



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, Nelson,
Steward and Whitcroft
- Date:** Thursday, 25 April 2024
- Time:** 5.30 pm
- Venue:** The Thornton Room - Ground Floor, West Offices (G039)

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.
- 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 25 March 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 Tuesday 23 April 2024.

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

Written representations in respect of items on this agenda should be submitted to Democratic Services by 5.00pm on Tuesday 23 April 2024.

4. Digital Residents Parking and Parking Enforcement (Pages 9 - 18)

This scrutiny report provides background to parking enforcement and follows on from the November 2022, Digital Respark (resident parking zone permit management) scrutiny report to the Economy and Place Policy and Scrutiny Committee and provides an update.

5. Electric Vehicle Gully Charging (Pages 19 - 38)

This report provides an update on the Councils deployment of gully electric vehicle charging in York.

6. Task and Finish Group update: Dial and Ride Community Transport Services

The Committee is to receive a brief update on the work of the Task and Finish Group into Dial and Ride Community Transport Services.

7. Work Plan (Pages 39 - 42)

Members are asked to consider what items they wish to consider for the Committee's 2024/25 work plan.

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

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 (Polish)
własnym języku.

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

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

☎ (01904) 551550

Declarations of Interest – guidance for Members

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

Type of Interest	You must
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) OR 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) OR 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.

This page is intentionally left blank

City of York Council

Committee Minutes

Meeting	Economy, Place, Access and Transport Scrutiny Committee
Date	27 February 2024
Present	Councillors K Taylor (Chair), Pearson (Vice-Chair), B Burton, J Burton, Fenton, Healey, Steward, Whitcroft and Vassie (Substitute)
Apologies	Councillors Hook and Nelson and Merrett (substitute for Cllr Nelson)
In Attendance	Councillor Kent, Executive Member for Environment and Climate Emergency [until 19:31]
Officers Present	Patrick Looker, Head of Service Finance James Gilchrist, Director of Environment, Transport and Planning Steve Wragg, Flood Risk Manager

23. Declarations of Interest (17:32)

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. None were declared.

24. Minutes (17:32)

Members considered the minutes of the committee's meeting held on 22 January 2024. Under item 22 (Work Plan) it was noted that the task and finish group proposals that it was agreed to bring back to the committee were those on Dial & Ride.

Resolved: To approve the minutes subject to the addition of 'on Dial & Ride' to the end of the second resolution under item 22.

25. Public Participation (17:34)

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

26. 2023/24 Finance and Performance Monitor 3 (17:34)

Officers introduced a report outlining finance and performance information for quarter 3, covering the Place Directorate service areas. Although the Council faced a challenging financial situation overall, there was a forecast underspend of over £1m across these service areas due to strong income performance from parking and waste disposal and collection.

The committee discussed the finance and performance information relating to waste and recycling. It was noted that there was a forecast underspend of £1.2m across waste disposal and collection, due in part to lower residual waste tonnages across York and North Yorkshire resulting in greater capacity for Yorwaste to collect commercial waste and pay the Council for disposal at Allerton Park, although it could not be assumed that this would be ongoing. Around 1500 properties currently paid for a second green waste bin, bringing a revenue of around £65,000, and that green waste was processed into compost by Yorwaste. It was anticipated that around 90,000 properties would pay for green bins under the changes introduced in the recent budget and confirmed that a digital self-service solution was being looked at to manage the increased scale of payments, with a human interface for those unable to use the digital system.

Members enquired about parking services. It was confirmed that the post-pandemic recovery in car park revenue had been stronger than initially anticipated. The figures in the report pre-dated the increase in parking fees agreed in the recent Council budget, and while flooding events had caused closures at the Esplanade and St George's Field car parks, officers were confident that demand would remain high. The forecast assumed that the Castle car park would remain open, as any decision on its future would need to be taken by the Executive. It was noted that the Respark scheme, which was a small net income generator for the Council, would be considered by the committee at its April meeting.

The committee also discussed vacant shops in the city centre. It was noted that council-owned properties were generally full, and while there had been an increase in the number of vacant shops since late 2022, at 9.1% this was still below the national average of 13.8%. There were complexities around what the Council could do in relation to commercial landlords but Make it York was working hard to arrange usage of vacant units for temporary shops or exhibitions.

Members raised several questions about the presentation of the data in the report, including the direction of travel for the housing indicators, whether income earned by York residents outside York was included in gross value

added (GVA) data, the number of EV charging facilities, and national and regional benchmarking information for the key performance indicators. Officers agreed to circulate responses to these questions by email to committee members.

In relation to the general financial situation, it was confirmed that officers were confident a large number of the savings identified in the recent budget would be successfully delivered, although mitigations would be needed where this was not the case. Significant due diligence work was being done by officers across service areas to ensure savings would be deliverable.

Resolved:

- i. To note the finance and performance information.
- ii. To recommend that as far as possible national and regional benchmarks be included for comparison in future finance and performance indicators.

Reason: To ensure expenditure is kept within the approved budget.

27. York's Waterworks - a health check (18:13)

Officers introduced a report providing an update on the cleanliness of York's water courses, becks and streams, and the state of drainage infrastructure. It was noted that while the Environment Agency had ultimate responsibility for water quality, a range of groups had a role to play, and that members were free to invite partner organisations to report to scrutiny.

The committee discussed clean-up after flooding events. It was noted that the clearance of silt, mud and debris from riverside paths was carried out in line with the Council's warping policy, which set out the order of priority for affected areas. Repeat flood peaks, difficult conditions and other calls on teams often made this work slow and challenging. A combination of sweepers and jettors were used by the same highways maintenance teams who carried out gritting, and officers were looking at increased coordination between Public Realm teams. It was noted that although there was always a residual risk from flooding, York was experienced in dealing with flooding events and knowledge gained had been shared with other local authorities.

Members enquired about runoff from upstream areas. It was noted that a very large river catchment in the North Yorkshire Council area drained into the Ouse, and that the Council was leading a DEFRA-funded catchment-scale project focused on targeted interventions and incentives for the

uptake of flood management measures, with a programme of works running to 2027. The Council was working with the University of York to investigate the scale of the impact of upstream agricultural runoff on water quality in the city's rivers. With reference to sewage in rivers, it was confirmed that under the government's storm overflow reduction plan, water companies would have to reduce all overflows to approved levels by 2050. Yorkshire Water were already investing in some sites in York to this end, and the Council was seeking to ensure they remained focused on this work.

