. They will need to reflect the emerging links between travel planning and the health agenda.

Design Standards for Developer Funded Works

Design Manual for Roads and Bridges (DMRB) is the national standard for trunk roads which NYCC as the LHA also applies to roads where traffic takes priority. Manual for Streets (MfS) is the national standard for residential or lightly trafficked streets.

The LHA now has a formally approved matrix to inform which of these standards to use; it is based upon a Movement and Place matrix. Where Movement takes priority DMRB is the appropriate standard and when Place takes priority MfS is the appropriate standard. Application of the matrix results³ in residential areas being designed to MfS with through routes on busy roads with no Place function having a DMRB standard.

The determination of which standard is applied can influence the suitability of a site to be developed as DMRB requires higher design standards including greater visibility splays appropriate for locations where vehicles take priority.

Parking Standards for Development

NYCC has re-introduced minimum parking standards for residential development. This is interim advice to accommodate the high volume of residential development coming forward. Building on this interim advice it is proposed to conduct a full review of all standards for parking at residential, employment, retail and other types of development and adopt these through the usual consultations and approval processes.

Residential Estate Layouts

Within residential areas where place functions take priority the LHA will continue to expect layouts to constrain vehicle speeds to 20mph; this should be done without the introduction of vertical speed reducing features (e.g. speed humps) except for tables at junctions.

Where new schools are to be built as part of a wider new development the layout of the whole estate will be expected to provide safe routes to school so that all children can be encouraged to walk and / or cycle to school. Footway routes will continue to be sought to all play areas to enable good road safety habits to be established.

Developers will be encouraged to follow the advice of MfS layouts to provide attractive pedestrian routes which help to discourage the need to use cars for short journeys. The Council recognises that the MfS advice in some cases conflicts with the Police “Secure by Design” guidance which prioritises security and defensibility. For example, the “Secure by Design” guidance advises against footways linking cul-de-sacs as they could potentially provide an escape route for criminals. Whilst recognising the potential conflict between the MfS and Secure by Design guidance, the LHA will continue to encourage walking through the provision of suitable walking routes on pedestrian ‘desire lines’.

³ www.northyorks.gov.uk/media/31211/Design-standards-for-developer-funded-works/pdf/Design_standards_for_developer_funded_works.pdf

Industrial Estate Roads

Many industrial estates are self-contained culs-de-sac serving no real benefit to the wider adopted highway network. In practice they form a drain on the LHA's maintenance resources with the high level of HGV use requiring a disproportionate level of maintenance particularly to maintain footways in an acceptable condition. The current practice of continuing to add such roads, which do not form a through route to the network as highway maintainable at the public expense would benefit from a review. A change to the current practice could allow the industrial estates to manage indiscriminate parking in a way the LHA cannot and remove the need for the LHA to maintain roads which are subject to heavy wear and tear.

Mechanisms for delivery of Developer Funded Highway works

NYCC will continue to deliver developer funded highway works using the most appropriate mechanism. The choice of mechanism will vary from site to site having regard for all the circumstances. The most commonly used mechanisms are described below:

S106 Agreements and Community Infrastructure Levy (CIL)

Traditionally off site highway works have been secured through the planning process using Section 106 Agreements, often pooling contributions from numerous sites to fund major infrastructure. This was sometimes supported by special planning policies which linked contributions to a formula based on site size or trip generation.

The CIL regulations were introduced by Government to provide developers with certainty about the value of contributions required in support of planning applications. The regulations apply a rate per square metre to cover the cost of delivering strategic infrastructure such as roads, schools, and affordable housing. They are administered by the LPA. To establish the infrastructure to be delivered by CIL the LPA is required to list everything they will be funding on a list; the Regulation 123 List.

The CIL regulations also restrict to a maximum of five the number of Section 106 contributions which can be pooled for a specific piece of infrastructure. The detail of CIL and its administration is still evolving. The County Council will need to ensure it is able to respond to the changes and have the necessary processes in place to continue to protect the wider interests of the travelling public.

Section 278 and Section 38 Agreement Works

NYCC will manage developer proposals and programmes in a proactive way to facilitate growth, minimize network disruption, and optimise the use of the authority's limited resources.

Section 184 Agreement Works

Where developer proposals will not result in the addition of new highway to NYCC's network, simple works in the existing highway to provide access to the site will be controlled through licencing under Section 184 of the Highways Act 1980. The Council will continue to require contractors delivering these works to be suitably qualified through New Roads and Streetworks Act (NRSWA) qualifications, to carry adequate liability insurance and to be suitably experienced. A process to remove contractors who do not perform from the approved list will be established.

Seeking Third Party Funding

The current development market is placing pressure on the viability of many sites partly through the level of infrastructure needed such as roads, schools, affordable housing, and abnormal ground conditions. This is balanced by an increase in opportunities for securing external funding, for example through the Governments Local Growth Fund. NYCC will work with external partners and developers where appropriate to bid for and secure external funding to deliver infrastructure to facilitate development. For example, the work to be undertaken in 2015 at key junctions on the A6136 at Catterick Garrison has been secured in partnership with Richmondshire DC with assistance from Defence Estates and will provide additional junction capacity to facilitate delivery of Richmondshire District Council's housing allocations in the key growth area of Catterick Garrison.

Local Plans

NYCC highways will continue to support and advise the LPAs in the preparation of their development plans through the development of key policies, selection of sites and the identification of appropriate mitigation. Where necessary the LHA will support and assist the LPA through the examination in public processes. However where LHA advice has not been included in the plan for adoption the LHA will need to bring this to the attention of the Examiner.

Conclusion

The advice provided by NYCC as LHA in considering developer proposals is professional, defensible, in accordance with standards, based on the application submitted and will secure the appropriate levels of mitigation to ensure the development will not create future issues for NYCC as LHA.

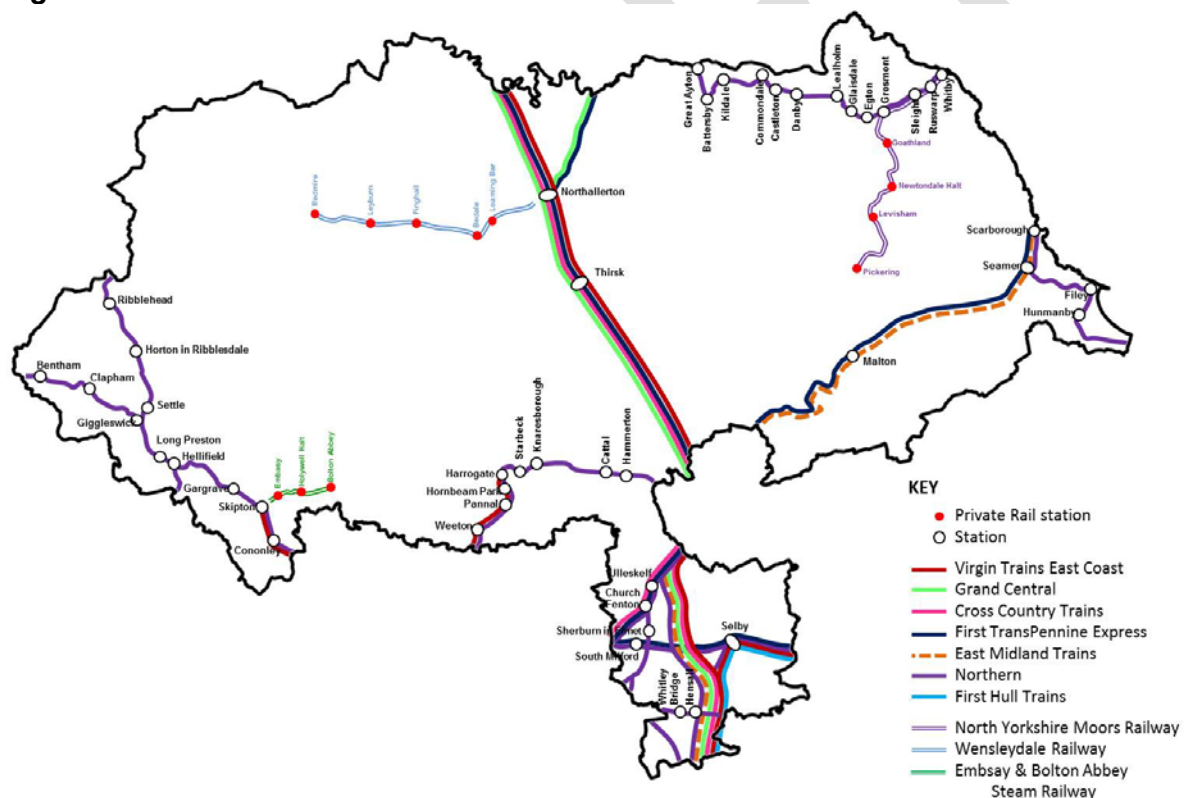
3d - Rail

Railways are a driver and facilitator of sustainable economic growth and social wellbeing connecting cities, towns and communities across the UK, the North and within North Yorkshire.

Some 7.3 million rail journeys are made annually to and from the 46 stations within North Yorkshire. Two stations record over 1million users a year (Harrogate at 1.4m, and Skipton), a further three stations over half a million (Scarborough 910k, Northallerton 644k, Selby, 530k, Knaresborough 330k) and 6 others, (Hornbeam Park, Malton, Thirsk, Starbeck and Cononley) record usage over 170,000 passengers a year. Over the last ten years rail patronage in North Yorkshire has grown by just under 2 million extra journeys, a 36% increase, and in the year 2013-14 it had grown by 6% delivering over 400,000 extra journeys.

Overall there are 260 miles (418km) of rail routes in North Yorkshire.

Figure 3d-1 Rail network in North Yorkshire



The above map highlights the rail network in North Yorkshire where national franchised operations, local franchised operations and open access operators provide the following principle rail services:

- Inter City East Coast franchise to and from London and Scotland serving Skipton, Harrogate, Selby, and Northallerton

- TransPennine Express: North East and East coast Via York and Leeds to Manchester and Liverpool, serving Northallerton, Thirsk, Scarborough, Seamer, Malton and Selby
- Northern Rail: Local Franchise services to York and Leeds serving Harrogate, the Dales, Skipton, Esk Valley & Selby.
- Grand Central: Open Access to London serving Northallerton & Thirsk
- Hull Trains: Open Access to London serving Selby

There are three Heritage Rail operators in North Yorkshire that are not part of the National Rail Network. They are North Yorkshire Moors Railway, Wensleydale Railway Company, and Embsay & Bolton Abbey Steam Railway.

Our responsibilities and influence

The County Council does not have direct responsibility for the management of the rail network. The majority of the rail network infrastructure is managed by Network Rail on behalf of the Government and regulated by the Office of Rail and Road. Rail services are provided by private Train Operating Companies as a franchisee under contract to Secretary of State for Transport or open access i.e. commercial operation.

This arrangement is however changing with greater powers being devolved from central government for the specification and management of local franchised services; for North Yorkshire this means greater influence over TransPennine and Northern rail services. To accommodate and deliver additional devolved powers a north of England association of Local Councils and incorporated body have been established. North Yorkshire County Council (NYCC) together with the other 28 Local Transport Authorities across the North of England are part of the formal structures that create the Association of Rail North Partner Authorities and as one of 11 regional representatives sit on the board of the incorporated Rail North Ltd. Together these bodies oversee the work of Rail North to manage the TransPennine and Northern franchises and implement the Rail North Long Term Rail Strategy¹.

In the short term, Rail North is working with the Department for Transport (DfT) under a formal Partnership Agreement. The declared ambition and purpose of the Partnership is to move Rail North to a position of full devolution when sufficient maturity and competence can be demonstrated.

Alongside more direct involvement through Rail North, we continue to work with and influence the Department for Transport for longer-term planning and funding opportunities; Network Rail who are responsible for rail infrastructure, investment and safety of the railway; High Speed 2 in development of and connectivity with future high speed networks; Train Operating Companies for timetable and service improvements and Local Authorities to develop our plans and achieve the best outcomes for residents and transport users in North Yorkshire.

¹ www.railnorth.org/strategy/

Strategic Context

In March 2015 the then coalition government, together with the key northern cities published the Northern Powerhouse: One Agenda, One Economy, One North². This sets out an ambitious programme of achieve transformational change and rebalance the economy of the North. The Northern Powerhouse has been endorsed by the current Government and in the summer budget of 2015 announced £30m pa to create a statutory body, Transport for the North, and to progress this work.

Central to the direction of the northern powerhouse is greater devolution of powers and freedoms to determine local priorities and spending at the devolved level. Progress on transport devolution has been made in relation to rail devolution with the creation of Rail North as mentioned above.

Transport for the North (TfN) is continuing to develop a strategic vision for the North, and will publish a final version of The Northern Powerhouse by March 2016. Alongside this NYCC produced a Strategic Transport Prospectus identifying its strategic transport priorities.

When considering strategic transport at north of England level NYCC has identified its aspiration, 'to ensure that that all parts of North Yorkshire benefit from and contribute to the success of The Northern Powerhouse'. In this context our Strategic Transport Priorities are:

- Improving east – west connectivity (including Trans Pennine links)
- Improving access to High Speed and conventional rail
- Improving long distance connectivity to the north and south

To address these priorities we have identified a series of rail improvements. These include:

- Transformational change of the Leeds-Harrogate-York Railway Line delivering improved journey times, increased frequency, modern high quality rolling stock and customer service and ultimately electrification.
- Access to High Speed rail where 85% of North Yorkshires population can get to an HS2 hub (York, Leeds, Darlington) within 40 minutes
- 75% of the population to access a conventional railway station within 20 minutes
- New rail infrastructure to enable Leeds–Newcastle in 60 minutes with phase one allowing Leeds–Harrogate in 15 minutes
- Journey time reductions and increased frequency on Scarborough–York line

We will work with all partners to identify short, medium and long-term deliverables through the relevant organisations and processes including Network Rail's Long Term Planning Process (to 2043), Yorkshire Rail Network Study, North East Rail Network Study, North of England Route Study and East Coast Route Study (to 2023/ 24) and The Rail North Long Term Rail Strategy and the emerging work of Transport for the North.

