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<b>PART B:</b>	<b>RECOMMENDATIONS TO COUNCIL</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>24 SEPTEMBER 2020</b>
<b>REPORT OF THE:</b>	<b>PROGRAMME DIRECTOR OF ECONOMIC DEVELOPMENT, BUSINESS AND PARTNERSHIPS PHILLIP SPURR</b>
<b>TITLE OF REPORT:</b>	<b>UPDATE ON MALTON AND NORTON INFRASTRUCTURE AND CONNECTIVITY WORKSTREAM</b>
<b>WARDS AFFECTED:</b>	<b>DERWENT, MALTON, NORTON EAST &amp; NORTON WEST (DIRECTLY) &amp; OTHER WARDS (INDIRECTLY)</b>

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

- 1.1 To provide Members with an update on the various strands of work being developed under the Malton and Norton Infrastructure and Connectivity work stream.

### **2.0 RECOMMENDATIONS**

- 2.1 It is recommended that Members:

- (i) note the contents of this update report, including the indicative costs of schemes in the table at 7.1 (a);
- (ii) recommend to Council that up to £100k be allocated within the revenue budget and up to £350k be allocated within the capital budget for contributions to development and delivery of the identified schemes;
- (iii) recommend to Council that approval of expenditure of the above budgets be delegated to the Policy and Resources Committee on a scheme-by-scheme basis.

### **3.0 REASON FOR RECOMMENDATION(S)**

- 3.1 To enable continued development of a range of projects which aim to reduce congestion and improve air quality and safety within Malton and Norton.

## **4.0 SIGNIFICANT RISKS**

4.1 The main risks are:

- i) investment in project development or feasibility work at this stage carries no guarantees that projects will proceed to full implementation and so it should be recognised that such investment is 'at risk'. Without this up-front investment, however, projects are unlikely to proceed at all.
- ii) formal prioritisation of major highways infrastructure schemes at this early stage could impact upon the chances of securing support from funders / other partners towards lower priority projects, however, failure to do so could mean that staff resources are spread too thinly, slowing project development of all projects.

## **5.0 POLICY CONTEXT AND CONSULTATION**

5.1 Council Plan priorities:

- Sustainable Growth
  - Promoting a strong economy with thriving businesses and supporting infrastructure for future generations;
  - Managing the environment of Ryedale with partners.
- Customers & Communities
  - Helping our partners to keep our communities safe and healthy.

5.2 Ryedale Economic Action Plan objective:

- A well connected economy:
  - fast reliable journeys to the key centres, transport that underpins growth, transport that connects employees and visitors to businesses.

5.3 Local air quality management (LAQM) process places an obligation on the Council to regularly review and assess air quality in the district, and to determine whether or not the air quality objectives are likely to be achieved. Where an exceedance is considered likely an Air Quality Management Area (AQMA) must be declared and an Air Quality Action Plan (AQAP) prepared, setting out the measures to be taken in pursuit of the objectives.

5.4 Following a detailed assessment in 2009, the Council declared an AQMA in parts of Malton because the annual mean concentration of nitrogen dioxide exceeded the relevant air quality objective at various relevant receptor locations. Whilst no exceedances of the annual mean nitrogen dioxide objective have occurred within the Malton AQMA for the last three years, increases in queuing related to congestion at the level crossing are anticipated in line with the planned introduction of additional rail services. Ryedale will continue to keep the AQMA under review until it can be demonstrated that compliant concentrations are stable over a sustained period.

5.5 The Council declared a Climate Emergency on 10<sup>th</sup> October 2019 and has made a commitment to building Climate Change considerations into the Council Plan and decision making processes.

5.6 Various stakeholder and public consultations have taken place throughout development of the initial Malton and Norton Infrastructure and Connectivity Study as

well as throughout development of work under the Local Cycling and Walking Infrastructure Plan and the Junction Signalisation and Improvement works.

## REPORT

### 6.0 REPORT DETAILS

#### 6.1 Background

6.2 In June 2018 NYCC and RDC published the jointly-funded 'Malton and Norton Infrastructure and Connectivity Study' ('the Study') which identified a range of interventions that could potentially be developed and implemented to reduce levels of congestion within the two towns. The interventions identified were those that contributed most significantly to the Study's Strategic Level Objectives set out in **Appendix 1**.

