



**Notice of a public meeting of  
Economy, Place, Access and Transport Scrutiny Committee**

**To:** Councillors K Taylor (Chair), Pearson (Vice-Chair),  
B Burton, J Burton, Fenton, Healey, Hook, Steward and  
Whitcroft

**Date:** Tuesday, 25 June 2024

**Time:** 5.30 pm

**Venue:** West Offices - Station Rise, York YO1 6GA

**AGENDA**

**1. Declarations of Interest** (Pages 1 - 2)

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

*[Please see attached sheet for further guidance for Members].*

**2. Minutes** (Pages 3 - 8)

To approve and sign the minutes of the Economy, Place, Access, and Transport Policy and Scrutiny Committee meetings held on 21 May 2024.

### **3. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee.

**Please note that our registration deadlines are set as 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is 5:00pm on Friday 21 June 2024.**

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://www.york.gov.uk/AttendCouncilMeetings) to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

### **Webcasting of Public Meetings**

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During coronavirus, we made some changes to how we ran council meetings, including facilitating remote participation by public speakers. See our updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

### **4. Yorkshire Water - sewage dumping/ performance/improvement plans** (Pages 9 - 28)

The Committee have invited Yorkshire Water to attend this meeting of the Economy, Place, Access, and Transport Policy and Scrutiny Committee. A report prepared by Yorkshire Water is attached at Annex 2.

### **5. York pipeline of proposals for Combined Authority** (Pages 29 - 44)

This report provides an update on a York pipeline of projects for the York and North Yorkshire Combined Authority.

**6. Task and Finish Group - Dial and Ride** (Pages 45 - 58)

This is the report of the scrutiny review into York's Dial & Ride service. It contains a number of recommendations that members are invited to consider.

**7. Work Plan** (Pages 59 - 64)

Members are asked to consider the Committee's work plan for the 2024/25 municipal year.

**8. Urgent Business**

Any other business which the Chair considers urgent under the Local Government Act 1972.

Democratic Services officer:

Name:

Robert Flintoft

Contact details:

- Telephone – (01904) 555704

- Email – [Robert.flintoft@york.gov.uk](mailto:Robert.flintoft@york.gov.uk)

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

- Registering to speak
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- Any special arrangements
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- For receiving reports in other formats

Contact details are set out above.

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**Declarations of Interest – guidance for Members**

- (1) Members must consider their interests, and act according to the following:

<b>Type of Interest</b>	<b>You must</b>
Disclosable Pecuniary Interests	Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Directly Related) <b>OR</b> Non-Registrable Interests (Directly Related)	Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.
Other Registrable Interests (Affects) <b>OR</b> Non-Registrable Interests (Affects)	Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.

- (2) Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.
- (3) Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.

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City of York Council

Committee Minutes

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Meeting	Economy, Place, Access and Transport Scrutiny Committee
Date	21 May 2024
Present	Councillors K Taylor (Chair), B Burton, J Burton, Fenton, Healey, Hook, Merrett (Substitute), Nelson, Steward and Vassie
Officers in Attendance	James Gilchrist - Director of Transport, Environment and Planning Julian Ridge - Sustainable Transport Manager Lara Thornton - Communications Manager (Transport)
In Attendance	Councillor Ravilious – Incoming Executive Member for Transport
Apologies	Councillors Pearson and Whitcroft

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#### **42. Declarations of Interest (17:33)**

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests or any prejudicial or disclosable pecuniary interest that they might have in respect of the business on the agenda.

Cllr Merrett noted that he had non-prejudicial interests relating to agenda items York local Transport Strategy and the Work Plan as he was currently as member of the York Bus Forum, York Cycle Campaign, and Yorkshire Forum for water companies independent group set up by OFWAT.

#### **43. Minutes (17:35)**

Resolved: The Committee agreed the minutes of the 25 March 2024 and 25 April 2024 meetings be signed as a correct record with grammatical corrections.

#### **44. Public Participation (17:35)**

It was reported that there had been three registrations to speak under the Council's Public Participation Scheme.

Flick Williams raised concerns about bus stop bypasses for disabled and older residents. She also hoped for more disability and inclusive design training for Council officers and noted that the local transport strategy should not further disadvantage disabled individuals who already make less journeys in the city.

Andy D'Agorne stated that the new Executive Member for Transport and Labour York and North Yorkshire Mayor would need to deliver to reach a reduction in car usage by 71%. He noted concern that the Council had been treading water in reaching previously set targets. He also suggested a review of areas such as Tadcaster Road.

Anthony May spoke on behalf of York Civic Trust and welcomed the high level of public support for the 10 policy areas in the Local Transport Strategy consultation. He noted that the Civic trust had updated its best practice case studies. He noted that changes were needed in travel throughout the city not just the city centre.

#### **45. York Local Transport Strategy (17:47)**

Officers introduced the report and provided the Committee with two presentations on Local Transport Strategy Consultation Results and Local Transport Strategy Options.

The Committee welcomed the positive response to the 10 focus areas of the York Transport Strategy from the consultation. The Committee discussed ensuring that action is taken to devise the strategy along the lines proposed. Officers confirmed that work was not starting from scratch and that work continued on the York station frontage, Haxby station, and improvements to park and ride sites. It was also confirmed that the Council would aim to deliver highways improvements when maintenance work would be undertaken. Quick wins were also noted including small changes to traffic light timings in areas such as Blossom Street to make pedestrians journeys safer and faster.

Members enquired about the responses in the Local Transport Strategy consultation about expectations on car dependency. Officers confirmed that the response showed that the expected dependency on car journeys reflected opinion on the current network, therefore, to encourage modal change then improvements to other forms of travel would be required throughout the network. The incoming Executive Member for Transport confirmed that the Movement and Place plan would consider and aim to develop healthier and wealthier places and consider how we wish to use



those spaces. Members agreed that it was important for the Council to bring people with its plans to change transport in the city and requested that the Council ensure Ward teams, who tackle local transport issues, are engaged with.

The Committee discussed challenges of reducing car dependency and how people used their cars in and around the city. Members considered the current data for usage of the inner ring road, with particular focus on the use of the “Central Route” through the middle of York – from Micklegate and Rougier Street to Tower Street, crossing the river on Ouse Bridge. Members noted that the aim to meet the Council’s climate change targets required a reduction in car travel but not a complete end to private car usage – with a 20% fall in the number of car trips implying that 80% of car trips still took place and many journeys would still go ahead for those who needed to make them such as blue badge holders.

Members also discussed alternative forms of transport to car travel and the role of public transport in the strategy. Concerns were raised regarding a reduction in bus services from operators, which would make public transport less effective and could reduce usage. A number of potential improvements and opportunities were discussed relating to bus travel that included the need for plans to tackle congestion in the city centre to speed up bus journeys, a city centre turning circle to allow buses to not be restricted to journeys across the whole network, and changing park and ride sites to become transport hubs for bus travel. Members also expressed hope that the opportunity of greater regional cooperation with the new Mayoralty could improve rural access to buses. Officers confirmed that BSIP funding had been extended and the Committee agreed to request that the Executive Member ensure all BSIP funding was used. Members also asked that community transport be included within the Local Transport Strategy and referred officers to the current Task and Finish group on this topic.

The Committee enquired about what impact the end of the Micro-mobility trial would have on York’s Transport network. Officers noted that the use of e-scooters and e-bikes from TEIR had made up a relatively small amount of journeys in the city. Officers expected those journeys to be shared out across a number of forms of transport but that it was too early to give suggested data on this. The importance of reversing downward cycling trends were also discussed, as well as, the need for improvements to cycle infrastructure and the lack of safe cycling infrastructure in rural areas of York.

Resolved:

- i. The Committee requested that Ward specific data from the Local Transport Strategy Consultation Results and Local Transport Strategy Options be shared with Ward teams;
- ii. The Committee requested that the Executive Member for Transport and Officers seek to ensure a placed based approach that improves all areas of York, with schemes considering links outside of City of York Council boundaries.
- iii. They noted the information presented on the “Central” route for sustainable transport through the middle of York (from Micklegate and Rougier Street to Tower Street over Ouse Bridge) and requested officers continue to work on developing this;
- iv. The Committee requested that the Executive Member for Transport progress all schemes with BSIP allocated funding and that all BSIP funding be spent;
- v. The Committee requested that all Council communications and engagement be consistent with the Social Model of Disability and be clear and easy to read, avoiding acronyms;
- vi. The Committee requested that the Executive Member for Transport and Officers consider how to include Community Transport within the Local Transport Strategy.

Reason: To ensure that the Local Transport strategy is equipped to improve York’s transport network , deliver the objectives of York’s Council Plan (for example in relation to health and climate) and respond to the findings of the transport consultation undertaken between November 2023 and February 2024.

#### **46. Work Plan (20:24)**

The Committee considered its work plan for 2024-25. It was confirmed that the Dial and Ride task and finish group would report back to the Committee’s 25 June 2024 meeting. It was also confirmed that Yorkshire Water had confirmed their attendance for the 25 June 2024 meeting. Members also noted Cllr Steward’s proposal for a task and finish group considering Recycling, Reusing and Reducing (including composting). The Committee agreed to consider the proposed task and finish group at its next meeting once its membership had been confirmed for 2024-25.

Resolved:

- i. Noted the Committee work plan.

Reason: To ensure the Committee maintains a programme of work.

Cllr Taylor, Chair

[The meeting started at 5.33 pm and finished at 8.30 pm].

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**Economy, Place, Access and Transport  
Scrutiny Committee****25 June 2024**

Report of the Director of Transport, Environment and Planning

**Yorkshire Water - sewage dumping / performance / improvement plans****Summary**

1. Members of scrutiny have invited Yorkshire Water to attend Scrutiny, they have prepared the report attached at Annex 2.
2. In February 2024 this scrutiny committee received a background report to investigate the issues further or influence City of York Council or partners actions.
3. The February report focused on two key aspects:
  - Report on the cleanliness of York's rivers/becks, sewage management and the management/support of biodiversity around them
  - Report on the state of York's drainage infrastructure; covering capacity to meet demand in urban and rural areas, insight into recent and forthcoming investment into repairs/upgrades and the scale of the challenge faced.

**Recommendations**

4. This report is a briefing documents to aid the committee's discussion with Yorkshire Water.

Reason: The Committee have invited Yorkshire Water to discuss the cleanliness of York's rivers/becks and Yorks drainage infrastructure.

**Background**

5. The management of drainage networks across our city relies upon the actions and investment from a wide range of partners. In many cases

these responsibilities are long standing and are underpinned by a number of different legislative sources bestowing powers and duties on organisations or landowners.

6. City of York Council acts in numerous roles to manage our existing drainage infrastructure – Lead Local Flood Authority, Highways Authority and as a landowner.
7. The Environment Agency, Yorkshire Water and Internal Drainage Boards all manage and maintain drainage assets within the City of York Council area.
8. Yorkshire Water are responsible for supplying drinking water and dealing with wastewater. The way water is managed can impact on river quality.
9. The Council does not have a regulatory role with regards to river quality, but can play its part as landowner and planning authority.
10. Annex 1 of the February Report is repeated as an Annex 1 here as it provides an overview of the key issues and the role of the council and that of all partners to contribute to the cleanliness of our waterways and the effectiveness of our drainage systems.

## **Consultation**

11. Ongoing consultation with all partners is undertaken through the range of actions detailed in Annex 1:
  - a. Local Planning Authority consultations – Environment Agency and Yorkshire Water are statutory bodies in the planning process and are consulted in accordance with the potential impact that may arise within a development site. Internal Drainage Boards, although not a statutory consultee are widely consulted. Internal teams including Lead Local Flood Authority, Highways Regulation and frontline Highways and Public Realm teams are also consulted.
  - b. City of York Council work closely with Yorkshire Water on the development of their strategies and their rolling 5 year investment plans. City of York Council have worked with the Yorkshire Leaders Board and Yorkshire Water to develop a process to allow local authorities to help form their new long-term-strategy and business plan.
  - c. City of York Council officers and councillors sit on the board of the 4 Internal Drainage Boards that serve the city, all scrutinise and

assess the work of the boards to ensure an effective approach is taken to manage our drainage systems.

