



**Notice of a public meeting of
Economic & City Development Overview & Scrutiny Committee**

- To:** Councillors Semlyen (Chair), Barnes, Burton,
Cuthbertson, D'Agorne, Riches and Watt (Vice-Chair)
- Date:** Wednesday, 1 October 2014
- 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 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 this agenda.

2. Minutes

(Pages 1 - 8)

To approve and sign the minutes of the last meeting of the Economic & City Development Overview & Scrutiny Committee held on 23 July 2014.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak under the Council's Public Participation Scheme may do so. The deadline for registering is **5.00pm on Tuesday 30 September 2014.**

Members of the public may register to speak on:

- An item on the agenda
- An issue within the remit of the Committee

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

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4. Cabinet Member for Environmental (Pages 9 - 14) Services, Planning and Sustainability

This report details the priorities of the Cabinet Member for Environmental Services, Planning and Sustainability. The Cabinet Member will be in attendance for this item.

5. Draft Framework for York's third Air Quality Action Plan (Pages 15 - 38)

This report presents a draft framework for York's third Air Quality Action Plan (AQAP3). This will be the main delivery plan for measures in the York Low Emission Strategy (LES).

6. Six Monthly Update Report on Major Development Schemes in York (Pages 39 - 44)

This report provides Members with an overview and update in relation to the major development and planning proposals in the city at this time.

7. Six Monthly Update on Major Transport Initiatives in York (Pages 45 - 54)

This report provides an overview and update in relation to the major transport initiatives in the city currently being progressed.

8. Single Equality Scheme Update and Refresh (Pages 55 - 62)

This report informs Members of the progress made in refreshing York's Equality Scheme. Members are asked to comment on the draft priorities and outcomes and advise on which should be the focus within the revised equality scheme.

9. 2014/15 Finance and Performance Monitor 1 Report (Pages 63 - 70)

This report provides details of the 2014/15 forecast outturn position for both finance and performance in City and Environmental Services and Housing Services.

10. Work Plan 2014/2015 (Pages 71 - 72)

Members are asked to consider the Committee's work plan for the municipal year along with verbal updates on ongoing scrutiny reviews.

11. Urgent Business

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

Democracy Officer:

Name- Judith Betts

Telephone No. – 01904 551078

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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**

City of York Council

Committee Minutes

Meeting	Economic & City Development Overview & Scrutiny Committee
Date	23 July 2014
Present	Councillors Semlyen (Chair), Barnes, Burton, Cuthbertson, D'Agorne, Riches and Watt (Vice-Chair)

10. **Declarations of Interest**

At this point in the meeting, Members were asked to declare any personal, prejudicial or disclosable pecuniary interests, other than those listed in their standing declarations that they might have had in the business on the agenda.

No interests were declared.

11. **Minutes**

Resolved: That the minutes of the last meeting of the Economic & City Development Overview and Scrutiny Committee held on 11 June 2014 be approved and signed by the Chair as a correct record subject to the following amendments;

- Minute Item 4 (Attendance of the Cabinet Member for Transport) delete the word 20 mph *zones* and change to 20 mph *limits*.
- Minute Item 8 (Report and Cabinet Member Feedback on Potential Scrutiny Topics for Review proposed at the Scrutiny Work Planning Event)- to include that a vote took place on a proposal to focus on Accessible Housing in regards to the Corporate Scrutiny Review on Supporting Older People. This proposal was lost.

Further discussion took place around Minute Item 8. Some Members highlighted that there had been no decision recorded on whether to conduct a scrutiny review on Public Transport Provision or Low Emissions Strategy.

It was highlighted that these topics, although not under consideration for the next scrutiny review were not rejected completely but that the two agreed topics were seen more as a priority.

The Chair suggested that the Committee had agreed to reconsider both the Public Transport and Low Emission Strategy in November. This was agreed and added to the minutes of the previous meeting.

12. Public Participation

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

13. 2013/2014 Finance Outturn Report

Members received a report which provided them with details of the 2013/14 outturn position for both finance and performance in City & Environmental Services and Housing Services.

Questions to Officers related to the repayment of fines for people who used Lendal Bridge at restricted times during the trial period. These included;

- What percentage of the cost in administration fees would the Council have to pay?
- How many refunds were expected?

In response it was reported that a decision was yet to be made whether to carry out the refund administration in house or via a contractor.

Resolved: That the report be noted.

Reason: To update the scrutiny committee of the latest finance and performance position.

14. Supporting Older People Scoping Report

Members received a report which provided them with a suggested scope for the Committee's contribution to the Council's corporate scrutiny review around supporting older people.

Discussion took place around the issues raised in the report. For example that people would have to work for longer and have to find jobs later in life. It was highlighted that in May 2014 the number of over 50s who were unemployed and claiming benefits were higher than those aged 18-24.

Members were informed about measures that had been put in place such as a commissioned project with York College to support unemployed people back into work. It was noted that 120 out of 148 of these referrals had been from people who were aged over 50. It was reported that not all of them were looking for full time employment, some wanted to be self employed and some were looking for voluntary work.

A paper was tabled at the meeting with the proposed remit for the review with an aim and series of objectives.

Some Members pointed out that the scope for the review did not cover the contribution that social capital made to satisfaction and wellbeing in employment. They felt this should be specified and taken into account somewhere in the review. Officers agreed and felt that the social and personal wellbeing of activities such as volunteering for example should not be underestimated.

It was also noted that the contribution to childcare by grandparents or foster parents and caring for elderly residents had not been investigated.

Further discussion took place into the timeframe of the review and membership of the Task Group. It was aimed to complete the final report for the review by January 2015.

Resolved: (i) That the report be noted.

(ii) That a Task Group be formed to investigate the topic of Supporting Older People in employment.

(iii) That the aim of the review be;

To ensure the city is adopting the most appropriate strategies to enable those older people who want or need to be in employment or otherwise actively engaged in the life of the city, to do so, thereby increasing opportunities for employers in the city and the city as a whole to benefit from the experience and expertise of older people.

(iv) That the objectives of the review be agreed as;

- (i) To consider national best practice for identifying the support requirements of older people who are actively seeking work.
- (ii) Identify national best practice and examples of good practice in York for attracting and retaining older people in employment.
- (iii) Identify the challenges/barriers for businesses and support providers in the city.
- (iv) Establish any unmet demand needs in York.

(v) That the Task Group be composed of the following Members;

- Councillor Cuthbertson
- Councillor Riches
- Councillor Watt

Reason: To progress the work of the Committee in line with Scrutiny procedures and protocols.

15. **York Economic Dashboard**

Members received a report which provided them with York's latest Create Jobs and Grow the Economy Dashboard.

Officers highlighted that York's current unemployment rate of 2.2% was below the national average. It had a high proportion of part time workers as opposed to other areas, although this was sometimes through choice rather than available jobs. It was also noted that some in part time work may also have more than one job. It was also felt that as York was a University city, this skewed the figures for part time employment.

Officers suggested that information from comparable cities with high end part time jobs be brought back to the committee. It was also noted that a Centre for Cities report on wages and opportunities would be produced in September. Officers stated that they would circulate this to the Committee via email.¹

Further discussion took place around the data including footfall, property enquiries and how the number of full time and part time jobs that York related to national figures. Officers agreed to update Members via email on the various essays raised.²

Resolved: (i) That the report be noted.

(ii) That information on high end jobs in comparator cities be brought to the attention of Members.

(iii) That a Centre for Cities Report be circulated to Members via email.

(iv) That Officers provide an update by email on the issues raised at the meeting.

Reason: To keep Members informed about changes to the Economic Dashboard.

Action Required

1. Circulate Centre for Cities Report to Members. PW
2. Update Members on issues raised. PW

16. Update on Implementation of Recommendations from the previously completed External Funding Scrutiny Review

Members received a report which provided them with a further update on the implementation of the recommendations arising from the previously completed External Funding Scrutiny Review including specific target measures and progress arising from the review.

Questions from Members to Officers in relation to the recommendations included;

- When would the Investment Plan be published online?
- What would Leeds City Region (LCR) use to measure its success, particularly given that some of the money given to them would be hypothetical?

In response, it was reported that it was not known when the Investment Plan would be published online. However, Members would receive a timetable from Officers in regards to this recommendation. It was also noted that it was not clear as to how targets would be measured and monitored by LCR. It was reported that the national situation in regards to financing LEP projects was changing. For example a LCR Transport Fund which had been agreed in 2012 now had been scaled back.

Regarding recommendation (x), it was reported that a new Officer was working on the 'yorkmeansbusiness' website and further work had been carried out on the Council website.

Resolved: (i) That the report be noted.

- (ii) That the following recommendations be signed off as complete;

Recommendations 3, 4, 5, 6, 7, 9,10, 11

- (iii) That a further update on the implementation of recommendations 1, 2 and 8 be provided at a future meeting.

Reason: To raise awareness of those recommendations which are still to be fully implemented.

17. Work Plan 2014-15 including verbal updates on ongoing scrutiny reviews

Members considered the Committee's work plan for the 2014-15 municipal year and verbal updates on ongoing scrutiny reviews.

Discussion took place on the scrutiny review around Higher Value Jobs. It was reported that Members had clarified the remit of the review in order to focus on both higher value jobs and entrepreneurialism.

Further discussion took place around the proposed review on Bulk Buying of Energy. It was agreed that the Committee were unlikely to have sufficient time in this municipal year to undertake the review. The Committee therefore agreed to receive an overview report on Tackling fuel Poverty at their November 2014 meeting.

Resolved: That the work plan and verbal updates be noted including the following amendments;

- That the Draft Final Report on the Higher Value Jobs and Entrepreneurialism Task Group be considered at the October meeting.
- That a 6 month update on YorCity Construction and an Overview on Fuel Poverty be considered at the November meeting.
- That the final report for the Online Business/E-Commerce Review be considered at the January 2015 meeting.
- That the final report on the Committee's contribution to the Corporate Scrutiny Review also be considered at the March 2015 meeting.

Reason: To ensure that the Committee has a planned programme of work in place.

Councillor Semlyen, Chair

[The meeting started at 5.30 pm and finished at 7.00 pm].

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Report of Cabinet Member for Environmental Services, Planning & Sustainability

1 October 2014

Introduction

My current top priority is ensuring that the Local Plan is submitted for inspection as soon as possible with the maximum chance of successfully getting through the public examination and delivering the future development land sites to meet York's business, housing needs and associated infrastructure and community facilities, along with a durable fully defined green belt and a good set of development management policies that will protect and enhance our magnificent historic and green environment.

My main secondary priorities within the ECDOSC remit are to:

- continue to provide a high quality development management service that helps deliver the new homes for York residents, across the demographic and income range, that are so urgently required, and the employment sites and facilities that business requires to ensure their success and deliver good employment opportunities for York (and our neighbouring areas) residents.
- continue to move forward the sustainability and air quality improvement agendas
- meet this year's challenging savings targets and plan how best to adjust services and ambitions with the further planned massive Conservative / Lib Dem governments cuts in grant to this (and other) Councils.

In terms of progress, I gave an extremely comprehensive report to the last Council on work in my portfolio area – see <http://democracy.york.gov.uk/documents/s90611/Council%20CM%20report%20July%2014%20V%201.pdf> – which largely still applies.

However I can add a few updates:

Local Plan

The submission draft of the Plan - see <http://democracy.york.gov.uk/ieListDocuments.aspx?CId=128&MId=8554&Ver=4> - is going to this week's Local Plan Working Group and special cabinet meetings for approval to go out for final consultation in October / November prior to submission via Council to the Planning Inspector.

Heritage and Design

Linked to the draft Local Plan consultation last year we also consulted on a draft "Streetscape Strategy and Guidance" document to ensure the quality of future streetworks in York and their impact on our tremendous heritage. The revised version, following consideration by the Local Plan working group, has now been published and is available on the Council website here -

http://www.york.gov.uk/downloads/file/14150/streetscape_strategy_and_guidance_full_documentpdf

Additionally in terms of monitoring heritage at risk, in September we were successful in securing funding from English Heritage to undertake a "National Heritage at Risk Grade II Project: Testing the National Framework" project. This involves a CYC project management fee (approx £12K) and recruitment of volunteers to undertake survey work.

