

THE OVERVIEW AND SCRUTINY COMMITTEE

23 January 2012

AIR QUALITY INFORMAL SCRUTINY GROUP (ISG) - FINAL REPORT

REPORT OF COUNCILLOR FRANK PEARSON (CHAIRMAN OF ISG)

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RECENT REFERENCES:

None

EXECUTIVE SUMMARY:

Attached is the final report of the Air Quality Informal Scrutiny Group (ISG), prepared by the Chairman, Councillor Pearson. The objective of the ISG was to scrutinise progress against the City Council's Air Quality Action Plan in accordance with the current guidance issued by DEFRA and in doing so, the group gave regard to the following documents:

- Air Quality Action Plan 1996
- Air Quality Action Progress Report 2010
- Winchester Town Access Plan, July 2011

The ISG met on six occasions throughout summer and autumn 2011 during which time it took evidence from City Council officers regarding the current position and scope of the review of air quality, in addition to current traffic and parking policies and relevant strategic planning policies. The ISG also received evidence from representatives from Winchester BID, WinACC, Stagecoach, the County Council, Sustrans and the Winchester District Strategic Partnership Transport Group.

From the evidence gathered at these meetings, the ISG agreed to make recommendations to The Overview and Scrutiny Committee for referral to Cabinet on specific, measurable, achievable, realistic and timed (SMART) actions for the future. The main recommendations are set out below for The Overview and Scrutiny Committee for their consideration for recommendation in turn to Cabinet to endorse and action.

RECOMMENDATIONS:

That The Overview and Scrutiny Committee recommend to Cabinet the following:

1. That Winchester City Council should 'un-declare' for PM10's within its Air Quality Management Area in accordance with the approved DEFRA report submitted by Winchester City Council in 2011. However the monitoring of PM10s should continue throughout the period of the Silver Hill development with funding contributions from the developer being explored as part of the planning process;
2. That WCC with HCC, explores the feasibility of adjusting the phasing of lights at the top of St Georges Street to reduce congestion;
3. That BID be encouraged to investigate the feasibility of trans-shipping goods from a suburban depot into town centre shops;
4. That BID be encouraged to investigate the introduction of a park and ride user voucher scheme;
5. That a report is taken to Cabinet identifying the costs and opportunities for the provision of an additional Park & Ride site to serve the northern approaches of Winchester City.
6. That the car parking price structure should be linked with distance from the town centre and that air quality impacts should be a demonstrable consideration built into the pricing structure;
7. That a report is submitted to Cabinet identifying the costs and opportunities for the provision of electric vehicle charging points within WCC car parks.
8. That a feasibility study be undertaken to determine whether meaningful real time air quality information can be made available on a public information display in the Guildhall and in the Colebrook Street customer point;
9. That the car park season ticket and residents parking pricing structure should continue to encourage the use of low emission vehicles;
10. That a more realistic trial be undertaken within the whole of the Air Quality Management Area regarding the impacts of a 20 mph zone on air quality;
11. That the City Council engage with HCC to gather robust data on traffic profiles to inform whether a Low Emission Zone is a viable future opportunity for air quality management within Winchester City;
12. That sites for additional secure cycle stands should be found within Winchester City centre car parks;
13. That a scheme to encourage cycling from the Park & Rides should be put in place, i.e. drive to Park & Ride – cycle into town from there;
14. That a feasibility study be undertaken for opportunities for the provision of cycle contra-flows within Winchester City;

15. That Hampshire County Council be requested to ensure that the measures implemented through the Local Sustainable Transport Fund secured from a Central Government, includes a quantitative assessment of likely impact on air quality;
16. That all bus companies should be encouraged to introduce the green-dash board scheme;
17. Subject to Cabinet approval on the above recommendations, that the current Air Quality Action Plan be updated to include the outcomes of the ISG process, in order to give Winchester City Council clear direction in air quality management for the medium to long term.

OTHER CONSIDERATIONS:

1. SUSTAINABLE COMMUNITY STRATEGY AND CHANGE PLANS (RELEVANCE TO):

The City Council has a legal obligation to effectively manage its air quality within the air quality management area within limits prescribed by central government. This leads into a clear objective within the both Community Strategy and the High Quality Environment Change Plans. The work also supports the Climate Change Programme within those plans.

2. RESOURCE IMPLICATIONS:

The resource implications of most of the recommendations have not yet been quantified and a financial appraisal would be required as part of considering their implementation, if proposals are approved for further investigation. It should be noted that some proposals could have significant budget implications and should they be further considered would need a full financial review and integration with a future (2013/14+) budget consultation.

The recommendation to continue monitoring for PM10 levels will not result in additional expenditure but will prevent cost savings to be made from March 2012 onwards. Decommissioning the PM10 analysers would result in a cost saving of £5,000 per annum in calibration, servicing and data management costs.

The current software used to poll the air quality data is no longer capable of servicing modern web based public displays. The exact cost of web development and displays will be explored further with different service providers if implementation is agreed. As a guide, from one provider the set up cost was quoted at £6,000 and annual service charge of £500.

The recommendation to perform a feasibility study for a Low Emission Zone (LEZ) will have cost implications both in gathering additional information on vehicle ages and fleet composition that Hampshire County Council have advised are not currently available. External contractors will then have to be used to convert this into an emission source inventory to model possible improvements for different LEZ restriction criteria. The exact cost will be

explored further with different service providers if implementation is agreed. The overall cost of a feasibility study is estimated at about £10,000.

3. RISK MANAGEMENT ISSUES

In not achieving those recommendations set out within this ISG report, Winchester City Council will likely continue to fail its obligations toward the effective management of air quality within prescribed limits, inside its air quality management area. It will also present a failing to achieve the City Council's own objectives set out in the Community Strategy and the High Quality Environment Change Plans.

This will attract negative feedback from local media and local environmental groups, and present a blight on the reputation of Winchester City Council as a desirable place to live and work.

BACKGROUND DOCUMENTS:

Files held in the Democratic Services Division.

