



PART B:	RECOMMENDATIONS TO COUNCIL
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	26 JULY 2018
REPORT OF THE:	SPECIALIST SERVICES LEAD GARY HOUSDEN
TITLE OF REPORT:	MALTON AND NORTON INFRASTRUCTURE AND CONNECTIVITY IMPROVEMENTS STUDY
WARDS AFFECTED:	PRIMARILY MALTON AND NORTON BUT ALL WARDS INDIRECTLY

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 The report provides an update on progress to date on Malton and Norton connectivity issues and seeks support from Members for further project development work, including financial contributions towards the costs of such work.

2.0 RECOMMENDATION

- 2.1 To recommend to Council that:

- (i) Members endorse the Malton and Norton Infrastructure and Connectivity Improvements Study and agree to working in partnership with NYCC, and other stakeholders as appropriate, to prioritise and develop the recommended work streams via the Malton and Norton Connectivity Working Group (cross-authority officer working group);
- (ii) Officers immediately progress work, in partnership with NYCC Highways Area Office, to develop and implement the proposals for potential 'quick wins' (see Annex 2) in advance of additional rail services commencing in December 2019;
- (iii) Any supplementary proposals from the public and partners, which were not considered during development of the Connectivity Study, be considered by the above Working Group as part of its on-going work stream;

Council approve, in principle, the following intervention specific recommendations (as per paragraph 6.12):

- (iv) *C – Walkway & Bridge*: To consider:

- a. the Council's role in further project development work

- b. an allocation towards the costs of option appraisal and strategic business case;
- (v) *F – Internal Junction Improvement and Traffic Signal Strategy*: To consider allocating up to £80,000 towards the costs of developing proposals for Malton and Norton Internal Junction Improvements (including updated traffic model, options appraisal and business case development for recommended package of improvements) alongside an allocation from NYCC's Complementary Measures budget.

3.0 REASON FOR RECOMMENDATION

- 3.1 There is no obligation on the rail operating companies operating existing or new services on the York to Scarborough line to consider the impact of increased frequency of rail services (detailed in 6.1 below) upon the highways network or to invest in any mitigation that may be required. Both train operating companies have, however, been involved in key stakeholder workshops throughout development of this work and it is proposed this close working will continue.
- 3.2 An Air Quality Management Area (AQMA) has been declared in Malton town centre for the area around Butcher Corner. Ryedale District Council has an obligation under the Environment Act 1995, to devise and implement measures in pursuit of improved air quality within the AQMA (working in partnership with other delivery partners, including North Yorkshire County Council).
- 3.3 Whilst on-going monitoring suggests that air quality in the AQMA is improving, there is a risk that, without coordinated action, the increased frequency of level crossing closures could have a negative effect upon both congestion and air quality. The proposals outlined in this report will inform the process of updating the Council's Air Quality Action Plan.

4.0 SIGNIFICANT RISKS

- 4.1 Investment in project early stages of project development is generally 'at risk', with no guarantee that funding to implement proposals will be secured. There is therefore a risk that initial investment does not achieve the ultimate aim. This risk can be mitigated by undertaking project development work in phases, to minimise the potential for abortive work, and to tie these in as closely as possible with the processes and outcomes that likely funding sources would expect to see.
- 4.2 There are several broad work streams emerging from the Malton Norton Infrastructure and Connectivity Improvements Study. Whilst it is not anticipated that the District Council would lead on many of these work streams (with the exception of the Car Parking Strategy), there would still be a requirement for significant officer time to be committed to developing and overseeing these work streams via the cross-authority working group. Progression of this work also be largely be dependant upon NYCC's capacity and prioritisation of this work.
- 4.3 The most significant risk associated with this work would be in not progressing or investing in further project development work as it is almost certain that, without such support, the majority of proposed interventions would not progress further and the issue of congestion and lack of suitable parking close to the station would not be addressed.

4.4 This work has inevitably raised expectations within the community of enhancements and mitigation work being delivered. How the resulting work streams are taken forward, and interventions delivered, is very much dependant upon the priorities of delivery partners. Without the support of such partners, there is a risk of reputational damage if some of these interventions are not progressed, or are not progressed in a timely manner.