Development management and Major Sites

We now have the 13/14 year end figures which show

- A 46% increase in developments granted planning consent
- A 326% increase in the number of homes granted planning consent
- A 89% increase in developments starting on site
- A 497% increase in the number of homes starting on site

Following on from the rise in starts on site, with Terry's, Derwenthorpe and Hungate continuing to build out and others such as Germany Beck, British Sugar, the Barbican and Nestle South looking to move forward, forecast completions for 2014/15 are 500+, with significant increases

expected on this figure in 2015/16, reversing the current downturn (directly linked to the reduction in planning consents from 2008/09 and starts on site from 2010/11). When considering affordable housing completions, forecast completions are approximately 150 in 2014/15 and over 190 in 2015/16 compared with 50 in 2013/14.

York Central

A master plan-led viability study, jointly commissioned by Network Rail and CYC, has been completed, and Memorandum of Understanding for commercial engagement (and land swap arrangements) with Network Rail in site delivery is being finalised. It is anticipated that a development framework will be prepared in conjunction with NR to guide future development of the site, with commencement of residential quarter at Leeman Yard from 2015.

£10m EIF is earmarked for the site, as well as £1.7m LGF (with spend profiled from 2015 on flood measures). £27m of WYT+ transport funding is also mandated, with gateway 1 approval scheduled for December, this split into two phases of funding, the first associated

Former Terry's Site

A detailed application is under preparation for the conversion of the former Multi-Storey Factory, the Clock Tower, the Liquor Store and the Memorial Garden on the southern half of the site. On the northern half, construction of phase 1 by David Wilson Homes is well underway. The detailed application for Phase 2 of the housing site (240 homes) has been submitted.

Hungate

The Hiscox Insurance building is now in the construction stage.

Phase 2 of the main development (195 new apartments, including 31 affordable) has commenced construction.

Discussions on a revised master plan and detailed proposals for phases 3 and 4 leading to applications in the next few months) are at an advanced stage.

Nestle South

We continue to work with interested parties in order to bring a viable scheme forward, based on the planning application scheme previously considered.

Germany Beck

Archaeological works as required by condition are underway on site prior to commencement, and details as required by other conditions are expected to be submitted in the coming months. A community liaison forum is still proposed to provide the vehicle for dialogue between the developer and the community during the construction phase.

British Sugar

Following the informal presentation to Planning Committee in August, Negotiation on the Heads of Terms and Master Plan for the site are continuing, and an application for around 1000 homes is anticipated very shortly.

White Swan Hotel

Works are nearing completion on the scheme for 14 apartments and food retail on the ground floor as approved December 2012.

Castle Piccadilly

Discussion with parties interested in taking over the Centros holding following their placement in administration has been taking place.

Barbican

Detailed negotiation regarding affordable housing are in progress and expected to be resolved in the next month, with the application for 195 apartments and 12 houses then to be presented to Planning Committee.

Sustainability Agenda

As I indicated in my previous report, the three last reports from the Intergovernmental Panel on Climate Change are a stark reminder of the serious medium to long term threats human kind faces if we continue along a carbon based path. Since then figures have been published showing that the CO2 emissions in 2013/4 were the highest ever and if current trends continue we will hit the 2 degree temperature limit - beyond which unpredictable additionally climate change effects are expected to kick in - in only thirty years time. Let's hope our heads of Government can at least agree at this weekend's event that we must work to stay within that 2 degree increase, and work to put the necessary practical agreements to deliver that for agreement at next year's international climate change conference in Paris.

Further progress locally is being made with the Leeds City Region (LCR) Green deal scheme, now under the West Yorks combined Authority, and a preferred bidder is now in place. The purpose of the procurement was to establish a long-term partnership with a Provider to generate 'green' investment in the LCR, comprising of energy saving technologies in residential properties (focussed on the private sector), jobs and skills, and reduction in fuel poverty and carbon emissions. Its scope is wide enough for social housing and non-domestic opportunities to be included also. As a conservative estimate, this LCR programme is likely to ensure the council can continue to increase the energy efficiency of private homes by calling off this contract, at no cost to authority, and supporting the new Green Deal Provider to deliver 2475 green deal measures to approx. 1980 properties in the City, albeit less than originally anticipated due to recent adverse Government funding changes. It is also expected to create/safeguard local jobs, help alleviate fuel poverty, financial exclusion and contribute to city-wide carbon emissions. A final tender will still be required from the bidder, and this will be subject to scrutiny through the combined authority.

An internship post to resource refreshing the Climate Change Action Plan commenced in August.


Improving Our Air Quality Agenda

We are now very close to having the completed third Air Quality Plan ready to go out for consultation. With concerted action with the bus companies, taxi trade, logistics businesses over the next 5 years, plus a level of the support of the public in switching to electric and other ultra low emission vehicles, we could make some really significant progress in the next 5 years to tackle our current air quality black spots. Mike Southcombe and his team have been working very hard on producing this plan, but I'll leave him to cover air quality in more detail under your next item.

Dave Merrett

Cabinet Member for Environment, Planning and Sustainability

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Economic & City Development Overview & Scrutiny Committee	1 October 2014
Report of the Assistant Director – Housing and Community Safety	

A draft framework for York’s third air quality action plan (AQAP3) 2014 to 2020

Summary

1. This report presents a draft framework for York’s third Air Quality Action Plan (AQAP3). This will be the main delivery plan for measures in the York Low Emission Strategy (LES). The draft framework takes into account the findings and recommendations of the York LEZ study, the York anti-idling study and the York electric bus study.
2. Central to the proposed framework is the concept of a ‘*Clean Air Zone (CAZ)*’ where bus emissions will be regulated, based on the frequency of which they enter the inner ring road. The most frequent and hence most polluting services will be required to meet higher emission standards than less frequent services. If a CAZ is introduced, over 80% of bus movements in York will be made by ultra low emission buses, by 2018.
3. Other proposed measures include; reducing vehicle idling, developing a strategic electric vehicle (EV) recharging network, a compressed natural gas (CNG / biomethane) refuelling station, a freight improvement plan and further measures to reduce emissions from taxis and the CYC vehicle fleet.

Background

4. Based on national estimates, pro rata, between 94 and 163 people die prematurely in York each year due to the impacts of poor air quality¹. This is more than the combined estimate of those who die prematurely from obesity and road accidents. Public health framework indicator 3.01

¹ Committee on medical effects of air pollution (COMEAP, 2009) estimate 29,000 premature deaths each year in UK. Environmental Audit committee estimate up to 50,000 premature deaths (Environmental Audit Committee Report, March 2010). UK population in 2010 - 62,262,000, York population in 2010 – 202,400 (Office of National Statistics 2011)

states that the fraction of mortality in York attributable to anthropogenic (man-made) PM_{2.5} particulate air pollution alone is 4.8% of all deaths (82 deaths). The average for this indicator across England is 5.1%.

5. Poor air quality puts the health of York's residents at risk, creates an unpleasant environment for visitors and may damage historic buildings. The health impacts of poor air quality place additional financial burdens on the local health service. The main air pollutants of concern in York are nitrogen dioxide (NO₂) and particulate matter (PM), linked to lung diseases (asthma, bronchitis and emphysema), heart conditions and cancer. The main source of these pollutants in York is traffic; other lesser sources are commercial and domestic heating, with a small contribution from industry and rail.
6. The Environment Act 1995 requires all local authorities to review and assess air quality in their areas and to declare Air Quality Management Areas (AQMAs) where health based air quality objectives are not being met. Where an AQMA is declared, an Air Quality Action Plan (AQAP) must be developed to demonstrate how the local authority intends to improve air quality. York currently has three AQMAs (the inner ring road area, A19 Fulford and Salisbury Terrace/Leeman Road) and has drawn up two AQAPs (2004, 2006). The '*Air Quality Update Report 2013*' provided a more detailed update on air quality in each of the AQMAs and progress with delivering air quality improvement measures.
7. Following the publication of AQAP2 (2006) average concentrations of NO₂ continued to rise across the city (until 2010) and new AQMA declarations became necessary at Fulford Road and Salisbury Terrace. The continued deterioration in air quality prompted a review of AQAP2 in 2009 to identify:
 - sources of emissions and the reasons for the continued deterioration in local air quality
 - additional measures to improve air quality

The review process prompted the development of York's Low Emission Strategy (LES).

8. The York LES was adopted in October 2012 and was the first overarching LES in the UK; it sets out a low emission based approach to air quality improvement using a variety of incentive, technology and enforcement based methods to further reduce emissions of air pollutants. The LES recognises the particular need to reduce NO₂ from diesel vehicles, including buses, HGVs and taxis that fall outside the scope of previous modal shift based AQAPs.

9. The LES recommended that studies should be undertaken to investigate the feasibility of including the following measures in a revised AQAP:
 - (a) introduction of a Low Emission Zone (LEZ) bus corridor
 - (b) introduction of low emission buses
 - (c) introduction of anti-idling technology and enforcement

These feasibility studies have been completed and the results have informed the development of the draft AQAP3 framework presented here. A summary of the main findings from each of these feasibility studies can be found at Annex 1 and are discussed further within this report.

10. There was a slight reduction in average NO₂ concentrations across the city centre between January 2010 and December 2013. This suggests that air quality may be starting to improve. It is too soon to determine if this is the start of a long term downward trend or the result of changes in weather patterns, economic activity and/or changes in traffic conditions. It is a positive position from which to commence the delivery of a new AQAP, but significant air quality challenges remain, especially within the AQMAs.
11. In February 2014 the European Commission formally launched infraction proceedings against the UK for breach of NO₂ limit values under the EU Air Quality Directive. Whilst the UK Government is responsible for ensuring compliance with EU air quality obligations, DEFRA has now written to local authorities warning of possible fines being passed on to those with elevated NO₂ concentrations to pay all or part of the infraction fine, using a discretionary power in Part 2 of the Localism Act. No details have been released to date about how these fines will be imposed, but it is understood these will be recurring annual fines.

Air Quality Challenges in York

12. York continues to experience breaches of the annual health based air quality objectives for NO₂ because:
 - a) Emissions of NO₂ from diesel vehicles have not reduced as rapidly as originally predicted by national emission factors. Technology to reduce emissions from diesel vehicles has to date been aimed at reducing emissions of PM and carbon dioxide (CO₂). A direct and previously unforeseen consequence of this is that modern diesel engines (particularly Euro 5 diesel cars) produce a greater fraction of NO₂ at the point of emission than older diesel vehicles.

- b) The ratio of diesel to petrol cars in York has increased in recent years. The increased uptake of diesel cars is a national phenomena driven by:
 - i. taxation systems that have until recently favoured diesel vehicles (on grounds that they are more fuel efficient and produce lower CO₂ emissions)
 - ii. the vehicle scrappage scheme of 2009 that offered financial incentives to replace vehicles over 10 years old with new vehicles, many of which were new, heavier diesel vehicles.
- c) The previous modal shift approach enabled the council to introduce some congestion and air pollution mitigation measures, but did not address emissions from diesel vehicles such as buses, HGVs and taxis. Buses (1%) and HGVs (2%) make up a small proportion of the total vehicle fleet in York, but have a disproportionate impact on total traffic derived NO₂ emissions. As numbers of public transport vehicles increase, so do emissions. Even if additional bus services are provided by new diesel buses (or diesel buses fitted with particulate traps and/ or other exhaust after-treatment systems) these additional vehicle movements still contribute significantly to NO_x emissions and can add to existing NO₂ air quality problems rather than improve them. Lower emission vehicle technologies such as electric and gas need to be employed to mitigate the impact of growth in diesel vehicles.
- d) York has over 750 vehicles licensed to operate as hackney carriages and private taxis. Approximately 80% of these are diesel vehicles which operate intensively in and around the city centre and the AQMAs.
- e) New development brings jobs, housing and other benefits, but, can lead to an underlying 'creep' in traffic emissions and a deterioration in air quality. This can be mitigated if low emission strategy measures are applied to new developments.
- f) There is currently widespread vehicle idling in the city which adds unnecessary emissions to the existing air quality problems

Main considerations for the development of AQAP3

- 13. To achieve further air quality improvement in York all emissions must be minimised as far as possible and there must be a significant shift away

from the reliance on diesel vehicles to provide essential public transport and delivery services.