APPENDICES:

1. Final report of the Air Quality ISG
2. WinACC's presentation material
3. WCC Officer presentation on Road User and Workplace Levy Schemes
4. Supporting background reading:
 - 4a. Newspaper Report

http://www.hampshirechronicle.co.uk/news/9134109.County_council_to_boost_green_travel_in_Winchester/
 - 4b. The need for sustainable travel solutions

<http://www.sustainablegov.co.uk/local-government/sustainable-transport-local-government/the-need-for-sustainable-travel-solutions>
 - 4c. The Strategic Environmental Assessment of the Hampshire Local Transport Plan 3
5. Councillor written submissions
 - 5a. Cllr M Wright 19/10/11
 - 5b. Cllr J Jackson 19/10/11
 - 5c. Cllr R Hutchinson 25/10/11
 - 5d. Cllr M Wright 19/10/11 (2)
 - 5e. Officer Response to Cllr M Wright

REFERENCES:

1. Air Quality: A Follow-up Report – Publ. 14th Nov 2011 HC 1024, Ninth Report of Session 2010-12 Volume I - Report, Together with Formal Minutes, Oral and Written Evidence.

2. Chapter 6 of DEFRA's Local Air Quality Management – Policy Guidance (PG09) which was available from the following link:

<http://www.defra.gov.uk/publications/2011/06/17/pb13566-laqm-policy-guidance-pg09/>

3. "Practical Guidance to Local Authorities on Measures to Encourage the Uptake of Low Emission Vehicles 2009"

<http://archive.defra.gov.uk/environment/quality/air/airquality/local/guidance/documents/practice-guidance3.pdf>

4. <http://www.environmental-protection.org.uk/transport/lez/>

5. <http://lowemissionzones.eu/>

6. <http://www.nottinghamcity.gov.uk/index.aspx?articleid=905>



AIR QUALITY INFORMAL SCRUTINY GROUP – REPORT OF CLLR PEARSON

1. Introduction

Air Quality has long been recognised by central government as a significant causal impact on public health. This demonstrable association of poor health with poor air quality gave rise to the implementation of Part IV of the Environment Act 1995 which places Local Authorities under the duty to monitor air quality parameters within their jurisdictions, as prescribed under the Air Quality (England) Regulations 2000 (as amended).

The primary pollutants of concern to health are listed in within these regulations and include carbon monoxide (CO), nitrogen oxides (NOX), sulphur dioxide (SO₂) and particles or PM10's.

Winchester City Council in accordance with DEFRA guidance, submitted to central government, a formal staged review which led to the establishment of an 'Air Quality Management Area' (AQMA) in the centre of Winchester Town in November 2003.

An informal Member/Officer (WCC & HCC) working group met in 2004, producing in a draft 'Air Quality Action Plan' (AQAP) in December of that year. Subsequent consultations led to the production of the final AQAP which was submitted to DEFRA for comment. The final AQAP was published in 2006.

The AQAP ensured compatibility with the then HCC's Local Transport Plan (LTP1) for 2006 – 2011, which has now been replaced by LTP3 (2011 – 2013)

More recently, the need for effective air quality management has been re affirmed through the Parliamentary Report 'Air Quality: A Follow-up Report – Publ. 14th Nov 2011 (Ref 1).

<http://www.parliament.uk/business/committees/committees-a-z/commons-select/environmental-audit-committee/news/air-quality-a-follow-up-report>

Despite warnings in 2010 of air pollution's contribution to early deaths in UK cities, evidence shows that the situation has worsened and the Government should urgently take charge to change policy.

In 'Air Quality - a Follow-up Report', the Environmental Audit Committee concludes that dangerous levels of particular matter and chemicals in the air are contributing to tens of thousands of early deaths every year.

Under European Union Air Quality Laws the daily pollution levels of particular matter (PM10) must not be above the legal limit on more than 35 days in a year, but according to the 'Campaign for Clean Air in London', by 21 April 2011 London had already exceeded this year's target.

The Parliamentary Committee has discovered that Ministers appear to be actively trying to dilute safety standards to avoid EU fines with 30,000 deaths in the UK reportedly linked to air pollution in 2008, and 4,000 in London alone.

Business plans produced by the Department for Transport and the Department for Environment, Food & Rural Affairs do not refer to air quality despite a commitment within the Coalition agreement to work toward full compliance with EU air quality standards.

Subject to new procedures in the Localism Act 2011 the Government will be able to pass EU fines for air pollution breaches to local authorities. However, a number of concerns about the ability of councils to tackle this problem without coordination and assistance from central Government have been raised, and points out that the causes of poor air quality are often beyond the control of an individual authority.

The Committee is calling on the Government to establish a national framework of low emissions zones to help local authorities reduce traffic pollution, as well as urging Ministers to launch a public awareness campaign to drive air quality up the political agenda.

Terms of Reference

At its first meeting on 22nd July 2011 the ISG agreed the following Terms of Reference:

To scrutinise progress against the City Council's Air Quality Action Plan in accordance with the current guidance issued by DEFRA. In doing so the group will have regard to the following documents:

- Air Quality Action Plan 1996
- Air Quality Action Progress Report 2010
- Winchester Town Access Plan, July 2011

and to make recommendations to The Overview and Scrutiny Committee for referral to Cabinet on specific, measurable, achievable, realistic and timed (SMART) actions for the future.

The ISG met on 6 occasions over a period of four months from July to October during which it considered the following:

- Meeting 1: Briefing on current position and the adoption of scope.
- Meeting 2: Scrutiny of parking strategy.
- Meeting 3: Scrutiny of Winchester Town Access Plan.
- Meeting 4: Continued scrutiny of Winchester Town Access Plan.
- Meeting 5: Scrutiny of alternative transport solutions and Strategic Planning.
- Meeting 6: Determination of SMART recommendations for cabinet approval.

2. Briefing on current position and the adoption of scope

A presentation to the Group, by WCC officers, outlined the current position with regard to the Air Quality Management Area (AQMA).

The group learned that that the current monitoring locations within the AQMA, were chosen using computer modelling using analysis of traffic flow data, and having regard to any street 'canyoning' effect. These locations comprise of two static monitoring positions representing road side and background locations, as well as a further 26 NO₂ tube locations. In addition there are 9 NO₂ tube locations outside of the AQMA in order to act as control monitoring sites and to monitor any medium to long term trends in district NO₂/NO_x levels.

The original surveys have shown that there were two pollutants that required further monitoring under the AQMA – PM10 (fine dust) and Nitrogen Dioxide (NO₂) and that together with other pollutants these can be influenced at a local level by seasonal and meteorological variations as well as by wider regional/international sources.

