Introduction

This is the third North Yorkshire Local Transport Plan and will cover the period from April 2011 to March 2016. It will replace the second LTP which covered the period 2006-11.

The third North Yorkshire Local Transport Plan (LTP3) is made up of two main sections Part 1 of the LTP is the Local Transport Strategy (LTS) for North Yorkshire. This is intended to cover a ten to 15 year time period and sets out:

• what we hope to achieve through LTP3 (and subsequent LTPs);
• the main issues facing residents and visitors to the County; and
• the types of actions we can take to achieve our objectives.

Part 2 of the LTP is the delivery plan and covers the period 2011-16. The delivery plan sets out how we will:

• manage, maintain and improve transport networks and services to achieve our objectives for transport and to address local problems;
• monitor our performance to ensure that we are achieving our objectives efficiently; and
• improve our performance.

The Local Transport Plan is supported by a series of appendices. These set out in greater detail many of the issues included in the main plan and are available online at www.northyorks.gov.uk/ltp or on request by contacting the LTP team (see back cover for details.)

Change in government and how this affects the LTP

At the general elections in May 2010 the Labour government was replaced by a Conservative/Liberal Democrat coalition government. The previous government had set the national transport policy, determined the vast majority of the available funding for delivery of LTP3 and issued guidance on preparing the plan. It is clear that there will be some changes in policy approach from the coalition government. Whilst the exact figures are not yet available it is also very clear that the funding available for implementing LTP3 will be very much lower than for LTP2. However, under the Local Transport Act 2008 the County Council as local transport authority have a statutory duty to ‘produce and review a Local Transport Plan’.

The County Council has therefore decided to adopt a new plan (LTP3) at the heart of which are policies and practices to improve efficiency and get better value for money in order to deliver the maximum local transport benefits for the reduced funding available.
Executive summary

This is a summary of the third North Yorkshire Local Transport Plan (LTP3), which covers the period from April 2011 to March 2016. LTP3 replaces the current local transport plan which finished in March 2011.

The LTP is made up of two parts. Part 1 is the longer term local transport strategy, setting out the key transport related issues in the County, our objectives for LTP3 and our approach to achieving them. Part 2 is the delivery plan and sets out further details of what actions we will take to achieve the objectives.

Part 1 – Local transport strategy

Background
North Yorkshire is England’s largest county and covers an area of 3,200 square miles (8,288km2). There are approximately 5,592 square miles (9,000km) of road, 2,734 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 Agency). The main transport networks (road and rail) are shown on the map below.
Approximately 599,000 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.

**Vision, objectives and commitment**
Taking into account national and regional transport policies, the County Council’s Sustainable Community Strategy and the views of the public, the following vision, objectives and commitment have been adopted for LTP3.

**North Yorkshire Local Transport Plan (2011-16)**

**Vision**
To contribute towards the County Council’s Sustainable Community Strategy vision of:

North Yorkshire - a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high quality environment and cultural assets maintained and enhanced, and receive effective support when they need it.

**Objectives**
By:
- supporting flourishing local economies by delivering reliable and efficient transport networks and services (local economies);
- reducing the impact of transport on the natural and built environment and tackling climate change (environment and climate change);
- improving transport safety and security and promoting healthier travel (safety and healthier travel);
- promoting greater equality of opportunity for all by improving people’s access to all necessary services (access to services); and
- ensuring transport helps improve quality of life for all (quality of life).

**Commitment**
This can be achieved through our commitment to manage, maintain and improve transport networks and services.

Although none of the objectives is given a higher priority than the others, the County Council must take into account our statutory duties to manage and maintain the highway network and to address road safety. We must therefore always give a priority to fulfilling our statutory duties over exercising other powers we have to improve the highway network.

In order to achieve this, we have adopted an approach where we will always consider and fund measures to manage and maintain the existing network ahead of improving the network by adding new infrastructure and services. We will also ensure that we provide sufficient resources and funding to fulfil our road safety duties.

**Objectives**

**Local economies**
There are two main purposes for this objective.
• Ensure transport helps the recovery of areas of the County with weaker economies (e.g. parts of Scarborough, Selby, Whitby and Skipton)
• Maintain and grow the stronger economies (e.g. Harrogate, Hambleton).

This is best achieved through making sure that the transport network is properly managed and maintained, improving connectivity between towns in the County and creating links with other areas such as West Yorkshire, York and the Tees Valley. Where possible this will be supported by addressing identified road traffic congestion issues in towns, helping to reduce the economic impact of traffic delays in these areas by making journey times more consistent and predictable.

Environment and climate change
There are three main purposes for this objective.
• Contribute towards addressing the problems of climate change.
• Reduce transport related air quality problems.
• Protect the natural and built environment from the impact of transport.

The overall contribution of transport in North Yorkshire to climate change on a global level is very small; nevertheless we do need to encourage people to change their travel behaviour as nationally transport accounts for 21% of CO2 emissions. This can be done by reducing the number of trips people make and by using types of transport (public transport, cycling, walking) which produce less greenhouse gasses. This needs to be balanced with recognition that in a rural area like North Yorkshire, the private car is often the only feasible means of transport.

The same travel behaviour changes will also help to reduce the amount of other pollutants from vehicles and help improve air quality at locations in North Yorkshire where poor air quality may lead to health problems. In North Yorkshire, however, there are only three locations where air quality is below EU standards. It is important that the effect of transport infrastructure and services on the natural and built environment is minimised. To do this any implemented management, maintenance and improvement measures will as far as possible be undertaken in a way so as to reduce their impact on the natural and built environment.

Safety and healthier travel
Road safety is a statutory duty of the County Council. Although significant improvements to road safety have been made, over 500 people are killed or seriously injured each year on roads in North Yorkshire. As a result improved road safety remains a high priority. Analysis of accident records has allowed us to identify high risk locations, routes and groups of road users and to target our actions appropriately. We will continue to use a range of methods of improving road safety based around the four ‘E’s’ of:

• education - informing people how they can improve road safety;
• enforcement - enforcing traffic laws;
• engineering - maintaining or improving roads and footways at known accident sites; and
• engagement - working together with local people to make roads safer.
We also propose to continue to promote healthier types of ‘active’ travel such as walking and cycling. This not only reduces congestion and air pollution but can often improve people’s individual health.

Access to services
Although most people in North Yorkshire have good access to the essential services they need (education, employment, healthcare and food shopping) there are still a significant number who experience difficulties due to either personal circumstances (e.g. age, disability, cost), location (e.g. remote rural areas a long way from services) or most often a combination of both. Working with partners such as bus companies and community transport operators we will seek to maintain and where possible improve transport services and infrastructure to help people to access the services they need. We will also continue to help provide more services locally so that people don’t need to travel as far.

Quality of life
It is hard to fully define quality of life, but it is clear that transport can have both a positive and negative impact on everyone’s day to day life. Through making progress towards achieving the four other objectives we will make a positive attempt to improve the quality of life of residents and transport users in North Yorkshire.

Part 2 – Delivery

Funding
The funding for delivering the LTP is classed as either capital funding, which in broad terms can only be used for maintaining and improving transport infrastructure, and revenue funding, which can only be spent on day to day maintenance, such as snow clearing, gully emptying, minor pot hole repairs and on supporting bus services. Most of the capital funding is provided through the Government. Revenue funding is raised from council tax (approx 25%) and government grants (approx 75%). Due to cuts in public spending over the next five to ten years there will be significantly less money available to deliver the LTP.

Whilst we will continue to try to make better use of available money through efficiencies and better ways of working, the level of savings that we need to make will inevitably lead to significant cuts in what we can do. As previously discussed the County Council has statutory duties to manage and maintain the network and to address road safety issues. We will always ensure that we fulfil these ‘duties' before we consider funding other improvements to the network and services.

Delivering schemes
In order to ensure that we effectively use the money we have available the County Council has adopted the following approach to delivering schemes:

1. identify the transport problem/issue;
2. identify a range of possible solutions;
3. choose the best solution to the identified problem/issue;
4. prioritise all the problems/issues and their chosen solutions countywide; and
5. produce and deliver programmes of solutions to fit the available budgets.

**Problem identification**

Highway maintenance issue identification will continue to be based on a series of annual network surveys which identify the sections of roads and footways / cycle tracks that are most in need of maintenance works. For other schemes and initiatives we propose to use a range of different methods. These include analysis of road accident records, analysis of traffic, air quality and congestion data and different ways of asking residents and transport users what they think the main issues are.

A major transport issue in North Yorkshire over the next ten to 20 years is likely to be the extra traffic generated by the anticipated growth in housing and population in the County. The County Council is already working with local planning authorities (district councils and national parks) and developers to assess the likely impact on the transport network. This will help to identify necessary highway and transport improvements and also the levels of public and private funding that are required for improvements to be delivered as and when they are needed.

**Selection of solutions**

For each problem identified there are likely to be a number of different solutions available. For highway maintenance the selection of the most appropriate solution is fairly straightforward and usually depends on the type of the maintenance problem that exists. For example slippery roads will probably require some type of surface treatment to restore skid resistance, a road with minor pot hole damage will probably only require patching to make it waterproof, whereas a more deep seated structural failure will require full reconstruction.

Other problems identified are likely to have a wider range of solutions available. For example we may be able to reduce congestion in a town centre by changing the timings of traffic signals, by stopping inappropriate car parking on the road, by improving a junction or even by building a new road. To make the best use the funding available, the most appropriate solution will be selected based on the manage, maintain and improve hierarchy to ensure we get the most out of the existing network before adding more to it.

**Scheme prioritisation and programming**

The County Councils highways programme will continue to be made up of three elements:

- highway maintenance;
- bridge and structure maintenance; and
- other transport improvements.

The highway and bridge maintenance elements are based on the maintenance need so that the sections of highway (road or footway) that most need maintenance get the highest priority. The programme is tailored to the budget available. For other transport improvements all solutions are prioritised based on their relative contribution to all of the LTP3 objectives. So for example a solution that improves road safety and reduces congestion is likely to score better and therefore be programmed earlier, than a solution that only reduces
congestion. The County Council will have a two year rolling programme of highway works that matches available budgets.

**Indicators**
Throughout the time period of the LTP we need to ensure that the schemes and initiatives we deliver on the ground actually contribute towards making progress against the LTP objectives. In addition we need to establish how well we are maintaining the highway network. To do this, the County Council will undertake a rigorous performance management regime. The principle of this regime is that we will seek to answer some key performance questions using a range of relevant indicators that represent what we are trying to achieve through LTP3. These will be monitored by the County Council on a regular basis to identify progress. If insufficient progress is being made, appropriate action will be identified to get back on track. Progress against indicators and proposed action will also be reported on an annual basis on the County Council website.
Part 1 - Local transport strategy

Chapter 1
Background

The North Yorkshire Local Transport Strategy is intended to set out how transport affects residents and transport users in the County, and what the County Council and its partners intend to do to address the transport related issues faced by people who live in, work in and visit North Yorkshire. The strategy is not limited to the five year time scale of the LTP but is intended to look further ahead and evolve through regular updates to take into account changing circumstances.

1.1 Geography
Figure 1 below shows North Yorkshire in its national and regional context.

North Yorkshire is England’s largest county with an area of approximately 3,200 square miles (8,288km$^2$). It is essentially a rural county, set between the urban areas of West Yorkshire to the south and Teesside to the north. It is bounded to the east by a coastline of approximately 47 miles (76km) and has two small ports (Scarborough and Whitby). There are two National Parks within the County (North York Moors and Yorkshire Dales) and two Areas of Outstanding Natural Beauty (AONB) (Howardian Hills and Nidderdale). There are over 200 Sites of Special Scientific Interest, more than 12,000 listed buildings and many more monuments and archaeological sites including Fountains Abbey, a World Heritage Site.
North Yorkshire is generally well served by transport links. There are currently (2010) 305 miles (492 km) of motorway and trunk road in the County. These include the A1 / A1(M), which provides a major north-south route through North Yorkshire, the A168/A19 linking the A1 to Teesside, the A64 which links Leeds and the A1 to the east coast at Scarborough, the A66 Trans Pennine route and a short section of the M62 in the south of the County.

The County Council is the highway and transport authority for nearly all non-trunk roads in the County and currently has responsibility for approximately 5,592 miles (9,000 km) of roads, 2,734 miles (4,400 km) of footway (pavement), 2,000 highway bridges and over 6,214 miles (10,000 km) of public rights of way network. Vehicles travel around 5,000 million km per year using this highway network. There are nine main bus stations and over 5,000 bus stops. Additionally, there are 46 railway stations and 260 miles (418 km) of rail routes serving the County including the East Coast Main Line and Trans Pennine route. There are three local airports in neighbouring areas which serve the County. These are Leeds/Bradford, Durham/Tees Valley and Robin Hood Airport Doncaster Sheffield. There are also significant cross-Pennine movements to Manchester Airport. Figure 2 shows the main transport infrastructure in the County.
1.2 Population and demographic profile

North Yorkshire has a population of around 599,000. Its two largest settlements are Harrogate/Knaresborough with a population of 91,000 and Scarborough with a figure of 51,000. The next largest settlement is Selby, with a population of 24,000 (based on 2008 mid-year population estimates). There are almost 40 other communities ranging in size from populations of around 1,000 to 20,000, which provide many of the services for residents of the towns and the surrounding rural areas (see Figure 3.) The average population density for North Yorkshire is 71 people per square km, with some districts falling to 38 per square km. The national average for England and Wales is 340 per square km. Such low population densities and sparse settlement patterns result in people often having to make long journeys to access essential services. For those without access to a private vehicle, this can be particularly difficult.
However, approximately 62% of the population of North Yorkshire live in towns. Most of these towns already provide many of the basic services required. Access to the services within these towns is generally good, either because of their small size, meaning that travel distances are short, allowing walking or cycling, or because of the good quality of public transport available.

Ageing population
North Yorkshire has an ageing population. The proportion of people over the ages of 65 and 85 are significantly higher than the national average and growing faster. People of this age are less likely to have access to a private car and often have greater mobility difficulties. This leads to issues of social
exclusion (people not being able to participate fully in society) especially in the villages and more remote areas of the County, where public transport is often infrequent. Unfortunately, it is often these older, less mobile people who need greater access to health care facilities and services such as post offices and shops.

1.3 Local government structure

North Yorkshire has a two tier system of local government. This means that certain local government functions are the responsibility of the seven district councils, and other functions are the responsibility of the County Council. Additionally, in North Yorkshire, there are two National Park Authorities (North York Moors and Yorkshire Dales). The National Park Authorities take on some functions that would otherwise be performed by the district or County Council, such as planning development control and planning policy. Figure 5 shows the administrative boundaries of the district councils and National Park Authorities in North Yorkshire.

![District Council and National Park Authority Boundaries](image)

Figure 5 – Local government boundaries

Table 1 below sets out the main transport related functions of each of the tiers of local government in North Yorkshire.
Table 1 – Transport related function of North Yorkshire local government organisations

<table>
<thead>
<tr>
<th>Function</th>
<th>County Council</th>
<th>District Council</th>
<th>National Park Authority</th>
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<tbody>
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<td>Highway Authority</td>
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<td>Transport planning</td>
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<td>Passenger transport subsidies</td>
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<td>Concessionary fares</td>
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<tr>
<td>Community transport support</td>
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<td>*2</td>
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<td>On street car parking</td>
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<td></td>
<td>*3</td>
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<tr>
<td>Rights of way</td>
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<td>Education</td>
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<td>Social services</td>
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<tr>
<td>Economic development</td>
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<tr>
<td>Development planning (local plans and preparation of the Local Development Frameworks)</td>
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<tr>
<td>Development control</td>
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<td>Leisure and tourism</td>
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<td>Taxi licensing</td>
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<tr>
<td>Off street car parking</td>
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</tbody>
</table>

*1 – Transferred from the District Councils to NYCC on 1 April 2011
*2 – Parking agency to manage civil parking enforcement
*3 – The National Park Authorities manage Rights of Way functions in the National Parks under an agency agreement with NYCC
*4 – Waste and minerals

1.4 Local transport authority responsibilities and influence

As the local transport authority the County Council has a number of duties and powers relating to some aspects of transport but only has an influence over others. The County Council has direct responsibility for the management, maintenance and improvement of most of the highway network of North Yorkshire. It also has powers and some funding available to support bus and community transport services, where an adequate level of service is not provided by private transport operators.

The County Council does not have direct responsibility for the management of trunk roads, the rail network or for planning and provision of the majority of bus services. Trunk roads (the strategic road network) in North Yorkshire (M62, A1, A19/A168, A64) are managed and maintained by the Highways Agency, which is an executive agency of the Department for Transport. The majority of the rail network is managed by Network Rail on behalf of the Government with rail
services being provided by private train operating companies (TOC’s) under a franchise system. Bus services are generally provided on a commercial basis by private bus operators.

The routes and timetables for these commercial services are determined by the operator. Whilst there is legislation that allows transport authorities to impose Quality Bus Contracts in North Yorkshire, partnership working remains more appropriate. Whilst we do not have any direct responsibility or powers relating to the above we work in partnership with the Highways Agency, Network Rail, TOC’s and bus operators to achieve the best outcomes for residents and transport users in North Yorkshire.

This plan will therefore generally concentrate on the areas where we, or our partners, have direct responsibilities and powers, but will also highlight how and where we can try to work with other organisations for the benefit of North Yorkshire residents.

1.5 Regional and sub-regional planning

In delivering LTP objectives consideration needs to be given to a geographical area wider than solely North Yorkshire. A significant number of people travel to work between North Yorkshire and other areas of the country each day. For example, every day there are approximately 43,000 trips to West Yorkshire; 18,000 to York; and approximately 15,000 trips to the Tees Valley (Darlington, Stockton, Middlesbrough, Redcar and Cleveland, Hartlepool).

Significant numbers of road casualties, in particular those from high risk categories, are from outside of North Yorkshire. Close cooperation on a regional basis or with neighbouring authorities on shared issues is therefore essential. Many of the key services, especially hospitals, serving the population of North Yorkshire are located outside of the County (e.g. Airedale Hospital, Hull Royal Infirmary, James Cook Hospital etc.) Improving access to services for non car users will require improved cross-boundary public transport links. Efforts to reduce emissions of carbon dioxide and other greenhouse gases from transport will also require regional collaboration, as a significant proportion of these emissions are attributable to through-traffic and not to trips generated locally.

The County Council works with adjacent transport authorities in order to deliver cross boundary transport services and objectives. Further details are included in chapters 4 to 7. However, following the general election in May 2010 the new coalition government has fundamentally changed regional governance structures. At the time of writing (December 2010) the situation remains unclear, however the coalition government is committed to abolishing the regional (Yorkshire & the Humber) level of governance. Funding for the Joint Regional Board (JRB) for Yorkshire and the Humber has been withdrawn and the understanding of the County Council is that the Government Office for Yorkshire and the Humber and the Regional Development Agency (Yorkshire Forward) will be disbanded imminently. The thematic boards of the JRB have not met since before the formation of the coalition government and appear to be unlikely to do so. Until the situation is fully resolved the County Council will continue to support the sub regional level of governance.
At present North Yorkshire is part of the Local Government North Yorkshire and York (NY&Y) governance structure. As part of this there is a sub-regional transport board which meets quarterly. The board includes:

- North Yorkshire County Council;
- City of York Council (CYC);
- Craven District Council;
- Richmondshire District Council;
- Harrogate Borough Council;
- Hambleton District Council;
- Selby District Council;
- Ryedale District Council;
- Scarborough Borough Council; and
- North York Moors and Yorkshire Dales National Park Authorities.

The primary purpose of the board is to ensure a coherent approach to transport is adopted across the sub-region and to develop an effective two way relationship with the planning authorities to ensure that land use planning (district councils and CYC) and transport planning (NYCC and CYC) are integrated.