AQAP3 must therefore:

- (a) Tackle as a priority the disproportionate impact that buses and HGVs have on air quality in the city by:
 - Rapidly reducing the number of diesel buses operating in the city (whilst maintaining current or better levels of service)
 - Tackling unnecessary idling emissions
 - Providing funding opportunities and infrastructure that will allow vehicle operators to switch to alternative fuels (e.g. electric, CNG / bio-methane)
 - Progressing delivery of a freight transshipment centre to reduce the number of HGVs entering the city centre
 - Providing recognition and reward to those operators that lead by example
- (b) Encourage and incentivise the use of hybrid vehicles and other low emission vehicles to reduce the number of diesel taxis
- (c) Ensure CYC continues to lead by example by undertaking further emission reduction measures within its own fleet
- (d) Minimise further increases in emissions as the result of future development (by requiring greater emission mitigation by developers)
- (e) Encourage and facilitate a reduction in the number of diesel vehicles used by individuals and other private fleets by:
 - Linking and highlighting the emission consequences of vehicle choice and driving style to impacts on public health
 - Providing information, advice and training to help people make more informed vehicle purchase / lease choices and drive more responsibly (eco-driver training)
 - Providing access to grants and other incentives to support cleaner vehicle choice by the general public and other fleets
 - Providing easy public access to alternative refuelling and recharging infrastructure
 - Recognising and rewarding those who lead by example

14. AQAP3 must also continue to recognise the important role sustainable transport and climate change policies have in delivering air quality

improvements and identify how air quality improvement policies can help support economic growth and job creation. There are many economic opportunities arising from the development of AQAP3 and these are considered further in paragraph 46.

15. Annex 2 sets out the proposed framework for AQAP3 showing how each of the key considerations (as outlined in paragraph 13) will be addressed. Paragraphs 16 to 46 of this report provide more information on each of the main elements of the proposed AQAP3 framework. Further information on the supporting studies can be found in Annex 1 and full copies of all documents are available on line at www.jorair.gov.uk or from EPU upon request.

Recommended approach – a Clean Air Zone (CAZ)

16. Consideration was given to a Low Emission Zone in York and a feasibility study was commissioned (see Annex 1). A LEZ is based solely on the emission standard of the vehicle, irrespective of the frequency that it operates. However, it was found that a LEZ based on a Euro 3 standard would actually make air quality worse in some areas, whilst a Euro 4/Euro5 standard was found to be prohibitively expensive for smaller bus companies and would threaten the financial viability of some of the more rural routes, thereby having a negative social and economic impact.
17. Central to the proposed AQAP3 framework is the concept of a Clean Air Zone (CAZ). A CAZ differs fundamentally to a LEZ in that bus emissions are controlled within the CAZ based on the frequency with which individual services enter a designated area. The CAZ therefore targets those vehicles that have the greatest impact in terms of air pollution. The CAZ will become the main delivery mechanism for achieving a rapid reduction in the number of diesel buses operating in the city centre. The most frequent services will be required to upgrade to ultra low emission buses by 2018. Infrequent services will be set lower interim targets based on Euro emission standards; this reflects the smaller impact they have on York's air quality and the economic viability of these services. Suggested emission standards for entry into the CAZ can be found in Annex 3. The extent of the CAZ boundaries and the required emission standards will be subject to further consultation with bus operators. As a minimum the CAZ will need to cover the inner ring road and all the roads within it, but could be extended to reflect the existing Better Bus Area. Support will be given to operators to help them access grants and loan schemes to upgrade their vehicles.

18. The CAZ concept has been developed based on the findings of two key documents:
 - Low emission bus corridor feasibility study (LEZ study)
 - Electric bus feasibility study

19. The LEZ study examined the potential impact of introducing a variety of blanket emission controls (Euro 3, Euro 4 or Euro 5) to all buses operating along the Ouse Bridge / George Hudson Street/ Rougier Street / Lendal Bridge corridor. The study assumed that a single emission standard would be applied to all buses entering the LEZ corridor irrespective of their frequency or age. An emission standard control of this type would require as a minimum the replacement of all older diesel buses with newer diesel models or the fitting of exhaust abatement equipment to ensure compliance with the specified emission standard. As a separate scenario, the LEZ study also considered what would happen if all Park & Ride buses were able to operate on electric within the LEZ corridor and other AQMAs.

20. The LEZ study indicated that blanket style application of Euro 4 or Euro 5 emission controls to buses could result in some sizeable reductions in NO₂ at some locations in the city centre. However, even with these emission controls in place, exceedances of the annual average NO₂ air quality objective would still exist in some areas. The study also showed that applying a zero emission standard (electric bus requirement) to a smaller number of frequent bus services might be more effective than requiring the whole fleet to upgrade to Euro 4. A further study was commissioned in January 2013 to examine the feasibility of introducing electric buses into the York fleet.

21. The electric bus feasibility project with ARUP in 2013 engaged the major local bus operators. The Quality Bus Partnership has been briefed (16 December 2013, 7 March 2014 and 14 July 2014) on the electric bus project and the Clean Air Zone (CAZ) as an alternative to a Low Emission Zone (LEZ) and this has been well received. The electric bus feasibility study identified around 65 scheduled bus routes currently operating through the city centre. These routes are operated by approximately 200 buses of varying type, age and emission standard. 82% of all bus movements are carried out by only 49% of the buses and these buses operate on only 20 routes (including all the P&R services). As demonstrated by the LEZ study these 'frequent' flyer services have a disproportionate impact on local air quality; however the electric bus feasibility study has identified that due to their short, frequent duty cycles these frequent services are generally well suited to the adoption of

electric bus technology. Converting the majority of the frequent flyer services to electric would offer substantial benefits for air quality as well as 60% reduced greenhouse gas impact and reduced noise levels. The report included a 'roadmap' for reducing emissions from buses in York upon which the concept of the CAZ has been based. It is anticipated that all local service buses (including both tour buses) will fall within the CAZ requirements. Where necessary bus emissions will be improved through purchase of new vehicles and/or conversion of existing vehicles to electric and /or CNG. Further information on which buses would require upgrading under the current CAZ proposals can be found in Annex 3.

22. Significant progress has already been made towards electrification of York's buses. Electric buses have recently been introduced at the new Poppleton Park & Ride (P&R) site and the Transdev university service and those for the Monks Cross P&R service and the Derwenthorpe development are awaited. In addition, Transdev is now operating the world's first retrofitted electric double decker tour bus. All these projects have been made possible through Greener Bus Fund (GBF) and Cleaner Bus Technology Funds (CBTF) bids written by officers within the council's environmental protection unit (EPU) and sustainable transport teams.
23. Annex 3 provides further information on the proposed CAZ including the proposed minimum area, draft emission control proposals and the expected implications of these for current bus operators (based on current levels of service). These proposals are provided for indicative purposes only and will be subject to further consultation with bus operators as part of the wider AQAP3 consultation.

Anti-idling Measures

24. Unnecessary or excessive vehicle emissions can arise from both poor driving techniques and vehicle idling when a vehicle is left parked with its engine running for a prolonged period of time. Following recommendations made in the LES, a study into the extent of idling emissions in York and the options for reducing it was commissioned in 2013. The study provided evidence of many incidences of vehicle idling currently taking place across the city and has indicated that by adopting basic anti-idling policies, a significant reduction in emissions (both local air pollutants and CO₂) could be achieved, along with even greater fuel cost savings for operators.
25. Anti-idling campaigns can take various forms and may include one or all of the following:
 - Anti-idling signage (either with or without enforcement)

- Anti-idling promotion and marketing campaigns
- Negotiation and joint working with vehicle operators to achieve a reduction in idling
- Adoption of anti-idling legislation

26. Evidence obtained from other cities indicates that in the first instance working with transport operators to highlight the air quality impacts and additional fuel costs associated with idling may be enough to significantly reduce incidences of idling. This type of work could be supported in York by 'spot checks' undertaken by existing bus monitoring officers resulting in reports being sent back to transport operators regarding observed incidences of excessive idling. The framework for AQAP3 suggests a partnership and awareness raising approach to anti-idling in the first instance with a focus on a number of clearly defined 'anti-idling zones'. These would be locations where unnecessary idling is currently known to occur, both on the roadside and at coach parks. Further consultation will be required on the levels of signage (if any) to be provided and the most effective way to engage with transport operators on this issue. AQAP3 will retain an option to adopt anti-idling legislation at a later date. As a greater number of vehicles are converted to electric under the requirements of the CAZ preventing idling will become less of a priority for the city. Further information on the anti-idling feasibility study and initial proposals for anti-idling zones can be found in Annex 1.

ECO-stars

27. The ECO-stars Fleet Recognition Scheme is a free, voluntary scheme aimed at providing recognition and guidance on operational best practice to operators of goods vehicles, buses and coaches whose fleets spend a significant proportion of time operating within York. It is an excellent way to achieve positive engagement with hard to reach groups such as coach operators and road hauliers whose diesel vehicle fleets contribute significantly towards air quality problems in York.
28. An ECO-stars scheme was launched in York in March 2013. Since then over 30 operators have joined the scheme and taken advantage of the free operational advice and publicity offered to them. Membership of ECO-stars is currently completely voluntary with members often being those who are already adhering to industry best practice and striving to meet their environmental responsibilities.
29. To achieve engagement with a wider range of operators, and reduce the amount of marketing resources needed, it is recommended that AQAP3 requires mandatory membership of ECO-stars for any vehicle operator

wishing to provide a CYC funded transport service (e.g. school buses or personal home to school transport), or any operator that undertakes a service on behalf of the council which involves using a large fleet of vehicles e.g. housing repairs, street lighting, waste removal contracts etc. This would be a requirement at the service procurement stage and would not apply to current providers until their contracts are due for renewal. Mandatory membership is only possible if there is continued funding to support the Eco-stars scheme.

30. By requiring mandatory ECO-stars membership CYC can ensure that all transport providers are accessing good quality advice on operational best-practice and can monitor progress and attitudes towards reducing emissions and improving environmental performance. This will ensure that in the future CYC can readily identify and work with organisations that support LES principles and other council priorities in relation to protection of the environment and vulnerable people.
31. There is no cost to join ECO-stars other than the time taken to complete the application process. A mandatory membership system would therefore not place any additional financial burden on potential service providers. In most cases the free advice available to operators through ECO-stars membership will help them to reduce operating costs as well as reducing emissions. Initially operators would not be required to meet a specific ECO-stars standard (although this could become a longer term requirement to drive operational improvement).
32. ECO-stars could be expanded to cover taxis, similar to the scheme in Mid-Devon. This could be used in conjunction with the current taxi incentive scheme to help York taxi drivers identify ways of reducing both emission and fuel costs. The use of ECO-stars as a means of reducing taxi emissions will be considered as part of the development of a wider taxi emission strategy proposed for inclusion in AQAP3. The ECO-stars taxi scheme is a standalone scheme that will involve additional set up and running costs over and above those of the existing scheme, although no current costs are available. It will only be possible to implement this scheme if additional funding can be identified.

LES Planning Measures

33. New development can often result in increased vehicle trips and emissions. Currently air quality assessments are generally only undertaken for the largest developments and are focused on changes in ambient air pollution concentrations. There are very few developments that considered in isolation can be shown to give rise to a 'significant'

change in ambient air pollution concentration, yet almost every development has a 'hidden' emission increase associated with it. If not controlled this hidden emission 'creep' gives rise to cumulative impacts on local ambient air pollution concentrations and may counteract the effectiveness of AQAP and other emission reduction measures.

34. The LES recommended the development of new LES based planning guidance to help address the issue of emission 'creep'. As a result the required policy hooks to allow the development of this guidance have already been incorporated into the emerging Local Plan. The next step is to prepare the guidance document. The draft AQAP3 framework sets out a proposed timetable for this work.
35. New LES planning guidance would follow a similar format to that currently being developed in West Yorkshire, and already in operation in Bradford and Wakefield. Under this system most developments are required to make some provision for electric vehicle recharging and ensure suitable emission controls during the development phase. Larger developments are required to undertake emission impact assessments and provide suitable on-site emission mitigation measures to off-set the additional emissions. This mitigation can include normal travel planning requirements such as walking and cycling facilities, but can also be expanded to include items such as low emission delivery vehicles or low emission community or staff transport. Where it is not possible to provide physical mitigation measures at the site developers can be asked to provide a further financial contribution towards city wide emission reduction projects, such as cleaner service buses and refuse collection vehicles. It may also be appropriate in some cases to obtain a contribution towards the cost of air quality monitoring in the city. Developer contributions could potentially provide a significant source of income to support the upgrading of buses for use in the CAZ.
36. Development of new planning guidance would be subject to wider consultation with CYC planners, developers and other interested parties. To allow time for this process AQAP3 recommends adoption of LES planning guidance as an addendum to AQAP3 during 2015. In the meantime officers will encourage applicants to submit emission impact assessments and will continue to negotiate low emission measures on new developments. A recent example of a successful negotiation includes provision of public electric vehicle recharging points at the Vangarde development at Monks Cross and a significant contribution towards air quality monitoring in the Heworth area.