PM10 Levels

It was only possible to monitor the PM10 levels at the two static automatic monitoring locations, and results obtained have indicated that levels are consistently below the concern levels of 35 failures per year. This is believed to be the result of a combination of action taken by the Council such as work towards improved bus fleets and other external factors such as improved catalytic convertors on vehicles.

The ISG learned that as a result of a consistent compliance with DEFRA's requirements on PM10's, that officers were applying for permission to 'un declare' on PM10 monitoring i.e. to seek DEFRA's approval to cease the monitoring and reporting of PM10 levels within the AQMA. Since the commencement of the ISG DEFRA approval has been given.

However despite this position officers advised the ISG, that the Silver Hill development would adversely affect PM10 levels, as would the possible Barton Farm MDA. It would be desirable if there was continued monitoring around the site(s) at this time and that options be explored to require developers to provide funding.

Recommendation 1

That Winchester City Council should 'un declare' for PM10's within its Air Quality Management Area in accordance with the approved DEFRA report submitted by Winchester City Council in 2011. However the monitoring of PM10s should continue throughout the period of the Silver Hill development with funding contributions from the developer being explored as part of the planning process.

NO₂ levels

The presentation highlighted that the average annual mean of NO₂ levels was consistently above air quality objective set by DEFRA. This position was determined from the results of both the static monitoring and the diffusion tube sites. While levels were comparable with other local towns, such as Southampton and Portsmouth it was recognised that there was still an on-going health issue emanating from NO_x.

Key Documents

Member's attention was drawn to the key documents that they should be familiar with in undertaking the work of the ISG, namely:

- Air Quality Action Plan (AQAP)
- Air Quality Progress Report 2010-11

These can be found at:

<http://www.winchester.gov.uk/EnvironmentAndPlanning/Pollution/AirQuality/AmbientAirQuality/>

- Winchester Town Access Plan (WTAP) CAB2199

In their progress report the consultants had set out the actions within the AQAP that had not been completed and a table summarising progress on the Plan was circulated a copy of which is below. It was emphasised that even if all the 21 actions were completed, the objectives of the AQMA would still not be met.

The ISG were invited to consider what additional measures could be taken and whether a separate AQAP was required or whether monitoring of the AQMA objectives could be part contained within the WTAP. Clarity should be given by Members as to the priority given to meeting the targets of the AQMA.

AQAP Progress Report 2010

The ISG considered Action Points 1 to 21 as detailed in the following table.

Action	Description	Lead Officer at meeting
1	We will work with the County Council to provide an additional Park & Ride facility to the south of Winchester. <i>Achieved</i>	Dan Massey/Andy Hickman
2	We will ensure that the buses on the Park & Ride service are increasingly environmentally friendly, making allowance for economic and technical considerations. <i>Contract to ensure all buses had to have Euro V engines.</i>	Dan Massey/Andy Hickman
#3	We will review the loading restrictions in the town centre and on the main approach roads to the city. <i>Due for another review (Ref page 6). Included in WTAP but no current advances. Could we advertise that there might be heavy vehicles on the carriageway (St George's Street?) Link with WTAP</i> <i>And note signage issue. Ticketing policy to discourage activity during 'rush hours'.</i>	Dan Massey/Andy Hickman

Action	Description	Lead Officer at meeting
4	We will work with the County Council to replace the Real-Time Information systems in bus stops in and around the city and implement Variable Message Signing (VMS) for the town centre car parks.	Alison Hull
5	We will support the County Council (a MIRACLES project) in the implementation and use of Variable Message Signing (VMS) on approach routes to the Town, informing travellers of journey conditions.	Kevin Travers (to provide summary/further contacts)
6	We will work with the County Council to carry out an investigation of possible traffic management options and with the Highways Agency on possible measures on the Trunk Road network. The objective being to reduce town centre congestion and therefore improve air quality. <i>This 'indicator' should be based upon journey times – not journey speeds (Ref Page 7). On advisory routes?</i>	John Sorrell
7	We will develop our own Walking and Cycling strategy and we will continue to work with the County Council on the development and implementation of facilities for cyclists and pedestrians and to support the MIRACLES 'Bike About' initiative. This will include working with both the County Council and the Primary Care Trust to promote walking and cycling as a healthy alternative to car based travel. <i>Ongoing. Cycling Strategy has been written and is out to Stakeholders for consultation</i>	John Sorrell
#8	We will apply for Central Government powers to allow us to take action against vehicles which exceed vehicle emission standards. Long term usage of these powers to be assessed following an initial MIRACLES trial project. <i>Whilst it is Government policy to promote LEZs it was decided not to take this forward. To be considered later by the ISG (Ref page 7)</i> <i>Winchester BID and HCC Highways to be consulted on 'work place charging.'</i>	Phil Tidridge
9	We will continue to support and encourage the use of an integrated Public Transport system with special emphasis on Quality Bus Partnerships to improve buses including a reduction in their emissions to the latest standards. We will bring forward measures to enhance public transport opportunities within the city. <i>We know that Stagecoach is proactive but what about 'Black & White' and 'Brijan'?</i>	Alison Hull

