



Essex County Council

# Place Services and Economic Growth Policy and Scrutiny Committee

<b>10:30</b>	<b>Thursday, 17 January 2019</b>	<b>Committee Room 1, County Hall, Chelmsford, CM1 1QH</b>
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**For information about the meeting please ask for:**

Lisa Siggins, Democratic Services Officer

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## Pages

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### **Private Pre-Meeting**

To be held at 9.45 am in Committee Room 1, County Hall.

**1**

### **Membership, Apologies, Substitutions and Declarations of Interest**

**5 - 5**

**2**

### **Minutes**

To approve as a correct record the Minutes of the meeting held on 22 November 2018.

**6 - 8**

**3**

### **Questions from the Public**

A period of up to 15 minutes will be allowed for members of the public to ask questions or make representations on any item on the agenda for this meeting.

On arrival, and before the start of the meeting, please register with the Democratic Services Officer.

- 4 Passenger Transport 9 - 15**  
To receive report (**PSEG/01/19**) and a presentation from Helen Morris, Head of the Integrated Passenger Transport Unit on Sunday and evening bus transport proposals.
- Councillor Ray Gooding Cabinet Member for Education and Skills and his Deputy Cabinet Member, Councillor Tony Ball will also be in attendance.
- 5 Air Quality 16 - 19**  
To receive report (**PSEG/02/19**) from Peter Randall, Senior Democratic Services Officer on the proposed recommendations following the work of the Air Quality Task and Finish Group. (**NB The draft scrutiny report referred to therein is to follow and when available will be published online, below the heading “meeting documents”- Please scroll to the bottom of page**)
- 6 Date of Next Meeting**  
To note that the next Committee activity day will be on Thursday, 21 February 2019.
- 7 Urgent Business**  
To consider any matter which in the opinion of the Chairman should be considered in public by reason of special circumstances (to be specified) as a matter of urgency.

### **Exempt Items**

(During consideration of these items the meeting is not likely to be open to the press and public)

To consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part I of Schedule 12A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, Members are asked to decide whether, in all the circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

## **8 Urgent Exempt Business**

To consider in private any other matter which in the opinion of the Chairman should be considered by reason of special circumstances (to be specified) as a matter of urgency.

## **Essex County Council and Committees Information**

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Induction loop facilities are available in most Meeting Rooms. Specialist headsets are available from Reception.

With sufficient notice, documents can be made available in alternative formats, for further information about this or about the meeting in general please contact the named officer on the agenda pack or email [democratic.services@essex.gov.uk](mailto:democratic.services@essex.gov.uk)

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If you are unable to attend and wish to see if the recording is available you can visit this link <https://cmis.essexcc.gov.uk/Essexcmis5/CalendarofMeetings> any time after the meeting starts. Any audio available can be accessed via the 'On air now!' box in the centre of the page, or the links immediately below it.

Should you wish to record the meeting, please contact the officer shown on the agenda front page

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## Agenda item 1

**Committee:** Place Services and Economic Growth Policy and Scrutiny Committee

**Enquiries to:** Peter Randall, Senior Democratic Services Officer

### **Membership, Apologies, Substitutions and Declarations of Interest**

#### **Recommendations:**

To note

1. Membership as shown below
2. Apologies and substitutions
3. Declarations of interest to be made by Members in accordance with the Members' Code of Conduct

#### **Membership**

(Quorum: 5)

Councillor I Grundy  
Councillor B Aspinell  
Councillor T Ball  
Councillor T Cutmore  
Councillor A Erskine  
Councillor S Hillier  
Councillor P Honeywood  
Councillor D Kendall  
Councillor B Massey  
Councillor C Pond  
Councillor R Pratt  
Councillor W Schmitt  
Councillor C Weston  
Councillor J Young

Chairman

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**Minutes of the meeting of the Place Services and Economic Growth Policy and Scrutiny Committee, held in Committee Room 1 County Hall, Chelmsford, CM1 1QH on Thursday, 22 November 2018**

**Present:**

Councillor I Grundy (Chairman)	Councillor D Kendal
Councillor T Ball	Councillor J Moran
Councillor T Cutmore	Councillor C Pond
Councillor A Erskine	Councillor A Wood
Councillor S Hillier	Councillor C Weston
Councillor P Honeywood	Councillor J Young

Councillors B Aspinell (part of the meeting only) J Deakin, M Steptoe, C Sargeant and A Turrell were also present.