The committee also discussed sustainable drainage systems (SuDS). It was noted that the implementation of Schedule 3 of the Flood and Water Management Act 2010 due later this year would see the Council become the SuDS Approving Body (SAB) for its area, and a new SAB process parallel to the planning process would need to be set up to appraise and adopt all new drainage systems serving more than a single property. This would be a significant responsibility but would bring considerable benefits, and although retrofitting SuDS was challenging, work was already being done to ensure SuDS were incorporated in all new developments.

Members also considered multiagency working. It was noted that several Members sat on Internal Drainage Boards, and that the intent to work collaboratively was very welcome. It was confirmed that the Friends of St Nicholas Fields were working with the Drainage Boards to inform maintenance work and enhance and maintain riverside environments, and that officers were advising the Friends of Rowntree Park on flood recovery.

Resolved:

- i. That the report and annexes be noted.
- ii. That the Chair, together with the Executive Members for Environment and Climate Emergency write to the relevant government minister, shadow minister, and all York and North Yorkshire Combined Authority mayoral candidates to urge that the new SuDS Approving Bodies be properly resourced, and that the mayoral candidates support the strategic objective of improving upstream flood prevention measures.
- iii. That officers pass on the committee's thanks to all staff involved in reactive flood-related work in recent months.

Reason: To deliver healthy rivers and an effective drainage system in our city and safeguard our communities from flood risk or environmental harm.

28. Task and Finish Group Review into Dial & Ride services (19:36)

Members of the Task and Finish Review group into Dial & Ride community transport services provided the committee with an update on the progress made to date. Attention was drawn to the fact that this was the first review being carried out in line with the new interim process for Task and Finish Groups.

Members discussed the challenges facing the York Wheels charity, which had provided the Dial & Ride service until December 2023. Issues were highlighted around two buses the charity had purchased with a grant from the Council from a third-party supplier, which had since gone into administration. It was noted that York Wheels was seeking a resolution as soon as possible, and that legal advice was sought as to possible next steps relating to the original manufacturer. It was confirmed that the focus was on provision for the outlying villages within the City of York Council area where demand for community transport services was greatest.

It was noted that the timescale identified in the review proposal had changed, and that a final report was now due to be ready for consideration at the committee's April meeting.

Resolved:

- i. To note the progress made to date;
- ii. To consider the Task and Finish Group's final report at the April meeting of the committee.

Reason: To progress the review of Dial & Ride community transport services.

29. Work Plan (19:52)

The committee considered its work plan for the current municipal year. It was noted that with the addition of the task and finish report on Dial & Ride, the agenda for the committee's April meeting was a heavy one, and it might be necessary to move the scheduled item on EV charging to a later meeting. Members discussed inviting the relevant Executive Members to give a review of the year's work, the implications of the Mayoral Combined Authority's economic brief for the committee's remit, and the possibility of a task and finish group to consult with residents on budget items.

Resolved:

- i. That the item on On-street EV charging scheduled for April be held over until a future meeting with date to be confirmed.
- ii. That scrutiny work planning and input from Executive Members be considered at the next meeting of Scrutiny Chairs, and that the other issues raised be held over until the committee's next informal work planning session.

Reason: To keep the committee's work plan updated.

Cllr K Taylor, Chair

[The meeting started at 5.31 pm and finished at 8.03 pm].



Meeting:	Economy and Place Scrutiny Committee Report
Meeting date:	25/04/2024
Report of:	Director of Environment Transport and Planning
Portfolio of:	Executive Member for Economy and Transport

Scrutiny Report: Digital Residents Parking and Parking Enforcement

Summary

1. This scrutiny report provides background to parking enforcement and follows on from the November 2022, Digital Respark (resident parking zone permit management) scrutiny report to the Economy and Place Policy and Scrutiny Committee and provides an update.
2. A copy of the November 2022 report is linked in the background papers and focused on issues that developed following the implementation of a new parking system and the decision to move to digital parking permits covering most of the of permit types we have. For the first time this gave residents a customer portal to self serve and there were issues particularly with this element.
3. In addition this report responds to the request to provide more background about how parking enforcement works in York.

Recommendations

4. The Economy and Place Scrutiny Committee is asked to:
 - Note the content of this report and the updates
 - To note the parking enforcement section in this report

- To note the significant drop in contacts to the councils contact centre in terms of parking issues

Reason: To update the committee on parking.

Background

Introduction to Parking Enforcement

5. Parking Services operates a number of functions to deliver the parking services for the city, parking enforcement is just one of those services.
6. Parking enforcement is administered in house with a number of Civil Enforcement Officers covering all parking restrictions that are on the highway and in car parks shown on signage, road markings and dropped kerbs.
7. In addition Automatic Number Plate Recognition enforcement is used for York's two bus lanes and we are currently upgrading the cameras and technology in these locations.
8. The Council has also applied to Government to be awarded powers to undertake moving traffic enforcement powers that will be shared with the Police. This will allow Parking Services to enforce banned turns and yellow box junction offences etc. Should this be granted the service will develop business cases for the further use and roll-out of technology to help with enforcement capacity.
9. Our Civil Enforcement Officers work partly in a responsive way and partly in a planned way. Members of the public can report parking contraventions by calling the free parking telephone hotline 0800 1381119. This helps to inform patrols and better target illegal parking, we have run a parking hotline for many years. This is an outsourced pager service dealt with by a national call centre that asks a number of questions and sends a message to all Civil Enforcement Officers of the incident.
10. Officers have a target to respond to any hotline calls within 45 minutes when on shift. If a vehicle is identified the officers will assess the situation and decide whether to issue a Penalty Charge Notice. If the vehicle has left by the time the officers have arrived it will still be noted and if more calls come in about the same area or vehicle, this will inform our regular patrols and intelligence led approach.

