



Notice of a public meeting of

Climate Emergency Policy and Scrutiny Committee

- To:** Councillors Vassie (Chair), Baker (Vice-Chair), S Barnes, Wann, Perrett, Cullwick and Heaton
- Date:** Wednesday, 20 July 2022
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

AGENDA

- 1. Declarations of Interest**
At this point in the meeting, 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.
- 2. Minutes** (Pages 1 - 10)
To approve and sign the Minutes of the meetings held on 8 March 2022 and 12 April 2022.
- 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 have changed to 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 Monday 18**

July 2022.

To register to speak please visit 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

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates (www.york.gov.uk/COVIDDemocracy) for more information on meetings and decisions.

- 4. Business Support** (Pages 11 - 16)
This report updates the committee on emissions of York's commercial and industrial sectors and what support can be provided to these sectors to reduce emissions.
- 5. York Climate Commission** (Pages 17 - 20)
The Committee to meet the new Chair of the York Climate Commission and to discuss the work of the commission and the Councils collaborative work with the commission.
- 6. Model Shift in Transport** (Pages 21 - 30)
This report provides an update on Model Shift in Transport and seeks the Committee to consider how York can promote and encourage Model Shift.
- 7. Work Plan** (Pages 31 - 32)
To consider the Draft Work Plan for 2022-23.
- 8. Urgent Business**
Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

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

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

Contact details are set out above.

This information can be provided in your own language.

我們也用您們的語言提供這個信息 (Cantonese)

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

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

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

 (01904) 551550

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City of York Council

Committee Minutes

Meeting	Climate Change Policy and Scrutiny Committee
Date	8 March 2022
Present	Councillors Vassie (Chair), Baker (Vice-Chair), Fisher, Wann and Melly
Apologies	Councillors Perrett

33. Declarations of Interest

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 interests that they might have had in respect of business on the agenda.

Cllr Baker stated a non-prejudicial interest in agenda item 5 Climate Change Strategy as a member of the Real Junk Food Project which was included as a case study for the Climate Change Strategy.

34. Minutes

Resolved: That the minutes of the meeting held on 12 January 2022 be approved and signed by the Chair as an accurate record.

35. Public Participation

It was reported that there were two registrations to speak under the Council's Public Participation Scheme.

Debby Cobbert spoke about the importance of creating climate jobs and the need for closer collaborative working with partners. She highlighted the Council's Carbon Disclosure Project (CPD) score and felt that the Council needed to do more on mitigation. She also asked that the Council be bolder in reducing emissions and share ideas with local community groups.

Geoff Beacon felt that the Council needed to clarify to York residents the actions required to tackle climate change. He asked that the Council explore and publish carbon footprints in different Council wards noting that some wards collectively had larger carbon usage than others.

36. Economic Strategy

The committee received a presentation on the Council's developing Economic Strategy. Members were informed about the work undertaken with partners in the development of the Economic Strategy for the city. It was noted that the council had soft power to encourage and promote the strategy. The need for the Council to link its Climate Change Strategy and ambitions to the Economic Strategy was also acknowledged.

Members underlined the importance of tackling inequality as well as climate change. It was noted that most part time roles in the city were in lower paid sectors. Members enquired about how the Council could encourage higher paid part time opportunities with its Economic Strategy. Officers commented that there was a need for the Council to promote the benefit of flexible employment, as current recruitment challenges allowed for greater opportunities to fight for better pay and flexible employment.

Engagement with business in the city was discussed. It was noted that responses included within the report were not wholly representative of businesses in York due to the number of participants. Officers stated that during the pandemic the Council had built closer communication ties to businesses in the city. For example, a bulletin for small businesses had been produced by the Council and communication had been established with York Business Improvement Federation of Small Businesses, and the Chamber of Commerce. Discussion took place about how the strategy could work to encourage partnership with businesses, to promote greener practices and to assist with actions such as retrofitting.

A discussion took place on the strategies focus on inclusive and sustainable growth. Members asked that a focus on sustainability be added to economic growth so that the city could be environmentally sustainable. They confirmed that by linking the strategies the aim of the Economic Strategy would be beneficial to the Council's Climate Strategy.

Resolved:

- i. That the update on the emerging York Economic Strategy and provided comments on the proposed strategy be noted.

Reason: To ensure the Climate Change Policy and Scrutiny Committee have the opportunity to feed into the York Economic Strategy.

37. Climate Change Strategy

The Committee received a presentation on the York Climate Change Strategy. Officers outlined data that had been collated and used in the development of the strategy to its current stage. Each sector's required emission reductions were outlined. Members were informed that it was required for the York to reach a reduction of 54% of emissions in 2019 by 2030. The Core Principles for the strategy were outlined as well as stakeholder perspectives and a sample of case studies.