The following officers were present in support throughout the meeting:

Peter Randall - Senior Democratic Services Officer

Lisa Siggins - Democratic Services Officer

**1 Membership, Apologies, Substitutions and Declarations of Interest**

The report of the Membership, Apologies and Declarations was received, and it was noted that

1. The membership of the Committee was unchanged since the last meeting;
2. Councillors Ron Pratt and Wendy Schmitt had sent their apologies. Councillor B Massey had sent his apologies, Councillor J Moran attended as his substitute. Councillor Apsinell attended part of the meeting as an observer, Councillor Andy Wood attended the whole meeting as his substitute.
3. A Code interest was declared by Councillor C Pond with regard to Agenda Item 4 (Essex Future Library Services), in that he is an Honorary Fellow of the Chartered Institute of Library and Information Professionals (CILIP).

**2 Minutes**

The minutes of the meeting held on Thursday, 18 October 2018 were agreed as an accurate record and were signed by the Chairman.

**3 Questions from the Public**

There were no questions from the public

**4 Essex Future Library Services**

The Committee received report **PSEG/14/18** from Suzanna Shaw Director for Customer Services. Councillor Susan Barker Cabinet Member for Customer and Corporate and Liz Sutton, Senior Communication and Engagement Specialist were also present for this item.

Members were informed that there would be a 12-week public consultation commencing at 9am on 29 November 2018, ending at midnight on 28 February 2019. There will be a number of briefing sessions open to all ECC, city, district and borough councillors.

A PowerPoint presentation was given on the Essex Future Libraries Services Strategy 2019-2014 which included:

- Why a new strategy is needed
- What is being proposed
- How needs have been assessed
- The 4 different tiers
- Who may be affected
- Methods of consultation
- How can people respond
- How people are being informed
- When things happen will happen

Following the presentation, members were invited to ask questions and the key areas raised included:

- When the consultation document would be available to the Committee to view – it was agreed that the document would be circulated as soon as it was available.
- Community libraries and how they would be affected – It was confirmed that this would depend on the different tenures involved and that Councillor McKinlay would be providing a report on the property aspect concerning libraries
- How the responses to the consultation would be analysed and the cost involved- it was confirmed that this would be conducted externally but at present the procurement process had not been finalised
- Opening hours of libraries – it was explained that this would be dependent upon the outcome of the consultation
- Clarification of the 4 tiers involved- it was confirmed that those falling within tier 4 would be run purely by volunteers. Concerns were raised about the state of some of the premises. It was stated that the above-mentioned report due from Councillor McKinlay would look at this issue and that further information would be available later in the consultation process.
- Concerns over the timing of the consultation falling over the Christmas holiday period

- The use and siting's of mobile libraries – This has yet to be finalised and data will be provided shortly

On behalf of the Committee, the Chairman thanked all those involved in the presentation and stated that it would be useful for an update be provided to the Committee shortly after the consultation ends.

**5 Future meeting dates**

The following future meeting dates were agreed:

- Thursday 23 May 2019
- Thursday 20 June 2019
- Thursday 18 July 2019
- Thursday 26 September 2019
- Thursday 17 October 2019
- Thursday 28 November 2019
- Wednesday 18 December 2019
- Thursday 23 January 2020
- Thursday 20 February 2020
- Thursday 19 March 2020
- Thursday 23 April 2020

**6 Date of Next Meeting**

The Committee noted that the next activity day will be on Wednesday, 12 December 2018.

There being no urgent business the meeting closed at 1.50 pm.