11. We occasionally get comments from the public that they don't see a Civil Enforcement Officer on patrol when they have called about an issue but unless there is another call ongoing the majority of the time, we can evidence that an officer did attend the call and relay what action was taken.
12. In addition officers patrol all resident parking zones on average 3 times per week at various times throughout the day and evening, 7 days a week. Civil Enforcement Officers work on a pattern of random patrols informed by observations, comments of illegal parking and hotline calls.
13. These patrols cover all council car parks except for the pay on exit car parks at Marygate and Coppergate Centre and all other areas where parking restrictions apply across the City of York Council boundary.
14. School parking issues are a significant issue and concern to the public, which is the same across the UK. As with the standard parking patrols we have scheduled patrols of schools on a planned basis with increased targeted patrols at the 20 or so schools that have the highest issues of parking offences.
15. Joint patrols with the police take place but the main issues is that officers can not be everywhere and whilst a uniformed presence will normally have the desired effect as soon as that uniformed presence has gone many parents/guardians revert to more selfish, anti social and in some cases dangerous behaviour.
16. Schools have a part to play in this and recently the Head of Parking met with the Assistant Director of Education to discuss and take forward a new policy to ask schools to more actively work with the Civil Enforcement Officers to tackle behaviours of some parents/guardians. This following an ongoing number of verbal and physical assaults by some of these parents/guardians on our Civil Enforcement Officers. This same behaviour is often directed towards teaching staff or anyone one else involved in these school patrols.
17. The service does face pressures in terms of resource and recruitment of Civil Enforcement Officers can be challenging. Currently we are carrying a number of Civil Enforcement Officer vacancies from the establishment but have approval to recruit.

18. We have delegated Civil Enforcement Officer powers to our Taxi Licensing Enforcement Officers and through our close working with that team are using their resource to cover areas around the city centre and starting to expand their coverage to school patrols as and when possible.
19. The partnership work with the Police and Schools and iTravel are part of wider package on parking compliance than just our enforcement. The service has a good working relationship with the police and is often on a number of partnership meetings that have developed into some joint operations and patrols. For example issues with food delivery drivers parking on Duncombe Place that have since dropped significantly following two operations between the police and the parking enforcement service.
20. More support from the Police on tackling the issues around schools would be welcomed, but officers appreciate it is one of a number of priorities for the police.
21. Finally the service works closely with Transport colleagues to review the parking restrictions to ensure that issues observed by Civil Enforcement Officers can be proactively dealt with and the parking restrictions are appropriate to the circumstances and enforceable.

Residents Parking IT

22. The implementation of a new parking IT system was necessary as the old system was life expired and crucially did not meet IT security compliance.
23. A decision was made by the Council to also move to virtual permits for most permit types. The new system would also allow customers to access the IT system to self serve and buy their permits with the Council supporting residents who could not access the system. This was a significant change.
24. After a process of market engagement, procurement and implementation, the new Parking IT system went live in September 2021.
25. The number of issues being raised with the council with the new system was initially significant and caused pressure on both parking services, business support teams and the contact centre.

26. In November 2022 this scrutiny committee received a report following on the issues. A link is provided in the background papers section at the end of the report.
27. Within the November 22 report at paragraph 27 is a table of the issue identified and an update provided. Issues were colour coded as green if they were resolved, an amber colour indicates the situation has been improved but could be even better and red shading showed it is not resolved. Two issues were not identified as complete.
28. The first related to the Customer Useability of the System and was identified as amber i.e. the situation had improved but could be even better. As detailed in November 2022 work with customers and resulted in updated guidance being loaded onto the Councils website of how to use the system. As the previous report identified it would be even better if this guidance was built into the parking portal rather than being on the website, so that the guidance was alongside the forms. It was identified this should be possible with a new release of the software which will also significantly improve accessibility of the system. A new release has not been installed yet, so it remains outstanding although progress is being made.
29. Second issue was enabling residents to check if a vehicle was parked legally. As the permit is virtual residents are not able to check if vehicles have a permit. Officers have asked the IT supplier to consider if a permit checker could be added to a future release.
30. York has only just received the new release of software and we are now in a position to start User Acceptance Testing, which could see this new version being implemented by early summer, 2024 subject to the testing being successful.
31. In general the number of resident issues is significantly improved evidenced by the numbers in the table below.

Year	15-16	16-17	17-18	18-19	19-20	20-21	21-22	22-23	23-24
Demand	37059	38628	35387	36651	31242	14605	29389	22618	16641

This is the total demand for Parking across the following channels in the contact centre:

- Telephone
- In person appointments
- Triage at front desk

Covid was 2020-2021 which affected the numbers
Digital Permits launched during 2021-2022.

Recommendations from last scrutiny

32. A number of recommendations were made following the November 2022 Scrutiny Committee and these are repeated below with an update.

a. That the financial information on the full cost of the digital residents parking scheme be circulated to all Members.

Update: - This was shared. The cost of the parking system can be broken down as follows: the annual fee is £29,250 and the implementation and equipment costs were £89,995 as a one off.

b. That it be recommended that a corporate apology be made via a press release for the problems with the digital residents parking scheme and information improvements being made, delegated to the Executive Member for Transport in conjunction with Communications Officers.

Update: - The Executive Member attended scrutiny in November 2022 to address any concerns or questions the committee had. At the meeting the Executive Member made a public apology to people who had been adversely affected by the new system. As detailed in this paper and as with all IT system implementation projects there are lessons learned for the council which will inform future projects.

c. That it be recommended that that a User Forum of different groups (groups representing elderly, disabled and non-digital residents) be set up, delegated to the Executive Member for Transport in conjunction with Officers.

Update: This was done and a meeting held with a number of users of the system on the 8th March with the then Executive Member of Transport in attendance, Customer Services Manager and chaired by the Head of Parking Services.

d. That it be recommended that savings on support staff not be made until the digital residents parking scheme was up and running.

Update: The savings were implemented before the recommendation was made, but officers recognise the lesson to be learnt going forward with any new IT systems.

- e. That it be recommended that the Customer and Corporate Services Scrutiny Management Committee examine digital inclusion and how support can be given to non-digital residents on the implementation of new systems.

Update: Given a new Council administration officers would suggest that this could be considered if further work is required on this following this report.

- f. That it be recommended that the Executive Member for Transport promote the use of paper permits (for which it was known that paper permits were still being given out to a small number of people).

Update: Where paper permits are available this has been clarified on the website and application process.

Consultation

- 33. Following the November 2022 session, on the 8th March 2023, a panel of customers was brought together with the Executive Member and Head of Parking Services that highlighted a number of areas of improvement but welcomed what the council was trying to do and with some being quite positive of the system compared to others they had used.
- 34. It is intended that this group will be reconvened as part of testing any new system.