Strategic EV charging network

37. The Office for Low Emission Vehicles (OLEV) strategy '*Driving the Future Today*' states that by 2040 almost every new car and van in the UK fleet will be an ultra low emission vehicle². This means that vehicles that operate solely or partially on electric will form an increasing proportion of the vehicle fleet and it is anticipated that the demand for EV recharging points will rise considerably in coming years.
38. York has already made significant progress towards a strategic EV charging network in the city and is leading the way within the Yorkshire region. Ten fast charge 'pay as you go' public EV charging points are now available in public car parks and at Park & Ride sites (each able to charge two vehicles simultaneously). There are an additional 12 privately owned sites at hotels, supermarkets and other developments around the city. Further publicly accessible EV charging points have been achieved through a planning condition at the Vanguard site and funding has been secured to bring rapid charging facilities to York during 2014. Five rapid chargers have been installed to support low emission alternatives to high emission vehicles such as buses and taxis. The draft AQAP3 framework sets out timescales for further EV charging provision in York and the development of a strategic EV charging map against which the need for further developer based EV provision will be considered. The locations of all EV charging points are on the i-Travel website and the map is currently being updated with the new locations.

Planning and delivery of Compressed Natural Gas (CNG) refuelling

39. Electric vehicles are not the only option for reducing transport emissions. Vehicles that operate on compressed natural gas (CNG) also offer considerable reductions in emissions of NO₂ and particulate when compared with a conventional diesel engine. CNG is the same fossil fuel derived methane gas that is used in domestic heating and cooking. Under the right pressure conditions (available at limited locations) it can be taken directly from gas mains and put into vehicles at purpose built re-fuelling stations. Methane gas can also be derived from the anaerobic digestion of waste, under these conditions it is referred to as 'bio-methane' and offers considerable additional CO₂ savings above the use of natural gas. Gas mains already routinely carry a blend of natural gas and bio-methane.

² OLEVs definition of an Ultra Low Emission Vehicle (ULEV) is one which emits less than 75g/km of CO₂

40. A CNG feasibility study is currently underway. This study has identified a small number of sites potentially suitable for the development of a CNG refuelling station but only one offers good access to the major road network. Officers are currently in discussion with a developer interested in providing a CNG refuelling station and freight transshipment centre at this site. Work is ongoing to identify potential users of the site and private investors.

Reducing emissions from taxis

41. The current focus of emission reduction work with taxis is the successful local incentive scheme through which taxi drivers can access a grant of up to £3000 (and half price licence fees) to help cover the cost of trading in their old diesel vehicles for a low emission alternative. The scheme has been in operation for over 12 months and has replaced 13 old diesel taxis with low emission petrol hybrid alternatives and one vehicle fully electric vehicle in 2013/14. The taxi and private hire trade are regularly consulted and made aware of the offer and there is still considerable interest in the scheme. This project has produced significant financial and emissions savings for taxi drivers. Funding through the Local Sustainable Transport Fund (LSTF) is available for a further 13 to 14 taxis in 2014/15 and 15 to 16 taxis in 2015/16. Due to the scheme reaching national recognition there is a possibility that a national funding scheme may become available in the longer term. The draft AQAP3 framework sets out a timetable for developing a further low emission strategy for taxis. This will be subject to further consultation with taxi licensing and the taxi trade, but could include setting up of an ECO-stars taxi scheme which could include an Eco driving scheme, the development of further incentives for the uptake of low emission taxis and consideration of the potential for a loan scheme to allow purchase of electric / hybrid taxis.

Reducing emissions from freight

42. Reducing the total number of HGVs passing through the AQMAs, and reducing emissions from individual HGVs, are both important priorities for AQAP3. To date York has adopted the ECO-stars fleet recognition scheme (as detailed above) and has carried out a Freight Improvement Study. The draft AQAP3 sets out the timetable for preparing a Freight Improvement Action Plan (as recommended by the Freight Improvement Study). A key element of the freight action plan will be the mechanism and timetable for delivery of a freight transshipment / consolidation centre to help reduce the number of HGVs requiring to the city centre. There is a possibility that the development of a freight transshipment centre may be able to be linked to the development of a CNG refuelling facility,

allowing goods to be taken off large diesel HGVs and brought into the city centre by smaller CNG fuelled and other low emission vehicles. Development of the freight strategy will be undertaken by the sustainable transport team.

Reducing emissions from the CYC fleet

43. It is essential that CYC continues to lead the way in reducing emissions of local air pollutants and CO₂ from its own vehicle fleet and from contractors. Over the past three years grey fleet mileage (that undertaken by staff in their own vehicles for which mileage payments are made) has been cut by 34 per cent and transport carbon dioxide emissions reduced by 47%. In recognition of this CYC was recently awarded the EST Fleet Heroes Award for grey fleet management. EV infrastructure has been installed to allow the charging of 12 CYC electric pool cars. AQAP3 sets out the headlines for further CYC fleet improvement measures over the next 5 years. These include introduction of further electric pool cars, trial of a 'Light Foot' system to warn against excessive breaking and acceleration, a programme of ECO-driver training for CYC staff and further measures to reduce grey fleet use and minimise overall mileage and emissions.

Other Supporting Measures

Marketing campaign

44. Work is ongoing with public health and marketing colleagues to develop a marketing and communications campaign that will:
- a) Highlight the impacts of vehicle pollution on health
 - b) Provide advice on how to choose vehicles that are better for local air quality and cheaper to operate

This work will support the sustainable travel messages provided under the current I-Travel York campaign. It will include an update of the nationally acclaimed JorAir website to provide more information on emissions, health, and low emission vehicles.

Incentive development

45. Since York now has electric buses and an EV charging network, the next phase in the roll out of LES measures will include development of an incentive plan to encourage members of the public to move towards the use of alternatively fuelled vehicles. Development of the incentive plan

has not yet commenced but ideally will include a package of financial incentives and rewards such as addressing the purchase / loan arrangements of vehicles, reduced public parking / residents parking charges, creation of preferential parking at new and existing developments, shopping vouchers and reduced entrance fees for attractions etc. The incentive plan will be closely linked to the marketing strategy and must be sustainable in the longer term as the numbers of electric vehicles grows and more people want to access the incentives provided. The type and extent of incentives offered will be highly dependant on available funding and the ability to generate interest from potential sponsors / partnership organisations. These will be key considerations in drawing up the incentive plan.

Attracting low emission industries, business and jobs to York

46. The LES and AQAP3 provide considerable opportunities for the development and growth of a low emission vehicle and alternative fuel industry in the city, providing more jobs and business opportunities. Already a recognised leader in the delivery of low emission measures, York has the potential to attract growth in the areas of low emission vehicle sales and maintenance, EV charging point manufacture, installation and maintenance, CNG refuelling, production of bio-methane from waste and low emission tourism. The electric buses recently introduced into York are Optare vehicles built at Sherburn in Elmet, so there is also an opportunity to support manufacturing jobs within the Leeds City Region. Demand for low emission vehicles will rise significantly in the future if other cities follow York's lead. EPU are working with the economic development unit to determine how these opportunities can be best exploited both nationally and internationally.

Can we meet the EU AQ objectives and avoid potential fines?

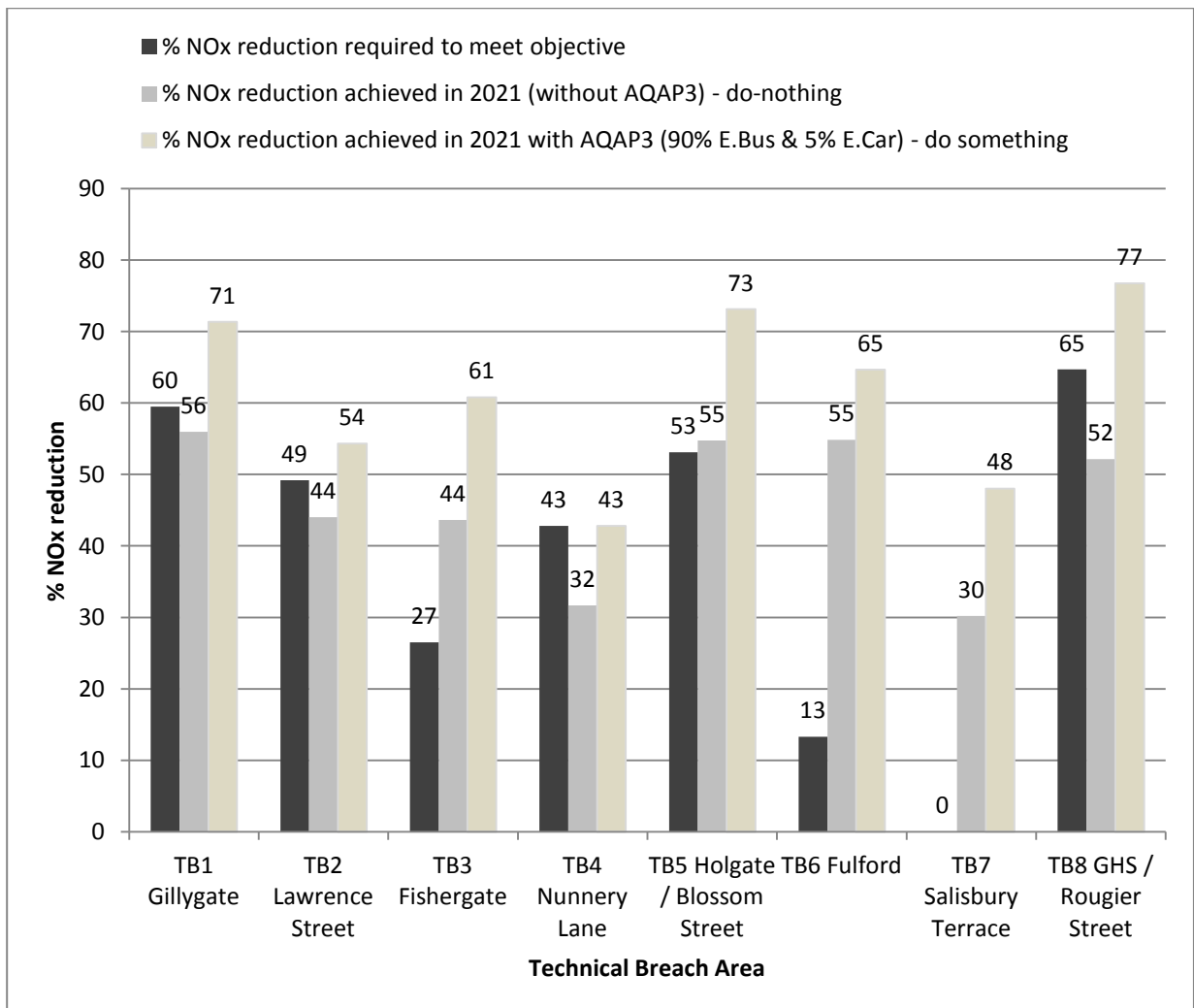
47. As outlined in paragraph 11 it is anticipated that potentially substantial fines could be passed on to local authorities that fail to demonstrate a commitment to air quality improvement and delivery of the national air quality objectives. It is therefore essential that AQAP3 delivers substantial reductions in NO_x emissions at a local level, which together with anticipated national improvements in vehicle emission technology will deliver the best opportunities for compliance with the national air quality objectives in York.
48. Future traffic levels and emissions from individual vehicles are the two main factors influencing air quality in the city and both can be influenced

by council policy and decisions. However weather conditions also have a significant impact on air quality.

49. DEFRA's Emission Factor Toolkit (EFT) has been used to predict changes in NO_x emission levels in the AQMA areas in 2021 (compared with a 2014 baseline) for 'do-nothing' and 'do-something' scenarios.
- The 'do-nothing' scenario assumes that between 2014 and 2021 the only improvement in vehicle emissions in York will arise from national improvements in vehicle emissions driven by higher Euro emission standards. These estimates include the impact of local traffic growth (associated mainly with the emerging Local Plan) that has been factored into the modelling. Local traffic growth is expected to offset some of the emission reductions that would otherwise arise from national emission technology improvements, but a net reduction in NO_x emissions is still expected. Further information on the emissions modelling assumptions can be found in Annex 5.
 - The 'do-something' scenario assumes that the proposed AQAP3 measures (including the CAZ) are implemented alongside the national measures such that the equivalent of 90% of the local bus fleet is assumed to be running on electric and 5% of the local car fleet.