6.3 The Council's specific commitment to build climate change considerations into the decision making process has been made since the study was published, however, it should be noted that the Strategic Level Objectives did cover protecting and enhancing the natural environment (under SO-08). Many of the interventions will contribute towards the Climate Change commitment – for example by supporting more active forms of travel; improving connectivity within the towns; improving access to public transport; and reducing the need for unnecessary car journeys.

6.4 The work was initiated in response to the proposed increase in rail services on the York – Scarborough line (originally proposed to operate from December 2019) and concerns that the resulting increased frequency of level crossing closures would exacerbate existing congestion and air quality issues within the towns – particularly at the level crossing and within the AQMA. The Study identified a range of 'Potential Quick Wins' and a 'Preferred Package' of interventions to help mitigate potential detrimental impacts.

6.5 Considerable joint working, involving RDC and NYCC, on progressing these actions has already taken place. This report provides Members with an update on this work to date.

6.6 Policy and Resources Committee considered a report on 19<sup>th</sup> March 2020 regarding a Motion relating to traffic levels, A64 junctions and a call for a ban on heavy vehicles using Highfield Road Malton. This also set out details of a formal consultation being carried out by the County Council relating a proposed experimental part-time prohibition of Heavy Commercial Vehicles on Highfield Road, Malton. A consultation, response, reflecting Members' views on the proposal, was subsequently sent to the County Council (included at **Appendix 2**). It is understood that NYCC have decided to progress with the proposed experimental part-time heavy vehicle restriction and are awaiting publication of the appropriate legal notices. The main Motion to Council was considered at Full Council on 10 September 2020 and the Policy and Resources recommendation relating to the Motion to Council was approved.

6.7 Over the last six months progress on all aspects of the above work streams has inevitably been impacted by the need to refocus staff resources to support the Council's emergency response to the coronavirus crisis and the shift in priority to support the lives and livelihoods within the District.

#### 6.8 Rail Service Update

Arriva Rail North (or 'Northern') originally planned to introduce an additional hourly rail service between York and Scarborough in December 2019. This was subsequently postponed until May 2020 but, as a result of the impacts of COVID-19, this is now planned for May 2021. [NB The Department for Transport terminated Arriva Rail North's franchise at the end of February this year and its operations have been taken over by Northern Trains Ltd (a Department for Transport controlled 'Operator of Last Resort')].

## 6.9 Update on Interventions

- 6.10 A cross-authority officer Working Party was established to coordinate the Malton and Norton Infrastructure and Connectivity work streams and the actions arising from the Study. This includes representatives from RDC (Economic Development, Planning, Environmental Health and Community Teams) and from NYCC (local Highways Area Office, Transport Planning, and Public Transport). The Working Party has also overseen production of a detailed Action Plan to inform the work required to progress the various interventions. A copy of this is attached at **Appendix 3** and provides an update on individual interventions.
- 6.11 It is essential that any proposals for significant investment are evidence-based and represent value for money so considerable project development work is required in order to build a strong case for intervention. Project development work undertaken to date on some of the key interventions identified by the Study, includes:
- development of a new computer traffic model for Malton & Norton (including initial data gathering, surveys and traffic counts);
  - identifying and shortlisting options for potential improvements to junctions, signals and traffic flow in the town centre and testing of these shortlisted interventions through the new traffic model;
  - undertaking air quality modelling on identified options (report not yet completed);
  - development of Stage 1 of a Local Cycling and Walking Infrastructure Plan (report nearing completion);
  - commissioning a Ryedale Car Parking Strategy Report (work now being progressed via the Car Parking Working Party);
  - commenced feasibility and project development work for:
    - i) upgrading the A64 Musley Bank junction to enable all directions movement
    - ii) creating a new A64 Broughton Road junction with all direction movement
- 6.12 The majority of this work (with the exception of Ryedale Car Parking Strategy) has been led, and funded, by NYCC with input from RDC officers. In order to commence project development work on other interventions (e.g. a second platform and accessible pedestrian and cycle bridge at the station), or for proposals to progress to the next stage of project development and/or implementation, funding contributions from RDC will be required.
- 6.13 At this stage, the detailed costs of the next stages of work for each work stream are not yet known, however, the table under 7.1 (a) below, sets out some indicative costs, with initial funding allocations from the Council also proposed under 7.1 (a).
- 6.14 Some updates on key elements of work are set out below:
- 6.15 A – Bus Service Connectivity Improvements: Ryedale Community Transport are undertaking a feasibility study into the potential for an electric bus service to run