² www.gov.uk/government/uploads/system/uploads/attachment_data/file/427339/the-northern-powerhouse-tagged.pdf

Stations

Stations are gateways to the communities that they serve and can act as a catalyst for housing and economic growth. We will review the facilities at each railway station and work with Rail North, Train Operating Companies and local communities to help deliver an agreed standard for our stations.

The work on stations will include developing Station Facilities Audits for each station, where access to the station, facilities at the station, car parking, interchange with other transport modes and signage will be assessed.

Station infrastructure often doesn't keep pace with changes in demand and to accommodate recent significant growth in rail usage, future new housing and commercial developments and to support economic growth of local areas NYCC will identify opportunities for improvements to current stations and identify potential sites for new railway stations in North Yorkshire. Taking account of the service improvements proposed by the rail industry, including improved frequency, reduced journey times and better connectivity together with developer led investment, we will maintain a prioritised list of North Yorkshire station improvement aspirations.

Harrogate as the busiest station in North Yorkshire is highest on the list of priorities; Thirsk has been identified as offering potential significant benefits to the East Coast Main Line as well addressing current access issues; Crosshills has been identified in recent work as a potential strong case for a new station and Seamer has grown significantly in the last ten years with large housing growth close by.

We will carry out initial outline business case feasibility studies to quantify the value of any station improvements / new stations and where the work provides a satisfactory Benefit Cost Ratio, we will continue to develop proposals to "ready state" to implement when funding is available.

Community Rail Partnerships (CRPs)

The Government has a programme of support for Community Rail Partnerships based on its 2004 and 2007 Community Rail Development Strategies. The current strategy aims are:

- Increasing ridership and revenue
- Managing costs down
- Greater involvement of the local community
- Enabling local rail to play a larger role in economic and social regeneration.

There are four Community Rail Organisations operating in North Yorkshire:

- Esk Valley Railway Development Company – Whitby – Middlesbrough
- Leeds – Lancaster – Morecambe CRP
- Yorkshire Coast CRP – Scarborough – Hull
- Settle & Carlisle Development Company / Friends of Settle & Carlisle

The Invitation to Tender for the Northern franchise demonstrates a much stronger commitment to CRPs and the new franchisee will be required to provide £0.5m pa of funding for the North's 18 CRP organisations.

Alongside the Rail North management of the Northern franchise including CRPs, NYCC will continue to support and work with the Boards of the CRPs. We will facilitate work on increased frequency, improved journey times, encouraging community engagement, wider marketing and improving the passenger / community experience.

Rail Line Re-openings

The County Council supports, in principle, proposals for rail reopening in the County, on identified routes such as Skipton to Colne and Harrogate to Ripon / Northallerton.

In the past many of the line re-openings were considered to be "local schemes" and therefore required local funding. The Council will only actively support opportunities for line re-openings where these are demonstrated as of National or pan North of England importance. National or pan North strategic importance will be assessed on the basis of the contribution to network resilience, improved strategic connectivity, the delivery of greater capacity or improved rail freight opportunities.

In all cases North Yorkshire County Council will only work with railway industry and local stakeholders where there is common agreement to develop a proposal.

Future of Rail

On the East Coast Main Line, over £240m is being spent by Network Rail on infrastructure, increasing capacity, reducing journey times and improving reliability. With investment in new InterCity Express trains and the franchise holder's commitment to further investment, including a new timetable with 6 direct services between Harrogate and London, the route is set to be transformed by 2020.

The re-franchising for both the Northern and TransPennine services has produced invitations to tender that are transformational. In North Yorkshire this will result in many routes having increased frequencies, additional Sunday services, new or modernised trains and better customer focus. With greater local input into the management and development of the franchises through Rail North it is felt that we can achieve the rail services that are needed for the North.

High Speed connectivity with proposals for HS2 network linking London –midlands– Sheffield-Leeds–York and the North East in the early 2030s and the work of Transport for the North on HS3, providing fast frequent and reliable links between Northern Cities provides opportunities now for the Council to develop its plans for good connectivity for North Yorkshire to and within these networks.

Private investment such as the Potash Mine near Whitby (improvements planned for the rail service on the Esk Valley) along with other planned housing and economic growth in North Yorkshire all combine to facilitate growth in rail.

The County Council remains committed to ensuring North Yorkshire benefits from the growth and investment in our railways and will continue to influence decisions to achieve the best outcome for the County.

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3e - Bridges and Highway Structures

The County Council owns and maintains 1,709 bridges and 250 kilometres of retaining walls on the road network throughout North Yorkshire. We also are responsible for the surfacing over bridges that we do not own, these are 220 Network Rail bridges, 23 Canal and River Trust bridges and 56 disused railway bridges.

Legal Responsibilities

In accordance with the highways Act the Highway Authority is required to maintain all the structures owned and maintained by the authority so that they are fit for purpose and safe to use.

The County Council achieves the two requirements; fit for purpose and safe for use by adopting an asset management plan. The highways asset management plan details the levels of service and the procedures and standards that have to be complied with so that we comply with our duties in accordance with the Highways Act.

Maintenance of Structures

Every bridge that is owned and maintained by the authority is inspected visually for faults every two years; this is called a general inspection. We have an annual rolling programme of 854/855 bridges examined each year. So every two years we have data which covers all 1709 bridges which have been examined and there is then a complete picture of the condition of the asset. We inspect all structures in accordance with the Code of Practice for Highway Structures and BD63/07 Inspection of Highway Structures.

We carry out Principal Inspections on bridges which are either a complex structure, carry high numbers of vehicles, or are on Principal or A-roads. We have a list of 72 bridges that receive a Principal Inspection, which means the bridge gets a close up inspection everywhere from foundation to superstructure.

We carry out 40 diving inspections of bridges on the faster flowing rivers throughout the county on a rolling six year programme which gives us information on the state of the structure below the water line, about how the bed of the river is moving, and if scour action is occurring so that we can plan works to resist the action of scour. During times of flood we inspect the bridges using divers to ensure that they are still structurally sound and safe for use. It is our policy to keep bridges closed to all traffic and pedestrians when they have been flooded until we have checked them. It is very easy to underestimate the damage caused by floods. Storms in 2000 and 2005 caused £2.5 million and £3.6 million of damage to bridges over a very short period of time in one case less than six hours.

The authority has two maintenance programmes each year. One is Capital funded and the other is Revenue fund. Capital works are planned using a two year rolling programme of strengthening schemes, major maintenance or modifications such as widening. Revenue works are planned on an annual programme of small jobs which are safety related, wear and tear or minor repairs to a wall or bridge. Works which are safety related will always take priority over others with this limited budget so there will be structures that are not perfectly

presented, that will have pointing missing and do look untidy but they are still safe to use. All projects are prioritised using the data collected from the bridge inspections; principal and general. The two year rolling programme of capital works is prioritised according to the available budget and the priority of the work.

Ancient Monuments and Listed Structures

Road users use all our structures on a daily basis and some of these structures are Ancient Monuments and Listed Structures. There are twenty five Ancient Monuments and seven hundred and eighty Listed Bridges in the bridge stock. In keeping with the required laws the maintenance of these structures is carried out using materials and techniques in keeping with the age of the structure. There are procedures which have to be followed to get consent to carry out repairs on either of these types of structure which can involve input from several agencies. We have in house and externally the expertise available to design schemes and supervise the works. The same inspection regime is used for these bridges the only difference between them and the rest of the bridge stock is that they are either priceless or a factor of two or three times the cost to replace a standard bridge if damaged.

Retaining Walls

We have 250 kilometres of retaining wall which support the highway in multiple locations across the county. Many of these walls are made with local stone and are not pointed in the same way that a modern wall is. These walls are called mass or gravity retaining walls and they are, if built correctly, very good at supporting the land around them.

Accident damage to Structures

Vehicular damage to bridge and walls costs the County Council a great deal of money each year when the accident is not reported. All damage should be reported in the first instance to the County Council so we can check to see what action needs to be taken to make the structure safe.

Weight Limits

In compliance with EU statutes the County Council has strengthened four hundred weak bridges during the period 1990 to 2014. We currently have twelve permanent weight limits that protect weak bridges which are exempt from the requirement to be strengthened due to listed status or the fact they were limited before the statute came into law. It is the Council's policy not to place a weight limit on a structure unless it is due to a strength issue on the bridge. There are thirteen other weight limits on bridges in the County owned and maintained by others. We do from time to time have temporary bridge weight limits on bridges when they are being maintained but these are normally removed when the project is completed.

3f – Air Quality and Noise

North Yorkshire is a special place for everyone to live, work and visit, and maintaining the local environment helps it to remain this way. The County has large areas of outstanding and unspoilt natural environment, however, it is recognised that transport can impact on the environment in terms of both air quality and noise levels.

The government estimates that the annual cost of road traffic noise in England is around £10 billion. Both road traffic noise and traffic related air pollution can harm our health and wellbeing. The government estimates that air pollution is expected to reduce the life expectancy of everyone in the UK by 6 months on average at a cost of approximately £16 billion per year.¹ Furthermore, there is growing evidence that transport related air quality problems cause more deaths every year in England than road accidents. Poor air quality can also have economic impacts, for example reduction in crop yields, and also contributes to climate change. The government estimates that the annual social cost of urban road noise is up to £10 billion² this is significantly greater than the impact on climate change (£1 to 4 billion).

The protection of the environment is an important consideration for the County Council when managing existing transport infrastructure and networks as well as planning for future transport schemes. Environmental impacts, including air quality and noise, are outlined in the LTP Objectives³. What we will do to manage air quality and noise transport related issues over the LTP4 period is detailed in this section.

We recognise that nationally a reduction in air and noise pollution can be achieved through improvements in car technology including the application of new technologies such as the addition of stop-start functions, reduced nitrogen and carbon emissions, electric vehicles, and further reductions in tyre noise limits. In general terms we can actively promote economic growth and new developments that are sensitive to the environment. We will also seek proactive solutions which ease congestion and consequently the air and noise pollution that can blight areas of congestion.

Air Quality

Transport is one of the major contributors to poor air quality. This is because air pollution is likely to occur at locations with high volumes of traffic. This includes locations with traffic congestion where queuing vehicles emit pollutants and also where there are buildings close to a road which can result in pollutants being trapped in a 'canyon' effect.

¹ Air Quality: Economic Analysis <https://www.gov.uk/guidance/air-quality-economic-analysis>

² Noise Pollution: Economic Analysis <https://www.gov.uk/guidance/noise-pollution-economic-analysis>

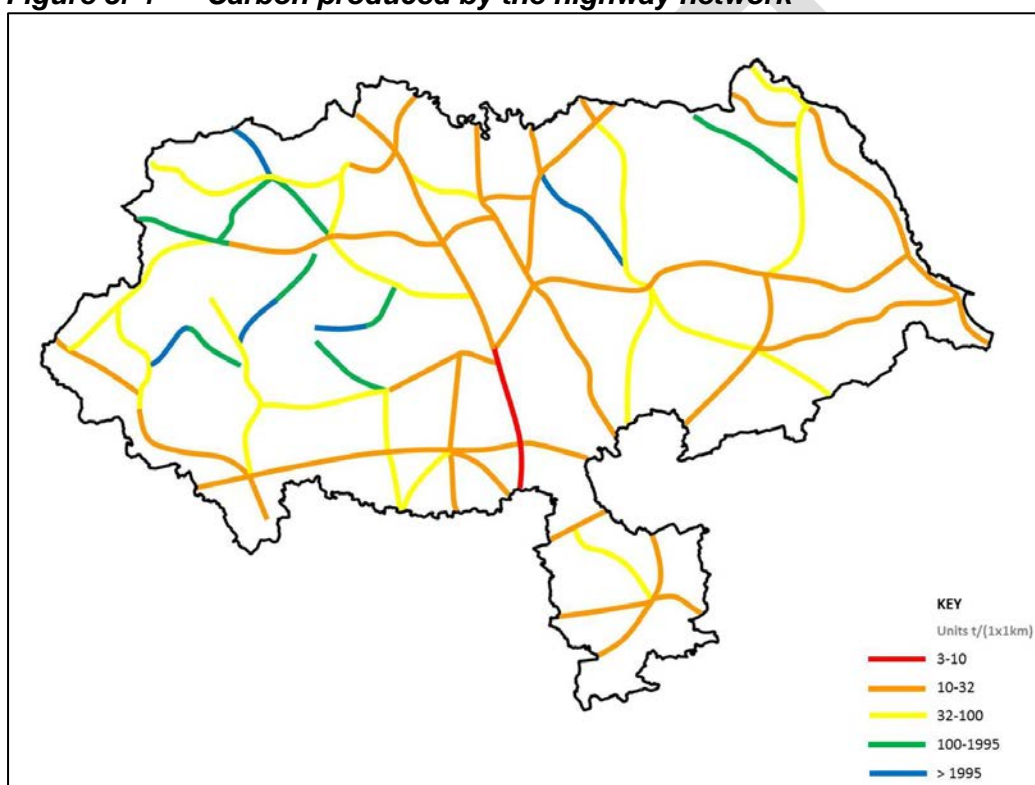
³ See Part 2b – Environment and Climate change for more information

Carbon Emissions

Carbon dioxide is a component of greenhouse gases and transport is a source of around 20% of CO₂ emissions in the UK with road transport making up over 90% of this⁴.

As indicated in Part 2b⁵, carbon emissions in North Yorkshire are particularly high on the main highly trafficked road networks, including the A1 (M) and in urban areas (red line on Figure 3f-1). Whilst carbon emissions are not monitored on a local basis we have an aspiration to reduce these emissions from transport. We will encourage people to travel by sustainable modes of transport where they can be considered an appropriate alternative to the private motor vehicle, particularly in urban areas. We also recognise that ultra-low emission vehicles can also help to reduce greenhouse gas emissions and we are currently reviewing the County Council's policy with regard to Ultra Low Emission Vehicles (ULEVs).

