

## **11.0 Progress with the Air Quality Action Plan (AQAP)**

### **11.1 Introduction**

Due to the health implications and costs associated with poor air quality, the government has set health based air quality objectives for seven of the most common pollutants found in our cities. Every local authority in Britain has a duty to review and assess air quality against these objectives and to declare Air Quality Management Areas (AQMAs) where it is considered that the objectives are unlikely to be met. City of York Council declared an AQMA for nitrogen dioxide in January 2002.

Once an AQMA has been declared the local authority has a duty to draw up an Air Quality Action Plan (AQAP) and to take positive steps to improve air quality. In drawing up their AQAPs local authorities must consider the potential benefit to air quality that may be gained from their actions, and balance this against the cost of schemes and other impacts on the city. This process is referred to as cost benefit analysis.

CYC submitted its first Air Quality Action Plan to DEFRA in July 2004. This AQAP set out the initial measures City of York Council intended to take to achieve a reduction in nitrogen dioxide concentrations across the city. The measures included in the first AQAP were those that were considered to be the most cost effective and appropriate for York at that time. They were drawn up following extensive participatory consultation with residents, businesses and key stakeholders and were reviewed by the council's air quality steering group.

In April 2006 CYC produced its Second Local Transport Plan (LTP2). The development of LTP2 offered an opportunity to review the content of AQAP1 and to reconsider some of the air quality improvement measures which had previously been discarded due to lack of funding, or incompatibility with LTP1.

Annex U of LTP2 contained a revised AQAP known as AQAP2 – a copy of this document was sent to DEFRA in April 2006. AQAP2 differs from AQAP 1 in that it was developed alongside, and is fully integrated into the Local Transport Plan. The measures within AQAP2 were consulted upon as part of the wider LTP 2 consultation process but in general closely reflect the measures included in AQAP1. The emphasis remains on reducing the need to travel by motorised vehicles. The plan contains 28 key action points listed under the following 8 headings:

- 1) Reducing the need to travel by motorised vehicles
- 2) Encouraging walking and cycling
- 3) Encouraging use of public transport
- 4) Encouraging the use of cleaner, alternatively fuelled and smaller, more fuel efficient vehicles
- 5) Improving traffic management and reducing congestion
- 6) Reducing emissions from HGVs
- 7) Reducing emissions from buses

8) Reducing emissions from non-transport related sources

The main changes made between AQAP1 and AQAP2 were:

- The removal of measures and key action points which had already been achieved by 31<sup>st</sup> March 2006
- The setting of new key action points in areas where significant progress had already been made
- A greater emphasis on the need to reduce emissions from individual vehicles rather than just reducing the overall number of vehicles
- Inclusion of longer term targets to take the AQAP forward to 2010/11

This chapter details the progress that has been made in delivering the measures contained within CYC's AQAP2.

An electronic copy of AQAP2 can be found at Appendix 5.

## **11.2 Progress in delivering the measures in the AQAP**

Tables 20 to 27 list the key action points within City of York Council's AQAP2 and provide an update on the progress that has been made with their implementation. This information is reported in the format suggested in guidance note LAQM.PRG(03) (Box 3.1).

**Table 20 : Progress made with the AQAP2 measures aimed at reducing the need to travel by motorised vehicles**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<p><b>AP1</b> : Adopt supplementary planning guidance on sustainable design and construction</p>	<p>AQAP 1 set a target of 31<sup>st</sup> December 2004 – this was revised to 31<sup>st</sup> December 2006 in AQAP2</p>	<p>A draft SPG is currently out to a 3 month public consultation due to end on 4<sup>th</sup> May. It can be viewed at:   <a href="http://www.york.gov.uk/environment/Planning/Planning_guidance/Design_and_construct_draft_SPG/">http://www.york.gov.uk/environment/Planning/Planning_guidance/Design_and_construct_draft_SPG/</a></p>	<p><b>Progressing</b>                       This document has been drafted and is likely to be adopted by the council for use by end of July 2007.</p>	<p>For more information on the progress of this Action Point contact City of York Council's Sustainability Officer (currently Kristina Peat)</p>
<p><b>AP4:</b> Have a car club operational in the city by 31<sup>st</sup> December 2006</p>	<p>AQAP 1 set a target of 31<sup>st</sup> December 2005 – this was revised to 31<sup>st</sup> December 2006 in AQAP2</p>	<p>A Whizz-Go car club was launched in York in September 2006 with an initial fleet of seven low-emission Citroen vehicles.</p>	<p><b>Delivered</b></p>	<p>The car club currently has 135 members and eight vehicles. A new Toyota Prius (electric hybrid) vehicle is to be added in May 2007</p>
<p><b>AP30:</b> Appoint a developer to draw up a mixed use Master Plan for York Central by 31<sup>st</sup> December 2007</p>	<p>31<sup>st</sup> December 2005</p>	<p>The York Central project has recently been re-launched under the name 'York Northwest' following a decision to develop an Area Action Plan. This will cover the York Central site and the British Sugar site. Work on the Area Action Plan commenced in 2006.</p>	<p><b>Progressing</b>                       Following documents have been produced:</p> <ul style="list-style-type: none"> <li>• Sustainability Appraisal Draft Scoping Report</li> <li>• Community Consultation Report</li> <li>• Community Consultation Strategy</li> </ul>	<p>Work on this project is ongoing.                       For more information contact the York Northwest Team within CYC</p>