between Malton and Norton. Should the outcome of this study be positive then funding will be required to purchase the vehicles and charging equipment. Initial estimates indicate that this will cost up to £300,000. An RDC contribution would act as match funding and enable funding bids to be made as opportunities arise.

- 6.16 D – Improved Footpath & Cycle Links via Walking & Cycle Strategy: Production of a Local Cycling and Walking Infrastructure Plan (LCWIP) – Stage 1 report is nearing completion. This will present a range of evidence-based interventions to improve cycling and walking provision in the towns and identify priority interventions for development during Stage 2. The Stage 2 work will develop these proposals to a stage where funding bids for implementation can be made and an RDC contribution will be required to progress this work.
- 6.17. In parallel with this work, Ryedale Cycle Forum have been very active in supporting local residents with the development of proposals for a Malton – Hovingham Cycle Path, via Broughton, Slingsby and Amotherby. Implementation of this route could help to reduce the amount of car journeys between these villages and Malton/Norton and contribute to reduced congestion and improved air quality.
- 6.18 F – Internal Junction Improvements & Traffic Signal Strategy: This piece of work is the highest immediate priority for action. A new computer traffic model was developed during 2019. Consultation has taken place with local stakeholders and NYCC have established a Strategy Steering Group to inform development of, and decisions on, this work. The Steering Group includes the two local County Councillors, one representative each from Malton and Norton Town Councils and a Member representative from RDC, taking account of RDC’s responsibilities relating to the AQMA.
- 6.19 A range of options (including reverting to previous priorities at the level crossing junction and potential one-way systems) have been discussed by the Steering Group and the option considered to offer the best overall solution involves:
- Introducing traffic signals at the Castlegate/Church Street/Welham Rd/Norton Road junction at the level crossing, incorporating improved pedestrian crossing facilities,
  - Making the eastern end of Norton Road one-way westbound
  - Improvements to traffic signals at Butcher corner - including introduction of MOVA system (Micro-processor Optimised Vehicle Actuation – to maximise the efficiency of the junction) and indicative right arrow,
  - Improved pedestrian crossing facilities.
- 6.20 This option was presented to a stakeholder consultation meeting in January 2020 following which the Steering Group agreed that air quality modelling of the preferred option should be undertaken prior to progressing to public consultation and potential implementation. This has been commissioned by NYCC (with a contribution from RDC) and work is nearing completion - outcomes will be reported to the NYCC Steering Group to consider the next steps in the coming weeks.
- 6.21 NYCC submitted an Expression of Interest (EoI) to the DfT’s Local Pinch Points Fund in January 2020 for funding towards implementation – but the DfT’s assessment of EoIs is currently ‘on-hold until further notice’. Indicative costs of £1,350,000, with combined Local Authority funding of £200,000, were included in the Pinch Points bid – detailed estimates will need to be established through further project development work. An RDC contribution towards this is likely to be required – and if the Pinch Points EoI is not successful, the contribution would need to be greater.

