

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 31st 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 downloaded at www.jorair.co.uk/downloads.php

11.2 Progress in delivering the measures in the AQAP

Tables 15 to 22 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 15 : 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>AP1 : Adopt supplementary planning guidance on sustainable design and construction</p>	<p>AQAP 1 set a target of 31st December 2004 – this was revised to 31st December 2006 in AQAP2</p>	<p>City of York Council Interim Planning Statement (IPS) on Sustainable Design and Construction developed and approved by members.</p>	<p>Delivered. Approved by Planning Committee on 22nd November 2007 for the purposes of Development Control</p>	<p>The Interim Planning Statement deals with commercial and residential developments and development of existing buildings including refurbishments, conversions and change of use. It also provides a checklist for domestic extensions.</p> <p>Further information can be obtained from City of York Council's City Development Team</p>
<p>AP4: Have a car club operational in the city by 31st December 2006</p>	<p>AQAP 1 set a target of 31st December 2005 – this was revised to 31st December 2006</p>	<p>A Whizzgo car club was launched in York in September 2006 with an initial fleet of seven low-emission Citroen vehicles.</p> <p>Membership in York, now just over 300, split approximately 75/25%,</p>	<p>Delivered</p>	<p>Three further car bays will be installed on street, in Lawrence Street/Hull Road, Park Grove (The Groves) and</p>

	in AQAP2	Residential/Corporate (the later including such as City of York Council, York St.John University and Theatre Royal). Average number of hours usage per day per car is healthy and at a level where additional (2nd) cars are being installed in existing locations (St.Leonard’s Place/Union Terrace and Nunnery Lane car parks) in order to accommodate member requirements. 10 cars in total. Total monthly utilisation is again following a healthy upwards trend. 90 plus % of members rate overall satisfaction as very good/good.		Innovation Way (nr University of York). The first cars to be installed in a new development are also imminent at Heworth Croft (Heworth Green), and discussion ongoing in terms of planning for other locations such as Hungate.
AP30: Appoint a developer to draw up a mixed use Master Plan for York Central by 31 st December 2007	31 st December 2005	<p>The appointment of a developer for the York Central site will be carried out by the major landowners, Network Rail and National Museum of Science and Industry, in partnership with Yorkshire Forward – and not the Council.</p> <p>The closure of the British Sugar site at Plantation Drive now means that a second major area of brownfield land, located only half a mile away from the York Central site, will be available for redevelopment. The Council are preparing an Area Action Plan (AAP) called the York Northwest AAP to guide and control development in this area.</p> <p>Timescale for developing AAP likely to be 31st December 2010</p>	Progressing	<p>Original Action Point (AP30) no longer applicable since project re-launched under the name ‘York Northwest’ following a decision to develop an Area Action Plan to cover both the York Central and the British Sugar site.</p> <p>Work on this project is ongoing.</p> <p>For more information contact the York Northwest Team at City of York Council.</p>

Table 16 : Progress made with the AQAP2 measures aimed at encouraging walking and cycling

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
<p>AP31: Include at least one additional street in the Footstreets Pedestrian Priority Zone by 31st December 2011.</p>	<p>31st December 2011</p>	<p>A brief has been issued to consultants to review the footstreets zone including its operation and whether it can be expanded. Also being addressed as part of city centre area action plan.</p>	<p>Progressing</p>	<p>The study could potentially conclude that the footstreets zone cannot be expanded any further although this is unlikely</p>
<p>AP32: Provide covered lockable cycle parking at all council-run schools by 31st December 2011</p>	<p>31st December 2011</p>	<p>CYC are well on the way to achieving this target with less than 10 schools still to receive their lockable cycle parking</p>	<p>Increases in cycling levels have been observed at the majority of the schools where cycle parking installed</p>	<p>-</p>
<p>AP33: Have active school travel plans in place at all York schools by 31st December 2010.</p>	<p>31st 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 2005/06 – 66% Target 2007/08 – 79% Target 2008/09 – 94% Target 2009/10 – 100%</p>	<p>Progressing</p> <p>Since the submission of the 06/07 Air Quality Progress Report, one additional LEA school (currently 57/65 schools) and no further independents (currently 6/9 schools) have travel plans in place.</p>	<p>For more information on this action point contact CYC Transport Planning Unit.</p>

Table 17: Progress made with AQAP2 measures aimed at encouraging the use of public transport