The resulting % change in NO_x emissions arising from the 'do-nothing' and 'do-something' scenarios are then compared with the % of NO_x reduction needed to meet the air quality objectives in each of the AQMAs at the present time (this is based on the highest pollutant concentrations measured in each of the AQMAs during 2012 and 2013 so represents the worst case emission reduction requirement). The results of this work are shown in Figure 1.

Figure 1: Expected level of NO_x reduction under 'do-something' and 'do-nothin' AQAP3 scenarios compared with required level of NO_x reduction to meet the AQ objectives



50. Figure 1 shows that under a 'do-nothing' scenario without the AQAP3 measures in place, the annual mean NO₂ air quality objective may be met in Fishergate, Fulford, Salisbury Terrace and Holgate (more borderline) due to national improvements in vehicle emission technology alone. However, to meet the annual average NO₂ objective in Gillygate, Lawrence Street, Nunnery Lane and George Hudson Street the additional impact of the local AQAP3 measures will be essential.

51. By rolling out AQAP3 to the extent that it delivers an equivalent of 90% electric buses and 5% electric cars, the annual mean NO₂ objective may possibly be met in all the current AQMAs with the possible exception of Nunnery Lane where the situation is likely to remain borderline. Less NO_x reduction is predicted for Nunnery Lane because it carries relatively little bus and HGV traffic compared to the other technical breach areas. The impact of low emission bus measures are therefore less effective in this location.

52. Emission reduction figures presented in Figure 1 should be considered very much a best case scenario as they assume that national vehicle emission improvements will be delivered in full and that AQAP3 will be fully implemented locally. Past experience has shown that vehicle emission factors for future years have a high level of uncertainty associated with them, particularly in relation to national vehicle emission standards where the standard expected to be met by a new vehicle at point of sale is often not reflected by the actual emissions from that vehicle in the street. This is particularly the case if the vehicle is poorly maintained, badly driven and/or used in a congested urban environment where emission abatement equipment does not operate to its full capacity.
53. Whilst it is impossible to accurately predict the exact levels of air pollution in 7 years time (in the same way that it is impossible to accurately predict weather conditions) it can be said with certainty that the implementation of the proposed AQAP3 measures will deliver significant emission improvements over and above those that will arise under a 'do-nothing' scenario and that without them compliance with the national air quality objectives in at least four of the current technical breach areas is highly unlikely.
54. By implementing the proposed AQAP3 measures York will be able to present to DEFRA a robust evidence base to show that it has developed and delivered an ambitious, targeted and quantified local emission improvement programme that tackles the main sources of pollution in the city and represents the best possible course of action that the council could reasonably be expected to take at this time. This should place the authority in the strongest possible position should it be presented with the possibility of air quality related fines in the future. It will also help to maintain the current reputation York has within DEFRA and DfT as an authority that delivers in relation to air quality management and will help to ensure that York continues to be successful in attracting external funding opportunities for local transport improvements.

Links to other policies and programmes

55. Like the LES, AQAP3 will have strong links with a number of other policies and programmes currently being delivered within CYC. The main areas of overlap are:

- Modal shift and network improvement measures being delivered through LTP3, the Access York Programme and the I-Travel York campaign
- Traffic congestion is recognised as a significant impediment to the economic prosperity of the city. However a consensus on measures to resolve the issues is much less easy to agree. A cross-party traffic congestion commission to review options for tackling traffic levels in the city is due to be considered at Audit & Governance Committee in late September and Cabinet in November.
- The Climate Change Framework and Action Plan and the sustainable energy roadmap
- Other emission reduction work carried out routinely by EPU, such as control of emissions from industrial premise (IPPC), control of smoke emissions from bonfires (prevention of dark smoke and nuisance) and enforcement of smoke control areas (prevention of smoke emissions from domestic property in designated Smoke Control Areas (SCAs).

Corporate Priorities

56. The LES and AQAP3 contribute to the council's corporate strategy as follows:
- Protect the environment – protecting the local and global environment
 - Protect vulnerable people – protecting the public health (respiratory, cardiovascular and carcinogenic impacts of diesel emissions)
 - Create jobs and grow the economy – opportunities for inward investment by low emission industries and support for sustainable development and tourism. Contributes significantly towards creating a cleaner environment and better visitor experience.
 - Get York moving – creates low and zero emission alternative modes of transport
 - Build strong communities – promotes a unified approach to air quality issues across the city
 - A relentless focus on our priorities – promotes partnership working and reduces CYC travel and fuel costs

Financial Implications

57. Indicative costs and potential sources of funding for the draft AQAP3 measures can be found in Annex 4. Funding for a number of the measures has already been secured through DEFRA air quality grant

funding, LSTF funding and other grants available to support low emission transport improvements e.g. Green Bus Fund, Better Bus Fund, Cleaner Bus Technology Fund etc. Officers will continue to pursue funding from these sources whenever possible but the availability and success of future grant applications is uncertain and may impact on the rate at which some of the measures in AQAP3 can be delivered, particularly the CAZ requirements and associated bus emission upgrades. At present no funding source has been identified for continuation of the ECO-stars fleet recognition scheme.

Human Resources

58. Consultation on AQAP3, overseeing delivery of measures, and progress monitoring can currently be delivered with existing staff resources within EPU. However, as is the case with the majority of the council's services an ongoing departmental review is taking place and this work needs to be factored into the work priorities along side all other priorities, this may impact on the proposed timetable for adoption of AQAP3, delivery of measures and monitoring of the impact of the AQAP3 measures. The post of Low Emission Officer is a temporary post currently funded until 2015. This post is essential to support the successful introduction of the CAZ, further development of the EV charging network and development of CNG facilities in the city. The successful LSTF bid included ongoing funding for this post.

Equalities

59. An assessment of the impacts of the various measures on communities is considered within the annexes.

Legal Implications

60. These relate mainly to the potential for EU fines (paragraph 72) and whether or not the CAZ or anti idling measures would require to be enforced at a future date. The report recommends that these be achieved with the co-operation of service operators; any changes to this would require detailed consultation and cabinet member approval.

Crime and Disorder

61. There are no crime and disorder implications.

Information Technology (IT)

62. There are no IT implications.

Property

63. Poor air quality can mean that certain sites may be unsuitable for certain sensitive uses e.g. residential.

Other

64. Development of the CAZ will require new emission based access restrictions on the inner ring road for buses. These will be developed in full consultation with the traffic commissioner and bus operators.
65. Anti-idling measures may require erection of new signage. This will be undertaken in consultation with colleagues in the transport team. Anti-idling measures may require future adoption of anti-idling legislation, any issues arising from adoption of legislation will require further consultation with members and key stakeholders before any decision is taken.
67. Further control of emissions from development requires publishing of new local guidance for developers and greater contributions towards physical emission reduction measures and/or financial compensation to mitigate emission 'creep'. This guidance will be developed in conjunction planning and sustainability staff at CYC and will be subject to a separate round of public consultation.

Risk Management

68. In compliance with the Council's risk management strategy, failing to meet the health based air quality targets, considering the likelihood and impact, the current net risk rating is 21 or high. The development of AQAP3 should reduce the risk to Medium.
69. Paragraph 11 mentions the potential for EU fines to be passed on to local authorities with elevated NO₂ concentrations to pay all or part of the infraction fine. Whilst the level of potential fines is unknown, it is anticipated that they could be substantial.
70. The ability to deliver the Low Emission Strategy and AQAP3 in accordance with the timetables in this report is dependent on continued funding and the retention of the expertise of current staff; reductions

due to budget savings and restructures would mean that some or all of the measures within this report will not be delivered or that their delivery will be delayed.

- 71. Reducing emissions from public transport via the LES and AQAP3 will allow bus operators to put on additional services using low emission vehicles to meet the needs of the increased transport infrastructure that is associated with the emerging Local Plan aspirations, without having a detrimental impact on air quality.

Recommendation

- 72. That Members note the content of the report.

Reason: To keep the Committee informed about progress of York's third Air Quality Action Plan

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Report Approved

Date 26 August 2014

Wards Affected:

All

For further information please contact the authors of the report

Background Papers:

CYC Papers

A Low Emission Strategy for York - Executive Member for Communities and Neighbourhoods (8 June 2010)

Draft Framework for York Low Emission Strategy - Executive (15 March 2011)

Low Emission Strategy Consultation - Cabinet (3 April 2012)

Adoption of the Low Emission Strategy - Cabinet (9 Oct 2012)

Air Quality Update Report 2013 - Meeting of Cabinet Member for City Strategy and Air Quality (14 Nov 2013)

CYC external feasibility studies

York Low Emission Zone Feasibility Study - Halcrow / ITS (July 2013)

City of York Council Electric Bus Study – ARUP (July 2013)

City of York Idling Vehicle Study - TTR Ltd (January 2014)

York Freight Improvements Study – JMP (2013)

National policy and guidance

Air Quality Strategy for England, Scotland, Wales and Northern Ireland – DEFRA (July 2007)

Low Emission Strategies – Using the Planning System to reduce transport emissions – DEFRA Good Practice Guidance (January 2010)

Public Health Outcomes Framework, Healthy lives, healthy people – Improving Outcomes and Supporting Transparency (2013)

Driving the Future Today – a strategy for ultra-low emission vehicles in the UK – OLEV (Sept 2013)

Full copies of all reports are available on request from epu

Annexes (available online)

Annex 1 - Overview of feasibility studies supporting the development of the draft AQAP3 framework

Annex 2 – AQAP3 draft framework

Annex 3 – Clean Air Zone (CAZ) proposal

Annex 4 – AQAP3 costs

Annex 5 – NO_x reduction modelling assumptions

Abbreviations

AQAP – Air Quality Action Plan

AQMA – Air Quality Management Area

CAZ – Clean Air Zone

CBTF – Cleaner Bus Technology Fund

CNG – Compressed Natural Gas

CO₂ – Carbon Dioxide

COMEAP – Committee on Medical Effects of Air Pollution

CYC – City of York Council

DEFRA – Department of for Environment, Food and Rural Affairs

DfT – Department for Transport

EV – Electric Vehicle

EFT – Emission Factor Toolkit

EPU – Environmental Protection Unit

HGV – Heavy Goods Vehicle

ITS – Institute of Transport Studies

LES – Low Emissions Strategy

LEZ – Low Emissions Zone

LSTF – Local Sustainable Transport Fund

NO₂ – Nitrogen Dioxide

OLEV - Office for Low Emission Vehicles

P&R – Park & Ride

PM – Particulate Matter

ULEV – Ultra Low Emissions Vehicle



Economic & City Development Overview & Scrutiny Committee**1st October 2014**

Report of the Assistant Director for Development Services, Planning & Regeneration

Six Monthly Update Report on Major Development Schemes in York**Summary**

1. This report provides Members with an overview and update in relation to the major development and planning proposals in the city at this time.

Background

2. Since the national economic downturn and more recent improvement, officers have continued to keep an open dialogue with developers in York in order to consider how approved but stalled sites may come forward without any significant lessening of overall planning aims in terms of mixed and balanced communities. A number of longstanding approved development proposals have now commenced including Terry's, the hotel at Walmgate and further phases of Hungate, as well as new sites such as the new student accommodation at the Press site and on Lawrence Street.
3. Officers have agreed changes of use (employment to residential), changes in types and size, layout, design and density as well as reductions in affordable housing requirements and Section 106 financial contributions, where justified by viability assessments. These revisions to approved and comprehensively consulted upon approvals illustrate the commitment to support the delivery of good quality new development in the city.

The Development Sites**Terry's**

- 4 Construction of phase 1 on the northern half of the site by David Wilson Homes (85 homes) is well underway. The detailed

application for Phase 2 of the housing site (240 homes) has been submitted. On the southern half of the site, a detailed application is under preparation for the conversion of the former Multi-Storey Factory, the Clock Tower, the Liquor Store and the Memorial Garden for mixed use development.

Nestle

- 5 Whilst there has been a period of relative inactivity in terms of the marketing of the site by Nestle, a developer has now come forward with a genuine interest in producing a sensitive scheme based on the planning application previously accepted by Committee. Officers are working closely with the developer and have been in dialogue with Nestle to encourage and facilitate the bringing forward of the development of the site.

Hungate

- 6 Phase 2 of the development (195 new apartments, including 31 affordable) will commence construction imminently (mid October). The Hiscox Insurance building as approved by the Council in December 2013 is also in the construction stage.
- 7 Discussions on a revised master plan and detailed proposals for phases 3 and 4 (leading to full applications in the next few months) are proceeding. Negotiations primarily relate to design, the number of dwellings and the amount of commercial development on the remainder of the site.