- 6.22 I - Provision of second rail platform **AND** C – Walkway & Bridge for cyclists & pedestrians to access Malton Station from the south
- 6.23 Network Rail and the Train Operating Companies are unlikely to consider this a high priority for investment at this stage. Progress is therefore likely to be dependant on local partners (e.g. RDC and NYCC) coordinating initial project development work and securing funding for this work.
- 6.24 It is therefore proposed that the Council seeks to work in partnership with NYCC, Network Rail and Train Operating Companies, as appropriate, to develop an initial Feasibility Study for a combined bridge and second platform project and to develop a Strategic Outline Business Case for the project. Undertaking this work now will greatly assist in developing future bids for further project development and implementation and will also enable greater engagement with the rail industry on the benefits of the project.
- 6.25 A second platform, together with a bridge linking the platforms, is likely to offer benefits to the rail industry by removing a bottleneck on the existing network, contributing to opportunities for greater flexibility, capacity and timetable reliability. As such, it is not anticipated that the Council would have to contribute towards construction of a second platform or bridge – although there may be a need to contribute to provision of a link path between Norton and the second platform. Initial feasibility work on the combined second platform, bridge and link path project could cost in the region of £60,000.
- 6.26 J – Provision of new All-Movements junction between A64 and Broughton Road: **AND** K – Upgrade A64 Musley Bank junction to All-Movements junction
- 6.27 Both projects provide alternative routes for traffic (including HGVs) to/from the A64, reducing traffic through sensitive areas such as Highfield Road or the Town Centre AQMA. This could provide opportunities for more significant measures to encourage walking and cycling within the towns. They would be unlikely, however, to have a significant impact on level crossing congestion.
- 6.28 NYCC have committed to undertaking project development work on both projects to a stage whereby bids for funding for implementation can be made to government at short notice. Consultants have been appointed and initial project development work is underway.
- 6.29 The projects are highly unlikely to attract government funding through the Department for Transport's Roads Investment Strategy as they aim to address local issues rather than issues on the trunk road network. The projects are therefore expected to require a partnership approach to funding and implementation (as used to implement the A64 Brambling Fields junction upgrade) with contributions expected to be required from NYCC, RDC and any other discretionary funding that may become available.
- 6.30 Potential longer-term intervention: Malton – Norton Link Road and Bridge
- 6.31 This project could reduce the numbers of vehicles passing through the two main bottlenecks in the towns: the level crossing and Butcher Corner. This could provide opportunities for more significant measures to encourage walking and cycling within the towns. Together with a pedestrian/cycle bridge at the station, it could help facilitate development of additional parking south of the rail line (reducing the need for cross-town traffic) and remove a significant barrier to future residential development based around the former Woolgrower's site [the Woolgrower's site, being located close to the rail and bus station, provides a significant opportunity for development of sustainable

housing in the District]. The project would not, however, reduce levels of traffic passing the primary schools on Highfield Road.

6.32 NYCC have appointed consultants to consider options for a potential Malton – Norton link road and bridge over the River Derwent and the railway (e.g. from York Road to Welham Road) as one of the County Council's potential 'Major Schemes' projects.

6.33 The relative merits of the scheme are likely to be dependant upon the outcomes of the Local Plan review, as the likely quantum and location of future development in and around Malton / Norton will be key to the Benefit-Cost Ratio of the project.

6.34 Potential Funding Sources

6.35 Significant contributions will be required from local partners' capital programmes towards the interventions outlined in this report - particularly from the District and County Councils (or any successor authority/ies). In order to achieve maximum benefits from this investment, however, funding will also need to be sought from a broad range of other potential funding streams, for example:

- Community Infrastructure Levy (CIL) and/or its proposed replacement;
- Funding via the LEP e.g. Local Growth Deal funding or the proposed Shared Prosperity Fund (due to replace EU Structural Investment Funds);
- Other discretionary grant / funding opportunities (e.g. DfT's Pinch Points Fund, or other funding aimed at improving Air Quality or encouraging active modes of travel);
- Devolved funding programmes (following completion of any devolution deal).

6.36 Officers will continue to work with partners, including the County Council and the LEP to identify and bid for funding as appropriate.

6.37 RDC Funding Contributions

6.38 Initial RDC capital and revenue allocations towards development and implementation of the short – medium term interventions are proposed under 7.1 (a) below. These amounts are not within existing budget provisions and would be new allocations. They are therefore included as Recommendations to Council within this report.

6.39 Initial project development work on several of the medium-longer term interventions has already been commissioned by NYCC. It is likely that very significant local contributions (including from RDC) will be required to deliver these projects: several of which, individually, would represent the most significant investments in capital projects that the Council has ever made. The financing of contributions towards individual projects is therefore likely to be challenging; combining several of them may prove to be unaffordable unless significant levels of discretionary funding can be secured towards implementation.