**Chairman**

		<b>PSEG/01/19</b>
<b>Committee:</b>	<b>Place Services and Economic Growth Scrutiny Committee</b>	
<b>Date:</b>	<b>17 January 2018</b>	
<b>Report title:</b>	<b>Passenger Transport – Sunday and Evening Bus Services</b>	
<b>Enquiries to:</b>	<b>Peter Randall, Senior Democratic Services Officer Peter.randall@essex.gov.uk</b>	

### **Background**

Following a private briefing session to members of the Place Services and Economic Growth Policy and Scrutiny Committee on the 12<sup>th</sup> December 2018, it was requested that a further, public session be scheduled for January 17<sup>th</sup> on the subject of Passenger Transport – with a particular focus on the ongoing consultation and proposals for Sunday and evening bus services.

### **Session Aims**

Members will be briefed on consultation progress, as well as further information and emerging conclusions surrounding the wider proposals for Sunday and evening bus services.

Members will also receive briefings on efforts to adapt local services according to usage as well as devolution/localisation – as requested at the December 12<sup>th</sup> Briefing (Appendix A & B).

### **Recommended actions**

Members are asked to consider the attached reports, provide comment and discuss proposals.

Members will then be asked to discuss proposals and provide a formal response to the consultation – coordinated by democratic services officers.

## SCRUTINY COMMITTEE: LOCAL BUS BRIEFING

### Issue

1. Scrutiny Committee have asked to explore two issues:
  - a. Devolution and localities
  - b. Shaping the local bus network around usage

### Consideration

#### ***Devolution and localities***

##### *Devolution*

2. Devolution: at the core of devolution is a principle that services are best commissioned as closely as possible to users. The expectation is that proximity provides a better understanding of need, better transparency, improved accountability and ultimately better services and outcomes. Historically supported local bus services have been commissioned at a county level because the following sit at that level:
  - statutory responsibility for reviewing provision;
  - legislative, market and procurement knowledge;
  - responsibility for other similar services, such as concessionary travel scheme;
  - the cross-area nature of many services;
  - the relationship with the wider transport network.
3. However, there are many local services such as shopper buses, where responsibility for commissioning these services could be devolved to community groups. We already devolve the delivery of services to people who can't access mainstream public transport to our Community transport schemes, so a precedent already exists.
4. *Key Questions for Scrutiny:*
  - What types of services might be most appropriate for devolution?
  - Which local organisations might be most appropriate to devolve to?
  - What are the issues to be considered as part of devolution?
  - What would we need to put in place to ensure it worked well?

##### *Localities*

5. Essex is hugely diverse. Supporting a sustainable bus network means that we also need to reflect that diversity in our services. We already have a very diverse range of services across Essex, from high frequency commuter routes to demand responsive minibuses. We are keen in our planning to ensure

we're reflecting these different approaches as well as possible. We've developed a guide to helping us understand these services. This includes identifying broad areas for planning and also a way of understanding the different customer flows. This is illustrated at Appendix B