Options

- 35. Scrutiny Committee could note and close this work stream for now, whilst noting the lessons learnt which are both for the service but also for the council in the roll out IT systems.

Analysis

- 36. The roll out of the new system and the move to virtual permits and self serve were disruptive and had a significant impact on some of our residents and businesses.

37. However, the statistics from the contact centre as detailed in the table in paragraph 31 of this report show this is a reducing problem as less people are having to contact our contact centre, thanks to the improvements made by officers and improvements made in response to scrutiny.
38. The number of people contacting the contact centre two years after go live of the new system is now nearly half (53%) the number who contacted the contact centre two years before the system went live.
39. Committee could note and close this work stream for now, whilst noting the lessons learnt which are both for the service but also for the council in the roll out IT systems and those lessons are being taken into the new IT systems..

Council Plan

40. This report and the recommendations relate to the Council's key priorities, as set out in the Council's Plan 2023-27 (One City, for all) and any other key change programmes: -

- Economic Growth
- Transport

In support of the 4 core commitments in the York Council Plan: -

- Equalities and Human Rights
- Affordability
- Climate
- Health

41. The move to an online system does pose challenges in terms of equalities and accessibility. The councils approach is that we will appropriately resource the support for the most vulnerable who may not be able to use an online system.

Implications

42. **Financial** – the proposals in the report can be met from current resources. Should additional investment be required this will need to be funded from other sources within the Transport and Parking revenue budgets.

43. **Equalities** - the Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).
44. Any change in approach would require an Equalities Impact Assessment to be carried out.

Risk Management

45. While it is acknowledged the system did not perform to the levels expected it should be noted that we have significantly changed a customer journey to add a self serve function.

Contact Details

Report Author:	James Gilchrist
Job Title:	Director Environment, Transport and Planning
Service Area:	Directorate of Place
Telephone:	01904 552547
Report approved:	Yes
Date:	17/04/24
Chief Officer Responsible for report	James Gilchrist, Director, Environment, Transport and Planning
Approved	Yes
Date Approved	17/04/2024

Background Papers:

Economy and Place Policy and Scrutiny Committee – 14 November 2022
<https://democracy.york.gov.uk/ieListDocuments.aspx?CIId=943&MIId=13842>

This page is intentionally left blank



Meeting:	Economy and Place Scrutiny Committee Report
Meeting date:	25/04/2024
Report of:	Director of Environment Transport and Planning
Portfolio of:	Executive Member for Economy and Transport

Scrutiny Report: Electric Vehicle Gully Charging Report

Summary

1. City of York Council (“the Council”) was a pioneer in providing public Electric Vehicle (EV) charging infrastructure, with the first chargepoints installed in 2013.
2. In 2020 the Council was one of the first to adopt a Public EV Charging Strategy (“the Strategy”) which set out the Council’s plans up to 2025. This once again positioned York as a forerunner in the provision of public charging infrastructure.
3. The Strategy is supported by a confirmed budget with external funding providing £3,150,000 and a Council contribution of £1,000,000. This is enabling the delivery of brand new facilities in strategic locations with facilities including Fast, Rapid, and Ultra Rapid chargers.
4. The Strategy considers a number of user groups, with a focus on residents without off-street parking. In line with Government guidance we aim to provide Fast chargepoints within a 10 minute walk (stretch target of 20 minutes) of significant areas of residential properties without off-street parking. We also aim to provide Rapid and Ultra Rapid charging facilities within a 10 minute drive. As shown in Annex A current and planned sites provide total coverage of residential areas within the outer ring road/A1237.

5. The combination of ten years of experience, significant success in attracting external funding, the early publication of a Strategy and the track record of having delivered significant quantities of Fast, Rapid and award winning Ultra Rapid facilities, has positioned York as an exemplar in this field with regular requests for support from other local authorities interested in following the Council's approach.
6. The Council's pioneering work has been recognised by Energy Saving Trust, Cenex, the LEVI Support Body and OZEV with the Council being an active member of OZEV working groups.
7. Department for Transport Data (January 2024) shows York has more than twice the density of chargers/chargepoints as the regional average.
8. In March 2024 a research study conducted by the Independent newspaper (Independent Advisor Car Insurance) concluded that York is the 4th best city in the UK for EV ownership, largely due to the public charging offer. The same study found that York is the number 1 city in the North of England for EV ownership.
9. The Council has followed the trials of gully charging solutions for residents who cannot charge at home with interest. In particular the Council has engaged with Oxford City Council on several occasions to understand the applicability of its Gul-e system in York.
10. Economy and Place Scrutiny Committee has requested a report into the deployment of gully charging in York.
11. This report summaries the existing benefits and issues with such systems.
12. This report sets out the reasons why gully charging is not currently a practical solution for York's target terrace street areas and identifies the areas that would need to be addressed to enable this option.

Recommendations

13. The Economy and Place Scrutiny Committee is asked to:
 - Note the work undertaken to provide public EV charging facilities.

- Request that officers continue to engage with other Local Authorities trialling gully systems.
- Request that officers consider gully charging options as part of the development of the next public charging strategy which will be published in 2025, subject to the current barriers to adoption being addressed.

Reason: to help develop the next Public Electric Vehicle Charging Strategy

Background

14. The Council first provided public EV charging facilities in 2013. Since then the EV market has developed significantly. In recognition of this, in 2019 the Council developed one of the first Public EV Charging Strategies with support from the Energy Saving Trust. The Strategy was adopted in March 2020 and runs to 2025.
15. The adoption of a near term, delivery focussed Strategy has enabled the Council to maintain and strengthen its leading position in this field. It has also proved crucial in both the efficient delivery of infrastructure and the ability to attract external funding. This has led to over 75% of all funding being from external sources. This represents exceptional value for the Council and reflects first mover advantage.
16. This is reflected in Department for Transport data which shows that York has significantly higher rates of charger and chargepoint provision than national and regional averages.
17. Data published in January 2024 shows that York has 104 chargers/chargepoints per 100,000 people. This compares to 46 chargers/chargepoints per 100,000 people for the Yorkshire region and 73 chargers/chargepoints per 100,000 people for the UK as a whole on average. In other words York has more than double the density of chargers than the Yorkshire regional average.
18. York's leading position was further highlighted in March 2024 when a research study conducted by the Independent newspaper (Independent Advisor Car Insurance) concluded that York is the 4th best city in the UK for EV's. 'York secures fourth place for EV readiness earning an impressive final score of 7.65 out of ten, largely due to its excellent charger availability.'

