



## Notice of a public meeting of

### **Economic Development and Transport Policy and Scrutiny Committee (Pre Decision Calling In)**

**To:** Councillors N Barnes, Cullwick, Cuthbertson (Chair),  
D'Agorne, Gates, D Myers, Rawlings and Warters

**Date:** Wednesday, 18 May 2016

**Time:** 5.00 pm

**Venue:** The Thornton Room - Ground Floor, West Offices (G039)

### **AGENDA**

#### **1. Declarations of Interest**

At this point in the meeting, Members are asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they may have in respect of the business on the agenda.

#### **2. Public Participation**

It is at this point in the meeting that members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Tuesday 17 May 2016**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda

## **Filming, Recording or Webcasting Meetings**

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- 3. Minutes** (Pages 1 - 4)  
To approve and sign the minutes of the meeting held on 18 November 2015.
- 4. Called-In Item Pre-decision - Delivery of Reductions in the Subsidised Bus Service Budget** (Pages 5 - 44)  
This report provides background to the pre-decision call-in of the Delivery of Reductions in the Subsidised Bus Service Budget. It sets out the reasons for the call-in and invites the Committee to consider what feedback, if any, it may wish to make under the agreed pre-decision call-in arrangements.
- 5. Urgent Business**  
Any Other Business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:  
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For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 (01904) 551550

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City of York Council

Committee Minutes

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Meeting	Economic Development and Transport Policy and Scrutiny Committee (Pre Decision Calling In)
Date	18 November 2015
Present	Councillors Cuthbertson (Chair), D'Agorne (Vice-Chair), N Barnes, Cullwick, Gates, D Myers, Warters and Lisle
In Attendance	Councillors Kramm, Levene, Looker

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## 1. **Declarations of Interest**

Members were asked to declare at this point in the meeting any personal, prejudicial or disclosable pecuniary interests which they might have had in the respect of the business on the agenda.

None were declared.

## 2. **Public Participation**

It was noted that there had been two registered speakers under the Council's Public Participation Scheme.

Councillor Looker spoke on the Adoption of York's Third Air Quality Action Plan (AQAP3). Broadly speaking, she welcomed the report and plan but was concerned to ensure regular monitoring, targets and delivery dates were built in. There was also a need for investment in cleaner buses and taxis and she felt this should be detailed in the plan. There was also a need to see a business plan for the proposed transshipment centre.

Councillor Levene spoke in his role as the Chair of Corporate and Scrutiny Management Policy and Scrutiny Committee and specifically in relation to the process. He applauded the Executive for implementing a new process to scrutinise decision making early. However, he felt that it was potentially unreasonable for Executive Members to take on board comments at a call in meeting and act on them immediately afterwards, without sufficient time to reflect on comments raised. He appreciated that there would be opportunities to review the process and guidelines agreed in the future, in light of practical experience.

### **3. Called In Item Pre Decision: York's Third Air Quality Action Plan (AQAP3)**

Members received a report to consider a decision which would be made by the Executive Member for Environment on the Third Air Quality Action Plan.

The decision had been called in for pre-scrutiny by Councillors D'Agorne, Kramm and Craghill for the following reason;

“The bad air quality in York is one of the major health risks for residents particularly in the city centre area. Actions are needed that can deliver fast and sufficient relief for people affected. After an intense consultation for the AQAP3 it would be beneficial for the process if councillors can have an early opportunity to value and analyse the data from a political and ward-orientated perspective and assist officers in the wording of the recommendation of the Action Plan for execution”

Councillor Kramm, as one of the Calling In Members spoke to the Committee and expanded on the reasons for why they had called in the decision before it was due to be made. He stated that;

- The Air Quality in the centre of York was bad and it was the worst in the wards which were represented by the calling in Members. But it also affected those along the transport routes into the city such as Clifton and Holgate.
- The AQAP3 was not ambitious enough.
- Anti idling policies should be included in all CYC transport contracts
- There should be limited access for all diesel vehicles for six years.
- All measures should have a clear time frame.
- There should be an advisory board of Councillors to monitor the progress and delivery of the Air Quality Action Plan.

The Executive Member in response stated that Councillor Kramm's comments were constructive but that as the topic was so wide ranging he would make the decision at a Decision Session to be held in December. This would then allow for a detailed plan with a timetable to be formulated.

Councillor D'Agorne, who had circulated a paper with his comments at the meeting, spoke about the significance of the issue in terms of the health of the population not just in the city centre but also

nationally, as he explained that the government were overdue in meeting a European Union legal requirement on Nitrogen Dioxide set in 2010. He felt that air quality was something that needed to be right and that if there were opportunities to make improvements then they should be taken. In regards to anti idling he made reference to a Council study which identified that bus operators could save money if they enforced an anti idling policy which would improve air quality in certain areas. He felt signage and by laws would help to enforce the anti idling measures.

Officers explained that the Clean Air Zone and the Air Quality Action Plan were subject to affordability. However, the Council did not have the financial means to impose costs.

Discussion took place during which comments on anti idling, delivery dates on the transshipment depot, green infrastructure, scrutiny of certain access routes into the city centre and the Local Plan were raised.

The issue of affordability in the new contract for the Park and Ride was raised and it was suggested that Officers scrutinise all options and the feasibility where there may be expense to the Council. Others added that it needed to be weighed against economic consideration and that it was necessary to make sure that partners did not have anything counter productive to their businesses.

Some Members felt that by the Executive Member deferring the decision or by amending it that there would not be an improvement in the city's air quality and that there would be a missed chance in gaining funding bids.

Other Members stated that by not having an Air Quality Action Plan the Council would be liable to fines, and so affordability was key and further scrutiny was needed. They wanted to have further monitoring reports with a focus on implementation and delivery dates.