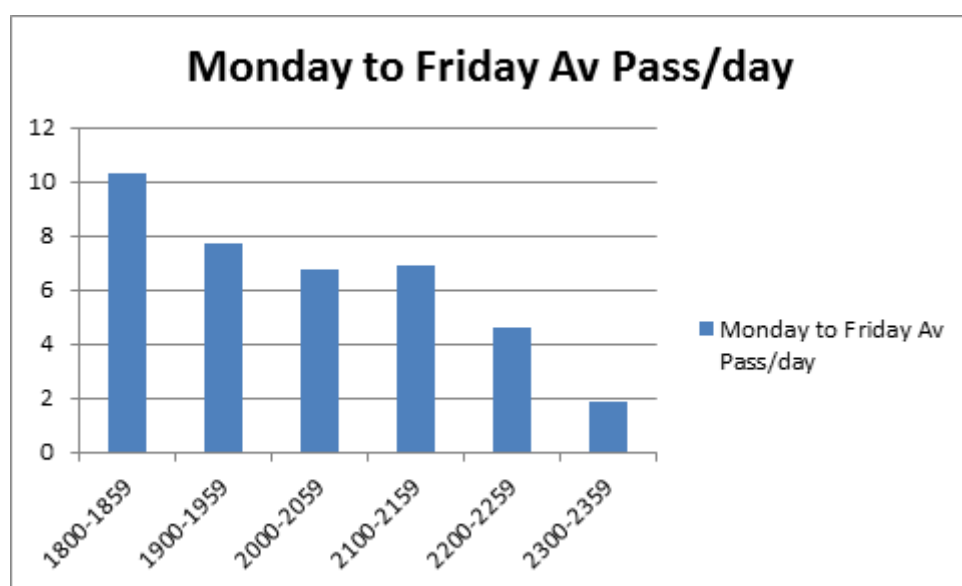
6. *Key Questions for Scrutiny*

- Are the geographical areas we're proposing valid?
- Are there other geographical approaches that would work better?
- Are our geographical lenses of urban, feeder routes and rural hinterland helpful in terms of thinking about the different types of service?
- What other issues should we consider?

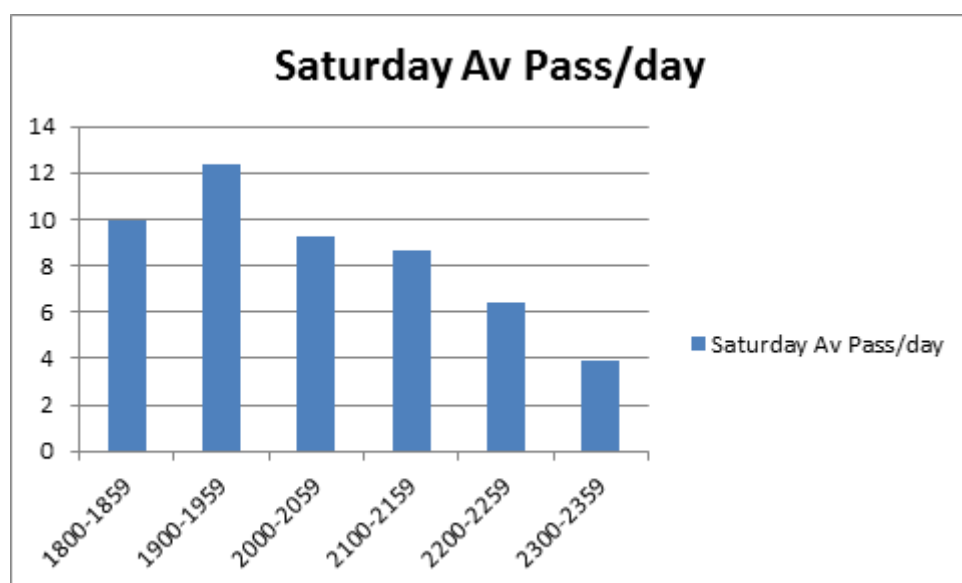
***Shaping the local bus network around usage***

7. Bus usage has been in steady decline nationally and across Essex, declining by 2.9% in England outside of London over the year to September 2018. Annual statistics for Essex are due shortly and we will ensure we circulate a copy to you when they are published. However we expect to see a fall in Essex too.
8. In order to use taxpayers money to deliver the best overall outcome possible, we seek to maximise the network within the resources available, focusing support on as many services and passengers as possible. Historically we have done so by using a £5 per passenger journey measure for a service. This remains valid as a whole service assessment and we are not proposing to change that long standing measure. However, with the advent of electronic ticket machines we are now more easily able to understand the specific journeys that people are making. This means that we can better target support – so far example by reducing individual low use journeys rather than by removing a whole service, which might have uneven usage.
9. We have looked first at the data for supported evening and Sunday services.