19. In addition to placing in the top 4 cities in the UK, York was number 1 in the North of England for EV ownership. It is noteworthy that the 3 worst performing cities are all in the North of England, demonstrating further how York has bucked the trend.
20. As set out in the Strategy, day to day running costs of the Network are covered by users via a user tariff. York's 'own and operate' model enables 100% of revenue to be retained by the Council and provides complete control over tariff setting. This approach provides a fair balance which ensures that the costs of running the Network are borne by users whilst keeping tariffs as low as possible.
21. The York EV Network provides three complementary tiers of charging offer; 1. Fast chargepoints (7kW) equivalent to a domestic chargepoint; intended for long dwell times including overnight charging 2. Distributed Rapid chargers (50kW) with a maximum stay of 90 minutes 3. HyperHubs, dedicated charging hubs with Rapid and Ultra Rapid chargers (175kW) with a maximum stay of 90 minutes.
22. The Network is designed to support multiple user groups, including commuters, visitors, through traffic, residents with and residents without off-street parking.
23. For residents without off-street parking the focus is significant areas of terraced housing streets. We aim to provide Fast chargepoints within a 10 minute walk of these areas, with a stretch target of 20 minutes. We aim to provide Rapid chargers within a 10 minute drive, and aim to provide a HyperHub within a 10 minute drive. The delivery of the 2020 – 2025 Strategy is delivering against these aims.
24. When choosing to use overnight Fast chargepoints, residents can apply for the Minster Badge which for EV users allows free overnight parking whilst charging. This means that residents who prefer to Fast charge overnight do not face additional parking fees that would not apply if they could charge at home.
25. The Strategy has a focus on residents without off-street parking, as it is not possible to charge their EV(s) at home. It has been a longstanding requirement of Government subsidy for residential chargepoints, that off-street parking is present. However on 18th March 2024 Government announced an extension of the electric

vehicle chargepoint grant to include on-street settings under specific circumstances. This funding is initially available for 1 year.

26. The grant can only be used towards the cost of chargepoint purchase and installation (up to £350) and is not to be used for cross pavement charging solutions. Despite this, the installation of cross pavement infrastructure is required in advance of an application.
27. The grant is therefore only applicable in areas that permit cross pavement infrastructure. This currently only applies in a small number of local authorities that are undertaking small scale trials. This does not currently include York.
28. Further to this, the Council (as local highway authority for York) does not allow charging cables to cross Highway land where the cable crosses the footway or enters the running lane of the roadway . Where space is available to avoid crossing footway and where dedicated charging bays can be created that do not sit within the running lane, designs will be considered.
29. Independent advice has been sought from the Energy Saving Trust, and we have received confirmation that where off-street parking is not available, public charging infrastructure is the most appropriate form of EV charging infrastructure provision.
30. Due to the nature of the built environment in York, it is not possible to provide public charging infrastructure on terraced streets, but it is possible to provide facilities within 10 – 20 minutes walk, meeting Government guidance.
31. As part of the review of public provision we have investigated lamp post charging options. Unfortunately in many cases the target streets have no street lamp columns. In any event even if street lamp columns were available, in common with all charging options there would still be no space to create charging bays that do not sit within the running lane of the roadway, and therefore no cable management within the roadway. As a result this is not an option.

Consultation

32. The development of the Public EV Charging Strategy (2020 – 2025) was supported by the independent expert body the Energy Saving Trust (EST). EST provided independent guidance on the approach

taken drawn from its extensive experience of EV charging solutions across the UK. The Council's Strategy was the first to include EST's logo in recognition of this process.

Options

33. Economy and Place Scrutiny Committee has requested further information on gully charging solutions which provide access from a private connection (i.e. a residential electrical supply, rather than a public supply point).

Analysis

34. Gully charging is currently only used within trials.
35. The largest trial has been conducted by Oxford City Council using its own proprietary Gul-e system and the Council has followed these trials with interest. It should be noted that alternative gully systems are available. Discussions with Oxford City Council have highlighted that some of the systems being marketed do not meet minimum safety standards and are considered dangerous. For these reasons Oxford City Council will only allow selected gully systems to be deployed.
36. The Oxford Gul-e trial started in 2020. To date 26 gullies have been deployed.
37. Plans are being developed to extend the pilot to a further 200 properties subject to approval. The system (and alternatives) are also now being trialled by a number of other Local Authorities.

Current limitations of gully systems

Very limited applicability in York

38. Oxford City Council has confirmed that the Gul-e system cannot be used when the property fronts directly onto footway. This means that the system cannot be deployed in many of the target terrace street areas of York. Unfortunately this currently severely limits the usefulness of gully systems in York.

IET electrical regulations

39. The Institution of Engineering and Technology (IET) wiring regulations (requirements for electrical installations) are required to be met when installing a home chargepoint. In the case of on-street, this can be more difficult to achieve. The prevailing approach in trial areas is to not provide a marked charging bay/area which makes the process of assessing underground and overground risks more difficult. This may mean that some providers are not prepared to install which may limit the resident's choice of chargepoint.
40. The relevant Highways Authority will be responsible for verifying that compliant chargepoints are fitted and remain so throughout the lifetime of the gully. The resident will be responsible for ensuring chargepoint compliance and this will generally be documented via an annual licence agreement.

Not suited to areas of high parking demand

41. Guidance from trial areas confirms that gully solutions should not be deployed in areas of high parking demand. This is because dedicated parking bays are not provided which makes it difficult for residents to park in the correct position relative to the gully increasing the risk of dangerous cable routes.

Trip hazard in the Highway

42. Gully charging solutions have no cable management system in the highway. This means that cables can be placed in dangerous locations, or can be moved after deployment. There are trip hazard implications for all groups, but in particular the nature of transient cable usage has additional implications for the visually impaired as cable deployment and position will change on a daily basis.
43. Feedback from trials indicates that no specific work has been undertaken on this issue to date.

Cost for resident

Initial cost

44. Representative cost for installed compliant gully systems are approximately £1,000. This relates to approximately £500 to £600 for the gully and approximately £500 for installation.