Councillor Waller stated that what needed to be borne in mind was financial consequences of some alterations, and clarity on the green infrastructure. He felt that the issue needed to be reviewed over the next fortnight before a decision was made, as there was too much information and comments that had been brought forward for Officers to respond to at his Decision Session.

Resolved: (i) That the reasons given by Councillors D'Agorne, Craghill and Kramm for the call in be noted and that the

comments raised by the Committee, and in the paper circulated by Councillor D'Agorne, be shared with the Executive Member.

- (ii) That the Executive Member be invited to make their decision.

Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the new pre-decision call in arrangements.

Councillor Cuthbertson, Chair

[The meeting started at 5.00 pm and finished at 6.05 pm].





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**Economic Development & Transport Policy & Scrutiny Committee**

18 May 2016

Report of the Assistant Director Governance &amp; ICT

**Called-In Item Pre-Decision – Delivery of Reductions in the Subsidised Bus Service Budget****Summary**

1. This report provides background to the pre-decision call-in of the Delivery of Reductions in the Subsidised Bus Service Budget setting out the reasons for the call-in and inviting the Committee to consider what feedback, if any, it may wish to make.
2. It also sets out a brief background to the issue called-in and the role of and options available to this Committee, under the agreed pre-decision call-in arrangements.

**Background**

3. At its meeting in August 2015, the Executive agreed some operational guidelines for enabling and supporting a pre-decision call-in process. This supplements the pre-existing arrangements for post-decision call in and is intended to provide all backbench and scrutiny Members with opportunities to comment upon relevant upcoming Executive or Executive Member decisions.
4. In accordance with the arrangements for pre-decision scrutiny call-in, three Members (Councillors D'Agorne, Craghill and Kramm) have called in the intended decision in relation to the Delivery of Reductions in the Subsidised Bus Service Budget, for the following reason:
  - (i) The impact this is likely to have on bus service provision across the city and the potential to undermine the sustainable transport strategy as set out in the Local Transport Plan 3 means that changes should be subject to cross party scrutiny before Executive Member approval. Depending on the outcome of the consultation consideration may also need to be given to alternative strategies to more cost effectively provide evening and weekend services in the

affected areas. (This might include Dial a ride, council minibus services etc)

### **Consultation**

5. In accordance with the requirements of the Constitution, the calling-in Members have been invited to attend and/or speak at the Call-In meeting, as appropriate, together with the appropriate Executive Member and officers.

### **Analysis**

6. Members need to consider the reasons for call-in and any comments made at the meeting by speakers, as well as have regard to the information in the officer's report to the Executive Member for Transport and Planning on this matter, attached at Annex 1 to this report.

### **Options**

7. The following options are available to this Committee in relation to dealing with this pre decision call-in, in accordance with the new agreed arrangements:
  - (i) Agree comments or recommendations for submission to the Executive Member, to take into account when making his decision; or
  - (ii) Decide not to make any specific comments/recommendations to the Executive Member on the issue in hand

### **Council Plan**

8. There are no direct implications for this call-in in relation to the delivery of the Council Plan and its priorities for 2015-19.

### **Implications**

9. There are no known Financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in terms of dealing with the specific matter before Members; namely, to consider and handle the pre decision call-in. However, if it became clear to the Committee from information received that there were implications associated with any comments/recommendations it wished to make then it would be appropriate for the Committee to also recommend that any such implications be looked into,

prior to the Executive Member making a decision which might be affected by those implications.

### Risk Management

10. There are no direct risk management implications associated with considering the call in of this matter. However, the Committee would be advised to invite the Executive Member to take account of any risks associated with any comments/recommendations which the Committee may wish to make on this matter, prior to implementing any decision.

### Recommendations

11. Members are asked to:

- (i) consider the reasons for calling in this matter prior to decision, together with all submissions made and decide whether they wish to make any specific comments/recommendations for consideration by the Executive Member; and
- (ii) invite the Executive Member to make his decision at a future Executive Member Decision Session in light of (i) above.

Reason: To enable the called-in matter to be dealt with efficiently and in accordance with the new pre-decision call in arrangements.

### Contact Details

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**Chief Officer Responsible for the report:**  
Andrew Docherty  
AD Governance & ICT

**Report  
Approved**



**Date**

4 May 2016

Wards Affected:

All



### Annexes:

**Appendix 1** – Implementation of budget savings on Council funded local bus services

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Executive Member for Transport & Planning  
Decision Session

2 June 2016

Report of Director for City and Environmental Services

## **Implementation of budget savings on Council funded local bus services**

### **Summary**

1. City of York Council procures local bus services to operate at times of the day (or week), or in parts of the Authority area, where no commercially viable bus service exists. Where commercial services do exist (i.e. those that are operated by private companies but are neither contracted nor funded by the local authority), the Council engages with the operators with the aim of enhancing service.
2. As part of the budget process for financial years 2016/17 and 2017/18, the Council determined in February 2015 that a full year saving of £350,000 was required to be made in the subsidy provided for local bus services.
3. Given the extent of the savings required, the Council has identified service reductions or alterations for consultation. These could be made whilst still ensuring, as far as possible, that all areas currently enjoying bus service provision are not left without any bus service. The general public was consulted on the proposed list of services which could lose their subsidy.
4. This report provides detail of the outcome of the consultation and the relevant usage statistics concerning each service for the consideration of the Executive Member.
5. Should the Executive Member for Transport and Planning decide not to reduce local bus service expenditure, equivalent savings will need to be found from elsewhere within the Council's budget.

### **Recommendation**

6. In light of the feedback from the public consultation and the Economic Development and Transport Policy and Scrutiny Committee (Pre

Decision Calling In), the Executive Member for Transport and Planning is asked to agree a proposal on the subsidy provided for local bus services.