The sub-regional transport board seeks to adopt a cooperative approach and is intended to be a communications forum rather than become a major bureaucracy. Based on the volume of cross boundary journey to work and other transport movement the County also has close links to other sub regional organisations in the Leeds City Region and in the Tees Valley. The County Council and North Yorkshire districts of Craven, Harrogate and Selby also form part of the Leeds City Region (alongside the West Yorkshire metropolitan authorities, Barnsley Metropolitan Borough and the City of York councils). Whilst most transport movement within these districts remain within the NYY sub-region, there are a significant number (approx 29,000) of trips into the Leeds City Region from North Yorkshire.

The County Council therefore has a member representative on the LCR transport panel and an officer representative on the LCR connectivity partnership. It is important that the NYY sub-region is aligned with the LCR on common transport challenges, especially because of Leeds’ role as a major economic driver in the region. The Leeds City Region is seeking to strengthen and formalise its governance arrangements to create a new joint committee.

Discussions on this matter are ongoing and are likely to be influenced by the development of the Local Enterprise Partnerships. The districts of Hambleton, Richmondshire and Scarborough have links with the Tees Valley City Region (Middlesbrough, Stockton, Darlington, Redcar and Cleveland and Hartlepool). Although not part of the formal governance structure the County Council is a non voting member of the Transport for Tees Valley Board, working on common crossboundary issues.

**Local Enterprise Partnerships (LEPs)**
Local Enterprise Partnerships are a developing policy approach from the coalition government. They are locally-owned partnerships between local
authorities and businesses. Local Enterprise Partnerships will play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs. They will replace many of the functions previously carried out by Regional Development Agencies (RDAs).

Local Enterprise Partnerships will tackle issues including planning and housing, local transport and infrastructure, employment, enterprise and supporting business startups. Other roles currently carried out by the RDAs will be led nationally, such as inward investment, sector leadership, business support, innovation and access to finance.

The Leeds City Region and Tees Valley LEPs were amongst the first wave approved by the Coalition Government in October 2010. The York and North Yorkshire LEP has not yet been approved by Government, but local councils and businesses are pressing ahead with the aim of securing subsequent approval from the Government.
Chapter 2
Vision, objectives and commitment

2.1 LTP3 vision

The Local Transport Plan is intended to ensure that transport helps to meet the needs of people in North Yorkshire. It will therefore share and contribute towards the Sustainable Community Strategy (SCS) vision and many of the Council’s other policies and plans.

The SCS is the top-level strategy for North Yorkshire and everything that the County Council does should contribute to its vision. The SCS was developed by the North Yorkshire Strategic Partnership (NYSP), which is a partnership of public, private and voluntary sector organisations who are working together to meet the needs of North Yorkshire’s communities. The vision is:

“North Yorkshire - a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high-quality environment and cultural assets maintained and enhanced, and receive effective support when they need it.”

A key role of the LTP is to ensure that transport contributes towards these corporate objectives. The LTP3 objectives should therefore reflect this role.

2.2 LTP3 objectives

In setting the objectives for the third local transport plan, the County Council has taken into account both the national and local policy context, the outcome of the public engagement and our legal duties as the local highway authority. Brief details of the main influences on setting the LTP3 objectives are set out here.

The corporate objectives set out in the Council Plan (2009-12) are to:
• ensure good access for all;
• help people to live in safe communities;
• help all children and young people to develop their full potential;
• promote a flourishing economy;
• maintain and enhance our environment and heritage; and
• improve health and well being and give people effective support when they need it.

North Yorkshire LTP2
The first North Yorkshire Local Transport Strategy was set out in LTP2. Following extensive public and stakeholder consultation in 2004 and 2005 this
adopted the headline objectives of accessibility, safety, environment, congestion, quality of life, economy and efficiency (see LTP2 2006 – 11)

Throughout the period of LTP2 (2006 – 11) the County Council and partners developed and implemented schemes and initiatives which contributed towards achieving these objectives.

National policy
During 2009, the labour government of the time published their long term transport strategy entitled ‘Developing a Sustainable Transport System’ (DaSTS). This document set out the national vision for transport and identified five goals for transport to contribute towards. These are:

• to support national economic competitiveness and growth, by delivering reliable and efficient transport networks;
• reduce transport’s emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change;
• to contribute to better safety, security and health and longer life expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health;
• to promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fairer society; and
• to improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.

Whilst the coalition government elected in May 2010 is likely to have a different approach to transport and have yet to specify detail on their transport policy, it is also likely that the underlying themes of economy, climate change, safety and equality of opportunity will remain important objectives for transport.

At this stage therefore, the County Council feel it remains appropriate that the objectives for LTP3 are influenced by these themes.

Stakeholder consultation and engagement
The Local Transport Plan is intended to help meet the transport needs of people who live and work in, and who visit North Yorkshire. In order to establish what their needs are, and how we should meet those needs, the County Council engaged widely with stakeholders and the public to seek views on future priorities for transport. Full details of this consultation are available in the LTP3 Consultation and Engagement Report (available on request).

Consultation on the plan was carried out in two phases. Initial consultation asked people to comment on the policy direction that the LTP should take, whilst the second stage of consultation offered an opportunity to comment on the draft plan and also to discuss in more detail any issues of relevance to the development of the plan.

Analysis of the consultation results showed that overall ‘supporting the local economy’ was seen to be the highest priority with ‘improving accessibility’ and ‘ensuring better safety and health’ closely behind (see figure 6). Although more consultees thought that supporting the local economy was the most important objective, this was still only selected by 34% of all the respondents.
The safety, accessibility and quality of life objectives were selected by approximately 20% of consultees who considered them most important. Overall therefore, the responses from consultees suggested that they felt all of the five objectives that we consulted on were of about equal importance. Additionally, whilst some ‘other’ objectives were suggested by consultees, there were no suggestions that were repeatedly identified as being important.

Generally respondents were broadly in agreement with the approach in the plan and also recognised that funding will be a significant challenge in ensuring the delivery of the plan. Other major challenges that were recognised included; the need to improve public transport services; encouraging the use of and providing alternatives to motorised travel; improving accessibility to services from isolated rural communities; and the difficulty in keeping the network open whilst increasing amounts of flooding, snow and ice are common.

Comments made as part of the consultation process have been considered and where appropriate have been incorporated into the LTP3.

![Figure 6 – Stakeholder ranking of LTP3 objectives](image)

**Statutory duties as a highway authority**

North Yorkshire County Council is the Highway Authority for local roads in the County as defined by the Highways Act 1980. As local highway authority the County Council has a number of statutory duties placed upon it. These include a network management duty (Traffic Management Act 2004), a duty to maintain the highway (Highways Act 1980. s.41) and a duty to ‘prepare and carry out a programme of measures designed to promote road safety’ (Road Traffic Act 1988. s39).

However, the highway authority has ‘powers’ rather than a ‘duty’ to improve the highway network and other transport infrastructure and services for other purposes.

The County Council must always give a higher priority to fulfilling its statutory duties than to exercising its discretionary powers. Against a background of
reduced funding for transport, the statutory duties will therefore take priority over discretionary powers.

2.3 Objectives
Based on the above factors the County Council has adopted the following objectives for LTP3. These reflect both the local priorities as well as the national goals for transport and build on the successes of LTP2. The objectives for LTP3 include:

• supporting flourishing local economies by delivering reliable and efficient transport networks and services;
• reducing the impact of transport on the natural and built environment and tackling climate change;
• improving transport safety and security and promoting healthier travel;
• promoting greater equality of opportunity for all by improving people’s access to all necessary services; and
• ensuring transport helps improve quality of life for all.

These objectives are summarised as:

• local economies;
• environment and climate change;
• safety and healthier travel;
• access to services; and
• quality of life.

Whilst supporting the local economy received the highest priority from respondees, the split between the objectives was almost equal. The County Council will therefore prioritise the objectives as being equally important. However, as discussed above, because the County Council has legal duties with regards to road safety we will need to ensure that we fulfil our responsibilities in that respect.

2.4 LTP3 commitment
The money available for the implementation of LTP3 is significantly less than for LTP2. We therefore need to ensure that we use the best and most cost effective means of achieving our vision and objectives. The County Council has adopted a commitment for LTP3 to manage, maintain and improve transport networks and services’ as a hierarchy of intervention.

In considering ways to achieve our objectives and meet the needs of the people of North Yorkshire we will consider, in the following order, how we can achieve the following.

• Manage the transport network and services to make the best use of what we already have. As previously highlighted the County Council has a duty to manage the network. This may involve things like better coordination of roadworks to reduce congestion and delays, encouraging more people to use public transport or walking to reduce the number of cars causing congestion and pollution and managing parking on the road to reduce obstructions.
In most cases these types of management measures are relatively low cost.

- 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 but cheaper than improvement. Highways maintenance is a statutory duty on 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 and using the Council’s scheme prioritisation system. 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. These types of improvements tend to be more expensive than management and maintenance measures.

### 2.5 LTP3 vision, objectives and commitment

The vision, objectives and commitment for the Local Transport Strategy and the third North Yorkshire Local Transport Plan 2011-16 are set out below. Further details of each of the five objectives are given in the following sections of this document.
North Yorkshire Local Transport Plan (2011-16)

Vision

To contribute towards the Sustainable Community Strategy vision of:

North Yorkshire - a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high-quality environment and cultural assets maintained and enhanced, and receive effective support when they need it.

Objectives

By:

• supporting flourishing local economies by delivering reliable and efficient transport networks and services (local economies);
• reducing the impact of transport on the natural and built environment and tackling climate change (environment and climate change);
• improving transport safety and security and promoting healthier travel (safety and healthier travel);
• promoting greater equality of opportunity for all by improving people’s access to all necessary services (access to services); and
• ensuring transport helps improve quality of life for all (quality of life).

Commitment

This can be achieved through our commitment to manage, maintain and improve transport networks and services.
Chapter 3
Local economies

Supporting flourishing local economies by delivering reliable and efficient transport networks and services

3.1 Background

Transport can help to support local economies, not only through the downturn but also in the longer term to help spread the benefits of economic growth to all areas and people in North Yorkshire. The size and geography of the County means that it has a diverse economy, with different areas having different economic strengths and requirements.

The agriculture, tourism, manufacturing and creative industries and the public sector are all important and provide many of the jobs and much of the income in the County. Traditionally North Yorkshire has a relatively strong economy and we need to ensure that it remains so whilst addressing specific areas of weakness. In all the different areas of the County and across all the different sectors, transport links and services play an important role in supporting local economies.

The weakened state of the UK economy since 2008 onwards has raised the profile and importance of supporting economic growth. In the first phase of stakeholder and public consultation for this LTP more people considered supporting the local economy as being the highest priority for transport than any other objective. This was not an overall majority of respondents, with almost 70% considering some other objective was the most important.

However, although the economy was considered to be the highest priority, the difference between the scores for all of the objectives was minimal and the split of selections was almost equal. In view of this, the decision was made not to give the economy objective a greater priority.

Whilst supporting the economy is an important objective for the LTP it must be recognised that overall transport can only play a supporting role by maintaining and improving links for businesses to access the workforce and for the distribution of goods and services.

The main purpose of this objective is to:

- ensure transport contributes towards supporting weaker economies; and
- ensure transport contributes towards maintaining and growing stronger economies.
3.2 Key issues

Since transport primarily is about moving people and goods between places this LTP will consider the role it can play in supporting local economies mainly from a geographical basis rather than looking at different economic sectors.

The York and North Yorkshire Economic Assessment identified six distinct economic areas across the York and North Yorkshire sub region. Each area has its distinct characteristics which are outlined in the following section.

York sub area
York remains the major economic centre of the sub region and its influence is strongly felt throughout the districts of Selby, Ryedale and Hambleton. Over 70% of all jobs within this sub area are located within York. Whilst traditional industries within York have declined, a new science and technology based economy is developing. This, alongside the public sector, financial and business and the visitor economy, provides the bulk of employment.

Coastal area
The towns of Scarborough, Filey and Whitby are significant local centres, popular visitor destinations and a location for many businesses and local services. Tourism in this area accounts for 18% of all employment. The high prevalence of seasonal work, coupled with a relatively low wage economy results in several wards in Scarborough being some of the most deprived in the region. Due to its location on the edge of the County, this area suffers as a result of relatively poor physical infrastructure links with the immediate area and further afield.

Tees Valley City Region (TVCR)
Many of the northern and eastern areas of North Yorkshire have close economic ties with the Tees Valley City Region due to it being a major employment area and a market for North Yorkshire businesses. Alongside the good links with the Tees Valley the sub area of the County has a relatively strong local economy, although pockets of deprivation do exist in Northallerton, Catterick Garrison and Richmond. The public sector remains a major employer in the area, which consequently leaves it vulnerable should government spending cuts and therefore job losses be severe. However, industries such as food and drink manufacturing and the visitor and retail sector continue to grow.

Connections with the West Yorkshire economy (Leeds City Region)
The West Yorkshire economies have a major influence on the economy of North Yorkshire. The Leeds City Region includes the districts of Selby, Harrogate and Craven. In general household incomes are high across the area, although isolated pockets of deprivation do exist in parts of Craven and Selby. The business and service sector accounts for nearly a quarter of all employment in the sub area, and manufacturing provides around 16% of jobs.

Remote rural west
This area includes the Yorkshire Dales National Park and the Nidderdale Area of Outstanding Natural Beauty (AONB). Employment has grown by over 75% from 1991 to 2008 although the majority of businesses in the area employ less than five people. Agriculture and the visitor economy remain the key
employment sectors within this sub area and the area relies heavily on adjacent sub areas for employment.

Remote rural east
This area covers the majority of the North York Moors National Park alongside the towns along the A170 corridor and Whitby. The area relies heavily on tourism and just over a third of jobs are in the tourism and visitor economy. Fewer than 40% of jobs are within businesses employing less than five people and the area does have a high level of unemployment, with 9% of residents being out of work.

Local service centres
Within all of the distinct areas of the County, small to medium sized towns act as the main economic hubs. These towns provide services for the town itself and people in the surrounding rural hinterlands. Much of the focus of sustaining and developing the economy of North Yorkshire will continue to be on supporting and developing these towns. This policy forms a key element of the County’s Economic Development Strategy. The links between these towns are also important in supporting and developing businesses, tourism and the wider economy, enabling the local economic hubs to reinforce their impact on a wider scale.

Unemployment and economic deprivation pockets
Compared to the rest of the country and much of the Yorkshire and Humber Region, generally speaking the economy of North Yorkshire is strong. However, there are parts of the County which suffer from unemployment and deprivation. These small pockets of deprivation are shown below.

![Map of Unemployment and Deprivation in North Yorkshire](image)

**Figure 7 – Unemployment and deprivation in North Yorkshire**

The main areas of unemployment in the County are in Scarborough and Selby, with other small pockets in Whitby, Filey, Malton, Harrogate, Skipton,
Northallerton and Richmond. It is not yet clear as to what extent these issues are influenced by transport, so the County Council will work with partners from the economic development sector to determine the root causes. Initial analysis suggests that poor long distance transport links may be contributory factors for Scarborough, Filey, and Malton (A64 corridor), Skipton (A59 corridor) and Whitby (A171 corridor). Localised traffic congestion may play a role in Scarborough, Malton and Harrogate and also in Northallerton and Selby.

**Stronger economies**

Improved transport links will not only bring benefits to the weaker economies. Good transport links can help to support and grow stronger economies. We will therefore also seek to maximise the contribution that transport can make to supporting these stronger economies.

### 3.3 Potential interventions

As previously stated transport can contribute towards supporting local economies, but is rarely the most important factor in the strength of the economy. Transport primarily supports the economy by providing reliable and efficient infrastructure and services that allows businesses and individuals to move people and goods around.

The transport infrastructure in the County is generally suitable for this purpose. The County Council therefore regards managing the network and maintaining the quality of the network as being our main priorities and the best way in which we can help local economies. Where appropriate, improvement measures will also be considered in line with the manage, maintain and improve hierarchy.
The County Council aims, through the full hierarchy, to support local economies in the following ways.

1. Maintain and improve connectivity both within the County and with other areas.
2. Reduce congestion in towns.
3. Maintain and improve access to services.

**Improving connectivity**

Poor longer distance connections between towns, to large urban centres and to the national transport networks can lead to long and often unpredictable journey times. This can make for difficult access to labour markets and unreliable supply and distribution of goods and services for businesses. Improving connectivity between the key towns is likely to provide strong economic benefits and enhance the County’s sense of identity. It will facilitate the internal market, strengthening it to challenge for business from outside. The County Council will therefore identify where poor long distance connectivity may be a major influence on local economies (e.g. the A59, A64 and A171 corridors), investigate the causes of the problem and identify and provide appropriate and affordable solutions. We will also investigate where other connections between towns in North Yorkshire (local connectivity) can assist in supporting local economies.

The type of solution available will depend on the exact nature of the problem but may involve better traffic management and helping to reduce the need to travel, improved road maintenance, or improvements to the road network. They may also consist of changes and improvements to public transport (bus and rail) facilities and services in partnership with operators.

However, as previously identified, the funding available for local transport has reduced significantly. The type of solutions available within the next ten years will be smaller scale, targeted interventions at specific problem sites (e.g. junctions). It is highly unlikely that there will be any scope or funding for major new road building, upgrading to dual carriageway or major rail improvements or reopenings in the foreseeable future.

However the benefits of these improvements will be identified as part of the process. The County Council will work alongside partner authorities and agencies to manage, maintain and improve cross boundary links. This will ensure that residents of North Yorkshire and adjacent areas have access to key service and that the movement of goods across the region can take place. It should be noted that in many cases the strategic transport networks (trunk roads, railways) are not under the direct control of the County Council.

Partnership working with the agencies responsible (Highways Agency, Network Rail, transport operators etc) will be crucial, especially to improving long distance connectivity. The County Council will support in principle any major new transport schemes outside of the direct control of the County Council that help to improve connectivity. This includes any improvements implemented on the strategic road network by the Highways Agency to the routes such as the A64 and A1.
The County Council also supports in principle proposals for rail reopening across the County, on routes such as Skipton to Colne and Harrogate to Ripon and Northallerton, though at present it is unlikely that we will be able to provide any funding contribution either towards studies or actual schemes.

Reducing traffic congestion
Congestion can occur on both longer distance routes between towns and cities (inter urban), within towns and cities (urban) and in some cases in rural areas. Generally inter urban congestion is dealt with as part of improving connectivity (see above) therefore, this section will concentrate primarily on managing urban congestion.

As with poor connectivity, congestion can also lead to poor and unpredictable journey times which in turn can make for difficult access to labour markets and unreliable supply and distribution of goods and services for businesses. This may reduce the profitability and viability of businesses, deter new businesses from locating, and discourage potential visitors and customers from visiting shops and tourist attractions. Working to ensure that journey times remain reliable through urban areas is the main element of managing and reducing congestion. This will be completed in line with the manage, maintain and improve hierarchy, ensuring that the maximum benefit from the existing network is achieved before adding new infrastructure and facilities.

The key focus of this approach will be:

• better traffic management;
• reducing and managing travel demand;
• modal shift to more sustainable modes of transport; and
• providing additional capacity within the transport network.

There are nine main locations across the County that experience regular significant congestion issues. These are as follows.

• Harrogate / Knaresborough town centre
• Skellgate area of Ripon town centre
• Scarborough town centre
• Kildwick level crossing A6068 Skipton Road, Crosshills
• Whitby town centre
• A167 North End Northallerton level crossing
• Butcher Corner- Malton / Norton
• A19 through Selby (including the A63 junction at Barlby)
• A170 Vivas Lane and A169 roundabout Pickering

The Government’s Network Management Duty requires local transport authorities to manage the road network in such a way as to secure ease of traffic movement. This applies to all roads in the County but is particularly important in congested areas. We will therefore aim to minimise congestion and its impacts through better traffic management. A key element of this will be through better coordination and timing of roadworks and other planned and unexpected events but we will also consider measures such as altering signal timings to optimise capacity at junctions.
The County Council will throughout LTP undertake an ongoing programme of reviewing and optimising timings at signals across the County. Reducing the need to travel and managing travel demand can be achieved through various methods such as the localised delivery of services and encouraging multi purpose trips. Additionally through effective management of new land use developments and car parking the need to travel can be significantly reduced.