Germany Beck

- 8 The legal challenges (to the reserved matters permission for 657 dwellings granted by the Council and the decision by English Heritage not to list the site as a historic battlefield) considered by the Courts have to date all been rejected. Archaeological works as required by condition are underway on site, and details as required by other conditions are expected to be submitted in the coming months, prior to commencement. A community liaison forum is still proposed to provide the vehicle for dialogue between the developer and the community during the construction phase

British Sugar

- 9 Officers have continued to work productively with representatives of ABF and their planning agents Rapleys, to bring forward a formal submission for the residential redevelopment of the site. Community consultation and Forum meetings have been convened since the last update to present the masterplan to the public.
- 10 Following the informal presentation of their preferred master plan to Planning Committee in August, negotiation on the Heads of Terms for the legal agreement and on the masterplan for the site are progressing quickly, and an application for around 1000 homes is anticipated very shortly.

York Central

- 11 A masterplan-led viability study, jointly commissioned by Network Rail and CYC, has been completed, and Memorandum of Understanding for commercial engagement (and land swap arrangements) with Network Rail in site delivery is being finalised. It is anticipated that a development framework will be prepared in conjunction with NWR to guide future development of the site, with commencement of residential quarter at Leeman Yard from 2015.
- 12 £10m Economic Investment Fund is earmarked for the site, as well as £1.7m Local Growth Fund (with spend profiled from 2015 on flood measures). £27m of 'West Yorkshire Transport Plus' funding is also mandated, with gateway 1 approval scheduled for December, this split into two phases of funding, the first associated with station gateway improvements (potentially including Queens Street Bridge demolition), and the second with site access rear of the rail station.

White Swan Hotel

- 13 Works are nearing completion on the scheme for 14 apartments on the upper floors, with food retail on the ground floor, as approved December 2012.

Castle Piccadilly

- 14 Following on from the granting of permission for the development of premises along Piccadilly late last year, discussion with parties

interested in taking over the Centros holding, following their placement in administration, have been taking place with officers.

- 15 Discussion regarding the potential conversion of Ryedale House to residential accommodation and the installation of a new bridge across the Foss to the car park and Eye of York, together with planned improvements to the streets and junctions here.
- 16 Work is underway to consider a new vision for the remaining site, which is shown as an area of opportunity in the new publication draft Local Plan.

Barbican

- 17 Detailed negotiations regarding affordable housing are in progress and expected to be resolved in the next month, with the current application by Persimmon Homes for 195 apartments and 12 houses, on the site of the previously approved residential development, then to be presented to Planning Committee towards the end of this year.

Consultation

- 18 Not applicable as this report is for information only.

Options

- 19 Not applicable as this report is for information only.

Analysis

- 20 Not applicable as this report is for information only.

Council Plan

- 21 The facilitation of the development of these major sites accords with the Council's priorities relating through support for creating jobs and growing the economy and protect the environment, which is allowed to grow whilst maintaining York's special qualities.

Implications

- 22 There are no financial, human resources, crime and disorder, information technology, property or other implications directly associated with this information only report.

Recommendations

23. That the Committee note the present position in relation to major developments and planning applications in the city.

Reason: In order to provide the Committee with a regular update on developments in the city.

Contact Details

Author:

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Head of Development
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Tel No.551303

**Chief Officer Responsible for the
report:**

**Mike Slater
Assistant Director
City Development and Sustainability**

Report Approved ✓ Date 19/09/2014

Wards Affected:

All

For further information please contact the author of the report

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Economic & City Development Overview & Scrutiny Committee**1st October 2014**

Report of the Director of City & Environmental Services

An Update Report on Major Transport Initiatives in York**Summary**

1. This report provides Members of the Economic & City Development Overview & Scrutiny Committee with an overview and update in relation to the major transport initiatives in the city currently being progressed.

Major Transport Initiatives

2. Separate reports on individual transport schemes are presented to the Cabinet Member for Transport on a regular basis. The overall capital programme is monitored through the year with the latest report to be submitted to the October Cabinet Member Decision Session.

Local Transport Plan (LTP)

3. The city's third Local Transport Plan (LTP3) sets out the transport strategy for the city and the measures to be progressed in the short-term (2011-2015), medium-term (2015-2021) and long-term (2021 - 2031), under the following strategic themes:
 - Provide Quality Alternatives (to the car).
 - Provide Strategic Links
 - Implement and Support Behavioural Change.
 - Tackle Transport Emissions.
 - Improve Public Streets and Spaces
4. The Council has set 'Get York Moving' as a key priority for the City being delivered under the following initiatives - more detail is provided in Annex A:
 - Expanding Park and Ride Services
 - Improving Bus Services
 - Developing York's Cycling and Pedestrian Network
 - Improving Movement in the City Centre
 - Establishing 20mph Speed Limits in York's Residential Areas

- Winning Hearts and Minds

Traffic Congestion Commission

5. A Traffic Congestion Commission is proposed to be set up to investigate options for addressing congestion issues in the city.
6. The objectives and protocols for the establishment of the commission are currently being developed with group leaders. The current expectation is that a report identifying the commission's remit and governance will be presented to the December Cabinet. The commission would commence work shortly afterwards with a final decision on the recommendations made by the Council in September/October 2015.

Update on Transport Activities

7. The Transport Service is currently progressing a wide range of transport initiatives and improvements across the city using Local Transport Plan, Local Sustainable Transport Fund, Better Bus Area Fund and Council resources. The main headings are identified in the list below with further information against the key Council Plan themes.

Major Transport Schemes

- Access York – New Park & Ride services at Askham Bar and Poppleton Bar
- A19 Pinch Point – Bus priority and highway improvements on the A19 south of York.

Cycling/Walking

- Haxby to Clifton Moor Cycle Route
- University Road Cycle Route
- Rural and Urban Cycle Guides
- Festival of Cycling

Public Transport

- Exhibition Square – Bus stop upgrades
- Smart Ticketing
- Electric Buses
- Bus information

Travel Planning and Sustainable Transport Promotion

- Local Sustainable Transport Fund - £1m of further funding received for 2015/16
- Personal Travel Planning
- Business Travel Planning

- itravelyork – website

Road Safety and Speed Management

- 20 mph Limits in residential areas
- Local Safety Schemes
- Danger Reduction

Parking Initiatives

- Minster Card
- Free Parking
- Pay on Exit

Event Planning

- Tour de France
- Sky Ride
- York Marathon

Integrated Transport Capital Programme 2014/15

8. The city's Transport improvement schemes are delivered using funds from the Integrated Transport Capital Programme. The current 2014/15 capital budget is approximately £13m including carryover of funding from 2013/14.
9. Details of the 2014/15 programme are reported to the Cabinet Member for Transport on a regular basis with the latest report due to be considered at the next decision session.
10. The key schemes proposed to be progressed in 2014/15 are indicated below.
 - Access York phase 1 – completion of P&R sites at Poppleton and Askham, improvements to the A59/A1237 roundabout and new traffic signals at A59 Poppleton.
 - Public Transport schemes. City centre bus stop improvements, off bus ticket machines, interchange improvements, Real Time Information provision.
 - Clarence Street – road layout changes and associated traffic signal priorities
 - Cycle schemes including: University Road cycle lane, Haxby to Clifton Moor cycle route and a number of network priority schemes.
 - Safety and Accessibility Schemes – Schemes to address local safety, danger reduction and speed management issues.
 - Safe Routes to School Programme – Rolling programme of improvements to improve sustainable access to schools.
 - 20mph speed limit roll-out

11. An overview of progress against significant schemes is contained in Annex A.

Consultation

12. Not applicable as this item is for information only

Options

13. Not applicable as this item is for information only

Council Priorities

14. These transport initiatives accord with the Council's priorities relating in particular to Get York Moving, Building Strong Communities and Create Jobs & grow the economy.

Implications

15. There are no financial, human resources, crime and disorder, information technology, property or other implications directly associated with this information only report.

Risk management

16. Not applicable as this is an item for information only.

Recommendations

17. That the Committee note the present position in relation to major transport initiatives in the city.

Reason: In order to provide the Committee with a regular update on initiatives in the city.

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Major Capital Programme
Manager
Tel: 551414

Chief Officer Responsible for the report:
Neil Ferris
Assistant Director Strategic Planning and
Transport

Report
Approved



23/9/14

For further information please contact the author of the report

Wards affected – All

Annexes

Annex A – Get York Moving Progress Overview Rating

Abbreviations in this report and its annex

BBAF – Better Bus Area Funding
CCTV – Closed-Circuit Television
LSTF– Local Sustainable Transport Fund
LTP – Local Transport Plan
P&R – Park & Ride
WY+TF – West Yorkshire Plus Transport Fund

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GET YORK MOVING – PROGRESS OVERVIEW RATING

Expanding Park and Ride Services

Two new Park and Ride sites (Askham Bar and Poppleton Bar) opened on 8 June 2014. Parking capacity increased by 30% to 5,500 spaces. Associated Highway improvement works at the A59/A1237 junction completed in August 2014. All A roads into the city are now covered by a Park & Ride option for travellers. Additional funding for further expansion being sourced via the West Yorkshire plus Transport Fund.

- £15m of Government Funding secured for the £23m Access York Project through a nationally competitive process.
- Askham Bar P&R site has been relocated and doubled in size to 1100 spaces and a new P&R site developed at Poppleton (600 spaces) on the A59. A major upgrade of A59/A1237 Roundabout has also been delivered as part of the project.
- New Traffic Signal junction on A59 at Poppleton facilitating access to/from the P&R and improving safety in the area.
- Construction of the main P&R site works commenced in May 2013 and became fully operational in June 2014
- Further funding being sought for P&R site at Clifton Moor (originally included in the York Package) for delivery using the West Yorkshire Plus Transport Fund
- Access improvements to the A19 Naburn/Designer Outlet Site being developed for delivery in 2015 using Pinch Point Funding confirmed in September 2013.
- A Green Bus Fund bid was successful for electric buses for the A59 and Monks Cross Park & Ride routes. 6 electric buses are operational on the A59 route with the Monks Cross service starting later in the year.

Improving Bus Services

BBAF Funding secured and programme being progressed. Multi-operator ticket up and running and work on smart ticketing products ongoing via BBAF. Number of BBAF interchange and bus priority schemes have been completed. Funding for further public transport improvements being sought via BBA2 and WY+TF.

Economic & City Development Overview and
Scrutiny Committee October 2014 - Report on Major Transport Initiatives -
Annex A

- An additional £1.3m of funding over the next 4 years has been secured through Better Bus Area Funding from the Government. York was one of only five authorities that secured Better Bus Area Status.
- The Better Bus Area Fund programme is developing Smart ticketing products for York. The Yozone Card for 11-18 year olds now has fully smart capabilities. Delivery is dependent on bus operator programmes and regional wide progress.
- City Centre bus interchange facilities have been upgraded via BBAF at Piccadilly, Stonebow and the Station. The upgrade of the facilities at St. Leonards Place (Exhibition Square) commenced in September with completion expected in November. Further improvements in Rougier Street have been delayed by the slower than anticipated progress of the redevelopment of Roman House St but should be in place in 2015.
- One City tour bus has been converted to electric. A bid for funding for conversion of a further 5 vehicles has been put on a reserve list by the Government.
- Station public transport information centre opened. Now dealing with some 1500 enquiries per week
- Expansion of CCTV network to give better management of the highway network and resultant improvements in bus time reliability. Bus Wardens and Bus Network Managers have been appointed to resolve incidents quickly to minimise disruption.
- Real-time passenger information already installed across City Centre, further roll out to district centres programmed later this year.
- Station Frontage/Interchange - Initial feasibility work progressing with Network Rail.

Developing York's Cycling and Pedestrian Network

Strategic network identified and prioritised list of improvements consulted on and established. Delivery ongoing via LSTF and LTP block funding.

Economic & City Development Overview and
Scrutiny Committee October 2014 - Report on Major Transport Initiatives -
Annex A

- Haxby Road to Clifton Moor Cycle Route. The critical element of the route, the bridge over the Scarborough line, will be constructed in autumn 2014 with the full route completed early in 2015.
- University Road Safety Scheme currently underway
- University Road cycle scheme currently out to tender
- Improvements to footway (introduce tactile facility) on Station Rise to be completed in 2014/15
- Knapton to Rufforth Cycle Route: Phase 1 (metalled surfacing) completed in 2014/15. Phase 2 (link to Rufforth Village) and Phase 3 (link to Knapton) to be developed
- Further Cycling and Walking links to be upgraded in Clifton Moor area

Improving Movement in the City Centre

Ongoing programme of de-cluttering established.