## **Background**

7. The City of York and surrounds benefit from a comprehensive network of bus services, of which more than 80% are operated without subsidy from the Council. All of the bus routes in York are operated by private sector companies who are free to decide how they will run any services not requiring financial support. Amongst other things, this includes the freedom to determine the bus route, where the bus will stop, the timetable and fares charged.
8. The Council has powers, contained in the 1985 and 2008 Transport Acts, to provide subsidies for bus services where, in its view, there is a transport need that is currently not being met through commercially operated services. For the services it procures, the Council defines the route, stopping points, frequency and operating hours of the service. The Council also monitors the performance of each service. It should be noted that the provision of financial support to local bus services is not a statutory requirement.
9. From January 2009 the Council adopted two criteria to assist it to consider whether or not to subsidise a particular bus route. These are that:
  - a. Each tendered service should have a subsidy of not more than £2 per passenger carried; and
  - b. A minimum number of 9 passengers carried per bus hour operated.
10. In October 2015, the Council adopted a new 'Council Plan' which included a commitment to 'Support rural bus services and others where there is most need'. Whilst not abandoning the Council's previous criteria for determining which bus services to support, the new Council Plan also commits the Council to supporting bus services connecting to rural areas, some of which are not as well used as the wholly urban services currently subsidised by the Council.
11. In common with all local authority areas, budgetary pressures have required that City of York Council carefully scrutinises services it provides on a discretionary basis.

12. In 2013/14, 26% of UK local transport authorities cut their levels of subsidy to local bus services (Price, Expenditure and Competition Survey 2013, Association of Transport Coordinating Officers, January 2014). As budgetary pressures on local authorities have increased, this trend has continued in subsequent financial years. In York's neighbouring county of North Yorkshire, the level of subsidy provided for local bus services has reduced from £6m in 2011/12 to £1.5m in 2016/17.
13. Over the past months, the Council has talked with the City's bus operators to establish whether there might be any cost reductions, or indeed opportunities to provide services without subsidy (i.e. on a 'commercial' basis). The Council has also had discussions with a number of stakeholders to understand how third parties might be able to provide funding support which would reduce the inevitable challenges to the lives of some bus users resulting from subsidy withdrawals. This dialogue has delivered some positive outcomes which officers can provide an update on. Unfortunately, however, the scale of savings required can only be found through service withdrawals or reductions.
14. Table 1 below lists bus services currently subsidised by the Council.

**Table 1 – Bus services currently subsidised by City of York Council**

**Appendix 1**

Route	Origin	Via	Destination	Time/day	Frequency	Annualised cost (£)	Passengers per bus hr	Subsidy per pax
10	Stamford Bridge	York	Poppleton	Evenings (Sun – Thu)	60 mins	36,000	11.8	£1.73
11	Bishopthorpe	South Bank	Stonebow	Evenings (Mon – Sat)	60 mins	17,000	16.6	£1.04
11	Bishopthorpe	South Bank	Stonebow	Sunday (daytime)	60 mins	10,500	14.8	£1.44
12	York	Elmfield Ave	Monks Cross	Daytime (Mon – Sat)	30 mins	45,000	14.3	£0.73
13	York	Tadcaster Road	Copmanthorpe	Sunday (daytime)	60 mins	11,500	11.1	£1.92
14	Foxwood	York	Haxby	Evenings (Mon-Sat), Daytime (Sun)	60 mins	48,000	19.6	£0.70
16a	Acomb	Hamilton Drive, Stonebow	Elmfield Avenue, Heworth	Sunday (daytime)	60 mins	11,000	12.3	£1.69
18	Holme on Spalding Moor	Wheldrake	York (Merch'gate)	Certain daytime journeys, (Mon-Sat), evenings (Fri-Sat)	Mon-Thu: 4 journeys per day; Fri: 8 journeys; Sat: 7 journeys	29,000 (16,000 <sup>NYER</sup> )	14.1	£1.65
19	Skelton	Rawcliffe	York (Exh.Square)	Daytime (7 day)	60 mins	79,000	22.5	£0.97
20	Acomb	Poppleton, C' Moor, Haxby, Monks X, Heworth	Uni of York	Daytime (Mon – Sat)	60 mins	200,000 (190,000 <sup>UY</sup> )	12.3	£1.69
21	Colton	Acaster Malbis, Bishop'pe, South Bank, Stonebow	Foss Islands	Daytime (Mon – Sat)	120 mins	73,000 (44,500 <sup>NY</sup> )	12.5	£1.90
24	Foxwood	Lindsey Ave	York	Daytime (Mon – Sat)	60 mins	184,500	19.7	£0.75*
26	Fordlands Road (every 30 mins)	Fulford, York Station	South Bank (every hour)	Daytime (Mon – Sat)	30/60 mins		19.5	£0.81*
27	University of York	Heslington Lane	York (Merch'gate)	Daytime (Mon – Sat)	60 mins		12.8	£1.92*
44	Acomb	Hamilton Drive	York (Merch'gate)	Daytime (Mon – Sat)	30 mins	30,000	19.1	£0.58



**Table 1 – Bus services currently subsidised by City of York Council**

**Appendix 1**

627	York	Heworth	Arch. Holgate & Fulford Schs.	School days only	One round trip		146.1	£1.61*
647	York	Boroughbridge Rd (for Manor School)	Acomb	School days only	One round trip		10.2	£2.11*
637	York	Heworth	Archbishop Holgate's School	School days only	One round trip	34,125	146.1	£1.61
36 X36	Elvington	Wheldrake, Fulford	York (Merch'gate)	Daytime (Mon – Sat)	120 mins	56,244 (48,744 <sup>ER</sup> )	7.1	£3.63
142	York	Hessay	Ripon	Daytime (Mon – Sat)	120 mins	5,453	Contribution to NYCC contract	
181	York	Woodlands Grove, Heworth	Castle Howard	Daytime (Mon – Sat)	Four round trips	2,000	Contribution to NYCC contract	
412	York	Acomb, Rufforth	Wetherby	Daytime (Mon – Sat)	60 mins	7,568	Contribution to NYCC contract	

**Key**

\*services 24/26/27/627/647 are part of a single contract; subsidy per passenger figures shown are estimated from the relative mileage of each of these routes.