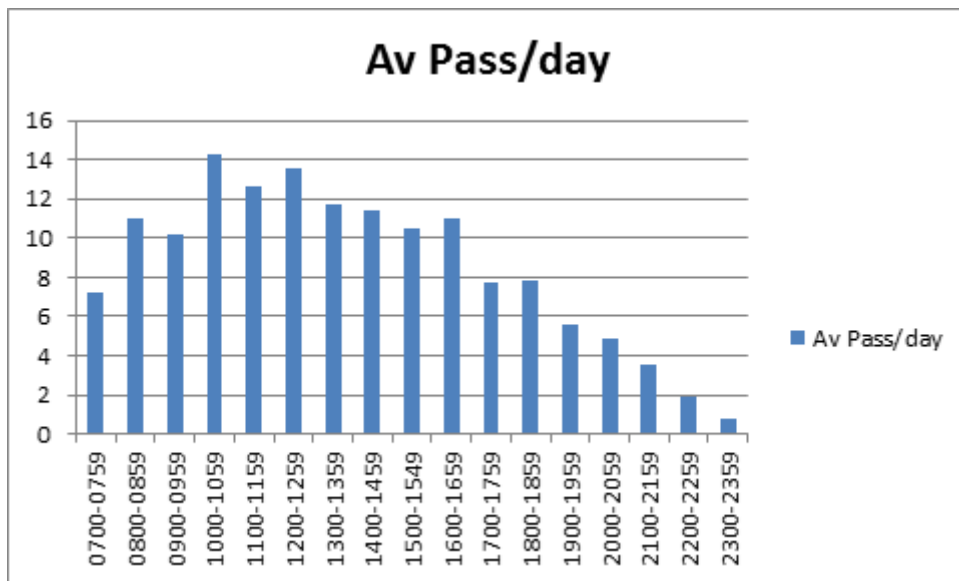
10. The following graph shows the average passenger numbers travelling by time band after 6pm by journey on Mondays to Fridays:



11. The following graph shows the average passenger numbers travelling by time band after 6pm by journey on Saturdays:



12. The following graph shows the average passenger numbers travelling by time band by journey on Sundays:



13. The data shows that there is a point for all supported services where passenger numbers drop below six on a journey. This is at 10pm on weekdays; 11pm on Saturdays; and 7pm on Sundays.
14. We are therefore consulting on a policy that shapes the network around usage on this basis. This is because support for a bus service is unlikely to be cost effective once passenger numbers are lower than 6; nor is it likely to be the best approach environmentally. Consultation is open until 22 March 2019.
15. This shaping approach will mean that:
- 92% of journeys on Monday to Friday evenings will continue to be able to be made.
  - 98% of journeys on Saturday evenings will continue to be able to be made.
  - 90% of passenger journeys on Sundays will continue to be able to be made – although passengers on some services that currently run at a higher frequency may need to re-time.
16. *Key Questions for Scrutiny:*
- What local measures might be possible to support those passengers travelling after these times – this will be five or less people?
  - What are the issues that will matter to people?
  - What are the key travel times on Sundays?
  - What other criteria might be considered for exceptions?

# Geographical localities lens

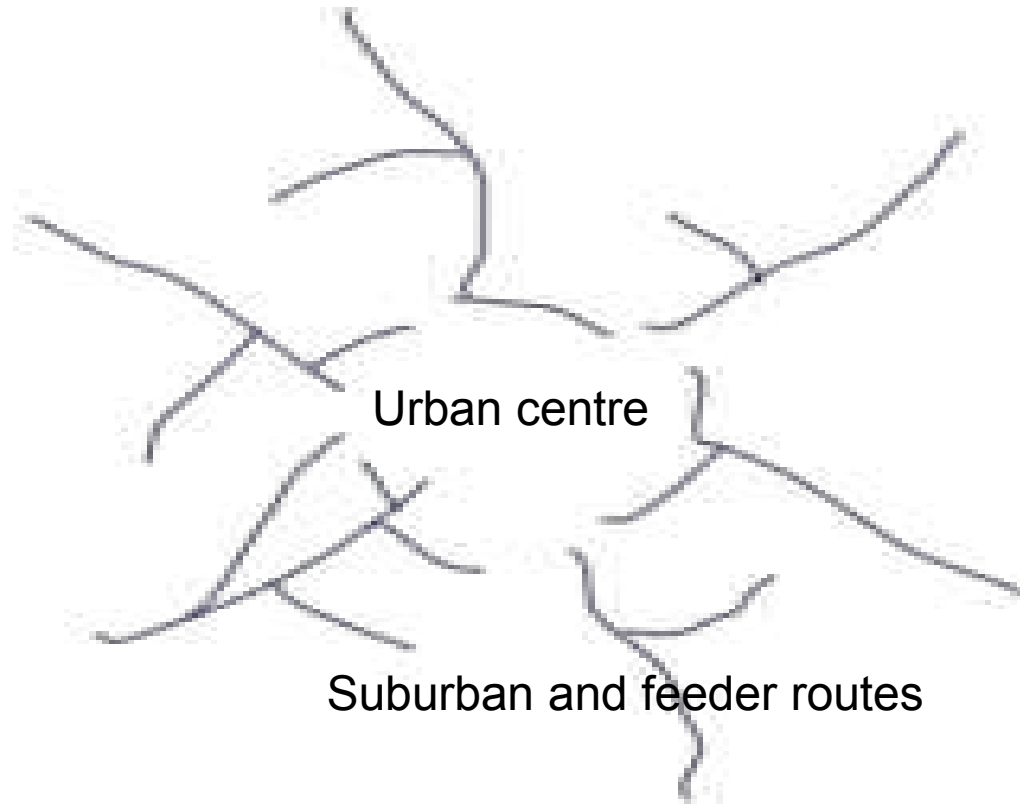
Four localities:

- Chelmsford
- Colchester - Braintree
- Harlow-Stansted
- Brentwood-Basildon-Rochford

Three lenses:

1. Urban centre
2. Suburban and feeder routes
3. Rural hinterland

# Geographical lens



Rural hinterland

		<b>PSEG/02/19 AGENDA ITEM 5</b>
<b>Committee:</b>	<b>Place Services and Economic Growth Scrutiny Committee</b>	
<b>Date:</b>	<b>17 January 2018</b>	
<b>Report title:</b>	<b>Air Quality Task &amp; Finish Report</b>	
<b>Enquiries to:</b>	<b>Peter Randall, Senior Democratic Services Officer Peter.randall@essex.gov.uk</b>	

### **Background**

In December 2017 the following motion was adopted by Full Council:

*This Council notes that the Place Services and Economic Growth Policy and Scrutiny*

*Committee is undertaking a review of air quality issues and asks that Committee to*

*consider the following suggestions and make appropriate recommendations to the Cabinet Member, as part of the review:*

- 1. Adopt an overarching Council Air Quality Improvement Policy.*
- 2. Ensure that services provided or commissioned by the Council are conducted with proper regard to their effects on air quality, and that contractors abide by the provisions of the overarching policy.*
- 3. Phase out the payment of expenses to those driving the most polluting vehicles, and enhance cycle and car-sharing mileage provision*
- 4. Encourage Her Majesty's Government to institute a scrappage scheme for the most polluting private and commercial vehicles.*
- 5. Ensure that the Council's comments on any Local Plan require public transport infrastructure, modal shift, and electric vehicle facilities be a central part of that Plan.*
- 6. Enter dialogue with Her Majesty's Government and Local Planning Authorities to ensure that reduction of air pollution is properly considered in planning determination.*
- 7. Support inter-urban and rural cycling and walking (including PROW) so as to provide safer off-road routes.*

Following a briefing to the whole committee at the May Place Services and Economic Growth Policy and Scrutiny Committee it was agreed that the committee would embark on a piece of task and finish work. This would be split into three distinct strands of investigation:

- Public Health and Technology
- Highways & Transportation
- Planning

Membership of the three Committees was agreed as below:

<b>Public Health and Technology</b>	<b>Highways and Transportation</b>	<b>Planning</b>
Cllr Ian Grundy (Chairman) Cllr Julie Young Cllr Wendy Schmitt Cllr Tony Ball Cllr Bob Massey	Cllr Chris Pond (Chairman) Cllr Stephen Kendall Cllr Ron Pratt Cllr Paul Honeywood	Cllr Stephen Hillier (Chairman) Cllr Barry Aspinell Cllr Terry Cutmore

Evidence gathering for all three subgroups took place between September and December 2018. This is detailed in the draft report (to be distributed following agenda publication).