Footstreets experiment completed and new hours of operation in place.

Expansion of the footstreets

- Following the success of the experimental Footstreets hours identified through the Footstreets review the experimental measures have now become permanent (10:30a.m to 5:00p.m)
- Programme of de-cluttering of the city centre continuing.
- Introduced additional cycle racks in City centre
- Investigate possible expansion of foot-streets to additional areas ongoing

Establishing 20mph Speed Limits in York's Residential Areas

Policy approach agreed, pilot completed and City wide roll out underway. Slower than anticipated progress due to addressing local concerns.

- Policy approach has been agreed with partners, including the Police.
- Ongoing monitoring of the South Bank pilot scheme
- West of York (covering a third of the City) completed
- North and East York schemes to be completed 2014/15

Winning Hearts and Minds

Range of innovative and sustainable measures underway through the Local Sustainable Transport Fund programme - now extended to March 2016 following successful funding bid

- The additional £1m of funding for the LSTF programme will extend the programme through to March 2016 and widen the coverage to include the Poppleton Road/Holgate Road area.
- LSTF funded business travel planning service now up and running – contact has been established with over 80 businesses. ION travel software purchased to provide a way to track and manage business travel plans.
- LSTF funded personalised travel planning programme in the northern area of the City underway. Direct contact being made across the summer months with follow up contact.
- iTravel website launched in September 2012 to improve availability of timetable and other travel and transport information and planning tools. Continues to be developed as the main source of travel/transport information for the city.
- Progression of Low Emission vehicle initiatives across the city to reduce the impact of vehicle emissions on air quality.



Economic and City Development Overview and Scrutiny Committee

1st October 2014

Report of the Director of Communities and Neighbourhoods

Single Equality Scheme Update and Refresh

Introduction

1. The purpose of this report is to inform members of this scrutiny committee on the refresh of York's Equality Scheme. The Scrutiny Committee are requested to note progress made in the refresh of York's Equality Scheme and:
 - i. comment on:
 - a) The draft priorities as detailed in Annex 1 and;
 - b) The draft outcomes relevant to this committee, as tabled in paragraph 9.
 - ii. Advise whether these priorities and outcomes should be the area of focus in the revised equality scheme or are there any others that should be considered.

Background

2. York's Single Equality Scheme 'A Fairer York' was approved in December 2012 and is in the process of being refreshed. The purpose of an Equality Scheme is to tackle inequalities, discrimination and disadvantage for those who have characteristics protected (York's Community of Identity) under the Equality Act 2010) :
 - Age
 - Disability – physical and mental impairment
 - Gender reassignment
 - Marriage and civil partnership
 - Pregnancy and maternity
 - Race
 - Religion or belief
 - Sex

- Sexual orientation
 - Carers
 - People living in York's most deprived areas
3. The current scheme whilst including partnership actions is very much a council document. It is the intention that the revised scheme will move from being a council document to a partnership document recognising that no one agency can tackle York's inequalities alone. The new equality scheme is expected to gain the support of partners by December 2014 and will be a key piece of evidence in the Local Government Association Equality Assessment programmed for January 2015 when the council hopes to move from Achieving to Excellent in the Equality Framework for Local Government.
 4. Corporate and Scrutiny Management Committee (CSMC) have overall responsibility for scrutinising the council's approach to equalities. At their meeting in July 2014, CSMC received a year end report on progress of the council's existing Equality Scheme and considered a long list of issues for possible inclusion in the refreshed equality scheme.
 5. CSMC agreed that the issues should be grouped in line with the terms of reference of the individual overview and scrutiny committees and presented at their next round of meetings. Each committee to be asked for their views on which of those issues should be prioritised areas of focus and included in the refreshed equality scheme.
 6. To follow on from this to ensure equality issues become embedded into the work of individual scrutiny committees CSMC requested that each committee receive an update on the issues relevant to their terms of reference as part of their ongoing quarterly finance and performance monitoring reports.

Emerging Priorities

7. However, things have moved on from the report that went to CSMC. Year end analysis of key equality measures, Health and Wellbeing Strategy priorities, Fairness and Equalities Board priorities, council Business Plan priorities, issues arising from the Joint Strategic Needs Assessment and discussions with Building Strong Communities, Jobs and Economy and Protect Vulnerable People (Council Plan Themed Boards), Corporate Management Team (CMT) and Corporate and Scrutiny Management Committee have led to the following 4 draft priorities being identified (full details of which are attached at Annex 1):

- a. Economic Wellbeing
 - b. Learning and Educational Wellbeing
 - c. Health and Wellbeing
 - d. Community Wellbeing
8. The main area of focus for this committee centres around Economic Wellbeing focusing Ensuring York enjoys good economic growth which tackles employment, precarious employment (zero hour contracts) and training inequalities, particularly for women, lone parents, Black, Asian and Minority Ethnic communities, young people, and disabled people, those with a mental health condition. Our economic strategies also focus on reducing the gender pay gap, increasing adoption of the ‘Living Wage’ and continuing the work on poverty particularly reducing the number of children living in poverty.
9. Draft outcomes to be achieved are outlined in the table below.

Economic Wellbeing Outcomes	
Increase	Decrease
The number of people in employment	The % of male and females in part time employment
The % of male and females in full time employment	16-18 year olds not in employment or education
Percentage of Care Leavers at 19 in Education, Employment or Training	Gap in employment rate between those with a long term health condition and the overall employment rate
% of 17 year-olds in education or work based training (as at the end of each year	Gap in employment rate for mental health clients and the overall employment rate
Apprenticeship Starts for ages 16-18, 19-24 and 25+	Gap in employment rate between those in contact with secondary mental health services and overall employment rate
Average earning of residents- Gross Weekly Pay	
Number of organisations paying	Gap in employment rate between

'Living Wage'	<p>those with a Learning Disability and the overall employment rate</p> <p>% of Young People not in Employment , Education or Training (NEET)</p> <p>% of young people ending their YOT supervised order who are NEET</p> <p>% of Year 12 young people who are not in education, employment or training (NEET) who are LDD (self-defined LDD, school action, school action + or statement)</p> <p>% Unemployed in York</p> <p>York unemployment rate below the national average</p> <p>JSA Claimants of Working age population (16-64)</p> <p>16-24 JSA Claimants over 1 year</p> <p>Male and Females claiming Job Seekers Allowance</p> <p>BaME Job Seekers Allowance Claimants</p> <p>Difference in gender pay gap</p> <p>% of children living in workless households</p> <p>Percentage of children in poverty (under 16s)</p> <p>Number of lone parents out of work</p>
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Consultation

10. Results of the Big York Survey, research in the development of the Joint Strategic Needs Assessment and feedback from the Fairness Equalities Board and Council Plan themed boards have informed the emerging priorities.

Council Plan

11. These proposals relate to the Council's corporate priorities of building strong communities and protecting vulnerable people, as set out in the Council's Plan 2011-15.

Implications

12. As a progress report there are no implications as this stage.

Recommendations

13. The Scrutiny Committee are requested to note progress made in the refresh of York's Equality Scheme and:
 - ii. comment on:
 - a) The draft priorities as detailed in Annex 1 and;
 - b) The draft outcomes relevant to this committee, as tabled in paragraph 9.
 - iii. Advise whether these priorities and outcomes should be the area of focus in the revised equality scheme or are there any others that should be considered.

Reason: To help ensure that relevant equality issues are reflected in the revised Equality Scheme.

Contact Details

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Report Approved **Date** 23 September 2014

Wards Affected:

All

Specialist Implications Officer(s): None

For further information please contact the author of the report

Background Papers: None

Annexes

Annex 1: Draft Equality Scheme Priorities

Single Equality Scheme priorities

The refresh of York's Single Equality Scheme is underway. As part of strengthening our partnership arrangements the document will move from being a council document to a partnership document recognising that no one agency can tackle York's inequalities alone. The new equality scheme is expected to gain the support of partners by December 2014 and will be a key piece of evidence in the LGA Equality Assessment programmed for January 2015. There is a number of inequality issues that need to be tackled summarised in the following priorities:

Economic Wellbeing: focuses Ensuring York enjoys good economic growth which tackles employment, precarious employment (zero hour contracts) and training inequalities, particularly for women, lone parents, Black, Asian and Minority Ethnic communities, young people, and disabled people, those with a mental health condition. Our economic strategies also focus on reducing the gender pay gap, increasing adoption of the 'Living Wage' and continuing the work on poverty particularly reducing the number of children living in poverty.

Learning and Educational Wellbeing : focus on reducing the numbers of people with no formal qualifications and improving educational attainment for children entitled to Free School Meals, Looked After Children , Gypsy and Traveller Children and those with Special Educational Needs.

Health and Wellbeing: focuses on tackling homelessness, health inequalities particularly those within deprived neighbourhoods, tackling alcohol, smoking and substance misuse issues amongst young people and pregnant women, reducing childhood obesity, working to reduce the increasing incidence of food poverty and fuel poverty, increasing the number of physical active adults, improving the support for those with a mental health condition and the increasing number of people with dementia and/or people suffering social isolation whilst enabling them to live independently within the community for as long as possible recognising the valuable contribution carers, young carers and communities make.

Community Wellbeing focuses on: York as a welcoming city, respecting and celebrating diversity. Ensuring equality information is collected, monitored and used to improve access to services and service provision and tackles negative and discriminatory attitudes from the

public and service providers towards BaME, LGBT, disabled people, those with a mental health condition and deaf people. Continuing to empower communities to develop their own solutions to local issues enabling them to access, influence, and co-design and commission services to meet agreed outcomes. To build strong communities where people from different backgrounds respect each other and get on well together, where people feel safe and Hate Crime, bullying in schools (particularly against LGB pupils), Anti Social Behaviour, Honour Crime and Domestic Violence is tackled effectively and prevented. Improving housing conditions and increasing access to affordable housing for the elderly, disabled people, those with a mental health condition, Gypsy and Traveller Families and young people particularly those leaving care.



Economic and City Development Overview and Scrutiny Committee

1st October 2014

Report of the Director of City & Environmental Services

2014/15 Finance & Performance Monitor 1 Report

Summary

1. This report provides details of the 2014/15 forecast outturn position for both finance and performance in City & Environmental Services and Housing Services.

Analysis

Finance – forecast outturn overview General Fund

2. The current outturn position within the City & Environmental Directorate (excluding Highways, Waste & Fleet) is a projected overspend of £740k on a total net budget of £3,170k. Economic Development has a budget of £799k and is expected to outturn on budget. The Housing General Fund has a budget of £891k and is expected to overspend by £19k. Service Plan Variations by service plan are shown below:

	Net Budget £'000	Projected Outturn £'000	Variance £'000
City & Environmental Services			
Strategic Planning & Transport	-500	-100	+400
City Development & Sustainability	393	733	+540
Director's Group	3277	3277	0
Total	3,170	3,910	+740
Economic Development	799	799	0
Housing Services			
Housing General Fund	891	910	+19

Note: '+' indicates an increase in expenditure or shortfall in income
'-' indicates a reduction in expenditure or increase in income

3. Details of the main variations by service plan are detailed in the following paragraphs.

Strategic Planning and Transport (£+400k)

4. Car Parking income is forecast to be £400k below budget as income during the early part of the year is lower than the same period last year. Further monitoring will be carried out during the year to assess both the impact of the free parking initiative introduced in late June and the charges for Minster Badges.

Planning and Sustainable Development (£+540k)

5. Income from planning applications and building control are much lower than expected as developers delay submitting planning applications pending the publication of the Local Plan (£335k). There is also like to be a small public inquiry at Strensall (£15k).
6. Income from land charges is expected to £70k higher than budget. This is offset by the cost of the legal decision for all authorities to refund personal search agencies for fees charged between 2005 to 2010. For York this is estimated to be £200k.
7. Income in Design & Sustainability is expected to be £75k below budget.

Economic Development (£nil)

8. The current forecast is that Economic Development will outturn on budget.

Housing Services (£+19k)

9. The review of the Housing Services General Fund budgets indicates at monitor 1 that the service will be £19k over budget. This is due to installation of water meters at Travellers sites (£28k) offset by miscellaneous savings (£9k).

Finance Housing Revenue Account (HRA) - Non General Fund account

10. The budgeted working balance at 31st March 2015 on the HRA is £12,680k and this first review indicates that it will outturn on budget.