Action	Description	Lead Officer at meeting
#10	<p>We will continue to manage parking in the city through the Controlled Parking Zones, appropriate charging levels, enforcement and parking availability.</p> <p><i>Recommendation: That Air Quality should be a factor when considering parking fees?</i></p>	Dan Massey/Andy Hickman
11	<p>We will keep our parking policies, availability and charges under review to maximise the use of existing and future Park & Ride facilities. We will continue to offer parking discounts to “cleaner” vehicles to encourage their use over other vehicles (a MIRACLES initiative).</p> <p><i>Is this done and is Air Quality a factor while considering parking charges?</i></p>	Dan Massey/Andy Hickman
12	<p>We will use cleaner and alternative fuelled vehicles within our own fleet where such options are a viable alternative. We will support the promotion of cleaner vehicle technologies and cleaner fuels.</p> <p><i>The south P & R contract demands Euro V engines in the shuttle bus fleet.</i></p> <p><i>Recommendation: WCC fleet should be low emission vehicles. Hire cars should also be low emission vehicles where possible.</i></p>	Dan Massey/Andy Hickman
#13	<p>We will take action to increase public awareness of the existence and impacts of poor air quality. We will work with the County Council to develop a strategy for the dissemination of Air Quality Information.</p> <p><i>Recommendation: that there should be a display indicating the air quality – Met office info tempered by our own information. Air Alert system could be used.</i></p>	Phil Tidridge
14	<p>We will ensure that all existing and forthcoming plans, policies and strategies affecting the City take due account of air quality issues and the AQMA. Special regard will be paid to air quality issues in the preparation of the next Local Transport Plan for Hampshire.</p>	Kevin Travers
15	<p>We will ensure that new developments and transport schemes take account of their effects on Air Quality and the Air Quality Management Area.</p> <p><i>Aim of WTAP</i></p>	Steve Opacic
#16	<p>We will encourage businesses and other organisations to implement Travel Plans and promote more sustainable travel to their staff. This will include the requirement for Travel Plans through the planning process. Winchester City and Hampshire County Councils will continue to develop their own travel plans.</p> <p><i>Recommendation: Travel Plans should be advertised and refreshed particular in relation to low emission people carriers, congestion and ‘walk to school’ programmes. Vehicles used by transport suppliers should be at least Euro</i></p>	Kevin Travers

Action	Description	Lead Officer at meeting
	<i>1V engines. New vehicles Euro V.</i>	
#17	We will continue to support the Hampshire CarShare scheme and the introduction of Car Clubs. <i>Recommendation: What about a City Council 'car-share scheme? Should be investigation.</i>	Kevin Travers
#18	We will continue working with the County Council and local schools to increase the number of schools with Travel Plans. <i>All schools have a Level 3 plan in place but our recommendation is that these should be monitored.</i>	Kevin Travers
#19	We will review the taxi licensing regime to assess whether to include additional conditions aimed at reducing vehicle emissions. <i>Recommendation: Additional taxi ranks spaces should provided.</i>	John Myall
20	We will support the County Council in its aim to achieve traffic reduction by encouraging sustainable travel and reducing the need to travel by car. <i>New build business all have a Travel Plan as a planning condition. WCC is about to produce its own Travel Plan requirements.</i> <i>BUT are any of the Travel plans – Business, School & etc. monitored?</i>	Kevin Travers
21	We will monitor the performance of the action plan and reassess the necessity & feasibility of introducing additional measures if these are shown to be necessary to meet the air quality objectives.	ALL

Notes

1. # = Items of particular merit for further investigation
2. Note that the wording in italics has been added by the ISG in October 2011

With regard to Action Point 6, it was suggested that the indicator should be based on journey times, and not journey speeds.

In discussion of Action Point 8 concerning action against high emission vehicles, originally this was not considered a high problem area and it had not been taken forward. However the Government has promoted Low Emission Zones and the ISG elected to examine this further. The ISG believe that this study should take place in order to track the sources of air pollution whether an LEZ is considered or not.

The option of work place charging was raised and suggested that the views of Winchester BID could be sought on this idea.

With regard to Action Point 10 and 11, officers suggested that Members should query whether air quality issues were adequately factored into parking policies.

In relation to promoting staff Travel Plans, one Member emphasised that businesses had previously indicated that they required adequate alternative options to car travel to make such plans feasible. Nonetheless, even though most planning permissions, for new business establishments, contained a condition that required a travel plan, it was noted that few, if any, were monitored for compliance.

With reference to Action 19 above, it was confirmed that the Licensing Policy did not currently contain specific standards or conditions regarding taxi emissions. However, Hackney Carriages and Private Hire vehicles are required to comply with the normal MOT requirements and be no more than three years old when first presented for licensing (with some exceptions for executive vehicles in immaculate condition). After six years from initial registration, vehicles are required to undergo annual licensing.

It was stated that some London Boroughs did adopt additional standards intended to address air quality, and it would be open for the Council to do so if considered appropriate. In addition it was highlighted that recent press reports had highlighted a shortage of taxi ranks

3. Scrutiny of Parking Strategy

The ISG sought to identify revised parking strategies that could deliver air quality improvements and in doing so sought the input from:

- Winchester BID
- WinACC
- WCC Parking Services

Winchester BID

The BID wished to both increase footfall in the town and seek improvements to air quality and they made a number of recommendations as follows:

It was argued that the current phasing/syncing of the traffic lights at the top of St Georges Street and the Jewry Street/Southgate Street junction increased congestion negatively affecting air quality. WCC Officers agreed that there may be scope to alter this and that could be considered further in conjunction with HCC.

Recommendation 2

That WCC explores the feasibility of adjusting the phasing of lights at the top of St Georges street to reduce congestion.

It was noted that the number of hills and layout of the town deterred many people from cycling. Consequentially, improved public transport links and the introduction of free local delivery services were required to reduce car usage.

HCC should be encouraged to introduce subsidy payments on a per journey basis otherwise there was no incentive for bus companies to increase the number of passengers.

Regarding deliveries to shops/businesses, trans-shipment places could be provided at the Park and Ride car parks which could enable transfer to smaller vehicles to deliver to premises around the town.

Recommendation 3

That BID be encouraged to investigate the feasibility of trans-shipping goods from a suburban depot into town centre shops.

An alternative might be for BID partners to extend a 'free delivery scheme' for their customers.

BID proposed the possibility of a Park and Ride user voucher scheme to provide a discount for purchases in town shops. Both of these measures might reduce the number of vehicles coming into the AQMA

Recommendation 4

That BID be encouraged to investigate the introduction of a Park and Ride voucher scheme.

Until public transport improvements were in place, BID maintained it was essential that the amount of short-stay parking remained the same in the town centre as a shortage of spaces could deter shoppers and/or result in more drivers travelling around the one-way system seeking parking spaces.

The BID favoured "pay on exit" parking and would like the time limit on central short-stay car parking to be extended from 4 to 6 hours (to encourage "shop and lunch" customers).

Concerns about the proposed closure of Friarsgate car park; The Silver Hill development would require improved public transport links or additional parking to prevent it having a negative impact on the rest of the town.

It was suggested that pedestrian areas in town centres encouraged multi-national chains which pushed out more individual shops. The BID favoured shared-use spaces with 20mph speed limits.

The BID is working towards reducing the number of commercial waste collection vehicles collecting trade waste from town premises and also to increase recycling levels.