Figure 3f-1 Carbon produced by the highway network



As a County Council our rolling fleet renewal helps to make sure our vehicles meet the latest environmental standards and the highest possible miles per gallon. As a recent example the combined CO₂ emission savings over three years compared with the previous pool car vehicles prior to 2013 is estimated at 14.24 tonnes. We are also currently trialling several electric vehicles for our pool cars.

⁴ Making the Connection, Office for Low Emission Vehicles, June 2011

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3986/plug-in-vehicle-infrastructure-strategy.pdf

⁵ See Part 2b – Environment and Climate change for more information

Local Air Quality Management

The Environment Act 1995 sets out the statutory duty for local authorities to review and assess air quality in their area against national standards and objectives. In North Yorkshire local air quality management is the responsibility of the district councils. The seven district councils monitor air quality in their area and must take action where problems are identified. As the highway authority for North Yorkshire, we have a statutory duty to cooperate with district councils where any air quality issues are identified to be from the use of local roads.

The review and assessment of air quality is the first stage of local air quality management. The district councils monitor and assess whether air quality for a number of pollutants exceeds, or is likely to exceed, the objectives set out in the Air Quality Regulations (as prescribed by the EU). These include pollutants that may be caused by vehicle emissions, including nitrogen dioxide and particulate matter. Particulate matter describes condensed phase (solid or liquid) particles suspended in the atmosphere. The district councils are required to monitor PM₁₀ (particles with a diameter less than 10µm).

There is no current obligation on local authorities to measure PM_{2.5} concentrations (particles less than 2.5µm in diameter). However, as the EU does require the UK to monitor PM_{2.5} the government meets this requirement using data from national monitoring networks. The government anticipates future reductions in total PM emissions due to a reduction in exhaust emissions from diesel vehicles; however the non-exhaust traffic sources including tyre wear, brake wear and road surface abrasion will still be a source of particulate matter.

Air quality is considered a problem if it could impact on human health, and consequently part of the local air quality assessment carried out by the district councils considers if residential dwellings are in close proximity to the road. If at the detailed assessment stage one or more of the air quality objectives are not met then an Air Quality Management Area (AQMA) should be declared.

In North Yorkshire there are several AQMAs due to nitrogen dioxide relating to road transport emissions. An AQMA is declared if current or projected levels of nitrogen dioxide (NO₂) reach, or are likely to reach, the (annual mean) objective of 40 micrograms per cubic metre (40 µg/m³) as prescribed by the Air Quality Regulations. Where an AQMA is declared the local authority must produce an Air Quality Action Plan to try to introduce remedial measures to improve air quality and therefore meet the air quality objectives. We will work closely with the district councils to address any air quality issues arising from the use of the County Council's road network, especially where an action plan has been developed.

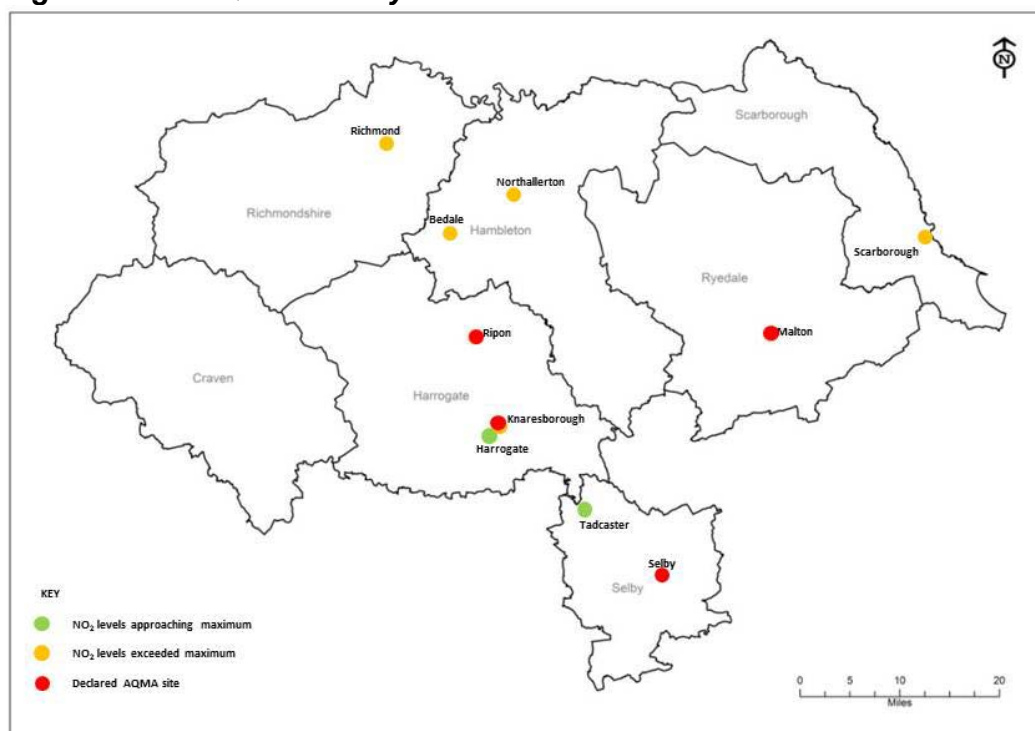
Areas of concern

The air quality in the majority of the County is of a good standard; however there are a few locations where transport has contributed to localised air quality issues within built up areas. There are several AQMA sites in North Yorkshire:

- Bond End, Knaresborough
- Butcher Corner, Malton
- Low and High Skellgate, Ripon
- New Street, Selby (to be declared in 2016)

Further information on the air quality, including the monitoring process, is available from individual district council websites. There are several other sites in North Yorkshire which have already, are predicted to, or are close to exceeding the (annual mean) objective of 40 micrograms per cubic metre (40 µg/m³) and are therefore monitored regularly. The aim is to try to prevent these sites from exceeding the objective and make sure an AQMA does not need to be declared.

Figure 3f-2 AQMA sites by District



Funding

In terms of funding for mitigating the impact of air pollution we will support district councils in seeking air quality grant funding available from the Department of Environment, Food and Rural Affairs (Defra). We will also identify any potential measures that could be funded from developments that have a direct impact on an AQMA. As and when necessary we will investigate capital funding opportunities to deliver infrastructure measures to address air quality problems.

Where opportunities for securing external funding arise we will use this to good effect to promote sustainable modes of travel. A recent example is the Local Sustainable Transport Fund where use of public transport, walking and cycling was promoted to encourage people to use less polluting modes.

Related plans, policies and protocols

Before the end of 2016 we will review and update the County Council's transport related air quality policy. At the appropriate time this will be made available within Part 4 (Plans, Policies and Protocols) of the LTP4.

What we will do regarding Air Quality

As the local highway authority we will continue to work with district councils to try to mitigate the impact of transport on air quality, especially where an AQMA is already, or likely to be, declared.

New development

Each local planning authority is responsible for identifying potential developments that could introduce new receptors (residential dwellings) at sites at risk of air pollution or new developments where generated traffic will make local air quality worse elsewhere in the locality. We will support the planning authorities in this role. We will also encourage measures to promote environmentally friendly forms of transport including provision for Ultra Low Emission Vehicles (ULEVs), and travel planning to consider alternatives to reduce reliance on the private car particularly in urban areas, for example car sharing or walking and cycling.

Greener modes of transport

We will encourage the use of more environmentally friendly modes of transport such as walking and cycling⁶ and the use of public transport, particularly within urban areas⁷.

We will also encourage bus operators to run more fuel efficient and, where appropriate, LPG or electric buses on urban routes. We may also identify minor road schemes that could improve bus journey times thereby making the bus more appealing. Where appropriate we will work with the rail operator to improve rail services and increase rail passenger numbers.

Whilst we have no direct control over the majority of travel choices for those in the County, we will aim to lead by example in terms of sustainable travel. County Council staff will be encouraged to travel to work using sustainable modes like buses and trains, walking and cycling. Car sharing and combining trips will be promoted both in terms of travelling to work and travelling for work, for example meetings. In addition consideration will be given to avoiding unnecessary travel where possible, such as using teleconferencing.

Technology and improved traffic flow

We will implement measures that reduce congestion and have a resulting positive impact on air quality. These measures may include improving the efficiency of traffic signals.

We will identify and use new technology to deliver air quality benefits through improved and steady traffic flow, and priority for cyclists, pedestrians and public transport. The potential of dynamic pollution responsive traffic management systems will also be considered

Other transport schemes

We have already worked successfully in partnership with district councils to implement new transport infrastructure which has a positive impact on air quality. In Malton and Norton the County Council and Ryedale District Council worked with Highways England to deliver the A64 Brambling Fields junction improvement which has removed traffic from Butcher Corner which is a declared AQMA.

⁶ See Part 3k - Walking and Cycling for more information

⁷ See Part 3a – Buses and Community Transport, and Part 3d – Rail for more information

The Bedale Aiskew and Leeming Bar Bypass is currently under construction and due for completion in Autumn 2016. It is anticipated that this will remove some of the traffic from Bridge Street, Bedale which is currently experiencing exceedences in the nitrogen objective.

We are currently reviewing the Harrogate traffic model to help consider potential options for a long term relief road. If this scheme is considered viable this is likely to reduce congestion in Harrogate town centre and route traffic away from locations with poorer air quality.

Noise

The levels of noise within North Yorkshire are generally low, with significant parts of the County (particularly in the National Parks) considered tranquil. Whilst some noise is to be expected, particularly in urban areas, excessive noise can impact on health and wellbeing. Noise pollution can be unpleasant and can lead to health impacts including disturbed sleep and longer term adverse health effects such as cardio-vascular problems. The World Health Organisation estimates that over 40 per cent of the UK population are affected by traffic noise.

Environmental noise comes mainly from transport sources including road, rail and aviation. The European Commission requires member states to seek to reduce the impact of noise on their population. As a result the government has introduced the 2006 Environmental Noise (England) Regulations which relate to the assessment and management of environmental noise.

Road transport noise can come from a variety of sources including engine noise, tyre noise and braking by larger vehicles. The County Council are unable to control noise from individual vehicles, however the government seeks to control this noise through mandatory noise emission standards for new road vehicles and noise limits for tyres.

Noise mapping and action plans

The European Commission requires the government to create noise maps indicating the public's exposure to environmental noise and adopt action plans based on the noise mapping results. These are to be updated on a 5 year cycle, with the latest update to the noise mapping anticipated in 2017. The action plans are expected to investigate and if necessary manage noise issues including identifying appropriate noise reduction measures.

The Department of Environment, Food and Rural Affairs (Defra) has produced noise maps based on the results of computer modelling. These maps indicate sites with high levels of environmental noise, including from roads. Defra has listed a number of Important Areas where the top 1% of worst affected people are located. It is anticipated that these Important Areas will be prioritised by the relevant authority for investigation through the noise planning process to determine if noise from these roads is excessive as indicated by the modelling. Where appropriate and where funding permits measures could be implemented to control the impact of noise from road traffic alongside the relevant planning authority. These measures would vary greatly from location to location.

Funding

In terms of funding for mitigating the impact of transport related noise nuisance as and when necessary we will investigate capital funding opportunities to deliver infrastructure measures to address noise issues. We will seek contribution from new significant development towards mitigation of noise impact on roads identified in Defra Noise Action Planning process.

Related plans, policies and protocols

Before the end of 2016 we have plans to review and update the County Council's transport related noise policy. At the appropriate time this will be made available within Part 4 (Plans, Policies and Protocols) of the LTP4.

What we will do regarding Noise

We will, as highway authority, work with Defra and any other relevant authority on Noise Action Planning where possible and within our available financial resources.

In North Yorkshire Defra has identified noise hotspots located on main roads, particularly where there are higher traffic volumes and with properties close to the roadside. We will liaise with Defra and undertake a review of the Important Areas where the noise source is from a County Council managed road. This review will include a consideration of the levels of noise at each location and an investigation of potential mitigation measures to reduce the impact of the road noise. Although a review of the important areas will be conducted before 2017 it is anticipated that this work will be on going as the Defra noise mapping progresses.

Where possible, we will seek to reduce the impact of traffic noise from new highways schemes on residential areas, for example, by re-routing of traffic away from sensitive receptors or if appropriate, the use of low noise surfacing. We will also continue to seek to reduce the impact of transport related noise from the existing network where this is feasible and increase the take up of sustainable travel modes.

3g - Strategic Transport

Providing a strategic vision of how North Yorkshire's transport networks can be improved in the future is vital to ensuring the continued economic success and prosperity of the County, whilst also encouraging and developing economic growth.

The County Council is committed to completing a comprehensive Strategic Transport Plan, which will set our key strategic transport priorities, proposed schemes and interventions and how we propose to work with key delivery partners. It is expected that the first iteration of the Strategic Transport Plan (STP) will be completed in spring / summer 2016. It will then be reviewed and updated regularly to reflect changes in funding developments associated with local planning authorities Local Plans.

The STP will be used to inform further development of the YNYER Strategic Economic Plan and identify major transport schemes which the County Council will seek to deliver through funding bids to Government (e.g. the Local Growth Fund) and from developer contributions.

Strategic Transport Priorities & Proposed Solutions

To assist the County's economy to grow and develop, NYCC as a member of the York, North Yorkshire and East Riding (YNYER) Local Enterprise Partnership (LEP) has agreed a range of strategic transport priorities which are included in the YNYER Strategic Economic Plan. These are as follows;

1. Improving east-west connectivity
2. Improving access to the rail network, both conventional and high speed rail
3. Improving long distance connectivity to the north and south
4. Ease congestion in key growth towns
5. Enhance the reliability of our transport network

These priorities will form the basis of our STP, and any planned interventions by NYCC will seek to contribute to these priority objectives. Whilst the STP has yet to be completed a number of schemes and initiatives are already in development. Further details of the Strategic Transport Priorities are set out below.

Improving east-west connectivity

As with much of the North of England, North South links in North Yorkshire are good, in contrast our east west links are relatively poor. This alongside the relative poor connections to major economic centres has resulted in the districts of Scarborough, Ryedale, Craven and Richmondshire, not performing to their full economic potential.