5.0 POLICY CONTEXT AND CONSULTATION

5.1 The proposals outlined in this report contribute directly to:

- North Yorkshire County Council's Local Transport Plan 4 (LTP4) – particularly given that Malton and Norton are identified as two or eight towns which are priority areas for tackling congestion;
- the Council Plan's theme of 'Sustainable Growth' priority of the), particularly the priority of "Promoting a strong economy with thriving businesses and supporting infrastructure for future generations";
- the Ryedale Plan's strategy for Malton and Norton as the District's Principal Town, particularly the approach ambition of "Improved accessibility and movement in and between the twin towns including new and improved pedestrian routes, traffic management measures, improved internal junctions and the Brambling Fields strategic junction improvement";
- delivery of the priority project identified in the Ryedale Economic Action Plan, to "Enhance rail parking and measures to reduce congestion at the rail crossing, Norton."

5.2 Work has been developed with colleagues at North Yorkshire County Council (NYCC); this has been on-going through development and delivery of work on the Malton and Norton Infrastructure and Connectivity Improvements Study. It is proposed that this will continue via an existing cross-authority working group.

5.3 Other key delivery partners, including Network Rail (NR), TransPennine Express (TPE) and Northern, have been involved in various meetings and workshops.

5.4 Instead of stakeholder engagement being undertaken by email/phone, wider stakeholders were involved through consultation events on 23 August 2016 and on 18th April 2018 as well as via email updates throughout this period.

5.5 At the half-day stakeholder workshop on 18th April 2018, WSP described the list of options that were discounted from the long list through the Early Assessment and Sifting Tool (EAST) and why and put forward the options that were 'short listed' for comment.

5.6 An online public consultation followed in May 2018, which was publicised on the Council's website, social media and via press releases.

5.7 NYCC and RDC officers were aware that the Authorities would not normally consult on scheme development / option development at this early stage. However, it was considered appropriate and necessary to involve the public and key stakeholders early in the process because of the importance and relevance of these issues to the local community and the desire to mitigate the impact of the forthcoming additional closures of the rail crossing.

- 5.8 Previous briefings, including with local Ward Members, have stressed that this study will identify a short list of options, most of which will require full design and testing through future studies and commissions before funding bids can be submitted and implementation occurs.

6.0 REPORT

Background

- 6.1 The Department for Transport (DfT) announced new rail franchises in December 2015, which include a commitment from Arriva Rail North (referred to as Northern) for a new hourly service on the York to Scarborough rail line, from December 2019, alongside the existing hourly TransPennine Express (TPE) service. This additional service will increase the frequency of rail services on the York – Scarborough line to two rail services per hour, in both directions, each stopping at Malton. This will result in an effective doubling in the frequency of level crossing closures, with resulting impacts on traffic flows.
- 6.2 Policy and Resources Committee on 02 February 2017 (Minute 45 (ii)) approved the use of £25,000 from the Ryedale Development Fund (Major Projects strand) towards project development / feasibility work to enhance rail parking and measures to reduce congestion at the rail crossing in Norton. This funding, in conjunction with a matching amount from NYCC, has funded this study.

Appointment of Consultants

- 6.3 In December 2017 WSP were commissioned by Ryedale District Council (RDC) and North Yorkshire County Council (NYCC), to undertake a study into potential options for improvements (both highway and non-highway) to infrastructure and facilities in the towns of Malton and Norton. The study is titled the Malton and Norton Infrastructure and Connectivity Improvements Study – Options Assessment Report (referred to herein as ‘the Connectivity Study’). The Connectivity Study is particularly focussed on identifying measures to mitigate adverse impacts resulting from increased closure of the railway crossing as a result of the doubling in frequency of rail services through Malton from December 2019. However, the Connectivity Study also seeks to identify measures to support use of the improved rail services and considers the impact that poor connectivity and existing congestion may have on future development plans for the area.
- 6.4 The scope of the work undertaken by WSP in undertaking this study is summarised below:
- 1) **A review of earlier studies**, previously proposed schemes and interventions and previous modelling work.
 - 2) **Evidence Review**: Consideration of the current and future situations, in order to identify key issues and problems and determine the need for intervention – to include review of:
 - a) Previous studies;
 - b) Socio-economics and labour markets;
 - c) Current policy;
 - d) Existing travel patterns
 - e) Road congestion, journey times and reliability;