Costs shown represent total amount paid to bus operators. Annualised costs shown in brackets represent net cost to CYC once contributions from partners have been accounted for:

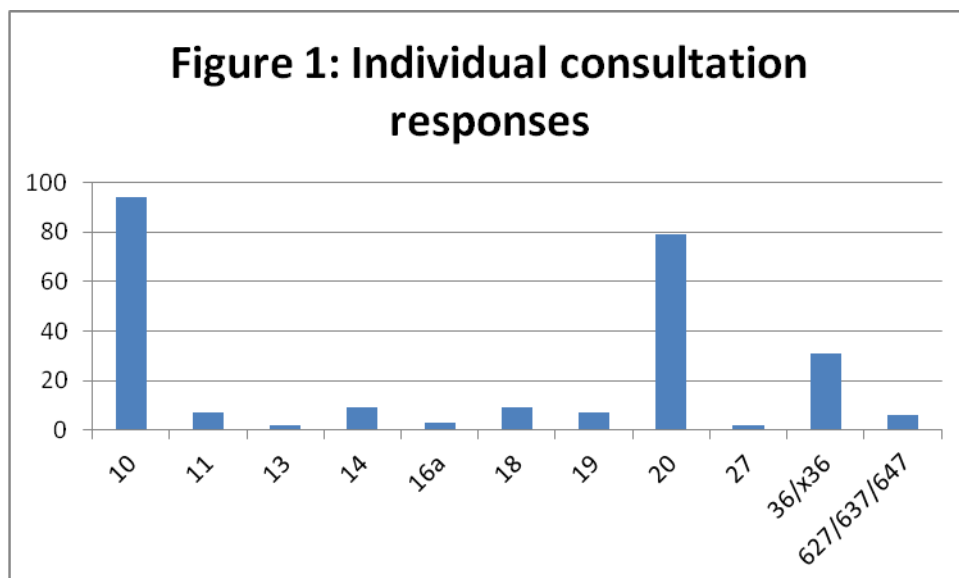
<sup>ER</sup> East Riding of Yorkshire Council contribute toward the cost of this service.

<sup>NY</sup> North Yorkshire County Council contribute toward the cost of this service.

<sup>UY</sup> University of York contribute toward the cost of this service.

**Consultation – General public and stakeholders**

15. Following confirmation of the budgetary proposal for 2016/17, the Council took steps to identify options which would achieve the agreed saving of £350,000. Because of the scale of savings required, previous adopted strategies for example to reduce the number of journeys on a particular route or to seek reductions in contract prices from operators, etc, were not going to be sufficient on their own.
16. The Council moved as swiftly as possible to prepare consultation documents on a proposal which would deliver the required savings. The consultation, which ran from Monday 11<sup>th</sup> April to Friday 6<sup>th</sup> May, included:
  - a. The opportunity for the public to respond by email with web-links to the consultation documents on both the front pages of both the Council's website and York's online travel website ([www.iTravelYork.info](http://www.iTravelYork.info)).
  - b. Two drop in sessions held at the Council's West Offices. The first was held on Friday 15<sup>th</sup> April (10am – 2pm), the second on Tuesday 26<sup>th</sup> April (3pm – 7pm). Approximately 60 people attended the first session and 130 people the second.
  - c. The Council issued press releases concerning the consultation on three occasions. Two of the releases were carried in the York Press with details of the drop in sessions and provided information regarding how to respond.
  - d. Bus stop Real Time displays carried an advertisement concerning the consultation for the duration it was live. These displays are located at over 50 well used bus stops across the City.
  - e. The Council contacted the operators of the bus services which could be impacted by the proposals and asked for them to make information about the consultation known to bus users. The Council is aware that some operators were more proactive than others in this regard, but also that a range of media was used to share the information (including on-bus publicity, Twitter feeds and the operators' websites).
  - f. All of the City Council's members were alerted to the consultation, as were all of the City's parish councils as well as the neighbouring local transport authorities (East Riding of Yorkshire and North Yorkshire County councils).
17. The consultation proposed complete or partial reductions and changes to a number of routes and is included at Annex A to this report. A significant number of responses were received, with a proportion of these being received in multi-signatory petition form. Figure 1 below summarises the number of individual responses received to the consultation:



18. The above shows that overwhelmingly, users of route 10 (evening) and route 20 (Monday – Saturday daytimes) were most concerned about the potential loss of service. A significant number of users of route 36/x36 also contacted the Council about the proposals.

19. Particular points of note from the individual responses are as follows:

#### **Route 10 (evenings after 8pm)**

- a. Over fifty percent of the route 10 respondents were Stamford Bridge residents. Stamford Bridge is situated in the East Riding of Yorkshire Council (ERYC) administrative area. It should be noted that ERYC does not and has previously declined to contribute to the ongoing operation of this service. Many of the respondents felt that ERYC should be making a contribution. City of York Council has recently written again to ERYC to request their view on this issue.
- b. A number of respondents felt that the operator of the evening service, Transdev, could charge higher fares for the service as these would still be significantly lower than the cost of a taxi. Some respondents felt that a lower frequency service would be preferable to no service.

#### **Route 19 (removal of school time diversion to St Wilfrid's primary school)**

Two respondents wrote to express their concern about the proposed removal of these journeys.