**Table 21 : Progress made with the AQAP2 measures aimed at encouraging walking and cycling**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<p><b>AP31:</b> Include at least one additional street in the Footstreets Pedestrian Priority Zone by 31<sup>st</sup> December 2011.</p>	<p>31<sup>st</sup> December 2011</p>	<p>Briefing note prepared for Fossgate in preparation for a public consultation.</p>	<p><b>Progressing</b></p>	<p>For more information on this action point contact CYC transport planning unit</p>
<p><b>AP32:</b> Provide covered lockable cycle parking at all council-run schools by 31<sup>st</sup> December 2011</p>	<p>31<sup>st</sup> December 2011</p>	<p>51 out of 65 LEA schools now have sheltered quality cycle parking (all lockable where deemed necessary). 6 out of 9 of the independent schools have 'adequate' cycle parking.</p>	<p><b>Progressing</b></p>	<p>For more information on this action point contact CYC transport planning unit</p>
<p><b>AP33:</b> Have active school travel plans in place at all York schools by 31<sup>st</sup> December 2010.</p>	<p>31<sup>st</sup> December 2010</p>	<p>Targets have been set in a Local Area Agreement based on percentage of York pupils covered by school travel plans:</p> <p>Baseline 2005/6 - 66%                      Target 2007/8 - 79%                      Target 2008/9 - 94%                      Target 2009/10 - 100%</p>	<p><b>Progressing</b></p> <p>At present 56 out of 65 LEA schools (86%) and 6 out of 9 (67%) independents have travel plans. Average provision 78%</p>	<p>For more information on this action point contact CYC transport planning unit</p>

**Table 22: Progress made with AQAP2 measures aimed at encouraging the use of public transport**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<b>AP34:</b> Increase capacity at Askham Bar by 250 spaces by 31st December 2007	31 <sup>st</sup> December 2006	Feasibility studies have been completed. Scheme more costly than originally expected due to costs of dealing with landfill material. Affordability within LTP2 lifetime currently being assessed.	<b>Undergoing further investigation</b>	In AQAP1 one of the measures was to build a 6 <sup>th</sup> park and ride site on the A59 corridor. Due to lack of funding this scheme was put on hold in favour of expanding the park and ride at Askham Bar and making improvements to the Fulford Designer Outlet Park and Ride.
<b>AP35:</b> Introduce bus priority measures on A19 by 31st December 2011	31 <sup>st</sup> December 2011	No progress to date.	<b>Awaiting outcome of local planning enquiry on Germany Beck</b>	The proposed Germany Beck development would introduce further travel demand on the A19 and an opportunity to obtain developer funding. These issues need to be incorporated into the new scheme design.
<b>AP36:</b> Undertake a trial of PBYB ticketing by 31st December 2006	31 <sup>st</sup> December 2006	Trials completed. PBYB ticketing in place on FTR services	<b>Delivered</b>	Target is 80% of tickets on FTR services to be purchased before boarding. Currently achieving around 50%. Further pay points planned.
<b>AP37:</b> Have ten FTR buses operational in the city by 31st March 2006	31 <sup>st</sup> December 2006	Service commenced in May 2006 on number 4 route.	<b>Delivered</b>	Twelve buses currently operational. No plans to expand the number of FTR buses at present.

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<p><b>AP38:</b> Introduce real time bus information on three more routes by 31<sup>st</sup> March 2007</p>	<p>31<sup>st</sup> December 2007</p>	<p>As part of the BLISS project real time bus information is now available on First York routes 2,3,4,7,8,9,10 and EYMS routes X46, X47, Arriva Selby –York and Coastliner 84X between Leeds, York and Scarborough.</p>	<p><b>Delivered</b></p>	<p>Real time information is available via on-street displays and kiosks, the Internet , SMS text messaging and an automated telephone service.</p>
<p><b>AP39:</b> Introduce bus information SMS text messaging service by 31<sup>st</sup> December 2006</p>	<p>31<sup>st</sup> December 2007</p>	<p>See above</p>	<p><b>Delivered</b></p>	<p>See above</p>
<p><b>AP40:</b> Provide four city centre information kiosks by 31<sup>st</sup> December 2006</p>	<p>31<sup>st</sup> December 2006</p>	<p>Five were in place by target date. A sixth has since been added.</p>	<p><b>Delivered</b></p>	<p>More real time information kiosks are planned around the city combined with 'pay before you travel' points.</p>
<p><b>AP41:</b> Open a new rail station at Haxby by 31<sup>st</sup> March 2009 (subject to exceptional scheme funding being received)</p>	<p>31<sup>st</sup> March 2009</p>	<p>Exceptional scheme business case prepared to secure funding</p>	<p><b>Undergoing further investigation</b></p>	<p>Further line studies currently being undertaken by Network Rail.</p>