Private car use can lead to large volumes of traffic on the roads. By encouraging people to use more sustainable modes such as walking and cycling for shorter trips and public transport for longer trips, traffic volumes can be reduced significantly and congestion can be avoided. One of the most significant methods for achieving this modal shift is the provision of improved public transport services both through local bus services, or in larger towns, through the provision of park and ride.

At the present time the County Council does not consider the scale of congestion in North Yorkshire is sufficient to require further consideration of localised congestion charging or workplace parking levies. In certain circumstances additional capacity may be required at specific locations to more effectively manage traffic congestion.

Additional capacity can be provided by physical improvements, such as new routes and junctions and also through new and improved traffic signal and urban traffic management equipment and software.

**Improving access to services**

Additionally, especially in rural areas, the economic performance of a town can be dependant on the quality of transport links and services to its supporting rural hinterland. This allows employees to get to work in local businesses and shoppers to use local shops and services. Access to services is primarily a social inclusion issue and to avoid repetition further consideration of this is included in Chapter 6 - Equality of opportunity.

### 3.4 Future developments

New housing and employment developments across the County will have a significant impact upon the transport network. The Regional Spatial Strategy (RSS) identified several growth points across North Yorkshire. The bulk of these are located adjacent to existing towns.

The coalition government, soon after its formation, announced the revocation of the RSS and the housing allocations included within it. Despite a November 2010 High Court decision reversing the scrapping of the housing allocations in the short term it is likely that in the longer term these will still be revoked.

Notwithstanding the above, latest indications from those local planning authorities within the County are that at this stage they will continue to have regard to the evidence underpinning RSS and are generally unlikely to propose significant changes to the housing allocations set out within it.
Through the development of Strategic Transport Improvement Master Plans (STIMPS) the County Council will work with relevant planning authorities to identify measures on the transport network that will be required to facilitate the proposed developments. We will then work with partners to develop an appropriate funding mechanism to fund these measures.
Chapter 4
Environment and climate change

Reducing the impact of transport on the natural and historic environment and tackling climate change.

4.1 Background

Whilst transport and increased personal mobility has undoubtedly brought numerous economic and social benefits to the people of North Yorkshire there are environmental issues linked to greater personal mobility. We need to ensure that the environmental impacts of transport are minimised not just for new initiatives but also for past schemes.

It is now widely accepted that the biggest environmental issue facing the world is the impact of climate change. In the past few years North Yorkshire has experienced significant floods across the County but especially around Selby, Malton/Norton, Pickering, Filey and the western edge of the North York Moors. These extreme flood events are likely to become more common as a result of climate change. Nationally transport accounts for 21% of green house gas emissions, which contribute to climate change. It is therefore clear that we must take a role in reducing the contribution of local transport to climate change and also react and adapt to the impacts of climate change.

Transport can also have an impact on people’s health, primarily through air pollution, but also in terms of noise and light pollution. Although generally the air quality in North Yorkshire is very good there are a small number of locations where high traffic volumes cause localised problems.

The landscape of North Yorkshire is one of its most important assets and provides a valuable resource in which people live and work. It is also one of the main reasons why many people travel into the County for leisure and tourism and choose to return to North Yorkshire repeatedly. It is therefore important that we protect the landscape from the impacts of transport whilst also providing good links to transport for residents and visitors. The stakeholder engagement on the main priorities for this LTP identified the environment as an important theme, although it was seen as slightly less important than the other objectives. The main purpose of this objective is to:

• minimise the impact of transport on the environment; and
• seek to improve the environment through transport.

The consultation also showed reducing demand for travel and encouraging travel by sustainable modes as the most popular ways of protecting the environment.
4.2 Key issues

Given the broad nature of the environmental challenges for transport in North Yorkshire this objective has been split into the following three sub-sections. These are:

• climate change;
• the effect of transport on health; and
• the effect of transport on the historic and natural environment.

Climate change
As has already been stated, greenhouse gas emissions from transport represent 21% of total UK domestic emissions. The evidence shows that the vast majority of this is produced in the main urban areas of the country however it also shows that North Yorkshire has the highest emissions per capita in the Yorkshire and Humber region.

Whilst some of this is undoubtedly due to the impact of ‘through’ traffic on roads like the A1 motorway there is still a significant contribution to reducing carbon to be made by travellers in North Yorkshire and by those travelling from North Yorkshire to other places.

We must however balance the desire to reduce carbon emissions from transport with the travel needs of North Yorkshire residents. Given the large rural nature of the County and its sparse population the relatively carbon inefficient private car is often the only means of transport for residents. Nevertheless this should not stop us encouraging people to travel by other modes where alternative means of travel exist to reduce our emissions.

Figure 9 below shows carbon emission in the Yorkshire and Humber region for each km square.
This demonstrates where most carbon from transport is produced. In North Yorkshire it clearly identifies the main road network and some of our larger settlements (Harrogate, Scarborough, Skipton, Ripon, Thirsk, Northallerton and Richmond / Catterick Garrison) as the greatest contributors. By concentrating efforts on these routes and towns we can have the greatest impact on greenhouse gas reduction from transport. We will also work with other transport authorities adjoining North Yorkshire to reduce the amount of greenhouse gases in their areas produced by trips originating in North Yorkshire.

In addition to reducing greenhouse gas emissions from transport we will also take measures to adapt to the effects of current or future climate change. Primarily, this will mean improving the resilience of the highway network when subjected to extreme weather events, especially flooding and high summer temperatures melting road surfaces. There is an ongoing need to adopt new design standards and use different road materials for future construction and maintenance, which will provide greater resistance to the effects of weather. Additionally, we will identify those parts of the current highway network at greatest risk from the effects of climate change and where possible improve them or at least identify suitable alternative routes when necessary.

The effect of transport on health
This section deals with the negative impact transport can have on health. Road accidents and the benefits for individuals of healthier travel choices are covered in Chapter 5- Safer and healthier travel.

The main negative impact of transport on health is from poor air quality. In North Yorkshire this is not generally a major problem, however there are a limited number of locations where high volumes of traffic, usually coupled with
developments either side of the road creating a canyon like effect, cause air quality issues.

Air quality is measured and monitored by the District Councils. Long term monitoring has shown areas of concern as follows:

- Hambleton District – A167 Friargate Street, Northallerton
- Harrogate Borough – A661 Woodlands junction
- Harrogate Borough – A59 Bond End, Knaresborough
- Harrogate Borough – B6265 Skellgate, Ripon
- Ryedale District – B1248 Butcher Corner, Malton

Of these Butcher Corner was declared an Air Quality Management Area (AQMA) in the summer of 2010 and Bond End, Skellgate are likely to be declared in the near future. An AQMA is an area where pollution has reached a level set by the European Parliament as requiring remedial action. The relevant authorities (in this case the County and District Council) must prepare an Air Quality Action Plan to reduce pollution in these areas. Investigation and design of options for inclusion in the action plans for these three areas has already commenced and plans will be completed in accordance with the guidelines of 12 to 18 month after declaration. The other locations identified may not formally be declared as AQMA’s however pollution levels are nearing the critical point. The County Council and District Councils are therefore working together to try and reduce traffic and pollution so that the threshold to declare the County an AQMA is not met.

Traffic noise can also have an impact on health. In North Yorkshire however noise levels are relatively low in comparison to a major city and no urban areas meet the European requirements for further action. Nevertheless the County Council will seek to minimise noise levels from new highway schemes and where possible from the existing highway.

**The effect of transport on the historic and natural environment**

Within North Yorkshire there are two National Parks (North York Moors and Yorkshire Dales), two Areas of Outstanding Natural Beauty (AONBs) (Howardian Hills and Nidderdale), one World Heritage Site (Fountains Abbey), over 1,200 listed buildings and over 200 Sites of Special Scientific Interest. Overall approximately 46% of the County is designated National Park or AONB (See figures 10 and 11 below). This high quality natural and historic environment is crucial to the economy of the County, particularly through both the agriculture and tourism industries.
An annual visitor survey found that almost half of the visitors to North Yorkshire came for the 'countryside/landscape/scenery' and almost 40% for 'peacefulness/tranquillity'. The quality of the environment is also a significant factor in attracting businesses to North Yorkshire and is an asset for residents. The tourist industry in North Yorkshire is a major contributor to the economy of the County. Protecting the built and natural environment from the impact of transport and where possible enhancing it through better transport is therefore an important objective for the LTP.

The impacts of transport on the landscape range from the visual impacts of infrastructure (road, bridges, street lights etc.) and vehicles (both moving and parked) through to impacts on wildlife and biodiversity. A key issue is the growing demand for travel (from residents and visitors) and because of the size and sparse population in North Yorkshire much of this is inevitably using private cars. In some places there is a growing danger that the impact of the transport used by visitors starts to degrade the very landscape they came to visit.

Figure 10 – National Parks and Areas of Outstanding Natural Beauty in North Yorkshire.
4.3 Potential interventions

The County Council and its partners can have only a limited direct impact on transport and the environment. In many cases we are trying to address problems that have been building up over decades, so it is unreasonable to expect immediate results.

Some of the measures we can take will only show significant results in the longer term, but we need to start now to ensure we achieve a beneficial effect. We will take all reasonable measures to ensure that the environmental impact of the new transport infrastructure we provide is minimised. We are about to adopt an updated Highways Construction Manual which includes details of different specifications and materials, which wherever possible will to be used for new infrastructure (whether it be signposts or road improvements) in high quality or protected environments such as the National Parks. The Construction Manual also includes updated guidelines and specifications for matters such as drainage design to ensure that new infrastructure takes account of the changing impacts of climate change.

We will set an example by trying to minimise the impact of business and commuter travel by County Council staff. We will try to reduce the need for travel on County Council business through promoting car sharing, home working and embracing technology such as video conferencing and improved internet functionality. Where we still have to travel we will encourage use of ‘greener’ types of transport (public transport, walking etc.) and low carbon vehicles. The environmental impact is now an important consideration when the County Council buys new vehicles.
The vast majority of travel within the County is not under the direct control of the County Council. We can however try to influence people’s travel choice and behaviour to minimise the impact on the environment. In doing so we will adopt the following approach:

• Reducing the demand for travel - Encouraging people to think about the trips they make and whether they need to make them. This may be not making unnecessary trips, combining trips (e.g. shopping on the way home from work) or using technology such as video conferencing to avoid making trips.

• Using ‘greener’ modes of transport – Encouraging people to use more environmentally friendly forms of transport such as buses, cycling, walking or car sharing. The County Council will promote the benefits of these types of transport and seek to provide the infrastructure (pavements, signal controlled crossings, cycle routes, bus stops etc.) and services (bus services) that allow people to choose alternatives to driving.

• Encouraging low carbon vehicles – The County Council is currently looking at how it might encourage people to use low carbon vehicles (electric / hybrid cars etc.) This work is in its early stages but is likely to include measures such as the provision of charging points for electric vehicles or special parking places. The County Council is already a partner in a regional ‘Plugged in Places’ bid for funding to provide electric car changing at key points across the county.

As well as individual travel choices we will also try to influence the travel of businesses in the County through encouraging them to produce and implement Business Travel Plans. We will especially seek to do this when businesses submit planning applications for major new or expanded development and will work with planning authorities to encourage them to require that all new developments help to support sustainable transport options.
Chapter 5
Safety and healthier travel

Improving transport safety and security and promoting healthier travel.

5.1 Background

Between 1994 and 2009 the number of people killed or seriously injured (KSI) on roads in North Yorkshire fell from over 1,000 to just over 500 per year with slight injuries falling from over 2,900 to less than 2,300 per year (see figure 12 below).

Whilst this is a significant improvement on the average figures for 1994-1998 (which we selected as a baseline against which to monitor improvements) it is still too many. Road accidents do not just cause personal suffering but have a significant economic impact arising from both the direct costs (emergency service etc.) and indirect costs (impact of road closures, loss of productive time by injured people).

In addition to the impact of road accidents it is also recognised that transport can affect the health of individuals both negatively (air pollution) and positively (better fitness through walking and cycling).

The main purpose of this objective is to:

• reduce the number and impacts of road accidents;
• reduce the negative effects of transport on people’s health; and
• encourage healthier means of travel.

![Figure 12 – Trends since 1994 for road casualties in North Yorkshire.](image-url)
5.2 Key issues

Road safety
As we continue to make progress in reducing road accidents and casualties the number of high risk sites and routes where accidents occur are reducing and becoming more difficult to identify. It is therefore important that we make the best use of the data we have to identify where and why accidents occur and any specific groups of people ‘at risk’ of being involved in road accidents.

We have adopted a very robust approach to the analysis of data about road accidents in order to target our time and resources at the highest risk groups of people and locations.

Data analysis has identified the following groups and issues as requiring particular attention.

• Wearing of seatbelts and restraints - Research has shown that the simplest single way to reduce casualties would be to ensure that everyone used a seatbelt every time they travelled. Our efforts to increase wearing rates among children have seen good improvements from 11% non-wearing down to fewer than 5%. However, wearing rates are becoming worse in the adult population. This is a particular problem in our most rural areas where rates of noncompliance are as high as 8 -10% for drivers and 12 – 14% for adult passengers in some districts.

• Driving for work - Work related journeys, whether in a company vehicle or in their own car or van, have been shown to be at greater risk of collision than a domestic journey.

• Motorcyclists - Nationally, motorcycles represent 1% of vehicle traffic. However, motorcyclists account for approximately 19% of all road user deaths. In North Yorkshire, although we have achieved a downward trend in overall KSI’s since 2003, motorcyclists remain over-represented in the casualty data. These are typically aged 30-59, riders of large capacity, high powered sports motorcycles and can be resistant to road safety messages. As a hard to reach group, they require a tailored approach to behavioural change initiatives. This is not specific to North Yorkshire, but part of a bigger national trend.

• Older drivers - The population of older people (over 50 years) in the County is set to rise by around 30% during the next ten years. Those aged over 70 years will rise by over 40% and their travelling needs require careful consideration to enable them to continue to lead fulfilling independent lives, to access services and to do so as safely as possible. Where elderly people are unable to carry on driving or travelling independently, support in finding alternatives to car or bus travel will need to be provided.

• Young drivers - Through their relative lack of experience and road skills combined with youthful exuberance and risky behaviour such as speeding, young drivers feature highly in the numbers of KSI’s. Identification of locations and routes which require attention is an ongoing process. These will be identified through the following means.
• Analysis of high risk sites - The County Council maintain a list which is updated annually, of all the locations which have an accident record of four or more collisions in the previous three year period. Analysis of the types and causes of accidents at sites on the list is used to identify the most appropriate and cost effective action to reduce the number and severity of accidents occurring.

• Route action studies - In many cases accidents do not occur at single locations but over a length of road. The County Council will continue to investigate lengths of road with poor accident records to identify the most appropriate remedial actions.

• Fatal collision investigations – Working with North Yorkshire Police we carry out a detailed analysis of the causes of all accidents in which someone is killed. This is used to establish what actions can be taken to prevent further accidents that result in a fatality.

Security
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.

Studies in Stoke and Dudley provided evidence that targeted improvement of street lighting in areas of high crime could reduce incidents of crime, however, it is generally accepted that improved street lighting has a more positive impact on the fear of crime. In a recent public questionnaire undertaken in areas of North Yorkshire that had benefited from improved street lighting, 88% of residents felt safer.

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 and routes to them and sheltered accommodation. In some cases gender and/or race are also considered where these groups are particularly at risk. An example of this is the provision of lighting that was incorporated into the design of the new bus station in Skipton to help to protect Asian taxi drivers from abuse and assault.

National security
The County Council recognises that a terrorist attack within or outside of North Yorkshire could potentially impact on the transport network in the County. How the County Council will manage such an incident is included in the Network Management Plan. Effective working alongside key partners such as the emergency services and other bodies including the Highways Agency and Network Rail will be key in order to ensure that people and goods can continue to be able to move around the County if such an incident did occur.

Health
The main impact of transport on health arises from poor air quality caused by exhaust fumes. Air quality problems are generally very localised and often related to traffic congestion. The County Council works alongside the district councils to investigate how traffic can be managed or reduced at any locations
that they identify as having very poor air quality due to traffic. Further details are included in Chapter 4- Environment and climate change.

Obesity and poor physical fitness is a growing problem across all sections of our society. Whilst travel and transport is not the solution to these issues it does have a role to play. Travel is a major factor in everyone’s daily lives and can help reduce obesity and improve physical fitness through ‘active travel’ such as walking and cycling. The Government have identified that childhood obesity is a growing problem and with an ageing population in North Yorkshire, keeping the over 60’s active and independent is also a priority.

5.3 Potential interventions

Road safety
In November 2004 the County Council and other partners founded the York and North Yorkshire Road Safety Partnership ‘95 Alive’. The vision of the partnership was to save 95 lives from road accidents by 2010 and it included around 20 public sector organisations (local government, emergency services, health services) with a role to play in road safety.

In 2010 with the expectation that the target of saving 95 lives would be achieved, the partnership was reviewed and refreshed. It adopted a new vision, which as well as addressing actual road safety issues aims to make people ‘feel’ safer while travelling.

The partnership reinforced its approach to improving road safety by a range of measures following the principles of:

• education - ensure road users understand the consequences of their actions and how to use the network safely;
• engagement - working with local people and partners to make roads safer;
• enforcement - where the law is broken, ensure those responsible are dealt with; and
• engineering - make roads as safe as possible through effective design (road maintenance) skid resistance etc.

Health
As discussed in more detail in the environment and climate change section we will take measures to reduce localised air quality problems both by traffic management and traffic reduction. We will aim to improve the flow of traffic or direct it away from the problem area, to reduce the demand for travel and to encourage cleaner means of travel (e.g. - public transport, electric cars, walking, cycling). If no appropriate management or maintenance measures are possible we will consider highway improvements and, where feasible, provide new diversionary routes.

Choosing to make trips wholly or partly by ‘active travel’ such as walking and cycling can have significant health benefits and there are many opportunities for people to change their means of travel especially for shorter trips. 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 education. Where possible and appropriate we will also maintain and provide the infrastructure (footways, crossings, cycle routes etc.) that will allow people to make the switch to walking and cycling.

We will also aim to increase coordination between our education, publicity and engineering work as government research has shown that this can increase the use and benefits of new infrastructure.
Chapter 6
Access to services

Promoting greater equality of opportunity for all by improving people’s access to services.

6.1 Background

Good transport is a vital factor in building sustainable local communities. It contributes to stronger and safer communities, healthier children and young people, improved equality and social inclusion and environmental and economic objectives.

The ability to access key services is fundamental to living a fulfilling life. Helping all people to access the services they require, especially employment, education, healthcare and food shopping, has long been a high priority for the County Council. The stakeholder engagement for this LTP reaffirms the high priority of this objective.

In North Yorkshire, a high proportion of residents have access to a vehicle, which makes getting to key services relatively easy. However, there are people who, for a variety of reasons, may not have a vehicle and as a consequence may find that accessing key facilities is much more difficult. Therefore, this objective focuses predominantly on improving access to services for non car users, though it will not ignore the needs of those with a vehicle.

6.2 Key issues

In considering people’s difficulties in accessing services we will think about:

• place - difficulty accessing services because of where people live (e.g. rural areas); and
• people – difficulty accessing services because of personal circumstances (e.g. age, wealth, disability).

In isolation either of these can result in difficulties accessing services but in combination the problems can be significantly worse.

We should remember however 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 smallscale and often localised. Addressing these can often be difficult.

Place
The main ‘place’ problems people have accessing services in North Yorkshire are due to the size and sparse population of the County. Many essential services are situated in local towns or cities in neighbouring counties. Access to these services is difficult for rural residents because of the distance they need
to travel and/or the time it takes. This problem is most evident in access to health care, where only two acute hospitals (hospitals offering the widest range of services) are located in the County, making travel difficult and time consuming. Despite this sparsity and size the County does benefit from a good public transport network which, it is estimated, provides 93% of the population with access to at least a daily bus service. The network has, over the last five years, seen increasing numbers using passenger transport to access employment and other services.