- d. Highways drainage budgets are published annually and are scrutinised through the Executive Member for Highways Decision Session meetings, our approach to manage highway drainage assets is defined in our Highways Infrastructure Asset Management Plan and it's supporting guidance documents.

## Options

12. This report is to aid the discussion with Yorkshire Water and put this discussion into context given the role the Council has. Recognising this is an important issue to members and many residents.

## Council Plan

13. Healthy rivers and an effective drainage system in our city will deliver a wide range of benefits and safeguard our communities from flood risk or environmental harm. City of York's Council Plan, One city for all, details 7 key priorities to be developed from 2023 through to 2027, the actions and programmes of work detailed in this report and its Annex deliver against the following priorities:
  - a. A fair, thriving, green economy for all
  - b. Sustainable, accessible transport for all
  - c. Cutting carbon, enhancing the environment

## Implications

14. This report and it's annex do not make any recommendations or changes to existing approaches or policies for City of York Council, our partners or our communities. As such no implications have been recorded below. Any recommendations from members of the Economy, Place, Access and Transport Scrutiny Committee would be developed and taken through the appropriate governance processes with implications considered for all recommendations.

- **Financial**  
None
- **Human Resources (HR)**  
None
- **Equalities**  
None

- **Legal**  
None
- **Crime and Disorder**  
None
- **Information Technology (IT)**  
None
- **Property**  
None

### **Risk Management**

15. There are no known risks with the content of this report.

### **Contact Details**

**Chief Officer Responsible for the report:**

**James Gilchrist**  
**Director of Transport, Environment and Planning**

**Report**  **Date** [03/06/24]  
**Approved**

**Wards Affected:**

**All**

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

Background Papers: 27 February 2024, Economy, Place, Access and Transport Scrutiny Committee - York's Waterworks – a health check

**Annexes:** Annex 1 Health of our Waterways Scrutiny Report Feb24  
Annex 2 Yorkshire Water Scrutiny Report





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## Annex 1

### Health of our Waterways

This annex has been produced to provide information for debate and review by the members of the Economy, Place, Access and Transport Scrutiny Committee, any recommendations for further consideration will be prioritised and taken through the appropriate governance channels.

Committee members have requested that the following areas are considered:

- Report on the cleanliness of York's rivers/becks, sewage management and the management/support of biodiversity around them
- Report on the state of York's drainage infrastructure; covering capacity to meet demand in urban and rural areas, insight into recent and forthcoming investment into repairs/upgrades and the scale of the challenge faced

### **Cleanliness of Yorks Rivers/Becks**

The city of York is in the Vale of York on the confluence of the rivers Ouse and Foss. Centred on this urban core, our administrative area extends to include villages of varying sizes and largely rural land with the River Derwent forming the eastern boundary. Whilst the River Derwent drains an area of more than 2000km<sup>2</sup> it forms only a very small part of our administrative area and it is not considered in this report, although it is recognised that there are areas of ecological sensitivity on the lower parts of this river catchment and we should support partners in its management wherever possible.

The River Swale, Ure and Nidd, which form the Ouse just upstream of York drain more than 3500km<sup>2</sup> of the North Yorkshire Council area with significant agricultural, commercial and residential areas impacting on the quality of the River Ouse through York through regulated and unregulated discharges.

A number of significant tributaries drain the urban areas of York directly into the Rivers Ouse and Foss, these include, but are not limited to, Holgate Beck, Blue Beck, Burdyke, Germany Beck, Osbaldwick Beck and Tang Hall Beck. Many of these tributaries flow through agricultural areas in the cities outskirts and more densely populated housing and

amenity sites in the city. A complex network of connections to the watercourses including agricultural drainage, sewerage infrastructure, highways and direct connections from property developments all have the potential to impact on river quality and make assessment, enforcement and remediation difficult for the many actors involved in their management.

The organisations with roles that influence river quality are:

- Ofwat, as a non-ministerial government department set the standards and targets to measure water and sewerage companies' performance.
- Environment Agency are responsible for monitoring river quality and resource management and can take enforcement action to ensure polluters or those abusing water resource needs are punished and any harm is remedied.

Water quality standards are set by the Environment Agency and river quality monitoring is carried out routinely and in response to reports of incidents of environmental harm. Environment Agency officers inspect agricultural and sewerage sites to identify potential pollution impacts and provide or contribute to guidance to identify improved practices to minimise future risks.

- Yorkshire Water's sewerage network discharges treated effluent and combined sewer overflows to our rivers at controlled standards, volumes and frequencies. Future improvements to overflows will be required in response to Government's Storm Overflows Reduction Plan.

Yorkshire Water actively develop and join partnerships across their administrative area to work with partners to improve our rivers.

- Catchment Partnerships and rivers trusts deliver a wide range of projects and programmes to better manage our rivers and provide improved habitats, many galvanise volunteer support but also receive funding and grants from central government to host catchment officers and deliver other key functions.
- City of York Council do not have any direct responsibilities that contribute towards the management of water quality in our rivers. Harm is minimised through effective delivery of our Local Planning Authority role, management of fly tipping on our riverbanks, visits to businesses to inform commercial waste disposal best practice and the delivery of our highway drainage functions.

- Property owners and businesses are responsible for private drainage from their properties and must ensure that they connect to the sewerage system or other agreed point of discharge in an agreed way. Cross connections from homes or businesses into surface water drainage systems can cause polluting inputs into the receiving drainage system. Many drainage systems have historic cross connections that can often be difficult to investigate and resolve.

Ultimately the Environment Agency are responsible for river quality it is their responsibility to hold polluters to account, not the Council.

Like many river catchments across the country a range of evidence exists to illustrate how significant steps have been taken to reverse the impacts of previously polluting heavy industry and claims that our river health is increasing and habitats are being renewed.

However, these claims are challenged and questioned by many bodies and communities and key concerns remain over the impacts of agricultural practices and sewage impacts.

City of York Council are working with the University of York, through our catchment wide strategic flood risk management project Ouswem, on research to investigate the true scale of the impact of agricultural runoff on our rivers, this work will also assess the impacts of combined sewer overflows (CSOs) from sewerage systems.

Yorkshire Water have 66 CSOs in York, their future approach to sewerage management in our city will be governed by two major initiatives:

- Drainage and Wastewater Management Plans (DWMPs)  
An industry wide process mandating all companies to investigate the current system performance and identify future needs. Assessment work to date has prioritised and ranked all parts of the system for further assessments or improvements where required.
- Storm Overflow Reduction Plan  
Government initiative following the requirements of the Environment Act (2021), all water companies are required to deliver investment to:
  - Ensure there is no adverse ecological impact for all storm overflow sites by 2050 (By 2035 –75% of priority overflows, by 2045 –100% of priority overflows).

York's overflows are unlikely to feature as 'priority' sites under the Government guidelines but Yorkshire Water have confirmed that £180m is being spent in this funding period (to 2025) across Yorkshire and 17 sites in York are being investigated, it is likely a further 13 will be considered in the next funding period in addition to national funding. City of York Council have worked closely with Yorkshire Water and the Yorkshire Leaders Board to ensure they maintain their focus and progress on these issues.

Nationally the water industry are placing a significant emphasis on the component of highway drainage that their overflows carry and that the disconnection of these inputs is vital to manage these issues especially if water bills are not to be significantly increased. There will be pressure on highways authorities in light of this.

York's Green Infrastructure vision is a key aspect of our 10 year strategies. Our emerging Local Plan has policies able to protect, deliver and enhance biodiversity. Wider planning legislation such as biodiversity net gain and local nature recovery strategies provide a framework for our officers to link projects and programmes of work that will support a rich and varied biodiversity in and alongside our rivers.

Our work relies upon the network of 'friends' groups such as the Friends of Clifton Backies, Hob Moor or Clifton Ings amongst others and other voluntary groups such as the River Foss Society who galvanise the knowledge and input of local activists, academics and specialists extending the reach of council services and informing ours and partners programmes of work.

In some cases charitable groups such as The Friends of St Nicholas Fields have grown beyond their original geographic boundaries – early work focussed on the establishment of the St Nicks Local Nature Reserve – and now inform and lead on a range of projects across the city. City of York Council have worked with the group in the development of the Green Corridors York project which has delivered river channel restoration work in Hull Road Park. The group are working with the cities Internal Drainage Boards to inform their maintenance work to enhance and maintain riverside environments.

## York's Drainage Infrastructure

A number of different organisations have responsibilities for managing our cities drainage infrastructure, in many instances a number of organisations have a role in drainage solutions and complex investigations are often required to identify all issues.

Our communities can often find the range of actors involved in the delivery of drainage responsibilities difficult to understand, a combined approach and partnership working is essential.

The organisations with responsibility for managing drainage infrastructure are:

- City of York Council  
As a Lead Local Flood Authority - Surface runoff, ordinary watercourses, groundwater  
As a Highway Authority - adopted highway drainage  
As a landowner – drainage infrastructure in housing sites, public realm, and other community areas
- The Environment Agency – Drainage and flooding from Main Rivers
- Internal Drainage Boards – Drainage and flooding of ordinary watercourses within the boards area
- Yorkshire Water – Drainage and flooding from the public sewer network

Home and business owners have responsibilities regarding private drainage assets and riparian responsibilities adjacent to ditches and rivers. However, it can often be difficult for communities to understand who will take the lead in drainage matters based on the fragmented roles detailed above.

The effective drainage of our urban areas through the management of sewerage systems and highways drainage infrastructure is regulated through the planning process and predominantly the actions of Yorkshire Water and City of York Council as the Highway Authority.

All new developments and major re-developments are required to develop an effective drainage strategy through the planning process. The National Planning Policy Framework places a presumption in favour of sustainable drainage systems (SuDS) which mimic natural process to

manage runoff from developments and a hierarchical approach to determine a regulated discharge to a receiving waterbody or drainage system. The City of York Council Lead Local Flood Authority utilises national and local guidance to ensure developers model and design drainage features to ensure no flood risk to the future occupants of the development or neighbouring communities.

Internal Drainage Boards, Environment Agency and Yorkshire Water advise and are consulted and provide further consenting and agreements.

Yorkshire Water provide agreements to developers to connect to their sewerage system or requests that they adopt new sewerage assets within developments when constructed to industry standards.

Significant changes are planned in the way in which SuDS are delivered in new developments. Following flooding in 2007, which affected over 55,000 homes and businesses across the UK and caused £3 billion worth of damage, the Flood and Water Management Act 2010 was introduced to provide legislation for the management of risks associated with flooding and coastal erosion.

Schedule 3 of the act required the establishment of a SuDS Approving Body (SAB) to manage the delivery of SuDS in new developments, the enactment of this schedule was delayed until January 2023 and Government are currently developing the guidance, policy, enabling funding and support for the changes to be made later in 2024.

The implementation of Schedule 3 will lead to a significant change in the way in which surface water approval is managed in new developments. City of York Council, as a Lead Local Flood Authority, will be the SAB for its area and a SAB process parallel to the planning process will need to be set up to appraise, approve and ultimately adopt all new drainage systems serving more than a single property.

The future management of Yorkshire Water sewerage systems in the city will be informed by the emerging DWMPs, drainage networks will be prioritised and re-modelled to form the basis for future improvements ensuring future network capacity able to manage climatic change and increased development.

York's sewerage system is formed by a historic core of combined sewers, newer separate surface and foul drainage networks serve wider



parts of the city and are required across all new developments. Yorkshire Water have worked with the Lead Local Flood Authority to investigate issues and target investment, a Surface Water Management Plan (SWMP) was developed to strategically steer this work. Many issues can arise across the network due to extreme weather conditions, blockages or infrastructure failure, it is essential that residents report these issues directly to Yorkshire Water to ensure a response but to also provide information for the justification for investment to remedy wider or repeat issues.