45. Cheaper products are being marketed but feedback from trial areas confirms that these do not meet current electrical safety standards and are not permitted.
46. The upper end of cost estimates is approximately £3,000 +VAT for one commercially available product.
47. In addition to the gully cost, residents will also require a home chargepoint. Installed costs for compliant chargepoints are estimated to be approximately £900 - £1,000.
48. In total this means that the representative initial cost to a resident is approximately £2,000. In the most expensive cases the upper estimate is approximately £4,000 to £4,500.
49. Finally, on-street residential chargepoints uniquely require planning permission. Residents will also be liable for the cost of gaining planning permission prior to installation and also for any costs incurred in complying with the conditions of such planning permission.
50. On the 18th March 2024, Government announced the extension of the home electric vehicle chargepoint grant to include (under specific circumstances) on-street settings. The funding is confirmed for one year only, up to 31st March 2025. This is the first time since the grant was introduced in 2014 that on-street applications have been considered, as previously off-street parking has been a requirement/condition of grant funding.
51. The additional requirements for on-street applications are 'adequate on-street parking' is available (to be assessed by the local highway authority), and a cross pavement charging solution must be installed prior to application. The cross pavement charging solution must also be approved by the local highway authority in advance. No installations are permitted without local highway authority permission (nor without any necessary planning permission).
52. The grant does not provide any financial assistance towards the costs of the cross pavement charging solution.

Annual cost

53. In addition to the initial cost, in relation to Local Authorities which permit the installation of chargepoint gullies (which the Council does

not currently), payment of an annual licence fee by the resident/licensee to the local highway authority is necessary. This provides funding for footway repair (which is affected by gully installations), repairs to the gully itself, and provides the legal documentation that sets out the requirements around chargepoint compliance, ownership of the gully (which remains with the local highway authority), liability, and any future responsibilities.

54. Feedback from trials indicates that this fee is likely to be between approximately £80 to £100 per year.

Potential additional costs

55. The annual licence conditions raise questions over the process for when the initial applicant no longer needs the gully. This could occur when the initial applicant moves home, or if they no longer want a gully.
56. At this point the ongoing liability costs to the Council remain, which means that either a new applicant is required to take on the annual licence or the gully would need to be removed. The cost for removal may fall on the initial applicant in this case. It is expected that this would be approximately £500. However, if a new resident does not take on the annual licence, the Council could incur costs seeking to enforce the obligations of the initial applicant, and costs to step-in and carry out any unperformed obligations may be unrecoverable. Ongoing monitoring would need to be resourced.

Potential savings for resident

57. The main benefit of using a private electrical connection is that the resident can choose their own electricity supplier and tariff. This includes the ability to access EV specific tariffs. It should be noted that some EV tariffs require a specific chargepoint to be installed which may not be possible.
58. EV specific tariffs provide discounted rates generally for a 5 hour period overnight. The tariff for the remainder of the day is increased. This means that the saving is very sensitive to the proportion of electricity used during the higher tariff period compared to during the overnight discount period.
59. Due to the upfront costs and licence fees associated with gully systems it is anticipated that with an EV specific tariff, it will take between 4 and 6 years on average to break even compared to the

cost of public Fast charging.

60. As residents will be responsible for repair, maintenance and replacement costs for their chargepoint any costs incurred will extend the duration of the 'payback period' (the length of time taken for the resident to 'recoup' the initial outlay and ongoing costs as opposed to costs that would be incurred if the resident instead utilised public Fast charging points). It is therefore likely that on average residents will be better off financially using the public network than investing in a home charging solution for a significant period of time.
61. Therefore gully solutions are not recommended for residents who are considering moving home within 5 to 10 years of installation.
62. For residents who do not choose an EV tariff the payback period will be significantly longer.

Next steps

63. Until the above issues have been addressed, it is recommended that the Council continues to evaluate gully charging solutions by continuing to engage with trial areas and expert bodies.
64. Energy Saving Trust has been engaged to deliver a series of Officer workshops to provide independent expert advice on this matter.
65. This work will inform the role of gully solutions in the next EV public charging strategy that will be published in 2025. If the current issues can be resolved by providers, gully options will be considered.
66. Some of the issues to be considered during the review suggested in this report will include legal matters relating to any use of the footpath for gully charging and the associated need for licensing and ongoing monitoring arrangements by the Council.

Council Plan

67. The provision of public charging supports the adoption of plug-in vehicles which support core council commitment around Environment and Climate Change. But the challenge is greater than just a transition to electric vehicles. Whilst noting that private vehicles are at the bottom of the transport hierarchy, the York Public

EV Charging Strategy has been developed to respect wider transport objectives and avoid counter productive measures.

Implications

Equalities

68. The Council needs to take into account the Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).
69. Equalities Impact Assessments will be carried out as and when appropriate as gully systems may remove the cable from the footway but it can be an obstacle in the carriage way for all users.

Legal

70. *Property/Highways*
71. The Council has a legal duty to ensure the safety and use of the highway in accordance with the Highways Act 1980 and pending future review, there is no current proposal to permit the laying of cable infrastructure across footpaths. If any cables are placed without permission, that action will operate as an unauthorised use of the highway.
72. In relation to the proposed Hyperhubs 4 referred to in this report, please note that in addition to the successful obtaining of planning permission, there are other title matters which will need proactive resolution by Council officers, some of which require third party consents.
73. *Procurement and Contract*

74. The supply of goods and installation services will be procured in accordance with (i) the provision of the Public Contracts Regulations 2015, the Concession Contracts Regulations 2016 and/or the Procurement Act 2023 (due to come into force in October 2024) (as may be applicable) and (ii) the Council's Contract Procedure Rules.
75. *Funding Agreement(s)*
76. Any external funding already awarded is likely to be predicated on the Council proceeding with the project as described in its funding application(s). A change in scope may mean a change request may need to be drafted and submitted to the funding body to vary the existing application, if that was permitted.
77. Where any additional external funding is applied for and awarded, the funding agreements will be reviewed by Legal Services.

Risk Management

There are no Risk Management issues.