The Department for Transport collects information on transport every year, which forms part of the core national indicators set. One of these core indicators is 'opportunity to access services.' The calculation is a measure of the opportunity to access key services by public transport, cycling and walking and is presented as the proportion of the local population that can access services within a reasonable journey time. 'Reasonable' for these purposes is defined by the national average journey time for the type of journey and is approximately 15 minutes for food shopping, primary school and GP's surgery and 45 minutes for employment, secondary school and hospital. Table 2 below provides a comparison of North Yorkshire and the rest of England and Wales.

Whilst this may at first sight seem quite good it should be noted that this represents the whole population and the reality for individuals may be significantly worse. The issue is also not evenly spread across the County. Further analysis of the data shows that the situation is worst in Ryedale where only 59% of the population have access to a GP and 37% have access to a hospital in a reasonable time.

The problem is likely to get worse as the average age of the population of North Yorkshire increases. Since 2001 the population of North Yorkshire has grown by around 4.5% but the percentage of people over retirement age has actually increased by around 12%. This is a trend that is likely to continue and it is these older people who often have most need of health services and are less independently mobile.

Distance is not the only constraint on access to services. In many cases people may live within easy walking or cycling distance of the services they require (or a bus service to get them there) but cannot use them because of a lack of pedestrian/cycling facilities. The problems of poor, or nonexistent, facilities for pedestrians and cyclists are exacerbated by the speed or volume of traffic that people are likely to encounter on their journey. Problems in rural areas usually relate to the lack of footways or cycle tracks alongside roads. Problems in villages and towns are more often associated with crossing facilities on busy roads. We have over the course of LTP2 taken steps to ensure our market towns are accessible for pedestrians and in particular, disabled people, with drop crossings as needed and with easy bus boarding facilities at main bus stops. This approach has been well received and satisfaction levels measured through consultation reflect this. We would aim to build on this through LTP3.
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 attractive option through promotion and development where possible of safe and convenient routes to school. The decision to take children to school by car is often an automatic one, however, throughout LTP3 we will continue to challenge this and promote active travel choices to children, young people and their parents. We will also continue to provide home to school transport for those children who live too far away (based on the legislation) from their school to safely walk or cycle there. Due to the remote nature of many communities in the County, many children have no other option than to travel to school by bus or car. Currently we transport over 14,000 secondary and 4,000 primary school children and our budget for so doing is £22million. Even in light of cuts to public spending, we will continue to provide this essential service to students living within the County who otherwise would be unable to attend school. The extension of the school day, provision of ‘wrap around care’ and the Government’s plan to increase the school leaving

### Table 2 - Percentage of the population with access to services by public transport, cycling or walking in a reasonable time.

<table>
<thead>
<tr>
<th>Service</th>
<th>North Yorkshire</th>
<th>National</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment</td>
<td>89%</td>
<td>97%</td>
</tr>
<tr>
<td>Food shopping</td>
<td>82%</td>
<td>95%</td>
</tr>
<tr>
<td>Primary school</td>
<td>93%</td>
<td>98%</td>
</tr>
<tr>
<td>Secondary school</td>
<td>87%</td>
<td>88%</td>
</tr>
<tr>
<td>GP surgery</td>
<td>70%</td>
<td>69%</td>
</tr>
<tr>
<td>Hospital</td>
<td>82%</td>
<td>77%</td>
</tr>
</tbody>
</table>

Figure 13 – Net commuter migration by labour market area
age all result in challenges for those planning and delivering home to school transport services.

Within the County there are five areas (see figure 13) (Skipton, Northallerton, Harrogate, Catterick Garrison and Norton / Malton) where there is a net inward migration of labour, (i.e. where more jobs exist in an area than local workers to fill them). In these areas we need to ensure that there is good access to labour markets. As these areas are dependent on different types of industry, different areas of influence will apply. In Harrogate for example the employment is predominantly related to the retail, hotel and catering sectors. In Northallerton there are insufficient numbers of local people to fill the available jobs, of which over 50% are in the public administration, education and health sector. As a result, the town requires good strategic interurban bus and rail services to ensure good access from further afield, particularly Teesside and York.

People
In understanding accessibility from the ‘people’ aspect we have considered factors which may make people less likely or able to travel independently by private car, e.g. low income, and factors that may restrict a person’s personal mobility e.g. age or disability.

The 2001 census data provides a broad indication of which groups are most likely to have accessibility problems arising from their personal circumstances and the main areas of the County in which they live. Although the 2001 census data was collected almost ten years ago, it is the most recent data available and it is reasonable to assume that the relative position hasn’t changed significantly. Based on this analysis it is thought likely that the main ‘people’ constraints on accessibility are as follows.

Income
Our analysis shows a significant link between bus usage and income. People on lower incomes use buses significantly more than those on higher incomes. This is likely to be due to the affordability of private cars. Access to services by public transport is varied across North Yorkshire. Scarborough and Ryedale are notable as the districts with the lowest incomes in the County and are therefore likely to be the worst affected.

No car households
The number of households without access to a car is significantly less than the national average in all parts of North Yorkshire, with the exception of Scarborough borough. This is likely to be linked to income but also the need for a car in a rural area. However, because of the lack of alternatives in rural areas the problems that non car users face are severe.

Lone parent households
Lone parent households are often considered to have a lower than average income, and consequently are more likely to experience accessibility problems. The number of lone parent households in North Yorkshire is below the national average, but the percentage in both Craven and Scarborough is higher.

Long term limiting illness
People with a long term limiting illness or disability are much more likely to experience accessibility difficulties than the rest of the population. As with the
other factors above there is a significantly greater percentage of households of this type in Scarborough borough than the rest of North Yorkshire or nationally.

Based on the analysis of place and people it is clear that we need to concentrate our efforts to improve accessibility in Craven, Ryedale and Scarborough. However, the accessibility problems experienced by people in other parts of the County cannot be ignored. We will therefore ensure that we seek to improve people’s access to services in all parts of the County.

**Age**

People across the age spectrum may struggle to get to key services due to an inability to independently access transport opportunities. Whilst age itself is not a limiting factor, when combined with other issues it can be a barrier to accessibility.

### 6.3 Future issues

The above analysis sets out current factors that shape our policy priorities, however, as the LTP3 also addresses need in the longer term, it is necessary to look at future factors that will impact on accessibility. Looking forward, demographic changes and national policy changes will both contribute to future likely demand.

As previously stated, since 2001 the population of North Yorkshire has grown by around 4.5% whereas the percentage of people above retirement age has increased by around 12%. The Office of National Statistics (ONS) projections for 2015 are for a much higher proportion of older people, with some districts projected to have 30% of their population over retirement age. This trend is likely to make issues such as access to services more challenging as older people often have most need of health and welfare services and are least independently mobile.

At the other end of the scale, provisions in the Further Education and Training Act 2008 provides for the compulsory school leaving age to be raised to 17 years in 2013 and 18 in 2015. This later progression to work and independence and the need to provide transport to varying post 16 education facilities will also add to access issues in the County.

### 6.4 Potential interventions

Our goal in promoting equality of opportunity is therefore to ensure that our transport policies and delivery supports:

- economic activity in North Yorkshire; access to health services and healthy choices for people; access to education, training and employment; access to necessary services and facilities; and
- removing the barriers faced by people which prevent their full participation and access to services. The County Council will look to influence access to services for people through measures that:
- promote and improve transport services and infrastructure to allow people to travel to services; and
• encourage or facilitate local and remote delivery of services so people don’t have to travel, or travel as far, to access the services.

We will take action in both of these ways to improve access to services for people. Based on the accessibility analysis it is clear that good access to services is not available for everyone, or equally available across the County. This section will therefore outline the main priorities with regard to people’s different needs and to different parts of the County, which are as follows.

• Ensure the network of rail, public and community transport is appropriate to meet people’s need to access key services – in particular maintaining current levels in Craven and Scarborough and improving services in Ryedale.

• Develop strong strategic inter urban and cross boundary links to support labour market migration and economic activity – in particular links to York, the Leeds City Region and Tees Valley City Region.

• Ensure people have easy access to information to enable them to make positive choices in how they access services - in particular in Richmondshire and Scarborough where satisfaction is lowest and countywide targeted at those people who are traditionally harder to reach.

• Where small changes could help people increase their travel opportunities, for example if improving a small section of a public right of way would help people to access a local employer; we will look to support such minor improvements depending on funding constraints.

• Encourage integration between different modes of transport and service providers. It is particularly important to help conventional passenger transport and community transport to better integrate to offer a seamless service. This applies equally to private and public sector transport providers.

• Encourage innovative local solutions to meet small scale local access issues and reduce demand for travel – such as the veggie box scheme, small scale local community transport, provision of outreach services and better remote facilities through the internet (especially the County Council supported NYnet).

Whilst the LTP3 priorities are designed to achieve our long term vision, it must be recognised that in the current economic climate, it will not be possible to do all we would like to deliver change in the short term. Resources therefore will be targeted at maintaining necessary access and at measures to mitigate the impact of reduced funding before improvements are considered. For local bus services, maintaining necessary access means ensuring a core daytime network of bus services is maintained before enhancements are introduced. It also means that when budget pressures require a reduction in the level of support for bus services, then core daytime services which meet essential access to services are retained and lower priority leisure, or evening bus services may be reduced or withdrawn.

Measures and interventions for public transport are set out at the end of the access to services appendix and these are intended as a toolkit of options rather than a plan for delivery. Should conditions change and the opportunity is available once again to invest in high quality public transport services, infrastructure and information then programs for delivering these will be developed.
Chapter 7
Quality of life

Ensuring transport helps improve quality of life for all

7.1 Background

It is difficult to define what ‘quality of life’ means, however, it is very clear that the whole purpose of the first four of our transport objectives is to improve quality of life for the people of North Yorkshire. It is recognised that in addition to these four objectives transport can also play a secondary, though still significant, role in improving people’s quality of life in other ways. This may relate to how transport can help or hinder people going about their everyday lives (excluding the key services covered in objective 4), the impact transport can have on people’s feelings of wellbeing or how transport and mobility can help to build communities.

Whilst these wider quality of life issues cannot be ignored it should be recognised that the role transport plays is often secondary to other factors. Actions to help improve quality of life are therefore unlikely to be purely transport related and are likely to be delivered in partnership with other bodies or as a secondary benefit of actions to address the other four objectives.

7.2 Key issues

Some of the key quality of life related issues, which are not specifically covered by other objectives, are set out below.

Access to non essential services
Whilst access to the essential services of employment, education, health and food shopping remains the highest priority, we cannot underestimate the impact poor access to other services can have on the quality of people’s lives. In most cases it is the same people that have poor access to both the essential and non essential services. This is usually through a combination of personal circumstances (people) and geography (place).

Poor access to leisure and social opportunities has often been shown to have a significant impact on people’s physical and mental health and social isolation. This is often reported as being a major issue for both older people and young people. An added issue is that in most cases leisure and social activities take part outside the normal working day and so it is difficult to combine transport for essential services with transport for leisure and social purposes.

Quality of public space and townscape
A large proportion the public space in our towns and villages is actually highway. The quality and visual attractiveness of this space can have a significant effect on how people live their lives. A high quality attractive
townscape can encourage people to walk and interact with each other and can help boost the use of local services, especially local shops and high streets, whilst low quality public spaces can deter people and even sometimes encourage crime. For example providing crossing points at each end of a busy shopping street can encourage circular movement of shoppers whereas a single crossing point may result in virtual cul-de-sacs.

Building and maintaining communities
Transport can have both a positive and negative impact on building and maintaining communities. For example communities can be severed by busy roads passing through towns or villages resulting in a lack of community cohesion and negative effects on people’s lifestyles. Equally, well designed pedestrian facilities and crossings can help to encourage more people to walk around their community and interact with others rather than using their cars.

Traffic pollution, noise and visual intrusion
Whilst the health impacts of high levels of traffic pollution and noise are covered in the health section of this plan, it is recognised that traffic noise and pollution, together with the visual impact of traffic, can make a place much less appealing and have a detrimental effect on people’s quality of life.

7.3 Potential interventions
As stated above transport generally only has a supporting role to play in addressing these wider quality of life issues. Given the significant constraints on funding it is unlikely that the County Council will be specifically identifying and promoting initiatives to address these issues. However we will aim to address the quality of life issues in two main ways.

• By integrating them with other schemes, initiatives and service delivery. For example, when improving access to essential services consideration will be given to extending the benefits to non essential services. This may be through the extension of a footway to a village hall or through support for evening and weekend public and community transport services, though this is likely to prove very difficult with the current need to make savings. Consideration will also be given to the quality of public space and townscape when maintaining or improving the highway. The soon to be adopted North Yorkshire Highway Construction Manual incorporates details of higher quality materials and design specifications for use in areas with a high townscape quality. These are usually more expensive than ‘standard’ materials therefore we will need to strike an appropriate balance between the costs and the benefits.

• By continuing to work with partners to contribute towards initiatives they may be promoting. For example working with local planning authorities on schemes to improve the public realm, working with developers to ensure that new housing and other developments consider quality of life matters.
Chapter 8
Links between objectives

There are numerous links between the adopted objectives. The County Council will therefore ensure that we do not consider them in isolation, rather we will adopt a joined up approach to delivery. Examples of some of the main ones are given below.

**Economy and environment**
It would appear that there is a fundamental conflict between making the movement of people and goods easier and more convenient to help boost local economies and the desire to reduce the environmental impact of transport. The question of whether economic growth and increased demand for travel necessarily leads to increased carbon emission was addressed by the Government in the 2006 Stern Review – The Economics of Climate Change. Based on this the Government concluded that by ‘improving the carbon efficiency of all modes of transport, encouraging behavioural change and supporting the provision of lower emission transport’ we can ‘tackle emissions and achieve continued economic growth’.

On a local basis we need to work with planning authorities and developers to ensure that the climate change impacts of transport from new developments is properly considered and addressed. In doing so we will continue to encourage the appropriate and sustainable location of new development, wherever possible minimising the need to travel to work and facilities, whilst taking advantage of existing public transport infrastructure and services. We also need to encourage individuals and businesses to reduce their demand for travel and to ensure that our efforts to assist economic growth recognise the need to utilise the less carbon intensive forms of transport (e.g. walking, cycling and public transport). This also has some links to health as walking and cycling are ‘active travel’ and if adopted as part of everyday life can improve individuals’ health and lead to more vibrant towns and villages.

All of the areas of concern about air quality in North Yorkshire are directly associated with localised traffic congestion. By reducing this localised congestion it is anticipated that we will both reduce its impact on the economy and improve air quality.

**Economy and access to services**
The economies of many of our rural towns are dependant on their hinterlands. Access between these hinterlands and the towns are vital to local economy.

**Safety and economy**
The key link between these objectives is the economic cost of road accidents. For example each fatal casualty costs society over £1m. These costs include an element for loss of productive time by the casualty but do not include the indirect cost incurred by other road users from delays and road closures resulting from the accident. Where there is a fatal or very serious road accident the Police now close the road to allow detailed investigations. Where this
closure is on a main road or motorway the cost of lost time etc. to other road users can be significant.

Chapter 9
Delivering the objectives

The following section sets out some of the challenges to delivery and our strategy for identifying and prioritising interventions.

Funding
Funding for managing, maintaining and improving transport networks and services comes from a variety of sources. The main source of funding is from budgets available to the County Council. Government finance rules divide this 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, partly as a grant but predominantly as approval to borrow money, which is then paid back from revenue budgets (see below).

• Revenue, which in broad terms can only be used to run the transport network and services. This can be used for example for 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%). 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 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. Revenue funding is also used to repay capital borrowing (see above.)

For the duration of LTP2 the County Council had a total budget of around £65m per year to manage, maintain and improve the highway network. Whilst this was a large amount of money the length of the network is vast. The network includes over 5,500 miles (9,000km) of road, 2,700 miles (4,400km) of footways and almost 2,000 bridges. Vehicles drive over 3,000 million miles (5,000 million km) each year on North Yorkshire’s roads (excluding trunk roads).

At the present time there remains a great deal of uncertainty around the level of funding available to the public sector. This applies to both capital and revenue funding. It is however very clear that for the foreseeable future (to 2018/19 and beyond) the levels of funding available will be significantly lower than was available for both the first and second Local Transport Plans. Details of the latest position on the potential funding available for LTP3 are included in Chapter 10.

Scheme identification, option testing and prioritisation
Notwithstanding the above there has never been sufficient funding available to address all of the transport issues and problems in North Yorkshire. The probability of significantly reduced budgets for delivering LTP3 make the selection of the best option to deal with a problem and prioritising which get addressed first even more important. As part of LTP2 the County Council adopted the following approach to delivery of schemes and initiatives to achieve our objectives.

![Diagram of the delivery approach]

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**Problem**
Identify the transport related problem/issue that needs addressing

**Solution**
Identify a range of solutions to the problem and select the most appropriate, to be based on the manage/maintain/improve hierarchy

**Prioritise**
Prioritise the selected solution for potential programming and delivery

**Deliver**
Programme and deliver the highest priority schemes and initiatives

**Monitor**
Monitor the effectiveness of the scheme in achieving the LTP objectives

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*Figure 14 – Approach to delivery of schemes and initiatives.*

We will continue to take this approach for the delivery of LTP3 and will ensure that the selection of the most appropriate solution and the prioritisation is rigorously applied in order to get the best value for money. The selection process will adopt the hierarchy of manage, maintain and improve as discussed previously.

We will also consider, and where appropriate deliver, lower cost schemes that may provide only part of the solution, but at a significantly lower cost than the full scheme. For example if a scheme costing £10,000 would save 80% of the accidents at a given location, but it would cost £100,000 to save all the accidents we will give preference to the cheaper scheme on the basis that the other £90,000 will have the potential to save accidents elsewhere. The same principle will be applied to highway maintenance schemes where the focus is towards prevention rather than reconstruction. It is estimated that the cost of reconstruction of the carriageway is up to ten times more expensive than preventative measures such as basic surface treatments. In terms of ensuring
that as many of the County’s roads as possible are in a good condition it is therefore more economical to stop them failing than to repair roads that have already fallen below the required standard. Unless there is a significant local safety issue we will concentrate most of our resources on stopping roads failing.

Further details of scheme identification, option testing and prioritisation are included in part 2 of this plan.

**Table 3 North Yorkshire Local Transport Strategy summary Vision**

North Yorkshire is a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high-quality environment and cultural assets maintained and enhanced, and receive effective support when they need it.

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Key issues</th>
<th>Main Interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supporting flourishing local economies by delivering reliable and efficient transport networks and services (local economies).</td>
<td>Poor connectivity (long distance links) between towns in NY, to neighbouring areas and the rest of the country. Areas of traffic congestion and delays in NY towns. Poor local accessibility to jobs.</td>
<td>Demand management and targeted small scale improvements on the network at pinch points. Manage the demand for travel, encourage modal shift from private cars to more sustainable transport modes and provide limited extra capacity. See ‘Access to Services’ below.</td>
</tr>
<tr>
<td>Reducing the impact of transport on the natural and built environment and tackling climate change (environment and climate change).</td>
<td>Local contribution to greenhouse gas emissions. The impact of traffic related air quality on health at key areas of concern. Need to adapt the transport network to mitigate the impact of climate change. The impact of transport on the high quality built and natural environment.</td>
<td>In the following order, manage the demand for travel, encourage modal shift from private cars to more sustainable transport modes, encourage ‘greener’ vehicles and re-route traffic where appropriate. Update and enhance design standards for transport infrastructure to reflect climate change (especially drainage) and for use in areas of specific natural and built environmental importance.</td>
</tr>
<tr>
<td>Objectives</td>
<td>Key issues</td>
<td>Main interventions</td>
</tr>
<tr>
<td>-----------</td>
<td>------------</td>
<td>--------------------</td>
</tr>
<tr>
<td>Improving transport safety and security and promoting healthier travel (safety and healthier travel).</td>
<td>Specific groups 'at risk' of being road casualties, High risk accident locations and routes, Impact of poor air quality on health, Benefits of travel choices for health and obesity</td>
<td>Road safety education, engagement, enforcement and engineering, Traffic management and reduction, Encouraging and facilitating 'active travel' choices</td>
</tr>
<tr>
<td>Promoting greater equality of opportunity for all by improving people's access to all necessary services (access to services).</td>
<td>Place - poor access to services resulting from the size and sparse population of the County, People - poor access to services resulting from peoples personal circumstances</td>
<td>Maintain and selectively improve the use and availability of public and community transport services and infrastructure, Selected improvements to the highway network for pedestrians and cyclists, Help deliver services locally to reduce the need for people to travel</td>
</tr>
<tr>
<td>Ensuring transport helps improve quality of life for all (quality of life).</td>
<td>Improving access to non key services, Reducing the impact of transport on local communities and local environment</td>
<td>Incorporate a consideration of Quality of Life measures during the delivery of measures to address the other four objectives</td>
</tr>
</tbody>
</table>
Part 2 – Delivery

Chapter 10
Funding

As discussed in Chapter 9, the main sources of funding to allow the delivery of schemes and initiatives that will contribute towards achieving our five transport objectives is capital and revenue funding provided to the County Council by government and through council tax. This section sets out brief details of the potential funding available for the period 2011-16.