City of York Council's Highways Drainage gulley maintenance programme has been developed to target available funding to key priorities across the network.

The highway maintenance road hierarchy which assesses road usage, presence of amenities, number of accidents and other key criteria is used to target cleansing funding alongside other key issues such as known flood risk areas or tree lined streets.

Gullies in priority streets are cleansed annually but a multi-year programme of cleansing is in place for none priority assets. Reported issues are cleansed reactively. The Well-Maintained Highway Infrastructure code of practice recommends a data led approach which prioritises the highest risk areas, our SWMP recommended that we gather more information on our highway drainage network and a programme of data capture has been carried out over the last 10 years. The data gathered by front line operatives on handheld tablet devices allows the teams to confirm the layout of our highway drainage assets and a contemporary record of the maintenance of the network, this is essential to target investment.

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**CITY OF YORK COUNCIL****BRIEFING NOTE**

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**Yorkshire Water June 2024**

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**To:** City of York Council, Economy, Place, Access and Transport Scrutiny Committee

**Date:** June 2024

**1. Background**

- 1.1 Yorkshire Water delivers clean and wastewater services to over 5 million residential customers, and 141,000 businesses.
- 1.2 This includes responsibilities for sewage and, in some cases, surface water across the City of York, as well as potable water services. We work closely with City of York Council (COYC) colleagues on a range of work areas, notably highways, streetworks, and flooding.
- 1.3 This paper provides key updates regarding Yorkshire Water's assets, operations and business plan. Updates included within the paper relate to; the company's regulatory business planning process, significant areas of investment, maintenance of assets, flood mitigation, reducing storm overflow discharges and improvement of river health.

**2. Overview****2.1 Yorkshire Water business plan**

- 2.1.1 The water sector is regulated in 5-year cycles known as asset management periods (AMPs). The current period started in April 2020 and will end in March 2025, and is known as AMP7. Our economic regulator is Ofwat, who oversees our business planning process, known as a price review, or PR. We are currently undergoing PR24, so named because it will be signed off by Ofwat this year, 2024, and will cover investment in AMP8 (2025-2030).
- 2.1.2 Before the business planning process starts, Government provides Ofwat with a strategic policy statement outlining what they expect from Ofwat and water companies. Our plan, once approved, will confirm the amount of investment in our operating region between 2025-2030, and the subsequent impact on customer bills. We conducted customer research and worked closely with Yorkshire Leaders Board to determine the best way to implement the necessary price increases. Following discussion with Yorkshire Leaders Board we have decided to implement the price increases gradually over the 5 years.

- 2.1.3 To support customers, we offer a range of bill and debt schemes. In our business plan we have outlined our aim to increase the number of customers on our main social tariff, Water Support, from approx. 66,000 in 2023 to 90,000 during 2025-2030. This has already increased from approx. 43,000 in 2022.
- 2.1.4 In addition to Ofwat, the Environment Agency (EA) is also heavily involved in the regulatory process and has oversight of many aspects of the plan where there is an environmental component. The Water Industry National Environment Programme (WINEP) sets out specific actions that water companies must undertake relating to environmental impact.
- 2.1.5 On October 3 2023 Yorkshire Water submitted our draft business plan to Ofwat. In summary, the plan includes, £1.3bn to reduce storm overflow discharges, £1.7bn to invest generally in our wastewater network, £3.1bn of investment in our clean water network, £250m to support customers who need help paying their bills, and £446m for customer services.
- 2.1.6 Since October we have been responding to any queries from Ofwat regarding our draft plan. We will continue to do so until they make their draft determination, which has been postponed to the 11 July 2024 after the general election. Subsequently, we will amend our plan in line with Ofwat's feedback, who will make their final determination in December 2024. (Though this too may be delayed to the general election.)
- 2.1.7 The plan will come into effect in April 2025 and be effective until March 2030.

## **2.2 Investment during this Asset Management Period (2020-2025)**

- 2.2.1 Each asset management period we work with the EA to set out our programme of works to meet the Water Industry National Environment Programme (WINEP). For this AMP a large focus of the WINEP was on removing more phosphorous from our final effluent before it is returned to the environment. Current phosphorous investment this AMP stands at approximately £535m, including £10.5m in the York area.
- 2.2.2 Investment in our clean water network is a continuing priority, for example recent and upcoming schemes in York include:
- Stockton Lane lining works to reduce bursts, circa £1.2m - work fully complete
  - Poppleton Road new mains to accommodate growth in the area, circa £320,000, which is currently awaiting confirmation of dates
  - Monks Cross 2.5km of new mains, circa £1.5m, which begins on site late June 2024
- 2.2.3 We also regularly invest in our wastewater network to minimise the chance of failures and ensure it is operating effectively. Investment in York this asset management period includes:
- Foss Bank, lining of the sewer to help prevent infiltration and bursts, circa £0.5m

- New pumps and control panels at Landing Lane Sewage Pumping Station, £600,000
- Buckingham Street sewer relay to improve structural integrity, £84,000

2.2.4 We carefully monitor and record the performance of our assets. These records are used to determine when investment, such as replacing a main, or upgrading a pumping station, is required. We also take into account cost-benefit, impact on customers, scale of the problem and similar factors to ensure we are investing in the most beneficial way for our customers.

## **2.3 River Health and Storm Overflows**

2.3.1 We have three types of sewers in our network: foul sewers, surface water sewers and combined sewers. Foul sewers carry waste from properties including from toilets, sinks, showers and washing machines. Surface water sewers contain rainwater which runs off impermeable areas such as paving, roofs and highways. Combined sewers have a mixture of foul and surface water. Foul and combined sewers transport wastewater to the nearest wastewater treatment works where it is cleaned and safely returned to the environment. Surface water sewers usually drain directly into a local watercourse without the need for any treatment.

2.3.2 We all know rainfall in Yorkshire can be unpredictable, so when the networks we operate were constructed, in the main prior to privatisation of the water sector, storm overflows were installed to act as a relief valve for heavy rainfall events. Overflows reduce the pressure on combined sewers and stop the system from backing up and flooding homes and gardens. Most of our storm overflows have preliminary treatment such as screens or storm settlement before they operate.

2.3.3 This asset management period (AMP7), we had already planned to invest £147m directly in reducing discharges from our network. In 2022 we announced £180m of additional investment, with £c.99m of new investment from our shareholders, to reduce Yorkshire Water's use of combined storm overflows. The target of this investment is to reduce discharges by at least 20% from our 2021 baseline figures. We are using 2021 figures because this was the latest complete data set at the time of announcing the additional investment.

2.3.4 To ensure this investment has the largest impact, we have been undertaking ground surveys, feasibility studies and detailed design and have identified over 130 sites for investment.

2.3.5 Assets in York identified for investment include:

- Fishergate
- Layerthorpe
- Coney Street
- Kexby Wastewater Treatment Works
- Wheldrake (known as Courtneys)
- Elvington
- Fulford
- Lower Poppleton

- Riverside Gardens

2.3.5 In August 2022 the Government published their Storm Overflow Discharge Reduction Plan, which includes 3 key targets; investment in Sites of Special Scientific Interest (SSSIs) and nature reserves, investment in bathing waters, an overall target that storm overflows will not discharge above an average of 10 rainfall events per year by 2050. Storm overflows including in our business plan for investment next AMP in York are:

- Bootham Hospital
- Foss Bank
- Foss Island Road
- Fulford Main Street
- Heworth Green
- Huntington Road
- Lendal Hill
- Marygate Landing
- Marygate Lane
- Queen Street Bridge
- Queen Staith
- Skeldergate
- York Landing Lane

2.3.6 To ensure we meet or exceed these targets we have created a plan for storm overflow investment through to 2050. By nature, combined systems take both surface water and wastewater, and it is the prolonged or heavy rainfall that causes the networks to become overwhelmed, therefore surface water removal is a very effective way to reduce discharges. As such, partnership working with the Council is important to identify where we can collaborate on surface water removal and the use of sustainable urban drainage and other blue-green initiatives.

2.3.7 Earlier this year we published a live storm overflow map, to help ensure transparency about the use of Combined Sewer Overflows (CSOs). The map is publicly available on our website and has every Yorkshire Water storm overflow plotted. For each storm overflow the map shows if it is currently discharging, has recently discharged, is under maintenance or hasn't discharged recently. The map is available at: <https://experience.arcgis.com/experience/45b567b9b39d4ceea64c22c19366d118/page/Page/> This page also provides answers to frequently asked questions, as well as information about our investment in individual overflows.

2.3.8 We also publish our Annual Event Duration Monitoring data, that we submit to the EA each year, on our website. The map is available at: <https://yw-dwmp-portal.maps.arcgis.com/apps/dashboards/1afa8a411aba48d0b5f1855672158577>

## **2.4 Flooding**

2.4.1 Yorkshire Water has a number of flood risk assets and temporary pumps that are deployed when river levels are high to minimise surface water and sewer flooding. The deployment of the YW flood plan is done in close consultation with COYC and

the EA. Winter 23/24 saw our flood plans deployed much more regularly than usual and we're currently in a period of review, we will consider how we can improve our communication with customers; minimise disruption for customers, where we could implement automation and the longer term resilience of our network to flooding.

- 2.4.2 Over the last couple of months, we have met with the local community of Bishopthorpe and Acaster Malbis; Councillors representing residents at Clementhorpe and the Member of Parliament for York Inner to discuss our flood plans and our current process of review.

### 3 Contacting Yorkshire Water

- 3.1 Members of the public should contact Yorkshire Water through the contact details provided on our website, <https://www.yorkshirewater.com/get-in-touch/> or by phone on 0345 124 2424.
- 3.2 Councillors and Council Officers should contact the Public Affairs Team with any issues. They monitor their phones and inbox during normal working hours. The email is [publicaffairsteam@yorkshirewater.co.uk](mailto:publicaffairsteam@yorkshirewater.co.uk). Please only share these contact details with Councillors and ask them not to share them any wider.

**Tim Myatt**  
**Head of Corporate Affairs**

**Contact Officer:** Sarah Robinson  
Corporate Affairs Advisor

AMP	Asset Management Period
PR24	Price Review 2024
SuDS	Sustainable Urban Drainage
WINEP	Water Industry National Investment Programme
WRMP	Water Resource Management Plan
CSO	Combined Sewer Overflow

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***Economy, Place, Access and Transport  
Scrutiny Committee***

***25 June 2024***

Report of the Assistant Director of Policy and Strategy

***A York pipeline of projects for the York and North Yorkshire Combined Authority***

**Summary**

1. The election of a Mayor for York and North Yorkshire and the establishment of the York and North Yorkshire Combined Authority (YNYCA) provides an opportunity to explore funding to advance projects that support City of York Council's (CYC) core commitments and Council Plan ambitions, wider city opportunities aligned to the 10-year strategies and support the regional economic framework and Mayoral ambitions.
2. There are several funding streams delivered through the YNYCA including the Mayoral Investment Fund, the future delivery of the UK Shared Prosperity Fund, and the Integrated Transport Settlement.
3. Officers have worked cross-directorate to establish an initial list of projects (Annex A) that form a York pipeline for mayoral consideration to fund relevant projects.
4. These have been mapped against the longer-term strategic ambitions of the city, such as the 10-year strategies, actions contained within the current Council Plan and the emergent YNYCA Economic Framework, to highlight alignment with each authority's priorities and the wider city narrative. Following the election of the Mayor, work is also taking place to identify synergies with his ambition for the region.
5. The pipeline has so far been considered by the Corporate Services, Climate Change and Scrutiny Management Committee (CSCCSM) (10 June 2024) and the Health, Housing and Adult Social Care Scrutiny Committee (HHASC) (12 June 2024). Recommendations from these two committees are highlighted within the pipeline.