#### **Route 20 (Monday – Saturday daytime service)**

- a. Responses concerning this route were spread across the whole route
- b. 49 responses concerned the removal of a bus link to the user's primary shopping destination

- c. 24 responses concerned the removal of a bus link to schools. This included a letter authored jointly by Joseph Rowntree and Huntington secondary schools.

### **Route 36 / x36**

Responses were split evenly between Sutton on Derwent (ERYC), Elvington and Wheldrake. A response was also received from the Yorkshire Air Museum, for whom the 36 is the only public transport link.

### **Route 627 / 637**

Responses were received from five parents and from Archbishop Holgate's School.

20. In addition to the above, the Council also received three petitions concerning the proposed changes as follows:
  - a. Petition (a) called for the retention of services 19 and 20. It was submitted in three separate parts. The main proportion of the petition was submitted with a cover letter and was presented to the Council by Ms D. Boyle (596 signatories). Two subsequent petition responses with the same title were received by the Council. The total number of signatories to all three submissions of this petition was 835. The postcodes given for the signatories indicated a wide spread of respondees (with some as far away as mid-Wales and Manchester). This may, in part, have been the result of a number of petitions having been signed at a meeting of the 'York Bus Forum', coordinated by pressure group 'Unjam York'. The vast majority of signatories, however, gave York area postcodes. A copy of the full title of this petition is contained at annex B to this report.
  - b. Petition (b) called for the preservation, in its present or a revised form, of route 20 to provide access by bus 'to the areas of Clifton Moor, Monks Cross (and) all points in between and beyond'. This petition was submitted to the Council by Miss L. Thompson. A total of 49 people signed this petition, almost all of whom supplied postcodes in the Wigginton/ Haxby / New Earswick / Huntington areas. A copy of the full title of this petition is contained at annex B to this report.
  - c. Petition (c) called for the Council to rescind its proposal to withdraw the route 20 service. This petitions was submitted by Mrs J. Bardy. A total of 83 people signed this petition, most of whom supplied postcodes in the Haxby / Huntington and Heworth areas. A copy of the full title of this petition is contained at annex B to this report.
  - d. It should be noted that a very small number of signatories appear on more than one of the petitions.

21. Responses to the consultation were also received from:
- a. York Teaching Hospital NHS foundation trust
  - b. York Older People's Assembly
  - c. York Bus Forum
  - d. Poppleton Community Railway Nursery
  - e. Dunnington, Elvington and Stamford Bridge parish councils and from a number of City of York councillors.

### **Consultation – bus operators**

22. In addition to the public consultation, significant detailed consultation has been undertaken with York's bus operators with the following aims:
- a. To alert operators to the agreed budgetary reductions;
  - b. To understand whether operators perceive any commercial opportunity to introduce services currently subsidised by the Council;
  - c. To establish whether there are opportunities to reduce current tender costs, through increasing fares or by altering routes/schedules; and
  - d. To identify, as far as is possible, whether operators have plans to reduce their own commercially provided services during the same time period. This would be an issue as it could mean that the Council would have to consider the proposed cuts within the context of greater service withdrawals and would have to decide whether or not it wished to provide subsidy for those services.
23. The bus operators were happy to engage with the Council on this matter and offered suggestions on alterations which could be made.
24. None of the operators shared plans to withdraw or reduce their commercially operated services. There is, as ever, a risk that the Council may be asked to consider providing support for services which are currently operated without public funding.
25. The Council has also held dialogue with 'York Wheels', provider of York's Dial & Ride service. Dial & Ride provides door to door links to a range of shopping and amenity opportunities across the York area. The service is available for the elderly, disabled, or those who have no alternative form of public transport. Should the bus service reductions take place, Dial & Ride could provide an alternative solution to many of the people who would previously used local bus services to access services.

## Consultation – school services

26. In addition to the bus operators, consultation has also been undertaken with the Council's School services team to ensure that consideration is given to the need for children to be able to get to their place of education. Some concern was expressed at the proposed withdrawal of the St Wilfrid's primary school diversion from route 19. An average of 6 pupils use this service per journey. The Council has established that these pupils can be accommodated by Home to School route W3 on purchase of an annual pass.

## Options

27. The Executive Member for Transport and Planning will need to consider options for bus subsidies and should he decide not to reduce local bus service expenditure, equivalent savings will need to be found from elsewhere within the Council's budget.

## Council Plan

28. The provision of financial support for local bus services which are not commercially viable is in line with the Council Plan 2015-2019. Specifically, the Council Plan commits the Council to 'Support rural bus services and others where there is most need'.
29. One of the Council's three key priorities is to maintain a 'Focus on frontline services' with a commitment 'To ensure all residents, particularly the least advantaged, can access reliable services and community facilities'. The provision of local bus services enables vulnerable residents, who may otherwise be unable to access key services, to do so.

## Implications

30. This report has the following implications:

**Financial** – Subject to the final proposals which would themselves be subject to tender prices and ongoing negotiation with bus operators and stakeholders (e.g. neighbouring local authorities). Failure to deliver savings in this area would result in wider budgetary pressures

**Human Resources (HR)** - None

**Equalities** – A Community Impact Assessment was completed as part of the Council's budget process and accompanies this report at Annex C.

**Legal** – The City of York Council as Local Transport Authority of the area, has a responsibility under the Transport Act 1985 to provide bus services it deems 'socially necessary'. It is at the discretion of the Local Transport Authority to determine how it implements this responsibility and the level of service provided.

**Crime and Disorder** - None

**Information Technology (IT)** – None

**Property** - None

**Other** - None

**Risk Management**

31. In compliance with the Council's risk management strategy, no significant risks associated with the recommendations in this report have been identified.