Capital
At the time of preparation (Autumn 2010) the capital funding allocations from the Government for LTP3 are not known. Before the October 2010 Comprehensive Spending Review indication from Government was that the cuts could be of the order of 50% (when compared to the LTP2 allocations). Based on the original final year allocation for LTP2 (2010/11) of approximately £31.5m (for maintenance and integrated transport) a 50% cut would result in an allocation for LTP3 of approximately £16m p.a.

Following the Comprehensive Spending Review announcement on 20 October the total reduction (countrywide) in funding available for LTP capital block allocations was actually approximately 25% each year between 2011/12 and 2014/15. The actual allocations for North Yorkshire have not at the time of preparation of this plan been announced. However, based on these figures, the County Council estimate that their allocation could be up to approximately £25m per year.

Although it is not possible to calculate an exact figure the capital funding needed to maintain the County’s highway network in its current condition (steady state) is significantly in excess of £15m p.a. Based on this 50% cut in funding the County Council will (in line with the manage, maintain, improve hierarchy) prioritise funding for maintaining the existing highway network over providing new infrastructure. It would therefore be likely that for the early years of LTP3 there would be very little funding available for integrated transport schemes and initiatives (improvements) and that this will be concentrated on fulfilling our statutory duties with regards to road safety and managing congestion. Highway maintenance and other statutory duties would remain the highest priorities even with a £25m p.a allocation however the extra funding would allow the County Council to develop and implement a limited number of high priority, value for money improvements. If and when sufficient capital funding is made available by the Government the County Council will reassess the situation and where appropriate increase the provision of ’improvement’ schemes.

It is not anticipated that there will need to be any significant revisions to LTP3 arising from this announcement as it has been specifically produced to allow flexibility in funding streams and to maximise the efficient use of limited finance.
Details of the allocations and any implications on LTP3 delivery and targets will be published on the County Councils website (or available on request in other formats).

**Revenue**
There are two main types of revenue funding provided by the County Council that fund the implementation of the LTP. These are the maintenance revenue and the revenue which supports ‘socially necessary’ bus services that are not operated on a commercial basis. As is the case with the capital funding there are likely to be significant reductions in the amount of funding available for the duration of LTP3. Initial indications are that there will be a reduction of approximately 28% in central government revenue grants across all areas of the County Council.

Whilst the County Council will continue to concentrate on making savings through improved efficiency, the level of savings will require some cuts in front line services. We do however recognise that there is a fundamental need to keep the highway network open and operational in bad weather. The County Council therefore intends to protect the winter maintenance budget for gritting and snow clearance from any cuts. Furthermore we recognise the importance of supporting local bus services to provide access to services for those people without private transport. Whilst unfortunately we will need to make savings to the 2010/11 budget of approximately £6.5m we will try to minimise both the level and impact of necessary cuts by protecting core weekday, daytime services.

**Local Sustainable Transport Fund (LSTF)**
As part of the outcomes of the Comprehensive Spending Review the Government introduced a new funding stream for local transport initiatives. The Local Sustainable Transport Fund consists of £560m nationally over four years (2011/12 - 2014/15) and is partly capital (£210m) and partly revenue (£350m). Full details were not available at the time of preparation of the Local Transport Plan but the fund will be open to bids from all transport authorities outside London ‘to develop enhanced packages of measures that support economic growth and reduce carbon’. The County Council will seek funding from the LSTF to supplement the LTP block allocations including, as stated in section 6.4, for improving sustainable access to services in rural areas. The LSTF is especially relevant to this type of initiative as it has a high proportion of revenue funding which can be used to support local delivery of services and local transport services.

**Strategic Transport Improvement Master Plans**
In addition to the above funding sources the County Council will continue to seek funding from developers to provide necessary highway improvements to accommodate traffic and transport from new housing, employment and other developments across the County. Further details of the Strategic Transport Improvement Master Plans (STIMPs) approach that is being developed are provided in Chapter 12.

**Impact of winter 2009/10**
The winter of 2009/10 was exceptionally cold and snowy with several areas of the County under snow for over six weeks. This has had a significant impact on the cost of maintaining the network. Whilst the in the short term the County
Council has managed to allocate approximately £13m to deal with these problems there will remain a long term cost implication of winter 2009/10 that will impact on already reduced transport budgets, well into the period of LTP3.
Chapter 11
Policies and practices

11.1 Background

The highway network is the infrastructure on which nearly all surface travel (except rail) takes place. It includes roads, footways (pavements), cycle ways, bridges, street lights, traffic signals and bus stops and facilities to help people get on and off buses. Public Rights of Way (PRoW’s), (which include public footpaths and bridleways), are also part of the highway network but are not covered by highway funding mechanisms.

As well as being essential for travel, the highway network is also important to people’s lives because of the goods and services which people are dependant on are delivered using it and many of the essential utilities (gas, electric, water, telephones etc.) are under, alongside or over it. Works carried out by the utility companies can therefore have a major impact on the highway network and people’s travel.

Other transport infrastructure, whilst not actually part of the highway network, is also important to people’s ability to travel. This includes car parks, cycle parking, bus stations and Park and Ride sites.

As discussed in the local transport strategy we have adopted the commitment to manage, maintain and improve the network and services as a hierarchy of consideration and funding. To make best use of the limited available funds it is vital that we consider how we manage what we already have (making the best possible use of it and making sure it can be used) before considering maintenance issues (e.g. resurfacing and reconstruction) and before improving it (providing new infrastructure). This highlights some of the main policies and practices adopted by the County Council to fulfil our commitment to managing, maintaining and improving the highway network and transport services.

11.2 Functional hierarchy

With the budget available for LTP programmes it is not possible, or necessary, to manage, maintain and improve all roads and footways to the same level as long as 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 people. To make the best use of the money available the County Council has therefore adopted a ‘functional hierarchy’ for the highway network which underpins many of the policies and practices we have adopted.

The functional hierarchy adopts the principle that a road, footway or cycleway should be managed, maintained or improved to a standard appropriate to its use. The ‘use’ is defined both by the volume of traffic (cars, pedestrians, cycles etc) and its purpose (strategic links between towns, commuter routes within
towns, housing estate roads etc.) Based on the above, each road, footway and cycleway is allocated to a category. Although the functional hierarchy takes account of road classification (A, B, C unclassified) it is not dependant on it as many of the roads in the County are not used in a manner which fits with their technical classification.

The functional hierarchy was adopted during LTP2 and currently underpins many of our decisions on highway management and maintenance. It is intended that we will continue to roll it out into other areas of the service throughout the LTP3 period.

The County Council manages a variety of types of road including the following.

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category 2 strategic routes</td>
<td>Trunk and some principal A roads between primary destinations. Routes for fast moving, long distance traffic with little frontage access or pedestrian traffic. Speed limits are usually in excess of 40mph and there are few junctions. Pedestrian crossings are either segregated or controlled and parked vehicles are generally prohibited.</td>
</tr>
<tr>
<td>Category 5 back streets</td>
<td>Roads serving limited numbers of properties. Only applicable to urban areas, will typically be the rear access road to terraced properties.</td>
</tr>
<tr>
<td>Category 6 unsurfaced roads</td>
<td>Unsurfaced rural roads.</td>
</tr>
</tbody>
</table>

Footways are also categorised from category 1a, (Pedestrianised areas) through to category 5 (little used rural footways) and cycle ways are categorised from category A to category C, both based on type and use.

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

- programmes of inspections to ensure highways are safe and to enable statutory duties to be fulfilled;
- resources (time and money) for management, maintenance and repairs;
- winter maintenance such as gritting and snow clearance; and
- other policies (e.g. verge cutting, gully emptying).

### 11.3 Key policies and practices

**Network Management Duty**

In 2004 the Government placed a Network Management Duty (NMD) on all highway authorities. With the exception of trunk roads, the County Council is the highway authority for most public roads in North Yorkshire. The NMD requires us to ensure traffic keeps moving on the roads.

Whilst the overall remit of the NMD is wide ranging, it is primarily concerned with the management of temporary activities on the road network to minimise congestion and disruption to the travelling public. These temporary activities can be sub-divided into:
• operational - such as road works carried out by the County Council, contractors or utility companies, road closures, refuse collection and parking enforcement;
• planned – such as sporting events, carnivals and parades; and
• unplanned – such as road accidents and breakdowns, emergency repairs to the road or utility apparatus and weather events.

The NMD requires the County Council to have specific procedures and practices in place to deal with maintenance activities on the highway. Possibly the largest benefits can be gained through better coordination of road works. Every year, in order to improve and maintain their equipment, utility companies (electricity, gas, telecoms, water etc.) dig more than 25,000 holes in North Yorkshire’s roads. Consequently, all non emergency works on the highway are coordinated by the County Council to ensure that wherever possible there are no conflicts between works on the main diversion routes. Coordinated programming ensures, for example, that planned works by utilities are carried out before any County Council resurfacing schemes, not in the weeks that follow.

Another key element of the NMD is the defining of traffic sensitive streets. These are sections of road that at certain times (e.g. peak periods) carry large volumes of traffic or are main bus routes. Wherever possible any works on these roads are undertaken outside of the traffic sensitive period. This may mean works not starting until after 9.30am and finishing by 4.30 pm, night time working or in tourist areas planning works only outside the holiday season. This applies to both the Council and anyone else carrying out planned (non emergency) works on the roads.

**Highway Maintenance Plan**
In order to maximise the effectiveness and efficiency of our maintenance activities the County Council have prepared a detailed ‘Highway Maintenance Plan’. This has been developed based on the national code of practice for highway maintenance and focuses on the themes of best value and continuous improvement. The foundation of our plan is a process of safety inspection and a planned investment programme based on whole life costs. This plan sets out our requirements, procedures and processes and encourages coordination and consistency in the delivery of local highway maintenance. The implementation of the plan contributes to the LTP objectives and will lead to the delivery of a better local highway service in the County.

**Gritting and snow clearing**
The County Council has recently reviewed its winter service policy to ensure best value for money and to adapt to the changing climate. The cornerstone of the policy is to use the best available forecasting technology and to update the hierarchy of gritting routes. The County Council therefore receives detailed weather forecast information and uses a sophisticated ice prediction system linked to weather stations located across the County. These give engineers vital information to help them decide when and where to salt.

However, there are over 5592 miles (9000 km) of roads of all types and 2734 miles (4400 km) of footways in the County and it is not possible to keep all of them clear of ice and snow at all times. In order to maximise road safety and maintain people’s access to jobs and other services we have adopted a priority
system for gritting routes. This is based on the functional hierarchy and ensures that the routes that need gritting and snow clearance most get treated first. The routes are classified as:

- priority one - includes all A roads and important B, C and unclassified roads;
- priority two - includes the rest of B roads and appropriate C and unclassified roads (not all remaining C roads will be priority two); and
- priority three - includes all other roads.

During winter, priority one and priority two routes are salted daily as a precautionary measure, when weather forecasts suggest that temperatures are going to drop below a predetermined level. Unfortunately the County Council does not have the resources to grit and clear snow from all the footways in the County. The policy therefore is to grit and clear snow only from main shopping streets during times of prolonged ice and snow moving on to other footways as and when resources allow us to.

We use different methods and machines for different conditions. For ‘normal’ icy roads; 93 gritters are available across the county, supplemented by snow ploughs and blowers and other specialist machinery as required. In addition, the Council has negotiated with over 120 farmers and landowners who have agreed to assist in the snow clearance operation using their own vehicles fitted with ploughs and towed spreaders when requested to do so.

The typical cost of operating the winter service in a ‘normal’ year is £6 million, which includes spreading over 50,000 tonnes of salt.

**Gully emptying**

All drainage gullies are cleaned out every six months or annually depending on need established through a risk based approach. This is carried out in order to ensure the free flow of water from the highway. More regular gully emptying takes place at sites across the county where poor drainage has been identified. This increased frequency of emptying reduces the risk of flooding and helps to reduce damage to the network whilst also maintaining access for transport users.

**Verge and hedge management**

Roadside verges are essential areas of wildlife habitat. The County Council’s intention is to manage our verges to support the growth of wildflowers which will in turn provide food and shelter for pollinating insects, other invertebrates, birds and small mammals. Although the policy is in its infancy, some of the actions include cutting the verges before and after (but not during) flowering, to allow the natural seeding of the verges. This is balanced against the need to ensure that overgrown verges do not obstruct visibility for those using the highway. A ‘Verge Aware’ scheme will be piloted in order that all staff working on verges, including Council staff and those working for the utility companies, know what is expected of them and what actions they should take to ensure the protection of verges across the County.

Most hedges running next to the highway belong to private landowners and are not the responsibility of the Council to maintain. Trimming must be undertaken by the landowner to ensure that vegetation doesn’t obstruct visibility for drivers or for pedestrians walking along the footways. Clearing the road and footway
after hedge cutting is also the responsibility of the landowner. However, in extreme cases of hedges being overgrown, the County Council may decide to cut hedges or clear up after cutting and charge the landowner for doing so.

**Street lighting**

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

Street 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 47,000 street lights operated by the County Council in North Yorkshire and it costs approximately £1.2m per year to power them. Many street light columns are old and consequently there is an ongoing programme of replacement based on routine testing. The Council is carrying out a ten year replacement programme of defective concrete columns and has allocated £10 million specifically for this purpose. Since 2004 the County Council has been replacing old types of street lights with energy efficient compact fluorescent lamps. The new lamps provide the same light output for only 50% of the power consumption. Newer lamps can also provide up to 100% more illumination, through better direction of the light, whilst reducing light pollution by around 70%. They also last twice as long before they need replacing. Additionally, since 2005, we have also provided all our street lighting energy from renewable sources and will continue to do so as long as it remains economically viable.

We will continue to look at ways to reduce costs and carbon emissions. By introducing new switching regimes and fitting photo cells we will switch lights on later and off earlier to save energy, although this will need to be balanced against the safety, security and convenience implications of reduced street lighting.

**Traffic signals**

Traffic signals are a feature of our highways landscape that are often taken for granted, but they do perform an essential function.

They:
• provide improved facilities for vulnerable road users (e.g. pedestrian crossings);
• address congestion and safety issues at problem junctions and help to keep traffic moving; and
• manage traffic at the swing bridges (e.g. Selby, Whitby) and narrow bridges (e.g. Skipton on Swale).

Traffic signals are often used as an alternative to roundabouts at junctions, especially where space is limited. This is particularly relevant in some of our historic towns where streets are narrow. Signals can be used to manage complex junctions and to achieve traffic management objectives, for example, allowing priority for strategic routes over side roads by giving longer green phases to the priority routes. Current traffic signal packages can offer a variety of management solutions. This includes plans that operate automatically, can
be enacted at different times of the day, or allow entirely reactive phasing, such as that with Urban Traffic Control (UTC). For example, this could allow traffic signal engineers to set programmes to best deal with high inbound flows in the morning, and high outbound flows in the afternoon peak, or to implement reactive plans for unusual events such as concerts. UTC systems are in use in the urban centres of Scarborough and Harrogate and allow the County Council to link town centre traffic signals together to allow more complex management of the traffic including giving priority to buses.

In 2010 the County Council introduced a ‘traffic signals remote monitoring system’ that includes every traffic signal and pedestrian crossing in the County. This system automatically monitors traffic signals and informs engineers when there is a fault. Using this system the County Council is alerted to faults more quickly and therefore can ensure they are rectified as soon as possible.

**Car parking**

In general terms there are three types of car parking facilities. These are:

- private car parks at homes or businesses that are owned and managed by the householder or business;
- off-street public car parks which are usually owned and managed by the District Council (or National Park) but also include privately owned car parks such as those run by NCP; and
- on-street car parks, which are the responsibility of the County Council.

The County Council currently has no direct control over the provision and running of private car parking or off-street public car parks. We do however recognise that managing the provision, price and location of these types of car parks can have a major influence on traffic volumes and congestion.

Legislation introduced by the Government during LTP2 allows local highway authorities to implement a workplace parking levy in order to discourage use of private cars for commuting and encourage the use of other forms of transport. In essence a workplace parking levy is an annual charge on car parking spaces provided by employers for their employees. Whilst a number of highway authorities in England are currently considering implementing a levy as a congestion management tool, North Yorkshire County Council do not feel that congestion in any part of the County is sufficient to justify the use of a workplace parking levy and do not intend to introduce one in the near future.

Although the County Council is directly responsible for managing on-street car parking residents do not have a ‘right’ to park on the highway. This is because historically ‘highway’ referred to any path on which members of the public had the right to pass.

Consequently, inappropriate parking which causes an obstruction may be a prosecutable offence. It is clear however that if properly managed, in most cases the highway (road) can be used both for moving traffic and for parking especially in town centres and residential streets. The County Council, as part of this LTP, is preparing a car parking strategy which will set out how we will manage and control car parking on the highway to minimise disruption to traffic and pedestrians and to allow suitable on-street parking.
The strategy will include a commitment to take forward civil parking enforcement (CPE) across the County, taking on the responsibility from the police for enforcement of on-street parking offences. CPE is already in place in the whole of Harrogate and Scarborough districts with enforcement being carried out by the Police in the other five districts. The town centres of Harrogate and Scarborough are the only places in the County where there are charges for ‘on street’ parking. The management of the existing CPE operations is carried out on behalf of the County Council by the two district councils and for economies of scale is incorporated into their off street car park management regime. The revenue from on street car parking charges and fines is used to fund the CPE operations, with any remainder being used for other transport maintenance and improvements in accordance with national legislation.

Traffic surveys
A fundamental principle of everything we do as a highway authority is that it should be needs based. An important, though not necessarily overriding, factor in the assessment of need is the traffic flow on the highway. This includes vehicles, cycles, pedestrians and other road users such as horses and riders. Traffic flow is also a key element of a road’s classification in the functional hierarchy.

The County Council employ a firm of specialist traffic data collection consultants to undertake this function for us. This includes ad hoc surveys linked to specific maintenance or improvement proposals as well as long term traffic monitoring. Surveys are either carried out manually by people counting (or videoing) traffic at the roadside or by automatic traffic counters (ATC’s). Short term ATC surveys (up to four weeks) are generally carried out using temporary pneumatic tubes across the road. These can record the number, speed and type of vehicles on the road but cannot identify or record individual vehicle details. Longer term monitoring is generally undertaken by wire loops buried in the road. These can record the same type of data as the tubes but are much longer lasting, collecting data over significantly longer periods and are less noticeable than equipment on the surface of the road. This type of data is a valuable resource and one which we may, on occasion, share with other organisations; in some cases, this may incur a charge.

Most traffic surveys in the County are carried out by the County Council, but there may be occasions where consultants acting for developers carry out their own traffic data collections. In these situations the County Council expect the consultants to inform us in advance of the survey so that we can deal with any queries from local people or road users and also ensure that counts do not clash with any other programmes, which could result in a skewing of results.