6.40 Once initial project development work has been completed there is likely to be a need for prioritisation of the major highways interventions set out above in order to focus the Council's resources on interventions with the potential for greatest beneficial impacts. The findings of project development work, and proposals for any RDC contributions towards such projects, will therefore be the subject of a report to Council once initial project development work has been completed and further details are known. Members' initial thoughts on potential prioritisation would, however, be welcomed to inform future discussions with partners.

## 7.0 IMPLICATIONS

7.1 The following implications have been identified:

a) Financial

Summary of indicative costs of the interventions highlighted above:

Project	Total Indicative Cost
<i>Short to Medium Term interventions:</i>	
Electric Bus Hopper Service – purchase of equipment [* subject to outcomes of feasibility study and provision of detailed business plan]	£300,000
LCWIP – Stage 2 (detailed project development for priority proposals identified via Stage 1 study)	£56,000
Cycling and Walking improvements (e.g. routes identified through the LCWIP and/or Hovingham to Malton Cycle route) #	£750,000
Internal junction & signal improvements – detailed project development & implementation #	£1.35m
2 <sup>nd</sup> Rail Platform and Pedestrian & Cycle bridge and link path to Norton - Initial Feasibility Study	£60,000
<i>Sub Total (approx.)</i>	<i>£2.5m</i>
<i>Medium to longer-term interventions:</i>	
Second rail platform, bridge and link path to Norton#	£6.5m
A64 Broughton Road – New Junction #	£15m - £25m
A64 Musley Bank – Upgraded junction #	£10m - £20m
Malton – Norton Link Road & Bridge #	£20m - £40m
<i>Sub-total (approx.)</i>	<i>£51.5m - £91.5m</i>
<b>Total (approx.)</b>	<b>£54m - £94m</b>

# - Until project development is further advanced, it is impossible to provide estimated costs with any degree of confidence – figures included are **indicative only** at this stage.

Initial funding allocations from the Council of £350,000 (capital) and £100,000 (revenue) are proposed towards the costs of developing and implementing the short-medium interventions highlighted above. These would be new budget allocations and as such are identified as recommendations to Council.

Significant additional capital allocations towards the medium to longer-term interventions are expected to be required. Further details will be reported to Members following completion of initial project development work.

b) Legal

The Council has a duty to fulfil its obligations under Part IV of the Environment Act 1995 Local Air Quality Management and continues to meet these obligations through the joint work with NYCC set out above.

There are not considered to be any other significant legal implications of the recommendations set out in this report – although legal agreements are likely to be required on specific projects as project development progresses.

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate



Change, Crime & Disorder)

Environmental & Climate Change:

Investment in major road schemes are often considered to be incompatible with targets to achieve carbon reduction targets. However, in the case of the proposals for Malton / Norton, the situation is not clear-cut. The main aim of the proposals is to provide alternative routes onto and off the A64 to reduce traffic levels and congestion on an already congested and constrained town centre highway network, with significant pinch points at the level crossing and Butcher Corner, and to improve air quality within the declared Air Quality Management Area. Implementation of many of the more significant potential projects from the LWCIP are also expected to be dependant on delivering some of the major highways projects.

There is therefore a need to balance the projects' potential impact on carbon emissions with the aims of improving air quality, safety and encourage more active forms of travel (which in themselves have positive benefits for carbon reduction as well as wider health benefits) within the towns.

All discretionary Government funding sources are likely to place a far stronger emphasis on climate change impacts during the assessment process than has previously been the case. At this stage the likely carbon emission impacts of the proposed schemes are not known and will need to be established via further project development work in order to provide sufficient information to be able to inform a decision that seeks to balance these competing aims.

Major highways schemes are also likely to require Environmental Impact Assessments - particularly the Malton – Norton Link and Bridge – as this impacts upon the River Derwent Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC). The requirements for this will be established during any detailed project development work

No other implications have been identified.

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**Background Papers are available for inspection at:**

[Malton and Norton Infrastructure and Connectivity Report](#)

[Malton Air Quality Management Area – Action Plan and Annual Status Reports](#)