**Contact Details**

**Author:**

Andrew Bradley  
Sustainable Transport  
Manager  
Tel: 01904 551404

**Chief Officer Responsible for the  
report:**

Neil Ferris  
Director  
City & Environmental Services

**Report  
Approved**



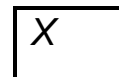
**Date** 10 May 2016

**Specialist Implications Officer(s)**

Patrick Looker, Finance Manager

**Wards Affected:**

**All**



**For further information please contact the author of the report**

**Annexes:**

- Annex A Public consultation document
- Annex B Consultation response summary
- Annex C Public consultation petition titles
- Annex D Community Impact Assessment

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## **PROPOSED CHANGES TO LOCAL BUS SERVICES FROM 28th AUGUST 2016**

### **What is happening?**

The majority of local bus services in York are provided commercially by bus operators. City of York Council does not have any direct control over these services. However, the Council can provide financial support for bus services in areas that would otherwise be unserved, if it considers there is a social need and it has sufficient budget to pay for them.

The council is under significant budget pressure, and has made the decision to reduce its expenditure on local bus services by £200,000 between August 2016 and March 2017, with full-year savings of £350,000 in the 2017/18 financial year.

### **What does this mean for my bus service?**

The council-supported services 20 and 27, plus all supported services which operate on evenings and Sundays, are planned to be withdrawn when current contracts expire in August.

Local bus services which primarily cater for school pupils not entitled to free travel may also be withdrawn or altered. These include services 627, 637, 647, the school-time journeys on service 20, and one weekday return journey on service 19.

Service 142, a North Yorkshire County Council-supported service which receives a small financial contribution from City of York Council, will see a reduction in journeys serving Hessay (one return trip per weekday) from 30th May, along with a new route number (22).

Service X36, a City of York Council-supported service which, until recently, received a contribution from parish councils, is under review.

All other weekday and Saturday daytime services are planned to be retained, with levels of service the same or similar to that which is currently provided.

All changes to City of York Council-supported services will be implemented from 28th August 2016.

### How much does the Council spend on local bus services each year?

The Council spent £850,000 on supported bus services in 2015/16. The Council does not pay for any services that operate commercially. The costs for each of the services proposed for withdrawal or reduction is as follows:

<b>Route no.</b>	<b>Cost per year to the Council (to nearest £1,000)</b>	<b>Saving to be made by withdrawing financial support from 28/8/16</b>
10 (Sun – Thurs evenings)	£36,000	£21,000
11 (Mon-Sat evenings)	£17,000	£10,000
11 (Sundays)	£11,000	£5,000
13 (Sundays)	£12,000	£6,000
14	£48,000	£28,000
16A	£11,000	£6,000
18 (evenings)	£8,000	£5,000
19 (Sundays)	£14,000	£8,000
19 (School-day variation)	£12,000	£6,000
20	£200,000	£118,000
21 (Fri-Sat evening)	£1000	£600
26 (Fri-Sat late evening)	£4,000	£2,000
X36	£12,000	£7,000
142 (service reduction)	£2,000	£1,800 (effective from 30 <sup>th</sup> May)
627	£4,000	£2,000
637	£26,000	£17,000
647	£4,000	£2,000
<b>TOTAL</b>	<b>£422,000</b>	<b>£245,400</b>

## **PROPOSALS**

A map of the all the routes included in this consultation can be viewed by clicking on the following link:

<https://www.google.com/maps/d/edit?mid=1G3MI78uSFVaTrB5npH9HHzowrx8&usp=sharing>

### **How do I make comments on the proposals?**

Anyone who wishes to comment, either as an individual or on behalf of an organisation, can do so in one of three ways:

- a) Sending an email to [buses@york.gov.uk](mailto:buses@york.gov.uk)
- b) Writing to Bus Service Consultation, Transport, City of York Council, West Offices, Station Rise, York, YO1 6GA
- c) Attending one of the Bus User Consultation events at West Offices which will be held on **Friday 15<sup>th</sup> April from 10am – 2pm** and **Tuesday 26<sup>th</sup> April from 3pm – 7pm**.

Please ensure that your response reaches us before **Friday 6<sup>th</sup> May**. The Council will not be able to take into account any comments received after this date.

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## Consultation Response Summary

The following is a summary of the main themes which respondents to the consultation raised. Where appropriate, the themes are responded to with officer comment.

### GENERAL

*Theme:* There are too many buses serving the University of York. Often these run nearly empty, could they not be used on service 10/20/etc?

*Response:* The bus services operating to the University of York all operate on a commercial basis without Council subsidy. To this end, it is at the sole discretion of the bus operators as to where they choose to allocate their resources.

*Theme:* Could pass-holders be asked to pay a fare/voluntary contribution?

*Response:* It is not legal for either a Local Transport Authority (such as City of York Council) or a bus operator to request that pass holders pay a fare or make a voluntary contribution on locally registered bus services. There are exceptions to this, such as tourist buses, which can be excluded from the concessionary travel scheme.

Bus cuts go against CYC policy to reduce traffic in York.

Cuts will disproportionately affect older/disabled/low-income residents who have no alternative means of transport.

Consultation process is futile as the budget decision was made in February.

Savings to CYC are small in relation to cumulative effect on residents who need these services.

CYC should have more control over commercial operators.

Loss of these services will incur even greater costs on adult social care/public health budgets.

**SERVICE 10**

Taxis from York to Dunnington/Stamford Bridge/Poppleton cost £15-£25 per trip, unaffordable for many residents.

Will reduce trade at city centre pubs, restaurants, theatres / Goes against CYC policy to encourage evening visits to city centre.

East Riding Council should provide support for service 10.

EYMS could divert their 2130 journey via Dunnington/ Stamford Bridge.

First could extend the last trip on service 1 or 5 through to Poppleton.

First or Transdev could extend some evening 66/44 journeys to Dunnington or Stamford Bridge.

Transdev's fares are cheaper than First's- if they were increased would the service be more viable?

Could the service continue using one bus (with reduced route length or frequency)?