6. The development of a pipeline can help to strategically shape how CYC pursues opportunities to deliver city priorities that support regional ambition through the YNYCA. It is important to note that the pipeline is not a 'day one' list and that it is able to flex dependent on opportunities that emerge.
7. Rather it provides a review of projects that could be facilitated through successful business case submissions. This includes a range of activities from those that are "shovel ready", to deliver subject to funding, through to requests to facilitate business case development.
8. To note, at time of publication the YNYCA funding process is still emerging to reflect the mayor's priorities (see paragraph 16). However, the York pipeline has been developed to ensure that York is on the front foot of any future funding opportunities.

### **Background**

9. This report is presented following the election of the first Mayor for York and North Yorkshire on 2 May 2024.
10. The Mayor will lead the York and North Yorkshire Combined Authority and will chair the Combined Authority Board.
11. The Mayor and Combined Authority will have certain powers and responsibilities, devolved to them by central government. In summary, these include:
  - a. responsibility for a Mayoral Investment Fund worth £540 million over 30 years and the powers to borrow against funds
  - b. full devolution of the adult education budget
  - c. powers to improve the supply and quality of housing and secure the development of land or infrastructure
  - d. powers and funds to improve transport through a consolidated, devolved, multi-year transport settlement.
12. They will also have oversight of the future delivery of the UK Shared Prosperity Fund.
13. The consolidation of these funding streams presents an opportunity for York to work with the Mayor and the YNYCA to securing funding for projects that will support the ambitions of CYC and York together with the mayoral priorities for the region.

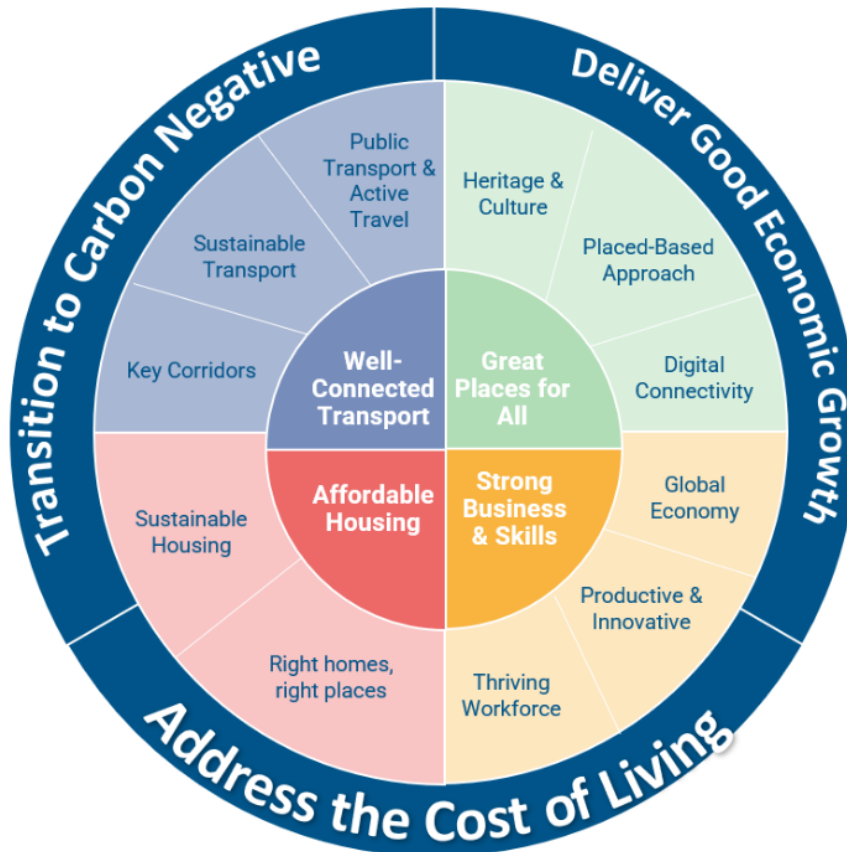
14. The York pipeline is a “live” list of different proposals mapped to the Council Plan, York’s 10-Year Strategies and the regional economic framework.
15. The regional economic framework was approved by the Combined Authority on 18 March 2024. It is shown below as Figure 1:

Figure 1: The Combined Authority’s Economic Framework



16. To note, in response to the Mayor’s pledges, an initial, high level overview of key priorities has been developed by the Combined Authority that builds on the economic framework. This is presented in a paper at the Combined Authority on 31 May 2024 and is shown below as Figure 2. The York pipeline will seek to reflect the priorities identified and others that emerge.

Figure 2: Regional economic framework updated with emerging Mayoral priorities



17. The York pipeline will enable officers to select proposals for business case development to deliver quickly, as funding opportunities become available, to best meet business case deadlines. The pipeline also captures partner and elected member views to ensure it best represents York's interests.
18. Note, the York pipeline does not replace partner discussions with the Mayor, rather, ensures the council is able to allocate resource to opportunities it is confident have been informed through elected member (representing residents) and partner discussion.
19. At this stage, it is proposed that the York pipeline is reviewed annually and within the context of the York electoral cycle. This might change however dependent on how mayoral funding opportunities are made available.

20. Discussions about regional activity have taken place with North Yorkshire Council officers to ensure there is alignment with North Yorkshire Council's ambitions.

### **Consultation**

21. The pipeline was developed by a cross-directorate officer group. It was then received internally by Corporate Management Team (CMT) and through informal discussion with the Council's Executive Members.
22. A City Partnership event was held on 9 May 2024. During the event, partners were asked to provide feedback on what they felt were the key priorities for their organisations and the wider city that would support regional ambition, rather than on the pipeline itself. This feedback included reflections on creating the right conditions to enhance quality of life in the city (affordable housing, good transport links, skills and employment opportunities, culture etc). This feedback reflects the pipeline's wider strategic fit.
23. Feedback on the pipeline is being sought from all scrutiny committees to ensure views of Members are considered. Officers attended the CSCCSM Committee on 10 June and HHASC Committee on 12 June, with feedback from these two committees reflected in the draft pipeline (Annex A). The full list of committee meetings is shown below:

<b>Scrutiny Committee</b>	<b>Date</b>
Corporate Services, Climate Change and Scrutiny Management Committee #1	10 June 2024
Health, Housing and Adult Social Care	12 June 2024
Economy, Place, Access and Transport	25 June 2024
Children, Culture and Communities	2 July 2024
Corporate Services, Climate Change and Scrutiny Management Committee #2	8 July 2024

24. It is proposed that feedback is taken on board as the pipeline progresses through each scrutiny committee culminating in a revised pipeline being received for a second time at the Corporate Services, Climate Change and Scrutiny Management Committee in early July, ready for Leader consideration.

### **Options**

25. Members are asked to provide feedback as to whether the projects identified in the pipeline reflect the longer-term ambitions contained

within the 10-year strategies of the city, the actions set out in the Council Plan, and the YNYCA Economic Framework.

26. Alternatively, Members may wish to identify additional projects that they feel would be suitable for inclusion on the pipeline. These will be considered as part of the pipeline development process and will need to align to regional ambition.

### **Analysis**

27. The process that enables Members to review this report will ensure that different perspectives from across the Council inform the emerging relationship between CYC and YNYCA.
28. Specifically, it will enable Members to consider a consolidated, strong pipeline that sets out York's ambition mapped to regional priorities for future working with the Mayor and the Combined Authority.

### **Council Plan**

29. The pipeline is informed by specific actions identified against the seven priorities identified in the Council Plan. These priorities provide structure for the Council Plan actions that to the four core commitments – Equalities and Human Rights, Affordability, Climate, and Health.

### **Implications**

- **Financial** - There are no direct financial implications arising from this report. Agreeing a list of pipeline schemes will ensure that the Council makes the most of available funding opportunities and will help to manage the overall financial challenge facing the Council.
- **Legal** - Legal advice specific to the pipeline projects described in this report will be provided or continue to be provided as they develop.
- **Information Technology (IT)** - Digital connectivity & Smart Technologies should be recognised as a key enabler for the Combined Authority themes, priorities and project pipeline.
- **Property** – Property implications will need to be considered on projects identified going forwards, on an individual basis with resources deployed accordingly.
- **Other**

**Housing** - Reducing carbon emissions from our homes and fuel bills for our residents alongside providing additional new affordable housing are identified as priorities for the council and significant activity is already taking place to meet these ambitions. This report identifies the opportunity to both accelerate and increase the scale of this activity through devolved powers.

**Carbon Reduction and Climate Change** - The pipeline has been assessed against the Climate Change Strategy to ensure projects align with our net zero and climate ready ambitions. The Climate Change implications of individual projects will be fully assessed as part of the project development and governance.

**Skills** - Collaboration between the Combined Authority and constituent authorities will be a key enabler of the skills agenda in the region. The pipeline highlights some potential opportunities and these will be considered as part of the wider approach to regional skills development.

### **Risk Management**

30. There are no risks associated with the contents of this report.

### **Recommendations**

31. Members are asked to review the pipeline of projects identified in Annex A of this report.

**Reason:** To ensure the pipeline aligns with the 10-year strategies for York, the 2023-2027 Council Plan, and YNYCA Economic Framework, enable different perspectives from across the Council to be considered in the pipeline's development, and ensure that York has a strong, consolidated list of proposals through which to engage future funding opportunities emerging from the YNYCA.

## Contact Details

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***Strategic Manager***  
***Corporate Policy and City***  
***Partnerships***

**Chief Officer Responsible for the report:**

***Claire Foale***  
***Assistant Director of Policy and Strategy***

**Report Approved**

**Date** 14/06/2024

**Wards Affected:** *List wards or tick box to indicate all*

**All**

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

## Background Papers:

- *York-North Yorkshire Devolution and the Mayoral Combined Authority paper from the Corporate Services, Climate Change and Scrutiny Management Committee meeting of 11 December 2023 - <https://democracy.york.gov.uk/documents/s171700/Final%20Devolution%20scrutiny%20report%20111223.pdf>*
- *One City, for all: City of York's Council Plan 2023-2027 - <https://www.york.gov.uk/council-plan-1/one-city-2023-2027>*
- *York and North Yorkshire Combined Authority Economic Framework - <https://yorknorthyorks-ca.gov.uk/wp-content/uploads/2024/03/240318-YNCA-Item-9-Economic-Framework.pdf>*
- *York and North Yorkshire Combined Authority – Mayoral priorities and budget update 2024/25 - <https://yorknorthyorks-ca.gov.uk/wp-content/uploads/2024/05/240531-Item-10-Mayoral-Budget.pdf>*
- *York Climate Strategy 2022-2032 - <https://www.york.gov.uk/downloads/file/8948/york-climate-change-strategy-2022-to-2032>*



- York Economic Strategy 2022-2032 -  
<https://www.york.gov.uk/downloads/file/8949/york-economic-strategy-2022-to-2032>
- York Joint Health and Wellbeing Strategy 2022-2032-  
<https://democracy.york.gov.uk/documents/s163774/Annex%20Di%20Health%20and%20Wellbeing%20Strategy%202022-32.pdf>
- Scrutiny committees considering the draft York pipeline of projects
  - [Agenda for Corporate Services, Climate Change and Scrutiny Management Committee on Monday, 10 June 2024, 5.30 pm \(york.gov.uk\)](#) item 4
  - [Agenda for Health, Housing and Adult Social Care Scrutiny Committee on Wednesday, 12 June 2024, 5.30 pm \(york.gov.uk\)](#) item 3