Members noted the importance of case studies highlighting that they provided clear examples of opportunities and possibilities for the city. The Committee also noted that they would encourage people to suggest new case studies and requested that a wider range of studies be available online. In discussion about the stakeholders involved in the Strategy, Members enquired as to whether the Citizens Panel were part of the City Partners group. It was confirmed that there was no current representation from the Citizens Panel on the group. Officers stated that representation from the Citizens Panel would be investigated further.

Discussion took place on the importance of reducing energy usage in new and existing buildings within the city. It was confirmed that work was currently being undertaken on Local Energy Plans which could compliment the Climate Change Strategy. The tackling of fuel poverty was raised as a key objective within the Climate Change Strategy. Members noted the impact of having the choice and access to low carbon appliances, as well as the importance of promoting cultural shifts to reduce the base use of carbon.

The Committee discussed the CDP report card for the Council. It was noted that the Council had received a B grade overall and this had been broken down to an A for adaptation and a C for mitigation. Officers confirmed that the Council performed better than other local authorities in the region for adaptation and was on par for mitigation. It was confirmed that the Climate Change Strategy was not complete and agreed that this had impacted the Council's grade. When the Climate Change Strategy was complete it was felt that the Council would receive an A grade on the new CDP report card. Members noted that the CDP report card would provide further data for the Council to compare progress against other Local Authorities. Further discussion took place in which the challenges of identifying and tackling Scope 3 emissions. Members agreed that it was important for the city to seek to tackle scope 1, 2, and 3 emissions.

Officers confirmed that work was currently underway to link work on the Climate Change Strategy to the Economic Strategy and the Health and

Wellbeing Strategy. It was confirmed that this should not delay the completion of the Climate Change Strategy and it was expected the three strategies would be considered by Full Council in July 2022.

Resolved:

- i. To request that officers consider adding a member of the Citizens Panel to the City Partners stakeholder group;
- ii. Noted the core principles of the Climate Change Strategy and agreed to further consider the strategy at the 12 April 2022 meeting of the Committee.

Reason: To ensure the Committee has the opportunity to feed into the Climate Change Strategy.

38. Work Plan 2021/22

The Committee discussed the meeting on 12 April 2022. They agreed that they would add the Climate Change Strategy to the work plan and would delegate this to the Chair and Vice Chair to ensure that they had sufficient time to consider the Climate Change Strategy.

Resolved:

- i. To delegate to the Chair and Vice Chair to ensure the sufficient time to consider the Climate Change Strategy.

Reason: To ensure the Committee has a work plan of items for 2021/22.

Cllr Vassie, Chair

[The meeting started at 5.33 pm and finished at 7.35 pm].

Meeting	Climate Emergency Policy and Scrutiny Committee
Date	12 April 2022
Present	Councillors Vassie (Chair), S Barnes, Wann, Perrett, Melly and Fenton
Apologies	Councillors Baker

39. Declarations of Interest

At this point, Members were asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on the agenda. None were declared.

40. Minutes

It was confirmed that a previously approved set of minutes had been attached to the agenda in error. The minutes from the 8 March 2022 will be taken to the next Committee meeting.

41. Public Participation

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

Flick Williams asked where was a plan for disabled people noting that she felt it was absent from the Climate Change Strategy. She suggested that the Council needed to address disabled mobility needs and avoid making disabled individuals victims of eco-accessism.

Dave Merrett stated that he was disappointed by the Climate Change Strategy and noted that it needed to be more ambitious. He noted the Council's stated ambition on climate change and outlined the work required in areas such as building retrofitting to achieve those aims.

Debby Cobbett noted that 3 years since the climate emergency was declared by the Council that she felt insufficient work had taken place. She also questioned the data provided in the report on areas such as carbon footprints which she felt other data calculators showed less favourable

statistics to the ones the Council had used. She asked that the Council look to Council's such as Leeds regarding the work they were undertaking.

Kate Lock questioned why there was a lack of vision or actions within the Climate Change Strategy. She also asked why there was little details on the risks associated with climate change, noting that this was likely more than just increased flooding. She also suggested that the Council were being less ambitious than was required.

Kate Ravilious spoke on behalf of the York Cycle Campaign and she noted that the latest Intergovernmental Panel on Climate Change (IPCC) report showed the challenge to address climate change. She noted that she felt the Council had not outlined in its Climate Change Strategy how it would achieve its carbon reduction ambitious and noted that it didn't show how it would address a reduction in cycling in York since 2014. She asked that the Council look at best practice from other councils and that they complete the Councils Transport Strategy before making a decision on new car parks.