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP34: Increase capacity at Askham Bar by 250 spaces by 31 st December 2007	31 st December 2006	Proposal was investigated in more detail in 2006/07. Concluded that it was not practical to provide additional spaces and use existing service.	A relocated, enlarged site was subject to a bid for funding to the Regional Transport Board.	The region's transport board endorsed the proposals for funding three new park and ride sites in York. The preliminary bid will now be developed to enable a full major scheme bid to be submitted to the Department for Transport later in 2008.
AP35: Introduce bus priority measures on A19 by 31 st December 2011	31 st December 2011	Consultation carried out on proposals that form the strategy for the corridor.	Subject to Members approval implementation will commence in 2008/09, though bus priority likely to be 2009/10 or 2010/11 as issues still to resolve and part linked to Germany Beck junction.	Currently on track to meet target, though dependent on when Germany Beck development commences.
AP36: Undertake a trial of PBYB ticketing by 31 st December 2006	31 st December 2006	Trials completed. PBYB ticketing is now in place on FTR services	Delivered	-
AP37: Have ten FTR buses operational in the city by 31 st March 2006	31 st December 2006	Service commenced in May 2006 on number 4 route	Delivered	10 + buses currently in operation. No current plans to expand the number of FTR buses at present.

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP38: Introduce real time bus information on three more routes by 31 st March 2007	31 st December 2007	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.	Delivered	Real time information is available via on-street displays and kiosks, the Internet, SMS text messaging and an automated telephone service.
AP39: Introduce bus information SMS text messaging service by 31 st December 2006	31 st December 2007	See AP38 above	Delivered	See AP38 above
AP40: Provide four city centre information kiosks by 31 st December 2006	31 st December 2006	Six kiosks are currently in operation in the city centre	Delivered	-
AP41: Open a new rail station at Haxby by 31 st March 2009 (subject to exceptional scheme funding being received)	31 st March 2009	This scheme is still under investigation. Preliminary results from line studies undertaken by network rail are encouraging.	Study ongoing	The feasibility study was put on hold during the latter half of 2007 due to staff shortages in TPU.

Table 18: 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
AP42: Undertake an alternative fuels and smaller vehicles awareness campaign by 31 st December 2008	31 st December 2008	Development of a 'Carwise' publication, is well underway by the Transport Planning Unit. Carwise is a magazine aimed at promotion of alternative fuels, walking, cycling, and use of car clubs in the city. Publicity launch will follow mid 2008.	In progress. Production of publication and publicity launch due mid 2008.	-
AP43: 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 th November 2006	New emission standards for hackney carriages introduced in June 2007. Consultation beginning with private hire trade	Partially delivered. Work with private hire traders progressing	There is a transitional period for taxi owners to change vehicles. The aim for Euro III or better by 1st June 2009
AP44: Investigate possibility of introducing graduated parking charges	31 st December 2011	Discounts for low emission and short vehicles were introduced on parking permits in April 2006.	Delivered Residents Household Permits : sold 67, 36	Discount available to vehicles that qualify for a reduced rate of annual vehicle excise duty, and

<p>based on vehicle age, engine size or fuel type by 31st December 2011.</p>		<p>From 1st April 2006, a 50% discount was offered on : Evening frequent users pass, season ticket parking, contract parking and residents priority parking scheme.</p>	<p>currently valid Residents Community Permits : sold 5, 1 currently valid Residents Frequent User Permits : sold 8, 5 currently valid Car Park Season Tickets : sold 23, 4 currently valid</p>	<p>that meet the requirements of either Band A or B of Parts 1 and 1A of the Vehicle Excise and Regulation Act. Please see council website for more information.</p>
<p>AP45: Complete a feasibility study into a Low Emission Zone for the city by 31st March 2007</p>	<p>31st March 2007</p>	<p>As reported in City of York Council's 2006/07 Progress Report work has been done to look at the likely impact of a number of different low emission measures in the city. This work has recently been supplemented by a project carried out in conjunction with the Institute for Transport Studies (ITS) at Leeds University looking at on-street vehicle emissions. This information will be used to inform any further detailed modelling undertaken for this project.</p>	<p>Progressing</p>	<p>Continuation of this work and a full-scale LEZ feasibility study will depend on future member support and funding</p>

Table 19: 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
<p>AP46: Complete ORR upgrading works at Hopgrove Roundabout and Moor Lane by 31st March 2011</p>	<p>31st March 2011</p>	<p>In February 2008, the Highways Agency submitted a bid to Yorkshire and Humber Assembly's regional transport board to upgrade the A64 and A1237/A1036 Hopgrove and Malton Road roundabouts.</p>	<p>The region's transport board has deferred until the summer a decision on whether to endorse the scheme for funding.</p>	<p>The scheme would see the agency improve the roundabouts by remodelling them, introducing traffic signal control and associated widening, lining and signing works.</p>
<p>AP22: Have a fully functioning Traffic Congestion Management System in the city by 2008</p>	<p>31st December 2008</p>	<p>Completed</p>	<p>UTMC system now fully operational</p>	<p>Urban Traffic Management and Control (UTMC) system operating across the City.</p>