**Table 23: Progress made with the AQAP2 measures aimed at encouraging the use of cleaner, alternatively fuelled and smaller, more fuel efficient vehicles**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<b>AP42:</b> Undertake an alternative fuels and smaller vehicles awareness campaign by 31 <sup>st</sup> December 2008	31 <sup>st</sup> December 2008	No progress to date due to staffing issues within Transport Planning section	<b>On hold</b>	Work on this measure will commence when current staff vacancies are filled.
<b>AP43:</b> Undertake a review of the taxi licensing process to identify ways in which it could be used to encourage the use of cleaner taxis and private hire vehicles	30 <sup>th</sup> November 2006	The review has been completed and a draft report drawn up for Members.	<b>Progressing</b>	Report due to go before members in May / June 2007. If findings and recommendations are accepted new taxi licensing requirements will be implemented.
<b>AP44:</b> Investigate possibility of introducing graduated parking charges based on vehicle age, engine size or fuel type by 31 <sup>st</sup> December 2011.	31 <sup>st</sup> December 2011	From 1 <sup>st</sup> April 2006 50% discount on: <ul style="list-style-type: none"> <li>• Evening frequent users pass</li> <li>• Season ticket parking</li> <li>• Contract parking</li> <li>• Residents' priority parking scheme</li> </ul>	<b>Delivered</b>	Discount available to vehicles that qualify for a reduced rate of annual vehicle excise duty, and that meet the requirements of either Band A or B of Parts 1 and 1A of the Vehicle Excise and Regulation Act.

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<p><b>AP45:</b> Complete a feasibility study into a Low Emission Zone for the city by 31<sup>st</sup> March 2007</p>	<p>31<sup>st</sup> March 2007</p>	<p>A first phase feasibility study has been completed assessing likely impact of a number of different low emission measures. A report is being prepared for Members with a view to determining which options should be taken forward for detailed traffic and air quality modelling.</p>	<p><b>Progressing</b></p>	<p>Information on actual vehicle ages and fuel type have been collected to support this project. Some on street vehicle emission monitoring has also been undertaken. This information will be used to inform the detailed modelling phase of this project which is planned to commence during 2007.</p>

**Table 24: Progress made with AQAP2 measures aimed at improving traffic management and reducing congestion**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<b>AP46:</b> Complete ORR upgrading works at Hopgrove Roundabout and Moor Lane by 31 <sup>st</sup> March 2011	31 <sup>st</sup> March 2011	Planning permission for the Moor Lane improvements has recently been obtained. Works at Hopgrove likely to be delayed due to funding problems.	<b>Progressing</b>	Discussions with the Highways Agency relating to the funding of the Hopgrove Roundabout improvements are ongoing.
<b>AP22:</b> Have a fully functioning Traffic Congestion Management System in the city by 2008	31 <sup>st</sup> December 2008	Full delivery of the project has been delayed due to shortfall in LTP2 funding – now expected to be delivered after 2011.	<b>Progressing</b>	Linking of Traffic Congestion Management System (TCMS) to real time air quality data is currently on hold.

**Table 25 : Progress made with AQAP 2 measures aimed at reducing emissions from HGVs**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<b>AP47:</b> Develop and adopt a lorry routing strategy by 31 <sup>st</sup> March 2008	31 <sup>st</sup> March 2007	A local freight partnership group has been established . Meetings currently on hold until a new 'freight champion' is employed within the transport planning unit.	<b>On hold</b>	Further progress planned once staffing levels are re-established within transport planning unit.
<b>AP48:</b> Undertake a feasibility study into a transshipment centre for York by 31 <sup>st</sup> December 2011	31 <sup>st</sup> December 2011	No progress	<b>On hold</b>	This measure is intended to be delivered later in the LTP2 programme and is not a current priority
<b>AP45:</b> Complete a feasibility study into a Low Emission Zone for the city by 31 <sup>st</sup> March 2007	31 <sup>st</sup> March 2007	See table 23	See table 23	See table 23