Tom Franklin spoke as the Chair of the York Green Group and noted that it was good to see a Climate Change Strategy and plans for things such as zero carbon homes. However, he noted that he felt the strategy was not ambitious enough and did not address scope 3 emissions nor would it meet the ambition set out at the Paris Climate Commission.

Richard Lane noted that the Council's Climate Change Strategy was insufficient to not exceed 1.5C global warming. He noted that plans for retrofitting looked good but that the strategy needed strengthening with clear targets on how to achieve carbon reductions.

Geoff Beacon stated that he had been excluded from providing evidence to the local plan and that some wealthier areas in York had 5 times the emissions of lower income areas. He suggested the Council needed to support those areas with higher emissions to reduce and that the Council needed to build more low carbon areas and less emphasis on building for car travel

42. Local Transport Plan 4 Update Presentation

Officers provided the Committee with an extensive presentation regarding the emerging Local Transport Strategy (LTS). It was confirmed that the Council was working to complete a LTS and not a Local Transport Plan (LTP) as additional guidance was expected from government to be able to complete the an LTP. It was confirmed that once guidance on the LTP had

been received that the Council would develop an LTP using work undertaken developing the LTS.

The Committee discussed the information provided in the presentation noting that they were disappointed in the time taken to develop a LTS. Some concerns were raised that major transport projects were being completed without a new strategy in place. The committee suggested that strategies and projects could be further joined up so that decisions made on specific projects could show why a decision was taken against the strategies being developed and in relation to climate change how they would meet carbon reduction ambitions.

It was confirmed that the Council was able to measure the projected impact on carbon reductions on major projects. Officers confirmed that they had access to the West Yorkshire Combined Authority (WYCA) calculator, it was confirmed that this was more challenging for smaller projects to effectively measure impact.

The Council's strategy regarding car parking in the city was discussed as well as case studies commissioned by the Council to support developing transport strategies, by exploring best practice at other councils.

Resolved:

- i. That officers seek permission from the Executive Member for Transport and the Civic Trust to publish case studies into best practice transport policies;
- ii. Noted the presentation on the progress in developing the Local Transport Strategy.

Reason: To ensure the Committee has the opportunity to feed into the development of the Local Transport Strategy.

43. Climate Change Strategy & Update

Officers introduced the update on the Council's Climate Change Strategy. They noted that the Climate Change strategy would show the need to act immediately and a pathway for the city to make a 54% reduction in carbon emissions on 2019 levels.

To achieve the Council's net zero carbon ambition would require the city to go beyond the emissions reduction of the pathway.

Officers also confirmed that it would be Full Council and not the Executive Member for Environment and Climate Change who would approve the final

strategy. It was confirmed that the approval of the final strategy had been delayed. This was due to a delay from the Council's Economic Strategy, which had been planned to be completed alongside the Climate Change Strategy so that the strategies could work in tandem.

The Committee noted its disappointment that a full action plan outlining required actions to be taken to achieve the targeted 54% carbon reductions across the city was not included within the strategy. Members noted the benefit that such an action plan could have even if actions could not currently be costed or were outside of the Council's primary control. They also gave examples of how other local authorities had created strategies with additional detail on how they would deliver against targets.

Officers confirmed that specific actions plans, which were separate to the consideration of the Climate Change Strategy, had been considered. Members were informed that progress review of current and future actions undertaken and planned for the next 18 months, would be discussed at the 11 May 2022 Executive Member for Environment and Climate Change. It was confirmed that the decision on these actions could be brought to the Committee for scrutiny.

Members noted that it was necessary to include and engage local residents when tackling Climate Change and that the Council needed to focus on widening participation. The Chair of the York Climate Commission would be in attendance at the Committee's July meeting, which would give the Committee the opportunity to discuss with the Chair of the Commission how they could include residents groups and trade unions in its meetings. Members also discussed engagement with local residents in the city to ensure that groups such as disabled residents were not left behind when taking actions to reduce carbon emissions.

Members highlighted the importance of performance measurements in regards to the Council's actions to reduce emissions. This would allow the Council to understand the level of impact its actions were having as well as providing further evidence when identifying gaps in funding that were required to meet the Council's carbon reduction goals.

It was noted that the Council's current plans would not be compliant with the Paris Climate Accord and Members considered how investment and funding could be accessed to try and achieve the objectives set out in Paris. Members also discussed whether the Council could explore its own investments in new technology and services that could reduce carbon emissions and generate a profit for the Council which could be invested back into Council services.

Resolved:

- i. 18 month action plan be added to the Committee's work plan for its meeting on the 20 July 2022.

Reason: To ensure the Committee has the opportunity to scrutinise the Council's carbon reduction actions against the developing Climate Change Strategy.

Cllr Vassie, Chair

[The meeting started at 5.30 pm and finished at 8.19 pm].