## Annexes

**Annex A:** York pipeline of projects

## Abbreviations

**CSCCSM:** Corporate Services, Climate Change and Scrutiny Management Committee

**CMT:** Corporate Management Team

**CYC:** City of York Council

**HHASC:** Health, Housing and Adult Social Care Scrutiny Committee

**YNYCA:** York and North Yorkshire Combined Authority

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CYC project	CYC project description	Council Plan actions	York ambition	Regional ambition
Green items below have been brought forward for early mayoral consideration; text in red relates to feedback from CSCCSM and text in blue from HHASC				
<b>Great Places for All</b>				
Our City Centre	Ensure that York City Centre is a 'great place for all' which fully maximises its economic, <b>social, and cultural</b> potential as the key urban centre in York and North Yorkshire  The project will build upon the 'Our City Centre' vision agreed by Executive in October 2023 <sup>34</sup> that sets out a clear set of collaborative ambitions for the future of York City Centre, informed by significant local engagement.  Funding is now required to collaboratively prepare an 'Our City Centre Delivery Strategy' alongside a specific piece of work to co-produce an our city centre spatial framework. The masterplan will provide the spatial context to the city vision, setting out how different city centre spaces can best be used and developed in the future in order to maximise its effectiveness as an economic, <b>social, and cultural</b> space for all. This work will identify a project pipeline of 'great places' capital investment schemes to deliver that spatial masterplan with an early win delivered within the first 12 months	A3.2 C5.2 D3.2	Economic Strategy  Our City Centre Vision	· Increase opportunities for all · Transition to carbon negative · Great places for all · Supporting health and wellbeing
Secondary Centres	Strategically, secondary centres across York should be treated in the same way as market towns in North Yorkshire in terms of access to investment with the size/scale of York's secondary centres greater than some of the market towns. Funding to develop and deliver future project phases of the <b>Acomb Front Street Masterplan</b> as well as exploring opportunities linked to the <b>Haxby Masterplan and associated housing growth in this location</b>	C2.2	Economic Strategy  Masterplans for Acomb and Haxby	· Good economic growth · Increase opportunities for all · Transition to carbon negative · Great places for all
Smaller centre plans	Funding to develop <b>smaller centre master plans and deliver schemes</b> , working closely with community neighbourhood plans (at Tang Hall, Fishergate, etc.)	A3.3 A5.4 6.6c	Economic Strategy Local Transport Strategy	· Good economic growth · Increase opportunities for all · Transition to carbon negative
Healthy places infrastructure	Funding to develop a business case for a <b>healthy places infrastructure plan</b> that would support region wide developments and increases in population based on the JSNA and Local Plan(s), including <b>integrated localised primary care health centres (particularly in York's villages)</b> , GP practices, dental facilities, community health facilities, and an age-friendly infrastructure – with funding to deliver <b>8468</b> of these opportunities	A2.3 A5.3 E1.1 E1.2	Joint Health and Wellbeing Strategy The Local Plan	· Supporting and health and wellbeing of all communities · Increase opportunities for all · Great places for all
Air Quality	Funding to operate <b>cross-boundary</b> air quality initiatives ( <b>determined through feasibility work</b> ) at a regional scale, <b>aligning air quality action plans</b> across the whole region, and with interdependencies with neighbouring authorities, to improve air quality to WHO standards (achieving more through the economies of scale).	D1.5 D2.1 D2.4 E3.2	Climate Change Strategy Local Transport Strategy Air Quality Improvement Plan 4	· Transition to carbon negative · Great places for all
Decarbonising and adapting new and existing infrastructure (a)	Funding to complete York's LED Streetlighting programme	D1.2 D4.1 E1.1 E2.2 E3.1 F1.1 F2.4	Climate Change Strategy Local Transport Strategy The Local Plan	· Transition to carbon negative · Great places for all
Decarbonising and adapting new and existing infrastructure (b)	Funding to investigate opportunities and deliver infrastructure on council delivered sites to deliver above existing policy in relation to net zero and climate adaptations, affordable housing, health impacts etc.	D1.2 D4.1 E1.1 F1.1 F2.4 F4.2	Climate Change Strategy Local Transport Strategy The Local Plan	· Transition to carbon negative · Great places for all
Decarbonising and adapting new and existing infrastructure (c)	Funding for developers to bid for to exceed net zero ambitions and become climate ready of developments (in line with Local Plan) – ie. funding the gap between net zero ambition and commercial realities, whilst technology "catches up"	D1.2 E1.1 E2.2 F1.1	Climate Change Strategy Local Transport Strategy The Local Plan	· Transition to carbon negative · Great places for all
Decarbonising and adapting new and existing infrastructure (d)	Funding to adapt highways network and existing infrastructure to be climate ready specifically extreme heat	D1.2 D4.1 E1.1 F1.1 F2.4 F4.2 6.4a	Climate Change Strategy Local Transport Strategy The Local Plan	· Transition to carbon negative · Great places for all
Decarbonising and adapting new and existing infrastructure (e)	Funding to retrofit heritage buildings	F1.1 F1.4	Climate Change Strategy	Strengthen the quality and sustainability of our assets
Decarbonising and adapting new and existing infrastructure (f)	Funding to retrofit council housing stock	E3.1 E3.2 F1.2	Climate Change Strategy Joint Health and Wellbeing Strategy	Decarbonise existing and future homes

ANNEX A DRAFT CYC MCA Pipeline Scrutiny 2024

Housing				
CYC project	CYC project description	Council Plan actions	York ambition	Regional ambition
Housing Strategy Y/INY	Funding for capacity to develop a housing strategy (refresh) for York and North Yorkshire that identifies opportunities and considers different "housing" needs for all residents, including gypsy/traveller community, children in care and families/individuals with additional needs, <b>older people's accomodation and support for care leavers (as part of CYCs corporate parenting).</b>	A2.2 E2.1 E2.2	The Local Plan Joint Health and Wellbeing Strategy Corporate Parenting Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Increase opportunities for all</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Affordable Homes Growth	Funding for capacity to develop a continuous <b>pipeline of affordable housing schemes</b> (aligned to the Local Plan including on brownfield sites, newbuild and Housing First, eg. the York Central site, <b>and garden villages</b> ) for future capital investment, that reflects local need, regional strategic economic clusters and connectivity plans <b>and works collaboratively to ensure the supply of sites for development is accelerated.</b>	E2.1 E2.2	The Local Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Increase opportunities for all</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Tackling homelessness with Housing First	Expand <b>housing with wraparound support</b> to tackle rough sleeping in a holistic, public health informed and strategic approach to support expanding the <b>supply of 1-bed flats with</b> funding to complement existing resources for a <b>"multi-disciplinary team"</b> overseeing the recovery journey from rough sleeping to independence, operating at scale across the region (including learning from best practice).	C2.1 C2.2	Joint Health and Wellbeing Strategy	<ul style="list-style-type: none"> <li>Increase opportunities for all</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Affordable keyworker housing	A key priority for the region with recruitment in health, care and education keyworker roles an issue –funding for capacity to develop an innovative and deliverable <b>affordable keyworker housing scheme</b> working with partners and the private sector - <b>reviewing details on this</b>	E2.1 E2.2 6.8	The Local Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Increase opportunities for all</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Regulatory powers	Funding to develop a case for <b>additional regulatory powers neighbourhood for decarbonising schemes</b> , including rental regulations and appropriate enforcement.	new powers not in Council Plan	Climate Change Strategy The Local Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Safe green affordable housing	Funding for council delivered strategic sites to <b>deliver above existing policy</b> in relation to net zero and climate adaptations, safe, green affordable housing, health impacts etc etc.  Funding for developers to bid for to exceed net zero ambitions of developments – ie. funding the gap between net zero ambition and commercial realities, whilst technology "catches up"	E1.1 E2.2 F1.1 F4.2	Climate Change Strategy The Local Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Supporting good health and wellbeing</li> <li>Increase affordable and sustainable housing</li> </ul>
Youth Zones	Funding to develop Youth Zones located in key areas across the region, including Youth Zones in York aligned to the emerging locality model and aligned to the emerging Youth Strategy, creating a dedicated space for young people to build strong connections and pride in the city/place, develop life skills, mental health and wellbeing, and for mentoring / coaching in a safe space.	A4.2 B2.2 B2.4 B4.1	Climate Change Strategy Economic Strategy Joint Health and Wellbeing Strategy Skills Strategy Youth Strategy (emerging)	<ul style="list-style-type: none"> <li>Increase Opportunities for all</li> <li>Clear skills and career pathways for all</li> </ul>
Regional skills learning centre	An <b>Adult Skills Hub business case</b> to attract future funding - in York, this could be co-located with the Youth Zone, Green Construction Village and Leeman Road accelerators, a comprehensive skills hub that builds regional skills for the key economic sectors.	B2.2 B2.4 B4.1 B4.4 C3.1	Climate Change Strategy Economic Strategy Joint Health and Wellbeing Strategy Skills Strategy Youth Strategy (emerging)	<ul style="list-style-type: none"> <li>Deliver good economic growth</li> <li>Clear skills and career pathways for all</li> </ul>

Well-connected economy				
CYC project	CYC project description	Council Plan actions	York ambition	Regional ambition
Transport connectivity	<p><b>Develop the movement and place plan</b> which is key to identifying future transport schemes for mayoral consideration and describes how we will deliver the schemes identified throughout the pipeline</p> <p>(initial individual schemes to be determined in addition to those listed throughout)</p>	D1.1	<p><b>Movement and Place Plan</b></p> <p>Climate Change Strategy Economic Strategy Joint Health and Wellbeing Strategy Local Transport Strategy</p>	<ul style="list-style-type: none"> <li>Deliver good economic growth</li> <li>Transition to carbon negative</li> <li>Increase opportunities for all</li> <li>Support health and wellbeing</li> <li>Accessible and affordable transport</li> </ul>
	<p><b>Sustainable transport</b></p> <p>Funding for infrastructure of sustainable and active travel routes at strategic Local plan sites including ST15, ST14, ST7 – to cover costs if developers are not prepared to fund to CYC standards</p> <p>Funding to develop a comprehensive network improvement strategy (deliver movement and place plan) including on-road cycle priority schemes (rebuilding junctions, underpasses etc), improve footways, lengthy footways, narrow junctions, etc. seeking to align work at a regional level to connect York, towns, villages and other areas across the region</p> <p>Funding to develop cycling connectivity between York and North Yorkshire</p>	D1.1 D1.2 D4.1		
	<p><b>Public transport enhancements:</b></p> <p>Explore bus franchising as a mechanism for connecting people in remote or currently underserved areas through public transport provision to enable economic, social and cultural opportunity</p> <p>Funding to develop options appraisal for key routes, including park and ride and between university and city centre – options will include current bus infrastructure and fixed track options</p> <p>Funding to develop a business case for MCA revenue supported bus improvements for example accessibility of network including to York College and York's villages, reduced-price fares, franchising, integrated ticketing in addition to support for other community transport offers including provision of e-scooters and a EV shuttle bus around the city centre</p> <p>Implement the <b>Local Transport Strategy schemes</b></p> <p>Explore options to establish York as a hub for regional transport with greater connectivity of transport</p>	D1.1 D1.2 D1.4 D2.3 D3.3 E1.1 6.4a		
	<p><b>E-charging</b></p> <p>Funding for increased infrastructure, car parks, Askham Bar park and ride and exploring solutions for York's terraced housing streets (also activating net zero bids)</p> <p>Identified match funding for mayoral quick win funding</p>	D1.1 D1.2 D2.3 E1.1 6.4a		
	<p><b>Rail:</b> Funding to develop schemes to:</p> <ul style="list-style-type: none"> <li>Improve York Rail Station: develop a station masterplan and deliver improvements as part of York Station Frontage in response to doubling of passenger numbers</li> <li>Haxby Station: Approve a business case for DfT to fund fully integrated transport developments of Haxby Station</li> <li>Rail network: develop a business case to provide funding to support rail services that have been lost/stalled over the last two-three years (ie. to recover from covid)</li> <li>Support work that feeds into the wider Transport for the North strategy ensuring York's connectivity forms part of the network priorities for the wider region</li> </ul>	D1.1 D1.2 D2.5 E1.1 6.4a		