Improvements to east west links will help to boost the economic performance of these areas, by improving access to businesses, unlocking housing growth and enabling them to be accessed easier from other areas of the Country and the strategic transport network (e.g. A1(M) and East Coast Mainline).

2016-2030 – Short to Medium Term Improvements

The A64 and A59 are our two primary east west corridors, with both experiencing poor journey times and journey time reliability. Much of this is due to long single carriageway sections, with higher volumes of slower moving traffic such as caravans, agricultural vehicles and HGVs. With limited overtaking opportunities, slow traffic speeds increase journey times and uncertainty over journey times.

Significant reductions to overall journey time is unlikely to be achieved by 2030, however the Council recognises that improving the reliability of journey times is something that is achievable in this time scale. As such during LTP4 we will be developing proposals for improvements to both corridors.

A64 Improvements

- Working closely with Highways England, we will support the upgrade of the A64 to dual carriageway standard between the Hopgrove Roundabout in York and Malton.
- Working closely with Highways England, we will support the introduction of selective overtaking lanes and 2+1 running on the A64 between Malton and Scarborough

A59 Improvements

- Introduction of three additional climbing lanes (overtaking opportunities) between Harrogate and Skipton, including a major realignment at Kex Gill which would also address a significant major landslip risk.
- Review and further develop proposals for a Harrogate Relief Road, to help ease congestion through Harrogate Town Centre, which would address both urban congestion issues as well as improving journey time reliability along the A59 east west corridor.
- Improvements to Junction 47 of the A1 (M) to increase capacity at this junction.

Outside of the County we are supportive of proposals by East Riding and City of York Councils for improvements to the A1079 and A1237 York Outer Ring Road respectively. Additionally we are committed to working closely with Highways England to further improve the A66 corridor between Scotch Corner and the M6.

Rail Improvements

- Upgrade of the York – Harrogate- Leeds Railway line. Double tracking of the single track sections of this line is taking place over the next 10 years; however the Council is working with partners to try and secure full electrification of this line.
- We are also supportive of proposals to reduce journey times between York and Scarborough.
- We are strongly supportive of improvements to the Trans Pennine rail network that provides key links between the County and the major city regions across the North of England

2030-2045 - Longer term aspirations to improve east west connectivity in the County include the following:

- Improving access to Whitby by improving road & rail links to Teesside
- Further strengthen road and rail links along the M62 & A63 corridors between Hull / Selby and the A1 / M1.
- Significantly improve Cross Pennine Connectivity between Craven and East Lancashire, including the potential reopening of the Skipton Colne Railway.
- Development of parkway stations close to the Leeds – Harrogate –York railway.

Improving access to the rail network

NYCC recognises the importance of the proposed HS2 and HS3 rail networks and the benefits to the County that they may bring¹. In order to fully realise those benefits it is essential that the residents and businesses within the County are able to access HS rail networks easily.

As such we aim to ensure that at least 80% of the population of the County are within 40 minutes journey time (road or rail) of an HS2 gateway at York, Leeds or Darlington. This will be achieved through:

- Recognising the role that conventional rail will play in providing access to high speed networks NYCC would like to see further improvements to the existing rail network to reduce journey times and improve journey time reliability,
- Developing an Access to HS2 & Rail study looking at improving local access through road infrastructure developments and public transport improvements to existing services and also new high speed services.

Conventional rail networks will play an important role in linking in to the high speed network, but at the same time it is essential that existing rail infrastructure continues to be improved. NYCC recognises that a key issue for continuing rail usage is access to local stations. As such we will develop options for the following across our existing network;

- Development of “parkway” stations which are easily accessible from a wide rural hinterland that could supplement and / or replace existing station facilities.

Improving long distance connectivity

Existing north south links are generally good. The A1(M) / A19 corridor is a key growth area within the County and has seen significant recent investment up to 2015, with further improvements to the A1(M) between Leeming and Barton due to finish in the early part of the LTP4 period. The existing East Coast Main Line is an important rail route and will remain so post the start of HS2. The introduction of HS2 will help to strengthen north south links and further improve connections with London and the wider national and international economy.

¹ See Part 3d – Rail for more information

Nevertheless we would like to see further improvements being made to north south links, these include.

- Upgrade of the A168 / A19 corridor between Dishforth and Teesside to Expressway standard
- Improvements to the A1 (T) south of the M62 to Doncaster.
- Introduction of HS2
- Upgrade of East Coast Main Line & Trans Pennine networks, to increase capacity and reliability of the network, including further recognition of its role as a key freight route to access major port facilities at Teesport. To achieve this we would be supportive of a new rail link from Leeds to Harrogate (potentially pre 2030) then to Ripon and Northallerton (post 2030). This would open up additional capacity on the East Coast and also release capacity at Leeds Station.

Ease congestion in key growth towns

The LEP identified Harrogate, Scarborough, Malton, Skipton, Selby, Northallerton, and Catterick Garrison as growth towns in North Yorkshire. The County Council recognises the importance of these towns to the overall economy of North Yorkshire and as such will investigate and develop, where applicable, proposals to reduce urban congestion. Likewise we will look at options to address congestion issues elsewhere in the County.

During LTP4 the Council will:

- Continue to develop plans for Harrogate Relief Road to help reduce congestion in Harrogate Town Centre and improve east west access
- Work with District and Borough Councils to identify schemes to relieve significant existing local congestion issues
- Work with District and Borough Councils to identify schemes to address potential future congestion that could be a constraint on future growth

Enhance the reliability of our transport network

NYCC recognises the importance of a good quality highway network² to sustain economic growth in the County. As such the County Council will continue to explore options for funding packages for targeted maintenance schemes aimed at supporting the economy. This will support and complement our existing maintenance programme.

Existing Scheme Review

The County Council holds basic proposals for a range of major (those costing over £5m) transport schemes across the County. These proposals include bypasses and relief roads of several villages and towns. As part of the development of the STP, the Council is reviewing each of these schemes to ascertain whether they present a strong economic case for implementation and contribute to our strategic transport priorities and as such are likely to receive Government funding in the foreseeable future. Those that do meet these criteria will

² See Part 3h – Highway Maintenance for more information

be retained as proposals, and may be developed further, whilst those that do not meet the criteria may be removed from our potential major schemes programme.

Linking with Regional and National priorities

Northern Powerhouse

North Yorkshire fully supports the Northern Powerhouse proposals, which seek to better connect the six northern City Regions (Liverpool, Manchester, Leeds, Sheffield, Newcastle and Hull). The County is at the geographical centre of the Northern Powerhouse with the main transport infrastructure of the eastern areas of the Powerhouse running through the County.

The County, due to its already thriving economy is not solely the place in between the city regions, but is an important economic centre, with economic performance rivalling some of the city regions. Through the production of our Strategic Transport Prospectus we have begun the process of demonstrating where the County fits within the Northern Powerhouse proposals and how our identified strategic transport priorities will help to contribute to the development and success of the Northern Powerhouse.

Local Plans

The County Council recognises the importance of transport in the development of Local Plans. We will continue to support Local Planning Authorities in the production, implementation and review of their Local Plans. We are committed to continue to upgrade existing and develop new traffic models, to help assess the impacts of new developments on the transport network and to identify what infrastructure is required to support proposed new developments.

The Council will work closely with planning authorities in the production of transport proposals that will enable and support housing and business growth, both in existing settlements but also in any new settlement proposals.

Transport for the North

The Council recognises the role that Transport for the North will play in delivering transformational change to the key transport across the North of England. We are committed to working with TfN in the delivery of key transport projects, both road and rail based.

YNYER LEP – Strategic Economic Plan

The Council fully supports the objectives of the Strategic Economic Plan (SEP), and will continue to actively contribute to further updates of the plan, to ensure that the SEP and the NYCC Strategic Transport Plan are closely aligned and complement one another.

Working with Partners

The Council fully recognises that to address many of the strategic transport priorities there will need to be effective coordination and cooperation between numerous partners.

The County is committed to working closely with Network Rail, Highways England and where appropriate neighbouring authorities and LEP's to deliver identified schemes and interventions.

The County is a key partner in the YNYER LEP, and through this has strong working relationships with City of York and East Riding of Yorkshire as well as the business community of the LEP area.

Funding Opportunities

The sheer size and scale of many of the proposed schemes is such that the County Council is unlikely to be able to fund these schemes alone. In order to fund proposed schemes, the Council will work closely with delivery partners, (including District Councils, Highways England, and Network Rail) to access available funding sources (public and private sector) on both a local and national level.

We will work closely with local planning authorities to access appropriate developer based contributions (Section 106 and Community Infrastructure Levy based funding) to help support our strategic transport objectives.

Additionally due to their complexity and the necessary statutory processes the lead in time for delivery of strategic transport schemes from inception through to delivery can be over many years (up to 10 years or more). The Council will develop a comprehensive prioritised delivery plan for strategic transport schemes, ensuring that when opportunities become available we are in a position to present a strong case for funding.

We will continue to work closely with the YNYER LEP to produce scheme proposals, ensuring that these meet their objectives and that they can be submitted as proposals to funding streams such as the Local Growth Fund.

3h - Highway Maintenance Theme

Highway Maintenance includes the upkeep of all highway assets. Although usually thought of as roads and footways; highway assets also include cycleways, bridges, drains, street lights and signs.

Whilst Structures and Street Lighting are detailed in separate sections of the LTP¹, this theme will focus on maintenance of our other highway assets.

The need to use our roads and footways is common to everyone in the County. To enable people to travel, our network of highways needs to be maintained and kept in a suitable condition. We also recognise the economic benefits of good highway maintenance which enables the timely movement of people and goods. A 2010 YouGov survey of UK businesses of varying sizes found that around 57% of businesses incurred additional costs due to increased journey times, damage to vehicles and increased fuel costs due to congestion caused by poorly maintained roads. SME businesses (which the majority of North Yorkshire businesses are classed as) are particularly affected by the condition of local roads which can reduce their competitiveness. Consequently we recognise that it is important to ensure roads are well maintained to reduce journey times, damage to vehicles and fuel costs as far as possible.

Many years of underfunding of highway maintenance by successive Governments has led to most highway authorities slowing the rate of deterioration of the network rather than improving its condition. The County Council has made some progress in improving the condition of some roads and footways, whilst also reducing the rate of deterioration of the network.

Yet, with the impact of the recent harsh winters and other severe weather events for example a tidal surge in 2013, together with the reductions in transport budgets, maintaining improvement in the condition of the network will be very difficult. To maximise the efficient use of our limited maintenance funding we have adopted formal scheme identification and prioritisation methods for highway maintenance. We monitor the condition of large elements of the road and footway network on an annual basis. The results of these surveys are used to identify required maintenance schemes across the County.

The County Council adopt an Asset Management approach to maintaining the highway. Known as Highway Infrastructure Asset Management (HIAMP) it ensures that we get the best value from our limited funding. The HIAMP method includes a life-cycle based approach to highway maintenance. We focus our activities on those treatments which stop deterioration and prevent further decline in an assets condition and only undertake major reconstruction of assets at the end of their life, when preventative treatments are unsustainable and expensive reactive repairs for safety are required.

¹ See Part 3l - Street Lighting and Part 3e – Bridges and Structures for more information

The operational management of highway maintenance is carried out by seven area based highway teams. Area team boundaries match those of the seven local District Councils, with the highways offices located in Richmond, Thirsk, Whitby, Kirkby Misperton, Skipton, Boroughbridge and Selby. This allows a locally focused approach to delivery of the highway maintenance service in what is by area the largest County in England.

Our Policy Documents

As the County Council is the local highway authority, it has duties and responsibilities placed upon it by the Highways Act 1980 and we have separate published policy documents to cover these responsibilities:

- Highway Maintenance Plan (HMP)
- Highway Infrastructure Asset Management Policy (HIAMP)
- Highway Safety Inspection Manual (HSIM)

Management Hierarchy

The County Council manages all road types within the County, excluding trunk roads and motorways which are the responsibility of the Secretary of State for Transport and managed by Highways England.

With the budgets we have available, it is not possible to manage and maintain all roads and footways to the same level, however, we do ensure they are all safe. For example, it is not necessary to maintain a minor rural road running between two small villages to the same standard as an 'A' class road, as the latter is used by a significantly higher number of vehicles. To make the best use of the money available, the County Council has therefore adopted a hierarchy for management of the highway network. This hierarchy helps us to prioritise maintenance schemes to make the best use of our available funding.

The hierarchy works on the principle that a road should be managed to a standard appropriate to its use. The use is defined by the volume of traffic and its purpose (strategic links, commuter routes, housing estate roads). Based on this, each road is allocated a category. This principle is derived from 'Well-maintained highways: a good practice guide to highway maintenance management'.

A hierarchy has been developed for footways and cycleways too, which is also based upon usage. Busier footways in pedestrian areas and shopping streets are inspected on a monthly basis. If inspections identify dangerous defects, then these are resolved immediately.

Other categories of footway are inspected on a less regular basis. However, as with busier footways, dangerous defects are rectified immediately.

For highway maintenance, the hierarchy informs decisions on matters including:

- Inspection frequency to ensure highways are safe;
- Money for maintenance;
- Winter maintenance such as gritting and snow clearance; and,
- Other policies (e.g. verge cutting, gully emptying etc.).

Inspection Techniques

The surveys of condition use a mixture of visual and machine based techniques to measure the condition of stretches of road and footway. The survey type varies dependent upon the category of highway in the hierarchy and the requirements to report the Single Data Set of Indicators to central government. All our surveys are industry standard condition surveys undertaken by accredited staff.

Identification of Maintenance Schemes

The information obtained from surveys is collated and processed using a computerised system in order to identify defective sections. These locations are then subjected to a further detailed visual survey to clarify the extent of the defects. Locations are then prioritised across the County for possible maintenance schemes.