- f) Sustainable transport provision, including operation of the railway and level crossing (the latter to be informed by primary data from new surveys);
 - g) Road safety
 - h) Environmental constraints; and
 - i) Future development.
- 3) **Stakeholder Engagement:** Engagement of key stakeholders, as identified by NYCC and RDC, to feed into the above evidence review;
 - 4) **Objective Setting:** Identification of Strategic and Specific Objectives, based upon the outcomes of the evidence review, to provide a framework for initial high-level assessment of proposed interventions [See Annex 1b, Figures 2 & 3 for Strategic and Specific Objectives respectively].
 - 5) **Long-listing:** Development of a long list of interventions, informed by the outcomes of 1, 2 and 3 above, and through a collaborative workshop between the WSP and client project teams and stakeholders, as identified by NYCC and RDC.
 - 6) **Option Sifting and Intervention Packaging:** An initial, qualitative, sift to identify any interventions not considered feasible or appropriate to be taken forward for detailed sifting. Packaging of the remaining interventions, as an acknowledgement that no single intervention is likely to address the issues in Malton and Norton. EAST* based assessment on the resulting packages, in line with the DfT's 'Five Case Model'.
 - 7) **Prioritisation:** Identification of the preferred Package(s) of Interventions, based upon the outcome of the 'EAST' appraisal; this is likely to include options that could be implemented in the short term (0-2yrs) as well as medium and longer term. To include a further workshop to present outcomes
 - 8) **Identification of Potential Funding Sources and Routes to Delivery:** Collaborative working with NYCC and RDC to identify how improvements may be funded and delivered in line with existing and future funding streams.

[* EAST (Early Assessment and Sifting Tool) is a tool developed by the Department for Transport specifically to enable those considering transport related interventions to:

“quickly summarise and present evidence on options in a clear and consistent format. It provides decision makers with relevant, high level, information to help them form an early view of how options perform and compare. The tool itself does not make recommendations and is not intended to be used for making final funding decisions.” (DfT EAST Guidance)]

6.5 Additional traffic count data for junctions near the level crossing was also obtained as an initial stage of task (1) above in early 2018.

Connectivity Study Findings

6.6 The completed Connectivity Study report is a large and very detailed document and is available, along with Appendices, as a background paper (see below). An Executive Summary of the Report is attached (Annex 1).

6.7 The Connectivity Study has highlighted the need for significant enhancement and interventions and has helped to identify and refine a number of proposed interventions

to contribute towards the identified objectives. The proposed highway-related interventions are those that have been assessed as being likely to have a positive impact, when considered against these objectives. It should be noted, however, that at this stage ***no highways modelling has been undertaken*** and so the relative benefits have yet to be demonstrated through technical modelling.

6.8 In brief, the final report identifies:

- i) a number of Potential Quick Wins – i.e. those that have the potential, *subject to further investigation/consultation and identification of funding*, to be implemented prior to additional rail services starting on December 2019 (Annex 2);
- ii) a summary of short-listed interventions which performed best through the EAST process, entitled ‘Preferred Package and Intervention-Specific Recommended Next Steps’ (Annex 3).