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20 July 2022

Climate Emergency Scrutiny Committee

Report of the Head of Carbon Reduction

Portfolio of the Executive Member for Environment and Climate Change

Business Support

Summary

1. Processes associated with the commercial and industrial sector contribute almost 6% of emissions in York. However, the business carbon footprint is much larger than this through the contribution of energy usage from commercial buildings and from fleet and freight.
2. Achieving York's climate change ambition of becoming a net zero carbon city by 2030 will require all businesses in York to make changes in how they operate. There are number of existing and planned services available to businesses to support them in this transition.

Recommendations

3. Scrutiny Committee is asked to:
 - i. Consider the contents of this report on Business Support

Reason

The impact of the commercial and industrial sector contributes to our city-wide emissions. Decarbonisation of business is essential in meeting our climate change ambition.

Background

4. Processes associated with the commercial and industrial sector contribute 6% of the total carbon emissions in York. However, the overall contribution from businesses is much larger through energy usage associated with commercial buildings, fleet operation, freight, material consumption, waste and business supply chains.

5. Addressing emissions associated with business cuts across several of the themes and objectives within the Draft York Climate Change Strategy.
6. There a number of local, regional and national support services available to businesses to support their transition to net zero.

Local Support Services

7. The Economic Growth team staff work to encourage new businesses into the City and also support businesses on a one to one basis by:
 - providing advice and guidance on a wide variety of economic topics
 - looking to create employment opportunities
 - attracting and supporting businesses
 - helping to shape the workforce of the future
8. The Carbon Reduction Team are working with the Economic Growth Team to create a comprehensive checklist for business sustainability. The checklist will be used to advise businesses on what areas they need to look at when considering sustainability as well as provide signposting to other useful services and links on where to get more information and funding.
9. The newly launched York Sustainability Clinic is an initiative which is part of the Environmental Sustainability Academy at York (ESAY). The clinic offers students at University of York practical experience related to environmental sustainability. A recent pilot saw undergraduates supporting local businesses to develop sustainability action plans and solve real world environmental issues. The clinic is planning to be introduced as part of the main university programme in September 2023.
10. First York recently launched the York Go-Greener Fund with £20,000 allocated to help small businesses in retail, leisure and hospitality encourage eco-friendly high street spending and boost customer-led sustainable growth. The fund is supported by the FSB (Federation of Small Businesses) in North Yorkshire and the York & North Yorkshire Growth Hub.

Regional Support Services

11. Run by Leeds City Region Enterprise Partnership in partnership with York & North Yorkshire Local Enterprise Partnership (Y&NY LEP) the Resource Efficient Business (REBiz) programme provides advice and

financial support for small or medium-sized enterprises (SMEs) to become more resource efficient (energy, water, waste) as well as develop circular economy business models and practices. This programme is available to businesses across West and North Yorkshire. Support includes:

- Free resource efficiency audits worth to £1,200
- 40% funding towards capital investment projects to a maximum £40,000 grant
- Free circular economy consultancy of up to 30 days intensive support

12. The Y&NY LEP has recently launched their Free Net-Zero Business Toolkit, this includes:

- 6 'Benefits to Business guides' and checklists around the circular economy to:
 - a. Learn about the circular economy, and how it benefits businesses
 - b. See real-life case studies to show the ideas in action
 - c. Use an action-focused checklist, to help take the knowledge from the guides into business action
- Carbon and Circular Economy Toolkit, comprising of:
 - a. Carbon questionnaire – asks questions about different areas of business operations that create carbon emissions
 - b. Carbon Footprint analysis – identifies how much and where carbon is produced, as well as giving a circularity level. This tool offers checklists and frameworks to help to improve hotspot areas
 - c. Circular Economy Toolkit – provides an introduction to the circular economy and assists with baselining, exploration, prioritisation and planning for the circular economy

National Support Services

13. The SME Climate Hub is a global initiative that asks businesses to pledge a commitment to cutting carbon emissions in half by 2030 and to reach 'net zero' by 2050 or sooner. They have developed free, practical resources specifically tailored to support SMEs on their net zero journey

through strategic emission reductions and opportunities for climate leadership.