The ISG welcomed the idea of a free local delivery service but it was highlighted that this would need to be looked at in more detail so as to include including parking for delivery vehicles.

Some ISG Members expressed some concern that Winchester BID appeared to downplay cycling as an option. It was mentioned that electric bicycles could be used to assist with cycling around the more hilly areas.

In response to questions, it was advised that there may be fewer objections to congestion charges, provided they were introduced as part of a package to improve public transport. The ISG mentioned the current congestion problems caused by delivery vehicles in St Georges Street.

WinACC

From surveys undertaken by WinACC, car parking usage figures indicate that there is an over-capacity in car parking spaces of between 50 to 60 %. Although WinACC did not want to discourage shopper/visitor parking in Winchester, it does want to

discourage car parking in the very centre of Winchester and encourage visitors to park in the outer car parks, such as Chesil Street and Tower Street MSCPs;

It was recommended that all commuters should use Park and Ride, including WCC, NHS and HCC staff. It was noted that one organisation on the edge of the AQMA leased parking spaces to commuters.¹

However there was some dispute over the data collected by WinACC as peak occupancy times were mid-afternoons on weekdays and mid-mornings on Saturdays. It was also highlighted that adequate car parking spaces over the Christmas period was essential as this was the key trading period for shops. In summary, it was emphasised that the Winchester BID strongly opposed any proposals for reducing car parking spaces, in the short-term, as capacity was required in order for businesses to grow out of recession.

ISG Members highlighted that there were currently estimated to be about 3,000 private commercial parking spaces in the town centre. It was noted that the Council had limited control over these, although it could consider introducing work place charging schemes. However, it had to have regard to the impact on businesses of such a proposal. It was pointed out that there were few business parking spaces within the AQMA.

With regard to WinACC's proposals to reduce through traffic, it was confirmed that analysis undertaken as part of the formulation of the Access Plan showed that in some cases a large proportion of vehicles (between 20 and 50% depending upon the road in question) passed through the central area without stopping. This could be made up of an element of through traffic and people trying to get as close to their destination as possible. This information was derived from matching number plates at different points around the City and as such the detail profiling of these journeys or who is making them could not be obtained from this analysis.

A copy of WinACC's surveys and presentations can be found in Appendix 2

WCC Parking Services

The ISG heard a presentation from officers focusing on parking issues. Officers stated that whilst they did not dispute the figures presented by WinACC, Parking Attendants had previously advised that on occasions car parks had been fully occupied over the previous Christmas period, with no spaces in the town centre or at the Park and Ride.

Further details on WCC's car parking occupancy profiles can be found in paragraphs 4.9 to 4.12 of the WTAP.

It was suggested that the Park and Ride parking occupancy figures were currently distorted by HCC staff continuing to park on a private car park at Bar End, whilst using the Park and Ride buses from St Catherine's car park.

There were currently estimated to be 3,000 commercial (privately controlled) car parking spaces in the City. Some of this consisted of HCC parking, although as part of the refurbishment of Ashburton Court 250 spaces had been removed. WCC staff parked either in the Park and Ride or within public car parks.

1. Under new ownership since ISG commented, so unclear if this arrangement will continue

WTAP proposes that specific measures will be taken over time to reinforce this approach and to ensure that there is consistency in opportunity. Opportunities will be explored with a view to initially reducing car parking capacity within the Town centre by up to 15% which is around 500 spaces. Some reductions had been made recently and further reductions are being considered. Friarsgate MSCP would close as a result of the Silver Hill development, resulting in the loss of 260 spaces.

WTAP goes further to in acknowledging that in implementing further reductions beyond this WCC needs to consider peak demand and how this may be met for special events in the Town, and this will be reviewed on a regular basis. The way in which car parks are signed and promoted to ensure they are most effectively utilised and to best encourage sensible use of them will be reviewed and suitable changes considered.

Recommendation 5

That a report is taken to Cabinet identifying the costs and opportunities for the provision of an additional Park & Ride site to serve the northern approaches of Winchester City.

The parking strategy set out in the Winchester Town Access Plan adopted a three-ring approach to parking charges, with charges increasing from the outer ring (i.e. park and ride) to the middle ring (i.e. Worthy Lane and Chesil MSCP) to the most expensive parking in the central ring (i.e. The Brooks/ Middle Brook St car parks). It is possible for the price differentials to be increased, should the Council wish it as car parking charges are reviewed annually.

The current charging regime for on and off street parking is designed to encourage longer stay visitors to use the outer car parks and the Park and Ride service.

Recommendation 6

That the car parking price structure should be linked with distance from the town centre and that air quality impacts should be a demonstrable consideration built into the pricing structure

With regard to the BID request to extend the short-term parking limit to 6 hours, officers advised that this might result in increased use of these spaces by part-time workers, rather than shoppers. Notwithstanding, car parks currently offered “pay by phone” facilities and there were plans to extend credit card payment facilities to more car parks (currently available in Tower Street and Chesil Street MSCPs);

Officers also advised that the use of electric vehicles would be considered as part of the local sustainable transport strategy.

Recommendation 7

That a report is submitted to Cabinet identifying the costs and opportunities for the provision of electric vehicle charging points within WCC car parks.

Winchester has an extensive residents parking zone to protect residential streets from all day and commuter parking.

The residents' parking scheme was currently under review and it is acknowledged that this might have knock-on effects on city centre car parks. The ISG noted that

one of its main aims was to formulate a viable strategy on parking which maintained parking income, whilst also address concerns regarding air quality.

Certain areas of parking such as the railway station are at a premium, with all spaces occupied by the end of the morning peak period. This can cause problems for off-peak travellers wishing to use the train, and may serve as a barrier to further encourage the use of rail travel at off peak times.

To remove inefficiency and unnecessary traffic movements, a variable message signing system has been introduced to indicate where spaces are available in selected car parks. The ISG proposes that in time this could be linked to air quality information so that motorists are directed to different car parks depending on the prevalent air quality in the city centre.

The ISG also queried whether or not meaningful real time air quality information can be made publically available in the Parking Office and the Guildhall.

Recommendation 8

That a feasibility study be undertaken to determine whether meaningful real time air quality information can be made available on a public information display in the Guildhall and in the Colebrook Street customer point.

Recommendation 9

That the car park pricing structure, should continue to encourage the use of low emission vehicles.