6.9 By necessity the list of Potential Quick Wins includes ***only*** interventions which are likely to be relatively simple, straightforward to implement and relatively low cost, however, these may still require a degree of further investigation and/or consultation before it is certain that any individual measure can be implemented. It should be noted that because of their relatively small scale, the Quick Wins were not included in the public consultation online survey (although a copy of the list of Potential Quick Wins was provided for information). The Potential Quick Wins list includes interventions such as:

- Provision of pedestrian crossing between the bus and rail station
- Provision of safe and secure cycle parking / storage near the station and within the towns of Malton and Norton
- Initiatives to encourage safe use of the level crossing
- Link traffic signals between Butcher Corner and the rail barrier signals to reduce impacts of barrier down time

[See Annex 2 for full list and details]

6.10 Interventions, from both the Potential Quick Wins and Preferred Package, will need to be developed and progressed in close partnership with North Yorkshire County Council. It is proposed that this is done via a Malton and Norton Connectivity Working Group (an officer level cross-authority working party) which has already been established to oversee this study.

6.11 Summaries of the Potential Quick Wins and proposed Preferred Package interventions are set out, alongside proposed next steps, in Annexes 2 and 3 respectively.

6.12 In particular it is proposed that the District Council consider making a financial contribution towards project development of the following two interventions:

C – Walkway & Bridge: There is no obvious partner that is likely to lead on project development for this intervention, however, it is considered to be one of the interventions with the potential to make a significant contribution by reducing demand for local private motor vehicle journeys and contribute towards safety by reducing the need for pedestrians and cyclists to use the existing level crossing. Officer are seeking a view from members regarding:

- a. the Council’s role in further project development work;

- b. an allocation towards the costs of project development and option appraisal work (total estimated costs could be in the region of £300k to £500k – at this stage the range of possible costs is broad as the scope of potential options to be considered is not yet defined and any appraisal would have to follow detailed process required by Network Rail);

F – Internal Junction Improvement and Traffic Signal Strategy: This intervention also includes the development of a new/updated traffic model for Malton and Norton, which is a pre-requisite for any consideration of significant junction or signalling changes. Officers are seeking approval from Members to allocate up to £80,000 towards the costs (total estimated costs could be in the region of £160,000) of developing proposals for Malton and Norton Internal Junction Improvements (including updated traffic model, options appraisal and business case development for recommended package of improvements) alongside an allocation from NYCC's Complementary Measures budget;

- 6.13 The online public consultation undertaken in May 2018 was primarily undertaken to gauge the public acceptability of the above packages, which had already been identified via previous stakeholder consultation and been subject to initial assessment. The findings of this public consultation were then fed into the final report.
- 6.14 Over 290 responses were received as a result of the consultation and the results demonstrated that the majority of respondents supported all of the interventions proposed as part of the Preferred Package, i.e. each intervention received in excess of 50% (ranging between 52% - 83%) of respondents agreed or strongly agreed to their inclusion in the Package. [A summary of the community consultation results is attached at Annex 4]
- 6.15 As a result of the public consultation a number of additional proposals were received from various sources [See Annex 5]. As these proposals were received towards the latter end of the Connectivity Study development, these proposals have not been subject to assessment and sifting and it is therefore proposed that these are progressed as appropriate via the Malton and Norton Connectivity Working Group (an officer level cross-authority working party).
- 6.16 One such proposal has been made by Ryedale Community Transport involving the purchase of two electric buses to provide an electric bus 'hopper' service between Malton and Norton. The proposal would contribute towards package A - Bus Service Connectivity Improvements and is expected to contribute towards a reduction in private motor vehicle trips as well as improvements to air quality. An initial approach has been made to the Council for a funding contribution but further detailed discussions and analysis is required before a decision can be made on this. Further details will be reported to Members once these area available.

Funding and Implementation

- 6.17 The NYCC Local Highways Office retains the budget that was allocated for the complimentary measures proposed alongside Brambling Fields, of which it is understood that in the region of £650k remains. This provides an obvious source of funding to match the cost of detailed studies and developing the business cases for schemes. It also provides some funding toward implementation of quick wins.
- 6.18 The Council have already agreed to invest up to £75,000 towards commissioning a car parking strategy, in partnership with North Yorkshire County Council (Council 12 April 2018, Minute 84 – ref. P&R Minute 72 (iv)). This will be a critical initial piece of work

upon which many other interventions are likely to be dependant. Work to develop the brief for this work, and discussions with NYCC, have already commenced.