**Table 26 : Progress made with AQAP2 measures aimed at reducing emissions from buses**

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<p><b>AP49:</b> Work with bus companies to ensure that 89% of public service buses operated in York (including Park &amp; Ride services) meet Euro III emission standards or better by 31<sup>st</sup> December 2011</p>	<p>31<sup>st</sup> December 2011</p>	<p>84% of service buses used in York are currently Euro III compliant</p>	<p><b>Progressing</b></p>	<p>90% of bus services in York are operated by First York. Their local service bus fleet is 100% Euro III compliant</p>
<p><b>AP50:</b> Complete a feasibility study into the introduction of a city centre electric shuttle service by 31<sup>st</sup> December 2006</p>	<p>31<sup>st</sup> December 2006</p>	<p>No progress</p>	<p><b>On hold</b></p>	<p>This measure is intended to be delivered later in the LTP2 programme and is not a current priority</p>

**Table 27 : Progress made with AQAP 2 measures aimed reducing emissions from non-transport related sources**

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<b>AP51:</b> Undertake annual campaigns to highlight provisions of smoke control orders	Annual measure	As part of AQAP 1a targeted publicity campaign was undertaken to highlight smoke control legislation. This has been followed up in recent years with further advertisements in local publications reminding people of their obligations. Information on the council website has also been updated and improved.	<b>Delivered and ongoing</b>	Further advertisements planned for October 2007.  Smoke control leaflet to be reprinted subject to Air Quality Grant funding being received.
<b>AP52:</b> Undertake annual campaigns to raise awareness about emissions from bonfires	Annual measure	Since November 2004 an annual programme of press releases and advertisements in local publications has been put in place to remind people about the environmental consequences of November 5 <sup>th</sup> celebrations.	<b>Delivered and ongoing</b>	Further advertisements planned for November 2007.  Bonfire leaflet to be reprinted subject to Air Quality Grant funding being received
<b>AP53:</b> Set up an energy partnership by 31 <sup>st</sup> December 2007	31 <sup>st</sup> December 2007	York is a Board member of the Ryedale Energy Conservation Group. The Board is made up of local authority representatives from all North Yorkshire councils. This Group is the parent body of the Energy Advice Centre (providing advice) and Energy Partnership (based in the Energy Advice Centre, undertaking the work)	<b>Delivered</b>	Cllr Andrew Waller (York) is chair of the Ryedale Energy Conservation Group. CYC support the work of the energy advice centre with a £10k annual grant.

<b>Action Plan measure / target</b>	<b>Original timescale</b>	<b>Progress with measure</b>	<b>Outcome to date</b>	<b>Comments</b>
<b>AP54:</b> Display energy information in all council buildings by 31 <sup>st</sup> December 2011	31 <sup>st</sup> December 2011	Energy posters are currently displayed in 3 office buildings, 1 leisure centre and 15 schools	<b>Progressing</b>	Scheme is being rolled out to other council buildings
<b>AP1:</b> Adopt supplementary planning guidance on sustainable design and construction by 31 <sup>st</sup> December 2006	31 <sup>st</sup> December 2006	<b>See table 20</b>	<b>See table 20</b>	<b>See table 20</b>

### **11.3 Financing AQAP2**

As most of the measures in AQAP2 are transport related they must be delivered primarily through the council's LTP2 funding which is governed by the Department for Transport (DfT). Current LTP2 funding levels were set in 2006 and will be in place until 2011.

Due to changes in the way LTP2 funding is allocated York experienced a short fall in the funding made available for LTP2. For this reason some of the larger projects such as the Hopgrove roundabout improvements, the Haxby rail station and further Park and Ride improvements are likely to experience significant delay unless alternative sources of external funding can be found.

Some of the more innovative projects such as the Low Emission Zone study have been funded through Air Quality Grant Bids. This source of funding is also being used to fund campaign work on bonfires and smoke control areas.

### **11.4 Conclusions**

Good progress has been made towards implementing the majority of measures within LTP2. The strongest areas of development have been in relation to walking, cycling and provision of real time bus information. There has also been good progress in relation to non-transport related sources.

One of the key successes since the last Progress Report has been the launching of the car club. Significant progress has also been made in relation to the Low Emission Zone Feasibility study.

Over the following year it is hoped that further progress will be made in relation to the promotion of cleaner vehicles / alternative fuels and in the management of HGV emissions. Both these areas have progressed slower than initially anticipated due to loss of key staff members within the transport planning unit. It is hoped that the unit will soon be fully staffed again allowing work in these areas to move on.

The greatest challenge faced by AQAP2 is the availability of funding. Shortages have already lead to the delay of some major schemes. Whilst CYC continues to seek alternative means of funding road, park and ride and rail improvements there is currently no certainty as to when some of the schemes within AQAP2 may be delivered.