These locations are prioritised based on:

- Maintenance treatment required
- Condition index score that reflects the need for maintenance
- Scheme efficiency (e.g. is it good value to repair an adjacent section of footway, which is in poor condition, whilst also completing a carriageway repair?)
- Cost estimate of completing the maintenance scheme
- Life Cycle Plan of the asset

A list of prioritised maintenance schemes is produced for each category to match the available budgets. Any very short lengths requiring maintenance are added to other programmes for minor localised patching works.

Repair Methods

For each problem identified there are likely to be a number of different solutions available (see below). For highway maintenance the selection of the most appropriate solution depends on the problem that exists. For example; slippery roads will probably require some type of surface treatment to restore skid resistance; a road with minor pothole damage will probably only require patching to make it waterproof; whereas a more deep-seated structural failure will require full reconstruction.

Maintenance Schemes

Maintenance issues identified from network surveys will be addressed using the most appropriate solutions.

There are three principal types of maintenance scheme as follows:

Basic Maintenance

These are smaller scale and routine repairs to the highway network, such as pothole repairs, patching and haunching (rebuilding the edge of the carriageway), which are designed to repair defective areas. These repairs maintain a satisfactory running service and prevent structural deterioration from occurring.

Surface Treatments

These are non-structural treatments laid onto the existing surface which prevent further deterioration and extend the life, before further maintenance is required. This is achieved through sealing the surface and preventing water from penetrating the structure. Surface treatments usually improve skid resistance as a side-effect. Surface treatments are relatively cheap costing around £3.50 per square metre and so in many cases are the best options for extending the life of the highway.

Resurfacing and reconstruction

Where the structure of the carriageway or footway has deteriorated to a level at which patching or a surface treatment is prohibitively expensive we can undertake resurfacing or reconstruction schemes to restore the structural integrity. This brings the highway back to its original condition. R&R schemes are expensive costing up to £50 per square metre (14 times as much as a typical surface treatment) and as such are only used when necessary.

The type of scheme selected will be determined by the severity of the problem, the hierarchy, local conditions, category of the highway and how best value for money can be achieved. The County Council will select options to preserve and prolong the life of the highway through Basic Maintenance and Surface Treatments before investigating more major Resurfacing and Reconstruction options.

Minor Repairs

The County Council carries out regular safety inspections identifying small scale defects, such as potholes. These inspections form the basis of the network wide programmes of minor patching, repairs and associated basic maintenance work. If identified defects are deemed to be dangerous then an immediate repair is undertaken to ensure that the defect is rectified. In some cases this may be a temporary repair which is replaced at a later date by a permanent repair.

In addition to the regular inspections, the County Council responds to issues raised by its customers through the Customer Resolution Centre. As and when a problem is identified, an inspection will be carried out to establish if any repairs are required. If repair work is deemed necessary, suitable action will be planned. If repair work is not deemed necessary at this stage, the defect will continue to be monitored to ensure that public safety is maintained.

Programme management

A close level of management is undertaken to ensure that schemes are delivered within budget and on time. This management also enables any other potential issues to be identified early and for appropriate action to be taken. Additionally, effective programme management allows for works to be coordinated alongside other planned Street Works, minimising disruption to transport users in the County.

A two-year rolling programme is currently used to allow for early planning and design and the development of a three-year rolling programme is planned.

Delivery of the LTP is not undertaken solely by the County Council. There are many public, private and voluntary sector organisations involved in the delivery of the LTP and wider transport services. This chapter will give brief details of the roles the main organisations and partnerships undertake.

highways North Yorkshire (hNY)

The highways North Yorkshire partnership consists of the Highways and Transportation service unit of the County Council, our Framework consultants, and Ringway Infrastructure Services (RIS) contractors. Together they deliver most elements of the highways service for the County. This includes:

- Day to day management and maintenance of the highway network
- Snow clearing and gritting
- Identification, design and construction of maintenance schemes
- Identification, design and construction of the majority of improvement schemes
- Traffic surveys, transport studies, traffic modelling
- Development of transport policies and strategies

The County Council sets the policies, identifies maintenance and improvement schemes and carries out some design work. Our consultants provide consultancy services for the County Council which involves some scheme identification, scheme design and site supervision when schemes are constructed. RIS are currently the main contractor for the County Council highways service and carry out the day to day maintenance works on the highway and construct the majority of maintenance and improvement schemes.

3i - Public Rights of Way

North Yorkshire plays host to over 10,000km of Rights of Way, a third of which lie within our two designated National Parks. The Rights of Way do not sit independently to the rest of the County's footways and cycleways, rather they are linked together to create a network of access, where people may use a quiet road or street, a footway, a bridle path and a public footpath to complete their walk or leisure activity. The integration of Rights of Way into holistic transport planning allows the whole network to be more effectively developed and managed in a way which can cater for all users, help increase choice, and encourage a switch to more sustainable forms of transport in the future.



Public Rights of Way include all of the following:



Footpaths – over which the right of way is on foot only



Bridleways – available for pedestrians, horse riders, and pedal cyclists



Restricted byways – for all traffic except mechanically propelled vehicles i.e. except for motor vehicles or motorbikes



Byways open to all traffic – carriageways over which the right of way is on foot, on horseback and for vehicular traffic, but which are used mainly for walking and cycling



Cycle tracks – a way over which there is a right of way on pedal cycle and possibly also on foot. (Cycle tracks arise as a result of conversion from footpath to 'cycle track' under the Cycle Tracks Act 1984 or a construction under the Highways Act 1980).

It is acknowledged that there are many unrecorded rights which may still exist. The Department of Environment Food and Rural Affairs (Defra) has urged all highway authorities to ensure that any unrecorded footpath, bridleway and restricted byway rights are recorded on the Definitive Map and the Statement by 2026, even if they are already included in the List of Streets as highways maintainable at public expense. This could therefore include alleys, cuts and ginnels in older residential areas, footpaths in new residential developments, and other well used routes in urban and rural locations which may not be either recorded on the Definitive Map and Statement by 2026, and may not be covered by exceptions issued by the Secretary of State. Rights of Way remaining unrecorded on the definitive map by 2026 are likely to be protected by transitional arrangements being covered in new regulations currently being developed by Defra. The remainder will no longer be able to be recorded on the Definitive Map beyond 2026. NYCC along with Yorkshire Dales and North York Moors National Parks are striving to record all active Rights of Way on the Definitive Map.

Other public access

Routes that are not designated as Rights of Way, but are open for public access might include:

- Open space such as parks and green spaces around communities
- Access provided on their own land by public bodies such as the Forestry Commission, Yorkshire Water and British Waterways
- Access provided by trusts and charities, such as the National Trust and the Yorkshire Wildlife Trust
- Access provided by private estates, for example country houses open to the public

Open Access routes

Areas of Open Access are defined as mountain, moors, heath and down, as well as registered common land. These areas are identified and mapped by Natural England and provide a right of access on foot only. In North Yorkshire the total area of open access land is 181,158ha. The largest concentration is found in the Yorkshire Dales National Park with 95,387ha, the North York Moors National Park with 48,851ha, and in Nidderdale Area of Outstanding Natural Beauty (AONB), as well as small pockets of access throughout the rest of North Yorkshire.



Open Access has provided a much larger area for the public to explore, and the Park rangers are able to help landowners and the public to improve the opportunities for this. For example, they may be able to help by installing stiles or gates to prevent walls that have been damaged by people climbing over them. They may also be able to install additional signage or information points, or perhaps install new access routes to an area of accessible land.

Manage, Maintain, Improve

Landowners, the County Council, and the public each have responsibilities for Rights of Way. The public can do their part by following the Countryside Code, closing gates, protecting plants and animals and taking litter home. Among our responsibilities are protecting the Rights of Way network, making sure paths are free from obstructions and that the furniture is easy to use and in good condition.

The County Council maintains the majority of the County's Rights of Way as the Highway Authority, and have the overall responsibility for all routes. However, Rights of Way in the National Parks are maintained by the National Park Authority on behalf of the Council. This theme discusses the role of the National Parks in more detail below. Outside the national parks, maintenance of Rights of Way is taken care of by our countryside access officers, area rangers and a team of countryside volunteers. Some of the work our maintenance team does is:

- Repair broken stiles and gates
- Install signposts and waymark paths
- Liaise with landowners to resolve problems
- Check obstructions and survey paths
- Survey and maintain long-distance and promoted routes
- Supervise volunteers and contractors

Most local Rights of Way, that is footpaths, cycle tracks, bridleways, restricted byways and byways open to all traffic, are unsealed (i.e. unmetalled or unsurfaced). They may be surfaced with loose gravel whilst others are entirely unsurfaced or use a natural surface, like natural bed rock. This means that where the relationship between supply and demand is out of balance and the route is heavily used relative to its surface, the route may become degraded. This relationship clearly needs careful management in order to ensure that all unsurfaced Rights of Way are available for future generations of users to enjoy.

Local Transport Plan funding for Rights of Way

Although they are part of the wider highway network the Government formula that allocates LTP funding for improvements to and maintenance of the highway network does not take direct account of the Rights of Way network. As such, at a time when LTP funding for the surfaced highway (roads, footways structures etc.) is already insufficient there is very limited scope for funding the maintenance or improvement of Rights of Way from the LTP.

However, as a general working practice the County Council will consider funding works on Rights of Way from LTP money when those works make a significant contribution to the LTP objectives. In practice this means that improvements to or maintenance of Rights of Way that provide access to services (e.g. a good route to schools, shops, doctors surgeries etc.) are much more likely to receive LTP funding than purely recreational Rights of Way (such as moorland or mountain top footpaths). The County Council has allocated capital funding for a pilot project for the maintenance of UURs (un-surfaced unclassified roads) which could potentially be extended further. Notwithstanding the above, any LTP funding for Rights of Way will have to compete on an equal basis with the rest of the highway network for funding.

Diversions

Landowners can apply to NYCC to move or divert a public right of way under the Highways Act 1980, if they can show that it is in their interest. For example, moving a footpath out of a busy farmyard, or moving a cross-field path to a route around the edge of the field, and they can demonstrate that the new route is not substantially less convenient for users. Public consultation is part of this process, and therefore objections or support can be made to a proposed diversion. Landowners usually have to pay the cost of processing and advertising a diversion order. Diversion orders may take months to complete and there is currently a waiting list in operation.

Definitive Map

The definitive maps showing Public Rights of Way are stored in hard copy format (paper copy) in County Hall in Northallerton. Anyone can request to view the definitive maps. Alternatively, the majority of Rights of Way are marked on an interactive digital map which can be found online¹.

Here, you can find out if there are any stiles, steps, gates or bridges on the paths and where there are sign-posts. This is helpful for route-finding or for picking an easier access walk if someone in your group finds stiles difficult to climb. The furniture items are regularly updated, but are not guaranteed, as they do change with land management needs.

Local Access Forums

There is a North Yorkshire Local Access Forum (LAF) which performs a statutory function as an advisory body under the Countryside Rights of Way Act 2000. Members are appointed to the Forum for the purpose of advising the Council and the National Parks Authorities on the improvement of public access to land in their area for the purposes of open-air recreation, and the enjoyment of the area. The Forum must consider the needs of both the users of those Rights of Way, and land owners or occupiers over which a right of way exists.

Reflecting the directives given to Forums by government, the North Yorkshire LAF has drawn up a set of principles which now underpin their work and advice:

- Work to see Rights of Way developed to redress the fragmentation of the network, connect communities and improve links to places of demand.
- Any new access should be at the highest rights practicable.
- All Rights of Way should be maintained to the standard required and where appropriate upgraded physically and legally to a higher standard.
- Develop more access opportunities to include the widest possible range of users.
- Raise awareness of how different users can enjoy responsible sharing of routes where appropriate, whilst supporting challenges to illegal use.
- Recognise the challenges of establishing new initiatives, such as coastal access, access to water, access to woodland, and dedication of land for public access.
- Whilst the creation of all access is welcome, it is noted that temporary access does not give the same public benefit of definitive (permanent) access.

¹ <http://www.northyorks.gov.uk/article/23590/Public-rights-of-way>

Yorkshire Dales National Park

The Yorkshire Dales National Park hosts 1869km of Public Rights of Way. The park rangers maintain the public Rights of Way within the National Park so that they remain safe and easy to use. These include footpaths, bridleways, restricted byways and byways open to all traffic.



The individual landowners are responsible for the crossing points such as stiles and gates, although the rangers will maintain them or assist landowners when requested.

The rangers are responsible for the maintenance of the surface of public Rights of Way, and look after small bridges on behalf of North Yorkshire County Council.

The rangers should be the first port of call for any enquiries about Rights of Way in the National Park including:

- Infrastructure such as gates, stile and bridges
- drainage works
- surfacing
- existing signage
- additional signage or way-marking
- obstructions to the free passage of the public
- authorising new crossing points if a landowner wishes to erect a fence, for example
- creations/diversions/extinctions of Rights of Way

Sixty two per cent of the Dales National Park is 'Open Access' where there is public access to the land on foot for activities such as walking, running and climbing.

More information about Rights of Way can be found in the Yorkshire Dales National Park Authority 'Public Rights of Way maintenance Plan', 2012-2017².

² Yorkshire Dales National Park Rights of Way Maintenance Plan 2012-17

North York Moors National Park

Around 2,200km (1,400 miles) of public Rights of Way provide the focus for walkers, horse-riders and cyclists to access the North York Moors National Park, and the vast majority of the open moorland, as well as Forestry Commission woodland, is now open access land and can be explored on foot.

The North York Moors National Park Authority is responsible for maintaining the public Rights of Way in the North York Moors Park. The Rights of Way network is continually evolving. During any year, a number of paths are subject to a diversion or modification. These changes are way-marked on the ground within the National Park as they come into force, but it may be some time before the changes appear on Ordnance Survey maps. Changes to routes are posted on the North York Moors website, and are posted as notices by local Parish Councils with the date when the change will come into effect.

The North York Moors National Park Authority has undertaken a community improvements scheme for Rights of Way and access paths. Work has been done to improve several footways and Rights of Way in villages in the National Park, from residents and visitors. The community involvement means the right prioritisation can be undertaken, along with the right level of intervention.