Wards Impacted

All wards

Contact details

Report Author:	Andrew Leadbetter
Job Title:	Transport Project Manager
Service Area:	Transport 7 Highways
Telephone:	07766923709
Report approved:	Yes
Date:	15/04/24
Chief Officer Responsible for report	James Gilchrist, Director, Environment, Transport and Planning
Approved	Yes
Date Approved	17/04/2024

Background papers

Public EV Charging Strategy (2020 – 2025)

<https://www.york.gov.uk/downloads/file/6264/city-of-york-public-ev-charging-strategy>

Annexes

Annex A - Maps showing infrastructure delivered since 2020, future HyperHub sites, 10 minute walk/drive coverage and areas of significant terrace housing.

Annex B – example images of gully systems currently being trialled in England; Gul-e, Kerbo, Pavcross.

This page is intentionally left blank

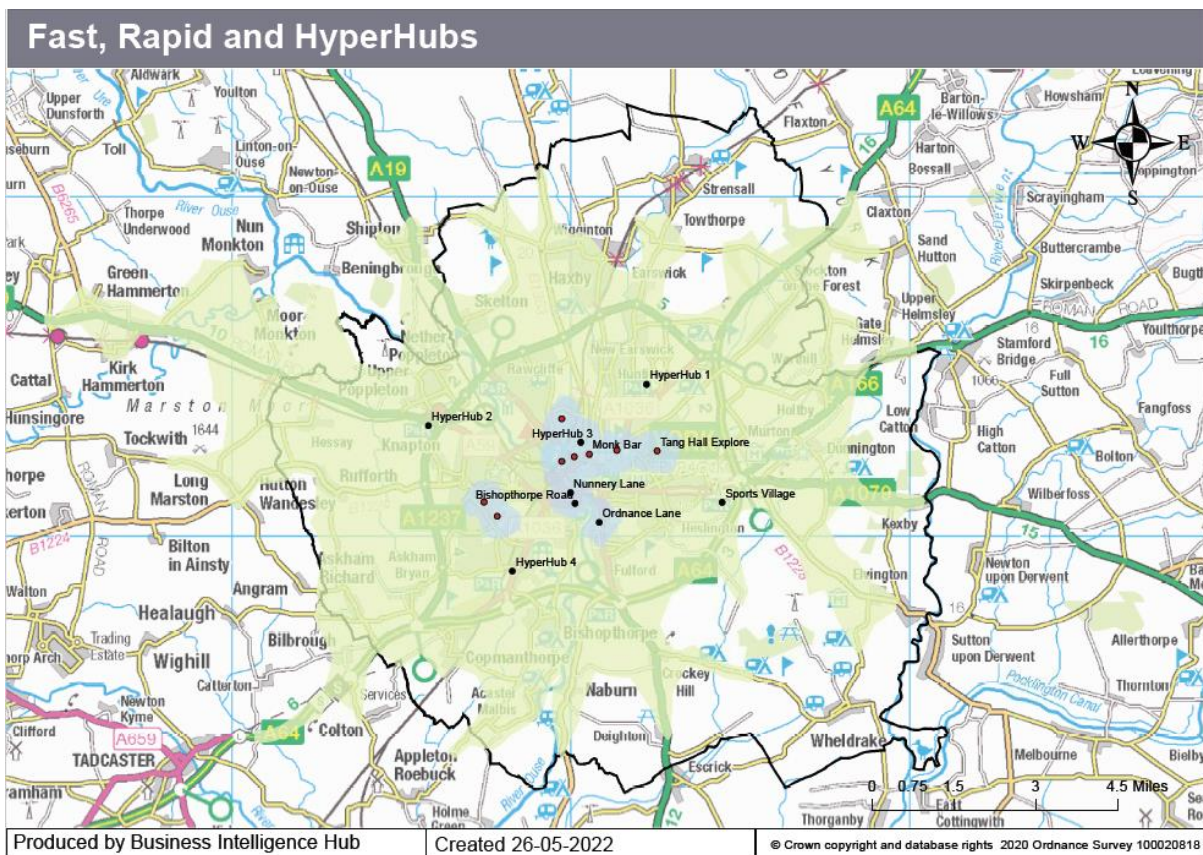
Annex A

10 minute walk (grey areas) from Fast chargepoints (red dots) and 10 minute drive (green area) from Rapid and HyperHub sites (black dots).

HyperHub 3 is fully funded but is subject to planning permission

HyperHub 4 is fully funded but is subject to planning permission and the resolution of some title matters

Expansion of the Fast chargepoint network for resident use is being planned in addition to the sites shown below