14. Business in the Community (BITC) work and campaign to continually grow businesses responsible practices, uniting efforts for greater social and environmental impact in communities. They focus on:
 - developing a skilled and inclusive workforce
 - ensuring work is good for everyone
 - innovating to sustain and regenerate the planet
 - building thriving communities
15. Ashden's mission is to accelerate transformative climate solutions and build a more just world. Their awards, events, networks and analysis support climate innovation in the UK and developing countries.
16. Energy Saving Trust is an independent organisation working to address the climate emergency. A respected and trusted voice on energy efficiency and clean energy solutions, they:
 - work towards a smart, decarbonised, decentralised energy system.
 - empower millions of householders every year to make better energy choices.
 - deliver transformative energy programmes working with governments.
 - support businesses with energy efficiency strategies, research, assurance and communications, enabling them to play their part in building a sustainable future.
17. WRAP is a climate action NGO working around the globe to tackle the causes of the climate crisis and give the planet a sustainable future, working specifically to change the way things are produced, consumed, and disposed of, to reduce waste. They will work collaboratively on a Voluntary Business Agreement to enable action across the entire supply chain
18. Carbon Trust supports organisations globally to accelerate towards Net Zero. Seeking smarter ways to work, from target setting, Net Zero pathways, assurance and footprinting, to policy advice, strategy setting and programme delivery.

Implications

- **Financial** – There are no financial implication associated with the report.

- **Human Resources (HR)** – There are no HR implications associated with the report.
- **Equalities** – There are no Equalities implications associated with the report.
- **Legal** – There are no legal implications associated with the report.
- **Crime and Disorder** – There are no crime implications associated with this report
- **Information Technology** – There are no IT implications associated with this report
- **Property** – There are no property implications associated with this report

Contact Details

Author:

Shaun Gibbons
Head of Carbon Reduction
Corporate Strategy

Chief Officer Responsible for the report:

Claire Foale
Assistant Director Policy and Strategy

Report **Date** 12/07/2022
Approved

Wards Affected:

All

For further information please contact the author of the report

Background papers

First Bus Go-greener Fund Winners

<https://www.ynygrowthhub.com/blog/news/york-go-greener-fund-winners/>

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20 July 2022

Climate Emergency Policy Scrutiny Committee

Report of the Head of Carbon Reduction
Portfolio of the Executive Member for Environment and Climate Change

York Climate Commission

Summary

1. In response to the climate emergency, the Executive Member for Environment and Climate Change approved the establishment of York Climate Commission (the Commission) in December 2020.
2. The Commission was established following a recommendation in the 'Zero Carbon Roadmap for York (Leeds University, August 2020), that an independent York Climate Commission could help draw actors together and build capacity to take and track action towards our climate change ambition.
3. Updates on the activity of the Commission are included in City of York council's monthly Climate Change e-newsletter.

Recommendations

4. Scrutiny Committee is asked to:
 - i. Consider the contents of this report on York Climate Commission

Reason

York Climate Commission is an independent organisation promoting leadership in the city on climate change

Background

5. York Climate Commission is part of the Place based Climate Action Network (PCAN); an Economic and Social Research Council (ESRC) supported team of researchers with a remit to create impact, engagement and knowledge sharing that delivers local climate action.
6. Recognising that no single organisation has the power, authority, resources or ability to achieve the city-level change needed to deliver our climate ambition, it is necessary to bring together key partners across the city to create shared ownership and accountability, and also to benefit from the collective experience and expertise that exists within York.

Role of the Climate Commission

7. The role of York Climate Commission is to:
 - Promote leadership in the city on climate change, encouraging stakeholders to take effective action now, while maintaining a long term perspective.
 - Provide authoritative independent advice on the most effective steps required to meet the city's carbon reduction target so as to inform policies and actions of local stakeholders and decision makers.
 - Monitor and report on progress towards meeting the city's carbon targets and recommend actions to keep on track.
 - Make the economic case for project development, implementation and investment in low carbon and climate resilient projects in the city; and promote best practice in public engagement on climate change and its impacts in order to support robust decision-making.
 - Bring together major organisations and key groups in York to collaborate on projects that result in measurable contributions towards meeting the city's climate reduction target.
 - Act as a forum where organisations can exchange ideas, research findings, information and best practice on carbon reduction and climate resilience

Membership

8. Membership of the Commission is open to individuals representing key organisations from the public, private and civic sectors across the city who can contribute to the development and delivery of a low carbon and/or climate resilient economy/society in York.

9. The balance of membership of the Commission reflects the need for cross-city representation and for it to address both climate mitigation and resilience.
10. The York Climate Commission comprises of the following members reflecting the desired representation of key organisations across the city:
 - i. University of York – Pro-Vice-Chancellor for Research (Chair)
 - ii. City of York Council – Executive Member for the Environment and Climate Change & Head of Carbon Reduction
 - iii. Nestle – (TBC)
 - iv. York & North Yorkshire Chamber of Commerce – Vice President
 - v. First Group – Managing Director & Strategy Director
 - vi. Joseph Rowntree Foundation – Group Chief Executive
 - vii. York NHS Foundation Trust – Head of Sustainability
 - viii. York Minster - Director of Works and Precinct
11. Members of the Commission are recruited periodically via an open process. Individuals wishing to become members of the Commission are invited to express their interest in email to the current Chair.