ANNEX A DRAFT CYC MCA Pipeline Scrutiny 2024

	<p><b>Strategic road capital upgrades:</b>                  Whilst ensuring developer contributions, work to deliver:                  Full dualling of York outer ring road including</p> <ul style="list-style-type: none"> <li>• A1237 dualling stage 1 (A19 to Hopgrove) overspend (inflationary variation)</li> <li>• A1237 dualling phase 2 (A59-19) capital</li> <li>• A64 upgrading at A19/A64 Fulford junction including enhanced public transport prioritisation</li> </ul>	D1.1  D1.2 E1.1 6.4a		
	<p><b>Climate ready transport infrastructure</b>                  Funding to conduct a study and develop recommendations for the use of sustainable/green materials and/or treatments for road surfaces to assess how to create a more climate ready/lower emission road surface</p>	D1.2 F2.4	Climate Change Strategy Local Transport Strategy	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Support health and wellbeing</li> <li>• Accessible and affordable transport</li> </ul>
	<p><b>Home to school transport</b>                  Funding to cover the cost of home to school transport including alternative safe sustainable transport routes                  Funding for the provision of SEND transport</p>	B4.6	Children and Young People Plan	<ul style="list-style-type: none"> <li>• Supporting health and wellbeing</li> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> </ul>
Digital connectivity	Funding for a <b>NY Digital Connectivity offer</b> (similar to WYCA) connecting businesses and communities to digital opportunity across York and North Yorkshire – developing strategy to attract private sector and Whitehall funding and support early intervention and prevention across care sector and housing, preparing high streets for the changing landscape.	6.5.a 6.5.b	Economic Strategy Joint Health and Wellbeing Strategy	<ul style="list-style-type: none"> <li>• Supporting health and wellbeing</li> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Efficient and effective digital connectivity</li> </ul>
Renewable energy (a)	Funding for <b>Harewood Whin renewable energy park</b> following completion of the strategic business case (due to complete 2025).	F1.1 F5.1 F5.2 F5.3	Climate Change Strategy Local Area Energy Plan	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Deliver good economic growth</li> <li>• Create a sustainable energy sector</li> </ul>
Renewable energy (b)	Funding to develop strategic business cases for other renewable energy park sites, including Wiggington and Elvington, with future funding allocated to deliver the ambitions of the Local Energy Area Plan.	F1.1 F5.1 F5.2 F5.3	Climate Change Strategy Local Area Energy Plan	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Deliver good economic growth</li> <li>• Create a sustainable energy sector</li> </ul>
Renewable energy (c)	Funding to develop deliverable plan to deliver LAEP (the Accelerator project is funded by DESNZ)	F1.1 F5.1 F5.2 F5.3	Climate Change Strategy Local Area Energy Plan	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Deliver good economic growth</li> <li>• Create a sustainable energy sector</li> </ul>
Food redistribution	Funding to deliver the food distribution project in the net zero funding, building community capacity and creating a <b>circular food redistribution network</b> across the region, aiming to eliminate food waste (as much as possible).	F3.3 F3.4	Climate Change Strategy Economic Strategy	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Deliver good economic growth</li> </ul>
Green and blue infrastructure	Funding to develop a <b>green and blue strategy</b> for the region taking into account multiple interrelated projects, including LAEP, LINC, LNRS, green streets, flood resilience, biodiversity, health and economic benefits of green spaces, to secure additional commercial/private sector investment through BNG, and insetting	E1.1 F2.2 F2.3 6.4a	Climate Change Strategy Joint Health and Wellbeing Strategy The Local Plan Upper Catchment Flood Resilience Plan	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Enhance natural capital</li> </ul>
Inward Investment	Co-ordinated inward investment services across YNY. Funding for <b>inward investment capacity and activity</b> , working collaboratively on behalf of the region and specific council geography and in close partnership with the MCA.	C2.3	Economic Strategy	<ul style="list-style-type: none"> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Attract inward investment</li> </ul>
International relationships	<b>Build international relationships</b> , drawing on York's relationship with ambassadors, twinning arrangements and others to further the region's global impact <a href="#">utilising our assets including the Lord Mayor</a>		Economic Strategy	<ul style="list-style-type: none"> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Attract inward investment</li> </ul>
Tourism and Cultural offer	Develop a West, York and North <b>and East</b> Yorkshire tourism and cultural offer that attracts tourists to move between the <b>two-three</b> areas, to complement and promote destinations as attractors	B4.1 6.3a	Economic Strategy Cultural Strategy	<ul style="list-style-type: none"> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Attract inward investment</li> </ul>
Cultural funding	Funding to achieve the aspirations of York's cultural strategy, including capital investment in York Castle Museum , and to promote York as a national and international destination for sporting events			
Cultural Heritage skills	Funding to build and deliver (with partners) a unique programme bespoke to the region to develop a <b>centre for excellence in cultural heritage skills</b> by drawing on our regional asset and creating pathways, stepping stones and routes into employment (could be located at the regional skills hub, see above), with a focus on connecting cultural heritage strengths with opportunities for people in areas of need.	B4.1  6.3a	Economic Strategy  Skills Strategy  Cultural Strategy	<ul style="list-style-type: none"> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Capitalise on high potential sectors</li> </ul>
Suite of tech accelerators	Funding to develop a <b>business case for a suite of tech accelerators</b> on the York Central site to create tech accelerators in key economic strengths	C2.1  C2.3	Economic Strategy	<ul style="list-style-type: none"> <li>• Transition to carbon negative</li> <li>• Deliver good economic growth</li> <li>• Increase opportunities for all</li> <li>• Capitalise on high potential sectors</li> </ul>

Productive and Innovative Economy				
CYC project	CYC project description	Council	York ambition	Regional ambition
Economic Space for High Growth Sectors	There is a short term funding ask for capacity to undertake a study into the regional economic potential of assets as strategic employment sites for the region to drive high growth sector employment and investment eg bioeconomy and/or creative & digital and how it's position could support a connected relationship with the region. Longer term (subject to business case) there may be a need for future MCA funding to support the strategic acquisition and/or the development of sites.	C2.1	Economic Strategy	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Deliver good economic growth</li> <li>Increase opportunities for all</li> <li>Pioneer innovation and R&amp;D</li> <li>Increase productivity of core sectors</li> </ul>
Green Construction Skills Initiative	<p>With significant economic growth (homes and jobs) planned across York and North Yorkshire, there is an increased need for local construction skills to deliver the strategic sites on the ground. The region's focus upon achieving net zero also creates a new local demand for retrofit skills. Short term revenue capacity funding will allow an initial pilot phase to combine an initial focus on developing training and work experience opportunities, <b>including adult skills development</b>. It will help test and develop a business case for a longer term York &amp; North Yorkshire approach of working with developers and education providers to link such opportunities to the pipeline of developments across the city and wider sub region.</p> <p>Develop a green construction skills village to build essential skills that would decarbonise new developments, setting higher standards for strategic sites (throughout the MCA strategic plan, as above) – working closely with partners, to build retrofiting skills for York and North Yorkshire housing stock, across all tenures, offering opportunities as a corporate parent.</p>	B4.4 C3.1 E3.3	Climate Change Strategy Economic Strategy Skills Strategy The Local Plan	<ul style="list-style-type: none"> <li>Transition to carbon negative</li> <li>Deliver good economic growth</li> <li>Increase opportunities for all</li> <li>Increase productivity of core sectors</li> <li>Pioneer innovation and R&amp;D</li> </ul>
Business Support	Funding for delivery of <b>business support services</b> across YNY. This is likely to be some capacity centrally to lead on specialist work, complemented by locally based teams at CYC/NYC to deliver business support on the ground with local businesses. Aim to replace UKSPF.	C4.2	Economic Strategy	<ul style="list-style-type: none"> <li>Deliver good economic growth</li> <li>Increase opportunities for all</li> <li>Increase productivity of core sectors</li> </ul>
Cultural passports for Young People	<p>Funding to produce <b>a cultural passport for the region's young people</b> (secondary school age) to engage in free cultural opportunities across the region, building support from the sector, including funding for day-trips for schools in areas of need.</p> <p>Develop a proposal to support schools access AONB, nature reserves and other green spaces</p>	A4.2	Cultural Strategy	<ul style="list-style-type: none"> <li>Deliver good economic growth</li> <li>Increase opportunities for all</li> <li>Supporting health and wellbeing for all communities</li> <li>Strong culture and heritage</li> </ul>
UNESCO Heritage City	funding to develop the application/bid for <b>York's UNESCO world heritage bid</b> , as part of a wider strategy of celebrating the region's cultural and heritage strengths identifying the opportunities and benefits to York.		Tourism Strategy	<ul style="list-style-type: none"> <li>Deliver good economic growth</li> <li>Increase opportunities for all</li> <li>Increase productivity of core sectors</li> </ul>
Green, cultural and Sport prescribing	Funding to coordinate and promote initiatives for access to green space, and sport and culture initiatives delivered by the cultural and heritage sector that are designed to reduce loneliness and alleviate mental health waiting list – including coordinating additional funding to distribute smaller grants to the green, sports and cultural sector – with initiatives designed in response to an agreed outcomes framework as part of the package of early intervention and prevention work.	A5.3 A5.5	Joint Health and Wellbeing Strategy Cultural Strategy	<ul style="list-style-type: none"> <li>Increase opportunities for all</li> <li>Supporting health and wellbeing for all communities</li> <li>Strong culture and heritage</li> </ul>
Early Years Training	Supporting early years training as a mechanism of overcoming the shortage of early years staff, <a href="#">working with education providers to overcome barriers including restrictions on funding</a>	B2.3	Economic Strategy Children and Young People Plan Skills Strategy	<ul style="list-style-type: none"> <li>Thriving workforce</li> <li>Productive and innovative economy</li> </ul>
VCSE and Social Care sector support	Work with providers to support routes into employment and improve employee retention and skills provision in these sectors	A2.3	Economic Strategy Skills Strategy Joint Health and Wellbeing Strategy	Clear skills and career pathways for all

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## Report for discussion by the Economy, Place, Access & Transport Scrutiny Committee on 25 June 2024

### Purpose

1. This is the report of the scrutiny review into York's Dial & Ride service. It contains a number of recommendations that members are invited to consider.

### Background

2. At the EPAT meeting on 22 January 2024 it was agreed to form a Task & Finish Group to undertake some research with a view to coming up with options for consideration should the council wish to commission a replacement for the Dial & Ride service. This was prompted by the decision by York Wheels to cease operating the Dial & Ride service which they had been commissioned by City of York Council to provide.
3. Members of the cross-party Task & Finish Group were Cllr Jane Burton (Labour), Cllr Chris Steward (Conservative) and Cllr Stephen Fenton (Liberal Democrat)
4. The agreed objectives of the review were as follows:
  - a. Establish the cost and specification of the Dial & Ride service that was commissioned by CYC and provided by York Wheels until 31 December 2023;
  - b. Establish whether there remains a need for a Dial & Ride-type service in York;
  - c. Establish the nature and scope of current Community Transport provision in the city;
  - d. Identify examples of services similar to York's Dial & Ride which are provided in other areas of a similar size to City of York Council area;
  - e. Make recommendations to Officers / Executive Members on possible options for the reinstatement of a Dial & Ride-type service, to complement work to be undertaken by officers to explore the level of funding that may be required for a future service.

5. In order to achieve its objectives, the Task & Finish Group agreed the following tasks:
  - a. Undertake an online review of Dial & Ride-type provision in comparator towns and cities;
  - b. Where appropriate, arrange information-gathering Teams or phone calls with service providers in other towns and cities;
  - c. Meet with CYC officers and request relevant documentation in order to better understand the cost and specification of the Dial & Ride service commissioned from York Wheels;
  - d. Meet with representatives from York Wheels to better understand the issues that led to them withdrawing the Dial & Ride service;
  - e. Meet with representatives of the York Bus Forum and other interested individuals and organisations such as advocacy groups for older people and disabled people;
  - f. Speak with residents who used the Dial & Ride service to better understand the impact on them of the service's withdrawal.