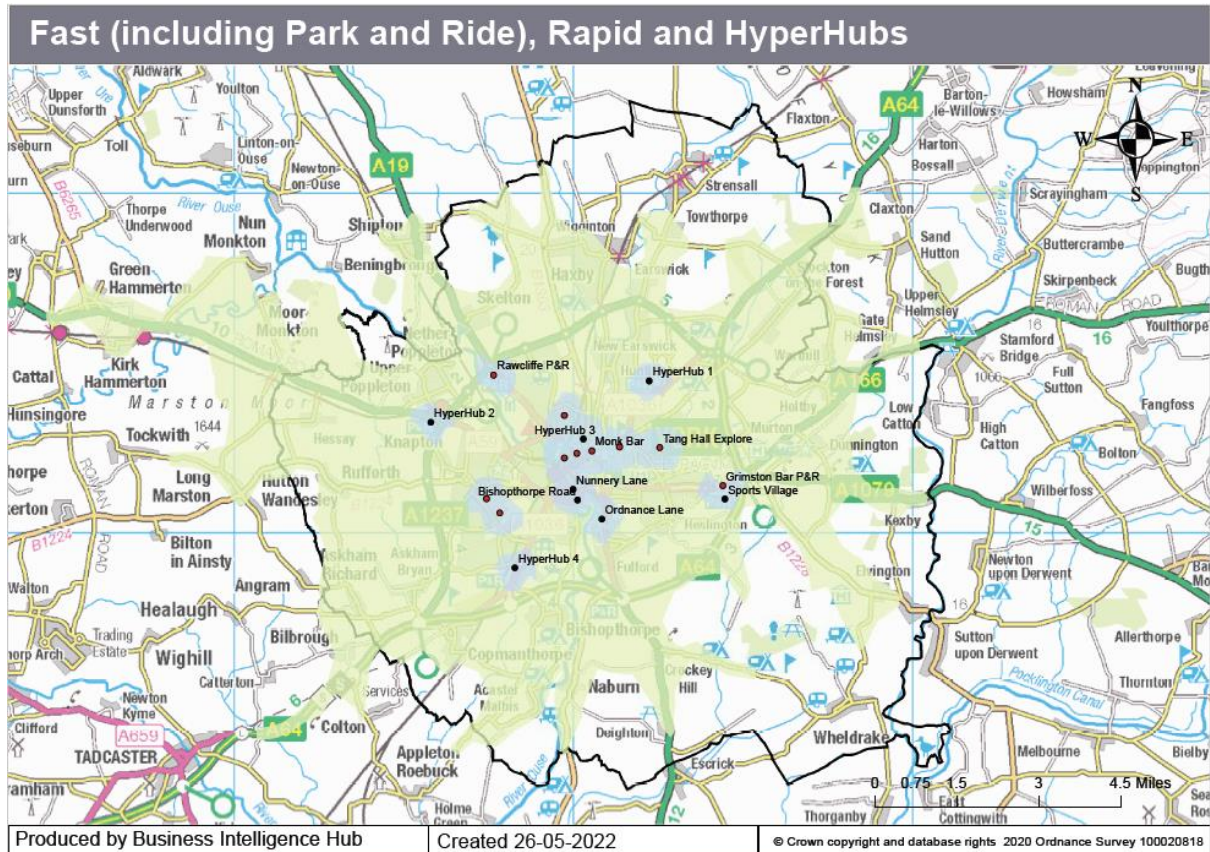


All sites including Park and Ride

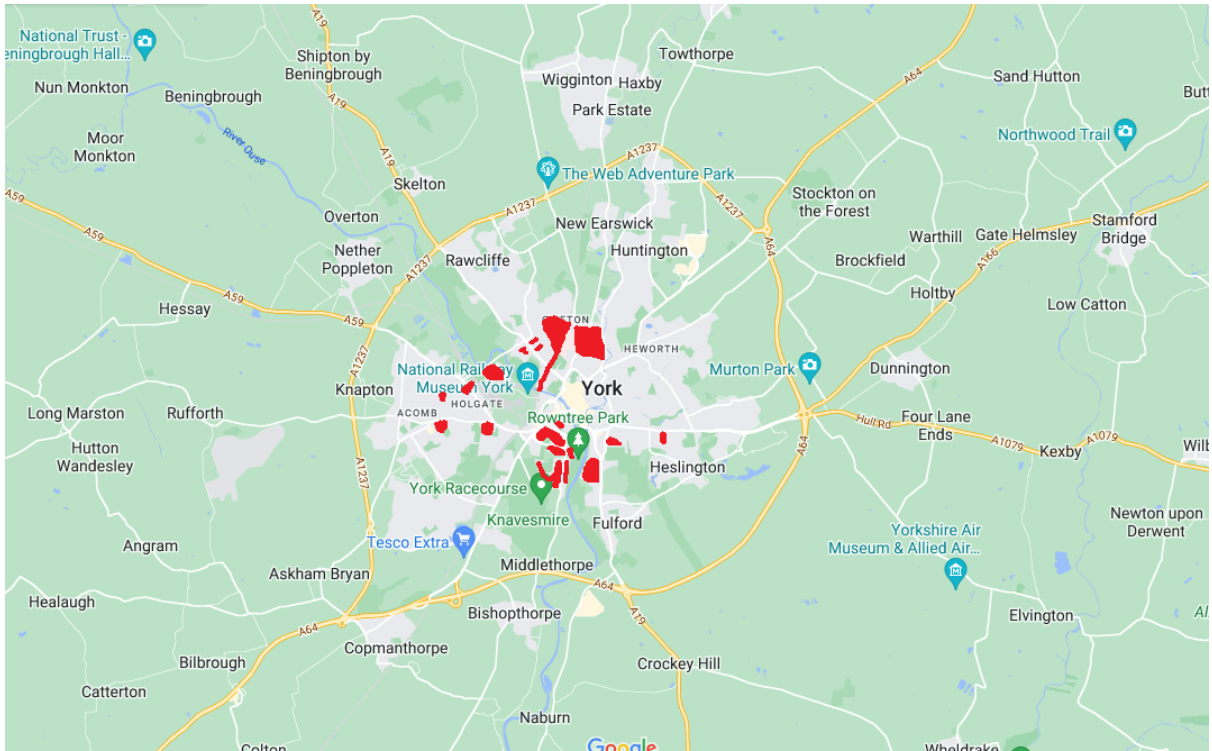
HyperHub 3 is fully funded but is subject to planning permission

HyperHub 4 is fully funded but is subject to planning permission and the resolution of some title matters

Expansion of the Fast chargepoint network for resident use is being planned in addition to the sites shown below



Areas of significant terrace housing



This page is intentionally left blank

Annex B

Example image of the Gul-e product



Example images of the Kerbo product





Example image of Pavexcross product



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			
25 June 2024			
30 July 2024			
24 September 2024			
22 October 2024			
26 November 2024			
10 December 2024			
28 January 2025			
25 March 2025			
29 April 2025			

Potential Scrutiny agenda items suggested by Committee Members:

Economy

- Economic Development: who does what between CYC, Make It York, and the Mayor / Combined Authority. Also role of York’s Economic Partnership?
- 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?
- Recycling (particularly garden waste / composting) and how the Council can increase rates, as well as education about recycling opportunities, across the city.
- 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?
- Garden waste collections: review of implantation of charging arrangements (when ready)
- Review of bags to bins initiative
- Neighbourhood Caretakers: can Scrutiny inform these plans?
- Budget savings: 2024/25 budget includes £900k savings in service delivery, transformation, and procurement across Place Directorate – can Scrutiny review any proposals lined up for services under EPAT’s remit?
- Yorkshire Water / Sewage dumping and plans to improve their performance

Access

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

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.
- Parking enforcement and residents parking: cost, usage, equality, conditions relating to the Environment, use of any surplus generated, providing services the third parties e.g. car tax and insurance enforcement.
- Bus lane enforcement on Coppergate - drop between July 2023 and October 2023 / ANPR enforcement across the city.
- Transport Strategy: Local Transport Plan, who will do what between CYC / NYCC / YNYCA, forward plan of decisions and upcoming consultations.

- On-street EV charging