4. Scrutiny of the WTAP

Winchester City Council's Position

WCC officers gave a presentation on how the objectives already identified within the WTAP may have a positive impact on air quality, as follows:

- The Local Sustainable Transport Fund of £4m awarded to and administered by HCC which is to be shared between six sustainable transport towns including Winchester.
- Traffic Management study of Winchester by HCC;
- WTAP delivery Plan;
- Work being undertaken by the Strategic Partnership and Transport Forum.

Specifically the following projects were cited as having likely positive impacts on air quality:

- Various cycling and walking enhancements;
- Proposals for 20mph limits;
- Improving pedestrian access to the train station and linking in with Park and Ride buses;
- Easton Lane/Winnall junction study.
- Car parking policy and residential parking scheme
- Bus priority schemes;
- Electric vehicle charge points

Officers stated that the primary cause of traffic congestion in the city was not from delivery vehicles but from the need to phase traffic lights with the needs of pedestrian crossing points particularly at the St Georges Street and Southgate Street junction.

Removal of these lights would certainly impact on pedestrian safety so a balance needs to be found. See Recommendation 2.

There has been a 20mph trialled in The Square, but that this location was already considered a slow speed area and its designation was therefore questionable. It was stated that slower speeds were often inefficient for engines and therefore air quality, illustrating the dichotomy between pedestrian safety and air quality objectives.

The ISG considered whether a more meaningful study needed to be undertaken to demonstrate whether the implementation of a 20mph zone would have a demonstrable impact on air quality by comparing existing NO₂ data before and then after the completion of the study

Officers advised that the PM10 monitoring was given hourly and the NO₂ emission results were given in real time (although averaged to at 15 minute intervals). Figures could be correlated with traffic counters to give an indication of traffic speed.

Recommendation 10

That a more realistic trial be undertaken to cover the whole of the Air Quality Management Area regarding the impacts of a 20 mph zone on air quality

Low Emission Zones

LEZ's are different from congestion charging as the restrictions only applied to commercial and other larger vehicles (i.e. not to cars). The LEZ area could vary in size from one street to a whole district, but its introduction must be justified. Information of LEZ's can be found on the DEFRA web site (Ref 2 & 3).

Officers are aware of only three LEZ's in the UK in London, Oxford and Norwich, with Glasgow, Sheffield, Shrewsbury, Cambridge, Leeds, Derby and Bristol are all examining the possibility of introducing LEZ's

In discussion, the following points were raised:

- The difference between Euro 3 and Euro 4 emission standards was far greater than that between Euro 4 and Euro 5;
- The introduction of park and ride, together with the Miracles project, had resulted in Winchester's bus fleet being of a generally good standard. Therefore officers believed that some of the intended benefits from the implementation of a LEZ may have already been realized;
- A decision to introduce a LEZ would require the Council to undertake a study as to the types and numbers of vehicles currently entering the town and model this against air quality monitoring data. In order to do this WCC would need to engage with HCC to obtain and analyse traffic profiling entering the city;
- Such a study was likely to cost over £10,000 and the possibility of HCC being asked to fund this was raised (or seeking a DEFRA grant);
- WCC could contact other councils who were looking to introduce LEZ's for advice, although this would be of limited use due to the differing local circumstances;

Further information can be found using references 4 and 5.

Workplace parking and road user charging schemes

Information was provided giving guidance on the workplace parking levy and road user charging schemes that can be implemented by Local Authorities under The Transport Act 2000. Details of these schemes can be found in Appendix 2.

It was noted that despite the Government awarding £20 million in grants to Councils to introduce such schemes; only three had so far been adopted in London, Durham and Nottingham where it will be introduced in 2012. (Ref 4)

During discussions, the following points were raised:

- it was noted that for charging schemes to be successful, a viable alternative must be in place (e.g. adequate and affordable public transport);
- the size of any zone would probably have to be larger than the AQMA in order to include major employers in Winchester (e.g. the hospital and DenPlan);
- Out of the two schemes, workplace parking levy would probably be easier to introduce in Winchester, although it might not be popular and BID could be asked for their views;
- Any funds raised would have to be ring-fenced for transport;
- For the workplace parking levy, there was a limit of spaces below which the levy would not apply (for example, below 10 parking spaces);
- In practice, studies have shown that congestion charges initially have an impact on commuter travel by car, although evidence indicated that this did not continue over time.

In conclusion, the ISG considered that the two charging schemes were probably not suitable for Winchester. However, the possibility of undertaking further studies to ascertain what types of vehicles were causing the most pollution in the town was favoured, as a preliminary to the possible introduction of a LEZ.

The full WCC Officer presentation on Road User and Workplace Levy Schemes can be found in Appendix 3.

Recommendation 11

That the City Council engage with HCC to gather robust data on traffic profiles to inform whether a Low Emission Zone is a viable future opportunity for air quality management within Winchester City

Hampshire County Council's Position

A meeting was held between the Chairman of the ISG and members of HCC Strategic Transport Team.

It was acknowledged that whilst particulate levels had dropped primarily due to technological improvements, that NOx levels had not been brought under control and that if traffic levels continued to increase then it could reasonably be assumed that NOx would increase. HCC were invited to comment on the four key aims of the WTAP

Travel Plans

HCC stated that staff resources had been made available to progress the travel plans, albeit the plans are not mandatory and therefore require willingness on the part of schools and business, unless imposed through S106 agreement for new developments, or through a change of use.

Cycling

HCC confirmed that they had secured £4m through the Local Sustainable Transport Fund which will be allocated to 6 urban centres across the County including Winchester, in order to encourage sustainable transport options. The money will be spent in various areas including:

- Secure cycle storage at the train station;
- Installation of 200 approx. Sheffield cycle stands throughout the city;
- Adult Cycle training;

Other proposals include:

- Partnership working with WinACC to develop an 'App' for the assessment of your personal carbon footprint;
- Promotion of an 'In town without my car day';

WCC Officers made the point that the installations of cycle stands need to be carefully considered and it was acknowledged that HCC and WCC need to work together on identifying those sites to enable air quality objectives to be realised.

Recommendation 12

That sites for additional secure cycle stands should be found within Winchester City centre car parks.

Recommendation 13

That a scheme to encourage cycling from the Park & Rides should be put in place. i.e. drive to P & R – cycle into town from there.