Personal Injury Accident (PIA) data
All road accidents that result in an injury to someone should be reported to the police who record the accident details, such as the location, vehicle types and severity of injuries. This information, on every PIA in North Yorkshire, is stored on a database by the County Council for use by us and partners in investigations into accident trends, causes and potential solutions. Road accidents that do not result in a personal injury (i.e. damage only) are not necessarily reported to the police and therefore no comprehensive records of
such accidents are available. In broad terms personal injury accidents are
classified as:

• slight - where an injured person is treated but not kept in hospital;
• serious - where an injured person stays in hospital as an in-patient; or
• fatal - where a person is killed (or dies as a result of their injuries, within 30
days of the accident.)

Our approach to addressing road accidents is based on information, therefore
the PIA data is crucial to targeting our actions to ensure the best results.

**Highway development control**
Traffic from new developments such as housing, supermarkets, offices and
factories can have a significant impact on the capacity and operation of the
highway network. The number of new trips from these developments can be
significant. For example, it is estimated that each new house built can generate
up to eight new trips per day. The County Council as Highway Authority is
involved in all planning applications for new developments. We have three main
roles to play with regards to grant of planning consent.

The first is advising the Local Planning Authority (which may be the District or
Borough Council, the National Park Authority or the County Council’s Planning
Services) on the potential transport impacts of the development on the highway
network. This includes the impact on the safety and capacity of local roads, any
improvements required to accommodate the new traffic and ultimately on the
acceptability of the development in highway terms. We do not however have a
power of direction and planning authorities can, and occasionally do, grant
planning permission despite our advice. We will work with local Planning
Authorities to encourage them to require developers to make contributions to
identified transport improvements through the Section 106 (Town and Country
Planning Act 1990) mechanism. We will also use Section 278 (Highways Act
1980) Agreements to ensure that any necessary highway improvements will be
funded by the developer and to a standard acceptable to the County Council.

Secondly we advise the Planning Authority on the requirements for any direct
access onto the existing highway. This is both the type of junction required (e.g.
roundabout, traffic signals, T junction), the details of its design and standard of
construction. We do not have a power of direction on this either but it is very
rare that a Planning Authority would ignore our advice.

The third element of our role is to advise developers on the design and
construction of any new highways infrastructure on the site (e.g. housing estate
roads, highway drainage, structures) that they want the County Council to
adopt as publicly maintained highways. This means that if the road/facility is
built to a standard which meets the requirements of the County Council, then
there is a greater chance that the County Council will ‘adopt’ the road, meaning
that the road will become the responsibility of the County Council and will be
maintained at public expense.

We aim to adopt the approach that a new development should not have a
significant impact on the network for 15 years after its completion. This means
that the developer should demonstrate that there is sufficient capacity on the
network to accommodate local increases in traffic that are newly generated or
that improvements can be made to the network that will accommodate the traffic (or at very least return the network to its pre-development capacity). The County Council expects that all necessary highway and transport improvements needed to accommodate a new development will be funded by the developer. In some cases however the County Council will make a contribution to the improvements where by working together there is a demonstrable improvement for existing road users.

**Public rights of way and the LTP**
Public rights of way (PROW’s) (public footpaths and bridleways) are part of the wider highway network. However in many cases, especially in a rural area like North Yorkshire, they do not form part of the core transport network nor is funding provided for them through the formula based grants from the Department for Transport. The County Council does recognise that in some situations and locations PROW’s can play an important transport role (e.g. improving walking routes to a village school, providing cycle routes to employment areas). In these cases the County Council will consider funding for maintaining and improving these routes from LTP budgets. In other cases (such as footpaths and bridleways used purely for recreational walking and cycling) it is neither appropriate nor affordable to fund maintenance and improvement from LTP budgets. Nevertheless the County Council have adopted a Rights of Way Improvement Plan (RoWIP), and whilst this is a separate document to the LTP there are close links where a Right of Way plays an important transport role.

**Unsurfaced county roads (UCRs)**
Closely related to PROW’s are unsurfaced county roads. In most cases these are primarily used for walking, cycling and off road vehicles. It is widely recognised that inappropriate use of UCR’s by off road vehicles can cause significant damage which limits their use by other users. Both the County Council (the Highway Authority) and the National Park Authorities (within the National Parks) have the power to make Traffic Regulation Orders restricting the use of UCR’s to prevent this damage. However, the County Council regards this as a last resort and as such is developing, with both the National Parks and user groups, a UCR Management Plan which seeks to manage the use of UCR’s by consent in order to limit damage. The UCR Management Plan is likely to be adopted during 2011.

**Bus services**
The vast majority of bus services in the County are run by private companies on a commercial basis (i.e., without any public sector funding) and the County Council have no direct role in either planning or providing these services. The Council do, however, have powers that allow us to enter into a contract with bus operators to operate services that are not provided commercially or provided to an appropriate standard (in terms of the frequency or the coverage of the route). Services provided in this way are primarily those that allow people to access essential services (e.g. employment, education, healthcare). Our support may amount to small payments made to enhance service routes or add an extra journey (or at the other end of the spectrum, to payments for the operation of totally subsidised services, which otherwise would not exist).

In addition, the Council can provide or contribute towards new infrastructure for bus users (e.g. bus stations, bus shelters, timetable cases, raised kerbs etc.)
We therefore work with the bus operating companies wherever possible to improve the quality and/or frequency of commercially operated bus services wherever we provide new or improved infrastructure.

**Re-opening railways**
Around North Yorkshire there are many sections of former railway route and sidings which have the potential to be re-instated and re-opened for rail traffic or to serve other transport uses such as conversion to pedestrian/cycling/equestrian routes. A number of these were identified in LTP2 including sections of the Wensleydale Railway, the Skipton to Colne Line, the Harrogate, Ripon, Northallerton Line and the Embsay railway near Skipton. The County Council will continue its policy from LTP2 of recommending the planning authority protect former rail infrastructure in their Local Development Frameworks for possible future transport use. It must however be recognised that rail re-instatement and re-opening is generally expensive and therefore, whilst supporting railway re-opening in principle, it is highly unlikely that the County Council will be able to provide any financial support either for investigatory work or for actual re-opening schemes.

**Taxis**
The role of taxis in helping to address accessibility is often under-valued. Taxis can provide door to door flexible services in the absence of conventional public transport. The Council will work with providers to develop responsive transport services that can be accessed on demand, such as taxis and taxi bus services.

Taxi services are licensed by District Councils in North Yorkshire. As in most areas, there are differences between the individual licensing schemes. Strategy is directed towards delivering consistent high quality standards and the same principle should apply to taxi services. Quality of vehicles in terms of maintenance and accessibility and quality of drivers in terms of competence and customer care are basic requirements.

- The Council will work with District Councils and taxi companies to promote an agreed level of quality standards.
- The Council will seek to ensure that more taxis are accessible for people with mobility difficulties.
- Where the Council contracts a taxi service (e.g. for home to school transport) the Council will encourage/require the use of greener fuels.
- The Council will consider the needs of taxis and their users when developing infrastructure schemes.
Chapter 12
Identifying problems

12.1 Road and footway maintenance

The highway network (roads and footways) is the primary means by which people get around the County. To enable people to use the network and therefore contribute towards achieving our LTP objectives, it needs to be maintained and kept in a suitable condition. Many years of underfunding of highway maintenance by the Government has led to the County Council, and most other highway authorities, slowing the rate of deterioration of the network rather than improving it. During LTP2 we made progress in reducing the rate of deterioration and some progress in improving the condition of some road and footway categories.

However, with the impact of the severe winter weather in 2009/10 and the reductions in transport budgets for LTP3, 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 clear scheme identification and prioritisation methods for highway maintenance. We monitor and assess the condition of large elements of the road and footway network on an annual basis. The results of these assessments are used to assist in identifying required maintenance schemes across the County.

Inspection techniques
The assessments use a mixture of visual and machine based techniques to assess the condition of stretches of road and footway. The inspection and assessment routine varies dependent upon the category of highway in the functional hierarchy and the requirements to monitor National Indicators. This is illustrated in table 4 below.

Coarse and detailed visual inspection
Coarse visual inspection (CVI) and detailed visual inspection (DVI) surveys are used to monitor road condition on the network. CVI’s involve a basic survey of the network, undertaken whilst driven, where visual faults and issues are noted. DVI’s are undertaken on foot, allowing greater detail to be noted.
SCRIM  
Machine based Sideway-force coefficient routine investigation machine (SCRIM) surveys are routinely carried out on the network to identify sections of road where skid resistance is poor.

Griptester  
Machine based Griptester surveys are carried out to investigate skid resistance at accident investigation sites or other specifically identified locations.

SCANNER (Surface Condition Assessment of the National Network of Roads)  
A machine-based survey, which assesses the structural condition of the carriageway and provides data for reporting the National Indicators on network condition.

Carriageway (road) and footway maintenance scheme identification  
The information obtained from inspections is collated and processed using a central combined system in order to identify defective sections of carriageway. These locations are then subjected to a further detailed visual inspection to clarify the extent of the defects. Locations are then prioritised across the County for possible maintenance schemes.

The County Council also carries out regular condition and safety inspections identifying small scale defects, such as pot holes and rutting. 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, minimising the risk to transport users.

Footways are categorised dependent upon their usage. The County Council assesses all the higher category footways as part of a regular inspection routine. Busier footways in pedestrian areas and shopping streets are inspected on a monthly basis, whereas less-busy routes such as feeder streets are inspected annually. If inspections identify dangerous defects then these are resolved immediately.

<table>
<thead>
<tr>
<th>Survey type</th>
<th>Class/category</th>
<th>Network coverage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coarse visual inspection (CVI)</td>
<td>Unclassified Roads (inc Cat 3a, 3b, 4a, 4b)</td>
<td>25% annually (1000km)</td>
</tr>
<tr>
<td>Detailed Visual Inspection (DVI)</td>
<td>Footway Cat 1, 1a, 2</td>
<td>50% annually (50km)</td>
</tr>
<tr>
<td></td>
<td>Footway Cat 3, 4</td>
<td>5% annually (200km)</td>
</tr>
<tr>
<td>Sideway-force coefficient routine investigation machine (SCRIM)</td>
<td>Cat 2, 3a, 3b</td>
<td>100% annually (2100km)</td>
</tr>
<tr>
<td>Griptester</td>
<td>Cat 2, 3a, 3b, 4a &amp; 4b</td>
<td>Only accident sites and where identified</td>
</tr>
<tr>
<td>SCANNER</td>
<td>A, B &amp; C</td>
<td>50% annually (2000km)</td>
</tr>
<tr>
<td></td>
<td>U (inc. Cat 3a, 3b)</td>
<td>2% annually (100km)</td>
</tr>
</tbody>
</table>
Other categories of footway are inspected on a less regular basis. However, as with busier footways, dangerous defects are rectified immediately. Where instances of structural damage are identified, a more detailed structural survey is completed.

The information obtained from the various footway inspection techniques is collated and processed using a central system in order to identify defective sections of footway. These locations are inspected again to clarify the actual extent of the defects. This data allows locations to be prioritised across the County for possible maintenance schemes.

In addition to the regular inspections across the network, the County Council responds to issues raised by members of the public. As and when a problem is identified, an inspection will be carried out to establish whether repairs are required. If repair work is deemed necessary, suitable action will be planned and completed. If repair work is not deemed necessary at this stage, the defect will continue to be monitored by the County Council to ensure that public safety is maintained.

## 12.2 Maintaining bridges and structures

Bridges and structures provide access to many locations across the County and some communities would be cut off completely without a bridge connecting them to the rest of the transport network. Strategic routes would not be able to function without bridges. Maintaining bridges and structures to a suitable standard is therefore essential to keeping the County moving. Some bridges may be historic and non-standard and therefore may require a different approach to standard carriageway and footway sites.

Various inspection techniques will be used to identify the need for maintenance and repair of bridges and structures. An agreed timetable of inspections for all bridges and structures in the County is operated by the County Council. This involves regular visual inspections, known as superficial inspections, by highways staff, identifying obvious defects and deficiencies in the bridge structure through to full structural assessments by specialist bridge engineers.

### Superficial inspections

Basic superficial inspections of the bridge deck and structure are carried out on a regular basis as part of the standard programme of highway inspection work carried out across the County. These inspections are often in response to issues raised by members of the public or as a result of damage caused by vehicle accidents. Where required, further more detailed inspections by specialist bridge engineers will be requested.

### General inspections

Every two years a more detailed general visual inspection is completed. This involves a visual inspection of all parts of the structure and where appropriate adjacent earthworks and waterways that might impact on the stability of the structure.

### Principal inspections
Every six years a principal inspection is carried out. This is more detailed than a general inspection and involves a close examination of all accessible parts of the structure. Where applicable temporary access is provided and portable camera equipment is used to ensure inspection of obscured and difficult to reach areas of the structure.

Diving assessments
The County Council has identified a number of key bridges across major waterways where diving inspections are required. These diving inspections enable parts of the structure that are below water to be inspected. These inspections are carried on a six yearly basis, with approximately 40 bridges per year being subject to a diving inspection.

Structural assessments
A full detailed structural assessment is completed on all structures every 12 years. This involves a full inspection similar to those carried out as part of the principal inspections and this is supplemented by a full engineering assessment of the structure’s load carrying capacity.

Special inspections
Where issues are identified related to a specific part of a bridge or structure or in relation to a specific event (such as an abnormal heavy load or following flooding) a special inspection will be carried out. This is outside of the normal inspection regime.

The information collated as part of the inspection techniques is used to assist in the prioritisation and programming of bridge and structure maintenance and repair schemes. Where inspections reveal unsafe defects and issues that require immediate attention and repair, the County Council ensures that appropriate measures are completed to make the structure safe for use.

Acceptance inspections
When new bridges and structures are taken under the County Council’s control, either due to new construction or when ownership of an existing structure is transferred to the County Council, an acceptance inspection is carried out. This is to ensure that the structure is of a suitable and acceptable standard prior to the County Council taking on responsibility for it. Any defects or remedial works are identified at this stage and completed to a suitable standard prior to the ownership of the asset being transferred to the County Council.

Local knowledge
Although a common range of issues exist across the County, how they impact on specific communities and at individual locations varies. The County Council will use local knowledge from staff based at our seven area offices across the County, together with data gathered through the delivery of previous local transport plans alongside data and evidence to identify specific local transport issues and problems. Examples of data to be considered include personal injury accident records, information on volumes, speeds and types of traffic flows and stakeholder feedback.

12.3 Identifying other schemes
During both the first LTP (LTP1) and LTP2 the County Council developed a range of strategies aimed at identifying transport issues in all parts of the County. In LTP1 town centre traffic management strategies (TMS) were aimed at identifying transport issues in 14 town centres across the County. The extent of these strategies was limited; however they were able to address issues affecting a high proportion of the County’s population, as the town centres identified were the larger areas providing a range of key services. Despite covering 14 of the major towns across the County, it was recognised during the development of LTP2 that this approach needed to be widened to ensure coverage of the whole of the County. As a result the County Council agreed to develop 28 Service Centre Transportation Strategies (SCTS) before the end of the LTP2 period. These SCTS’s covered all the main towns in the County as well as their surrounding rural hinterlands. Where TMS concentrate on town centres, SCTS cover a wider area from which people are drawn to use the facilities in a particular service centre. Improvement and maintenance schemes identified in the SCTS’s will continue to be implemented during the first few years of LTP3.

The SCTS process has provided a comprehensive method for identifying local transport issues. The aim of scheme identification through LTP3 is not to repeat the SCTS process but to build on it and the knowledge gained during LTP2. Whilst we will not be repeating the intense programme of scheme identification and engagement, the service centre areas as defined in LTP2 will remain an important tool in identifying and delivering schemes across North Yorkshire.

The County Council will continue to engage with local stakeholders and parish councils on progress in delivering SCTS across the County. This will involve the production of a short annual progress report on SCTS. This brief report will review the implementation of the SCTS and provide the opportunity for local people to identify any new transport related issues that they want the County Council to consider.

Added to this, the local knowledge developed through the ongoing local delivery of transport services has made us aware of many of the issues around the County. However it is important that we continue to monitor these issues and liaise with transport users to ensure that we remain aware of the issues facing people in the County.

Local transport partnerships
To provide local transport users with the opportunity to identify and discuss transport issues the County Council will investigate the feasibility of establishing a small number of Local Transport Partnerships similar to the Scarborough Transport Forum. The exact details of how many partnerships there should be, the areas they will cover and how they will be operated are still under consideration. In establishing these partnerships we will aim to make sure that where possible they build on existing engagement groups.

Whatever format the partnership may take, and different formats may be suitable for different areas of the County, it is intended that they be consultative partnerships made up of a range of key stakeholders including District, Town and Parish Councils, the Highways Agency and National Parks (if applicable), local business organisations, residents associations, transport operators, civic groups and other stakeholders. It is likely that the partnerships will meet no
more than twice each year. Key issues raised at the partnership meetings and any formal decisions will be referred to the relevant County Council Area Committee.

It is essential that the agenda of each partnership is flexible enough to meet the specific transport needs of the area. It is important that the area partnerships reflect the differing issues and priorities in their own part of the County. Issues identified during the SCTS process will be used as a starting point for the transport partnerships.

**Direct public and stakeholder requests**
In addition to the more formalised mechanisms for engagement, the County Council will continue to encourage the public and stakeholders to contact the Council to report any transport related issues and concerns.

The primary method for this communication will continue to be through the County Council’s customer service centre (CSC). Working closely alongside the area based teams, the CSC is able to deal with issues and transfer calls to the relevant area team where appropriate. The area teams have an in depth knowledge of the specific transport issues facing their area, can investigate the issue and, where appropriate, generate potential schemes and initiatives from any requests received. There are also teams based centrally who provide more specialist advice and consider countywide issues.

**Passenger transport scheme identification**
Many schemes suggested by the public and stakeholders through SCTS feedback and local transport partnerships will be related to passenger transport improvements. In addition, the County Council will continue to undertake regular reviews of the public transport provision across the County.

Although around 75% of bus services are provided by operations on a purely commercial basis, the County Council support the other 25% through subsidies and contracts. To ensure that the limited funding available is used where it is most needed the County Council carry out regular reviews of what is provided commercially to decide where our support is needed most. In total seven service reviews will be completed across North Yorkshire during LTP3, one for each of the seven districts across the County. This follows on from the reviews undertaken during LTP2. The timetable for these reviews during LTP3 is shown in table 5.

<table>
<thead>
<tr>
<th>Area(s)</th>
<th>Planned service review date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harrogate</td>
<td>2011</td>
</tr>
<tr>
<td>Richmond</td>
<td></td>
</tr>
<tr>
<td>Hambleton</td>
<td></td>
</tr>
<tr>
<td>Craven Ryecales</td>
<td>2012</td>
</tr>
<tr>
<td>Selby</td>
<td>2013</td>
</tr>
<tr>
<td>Scarborough</td>
<td>2014</td>
</tr>
</tbody>
</table>

Each review will look at the provision of all public and community transport services including bus, rail, coach, taxi and community based services.
Potential improvements to both bus services and infrastructure such as bus stop and station improvements will be considered. The local transport partnerships will be fully involved in these reviews.

**Connectivity studies**
Several key transport corridors across the County are identified in the economy section of the Local Transport Strategy. These routes act as some of the main transport links in the County, connecting towns within the County and also into neighbouring areas. The County Council will investigate issues and identify appropriate and deliverable solutions on these corridors.

The studies will involve the use of accident data, travel to work information, traffic volumes, and journey time data, to identify what issues exist and potential solutions. Information and data collated through the SCTS processes and other sources will also be used to inform the studies.

As part of the NY&Y Sub Region in early 2010 the County Council, along with City of York, Scarborough Borough and Ryedale District Councils and the Highways Agency and Yorkshire Forward, commissioned a pilot connectivity study on the A64 corridor between the A1, York and Scarborough. The study is due to be completed in the spring of 2011.