Table 20 : Progress made with AQAP 2 measures aimed at reducing emissions from HGVs

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP47: Develop and adopt a lorry routing strategy by 31 st March 2008	31 st March 2007	No Progress to date	No outcome to date	Lorry routing was linked to Regional Freight Map which has now been abandoned. TPU will be investigating as part of local Freight Quality Partnership.
AP48: Undertake a feasibility study into a transshipment centre for York by 31 st December 2011	31 st December 2011	On hold due to staffing issues within TPU.	No outcome to date	In line with CYC's second Local Transport Plan, a feasibility study will be carried out within the timescales of LTP2 (2006-2011)
AP45: Complete a feasibility study into a Low Emission Zone for the city by 31 st March 2007	31 st March 2007	Information provided in table 18	Information provided in table 18	Information provided in table 18

Table 21 : Progress made with AQAP2 measures aimed at reducing emissions from buses

Action Plan measure / target	Original timescale	Progress with measure	Outcome to date	Comments
AP49: Work with bus companies to ensure that 89% of public service buses operated in York (including Park & Ride services) meet Euro III emission standards or better by 31 st December 2011	31 st December 2011	As part of the new Park and Ride contract, 32 new Euro EEV standard buses will replace the existing Euro II and III fleet. A few bus operators are due Euro 5 in spring 2008. This should improve the current figure and head towards the 89% target for 2011.	% at Euro III or above at Feb 2008 = 47.22%	The EEV standard is the most stringent European emission standard currently available for Heavy Duty Vehicles, bringing reductions of up to 80 per cent in Nitrogen Oxide, Methane, Carbon Monoxide and Particulates compared to the existing vehicles.
AP50: Complete a feasibility study into the introduction of a city centre electric shuttle service by 31 st December 2006	31 st December 2006	No progress to date	No outcome to date	Lack of Resources within TPU prevented work being undertaken on this project. Feasibility study to be considered in review of LTP2 priorities and programme.

Table 22 : 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
AP51: Undertake annual campaigns to highlight provisions of smoke control orders	Annual measure	As part of AQAP1 a targeted publicity campaign was undertaken to highlight smoke control legislation. This has been followed up in recent years with further adverts in local publications to remind people of their obligations. Information on the council website is continually updated and improved.	Delivered and ongoing	Further advertisements planned for press and other local publications in October / November 2008.
AP52: 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 th celebrations (and bonfires at other times of year).	Delivered and ongoing	Further advertisements planned for press and other local publications in November 2008.
AP53: Set up an energy partnership by 31 st December 2007	31 st 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	Delivered	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

		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).		grant.
AP54: Display energy information in all council buildings by 31 st December 2011	31 st December 2011	<p>Energy Posters are currently displayed in 3 office buildings, 1 leisure centre and 15 schools.</p> <p>As a council we are working on being ready for the Energy Performance in Buildings legislation and it is predicted that 90 buildings will be displaying posters by the end of October 2008.</p>	Progressing	<p>Energy certificates rate the energy performance of a building. Two types of energy certificate are required in different circumstances:</p> <ul style="list-style-type: none"> • Energy Performance Certificates (EPCs) for all buildings when they are constructed, sold or rented out; and • Display Energy Certificates (DECs) for large, public buildings occupied by public authorities or institutions providing a public service to a large number of persons which need to be displayed at all times.
AP1: Adopt supplementary planning guidance on sustainable design and construction by 31 st December 2006	31 st December 2006	Delivered – see table 20	-	-

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 were put on hold.

Following a meeting on 4th April 2008, the region's transport board endorsed the proposals for funding three new park and ride sites in York. The preliminary bid will now be developed to enable a full major scheme bid to be submitted to the Department for Transport later in the year. It is anticipated that the final part of the approval process will be completed early in 2009.

The region's transport board has deferred until the summer a decision on whether to endorse the Hopgrove roundabout scheme for funding.

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. Continuation of this work will be funding dependent.

11.4 Conclusions

Good progress has been made towards implementing the majority of measures within AQAP2.

Key staff shortages in the Transport Planning Unit throughout much of 2007 have meant that a number of schemes have not progressed as quickly as anticipated. However, as of March 2008, the Transport Planning Unit is fully staffed and a number of schemes are gaining momentum, particularly in relation to alternative fuels. Over the following year it is hoped that further progress will be made in relation to the promotion of cleaner vehicles / alternative fuels, low emission zone feasibility and with the concept of freight transshipment.

Again this year, 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 for road, park and ride and rail improvements there is currently no certainty as to when some of the schemes within AQAP2 may be delivered.