Rights of Way get inspected on a five yearly cycle which pick up on any serious degradation, though the more popular, promoted paths receive an annual inspection. Pre-emptive maintenance work occurs when the path will clearly soon become inconvenient for members of the public to use. If a member of the public identifies a problem regarding a Rights of Way in the North York Moors National Park it can be reported through their website.

More information about Rights of Way can be found in the 'North York Moors National Park Maintenance Plan', 2012³.

3j - Traffic Engineering

The term traffic engineering covers a broad range of services that includes collision investigation and prevention, traffic signals and the strategic management of on street parking across the whole county. The aim of the Traffic Engineering theme is to continue to reduce collisions, facilitate the movement of traffic and improve the infrastructure throughout the county's road network making users journeys safer and more enjoyable.

NYCC has already been working to the Safe Systems Approach¹, going forward this approach will be formally adopted. The Safe Systems Approach covers:

- Safer vehicles
- Safer roads and infrastructure
- Safer Speeds
- Safer Road Users
- Post-Crash response

Traffic Engineering focuses on Safer roads and infrastructure, Post-Crash response and Safer Speeds. This Safe Systems Approach is incorporated into the design of all highway improvement and maintenance schemes and will consider the safety of all road users on the network.

Collision Investigation and Prevention

The role of Collision Investigation and Prevention is primarily to prevent personal injury collisions from occurring on the highway. This is done through collision reduction studies at known collision cluster sites, fatal collision investigations and road safety audits.

Collision reduction studies

North Yorkshire County Council has a statutory duty under the Road Traffic Act 1988 to carry out personal injury collisions studies and take appropriate action to try to prevent these personal injury collisions from occurring on the highway. The Council carries out collision reduction studies at locations identified from:-

- **Cluster sites** – where four or more collisions have occurred within 100m radius for rural sites (speed limit greater than 40mph) or 50m radius for urban sites (speed limit of 40mph or lower). Locations that meet this criterion are subjected to detailed personal injury collision analysis and then where appropriate a cost effective collision reduction scheme is designed and implemented as soon as possible.
- **Route studies** – NYCC will continue with the development of its new routes analysis tool which, using a statistics based approach, highlights routes of concern for investigation. The tool will highlight locations where, compared to the surrounding area, it is unusual for personal injury collisions to be occurring. These routes are then subjected to collision reduction studies where detailed personal injury collision

¹ See Part 3b - Road Safety for more information

analysis is undertaken and where appropriate a cost effective scheme is designed and implemented as soon as possible.

- **In Year Clusters** – By focussing on 'in year' cluster sites the County Council is more reactive to the personal injury collision cluster sites on its road network. We will continue to produce 'In year' cluster site lists on a quarterly basis using a rolling year of personal injury collision data, which will highlight any emerging concerns on the network. We will focus our attention on sites with three or more personal injury collisions or sites with a high severity factor within the relevant search radius for urban or rural locations.

When investigating collision reduction studies detailed analysis is carried out to establish patterns. These could be the type of road user e.g. cyclist, motorcyclists, HGV, age of drivers or alternatively, weather conditions, time of day or clear manoeuvres such as loss of control on a bend. This information is used to inform the collision reduction study. In some instances a joint improvement and maintenance or joint improvement and education scheme is required to tackle the collision problem.

NYCC will continue to prioritise collision sites and implement improvements to reduce the number and severity of collisions. To ensure this happens, where possible, schemes are developed and implemented within the same financial year (or for those occurring late in the current financial year, as soon as practicable at the beginning of the following financial year).

We will monitor the effectiveness of collision reduction schemes using appropriate statistical techniques. This monitoring will help inform future collision reduction studies by highlighting the most cost effective and highest casualty savings for a certain engineering technique for a specific collision problem.

Fatal collision inspections

NYCC will continue to investigate all fatal collisions that occur on the road network and where appropriate recommend measures aimed at preventing collisions of a similar nature from occurring again. The fatal collision investigation is separate to any investigation that may lead to prosecution by North Yorkshire Police and will investigate all highway characteristics to establish whether these could have been a contributory factor in the collision. The investigation will look in detail at the highway vertical and horizontal alignment, drainage, road markings, reflective road studs, signs and the highway surface condition. NYCC will continue to prioritise fatal collisions and will carry out investigations in accordance with the timeframes set out in the County Council's Fatal Collision Procedure. Any recommendations necessary as a consequence of the fatal collision will wherever possible be implemented within 6 months.

Road safety audits (RSA)

We will ensure road safety audits are carried out on highway improvement schemes being undertaken by developers and NYCC. Road safety audits are carried out independently from the scheme designer or promoter. The objective of a road safety audit is to identify aspects of a highway improvement scheme that could result in future road safety problems and to suggest modifications that would improve the road safety of the resultant scheme. Getting

involved at an early design stage is important to ensure any potential safety concerns are identified. This plays a key role in the Safer Systems approach.

NYCC will continue to ensure its road safety auditors have the appropriate training and experience to enable them to be suitably qualified to carry out audits.

NYCC will provide quotations to developers for members of the traffic engineering team to carry out road safety audits for developer led schemes and will carry out these audits subject to the quotation being accepted. NYCC will also continue to carry out audits on internal led highway improvement schemes subject to the availability of the qualified team members.

Sign clutter and safety

North Yorkshire is a predominately rural county with two National Parks and a number of Areas of Outstanding Natural Beauty. As such the visual impact of installing signs and other infrastructure in the highway must be considered. NYCC will aim to remove unnecessary signs to de-clutter the highway environment because studies have found that a proliferation of signs can lead to reduced effectiveness.

Passively Safe Roadside Features

In addition to the de-cluttering of the highway, any sign or structure put in the highway must not be of a robust unforgiving nature that could result in severe injury to road users should it be collided with. These are called passively safe features. Passively safe roadside features include lightweight sign posts, lighting columns and vehicle restraint systems (crash barriers). They are designed to deform or break upon impact by a vehicle and reduce the severity of injury to road users in the event of such an impact. NYCC carry out a risk assessment on all new installations to assess whether a passively safe structure is required. This assessment looks at the speed of the road, vertical and horizontal alignment and previous collision history. The County Council has an approved Passive Safety Protocol.

Traffic Signals

NYCC is responsible for the maintenance and refurbishment of over 330 sets of traffic signal installations located across North Yorkshire. Over 100 of these installations are signalised junctions with the remainder being mainly signal controlled pedestrian crossings.. This number continues to increase as housing, shopping and industrial developments are constructed within the County.

Traffic signals are an important feature of the highway infrastructure as they:

- Improve facilities for vulnerable road users such as pedestrians, cyclists and equestrian users
- Improve congestion and safety at junctions
- Help facilitate the movement of traffic
- Manage traffic at locations such as swing bridges and narrow bridges.

Traffic signals can be used at complex junction arrangements and allow for priority or dominating arms and / or priority routes. Advances in the capability of traffic signals over recent years have led to much more intelligent systems enabling NYCC to better monitor, manage and maintain their traffic signals infrastructure.

Maintenance of traffic signals and faults

Traffic signal controlled junctions, pedestrian and cycle crossings are the key points of interaction between motorised vehicles and the most vulnerable road users in our society, it is therefore crucial that they are maintained to an appropriate standard. NYCC therefore aims to have all traffic signals fully operational and it has a traffic signal maintenance contractor to undertake maintenance and repair on all traffic signal infrastructure following annual inspections.

The Council prioritises traffic signal faults into three categories: Urgent 1, Urgent 2 and Non urgent faults. These faults are identified through the annual inspections, reports from members of the public, NYCC officers or by North Yorkshire Police officers and computer based programmes such as the remote monitoring system.

Urgent faults are allocated for any of the following issues:

- All equipment inoperable
- Equipment failing to change
- Equipment damaged or in a dangerous condition
- Defective equipment which is likely to cause excessive queues or abnormal traffic conditions
- Traffic signals showing multiple or ambiguous or conflicting indications
- Pedestrian phase inhibited
- Pedestrian push button unit not demanding
- Audible and/or rotating tactile device not working
- Where the NYCC authorised officer considers the fault requires urgent attention.

Urgent 1 category faults are those reported Monday to Friday between 08:00 and 22:00 and these should be attended within 3 hours of the report. Urgent 2 category faults are those reported on a Saturday or Sunday at any time or between 22:00 and 08:00 Monday to Friday. These should be attended within 4 hours of the report.

All other faults will be reported as non-urgent. Non Urgent faults should be attended within 8 hours of reporting.

Programme of traffic signal refurbishment

NYCC is committed to improving the traffic signal infrastructure and has an annual programme for refurbishment. Assessments are carried out on each traffic signal on an annual basis, this information is then analysed to prioritise sites for refurbishment. The refurbishment programme upgrades the signal equipment which leads to improved safety for pedestrians and reduced delays to traffic. The refurbishment programme helps reduce congestion, improves localised air quality and improves road safety. In addition the replacement of old equipment reduces the energy consumption of the system through the use of extra low voltage systems and LED signal lights.

Management of traffic

A brand new remotely hosted cloud based Urban Traffic Management & Control (UTMC) system is now operational in North Yorkshire and will help to reduce delays in the two major urban centres Harrogate and Scarborough. This consolidation of the County Council's traffic

control infrastructure onto a hosted system will lead to a significant year on year cost savings as well as improving system reliability.

NYCC will continue to promote the use of more sustainable transport methods and therefore will introduce Bus Pre-emption measures which will allow buses some priority at traffic signals. This will lead to increased efficiency of bus journey times by linking into the UTMC systems. We are currently considering the appropriate measures necessary on the A61, A59 and town centre in Harrogate which potentially could be rolled out to other areas of the County later.

Improvement to the signal infrastructure

The County Council is also committed to improving the method of control at traffic signal installations across the County. The most common system of traffic signalisation is called vehicle actuation (VA), has limitations in terms of the number of traffic lanes it can control, and how responsive it can be to changes in the traffic behaviour.

Microprocessor Optimised Vehicle Actuation (MOVA) is a product developed to overcome some of the problems associated with traditional VA control. It is more responsive to traffic conditions and often leads to a significant increase in capacity (and hence reduction in congestion and delays) at an isolated junction. The County Council has already introduced MOVA at a number of signalised junctions in urban areas and will continue to introduce MOVA when and where appropriate to improve efficiency.

Alternatively the introduction of Urban Traffic Control SCOOT (Split Cycle Offset Optimisation Technique) will optimise timings at existing VA controlled junctions. SCOOT links a number of sets of traffic signals together, and responds automatically to fluctuations in traffic flows. It is therefore beneficial to use this on urban routes with multiple, relatively closely spaced, signalised junctions in order to optimise traffic flow and minimise delay.

Car parking

There are three main types of car parking facilities:-

- Private car parks at homes or businesses owned and managed by the householder or business.
- Off street public car parks owned and managed by District Councils or National Parks² (although they could also include privately owned and operated).
- On street car parking which is the responsibility of the County Council.

In North Yorkshire the County Council is responsible for on-street car parking on the local highway network and the District Council and National Parks are responsible for most public off-street car parks. It is important that on-street and off street car parking are best considered together and therefore the County Council is committed to joint working with partners to provide a consistent approach to the public.

NYCC have adopted Civil Parking Enforcement (CPE) which transfers the power of enforcement for most on-street parking offences to the local highway authority. This enables the local highway authority to issue Penalty Charge Notices (PCN) to improve compliance of

² NYCC own and operate the 'Park & Ride' car parks in Scarborough and Whitby

parking restrictions. The primary purpose of CPE and parking is to aid the movement and safety of traffic by reducing inappropriate parking.

Parking Strategy

On street parking can be a sensitive matter for local residents, therefore NYCC will continue to develop its policies and strategies to ensure it complies with all relevant legislation when dealing with requests from the public.

Demand for car parking is closely linked to the number of journeys being undertaken by transport users. These journeys must begin and end at a parked location, whether this is a residential property, place of work, leisure facility, shopping destination or other location. The rural nature of the county means that many people rely on the car to access key services and sufficient parking provision at certain locations is required. NYCC will continue to look at viable alternatives to the car and therefore on street parking provision will be managed to encourage use of these alternatives such as Park & Ride facilities.

Effective on street parking management measures help to balance on and off street parking supply and demand. This inter-relationship should encourage drivers to park in designated on-street spaces for short visits and deter those wanting to park on-street for longer periods. NYCC will continue to work with its District Council and National Park partners to develop the links between on-street and off-street parking.

Residents Parking

Issues can occur where a significant proportion of residents and their visitors have difficulty in finding parking on the public highway close to their property and a reasonable alternative is not available. Parking displacement into residential areas can occur around:-

- Town centres
- Retail / leisure / tourist locations
- Large employers
- Railway stations

Residents parking schemes impose constraints on both residents and non-residents the implications of introducing them must be considered very carefully. As a result of recent public concerns the County Council has reviewed the assessment criteria in its current Residents Parking Policy.

3k – Walking and Cycling

With most of the county sparsely populated with small towns and villages, the road network is the main means of transport with some bus and fewer rail routes. The distance between these mainly very small communities also requires that people have to travel greater mileage in order to go about their daily lives. The latitude means that winter weather conditions are a significant issue as are the short hours of daylight from autumn to spring. Both of these factors impact on healthier travel modes such as walking and cycling, especially for getting to school or work.

We know that 40% of residents travel 30-60 minutes by car to get to work¹. Transferring many of these journeys from car to bicycle would make sense as a seasonal choice i.e. it will be cycle-able during spring and summer but not when commuting is entirely in the dark. By working with our partner councils and agencies we can identify and take up opportunities to enable healthier choices where these are realistic and achievable. We have to be practical about what can be achieved and at what cost but that does not preclude our vision and ambition to make healthier choices more available where we can.