**Identifying accessibility issues**
Throughout LTP2 various specific local accessibility issues were identified. The County Council will build on these to develop an evidence base for identifying the key accessibility issues across the County. A key tool in this process will be Accession software. This software analyses transport infrastructure and compares the data to the location of key services to help identify where there are gaps. This information will be shared with partners and service providers to help inform and develop local strategies to improve access to key services such as health, education, employment and food shopping.

**Air quality monitoring**
The seven district councils in North Yorkshire have responsibility for monitoring air quality across the County. Where specified pollutants exceed EU defined levels as a direct result of transport related activities the County Council will work alongside the district councils and other relevant parties to develop air quality action plans.

Deterioration in air quality to a point below prescribed limits will not be the only trigger point for action. The County Council will work in partnership with district authorities to ensure that mitigating schemes and initiatives are developed and implemented to prevent air quality from exceeding these designated limits.

**Local development frameworks (LDFs)**
In response to the Regional Spatial Strategy (RSS) the ten planning authorities within the County (seven district councils, two national parks and the County Council as the minerals and waste planning authority) are at different stages in the process of developing LDF’s which outline their respective development strategy for the future.

The key transport related issue arising from the LDF developments is the required growth in housing. The coalition Government, soon after its formation,
announced the revocation of the RSS and the housing allocations included within it. Despite a November 2010 High Court decision reversing the scrapping of the housing allocations it is likely that in the longer term these will still be revoked. Notwithstanding the above, latest indications from the local planning authorities within the County are that at this stage they will continue to have regard to the evidence underpinning RSS and are generally unlikely to propose significant changes to the housing allocations set out within it.

Table 6 below illustrates the probable housing growth across the County as identified in the RSS and also the potential associated growth in car trips. These are assessed for illustration purposes at six trips per household per day. Actual figures may vary, both upwards and downwards, depending on the site location and impact of sustainable transport measures such as travel plans and smarter choices initiatives. The very small allocations within the National Parks are included in their relevant district.

<table>
<thead>
<tr>
<th>District</th>
<th>Annual additions 2008 - 2026</th>
<th>Total allocations 2008 – 2026 inclusive</th>
<th>Housing distribution</th>
<th>Potential new car trips per day (@ 6 per household)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Craven</td>
<td>250</td>
<td>4,750</td>
<td>40% in Skipton</td>
<td>29,000</td>
</tr>
<tr>
<td>Hambleton</td>
<td>250</td>
<td>5,320</td>
<td>Bulk in Northallerton and Thirsk</td>
<td>32,000</td>
</tr>
<tr>
<td>Harrogate</td>
<td>390</td>
<td>7,410</td>
<td>Urban extension to Harrogate/Knaresborough</td>
<td>44,000</td>
</tr>
<tr>
<td>Richmondshire</td>
<td>200</td>
<td>3,800</td>
<td>Bulk in Otterick Garrison and Colburn</td>
<td>23,000</td>
</tr>
<tr>
<td>Ryedale</td>
<td>200</td>
<td>3,800</td>
<td>Bulk in Malton/Norton</td>
<td>23,000</td>
</tr>
<tr>
<td>Scarborough</td>
<td>660</td>
<td>10,640</td>
<td>75% in Scarborough</td>
<td>64,000</td>
</tr>
<tr>
<td>Selby</td>
<td>440</td>
<td>8,380</td>
<td>Bulk in Selby</td>
<td>60,000</td>
</tr>
<tr>
<td>NY Total</td>
<td>2,320</td>
<td>44,080</td>
<td></td>
<td>265,000</td>
</tr>
</tbody>
</table>

Initial indications of overall housing growth are between 20-25% across the County; however growth in the Richmondshire and Scarborough areas is likely to exceed 25%. This housing growth and the associated population increase will have a significant impact on the County’s transport network.

Whilst most of the proposed development will be incremental over the next 25 years it is important that appropriate measures are identified and developed in order to accommodate the impact on transport. The County Council will work with the planning authorities (and where appropriate the Highways Agency) to use available traffic models and other transport planning software to assist in assessing the impact of new housing on the transport network and identify necessary new transport infrastructure and services.

We will also aim to ensure that developments are sustainable and their transport impacts are minimised through effective planning to reduce the need to travel. This will be achieved through encouraging the provision of services.
and employment in close proximity to new housing developments. This effective management of developments and associated traffic movements will help to protect existing developments and the highway network against the impact of future traffic growth.

In many cases the cost of the necessary infrastructure to allow this level of new housing is substantial (in some towns over £10m). With the significant constraints on public funding for transport it is neither possible nor appropriate for the County Council to provide the funding for this level of infrastructure. We are therefore currently (Dec 2010) working with the ten planning authorities and the Highways Agency to seek a countywide agreement on preparing Strategic Transport Improvement Master Plans (STIMPs) which will identify all the necessary infrastructure required in each town or district to allow delivery of the LDF. As part of this we are also aiming to agree mechanisms for public / private sector funding packages which will provide the funding to deliver the necessary transport infrastructure identified in the STIMPs and to allow transport improvements for existing users.

Increased traffic from new developments may also have an impact on the maintenance needs of the adjacent roads. The County Council will also seek to address the extra maintenance requirements as part of the STIMPs.

**Travel plans**
As part of standard planning requirements the County Council requires new developments (above pre determined sizes dependent upon the type of development) to provide a travel plan, demonstrating how travel demand can be minimised and how sustainable travel to and from the site can be encouraged. It is anticipated that schemes and initiatives identified through this process will normally be funded by developers, although there may be occasions where the County Council will contribute to an initiative.

Travel plans are not limited to the provision of new schemes from new developments. The County Council will continue to encourage existing businesses to develop travel plans and by providing assistance to businesses through travel awareness and behavioural change training.

**School travel plans and infrastructure audits**
All state schools and the vast majority of independent schools across North Yorkshire have developed school travel plans. These plans have identified a range of actions and potential schemes, many of which have been implemented during LTP2. The County Council will continue to work with schools to update their travel plans and identify any new measures that may be required. As with other travel plans it is likely that many of these measures will focus on behavioural change.

The County Council will continue to carry out infrastructure audits at all schools across the County to identify what infrastructure exists to promote safe and sustainable travel for pupils. This will enable gaps to be identified and where appropriate, suitable schemes developed.

**Road safety problem identification**
Several methods exist to identify road safety schemes and improvements. All methods are data and evidence led and they are aimed at targeting
improvements at sites with a proven accident record. Sites with a proven accident record will be dealt with prior to those with a perceived accident risk; however perceived issues will be identified for possible future actions.

**High risk sites**
The County Council collates all personal injury accident data that is supplied by North Yorkshire Police. All casualty data is recorded and each specific accident location is ranked in order of the number and severity of casualties at each site. The County Council uses this data to prioritise high risk accident sites, identify the cause and what the most appropriate measures are to stop or reduce future accidents.

Wherever possible any improvements proposed will also address other LTP3 objectives alongside improving safety, such as improving accessibility for all. However improving road safety remains the key aim of schemes in these locations.

**Route and area studies**
Through the analysis of accident data, trends and issues along specific routes can be identified. When routes with a high accident rate are identified, the County Council will undertake a “route action study” to identify a range of measures to improve safety for all road users along the full extent of the route.

Area wide studies will be undertaken along a similar principle to the route studies. Rather than concentrating on a specific route, the focus will be placed on a specific area which will consist of sections of several routes. This is of particular relevance when dealing with issues in urban areas such as central Harrogate and Scarborough.

**Fatal collision investigations**
The County Council investigates all fatal collisions on all non-trunk roads across North Yorkshire. Investigations are carried out alongside key partners including North Yorkshire Police and North Yorkshire Fire and Rescue service and the coroner, to identify any improvements that could have an impact on the number of serious casualties and fatalities in the future.
Chapter 13
Choosing solutions

The process described above will identify a range of potential transport related problems across the County. In order to address these issues and problems appropriate location specific solutions will need to be developed.

Whilst it is recognised that many of the problems will be similar across the County, we will consider a range of options and select the most appropriate solution for each individual location.

13.1 Maintenance schemes

Maintenance issues identified from network surveys will be addressed using the most appropriate solutions. The solution chosen will be dependent upon the type of issue identified, the specific local circumstances, category of the road / footway and overall condition of the section to be repaired.

There are three main types of scheme to address carriageway and footway/cycleway maintenance. The type of scheme selected will be determined by the severity of the problem and how best value for money can be achieved. The County Council will select options to preserve and prolong the life of a carriageway / footway through basic maintenance and surface treatments before completing more major resurfacing and reconstruction actions.

Basic maintenance
These are smaller scale and routine repairs to the highway network, such as pothole repairs and haunching (rebuilding the edge of the carriageway), which are designed to repair defective areas of carriageway and footway. These repairs maintain a satisfactory running service and prevent structural damage by water and frost.

Surface treatments (carriageway and footways)
These are non structural treatments laid onto the existing surface which extend the life of a carriageway, before further maintenance is required. This is achieved through improving the skid resistance and preventing water from penetrating the road and footway structure.

Resurfacing and reconstruction (R&R)
Where the structure of the carriageway or footway has deteriorated to below a set standard the County Council can implement R&R schemes to restore the structural integrity of the route. This prevents further deterioration, restores skid resistance and maintains and improves ease of use and access for transport users.

13.2 Bridges and structures schemes
As there are over 2,000 bridges and structures across the County, each with their own characteristics, it is not possible to develop a standard generic approach to dealing with maintenance issues. When addressing issues identified by inspection, the County Council will look to develop specific solutions for each individual bridge to address identified issues.

When developing an appropriate scheme, several factors are taken into consideration including the traffic levels using the structure, the local environment and the material that the structure is built from. These factors are used to make sure that the repairs and maintenance completed ensure that the bridge is safe and fit for purpose.

13.3 Other schemes

In addition to the maintenance issues identified through the network survey there will also be a wide range of local problems and issues identified through the other means described in Chapter 12.

Whilst the County Council recognises that similar problems may occur across the County, any chosen solution must address the specific problem for which it was originally identified. Solutions may differ dependent upon the individual circumstances of the problem such as geography, population, local road speeds and characteristics of the location (e.g., within a National Park.) However, the starting point will usually be to look to a toolkit of appropriate measures under the 'manage, maintain and improve' hierarchy, which can be applied to ensure that the most appropriate solution is selected. When identifying possible solutions the following process will be used.

1. Is there a management based initiative that can address the issue? - such as improved parking management to reduce congestion, and hence improving the efficiency of the existing network.
2. If no management measure is appropriate, can maintenance of the network address the issue? - such as repairing damage to a footway to improve access to services in a market town.
3. If no management or maintenance measure is appropriate, is new infrastructure or services required to address the problem? - such as a new pedestrian crossing facility to provide safer access to services.

This is illustrated by the flow chart on the opposite page. An example of this is that a solution to an accessibility problem in one area of the County may be to make people more aware of pedestrian routes that already exist, whereas a solution elsewhere may be to reconstruct a section of footway or even to provide a new footway. Each case needs to be considered on its own merits to ensure the best outcome.

For each possible solution a summary of how it can contribute to the local transport objectives has also been identified. This contribution will be taken into consideration when selecting the most appropriate solution. Wherever possible, solutions that contribute to more than one objective will be considered. For example if a junction improvement is being considered to address a road safety issue, improving accessibility through the provision of appropriate pedestrian crossing facilities will be considered.
**Road safety options**
Road safety solutions are based around the four E’s of road safety, which are:
• education;
• engagement;
• enforcement; and
• engineering.

The purpose of education measures is to increase awareness of road safety issues. This is achieved through marketing activities such as selective use of the national Think! road safety campaign and working in local schools promoting road safety to pupils of all ages as well as young drivers.

Engagement measures are aimed at working alongside local people and partners to make roads safer across the County. This includes working with local communities to identify concerns on speed related matters in their area and to understand and influence their attitudes and opinions on road safety.

Enforcement solutions are generally implemented in partnership with North Yorkshire Police. This process involves identifying locations, routes and groups of road users where there are specific road safety problems. Coordinated enforcement activities and operations focussing on issues such as drink driving, speeding and use of mobile phones whilst driving are also essential. These specialist operations are operated alongside standard day to day police activities on the County’s road network.

Engineering solutions are based primarily around improving and changing the highway network at identified locations with accident records. Measures implemented are designed to reduce the likelihood of similar accidents happening again in the future and to make the location safer for transport users. This can be done through a variety of measures ranging from improving skid resistance, installing new warning signs and road markings through to physical improvements such as changing junction layouts and types.

**Travel awareness options**
A range of measures exist to improve awareness of and promote sustainable travel options for both residents and visitors to North Yorkshire. These options are related to reducing the need and demand for travel, promoting the use of existing facilities and maximising the efficiency of the existing network. Examples of possible measures include;

• promoting more sustainable use of private cars through combining journeys and trips (car share);
• promotion of walking and cycling to school as part of a healthy and active lifestyle (active travel); and
• encouraging people to use public transport.

**Public and community transport options**
Several public transport based solutions exist and are primarily aimed at maximising usage on existing services, through effective management and promotion. In some cases the need for new services, which the County Council may subsidise or provide under contract, may be identified. Many of these solutions will require close working between the County Council and partners such as bus and community transport operators and district councils.
Maintenance options
In addition to the maintenance schemes identified through the network surveys there will be other circumstances where a maintenance solution will be the most appropriate. An example of this would be resurfacing at an identified accident location to improve skid resistance.

Network management based options
Whilst the Network Management Duty is a statutory part of the service that the County Council provides, there may be specific instances where this needs to be reinforced or other network management options considered to resolve transport issues. Examples include, in a congested area, improving parking enforcement to reduce the level of inappropriate parking.

New infrastructure and services
The hierarchy of 'manage, maintain, improve' will be used to identify the most appropriate solution to particular issues. This will always be our initial approach to tackling areas of concern. However, it is recognised that in some instances the only way to address an issue is through the introduction of new infrastructure or services. Various options exist dependent upon the type of issue that is being addressed, these include;

- new pedestrian crossings;
- new pedestrian and cycling facilities;
- speed reduction schemes;
- junction improvements; and
- provision of park and ride sites and services.

The above options are not intended to be exhaustive. The County Council will continue through its improvement and innovation agenda to identify new options and methods of working. By doing this the County Council aims to improve value for money and efficiency of highway services.
Chapter 14 Scheme prioritisation and programme development

As part of the County Council’s duty to ensure that the network is managed and maintained in a manner fit for purpose, maintenance schemes will continue to be prioritised separately from schemes addressing other specifically identified transport issues.

This approach will help to fulfil our maintenance duties and ensure that we also contribute towards achieving the LTP objectives by making sure that the current network is maintained so that transport users are able to use it safely and effectively.

14.1 Maintenance scheme prioritisation and programming

Prioritisation

The prioritisation of maintenance schemes is based on the results of network surveys and assessments (as discussed in Chapter 12.)

The results of these surveys and inspections are combined using specialist software to identify defective sections of road and footway for possible maintenance schemes. These are then prioritised based on:

- the type of maintenance that is required (surface treatments/resurfacing and reconstruction);
- a ‘condition index’ score that reflects the need for maintenance;
- scheme extent 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?); and
- the cost estimate of completing the maintenance scheme.

The system then produces a list of prioritised maintenance schemes based on the category of the road and the condition index score. This is then sub-divided based on the road and footway classification.

A programme of road and footway maintenance schemes (matching the available budgets) is produced based on maintenance ‘need’. Any short lengths of road or footway (less than 90 metres and 40 metres respectively) requiring maintenance are added to other programmes for minor localised patching and minor maintenance works which are prioritised on an area (district) wide basis.

14.2 Bridges and structures scheme prioritisation and programming
Using specialist software the result of the inspections are collated to produce a priority rating for each bridge and structure. The higher the rating the greater the maintenance need.

This priority score is used alongside a range of socio economic factors (such as the access for local communities that the bridge provides or if the bridge is on a bus route) to determine which schemes should be completed. For example if two bridges had a similar maintenance inspection rating, a bridge that provided the only link to a community would take priority over a bridge that was not a sole link to a community.

Schemes are ranked and listed in priority order and then matched against the available budget to identify what can be achieved. This ensures that the highest priority schemes are delivered.

### 14.3 Improvement scheme prioritisation and programming

**Prioritisation**

As stated in Chapter 13 the County Council will always consider management and maintenance solutions to identified issues and problems before considering new or improved infrastructure and services. In many cases the management and maintenance solutions will be delivered as part of the normal maintenance programmes described above. However there will be occasions where management and maintenance solutions are the most appropriate solution to other problems and in such cases, they may need to be funded through the improvement scheme programmes.

Based on the initial indications of budgets from central government it is likely that for most of the period of LTP3 the available funding for improvements is likely to be at best half of what was available for LTP2. It is therefore vital to ensure that we get the best value for this money by ensuring that all improvement schemes are strictly prioritised based on need, their relative contribution to the LTP3 and our statutory safety duties as the local transport authority.

In developing the improvement programme we will continue to use a scheme prioritisation system based on that used for LTP2. This is an objective based system and provides a way of comparing different schemes to identify best value for money.

For each scheme a basic proposal will be developed. This will include a scheme outline, costs, how it will address the identified issue and how the scheme will contribute to the local transport plan objectives.

Using the proposal the County Council will assess each scheme against a standard set of criteria related to the contribution of each scheme to LTP objectives. Based on the results from the first stage of LTP3 consultation stakeholders considered each of the local transport plan objectives as being of broadly equal importance. The County Council will however need to take into
consideration our statutory duties with regards to road safety and as a result, the prioritisation system will be designed to allow this.

The criteria that will be used include considering how the proposed scheme would impact on the following factors. These impacts can be both positive and negative.

<table>
<thead>
<tr>
<th>Table 7 – Factors to consider</th>
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</thead>
<tbody>
<tr>
<td>Objective</td>
</tr>
<tr>
<td>Local economies</td>
</tr>
<tr>
<td></td>
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<tr>
<td></td>
</tr>
<tr>
<td>Environment and climate change</td>
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<td></td>
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<tr>
<td>Safety and healthier travel</td>
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<td></td>
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<tr>
<td>Access to services</td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>Quality of life</td>
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Other factors such as operational efficiency, the opportunity to combine schemes and funding contributions for other sources will also be taken into consideration.

The scheme prioritisation system also takes account of the whole life cost of the proposed scheme. This is based on the estimated initial implementation cost plus an estimate of the future maintenance cost.

It is however important that exact details of the prioritisation are flexible enough to be appropriate for many different types of scheme and to react to changing circumstances throughout the life of LTP3. An example of this might be where local factors mean schemes cannot be delivered in the programme year or where the need to combine a scheme with another initiative (e.g. a local development) means the scheme needs to be brought forward. It is also recognised that the prioritisation system is not always suitable for higher cost (over approx. £250k) schemes such as new park and ride facilities, roundabouts or bus stations. In these cases we will need to make a more qualitative judgement of the need for the scheme and potential benefits. This would however still be guided by the overall contribution of the scheme to the LTP3 objectives.
The exact details of the prioritisation system are not therefore incorporated into this document but will be approved by the County Council in early 2011 and are available on request.

**Programme management**
Throughout the delivery of programmed schemes a close level of management will be undertaken to ensure that the schemes are delivered on 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 will allow for works to be coordinated alongside other planned streetworks, minimising disruption to transport users in the County.

To allow for early planning and design, a two year rolling programme is used. The programme consists of a firm programme for year one and a more flexible programme for year two. Throughout the implementation of the programme we monitor progress on scheme delivery on a regular basis. This allows any delays, cost changes and other issues to be identified early and for appropriate action to be taken to resolve these issues. To ensure that schemes remain good value for money in achieving the LTP objectives we will also adopt a set of ‘gateways’ in the implementation process. Each gateway represents a significant stage in the development and implementation of the scheme, such as initial scheme design, consultation and construction.

At each gateway the continued inclusion of the scheme in the programme will be challenged based on its stage in the scheme development, current priority score, any costs changes and an assessment of whether it is still deliverable. Whilst in most cases schemes will continue to be included in the programme, some may need to be removed. An example would be where the estimated cost has increased significantly or if the scheme no longer represents value for money. In such cases we will consider if there are alternative and better value solutions available and balance that with any costs already incurred.