### **Information gathering**

6. Between February and April 2024 Task & Finish Group members met a number of stakeholders, both remotely and in person, to gather information relevant to the five agreed objectives.
7. Meetings took place with individuals from the following individuals and organisations:
  - City of York Council (CYC)
  - York Wheels
  - York Bus Forum
  - Age UK York
  - York Older Persons Assembly (YOPA)
  - John Bibby
  - NHS England
  - Humber & North Yorkshire Integrated Care Board
  - York Council for Voluntary Service (CVS)
  - East Riding of Yorkshire Council (ERYC)
  - North Yorkshire Council (NYC)
  - Uber
  - East Yorkshire Buses

8. The Task & Finish Group is very grateful to all of those who participated in these meetings for their time and willingness to engage. We are also grateful to YOPA, York Bus Forum and York Neighbours for sharing details of the review with their members and customers and inviting them to contact us with their feedback on the impact of the loss of the Dial & Ride service.

## Findings

9. Set out below is a summary of the information gathered from the conversations held with stakeholders, split by objective.

Objective 1 - Establish the cost and specification of the Dial & Ride service that was commissioned by CYC and provided by York Wheels until 31 December 2023

10. Through discussions with Sam Fryers (CYC) and Karen Woodward (York Wheels) we were able to better understand the arrangements for the operation of the Dial & Ride service.
11. By way of background, at its inception Dial & Ride was operated by Yorkshire Ambulance Service. It was a pre-booked minibus service through which customers were picked up from their home and dropped off at a pre-determined destination, usually a supermarket or the city centre (St Sampson's Centre). The split was 2/3<sup>rd</sup> supermarket and 1/3<sup>rd</sup> City Centre. Customers were then dropped off back at their homes. The minibuses provided an opportunity for social interaction between passengers. The service catered exclusively for older people and for disabled people of any age. The minibuses were all wheelchair accessible. The charge for a return journey was £8, or £4 with a concessionary pass.
12. Dial & Ride served many village communities and also suburban communities such as Foxwood where there are a number of older persons accommodation complexes.
13. The table below sets out the total number of Dial & Ride passenger journeys for each financial year since 2014/15. No data was collected in 2020 or 2021 due to Covid.

2014/15	16,687
2015/16	15,767
2016/17	16,301
2017/18	15,510
2018/19	12,697
2019/20	unavailable
2020/21	unavailable
2021/22	5,624
2022/23	8,021
2023/24	5,929 (Apr-Dec)

Source: Data provided by City of York Council

14. York Wheels had operated Dial & Ride for around 20 years, during which time its relationship with CYC had evolved. Until 2018 the booking system for Dial & Ride was managed by CYC staff in CYC premises. The minibuses were owned by CYC but operated by York Wheels. Between 2018 and 2023 steps were taken to move responsibility for operating the Dial & Ride service to York Wheels – the system was operated by York Wheels staff based at the CYC depot, CYC owned three of the four buses with the fourth being owned by York Wheels. The timetable was evolved for four vehicles.
15. Prior to 2022, the Service Level Agreement (SLA) between CYC and York Wheels included patronage targets which were largely met.
16. In the new SLA an annual revenue grant included £98,000 for operating the Dial & Ride service and £23,000 to support the volunteer car service. This was based on a cataloguing of all operating costs. There were very few performance metrics included in the new SLA which was signed in late 2022.
17. CYC entered into a separate capital grant agreement with York Wheels through which it awarded York Wheels £190,000 to purchase two new minibuses. These new diesel vehicles were delivered in February and April 2023. The fleet also included one old minibus that was gifted to York Wheels by CYC, and one minibus owned by York Wheels.
18. No financial contributions have been requested from the supermarkets that benefited from the custom of Dial & Ride service

users, though funds from a section 106 agreement associated with the Vangarde development did fund the purchase of one vehicle in 2015. Another bus was funded using a Department for Transport grant in 2016, which was the one owned by York Wheels.

19. The minibuses had to be inspected by CYC every nine weeks as is normal practice for public transport vehicles, which we understand put pressure on service planning if there was a delay in the buses being inspected. York Wheels told us that there were viability challenges under both the old and new SLAs due to 'red tape.' We also heard that traffic congestion had impacted the reliability of the timetable. Passenger numbers in 2023 were impacted by the frequent short-notice cancellation of services due to mechanical issues.
20. Mechanical issues arose with the two new vehicles which caused them to be out of service for some time. Issues relating to the engine of one of the vehicles were pursued with the chassis manufacturer (Fiat). The coachbuilding company from whom the minibuses were purchased (Mellors) went into administration in November 2023, which further complicated the situation. York Wheels were incurring costs in insurance and drivers' wages but weren't receiving sufficient passenger income due to the minibuses being off the road. Costs were also being incurred in storing the vehicles at Hazel Court.
21. York Wheels first raised concerns with CYC in July 2023 about challenges with the Dial & Ride service and raised a 'red flag' in October. York Wheels' requests for legal assistance from CYC in seeking redress for the vehicle mechanical failures were declined as we understand it was felt that considerable support had already been provided, though CYC have provided assistance with vehicle insurance and storage costs. Ultimately York Wheels decided to cease operating the Dial & Ride service on 31 December 2023 in order to protect the financial sustainability of the charity and ensure the continued operation of the volunteer car service. This was announced in the media with assistance from CYC. Many users of the service were surprised at the news, and many were and are very upset.
22. York Wheels advise that demand for the volunteer car service has increased since Dial & Ride ended, which has further highlighted the need to recruit more drivers. But for many residents, the

independence that the Dial & Ride service offered has not been replaced.

Objective 2 - Establish whether there remains a need for a Dial & Ride-type service in York

23. The Task Group met with a number of organisations who advocate for and support older residents in York and for public transport users – York Wheels, York Bus Forum, York Older Persons Assembly (YOPA), York Council for Voluntary Service (CVS), Age UK York and the CYC ‘Age Friendly York’ team. We were also able to tap into the knowledge and expertise of a number of experts in the field of community transport.
24. YOPA told us about the Older People’s Survey undertaken in 2017 involving a number of organisations which received over 900 responses. Eighteen recommendations arose from the survey, one of which related to better access to community transport.
25. The 2017 YOPA survey was followed by an Age Friendly York survey in 2019 called ‘Your Journey’. This led to the following action point approved by the Ageing Well Partnership – “Find methods to increase options for people to get to community activities and other locations where public transport does not suffice.”
26. In 2022 YOPA and York Bus Forum undertook a survey of concessionary bus passengers. This confirmed that the Covid pandemic had affected some people’s confidence in using public transport, and passenger numbers had not returned to pre-Covid levels. Dial & Ride minibuses provided an alternative which some older and disabled people preferred.
27. We heard about the task and finish group established by Age Friendly York 18 months ago which identified two key issues – anxiety about going out and a loss of confidence. The establishment of this group came after an initiative launched by the Multiple Sclerosis society in York in 2018 which led to the formation of the York Community Transport Group, which was active for a couple of years until the Covid pandemic.
28. The main prompt for the establishment of the group by Age Friendly York was the difficulties wheelchair users had when

booking a taxi in advance. This group had community groups, including York Wheels, in attendance. They invited a taxi company to explain the challenges for offering an equal service to wheelchair users. The basic problem was that there were not sufficient suitable drivers to be able to guarantee offering a service. They also talked about “dead miles” in that the few suitable taxis there were had to travel further to each destination and the dropping off often took longer which legally cannot be charged for.

29. Age Friendly York started to explore the potential to use the £10,000 community transport fund allocated to Ways to Wellbeing (Social Prescribing) to provide some form of voucher compensation scheme as a supplement to the standard taxi fare. Unfortunately, this grant is no longer available.
30. We also heard about the Age UK initiative ‘Getting out and about’ which is built into the ‘Frailty Hub’ work being led by Nimbuscare.
31. A consistent theme in what we heard is that Dial & Ride was an important option for those who are able to use public transport but struggle to get to and from the nearest bus stop.
32. York Wheels did do some work to promote the Dial & Ride service when it was operating, for example through organisations that were engaged in supporting older people. YOPA felt that there was scope for publicity campaigns through parish and community newsletters.
33. It was suggested that any replacement Dial & Ride service could broaden the eligibility criteria to include people of all ages in communities that are not well-served by public transport, on the basis that this may help to make the service more financially sustainable. It would also provide better equity of access, particularly for low-income households. It was also suggested that some of York’s Bus Service Improvement Plan (BSIP) funding could be used to support the restoration of a Dial & Ride service.
34. We heard that social prescribers used to signpost residents to the Dial & Ride service as a means of becoming more independent and rebuilding self-confidence.

35. It was also recognised that not all desired journeys are between someone's home and a supermarket or the city centre – there is also demand for transport within communities.
36. The Task Group is grateful to York Bus Forum, YOPA and York Neighbours for inviting their members to contact us with their personal testimonies of what the Dial & Ride service meant to them. Over 40 representations were received via e-mail and telephone and the comments received are summarised below. Respondents were from villages and communities including Strensall, Heworth, Dunnington, Huntington, Elvington, Haxby, Osbaldwick and Foxwood.
- Would be happy to pay a bit more if it meant that the service could be re-introduced
  - Partner who has dementia can't understand what has happened to the Dial & Ride bus
  - Using the regular bus service would mean having to walk too far a distance in town, for example getting from Exhibition Square to Parliament Street
  - Used the Dial & Ride service twice a week, drivers were always extremely helpful. Now have to rely on others for help with ordering items online. Very acute loss of independence
  - Am physically disabled and cannot use regular buses. Could supermarkets sponsor the service?
  - Living alone, nobody to do the shopping for me, miss the service so much
  - Taxi rides from Strensall are costing £20 each way
  - Have lost my freedom – Dial & Ride provided a chance to get out and shop, now reliant on family
  - Used to be able to order items online when the Dial & Ride service ended but unable to do so now due to macular degeneration

Objective 3 – Establish the nature and scope of current Community Transport provision in the city

37. York Wheels' volunteer car service enables older and disabled residents to book a journey to and from any destination within the city such as York Hospital, for less than the cost of a taxi. The service can also take people to out-of-city destinations.



38. York Wheels told us about the work they are doing with the local NHS to enable people to access transport to and from medical appointments through their volunteer car service. This is something that Dial & Ride could not have supported.
39. The cessation of the Dial & Ride service has highlighted the lack of access to wheelchair-accessible vehicles in the city, with it being almost impossible to pre-book accessible taxis, especially in the evenings.
40. Dial & Ride was described to us as a 'safety net' which could step in when bus services were either withdrawn or routes were changed.
41. Age UK York runs a number of minibuses that enable older people to access activities where they can have social interaction, access help and support and have lunch at eleven day clubs around the city, with 180 day club places provided and 24 dementia club places. A fee of £8 covers the transport cost. This is under a contract with CYC which runs until September 2024. This contract has been running for eight years, with a small waiting list of potential service users.
42. Three minibuses owned by Age UK support the day club service (most service users are over 75), a further two minibuses are used for non-emergency ambulance transport for all ages. Three minibuses can accommodate wheelchair users. Two minibuses were purchased thanks to a charitable donation. The minibus drivers are paid staff members.
43. Age UK works closely with CYC Local Area Co-ordinators who are able to identify individuals who would benefit from these services. Age UK have identified that getting to the nearest bus stop is the biggest obstacle that many older or disabled people face.
44. We heard about the initiative launched by the Multiple Sclerosis society in York referred to above. Through this initiative local charities were encouraged to come together to share information and expertise. The expert whom we met with encouraged us to seek to articulate a broader vision for community transport, potentially incorporating schemes such as a 'Taxi Bus' to address

gaps in the existing bus network and better use of Park & Ride sites as 'hubs'.