Updates

12. The York Climate Commission provides updates on activity through the council's climate change e-newsletter and also provides updates, events and latest news via the website: www.yorkclimate.org.uk. The Commission can be contacted using the email address carbon.reduction@york.gov.uk

Implications

- **Financial** – There are no financial implication associated with the report.
- **Human Resources (HR)** – There are no HR implications associated with the report.
- **Equalities** – There are no Equalities implications associated with the report.
- **Legal** – There are no legal implications associated with the report.
- **Crime and Disorder** – There are no crime implications associated with this report

- **Information Technology** – There are no IT implications associated with this report
- **Property** – There are no property implications associated with this report

Contact Details

Author:

Shaun Gibbons
Head of Carbon Reduction
Corporate Strategy

Chief Officer Responsible for the report:

Claire Foale
Assistant Director Policy and Strategy

**Report
Approved**

Date 12/07/22

Wards Affected:

All

For further information please contact the author of the report

Background papers

Executive Decision Session – York Climate Commission (December 2020)

<https://modgov.york.gov.uk/documents/s144692/York%20Climate%20Commission%20Report.pdf>

Zero Carbon Roadmap for York (Leeds University, August 2020)

https://modgov.york.gov.uk/documents/s144693/Zero%20Carbon%20Roadmap%20for%20York_Leeds%20Uni.pdf

York Climate Commission – Terms of Reference

https://modgov.york.gov.uk/documents/s144694/York%20Climate%20Commission_Terms%20of%20Reference_Draft.pdf



**Climate Emergency Policy and Scrutiny
Committee****20 July 2022**

Report of the Director of Environment, Transport and Planning

Model Shift in Transport**Summary**

1. Scrutiny Committee have requested a report on how to consider modal shift in transport.
2. Modal shift in simple terms is moving transport users from the car to other more sustainable means for example from the car to the bus.
3. York's current Local Transport Plan sets a hierarchy of modes with walking as the preferred mode with car travel at the bottom.
4. However, it is a naive approach to consider that it is about turning car drivers into cyclists. The vast majority of people are to some extent multi modal. The art is removing barriers, adding incentives so that more modes are available for each journey, it is about increasing choice and potentially about disincentivising other modes.

Background

5. Achieving mode shift requires many things to influence travel choice and behaviours.
6. It is important to understand the context of where you start. York has a 40 year history of investment in sustainable transport modes which has resulted in achieving high use of these modes. Whilst there is variation in the short term trends, over the longer term trends are positive (either in absolute terms (bus up 65% since 2000), or relative terms (compared to the change in other cities). The national context is one of falling trips.

National Travel Trends

7. The following are key trends from National Travel Surveys and the Commuting in England report 1988 – 2015.
8. Commuting trips measured as commuting per person per worker and in absolute terms have declined between 1988-2015.
9. Between 1995/7 and 2013/14, England's population grew 12% while the total number of annual commuting journeys decreased from 8.5 billion to 7.9 billion.
10. The average number of annual trips taken by people in England in 2019 is comparable to number of trips in 1972/73 (NTS 2019); Most of the decrease in average trips since 2002 is due to a 13% reduction in the number of car trips taken by car drivers (NTS 2019)
11. We do not know if increased home working in response to Covid epidemic will continue into the future.
12. In York First have undertaken surveys at the Park & Ride sites as to why did people decide to use that method of transport, rather than another option:

	<u>2018</u>	<u>2022</u>
Habit / usually use the car	29%	9%
Easier / more convenient / flexible	27%	45%
Car more comfortable	15%	4%
More than one of us travelling together / pick up others	15%	3%
Don't know how / where to get the bus/coach/P&R	14%	3%
No other option	10%	2%
Car is cheaper	8%	4%
I have a (free) parking space	7%	2%
Faster	7%	16%
Don't like buses	7%	3%
No convenient bus route / have to drive out to P&R site	4%	3%
Staying late in the city centre / I can drink	3%	4%
Other (one-offs)	2%	4%

York Population Change

13. York's population increased by 38,000 people (22%) from 1991 to 2019. This population growth has not resulted in directly proportional increase in car traffic.