A major input to the above process will be from the Operational Management Group (OMG) of Highways North Yorkshire. This group currently comprises of managers from NYCC, Jacobs UK and Balfour Beatty Workplace and meets monthly to monitor programme delivery against both time and budgets and to assess progress against Key Performance Indicators. The same or a similar approach is likely to be adopted when the County Council renew the highways maintenance contract in 2012.
Chapter 15
Delivering the service

15.1 Background

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.

15.2 Partnerships

Highways North Yorkshire (HNY)
The Highways North Yorkshire partnership consists of the Highways and Transportation business unit of the County Council, Jacobs UK (JUK) consultants and Balfour Beatty Workplace (BBW) 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 and modelling; and
- development of transport policies and strategies.

The County Council are the client for the service and in broad terms set the policies and practices, identify both maintenance and improvement schemes and carry out elements of design work. Jacobs provide consultancy services for the County Council which involves some scheme identification, scheme design and site supervision when schemes are constructed. Balfour Beatty Workplace are 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.

The contract with BBW is due to expire on March 2012 after only one year of LTP3. This arrangement for the delivery of the service is therefore currently under review and new arrangements will be in place for April 2012. An important consideration in this review will be to ensure efficient delivery of the service against the background of substantial funding cuts.

York and North Yorkshire Road Safety Partnership
In November 2004 the County Council was a founding member of the York and North Yorkshire Road Safety Partnership. This is a partnership of around 20 public sector organisations with a role to play in road safety. Key partners are:

- North Yorkshire County Council;
• City of York Council;
• Highways Agency;
• North Yorkshire Police;
• Yorkshire Ambulance Service;
• North Yorkshire Fire and Rescue Service; and
• NHS North Yorkshire and York.

By working together we can ensure that all aspects of road safety are coordinated. For example County Council education campaigns being coordinated with police enforcement, a consistent approach to road safety on trunk roads (Highways Agency) and County Council roads and joint County Council / Police investigations into fatal accidents.

This approach has been very successful in reducing road casualties since 2004 and we will carry forward a similar approach into LTP3.

Public transport and access
In delivering public transport services and improving access, our approach is to develop voluntary and informal partnership working practices.

Bus operators
There are more than 60 bus operators that provide transport services across the County, of which five companies cater for approximately 80% of all passenger journeys.

We aim to structure our engagement with bus operators by inviting all operators to a biannual meeting; arranging quarterly meetings with each of the large bus operators, and have regular one to one meetings with operators who are contracted by the County Council.

This approach enables us, together with main operators, to discuss strategic issues, dealing with policy, network management and investment; to ensure we are aware of each others plans and can target investment jointly where improvements are identified.

Community transport operators
Improving access through increasing availability of community transport was a key approach in LTP2 and will continue to be so in LTP3. It was established as a stretch target (a target not easily achieved, but which would attract reward funding if met) in the local area agreement for North Yorkshire, and was delivered in conjunction with the Futurebuilders Partnership (a partnership of three community transport operators).

We recognise that community transport can play an important role in improving access, particularly in isolated rural areas. However, services of this nature often require significant subsidies. Consequently, we have established a strategic funding arrangement using a combination of grants and revenue from contracts. This approach has seen the achievement of the stretch target; however we have found that it is not sustainable in the long term and will need to be reviewed, particularly, in terms of the current financial climate.

During 2009/10 in conjunction with the seven North Yorkshire district councils we carried out a review of the North Yorkshire Community Transport Strategy.
The key recommendation from this work was for a joint commissioning model, involving the district councils, County Council and the health sector through NHS North Yorkshire and York. This approach will be pursued over the course of LTP3.

**District Councils and National Park Authorities**

The County Council will continue to work alongside the seven district councils within North Yorkshire. Through the establishment of the North and Yorkshire sub region, improved communication and liaison now takes place. Throughout LTP3 the County Council will work to improve these links, particularly as the local development frameworks continue to develop and in the preparation of Strategic Transportation Improvement Master Plans (STIMPs).

As well as strategic challenges, the County Council will continue to work alongside district councils on operational activities such as car parking management, encouraging the use of more sustainable modes of transport as well as discussing issues at a local level.

Working alongside partners from the two National Park Authorities and the two Areas of Outstanding Natural Beauty (AONB), the County Council will aim to make sure that the impact of transport on these specially designated areas is kept to a minimum. Regular liaison will continue to take place on both operational issues, such as reducing the impact of verge cutting on natural habitats, through to more strategic issues such as the promotion of sustainable modes of transport in the National Parks and AONBs and how their management plans can complement the LTP and vice versa.
Chapter 16
Performance management

16.1 Background

Throughout the time period of the LTP we need to ensure that the schemes and initiatives we deliver on the ground actually contribute towards making progress against the five LTP objectives. In order to do so the County Council will undertake a rigorous performance management regime.

The principle of this regime is that we will seek to answer some key performance questions using a range of relevant indicators and targets that represent what we are trying to achieve through LTP3. These will be monitored by the County Council on a regular basis (quarterly or annually as appropriate) to identify progress. If insufficient progress is being made appropriate remedial action will be identified to get back on track. Progress against indicators and proposed remedial action will also be reported on an annual basis.

16.2 Indicator Selection

A vital element of the performance management regime is that the selected targets and indicators reflect what we are trying to achieve rather than just what it is easy to measure. In order to do this we adopted the approach of identifying key performance questions.

This is a process where for each objective we challenge ourselves by asking ‘what are we trying to achieve?’ and then ‘what are the key performance questions that residents and transport users are likely to want to know?’ and ‘how do we monitor them?’

16.3 Key outcome indicators

Based on the above we identified the following key performance questions and intend to adopt the key outcome indicators (shown in table 8) to monitor progress towards achieving our objectives. These will be included in an annual LTP3 progress report, which will be published by the County Council. It should be noted that whilst these are included under specific objectives/ themes, in many cases they are cross cutting. For example indicators of reduced congestion are relevant to helping the economy as well as the environment and indicators of air quality are relevant to both environment and health.

As previously discussed there is still significant uncertainty about the level of funding that is likely to be available for implementing LTP3. It has not therefore been possible to set the specific target values for inclusion in the LTP at this stage. When the government announce funding settlements, the County Council will review these indicators and set appropriate targets.
In addition to the performance indicators identified through the key performance questions approach, the Government currently still have 198 national indicators (NIs) which they require all local authorities to monitor and report annually through the local area agreement. The local area agreement (LAA) is an agreement between central government and the bodies delivering public services in an area (local authorities, police, fire and rescue, health services etc.) which identifies priorities for the area, monitors these priorities and reports to the Government on the local outcomes for the 198 NIs.

The following transport related indicators have been included as priorities for the North Yorkshire LAA until 2011.
• NI 47 People killed or seriously injured in road traffic accidents.
• NI 175 Access to services and facilities by public transport, walking and cycling (In North Yorkshire this is specifically the ‘Number of community transport journeys’)

Of the 198 NIs, ten are transport related (see table 9 below). In some cases these have been identified and adopted as key outcome indicators through the key performance questions.

We understand that it is unlikely that the coalition government will renew the requirement for LAAs when the current LAA expires in 2011 and that there will be a review of the NIs. Should this be the case, the County Council will also review all ten transport related NIs and only continue to monitor those that are of local relevance.

<table>
<thead>
<tr>
<th>National Indicator No.</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>NI 47</td>
<td>People killed or seriously injured in road traffic accidents</td>
</tr>
<tr>
<td>NI 48</td>
<td>Children killed or seriously injured in road traffic accidents</td>
</tr>
<tr>
<td>NI 187</td>
<td>Congestion – average journey time per mile during the morning peak</td>
</tr>
<tr>
<td>NI 188</td>
<td>Principal roads where maintenance should be considered</td>
</tr>
<tr>
<td>NI 189</td>
<td>Non-principal roads where maintenance should be considered</td>
</tr>
<tr>
<td>NI 175</td>
<td>Access to services and facilities by public transport, walking and cycling</td>
</tr>
<tr>
<td>NI 176</td>
<td>Working age people with access to employment by public transport (and other specified modes)</td>
</tr>
<tr>
<td>NI 177</td>
<td>Local bus passenger journeys originating in the authority area</td>
</tr>
<tr>
<td>NI 178</td>
<td>Bus services running on time</td>
</tr>
<tr>
<td>NI 196</td>
<td>Children travelling to school – mode of travel usually used</td>
</tr>
</tbody>
</table>

**Secondary outcome and output indicators**

In addition to the key outcome indicators and national indicators identified above we have also identified a wide range of secondary outcome indicators and output indicators. These are primarily intended to be for internal monitoring and performance management purposes and will not be reported in the annual LTP3 progress reports. They will however be available to the public on request.

The secondary outcome indicators will allow us to monitor a much wider range of outcomes from the implementation of LTP3. This will include those where the LTP may influence a trend but only has a small overall role to play (e.g. local unemployment, carbon emissions).

Output indicators are intended to monitor the actions we take to achieve the LTP objectives. These may be either numeric (e.g. the number of high risk accident sites investigated, the number of connectivity studies completed) or descriptive (e.g. a commentary on road safety publicity initiatives, details of partnership working with bus operators.) It is important that these not only
measure the quantity of what we do (e.g. number of safety schemes) but also include a quality aspect (e.g. number of safety schemes that each save at least 50% of the accidents).

Both secondary outcome and output indicators will be monitored quarterly or annually as appropriate and used by the County Council to identify areas where we need to make improvements or changes to what we are doing.

Public perception surveys
As well as measuring the important output and outcomes of the LTP we will also continue to monitor the public perception and satisfaction with transport in the County and especially the transport infrastructure and services NYCC provides.

The County Council has three main ways of measuring customer perception and satisfaction. These are:

• Citizens’ panel - Since 2005 we have carried out an annual survey of the County Council’s citizens panel seeking their views on highways and transport issues. The citizens’ panel is a sample of over 2,000 people who represent a cross section of the residents of the County. Each survey since 2005 has included a number of standard satisfaction and perception questions which allows us to track longer term trends. These can be analysed separately for different parts of the County and/or for different groups (e.g. ages) of people in order for us to establish any geographical or demographic differences in results. It is intended that this survey will continue throughout the period of LTP3.

• Parish council survey - In 2009 we carried out the first of a new annual survey seeking the views on highways and transport issues of all 626 active parish councils in North Yorkshire. These included the same satisfaction and perception questions that are asked of the citizens’ panel. This information will set a baseline to establish future trends and also allow us to compare the parish councils’ views of the service we provide with those of the citizens panel. As with the citizens panel, the results can be analysed for different areas of the county to establish any geographical differences in the results.

• National highways and transportation public satisfaction surveys - This survey is carried out on behalf of 95 transport authorities across the country. It asks a standard set of 26 questions relating to the public’s satisfaction with their local highways service. In North Yorkshire the sample comprises approximately 4500 residents. As this is a national survey it allows us to both compare results against our citizens’ panel survey and also to consider how satisfied residents in North Yorkshire are with the service we provide in comparison to residents from other authorities.

We will use the results of all the above surveys to establish where and how the public satisfaction with the services we provide can be improved. Alongside the outcome indicators, improving public and user satisfaction with transport is an important element of the overall performance management framework for LTP3.

Performance management framework
Based on the above elements, figure 15 below illustrates the proposed LTP3 performance management framework and how feedback from the indicators and targets are intended to influence actions.

*Figure 15 - LTP3 Performance Management Framework*
Chapter 17  
Funding and indicators  
March 2011 addendum

Introduction
Details of the capital funding available from the Government for LTP3 were announced on 13 December 2010 alongside the wider indicative revenue funding settlements for the County Council as a whole. Unfortunately this gave insufficient time for these details to be fully assessed and included in the Local Transport Plan prior to its approval by the County Council on 15 December 2010.

This situation was however recognised in the LTP and in the accompanying report to the County Council. This addendum to the approved Local Transport Plan therefore sets out details of the financial settlements and our approach to performance management (indicators and targets) in the delivery of the LTP.

Funding settlements (see Chapter 10)
As stated above the local transport capital settlement was announced on 13 December 2010. Table 10 below shows details of the settlement for North Yorkshire. The settlement figures are for the four years until the Governments next comprehensive spending review. Those for 2011/12 and 2012/13 are confirmed with the later two years being indicative.

At the same time as the capital settlement was announced the Government published details of draft revenue settlements. These were confirmed in February 2011. Unlike the capital settlements the Government do not specifically identify revenue funding for transport, rather it is included as part of a settlement for all County Council services. Based on the revenue settlement the County Council have been able to provisionally allocate approximately £28m to £29m for funding highways services for each of the above four years. This figure excludes the revenue allocations for supporting local bus services and concessionary fares for the over 60’s.

<table>
<thead>
<tr>
<th>Year</th>
<th>Confirmed (£ millions)</th>
<th>Indicative (£ millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011/12</td>
<td>28.087</td>
<td>28.156</td>
</tr>
<tr>
<td>2012/13</td>
<td>28.156</td>
<td>28.930</td>
</tr>
<tr>
<td>2013/14</td>
<td>28.930</td>
<td>26.324</td>
</tr>
<tr>
<td>2014/15</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Figure 16 below shows the indicative funding available for delivering LTP3 together with the original 2010/11 allocation for the final year of LTP2.
Whilst the reductions to the capital funding are not as significant as had been suggested earlier they are still very severe (approx 20% less for 2014/15 compared to 2010/11). Additionally, an unprecedented second year of extremely severe and prolonged periods of snow and sub zero temperatures in 2010/11 has resulted in significant additional damage to the highway network. The cost of the additional damage is estimated to be £36 million at the time of writing.

The vast majority of transport in the County requires the use of the highway network (cars, buses, lorries on the road, pedestrians on footways etc). A highway network in a safe and suitable condition for the movement of people and goods is therefore an essential prerequisite to the achievement of the LTP3 objectives. On this basis, and in accordance with the manage, maintain and improve hierarchy set out in Chapter 2, the County Council intend to allocate the majority of the LTP capital to maintaining the highway network. This however means that there will be little, if any, money available for funding transport improvements for at least the next four years (until 2014/15).

**Indicators (see Chapter 16)**

In Chapter 16 of the LTP it is stated that ‘there is still significant uncertainty about the level of funding that is likely to be available for implementing LTP3. It has not therefore been possible to set the specific target values for inclusion in the LTP at this stage. When the Government announce funding settlements, the County Council will review these indicators and set appropriate targets.’

Following on from the announcement of the funding settlements the County Council have reviewed the position with regards to the proposed targets and indicators for LTP3.

In considering the financial settlement announcements, it is clear that most of LTP3 will be implemented in a period of severe financial cutbacks and uncertainty. It is therefore felt that given this uncertainty it is not possible to set realistic and meaningful targets.
The County Council will therefore retain a series of key outcome indicators to monitor the success of LTP3 and to establish ongoing trends but will not set any targets.

Additionally, due to the changing funding situation and data availability issues a number of minor amendments to the indicators included in the adopted LTP3 (see Table 11) are proposed. Details of the changes to the key outcome indicators are given below.

• Road transport emissions of CO2 per km travelled - Due to the unavailability of appropriate data it is proposed that this indicator be substituted with the total CO2 emissions from road transport in North Yorkshire provided from annual government estimates.
• Carbon footprint of highway maintenance and improvement works by NYCC and recycled materials used in highways operations - At the present time it is not possible to accurately monitor these indicators. Further investigations into how / if these can be monitored are currently underway.
• Road safety - A further indicator measuring 'slight' casualties has been added.
• Highway condition data collected by the County Council is now subdivided into each of the 17 functional hierarchy categories. Whilst this data is available on request, it is not straightforward to understand. The proposed highway maintenance indicators for LTP3 have therefore been amended to ease understanding.
• Local journey time, journey time reliability and congestion indicators will still be adopted as and when necessary as part of the implementation of LTP3.

It is intended that information on all these indicators will be published on the LTP page of the County Council website to allow the public to assess progress against LTP3 objectives.

Table 11 below sets out details of each of the LTP indicators.
<table>
<thead>
<tr>
<th>LTP3 No</th>
<th>Key outcome indicator (see indicator description sheet for more details)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Bus punctuality in Harrogate and Scarborough</td>
</tr>
<tr>
<td>2</td>
<td>Bus usage on key corridors</td>
</tr>
<tr>
<td>3</td>
<td>Local bus usage</td>
</tr>
<tr>
<td>4</td>
<td>Ease of access to key services</td>
</tr>
<tr>
<td>5</td>
<td>Air quality management area pollutant levels</td>
</tr>
<tr>
<td>6</td>
<td>Road transport CO2 emissions</td>
</tr>
<tr>
<td>7</td>
<td>Road transport vehicle mileage in North Yorkshire</td>
</tr>
<tr>
<td>8</td>
<td>Number of people killed in road collisions</td>
</tr>
<tr>
<td>9</td>
<td>Number of people killed or seriously injured in road collisions</td>
</tr>
<tr>
<td>10</td>
<td>Number of people slightly injured in road collisions</td>
</tr>
<tr>
<td>11</td>
<td>Number of children and young people killed or seriously injured in road collisions</td>
</tr>
<tr>
<td>12</td>
<td>Modal share of journeys to school</td>
</tr>
<tr>
<td>13</td>
<td>Recycling materials used in highways operations</td>
</tr>
<tr>
<td>14</td>
<td>Carbon footprint of highway maintenance and improvement works by NYCC</td>
</tr>
<tr>
<td>15</td>
<td>% of principal 'A' road network (in poor condition) where maintenance should be considered soon</td>
</tr>
<tr>
<td>16</td>
<td>% of non principal B and heavily used C road networks (in poor condition and) where maintenance should be considered soon</td>
</tr>
<tr>
<td>17</td>
<td>% of lesser used C road and unclassified road network (in poor condition and) where maintenance should be considered</td>
</tr>
<tr>
<td>18</td>
<td>% of heavily used (cat1a, 1 and 2) footways where structural maintenance should be considered</td>
</tr>
<tr>
<td>19</td>
<td>% of lesser used (category 3, 4 and 5) footways where structural maintenance should be considered</td>
</tr>
<tr>
<td>Notes</td>
<td>2005</td>
</tr>
<tr>
<td>-------------------------------------</td>
<td>------</td>
</tr>
<tr>
<td>Government indicator</td>
<td></td>
</tr>
<tr>
<td>2010 baseline data to be established by summer 2011</td>
<td></td>
</tr>
<tr>
<td>Monitored by district councils</td>
<td></td>
</tr>
<tr>
<td>2010 baseline data to be established by summer 2011</td>
<td></td>
</tr>
<tr>
<td>14.8m 18.6m 18.9m 17.7m 17.4m</td>
<td></td>
</tr>
<tr>
<td>- - - - 74%</td>
<td></td>
</tr>
<tr>
<td>Data supplied by DIT</td>
<td>2257</td>
</tr>
<tr>
<td>Data supplied by DIT</td>
<td>7919</td>
</tr>
<tr>
<td>- 69 81 52 46</td>
<td></td>
</tr>
<tr>
<td>Government indicator</td>
<td>-</td>
</tr>
<tr>
<td>2531 2307 2470 2243 2217</td>
<td></td>
</tr>
<tr>
<td>Government indicator</td>
<td>-</td>
</tr>
<tr>
<td>Data supplied by D.I.E.</td>
<td>-</td>
</tr>
<tr>
<td>New indicator - Monitoring methodology and baseline to be determined</td>
<td></td>
</tr>
<tr>
<td>New indicator - Monitoring methodology and baseline to be determined</td>
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<tr>
<td>Government indicator</td>
<td>4%</td>
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<td>2010 baseline data to be established by summer 2011</td>
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<td>Government indicator</td>
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<td>2010 baseline data to be established by summer 2011</td>
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<tr>
<td>Government indicator</td>
<td></td>
</tr>
<tr>
<td>2010 baseline data to be established by summer 2011</td>
<td></td>
</tr>
</tbody>
</table>
If you would like any further information on the LTP, or should you wish to request copies of any supporting information, you can contact us as follows:

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