45. We heard about the impact of ongoing pressures on public service finances, for example through the loss of a £10,000 transport fund that was part of the 'Ways to Wellbeing' project supported by the NHS / local authority Better Care Fund.
46. We spoke with a representative from the Humber & North Yorkshire Integrated Care Board about the ongoing work to bring together community transport providers, councils, healthcare providers and voluntary and community sector organisations. A key aim is to do some mapping work to identify where community transport organisations are and better understand their eligibility criteria, service demand and the basis on which they are funded.

Objective 4 - Identify examples of services similar to York's Dial & Ride which are provided in other areas of a similar size to City of York Council area

47. The Task Group's online research confirmed that cities similar in nature to York, such as Bath<sup>1</sup>, Chester<sup>2</sup>, Norwich<sup>3</sup> and Cambridge<sup>4</sup> – all have community transport provision similar in some respects to York's Dial & Ride.
48. Task Group members met with representatives from a number of organisations providing commercial and community transport services including commercial bus operators, East Riding of Yorkshire Council (ERYC) and North Yorkshire Council (NYC). We also spoke with a taxi service operator.
49. We heard that in order for commercial bus or taxi operators to be interested in providing a Dial & Ride replacement service there would need to be long-term certainty to enable proper planning, and a detailed understanding of passenger numbers, routes, costs and income. There were interesting suggestions that a 'Hub and

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<sup>1</sup> <https://beta.bathnes.gov.uk/community-transport>

<sup>2</sup> <https://www.cheshirewestandchester.gov.uk/residents/transport-and-roads/public-transport/community-transport>

<sup>3</sup>

[https://www.norwich.gov.uk/info/20389/streets\\_and\\_travel/1532/norwich\\_door\\_to\\_door\\_accessible\\_mobility\\_transport\\_service](https://www.norwich.gov.uk/info/20389/streets_and_travel/1532/norwich_door_to_door_accessible_mobility_transport_service)

<sup>4</sup> <https://cambridgedialaride.org.uk/>

Spoke' model could work, for example connecting villages in the south and west of the city with the Askham Bar Park & Ride site from where connecting services would be available, though it was noted that this would not be a feasible option for all former Dial & Ride passengers.

50. We heard from a taxi service operator about an approach being taken by Milton Keynes whereby support for regular bus services has been scaled back, with instead investment being made into a digital-based demand-responsive service. We also heard about a minibus scheme in Bath & Bristol that had not been a success and a demand-responsive service trialled in East Leeds had been similarly unsuccessful.
51. We heard from North Yorkshire Council (NYC) about the 'Go Local' brand which is owned by the community transport sector across the county. It is essentially a website portal. Some community transport schemes operate with NYC support, some without. Most community transport operators are from the voluntary sector. There are five supported Dial-a-Ride schemes (four of which provide one-to-one journeys) and 15 volunteer car schemes. NYC offers capital grants to cover 75% of the costs of minibus purchase and provides financial support for Dial-a-Ride services. These are usually five-year grant agreements.
52. Many of the community transport initiatives began in 2015/16 in response to a scaling back in support for bus services – subsidy has fallen from £5.5m to £1.5m. NYC receives a financial contribution from Health to support community transport. NYC do not require services they support to restrict access only to older people and disabled people. Covid affected patronage, which is now back to around 70% of pre-Covid levels.
53. NYC are putting in place a funding formula whereby volunteer car scheme journeys attract a fixed payment per journey, with a mileage rate paid by the passenger. Dial-a-Ride journeys are supported on the basis of a payment per passenger journey.
54. Scarborough Dial-a-Ride, for example, provide 1,600 journeys each month. There are a number of 'shopper trip' and 'taxi bus' services in areas such as the Esk Valley, Craven and Harrogate

which connect villages with shopping centres. Some services are operated by NYC fleet services.

55. It was suggested that community transport services operated in Scarborough, Ryedale and Selby may be of most relevance in terms of potential future collaborative working with York, given the existing service links with York Hospital. York Wheels currently work alongside these community transport organisations and work together under NHS SLAs.
56. We heard from East Riding of Yorkshire Council (ERYC) that in their area the main community transport operations are based in the Goole, Howdenshire, Beverley and Holderness areas, with each having between 7-10 minibuses. This gives near-county-wide coverage of community transport provision. Beverley also has a volunteer car scheme. ERYC don't award grants, but tender contracts. ERYC provides the back-office function through which all community transport bookings for council-contracted services are made. The MediBus service has been operating for 20 years with 20,000 journeys each year to hospital and GP appointments. There are nine MediBus routes, three of which are operated by the ERYC fleet, one of which connects Pocklington with York Hospital.
57. The MiBus service is similar to York's Dial & Ride, focusing on shopping trips. It is run entirely by community transport organisations (under contract to the council) and operates on a zonal system with villages clustered together. MiBus and MediBus are separately tendered with the spec including a requirement for vehicles to be fully-accessible. 25% of the scoring in the tender process relates to social value.
58. All three Community Transport groups also operate additional minibus services funded either through external grants, fares charged or a mixture of both. These tend to be shopping services or social trips.
59. Operators invoice ERYC for the day rate for minibus operation, driver cost and mileage rate minus the income received from passengers. Fares usually cover around 25% of operating costs. Service users pay £10 per return journey, or £5 concessionary fare. Both MiBus and MediBus have eligibility criteria including age, disability, lack of own transport and geographical isolation.

60. ERYC have used BSIP funding to support the expansion of the MediBus service.
61. There is very little MiBus activity in the Stamford Bridge / Pocklington area, which means there is no easily scalable service that could be expanded to serve York.

## **Recommendations**

62. The fifth and final objective for the Task Group was to make recommendations to Officers / Executive Members on possible options for the reinstatement of a Dial & Ride-type service, to complement work to be undertaken by officers to explore the level of funding that may be required for a future service.
63. Having completed the information-gathering exercise, Task & Finish Group members have drafted some recommendations which EPAT committee members are invited to review. It is anticipated that once agreed, the recommendations will be presented to the Executive for their consideration.
  - Recommendation 1 – CYC should as soon as possible take steps to ensure the provision of a Community Transport service for York residents which would fulfil the need that has been unmet since the cessation of the Dial & Ride service operated by York Wheels. This could be a service that is commissioned or run in-house
  - Recommendation 2 – CYC should ensure that funding is available – either from internal or external sources - to enable a Community Transport service to be provided. This should include (but not be limited to) looking in the round at all transport-related expenditure, such as revenue support for specific schemes, Bus Service Improvement Plan (BSIP) funding and potential financial contributions from supermarkets which benefit from custom generated by Dial & Ride trips
  - Recommendation 3 – CYC should engage with neighbouring local authorities, the Combined Authority, other public bodies and the voluntary, community and social enterprise sector to identify opportunities for joint-working and potentially joint commissioning in the field of Community Transport

- Recommendation 4 – In drawing up the specification for a new Community Transport service, consideration should be given to broadening the passenger eligibility criteria beyond the client groups previously served by Dial & Ride (older people and disabled people). Consideration should also be given to reviewing the destinations to be served by a reinstated service
- Recommendation 5 – In drawing up the specification for a new Community Transport service, the CYC adult social care team, the CYC 'Age Friendly York' team and advocacy groups for older and disabled people must be consulted to ensure that the service will meet identified needs and be entirely accessible
- Recommendation 6 – In drawing up the contract for a new Community Transport service, the needs of service users must be explicitly prioritised in the event of any service delivery issues or contract failure, and bureaucracy associated with the operation of the contract should be minimised wherever possible
- Recommendation 7 – A strategy should be developed to effectively promote a reinstated Community Transport service among key potential client groups.

Cllr Stephen Fenton  
Cllr Jane Burton  
Cllr Chris Steward

14 June 2024

## **Economy, Place, Access, and Transport Scrutiny Committee Work Plan**

### **Quarterly finance and performance monitoring reports:**

To include along with papers for the relevant committee date, but not to be treated as a substantive agenda item. We can still raise questions/comments about them though by exception if Members wish to; perhaps then following up with specific agenda item in future.

### **Possible Task and Finish Groups to run in parallel. *Detailed scope needs working out between interested Members prior to committee approval.***

- Grass verges, etc?

Interested Members: Cllrs Hook, Steward, and Taylor.

- Broadband installation issues?

Interested Members: Cllrs Hook and Nelson

### **Role of Executive Members:**

- Expected to attend items relevant to their portfolio area

- Committee Members to maintain sight of Executive business and flag up specific issues/reports to bring to committee for scrutiny, pending space on the workplan.

### **Other notes for info:**

To give sufficient notice we should aim to confirm these no later than 2 calendar months prior to each meeting. We should aim to keep to two substantive items per meeting to give the Committee sufficient time to properly consider an item.

Theme	Item	Lead Officer	Scope
21 May 2024			
	Local Transport Plan update / latest consultation / upcoming decisions?	James Gilchrist Michael Howard Julian Ridge	
25 June 2024			
	York pipeline of proposals for Combined Authority	Samuel Blyth	
	Yorkshire Water - sewage dumping / performance / improvement plans?		
	Task and Finish Group – Dial and Ride		
30 July 2024			
	(Out-turn) Finance and Performance Monitoring Report	Patrick Looker	
	Broadband: management of installation process and its impact on communities, maximising connectivity in harder-to-reach / isolated areas.		



	Toilet provision across the city: improving the public offer.		
24 September 2024			
	Neighbourhood Caretakers: can Scrutiny inform these plans?	James Gilchrist Ben Grabham	
	Travel to School - plans for each school to make daily journeys safer, increase active travel, reduce congestion and air pollution around school sites		
22 October 2024			
	(Q1) Finance and Performance Monitoring Report	Patrick Looker	
	City centre access: reviewing the implementation / restoration of access for blue badge holders; including data on the		

	numbers/types of vehicles accessing during foot street hours. Plus looking at faults with HVB.		
26 November 2024			
10 December 2024			
	(Q2) Finance and Performance Monitoring Report	Patrick Looker	
	Economic Strategy progress update?		
	Economic Development - CYC / MIY / MCA / York Economic Partnership?		
28 January 2025			
	Garden waste collections: review of implantation of charging arrangements (when ready)	James Gilchrist Ben Grabham	
	Review of bags to bins		

	Recycling (particularly garden waste / composting) and how the Council can increase rates, as well as education about recycling opportunities, across the city.		
25 March 2025			
	(Q3) Finance and Performance Monitoring Report	Patrick Looker	
29 April 2025			

**Potential Scrutiny agenda items suggested by Committee Members:**

**Economy**

- York’s Gender Pay Gap
- Tourism Levy: what’s being done elsewhere, what is possible here?
- Focus on Council-owned / part-owned companies?

**Place**

- Planning Enforcement / Member involvement in Planning
- Make It York - normally receive annual update but - *what would we specifically want from them? Possibly something on relationship with market traders and plans for the market.*

- York BID - normally receive annual update - as above, and is the scrutiny of their business membership sufficient given our limited meeting time?
- York Central: once the Master Developers start progressing their plans, could this committee have a role in giving early steer on them for relevant items?

### **Access**

- Age Friendly York: Can Scrutiny assist their Evolving Action Plan?

### **Transport**

- Buses: network coverage and frequency, BSIP plan implementation and use of funding, improving the Enhanced Bus Partnership, Integration with Railway Station / Park & Ride, Bus Stop improvements, Passenger Information
- Car Parking: provision across the city covering public, private and Park & Ride, income received, use, impact on closing Castle Car Park on the wider estate, wider aims e.g. shifting to less polluting vehicles.
- Bus lane enforcement on Coppergate - drop between July 2023 and October 2023 / ANPR enforcement across the city.
- Review of Council's pedestrian crossing policy
- Travel to School – plans for each school to make daily journeys safer, increase active travel, reduce congestion and air pollution around school sites