Recommendation 14

That a feasibility study be undertaken for opportunities for the provision of cycle contra-flows within Winchester City.

Road Network and Traffic Management Study

Again the issues of smooth traffic flow and the effect on it by traffic light phasing, especially traffic lights at the top of St Georges Street, was discussed. In response HCC suggested that whilst anecdotally this may make traffic flow smoother, it would limit the ability for pedestrian traffic to cross the road.

In addressing this and other similar issues, HCC confirmed that Stage 1 of the Road Network and Traffic Management Study (TMS) had been completed and that Stage 2 was now being undertaken to appraise various modelled options for traffic management within the City. This Stage 2 report is anticipated in March / April 2012.

Low Emission Zone's

The data in Stage 1 of the TMS was sufficient to undertake air quality modelling. HCC confirmed that Stage 2 was only considering 'engineering' traffic management solutions which did not include an LEZ. HCC made it clear that it was not considering an LEZ amongst its various options appraisals and that WCC would themselves need to take such a proposal forward.

HCC stated that at this stage without the correct data being available they would not commit to either supporting or oppose the declaration of an LEZ. HCC did however reiterate its position that it does not support work place charging.

The Chairman asked whether there are DEFRA grants available to finance air quality modelling based on detailed vehicle profiling. WCC stated that for robust air quality modelling there needs to be detailed vehicle profiling data available i.e. age, class and fuel type and this would certainly be required to inform the option appraisals in Stage 2 of TMS. **See Recommendation 11.**

WCC stated that the Air Quality Action Plan will need to be re written to accommodate the findings of Stage 2 but that DEFRA will expect demonstrable and quantifiable air quality improvements from any options proposed in Stage 2 of the TMS.

Recommendation 15

That Hampshire County Council be requested to ensure that the measures implemented through the Local Sustainable Transport Fund secured from a Central Government, includes a quantitative assessment of likely impact on air quality.

Vehicle 20mph speed restrictions was one option being considered by the Stage 2 TMS, although it was pointed out that you could rarely exceed that speed in any event, and that whilst restricting speed may well have a beneficial effect on safety it could have a detrimental impact on air quality, given that most diesel engines are most efficient at 50mph.

5. Scrutiny of alternative transport solutions and Strategic Planning

Sustrans

The ISG received a presentation on the work Sustrans were undertaking together with the Local Strategic Partnership and the Winchester District Transport Group, which consists of representatives from HCC, WCC Sustrans, WinACC and public transport operators.

Sustrans are engaged in various initiatives to promote cycling, including the development of National Cycle Network Route 23, which passes through Winchester and working with Local Authorities, businesses and local schools to promote cycling as a viable transport option, including the provision of cycle parking. A detailed list of the work can be found in the 16th September minutes of the Air Quality ISG.

Stagecoach Buses

The ISG was given a presentation on the current plans at Stagecoach in relation to air quality matters and responded to questions. The current breakdown of the bus fleet and respective engines is as follows:

<i>Euro 5:</i>	<i>8</i>
<i>Euro 4:</i>	<i>14</i>
<i>Euro 3:</i>	<i>15</i>
<i>Euro 2:</i>	<i>18</i>

The Miracles project had enabled the bus fleet to be significantly upgraded in terms of reducing emissions, with the lower Euro standard vehicles being used on less frequent journeys (e.g. school buses). The current average age of buses was 7 years and buses were required to last about 15 years before being replaced.

Bus pollution was made worse by congestion and “stop-start” conditions and it is believed that a bus lane in St Georges Street would assist in reducing pollution and would shorten journey times thereby encouraging bus use.

In 2012, Stagecoach are introducing a “Green road” dashboard system on all buses which would monitor the standard of driving, especially in terms of fuel efficiency. Trials in Manchester had indicated a 5% improvement and the system would be fitted to all the Winchester fleet, including Park and Ride buses.

Recommendation 16

That all bus companies should be encouraged to introduce the green-dashboard scheme.

Drivers were supposed to switch off engines if waiting for more than a few minutes at stops, although the engine management system on newer vehicles had an automatic cut-out after 5 minutes, which might be reduced in the future to 3 minutes.

Stagecoach advised that if city centre parking charges were introduced on a Sunday, Stagecoach would consider whether there was an opportunity for it to operate Park and Ride on a Sunday on a commercial basis pending Council approval.

The ISG commented that data was not yet available on the levels of pollutants caused by bus journeys within the city centre. In addition, it was noted that if available, this should also take account of the number of passengers per journey.

Strategic Planning

The ISG received a presentation from WCC officers from Strategic Planning. In tackling air quality the greatest challenge was from the numbers of people commuting into and out of Winchester each day as there is currently more jobs in the town than resident workers, (approximately 19,000 people commuted into the town and 9,000 commuted out).

Previous strategies to tackle this had been to restrict employment growth to varying degrees. However, this was not favoured in the current economic climate where there was pressure to grow the economy in a smart way and provide more housing to enable people to live and work in Winchester.

Consequentially, a major development in Winchester would not necessarily increase traffic if those people worked in the town. Strategic Planning used to have a greater involvement with HCC in transport planning issues (such as with the Winchester Movement and Access Plan). However, this level of involvement appeared to have decreased in more recent years and HCC now has very limited involvement in LDFs.

Park and Ride was acknowledged as a success, but it was highlighted that when it was introduced, the expectation was for there to be an increase in long-term parking charges or reduce capacity in the city centre to discourage commuting into the centre of town itself. To some extent, this had not happened and the ISG noted this might be due to the political sensitivities surrounding parking charging levels.

The ISG commented that the Council should seek to encourage economic development on land within its control situated close to the train station which was currently under-utilised (e.g. The Cattle Market car park and the Carfax site). These locations could reduce the need to travel to work by car (particularly if on-site car parking spaces were not permitted);

6. Determination of SMART recommendations for Cabinet approval

Recommended actions to The Overview and Scrutiny Committee

ISG Members referred to minutes of all the previous meetings, together with various background documents, in their discussions.