Key Issues affecting Walking and Cycling

- Distance and length of journeys, weather and hours of daylight impact on people's assessment of whether a journey is practical and acceptable to them to walk or cycle
- Terrain – steep hills or long inclines can be off putting to many especially if they are just returning to walking or cycling
- Lack of confidence in one's own abilities, physical stamina and confidence in traffic to return to cycling or to walk longer distances.
- Concerns about safety as a cyclist or as a pedestrian – either for oneself or as a parent, for one's children
- Taking the easy and, frankly, lazy option is all too easy when a car is sitting on the driveway and we are already in the habit of using it
- Lack of safe and user friendly cycle storage and changing facilities at school/work/shops/ destination
- Reducing subsidised bus service network and connections
- Barriers to otherwise usable and attractive routes e.g. a difficult or intimidating road crossing, overgrown footpaths and bridleways

Importance of healthier travel

Walking and cycling has not been the norm for an entire generation, and it will not be easy to reverse this trend and develop healthier travel habits. Young people are accustomed to travelling in cars and on buses, but few regularly cycle or walk any distance or to school, especially if they live in a rural area. Children love to walk, scoot and cycle when given the opportunity, but parents or teachers fears often prevent them being allowed to do so. Older people have walked and cycled many miles during their lives but find current traffic and road

¹ See Part 2d – Access to Services for more information

conditions intimidating. Some alternative local schemes have developed but there are still gaps and places where another option would be welcomed and has the potential to help.

There are specific benefits to different areas of work and leisure, including people who live here those who visit here – cycling for leisure is a major and growing part of the visitor economy. Taking care of popular routes, making connections between segments of routes and encouraging the provision of cyclist friendly town and village centres and facilities. Finding circular walks or cycle rides from venues and visitor hubs could be improved.

Walking and cycling are the two easiest, most affordable and accessible means of exercise for almost everyone at any age. Their health benefits are real and are well documented. Even the most modest walk on a regular basis can make a major improvement to health and longevity. Further, more cycling to school and work would reduce congestion, parking requirements and improve health of employees (and employers) and pupils and students

What will we deliver?

We will seek to find funding so that we can appoint a Sustainable Travel Officer to provide expertise and information about how developers, employers and communities can plan and coordinate healthier and sustainable travel needs and opportunities within new developments and existing communities.

We will also seek and apply for any available funding to support healthy and active travel whether by us directly, in partnership with other agencies or authorities or by bringing opportunities to the attention of those who are eligible to apply.

We will incorporate appropriate additional training for our planning staff and highways engineers to enable them to understand how they can make small adjustments to new scheme designs and within routine maintenance that will help people to be able to walk or cycle more easily and safely.

The current financial climate and competing demands on the network mean that we are not in a position to plan and install hundreds of miles of off road cycleways or footpaths to satisfy commuters, leisure and sports riders throughout the county area. However, we are keen to support and provide for walkers and cyclists where we can. When funding can be found, we will prioritise our efforts to those places and uses where there is evidence of an existing or emerging cause for concern, where large events have triggered a significant increase in cyclists using a route e.g. Tour de Yorkshire, where new event routes are being proposed, and where existing facilities and routes can be connected through small additional elements

We will continue to take account of pedestrian and cyclists needs in maintenance and in new road schemes and within our planning considerations for new developments.

An elected member who will act as a Champion and advocate for the needs and potential of walking and cycling across council activity in policy and in service planning and delivery.

31 - Street lighting

Street lighting generally consists of roadway and footway lighting. Roadway lighting is provided by the County Council whilst footway lighting is most often provided by the district, town or parish council. In order to reduce public confusion, the County Council coordinates all communications (such as enquiries, comments etc.) on street lighting.

Roadway lighting is generally provided to improve road safety and personal security for transport users. It is also often a deterrent to property crime (car theft, burglary etc.) but this is not its main purpose. There are around 50,000 street lights operated by the County Council in North Yorkshire and it costs approximately £2.1m per year to power them.

Many street lighting columns are old and consequently there is an on-going programme of replacement based on routine testing and inspection. The Council has an on-going replacement programme for damaged or decrepit columns; since 2004 the County Council has replaced over 25,000 street lighting columns with equipment expected to last a minimum of 40 years.

Legal Responsibilities

There is no legal or statutory obligation for North Yorkshire County Council to provide or maintain roadway lighting except where there are road humps present and the speed limit exceeds 20mph. In these circumstances there is a requirement to provide one light either side of the road hump.

All other roadway lighting within North Yorkshire is installed and maintained at the County Council's discretion.

It is the Council's practice to install new street lighting in the following circumstances:

- All roundabouts
- Adjacent to road humps (where the speed limit exceeds 20mph)
- Traffic signal junctions that have a pedestrian phase
- Pedestrian crossings
- All new housing developments (unless the local Parish Council request a reduced standard scheme that they will maintain or where the rest of the village is unlit).
- As an accident reduction measure (subject to available finance)
- To prevent/minimise crime and antisocial behaviour (subject to available finance)

The street lighting service allows residents and visitors to access commercial, leisure and tourism activities outside of daylight hours, supporting the County Council's Social Inclusion Strategy. Street lighting also contributes to better community cohesion as it aims to reduce crime and the fear of crime.

Factors used to assess scheme benefits include; crime, fear of crime, proximity of services, hospitals, schools and sheltered accommodation. Priority is given to locations where children or older people are the primary stakeholders such as schools, routes to schools, and sheltered accommodation. In some cases gender and/or race are also considered where these groups are particularly at risk.

Maintenance

North Yorkshire County Council endeavours to keep all street lighting fully operational by undertaking proactive maintenance to all equipment on a fixed maintenance cycle. Depending on the lantern type the maintenance cycle can be either one visit every four or six years.

During the maintenance visit, all equipment is cleaned, a new lamp installed, a visual inspection is undertaken of all components, an electrical test is carried out and the street light is tested for correct operation. This process has helped reduce the number of defects from 12,500 during the 2004/05 financial year to 3,600 in 2014/15.

Approximately 5% of all street lighting defects relate to power supply failures that can only be repaired by the local Electricity Company. Within North Yorkshire there are three electricity companies, Northern Powergrid (Northern), Northern Powergrid (Yorkshire) and Electricity North West. These companies have different service level agreements for attending to street lighting power supply failures however, their average response time over the last 3 years has been 19 days.

The Council prioritises street lighting defects into emergencies, category 1 and category 2 defects.

Emergencies – 3 hour response

A 3hr response is necessary in order to react to any defect that poses an immediate risk to public safety. This can include lighting columns that have been damaged during road traffic accidents, an installation where live wires may be exposed such as a lighting column with a door missing, lighting columns loose in the ground which may carry a risk of collapse, or a loose brackets/lanterns which may fall off.

Category 1 Defect – 24 hour response

This constitutes a defect, other than an emergency, where it is deemed that a rapid response is required. This can include street lighting in critical locations such as pedestrian crossings, roundabouts or main road junctions, lighting adjacent to schools (in the Winter months) or where a section of consecutive street lights are defective.

Category 2 Defect – 7 day response

This constitutes any defect that is not an emergency or a Category 1 defect.

Since 1st April 2012, more than 95% of all street lighting defects have been attended within the prescribed timescales.

The County Council has a new on-line service that includes a map of almost all street lights in North Yorkshire. This allows customers to accurately select a specific street light and generate a fault report that will be passed instantly to the Council's street lighting team. In the event that the street light does not belong to the County Council the customer will be directed to the correct asset owner.

The Council's on-line system can be accessed at
www.northyorks.gov.uk/article/25604/Report-a-street-light-fault

Energy Reduction

There are increasing pressures on local authorities to make savings in energy consumption and service costs.

The current budget position has forced us to look closely at how we make best use of our resources to maintain those services that the public value most. Street lighting provision is one service area in which many local authorities have made significant energy and cost savings. Our current energy costs for street lighting provision in North Yorkshire are around £2.1million per year and we produce over 10,500 tonnes of carbon emissions (CO₂). The Council's energy reduction programme aims to reduce street lighting energy consumption by approximately £400k per year with an associated reduction in carbon emissions of over 3000 tonne.

All street lights in North Yorkshire used to switch on between dusk and dawn. Since the implementation of the energy reduction programme approximately 55%-60% of the street lights will switch off between midnight and 5am, when road use is at a minimum.

The potential for switching off each individual lighting column is assessed using the following criteria:

- Main traffic routes and road junctions (dimming may be introduced if appropriate)
- Locations with a significant night-time road traffic accident record
- Potential hazards in the highway such as traffic calming, speed humps and road crossings
- Parts of town centres that have concentrated night-time activity or economy
- Areas covered by Council or Police CCTV operations
- Areas with 24hr operational emergency services, including hospitals
- Lights outside sheltered housing and other residences accommodating vulnerable people
- Areas with a significant record of relevant night-time crime or anti-social behaviour

Any street light that does not meet one or more of the above criteria will be switched off between midnight and 5am¹.

¹ www.northyorks.gov.uk/article/25645/Street-lighting-energy-reduction-programme

North Yorkshire County Council is committed to reducing crime and antisocial behaviour and will retain full night operation of any street lighting where North Yorkshire Police advise that street lighting would act as a deterrent.

We will continue to review other methods for reducing energy costs and carbon emissions including switching lights on later and off earlier but also using low energy technology such as LED lamps which can provide an equivalent level of illumination at a much lower wattage. The County Council may also remove street lighting that is now considered superfluous. This will only apply to a very limited number of street lighting columns.

LED Lighting

The Council has updated its street lighting equipment specification to stipulate the use of light emitting diodes (LED's) on all new and replacement lighting projects.

The use of LED technology on North Yorkshire County Council's street lighting and illuminated traffic signs brings a number of benefits:

- Reduced energy consumption therefore reduced energy costs. These can save up to 60% energy compared to a standard street light,
- Reduced carbon emissions,
- Longer life with low maintenance requirements. New LED units have up to 20 year guarantee with maintenance only required once every 6 years,
- Instant lighting: LEDs brighten up immediately when switched on whereas older lanterns can take up to 10 minutes to reach full brilliance,
- LED lights are free of toxic materials and are 100% recyclable.

The Council has commenced a replacement programme designed to remove the older most inefficient lighting and replace it with new energy efficient LED lighting.

Design – New Housing Developments and Highway Improvements

North Yorkshire County Council's Electrical Engineering Team will undertake any street lighting design and any electrical design associated with the installation of illuminated traffic signs, bollards, beacon poles or feeder pillars. A quotation for Design, or Design and Build, can be obtained from the Electrical Engineering Team on request.

Alternatively, an Institution of Lighting Professionals (ILP) approved Consultant may be used. A list of approved consultants may be obtained from the County Council's Electrical Engineering Team².

Any street lighting design undertaken within North Yorkshire will constitute "Road Lighting" as defined by section 270 of The Highways Act 1980. The design will also fully comply with the requirements of BS5489 "Code of Practice for the Design of Road Lighting" and BS EN 13201-2 "Road Lighting – Part 2: Performance Requirements".

² www.theilp.org.uk/home/

Where an alternative design is provided by an ILP Approved Consultant the proposals for street lighting must be submitted for the approval of North Yorkshire County Council's Road Lighting Engineer prior to works commencing.

Decorative (Heritage) Street Lighting

When a location is designated a Conservation Area or Area of Outstanding Natural Beauty it is important to note that there is no prerequisite for decorative or heritage style street lighting. Quite often the installation of overly ornate street lighting can actually detract from whatever the Conservation Order is set up to protect.

In addition, decorative lighting is less effective at illuminating the highway and often requires additional lighting columns or higher wattage lamps to achieve the required design standards. This has long term financial implications to the County Council that include increased maintenance costs, higher energy costs and potential fines from Central Government for failing to achieve the required Carbon savings imposed on all local authorities.

Notwithstanding this, North Yorkshire County Council is prepared to install decorative street lighting where appropriate however the increase in cost, over and above that for standard street lighting, must be met by a third party such as the Parish, Town or District Council. Members of the public may also contribute to the installation of decorative lighting although this must be as part of a larger lighting scheme and not for single street light outside a resident's property.

Where decorative lighting is installed as part of a new housing development, the County Council requires the developer to pay a commuted sum for the increase in maintenance and energy costs.

Adoption of Footway Lighting from Parish or Town Councils

Under Section 270 of the Highways Act (1980), a Parish Council can insert new lighting columns into an existing footway lighting system so that it ceases to be footway lighting and become roadway lighting. The Parish Council can then request that ownership of the new roadway lighting network be transferred to the County Council.

North Yorkshire County Council will not adopt street lighting columns of concrete construction nor lanterns attached to wooden poles. Any such columns shall be removed and replaced with suitable steel or aluminium columns prior to adoption.

Alternatively, the County Council may request that any footway lighting networks that are improved to roadway lighting standard be subjected to a condition survey and structural test appropriate to those carried out by the County Council on its own columns. Any defective columns identified by the structural test must be repaired or replaced prior to adoption.

The structural survey and any subsequent column replacements should be carried out by the Parish or Town Council at its own expense. In accordance with Section 270 (4) of the Highways Act (1980) liability for any costs incurred do not transfer to the County Council.

DRAFT

3m - Funding

The funding available to the County Council for the delivery of the Local Transport Plan comes from a variety of sources. This section sets out details of the main sources of funding that are available together with an idea of the sums available in the first five years (until 2020/21).

Government finance rules divide public funding into two main types:

- Capital, which in broad terms can only be used to maintain and provide infrastructure such as roads, pavements, cycle ways, bus stops etc. This is mainly provided directly from the Government as a grant to the County Council.
- Revenue, which in broad terms can only be used to run the transport network and services. This can be used for example for staff salaries, grass cutting, snow clearance and gritting, gully emptying, minor pothole repairs and subsidising public and community transport services. This money is provided from both government grants (approx. 75%) and council tax (approx. 25%).

It is not legally possible to use capital funding for revenue purposes.

Capital Funding

There are three main sources of capital funding available to the County Council from Government these are:

- Local Transport Plan Block Allocation
- Local Growth Fund
- Ad hoc Grants

Local Transport Plan Block Allocation

The Local Transport Plan capital allocation is provided by the Department for Transport to all transport authorities in England. The allocation is split into two parts, Maintenance (to maintain the highway) and Integrated Transport (to improve the transport networks). The proportion of the total national funding pot allocated to each authority for both parts is determined by a 'needs' based formula.