- 6.19 Some of the interventions are ones which the Council, as a District Council, can lead on, however, the majority, particularly (but not exclusively) highway-specific interventions, will inevitably require NYCC to take a lead role in project development.
- 6.20 At this stage the Connectivity Study report has only just been completed and there will be a need for further development of the proposed interventions. This work will require close partnership working with NYCC to develop the business case for the identified measures and to implement any of the Potential Quick Wins that could be in place before the December 2019 doubling of train frequency. Consequently, a cross-authority Malton and Norton Connectivity officer group has been established to progress proposals. This group includes Tim Coyne of the local highway office.
- 6.21 Further project development work will be required to progress individual interventions (e.g. intervention-specific options appraisals, feasibility studies, strategic business cases and detailed business cases) in order to be able to bid for funding towards implementation. Rail and highways schemes have set processes that need to be followed and that must be followed if funding is to be secured.
- 6.22 This work will also assist officers to make recommendations on the prioritisation of the use of Community Infrastructure Levy (CIL) funding, which is designed to help implement infrastructure improvements such as those identified in the report. Officers propose a future report to Members regarding the prioritisation of CIL.
- 6.23 Many of the interventions will also be dependant upon the identification of appropriate external funding sources, as well as successful funding applications.
- 6.24 Officers will work with NYCC, via the Working Group, to prioritise how delivery of these interventions are progressed, seek to ensure alignment with partners' priorities, identify appropriate funding and progress funding applications to enable progress to be made on further project development.
- 6.25 Officers intend to report back to Members on progress by the end of the year.

7.0 IMPLICATIONS

7.1 The following implications have been identified:

a) Financial

In addition to the allocation of funding as set out in the recommendations, there may be a requirement for further contributions towards more detailed project development work as individual proposals progress. At this stage it is not possible to quantify any such requirement and further reports would be taken to Policy and Resources as appropriate.

b) Legal

No specific legal implications relating to the recommendations of this report have been identified

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental, Crime & Disorder)

The proposed interventions set out in this report, if implemented, would be likely

to have positive impacts in terms of equalities and health and safety by improving accessibility between Malton and Norton. It is also expected that there would be environmental benefits as a result of potential modal shift from private motor vehicles to more sustainable modes of transport.

It may be prudent to consider additional staff resources to ensure an appropriate level of District Council's input into the work to enable this work to proceed in a timely manner.

8.0 NEXT STEPS

- 8.1 The next stages of this work will be developed and overseen by the cross-authority working party. Initial next steps for specific Potential Quick Win and Preferred Package interventions are set out in Annex 2 and Annex 3.
- 8.2 NYCC are taking a similar report to their Executive Board in the coming weeks, incorporating parallel recommendations to those set out in this report to ensure a coordinated and partnership approach to future work streams.
- 8.3 Any outcomes from this that need reporting to Members will be included in the update report to be provided to Members before the end of the year.

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Background Papers:

Minute 45 (ii) of Policy and Resources 02 February 2017

<https://democracy.ryedale.gov.uk/ieListDocuments.aspx?CId=119&MId=1670&Ver=4>

Minute 84 (referring to P&R Minute 72 (iv)) of Council 12 April 2018

<https://democracy.ryedale.gov.uk/mgAi.aspx?ID=16924>

Local Transport Plan 4 (LTP4)

[https://www.northyorks.gov.uk/recruitment/media/Local_transport_plan_four_\(LTP4\)_Part_3.pdf](https://www.northyorks.gov.uk/recruitment/media/Local_transport_plan_four_(LTP4)_Part_3.pdf)

The Council Plan

<https://www.ryedale.gov.uk/your-council/council-plan.html>

Ryedale Plan – Local Plan Strategy

<https://www.ryedaleplan.org.uk/local-plan-strategy>

Ryedale Economic Action Plan 2016-2020

<https://democracy.ryedale.gov.uk/documents/s34067/Ryedale%20Economic%20Action%20Plan%202016-2020.pdf>

Malton & Norton Infrastructure & Connectivity Study – Options Appraisal Report & Appendices
- TO FOLLOW AS A LATE PAPER