Large housing development is being built in Stamford Bridge- this will generate additional transport demand (estimates of total properties being built vary from 70 to 1000).

Buses are often well used on Friday/Saturday night.

Poppleton Station is too far to walk for Nether Poppleton residents.

**SERVICE 11**

Terry's redevelopment will generate additional transport demand.

Could a combined service provide a reduced frequency covering Bishopthorpe/Woodthorpe.

Divert one of the services from Tadcaster Rd into Bishopthorpe.

**SERVICE 20**

Elderly/disabled residents will be stuck in their homes, unable to access shops/healthcare facilities.

Workers at Monks Cross/Clifton Moor who cannot afford to run a car will be unable to continue their jobs.

Children will be unable to get to school, too far to walk/no safe cycle route. No choice but to send children to Huntington following Burnholme school closure.

Changing buses in city centre is difficult with heavy bags.

Extra journey time to change buses in city centre will make it impossible to get to work/university/school on time.

Retail parks (Monks Cross/Vangarde/Clifton Moor) should contribute to retaining service 20.

A1237 is very congested- removing service 20 will only make it worse.

Parish councils should be asked for a contribution.

Community Stadium is now being built but without service 20 it will be difficult to reach from nearby Haxby/Huntington areas.

First should extend service 1 from Haxby to Clifton Moor.

Use smaller/ 'hopper' buses to save cost.

*Response:* A significant proportion of the operating cost is in the driver of the vehicle. Reducing the size of the vehicle might deliver some savings, but only if a bigger vehicle is not required at another time of day to manage capacity requirements (as opposed to operating two vehicles).

Route could be shortened to cover most popular sections only.

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## Public Petition Titles

### Petition (a)

#### Petition regarding proposed bus cuts to No's 19 & 20

We the undersigned are concerned about the proposed cuts to the No. 19 and the No. 20 buses that form a vital lifeline for many residents living along those routes. We urge the City of York Council to reconsider its plans and to leave both of these bus routes as they currently are, allowing residents to continue to have access to local buses near to where they live.

Name

Address

### Petition (b)

The No. 20 bus is in danger of being lost, due to the withdrawal of the City of York Council subsidy and the negotiation of new contracts. We, the undersigned wish to see this route preserved in its present form or a revised one to enable access to the areas of Clifton Moor, Monks Cross, all points in between and beyond.

### Petition (c)

Proposal	The City of York Council proposes to withdraw the no.20 bus service completely with effect from the end of August 2016. The service runs from Acomb to the University and is the ONLY direct route through several outlying villages to the Monks Cross, Clifton Moor & Vangarde shopping parks plus various other facilities such as sports centres , restaurants & cinema. All of which will become inaccessible to non-car drivers without the considerable inconvenience of multiple bus journeys.
Action requested	We, the undersigned strongly petition the Council to rescind their proposal to withdraw the no. 20 bus service

Printed Name	Signature	Address	Date
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**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Subsidy for local bus service provision

**2. What are the main objectives or aims of the service/policy/function/criteria?**

Section 63 of the 1985 Transport Act requires local transport authorities to secure the provision of such public passenger transport services as the council consider it appropriate to secure to meet any public transport requirements which would not, in the Council's view, be met apart from any action taken by the Council for that purpose.

The Council currently spends c. £882k per annum on the provision of local bus service support where no commercially operated bus service exists. A majority of the expenditure is spent on daytime, weekday services. The remainder is spent on evening and Sunday services, largely where the weekday daytime service operates on a 'commercial' basis.

In line with the 2015-2019 Council Plan, City of York Council will seek to 'support rural bus services and others where there is most need'.

**3. Name and Job Title of person completing assessment:**

Andrew Bradley, Sustainable Transport Manager

**4. Have any impacts been Identified?**

Yes

**Community of Identity affected:**

Age  
Carers  
Disabled  
Religion

**Summary of impact:**

Service reductions will potentially have a negative impact on the evening and Sunday economy of the City and will reduce the range of travel opportunities open to a number of areas around the City.

The Council will continue to work with bus operators to identify possible, hitherto unidentified, commercial opportunities which may serve to reduce the scale of service reduction.

**5. Date CIA completed: 4<sup>th</sup> January 2016**

**6. Signed off by:**

**7.** I am satisfied that this service/policy/function has been successfully impact assessed.

**Name:**

**Position:**

**Date:**

**8. Decision-making body:**

**Date:**

**Decision Details:**

Send the completed signed off document to [ciasubmission@york.gov.uk](mailto:ciasubmission@york.gov.uk) It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

## Community Impact Assessment (CIA)

**Community Impact Assessment  
Title:**

**Reduction in provision of local bus services financially supported by the Council**

What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Elderly people use bus services to access a range of shops, services and amenities. Over 35,000 elderly people currently benefit from off-peak free travel on local bus services.</p> <p>Not all areas of York benefit from a week-round local bus service. In a number of these areas (or at certain times of the day/week), City of York Council funds a number of services where no commercially provided</p>	<ul style="list-style-type: none"> <li>• Access to services</li> <li>• Longevity</li> <li>• Health</li> <li>• Standard of living</li> <li>• Participation, influence and voice</li> </ul>	<b>N</b>	<b>None</b>

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<p>service exists.</p> <p>Current satisfaction with York’s bus services is very high. In 2014, Transport Focus found that York’s services received the highest passenger satisfaction score of any area surveyed in the UK.</p> <p>Elderly people make up a far greater percentage of the total number of passengers on daytime Council funded bus services than they do on commercially operated (non-Council funded) bus services in York.</p>				
<p><b>Details of Impact</b></p>	<p><b><i>Can negative impacts be justified?</i></b></p>	<p><b>Reason/Action</b></p>	<p><b>Lead Officer</b></p>	<p><b>Completion Date</b></p>
<p>Withdrawal of bus services could make it more difficult for elderly people to access key services, shops and amenities. This could lead to greater social isolation or the need for other social service support.</p>	<p>Yes</p>	<p>The bus services proposed for withdrawal are either:</p> <ul style="list-style-type: none"> <li>a) Those which operate in the evening or on Sundays; or</li> <li>b) Daytime, weekday services from areas which are served by other bus services, albeit not to the same destinations.</li> </ul> <p>To this end, while passengers will be</p>		