### **Summary of Recommendations**

A summary of report recommendations can be found below:

#### **Planning:**

1. Essex Design Guide (EDG) – the ECC planning team should work with the EPOA to include a section on air quality and environmental factors as part of online ‘front page’. The EPOA should strongly encourage each district to adopt the EDG as supplementary planning guidance.
2. ECC should use its chairmanship of the EPOA to work more closely generally with district partners to ensure that air quality remains a constant priority
3. A further conversation around how we can use innovative design to encourage modal shifts towards sustainable transport (cycling/walking) is required - this should take place at a later Place Services & Economic Growth full committee meeting. This should also include conversations around congestion charges, local economic sustainability and workplace parking levies.
4. Essex County Council need to be considering the environmental impact of local plans before sign off, and should oppose aspects of plans which will worsen air quality.
5. Clear focus needs to be given to Garden Communities projects and how sustainable transport provision and green infrastructure are being incorporated into plans.

## **Highways/Transport:**

6. ECC should be working with Parking Partnerships to explore how surpluses can better be spent to encourage modal shifts towards sustainable transport. This could include on road & off-road enclosed cycle parking spaces, and an investigation into the potential to increase parking charges for more polluting vehicles.
7. ECC should commit to all new highway's infrastructure projects containing some form of green infrastructure to mitigate air pollution.
8. Cycle storage should be made an absolute priority with ECC adopting a case study approach - partnering with rail providers, district authorities and passenger transport providers to provide sheltered cycle storage at all major transport hubs.
9. ECC should explore the impact of reducing speed limits in residential areas. We need to better understand how much this will improve safety for cyclists/walkers and whether slower cars will have a net positive/negative impact on the levels of air pollution.
10. More dynamic and intelligent cycle signage needs to be put in place, ensuring that routes are clearly marked. There also needs to be a dedicated budget for cycle route and footpath maintenance as well as signage upkeep, particularly around schools.
11. Councillors provide vital local insight and need to be kept more informed around the work we are doing to improve provision for sustainable transport. Key officers should engage with local highways panels on a semi-regular basis. A member development session on modal shift policy and sustainable transport should be organised for the first half of 2019.
12. Further clarity needs to be provided on the role and remit of Local Highways Panels in regard to the formation of local modal shift policy.
13. Air quality should feature as a distinct element of both the future highways strategy and revisions of the local transport plan.
14. ECC should hold high level conversations with Highways England around pollution on the roads for which they are the highways authority.
15. An update should be provided to the committee regarding the potential for LED lampposts to include inductive electric car/bike charging through lamp posts as well as air quality monitoring equipment.
16. Where work has been started on the shutting down of rat runs this work should be continued and extended on a periodic basis with a view to determining the feasibility of county-wide realisation.

## **Public Health**

16. In the interests of greater partnership working with local organisations ECC should 'sponsor' a PhD student at Writtle College - we need to take advantage of the asset on our doorstep and employ a dedicated researcher to explore how we can do better as a county and as an authority.

17. ECC should take a look at best practice walking/cycling to school incentive schemes to reduce pollution and congestion during peak morning/evening hours. This would also feed into the anti-obesity campaign. Successful models should be shared with schools county-wide to encourage uptake, possibly through the Parking Partnerships. ECC should also explore potential volunteer programmes to reduce instances of idling.
18. Small interventions can make a huge difference in changing Essex's car reliant culture - ECC to explore 'tactical urbanism' as an option to change behaviours. This could include Street shut down days for community events, scheduled daily road closures between set times etc. We saw how this worked well in Walthamstow.
19. ECC should revamp the Essex Air website to make it clearer and more accessible, possibly allowing for reporting of examples of bad pollution from vehicles etc.
20. ECC should explore a text/email alert system to provide updates to Essex residents with pre-existing conditions about poor air quality in their area.
21. ECC needs to show leadership on the issue of air pollution, bringing people together and coordinating the response. ECC to organise an air quality summit/conference in late 2019. This will gather together key partners from the transport, public health, local government sectors to discuss plans moving forward and partnership working.

### **Recommended actions**

Members are asked to consider the draft report (to be distributed following agenda publication) and the proposed recommendations, providing feedback and potential alterations.

Members are then asked to sign off on the draft report, subject to changes being made.