Traffic Trends in York

14. Based on Traffic Flow data within the City Centre pre-Covid Traffic flows have declined across City Centre Bridges

Location	AM peak	PM Peak	12 Hour
Skeldergate Bridge	24% decrease	36% decrease	26% decrease
Clifton Bridge	11% decrease	24% decrease	9% decrease
Lendal Bridge	27% decrease	13% decrease	21% decrease
Ouse Bridge	30% decrease	32% decrease	30% decrease

Behavioural Change

15. The foundation of behavioural science is the application of psychological insights into real world decision making to understand and affect behaviour. A behaviour is an action that is observable.
16. Behaviour science means understanding behaviour and developing effective interventions to influence it. Behaviour change activities includes policies, products, services and communications that are designed to make a difference to the way people act.
17. To reduce carbon in transport, will mean encouraging people to choose active travel options such as walking or cycling, or choosing public transport such as train or bus or electric vehicles instead of relying on fossil fuel transport modes. It can also mean choosing to travel less.
18. Achieving large scale behaviour change involves ‘cultural’ change amongst groups of people, involving simultaneously targeting behaviours with policy, infrastructure changes, communications and “nudges” that make it easier for people to do the right thing.
19. This is because 95% of the time our decisions are automatic and instinctive rather than rational or logical. To encourage behaviour change means understanding how and when people make decisions.

20. When looking at the current interventions and activities taking place across the City of York Council, they can be mapped to how collectively they are designed to influence behaviours.
21. Policy, infrastructure and communications are aligned to prompt modal shift – no one activity alone will achieve the desired outcome and instead, a blended approach that responds to COM-B will, over time, increase modal shift.

For example:

Capability	Motivation	Opportunity	Behaviour
Urban cycle skills Travel plans (itravel)	Active travel campaign	Active travel measures (2021-2023)	Make it easier to choose active travel
Travel plans (itravel)	First bus schedule and pricing	E-bus availability Tier / e-scooters trial	Make it easier to choose reduced carbon options
Health Trainers GP Environmental training (air pollution)	Kick the habit	Voluntary clean air zone	Prompt turning off the engine (anti-idling)

22. Nationally there is imperfect knowledge about existing options (people are more likely to use sustainable modes if they have accurate information for example about bus frequencies/ prices/ destinations, off-street cycle and walk routes etc). Can be addressed through leafletting houses, banners on street lamps and other advertising through to more resource intensive mechanisms like Personal Travel Plans feeding into targeted provision of things like cycle training and free try-out bus passes. Success rate – can be expensive (though is also very scaleable), but value for money evaluations have always suggested it is very good value for money (cheap compared to decongestion benefits achieved in comparison to infrastructure schemes like building additional highway capacity). Funding the resource intensive measures is a challenge as requires revenue funding which is uncertain without a new source (e.g. WPL/ RUC/ CIL)

23. There is the opportunity to use sticks as well as carrots to change travel patterns. Sticks actively encourage behaviour change using sometime blunt tools which affect some economic groups to a larger degree, these include:- higher parking charges, resident parking schemes, workplace parking levy, and the various forms of road user charging. Other measures include reallocation of highway space away from cars and into bus lanes and/or cycle lanes. The closure of through routes through modal filters. Restrictions to parking supply where the council is providing off street car parking. Also “moral sticks” ie publicising the adverse impacts of car use.
24. One of the challenges for York is what to do about the outer orbitals – A64 and A1237. They are increasingly congested, a decision to improve them would potentially induce more traffic, but it will also remove traffic from parts of the city where it is less desirable, and where it is probably suppressing trips by sustainable modes (e.g. outer villages, and where these highway congestion affecting bus journey times).

What CYC is already doing to target Climate Change: Current Projects and Plans

25. To enable residents, visitors, businesses to make real changes in behaviour the process needs to be supported by high quality and wide choice. CYC is focused in delivering those changes to enable all groups to make informed choices to reduce their personal carbon footprint.
26. Committed/ Funded Investment:
- York Station Gateway improved access to major transport interchange, long term decrease in parking provision
 - York Central, improved non car mode linkage
 - Castle Gateway
 - Active Travel Fund schemes/ active mode schemes
 - ZEBRA buses – delivery of high quality zero emission bus fleet
 - Public and Internal Fleet EV charging roll out, Hyper Hubs, delivery of Council Managed infrastructure.
 - Air quality (last mile delivery) project (testing last mile delivery)
 - Smart Transport Evolution Project (STEP). Implementation of new strategic model and real time model. Readiness for Connected and Autonomous Vehicles (CAV)

- City centre access management through policy and hostile vehicle measures
 - A1237 dualling A19N to Hopgrove
 - Bus Service Improvement Plan (BSIP)2022 to 2025 – Improved bus priority and targeted fare reductions
 - Hyperhubs
27. Schemes in the pipeline but funding not confirmed:
- BSIP and ZEBRA beyond 2025
 - A1237 Askham Bryan to A19N dualling
 - Haxby Station Delivery
 - A64 Hopgrove to Barton Hill dualling (not a CYC scheme)
 - National Rail enhancements on East Coast Mainline, Scarborough line and to Leeds and Manchester
 - Extend network of delivery hubs and create policy around
 - LCWIP (Cycling and Walking)development of pipeline of active travel schemes