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	<p>unable to travel by bus at certain times of day or week, the ability to access key services and amenities will not be as severely impacted.</p> <p>There may, however, be some areas of York which are left either completely without, or with a very limited, local bus service. In these circumstances, the council will publicise the 'Dial &amp; Ride' and voluntary car services available to elderly residents. These services receive financial support from the council and provide elderly, disabled and those with no alternative form of passenger transport with a means of accessing key services, amenities and shops.</p>		
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### Community of Identity: Carers of Older or Disabled People

<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
Carers of eligible disabled bus pass holders are currently entitled to free travel when accompanying the disabled pass holder on a bus journey.		<ul style="list-style-type: none"> <li>• Access to services</li> <li>• Longevity</li> <li>• Health</li> <li>• Standard of living</li> <li>• Participation, influence and voice</li> </ul>	<b>N</b>	<b>None</b>
<b>Details of Impact</b>	<b>Can negative impacts be justified?</b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
Withdrawal of bus services could make it more difficult for carers to enabled disabled bus pass holders to access key services, shops and amenities if they do not have access to a private mode of transport.	Yes	<p>The bus services proposed for withdrawal are either:</p> <p style="margin-left: 40px;">a) Those which operate in the evening or on Sundays; or</p> <p style="margin-left: 40px;">b) Daytime, weekday services from areas which are served by other bus services, albeit not to the same destinations.</p> <p>To this end, while passengers will be</p>		



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	<p>unable to travel by bus at certain times of day or week, the ability to access key services and amenities will not be as severely impacted.</p> <p>There may, however, be some areas of York which are left either completely without, or with a very limited, local bus service. In these circumstances, the council will publicise the 'Dial &amp; Ride' and voluntary car services available to elderly residents. These services receive financial support from the council and provide elderly, disabled and those with no alternative form of passenger transport with a means of accessing key services, amenities and shops.</p> <p>The council will engage with the provider of the 'Dial &amp; Ride' and voluntary car services to understand the potential opportunity for the transportation of carers of disabled persons.</p>		
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### Community of Identity: Disability

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>Disabled people use bus services to access a range of shops, services and amenities. People with a qualifying disability are entitled to a bus pass which gives them free off-peak bus travel on local bus services in England.</p> <p>Pass-holders with more severe disabilities are entitled to travel with a carer (who will also be entitled to travel for free when travelling with the disabled person).</p> <p>Not all areas of York benefit from a week-round local bus service. In a number of these areas (or at certain times of the day/week), City of York Council funds a number of services where no commercially provided service exists.</p> <p>Current satisfaction with York's bus services is very high. In 2014, Transport Focus found that York's services received the highest passenger satisfaction score of any area surveyed in the UK.</p>	<ul style="list-style-type: none"> <li>• Access to services</li> <li>• Longevity</li> <li>• Health</li> <li>• Standard of living</li> <li>• Participation, influence and voice</li> </ul>		

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Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Withdrawal of bus services could make it more difficult for disabled people to access key services, shops and amenities. This could lead to greater social isolation or the need for other social service support.</p>	<p>Yes</p>	<p>The bus services proposed for withdrawal are either:</p> <ul style="list-style-type: none"> <li>a) Those which operate in the evening or on Sundays; or</li> <li>b) Daytime, weekday services from areas which are served by other bus services, albeit not to the same destinations.</li> </ul> <p>To this end, while passengers will be unable to travel by bus at certain times of day or week, the ability to access key services and amenities will not be as severely impacted.</p> <p>There may, however, be some areas of York which are left either completely without, or with a very limited, local bus service. In these circumstances, the council will publicise the 'Dial &amp; Ride' and</p>		

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		<p>voluntary car services available to disabled residents. These services receive financial support from the council and provide elderly, disabled and those with no alternative form of passenger transport with a means of accessing key services, amenities and shops.</p>		
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**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

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**Community of Identity: Gender Reassignment**

<b>Community of Identity: Gender Reassignment</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A				
<b>Details of Impact</b>	<b>Can negative impacts be justified?</b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>

**Community of Identity: Marriage & Civil Partnership**

<b>Community of Identity: Marriage &amp; Civil Partnership</b>				
<b>Evidence</b>		<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
N/A				
<b>Details of Impact</b>	<b>Can negative impacts be justified?</b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>

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**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Race**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				

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Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Religion / Spirituality / Belief**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
A number of local bus services funded by the council provide links to places of worship.	<ul style="list-style-type: none"> <li>Identity, expression and self-respect</li> </ul>	N	None	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Withdrawal of bus services could make it more difficult for people to attend their place of worship (e.g. churchgoers on a Sunday).	No	<p>The council does not have a clear picture of the numbers of people accessing places of worship using the local bus service.</p> <p>On Sundays, it is less likely that alternative services (e.g. York Wheels' voluntary car scheme) will be</p>		

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		<p>available as an alternative for bus passengers. Prior to any service withdrawal therefore, the council will undertake journey purpose surveys on the relevant bus routes to better understand the number of people using the bus service to access a place of worship.</p> <p>If the number should be found to be significant and attending particular places of worship, the council will liaise with that place of worship to establish whether alternative options for travel might exist.</p>		
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**Community of Identity: Sexual Orientation**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
N/A				
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date



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	<i>justified?</i>			

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