Performance

Create Jobs & Grow the Economy

11. **New Businesses.** York has seen a number of new businesses locate in the city in the last period including Anaplan, a fast-growing IT firm moving into new offices at the Bonding Warehouse and Parsons Brinckerhoff, a global engineering consultancy setting up a new Yorkshire & Humber office in the city.
12. **Deliver a successful Tour de France Event.** On 6th July, York hosted the start of the 2nd day of the Grand Depart of the Tour de France 2014. 29,000 people watched at York racecourse and over 100,000 lined the streets to cheer the 200 riders as they passed the city's historic landmarks. The Tour de France is televised in 190 countries reaching 3.5 billion people and the event is estimated to be worth £100m for the region. The race was preceded by a 100 day festival of art and culture across Yorkshire as well as a festival of business in the week before.
13. Detailed local reports from the TdF Hub 2014 will be written during the summer and a full report on the event will go to Cabinet in the autumn.
14. **Address skills gaps in the city.** The 100 Apprentices in 100 days 2014 Campaign outstripped 2011 outcome, with 164 pledges for new Apprenticeships (up from 105) from 104 businesses (up from 80). Other successes include the Apprenticeship Brokerage service for SMEs, Apprenticeship Talent Pool (pilot), and the Apprenticeship Recruitment Event.
15. **Improving access to better quality, full-time, well paid jobs.** In the year to March 2014, the number of the working age population in Full Time Employment in York decreased by 2.2% to 65.9%. Nationally and regionally saw an increase of 0.3% to 74.1% and 72.9% respectively. This has meant a decrease of 800 full time jobs for males and 700 jobs for females. We have the second highest proportion of part time female workers in the country, and are working to understand the issue and its implications.

16. Job Seekers Allowance claimants are at pre-recession levels of 1.3% (end June), compared to 3.4% regionally, and Youth unemployment is at its lowest since 2006. Projects such as the May Jobs Fair (1,000 attendees) and the Head Start programme for longer-term unemployed 18-24s (30 participants/10 job outcomes) have been a success.
17. **Focus on Tour de Bio.** Over the Tour de France weekend, partners across York welcomed major industrial biotechnology and agri-tech businesses and investors from across the UK and Europe for a series of events. Companies such as Unilver and GlaxoSmithKline discussed opportunities around the Bioeconomy in York and the wider region, with around 70 attending an event at the Ron Cooke Hub on the Friday before the Tour.
18. The centrepiece of the weekend was a ceremony for the signing of a memorandum of understanding between BioVale, a Bioeconomy cluster for Yorkshire & Humber and the Northern France based cluster, IAR. IAR and BioVale agreed to work together on a number of fronts including promoting cooperation and information exchange between SMEs and universities, supporting businesses breaking into emerging markets, and research and development collaboration on high-tech projects, particularly conversion of biomass and renewable raw materials into value-added biobased products.
19. Tony Duncan, CEO of Circa Group, an Australian business which has recently expanded to York, said "It was stunning - and perfect combination of functions....and sport."
20. **Continue work to ensure good growth.** We are continuing to make 'Good Growth' a key priority for the city. Employers in the city have already made significant progress on the Living Wage. The existing group of employers signed up to paying the Living Wage includes City of York Council, Joseph Rowntree Foundation, Aviva, York St John University, York CVS and the York Citizen's Advice Bureau. This has expanded to include large businesses such as Nestle and smaller businesses including the Golden Ball pub.
21. **Open a refurbished Newgate city centre market.** The (£1.5m) project is expected to take 16 weeks and followed months of consultation earlier this year. The refurbished Newgate Market is expected to be open for business and the stalls back in their usual place in time for St Nicholas' Fair which starts on Thursday November 27.

22. **City of Media Arts.** York has submitted an application to become a UNESCO City of Media Arts and to join the global Creative Cities Network.
23. This permanent, non-competitive title would bestow international recognition as a place of exceptional media arts practices and experiences. York is due to hear the official decision by 30 November 2014.

Build Stronger Communities

24. **Deliver a community stadium including a county standard athletics facility.** In May 2014 two final bids were submitted for the Design Build Operate and Maintain (DBOM) contract for the community stadium and city leisure facilities. These are being evaluated and a preferred bidder confirmed. A report will then go to Cabinet in September on progress with procurement and scheme details.
25. **Support community groups to take greater ownership of the management and operation of parks and green spaces.** During Q1 the Smarter York team have worked on 49 community schemes including: the community running West Bank Park summer fair; the Poppy Road WW1 Memorial planting; Heworth Tennis Club taking on the management of Glen Gardens tennis courts for 25 years; refurbishment of the King George V playing field play area with Dodsworth Area Residents Association and the Anti dog fouling signage campaign with Carr Junior, Tang Hall and Osbaldwick schools.
26. **Through the 'Rewiring' programme the Council will develop community hubs where we can work in partnership with local communities at a neighbourhood level.** Greater consultation and engagement with residents and communities is a strong thread running through the council's new way of working. To ensure the resident is at the heart of everything we do, an Approach to Community Engagement has been developed together with a variety of resources to help develop skills and confidence. The new process will be consolidated through a training programme available to staff.
27. The Council plans to provide residents and communities with a number of different resources to help build resilience and

independence. In addition, councillors and ward teams will be supported to help them be champions of the new way of working.

28. **Raise standards in the private rented sector.** The council's Landlord Accreditation Scheme, YorProperty, goes from strength to strength. As at 28th July 2014, 97 landlords, managers and letting agents had signed up to the scheme. In total 386 properties have been registered.
29. **Consult on the draft local plan that sets out how York's housing needs will be met up to 2030.** The Further Sites consultation closed on 16th July. The comments received as part of this consultation will help inform future recommendations on the portfolio of sites for inclusion in the final draft Local Plan. There will be a further opportunity to comment on the whole of the final Plan later in the year before it is submitted to the Secretary of State to be examined by an independent inspector.

Get York Moving

30. **Successfully deliver traffic management for the Tour de France.** The transport team successfully managed the road closure and public transport implications of the Tour de France with over 20 people working on the day.
31. **Complete the Haxby Road to Clifton Moor Cycle Route.** The Haxby/Clifton cycle route is complete but is awaiting completion of a bridge over the railway line. It is anticipated the route will open in early 2015.
32. **Parking.** Pay on Exit parking payment has been introduced at Marygate Car Park on a trial basis. The Minster Card offering discounted parking for residents was launched at the beginning of July with the 2 month transition period coming to an end on 31 August. Free parking was introduced in the majority of Council Car Parks on Thursday, Friday and Saturday mornings from 19 June.
33. **Complete the Access York Project which increases the capacity of the service by 30%.** Two new Park and Ride sites were opened on 8 June 2014 to improve the existing service and boost capacity. Askham Bar, a new 1,100-space site replaced the current site and Poppleton Bar, a new 600-space site caters for passengers travelling to York via the A59 and other areas west of the city. The Poppleton Bar Park and Ride service has become

York's first all-electric Park and Ride route. Funding for the £22.7m project was approx. 70% DfT and 30% Council.

34. The upgraded A59/A1237 roundabout has been fully opened at peak times since early July with traffic management in place at off peak times.
35. **Traffic.** A decision to make a payment to settle disputed Penalty Charge Notices imposed on travellers who contravened the Lendal Bridge traffic restriction has been made by Cabinet. A process for applying for payment is currently being finalised.
36. **Focus on Cycling.** The women only cycling project, Bike Belles, is exceeding all expectations. To the end of June there have been a total of 1,546 engagements with women including 19 events such as led rides, maintenance classes and other social meetings. So far, 21 Bike Belles champions have been recruited from key businesses in York and there are almost 1,000 followers on Twitter and Facebook. As part of the TdF Legacy the Council is looking to roll out the project across the Yorkshire & Humber region.
37. The 2014 Business Cycling Challenge took place during the 3 weeks leading up to the Tour de France Grand Depart. The 2014 challenge exceeded the numbers involved in the 2013 challenge with 81 businesses taking part. The challenge has engaged with 131 organisations and 5,172 people resulting in 73,883 cycle rides covering 587,165 miles.
38. In July the Department for Transport announced the council's bid for funding to continue the iTravel York programme to 2016 had been successful. The maximum £1m was awarded, meaning work can continue on the TdF Legacy objective to encourage 'more people to cycle more often'.
39. **Bus travel.** Composite timetable information has been posted at all stops in the city centre. The timetables provide a common style for all bus operators' services and each timetable contains Near Field Communication (NFC) and QR code tags to access real time bus information when activated by a smart phone.
40. York has been established as a 'Better Bus Area' (BBA). One of five BBAs across England and the only one not identified as one of England's 'core cities', the BBA brings £130k of revenue funding for 2014/15 for York's 9 bus operators and CYC to deliver improvements to the bus network and to increase bus patronage.

The partnership has allocated some of the funding to the provision of additional early evening journeys to improve York's more frequent commercially operated bus routes.

41. York's Quality Bus Partnership was fully engaged in the delivery of a successful Tour de France. Operators worked closely with the Council's transport team to ensure that the bus services operated to plan.

Implications

42. There are no financial, human resources, equalities, legal, crime & disorder, information technology, property or other implications associated with this report.

Risk Management

43. The report provides Members with updates on finance and service performance and therefore there are no significant risks in the content of the report.

Recommendations

44. As this report is for information only, there are no recommendations.

Reason: To update the scrutiny committee of the latest finance and performance position.

Author:

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Chief Officers responsible for the report:

Sally Burns
Director of Communities and
Neighbourhoods

Darren Richardson
Director of City and Environmental Services

**Report
Approved**



Date 15^h September
2014

Economic & City Development Overview & Scrutiny Committee Work Plan 2014/2015

Meeting Date	Work Programme
11 June 2014 @ 5.30pm	<ol style="list-style-type: none"> 1. Attendance of the Cabinet member for Transport 2. Further Update on Youth Unemployment including updated statistics. (Julia Massey) 3. Interim Report on Online Business / E-Commerce Scrutiny Review 4. Verbal Report on GVA/high value jobs (David Walmsley) 5. Report and Cabinet Member feedback on other potential scrutiny topics proposed at scrutiny work planning event: <ul style="list-style-type: none"> • Public transport provision in the city • Low emissions strategy • Closure of Lendal Bridge 6. Work Plan 2014/2015
23 July 2014 @ 5.30pm	<ol style="list-style-type: none"> 1. End of Year CYC Finance and Performance Monitoring Report 2. Scoping report on Supporting Older People Scrutiny Review exploring how economic growth benefits older people eg to extend paid working/economic contribution 3. Economic Dashboard Update 4. Update on implementation of recommendations including a specific outcome target measure and progress arising from the External Funding Scrutiny Review 5. Work Plan 2014/2015 including verbal updates on ongoing scrutiny reviews.
1 October 2014 @ 5.30pm	<ol style="list-style-type: none"> 1. Attendance of the Cabinet Member for Planning and Sustainability 2. Overview Report on Low Emissions Strategy including update of Air Quality Action Plan 3. Update on Refresh of Equalities Scheme inc. Introduction to relevant focus areas 4. First Quarter CYC Finance and Performance Monitoring Report. 5. Six monthly Update Report on Major Transport Initiatives including overview of public

	<p>transport provision in light of changing travel patterns</p> <ol style="list-style-type: none"> 6. Six monthly Update Report on Major Developments within City of York Council 7. Work Plan 2014/2015
12 November 2014 @ 5.30pm	<ol style="list-style-type: none"> 1. Attendance of the Cabinet Member for Homes and Safer Communities 2. Second Quarter CYC Finance and Performance Monitoring Report 3. Update Report on Bulk Buying of Energy (invite York Community Energy speaker). 4. Six monthly Update from YorCity Construction. 5. Economic Dashboard Update 6. Higher Value Jobs Scrutiny Review Draft Final Report. 7. Work Plan 2014/2015
28 January 2015 @ 5.30pm	<ol style="list-style-type: none"> 1. Attendance of Cabinet Member for Transport including written report on soft measures for transport modal shift and responsible driving, plus on air quality, public transport review 2. Update report on Universal Credit (Pauline Stuchfield) 3. Economic Dashboard Update 4. Draft Final Report for Online Business / E-Commerce Scrutiny Review. 5. Work Plan 2014/2015
11 March 2015 @ 5.30pm	<ol style="list-style-type: none"> 1. Attendance of the Leader of CYC (tbc) 2. Third Quarter CYC Finance and Performance Monitoring Report 3. Six monthly Update Report on Major Transport Initiatives 4. Six monthly Update Report on Major Developments within City of York Council 5. Services Older People Review Draft Final Report 6. Draft Work Plan for 2015-2016