EV Charging

28. CYC pioneered public charging for electric vehicles (EV) when launching a public charging network for EVs in 2013. These have recently been refurbished.
29. Since then the EV market has developed significantly, leading the Government to announce that all new cars and vans will need to be fully electric by 2035, with the sale of new conventional and hybrid petrol and diesel engines ending in 2030, and plug-in hybrids ending in 2035.
30. To guarantee the best result for residents, CYC continue to directly own our charging network. With two Hyperhubs opening in the last few weeks and a third at planning with a government funding bid submitted for a fourth.
31. This allows us to plan how the network will grow, set tariffs, makes us directly accountable, and enables us to deliver next generation chargers as quickly as possible. We think this is the best way to approach an issue that we recognise is key in enabling the decarbonisation of road transport

32. By maintaining ownership of a core network we can set user tariffs ensuring that we have control over one of the critical factors in delivering a charging network for all. We are also able to deliver next generation Ultra Rapid facilities that currently have a challenging business case for commercial providers, guaranteeing access for York to next generation infrastructure at the earliest opportunity.
33. The Council have adopted an Electric Vehicle Strategy that recognises the challenges of terraced streets and addresses that through city centre charging in car parks.

TIER Mobility

34. Tier have achieved modal shift onto completely new forms of transport through the scooters as part of the Department for Transport Trials. This maybe something that the committee want to understand and could invite Tier to present to them.

How do you change behaviours?

35. Investment in new infrastructure – cycle lanes, bus lanes, improved bus service frequencies, lower bus ticket prices, overcoming severance by rivers/ big roads for sustainable modes etc. Some of this is both difficult and expensive to achieve.
36. In York many of the easier things have already been done. The changes are increasingly more challenging. For instance delivering fully LTN 1/20 compliant cycle lanes is particularly difficult due to the highway layout. It also often means reallocating existing road space from one mode to another which is often difficult given the constrained space.
37. There are new opportunities to improve (e.g. the TIER scooters) but whilst positive the overall impact is small (e.g. if TIER have achieved mode shift of say 30,000 car trips, this is a small proportion of the 100 million + car trips in York over that time). Capital expenditure funding generally obtainable and some already obtained (e.g. BSIP).
38. Population churn and lifestyle changes e.g: people moving house and jobs; life events to residents, retirement; new people coming to York; changes to who lives in York (e.g. linked to house

price affordability); new spatial distributions of population (e.g. Local Plan); health challenges which cause people to change their lifestyle (could be more or less car use); rising environmental awareness; changes in post-covid working and shopping patterns; and changes in energy prices etc.

39. Consistency of approach over the medium to long term – this is identified as the key in places which have achieved effective mode shift including York. It is not individual measures so much as the cumulative effect of lots of measures (not all of which will work, necessarily) over time as population churn takes place.

What influences behaviour choice

40. A behaviour is an observable action Who does what, when and how? It is NOT a change in attitude, being aware of something, being engaged or a culture shift. It is someone doing something differently that can be measured.

41. The table below summaries factors which influence behaviour choice

Messenger	we are heavily influenced by who communicates information
Incentives	our responses to incentives are shaped by predictable mental shortcuts such as strongly avoiding losses
Norms	we are strongly influenced by what others do
Defaults	we "go with the flow" of pre-set options
Salience	our attention is drawn to what is novel and seems relevant to us
Priming	our acts are often influenced by sub-conscious cues
Affect	our emotional associations can powerfully shape our actions
Commitments	we seek to be consistent with our public promises, and reciprocate acts
Ego	we act in ways that make us feel better about ourselves

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Report approved: X

Date: 12/07/22

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Scrutiny Area	Meeting Date	Publication Date	Meeting Type	Agenda
CC	20/07/22		Committee	1) Transport mode (behaviour shift to active travel and EV – inc. charging policy and facilities residents need) and how to use it to
CC	14/09/22		Committee	1) Climate strategy (post public consultation) 2) Action plan 3) Public sector buildings inc. schools
CC	13/12/22		Committee	1) Local Area Energy plan – discussion and comments on the draft plan 2) EYC corporate emissions/performance data 3) Update on LED conversions and what's next (Solar lights trial) 4) Update on pollinator strategy – covering the alternative weed treatment trial, pesticides and mow/no mow – plan and outcomes)
CC	28/02/23		Committee	1) Tree canopy target update and Green street 2) Adaptations: Climate Risk Resilience priorities for York 3) Adaptations: Natural flood resilience project 4) Community Woodland update 5) Wild verges (creating a wildflower verge and habitat benefits) – exploring opportunities to create guide Wildflower Trust / Natural England / St Nicks Wheldrake wild verges and Hull Road wildflowering

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