For Maintenance funding this is broadly based on the length of roads and number of bridges in an authority area. In order to try and ensure transport authorities become more efficient in their highway maintenance practices, as an 'incentive', for the period until 2020/21 the Government will only provide some of this funding if the authority can demonstrate best practice.

For Integrated Transport funding the formula is more complicated but broadly assesses the needs of the area based on congestion, public transport journeys, road accidents, air quality, and difficulty accessing services.

Table 3m-1 sets out the indicative LTP capital allocations for North Yorkshire County Council until 2020/21. It is anticipated that indicative allocations for future 5 year periods beyond 2021 will be provided by government prior to 2020/21.

Table 3m-1 Indicative LTP capital allocations

	2016/17	2017/18	2018/19	2019/20	2020/21
Integrated Transport	£3.023m	£3.023m	£3.023m	£3.023m	£3.023m
Maintenance 'Needs' Element	£27.2m	£26.35m	£23.8m	£23.8m	£23.8m
Maintenance Incentive Element¹	£2.5m	£3.3m	£5.8m	£5.8m	£5.8m

The above funding is not ring-fenced in any way. The County Council can if we wish spend Integrated Transport funding on Maintenance and vice versa and do not even need to spend it on transport schemes and infrastructure. However, historically and for the foreseeable future the County Council will spend all of our LTP capital allocation on transport. Furthermore, recognising the importance of the condition of the highway network to all forms of transport, the County Council will use approximately two thirds of the Integrated Transport allocation to help improve highway maintenance until 2020/21.

In total the government provide approaching £30m per year in LTP capital funding allocation to the County Council. However, to put this in context North Yorkshire has over 9000km of road giving only around £3000 per km. The County Council estimates that to keep all the roads in North Yorkshire in a good condition would cost over £60m per year. In addition there is already a backlog of required maintenance works of around £300m. Essentially therefore the County Council are looking at managing the long term, deterioration of the highway network rather than improving its overall condition.

Local Growth Fund

The Local Growth Fund was set up by the Government in 2015. This is a £12billion pot of funding available between 2015/16 and 2020/21 for Local Enterprise Partnerships (In the case of North Yorkshire the York, North Yorkshire and East Riding Local Enterprise Partnership)² to bid for funding to boost economic growth.

This funding is not only for local authority transport schemes but is also available to planning authorities and other organisations (including commercial developers) to help fund other infrastructure that will boost economic growth.

The Local Growth Fund is now the only source of funding available from Government for 'major' (those costing in excess £5m) transport schemes and has replaced all previous bidding processes for major transport schemes. Through the Local Enterprise Partnership the County Council included a number of bids in the first round of Local Growth Fund bidding. It was successful in being provisionally allocated £800k towards upgrades at the A1 / A59 junction at Allerton Park near Harrogate and, recognising the importance of highway

¹ See Part 3h - Highways Maintenance for more information

² www.businessinspiredgrowth.com

condition to the economy, a £24m allocation over 5 years (2016/17 to 2020/21) towards targeted highway maintenance works³. The full £12billion of the Local Growth Fund has yet to be allocated. As set out in the section on the Strategic Transport Plan⁴ the County Council is developing a series of 'bid ready' proposals for strategic transport improvements for which we will bid for funding from future allocations from the Local Growth Fund through the LEP.

Ad Hoc Grants

From time to time the Government make funding available for transport improvements or transport related improvements (e.g. Air Quality) through ad hoc grants. These include grants such as the Highway Maintenance Challenge Fund which is next available in 2018/19, the Local Sustainable Transport Fund and the Pothole Challenge Fund.

The ad hoc nature of these grants means that at the time of writing details of which funds may become available and when are unknown. The County Council have previously been very successful in securing funding from such grants and will wherever appropriate and possible continue to seek funding for the management, maintenance and improvement of local transport networks and services in North Yorkshire.

Revenue Funding

The majority of the revenue funding for the management, maintenance and improvement of local transport networks and services in North Yorkshire comes from a combination of Government revenue grant and council tax.

The amount of government grant is based on a formula which considers items such as road lengths, traffic flows and also includes an allowance for 'snow lying days'. The formula has not changed substantially in the last ten years and is generally only inflated at about 2% per year (total 20% over ten years), whereas actual costs have increased by about 50% over the same period.

The County Council currently (2015/16) has around £23.5m per year of revenue funding available for managing and maintaining the highway network, and also spend approximately £12.2m per year on public transport services including subsidising concessionary fares for pensioners and subsidising necessary bus and community transport services⁵

Other Funding Sources

As well as Government funding for transport the County Council use a number of other, smaller, funding sources to help deliver local transport infrastructure. These include:

³ See Part 3g - Strategic Transport, and Part 3h - Highway Maintenance for more information

⁴ See Part 1 - Strategic transport plan for more information

⁵ See Part 3a - Buses and Community Transport for more information

Developer Funding⁶

Working with the local planning authorities through the planning process to secure developer funded highway improvements to mitigate the impact of developments where it can be shown the improvements are necessary, directly related to the development; and fairly and reasonably related in scale and kind to the development. The types of development which deliver such developer funded improvements range from residential development to major employment proposals and retail developments.

Public Health Funding

Recognising the health benefits of 'active travel'⁷ some of the funding provided to the County Council to promote and improve public health is being used to promote and provide infrastructure for active travel. Public health funding is also used for road safety education⁸.

Other NYCC corporate funding

Having a well maintained highway is vital to both businesses and individuals. Consequently, in recent years the County Council have invested up to £7m per year from corporate reserves to carry out additional highway maintenance works. This extra funding is set to continue until at least 2020/21 with the County Council allocating £15m extra funding for the period 2015/16 to 2020/21.

Table 3m-2 below sets out the known main sources of transport funding available to the County Council for the first five years of the Local Transport Plan period (2016/17 to 2020/21). The figures for 2015/16 are provided for comparison purposes. All figures are provisional and subject to change in future years.

Table 3m-2 Indicative transport allocations

Source	15/16	16/17	17/18	18/19	19/20	20/21
LTP Integrated Transport	£3.0m	£3.0m	£3.0m	£3.0m	£3.0m	£3.0m
LTP Maintenance 'Needs' Element	£29.7m	£27.2m	£26.4m	£23.9m	£23.9m	£23.9m
LTP Maintenance Incentive Element	£0.0m	£2.5m	£3.3m	£5.8m	£5.8m	£5.8m
Local Growth Fund	£0.0m	£5.0m	£5.0m	£5.8m	£5.0m	£4.0m
Additional NYCC Maintenance Funding	£7.0m	£2.0m	£2.0m	£2.0m	£1.0m	£1.0m
Highways Revenue Funding	£23.5m	£23.2m	£23.0m	£22.8m	£22.6m	£22.4m
Public and Community Transport Revenue Funding	£12.2	£12.1m	£12m	£11.9m	£11.8m	£11.7m
Public Health Funding	£0.25m	£0.25m	£0.25m	£0.26m	£0.27m	£0.27m
Indicative Total	£75.65m	£75.25m	£74.95m	£75.46m	£73.37m	£72.07m

⁶ See Part 3c – Planning and New Developments for more information

⁷ See Part 3k - Walking and Cycling for more information

⁸ See Part 3b - Road Safety for more information

3n - Network Management

As outlined in Part 1 of the LTP4 we have re-adopted the commitment to manage, maintain and improve transport networks and service as a hierarchy of intervention. The Council has a statutory duty to manage the highway network and this means that we will look to make the best use of what we already have.

In North Yorkshire the County Council is the highway authority for most public roads with the exception of trunk roads and motorways. The Traffic Management Act 2004 places a duty on all highway authorities to make sure traffic keeps moving on the roads. Through this Network Management Duty we will continue to ensure that planned and unplanned activities on the highway network are dealt with to minimise congestion and disruption of traffic flows.

We will continue to keep traffic moving by aiming to minimising congestion and disruption on the highway networks. The Network Management Duty covers a wide range of responsibilities but is principally concerned with the management of temporary activities on the road network. Some of the responsibilities which fall under this Network Management Duty include for example:

- Co-ordination of works by the County Council, utility companies and others
- Licensing of skips, hoardings, scaffolding etc.
- Encroachments on the highway

In support of our Duty we will also consider, where appropriate and funding allows, the introduction of localised network management solutions which address pinch points on transport networks, for example this could involve traffic signal upgrades or junction improvements.

Network Management Duty

The Council has a nominated Traffic Manager with responsibility for the Network Management Duty. This duty is facilitated at a local level with each of the County Council's highways Area Managers being assigned the role of Assistant Traffic Manager for their area. For operational purposes the County Council currently has 7 highway areas whose boundaries are the same as the seven district council boundaries. The Street Works Manager coordinates forward programming with the utility companies and enforcement of street works legislation across the County

The various activities that we will manage on our network can be categorised into three main areas:

- Operational
- Planned
- Unplanned

Operational

Short term localised congestion can occur as a result of various standard operational activities on the network. This category includes road works carried out by the County Council or contractors and utility companies.

Through our Network Management Duty we will continue to make sure that there is a coordinated work programme to avoid conflicts between works and to make the most effective use of resources by ensuring that, for example, any works by utility companies are carried out prior to any County Council resurfacing schemes planned at the same location.

Non-emergency works taking place on roads which are considered traffic sensitive because of the large volumes of traffic they carry will be scheduled, wherever possible, outside of the traffic sensitive period. This may mean works taking place outside the holiday season in tourist areas or works starting after 9.30am and finishing by 4.30pm.

In addition operational activities may include road closures, refuse collection and parking enforcement as well as Highways Act 1980 licensed activities (skips/scaffolding etc.)

These different activities require effective management to make sure that congestion is kept to a minimum. To this end we have procedures and practices in place to facilitate effective coordination of works on the highway network and therefore allow the County Council to exert influence over the various activities. We will continue to undertake proactive discussions with all parties undertaking works on the network as well as making sure robust enforcement policies are in place to deal with cases where due process has not been followed. The Council is committed to improving network coordination activities throughout LTP4.

Planned

These include activities like sporting events, carnivals and parades. We will seek to manage the impact by maintaining a register of planned events. We will also disseminate the information to stakeholders so that network management decisions are well informed.

Figure 3n-1 Tour de France planned event



Photo credit to Bill Herald from Selby

Unplanned

Unplanned activities are by their nature unexpected and therefore it can be difficult to mitigate the immediate effects on the highway network. This category of activities includes incidents such as road traffic accidents and broken down vehicles, weather events (e.g. snow, ice, flooding, high winds), as well as emergency repairs required to the road or utilities apparatus, and other major incidents where roads need to be closed for safety or operational reasons.

We have contingency plans to deal with unplanned events such as the winter service plan. Where, for example, traffic is diverted onto another part of the network this could negatively impact on planned works. We will review the planned works programme and recommend temporary changes to alleviate the effects of any unplanned event.

Management and provision of highway information

The County Council uses a Highway Asset Management Information System called Symology: Insight to manage operational service areas including network management, management of highways licences (e.g. skips, scaffolds and hoardings etc.) and street works co-ordination and management. We use this mapping based software to identify planned disruptions on the network.

An important part of the Network Management Duty is to make sure information on network disruptions is provided to transport users to enable them to make travel choices and reduce disruption. We will provide accurate information to inform people about diversionary routes and also enable transport users to try to change their journeys to avoid problem areas. Map based information will be communicated to the public via the County Council website www.northyorks.gov.uk/roadworks. We will continue to use other publicity such as local radio and newspapers to disseminate information. We have also recently implemented a pilot scheme to give the public more convenient access to statutory notices and to improve traffic information dissemination via the roadworks.org website.

Working with others

Trunk roads, motorway and adjacent networks

It is important to note that as the County Council borders many other authorities the interaction between these highway networks can impact on the North Yorkshire network and vice versa. As set out in Section 16 of the Traffic Management Act 2004 we work to ensure the expeditious movement of traffic on our local road network as well as on road networks for which other authorities are responsible.

The Council will continue to liaise with adjacent authorities and continue to use the 'manage, maintain and improve' hierarchy to address cross boundary transport issues. We are a key member of both the Yorkshire and Humber and North of England Traffic Managers groups which enables a consistent approach across the region. We will also continue to work closely with Highways England to make sure that any disruptions on the trunk road and motorway networks as well as the County Council's network are kept to a minimum.

Diversions routes have already been established which try to minimise the impact of any disruptions on key routes including the A19 (T), A168 (T), A64 (T), A66 (T) and A1/A1(M).

Street works co-ordination

Effective co-ordination is necessary where regulatory functions are governed by law and can be the responsibility of external organisations, for example, the New Roads and Street Works Act 1991 enables utility companies (electricity, gas, telecoms, water etc.) to dig up roads and footways. We will continue to co-operate with other organisations with the aim of trying to make sure the safety of the highway and those using the highway is not compromised as well as maintaining the integrity of the structure and minimising disruption to all road users. Street Works and road works that may impact on traffic flows are reviewed to make sure that activities in one area do not negatively impact on adjacent areas. We also communicate with district councils to coordinate 'streetscene' activities such as refuse collection, street cleaning etc. with the aim of reducing disruption to the network.

Communication with other stakeholders

We recognise that other stakeholders are also important in terms of managing the network. We will continue to have proactive discussions with parties that undertake activities on the network and we will seek to contact and coordinate with any organisation whose activities could potentially result in disruption to or fluctuations in motorised and/or pedestrian traffic. We will aim to minimise disruption to public transport services. Anticipated disruption to routes on the bus network will be communicated to bus operators to try to make sure that appropriate diversions or service amendments can be made. We will also work with Network Rail to ensure effective management of level crossings.

Effective working alongside key partners including the emergency services is essential particularly in the case of major accidents and incidents on the County network. Where incidents occur the Council will play an important role in managing the network alongside other agencies.

We will work alongside the freight transport industry with the aim of minimising disruption of localised operations on the highway network. For example, the work undertaken by the Timber Freight Quality Partnership enabled a preferred route map for timber transport to be developed for North Yorkshire. This map is available to view at: <http://www.northyorks.gov.uk/timbermap>