In summary, the following actions/points were identified:

- Further investigations required to identify why the NO₂ levels had remained consistent and the main causes of this pollutant (e.g. whether particular types of vehicles caused more problems). This requires traffic data on age and vehicle types which has been confirmed with HCC is not currently not available;
- The impact of the Silver Hill development on air quality should be monitored (and the developers be requested to meet the costs of any extra monitoring required);
- Having regard to the impact of the Silver Hill development, PM10 should continue to be monitored (even though DEFRA had agreed that this particular pollutant could be undeclared). This monitoring cost £5,000 per annum, for which there was currently no budget allocated beyond 2012;
- With regard to Action 4 relating to possible loading restrictions in town, the ISG noted that it was essential for local businesses to continue to be able to receive deliveries. It was suggested that businesses be encouraged to not load or off-load during peak hours. In addition, signs should advertise that out of these hours, drivers might experience delays and should therefore consider alternatives to driving through the town centre.
- With regard to Action 6 (working with HCC on possible traffic management options), the ISG recommended that road side indicators based on real journey times be used.
- The Council's car parking policies should have regard to air quality factors (for example, pricing should be more expensive in the very centre of town). It was suggested that car parking charges could include a small (e.g. 30p) surcharge for parking within the AQMA;
- The car parking pricing structure should continue to offer discounts to encourage the use of low-emission vehicles;
- Air quality monitor displays should be introduced in appropriate locations within the city centre;
- Business and other organisations should be encouraged to monitor and periodically refresh their travel plans;

- The Council should re-investigate the possibility of introducing a car-share scheme;
- Vehicles used by the Council's transport suppliers should be at least Euro 4 (with the standard for new vehicles set at Euro 5);
- the introduction of new taxi ranks within the city centre (to enable waiting taxis to park and turn engines off) should be welcomed;
- BID should be encouraged to continue to investigate the following initiatives raised in their presentation (NB the BID presentation would be included within the final report): provision of trans-shipment places and park and ride user voucher scheme;
- Provision of an additional Park and Ride site to the north of Winchester continue to be investigated;
- Investigation of possibility of installing more electric charging places (e.g. by the Council providing suitable spaces for this and charging the provider for rental of the space);
- Recommendation that the actions in the latest Cycling Strategy be supported and, in addition the following actions be recommended:
 - covered cycle stands within car parks;
 - schemes to encourage onward cycling into the city centre from Park and Ride sites;
 - further investigation into the possible introduction of contra-flow cycle lanes within the city centre.
- The ISG did not support the introduction of workplace charging;
- Further investigations be carried out into the cause of the NOx pollution levels within the AQMA (in conjunction with profiling information already available from HCC);
- All bus companies operating within the AQMA to be encouraged to introduce the "Green Road" dashboard system which was to be adopted by Stagecoach;
- A realistic trial of 20mph speed limit zones is introduced to cover the whole of the AQMA.

Other general points arising:

- Suggestion that officers make contact with the 'Black and White' bus company which was operating the Numbers 2 and 6a routes;
- The recommendations of the ISG should be prioritised.
- It was not possible at this stage to determine whether a LEZ was appropriate – further investigations into the causes of pollutants, as suggested above, was required first.

- The draft final report would be circulated to all ISG Members for comments prior to its submission to The Overview and Scrutiny Committee.

Appendix 2

The document below was sent to us all by WinACC. It is their study on Parking in Winchester and contains links between transport, parking and Air Pollution. It was written by Mike Slinn – Chairman of WinACC Transport Group.

<http://www.winacc.org.uk/files/winacc/Parking%20Surveys%202010-11%20Summary%20Report%20ed3.may2011.pdf>

Appendix 3

Road User Charging and Workplace Parking Levy schemes

The Transport Act 2000 gave authorities new discretionary powers to introduce either Road User Charging (RUC) or Workplace Parking Levy (WPL) schemes. The Act guarantees all the revenue raised by charging or levy schemes must be recycled to improve local transport for at least ten years. These powers will therefore create a new, additional source of income to fund such improvements.

In simple terms a **Road User Charging** (RUC) scheme is one where the road user is charged for the benefit of travelling on a road. This can be in the form of a fixed cordon charge, or a more complicated system based on congestion levels and vehicle speeds.

A **Workplace Parking Levy (WPL)** is a more simple scheme in that employers are charged an annual fee for each parking space they provide to staff in a controlled area, the local authority sets the level of the charge and it is up to the employer to decide if the charge is passed on to the employee.

Local authorities will have considerable flexibility to decide whether schemes are appropriate to their local circumstances and, if so, the form that schemes will take. The Government will approve all schemes before they can be introduced, and as part of this process local authorities will need to demonstrate that they have made some transport improvements in advance to ensure that people have good alternatives to car use.

Schemes in Operation and under development

In 2000, 35 local authorities stated in their 5-year Local Transport Plans that they were interested in adopting either a RUC or WPL scheme in their area. A brief assessment has been made of such schemes both implemented and under consideration by other Local Authorities. These are summarised in the table below. The study was conducted by collating information available on the Internet and in Transport journals. (This initial table was from a 2004 report updated for 2011)

Authority	RUC or WPL	System Used/proposed and current situation
TFL - Transport for London	Road User Charging	<p>In 2004: Introduced on 17 February 2003, a cordon-based scheme bounded by the Inner Ring Road. There is a charge per day to drive in the charging zone and the scheme operates with a system using Automatic Number Plate Recognition (ANPR) technology, via cameras located at cordon entry points or in mobile locations throughout the charging area</p> <p>Congestion inside the charging zone initially reduced by 30%, Traffic levels initially reduced by 18% & 30% less cars</p> <p>Increase of 29,000 bus passengers entering zone during morning peak with Bus reliability and journey times improved and Bus routes serving charging zone suffer 60% less disruption due to traffic delay</p>

		<p>In 2011:</p> <p>Traffic volumes back to pre-cc levels</p> <p>No impact on AQ (new scientist study)</p>
Durham	Road User Charging	<p>In 2004: Introduced on 1 October 2002. Designed to resolve the conflict between vehicles and pedestrians when accessing the historic city centre</p> <ul style="list-style-type: none"> • A reduction of 85% in vehicular traffic - from over 2000 to approximately 200 vehicles a day. • Reduced vehicle emissions. • A 10% increase in pedestrian activity • A steady increase in use of the Cathedral Bus service. • Improvements to public perception of the scheme and its benefits • In 2011: Still in operation
Edinburgh	Road User Charging	<p>In 2004: Progressing proposals for a cordon based scheme. Scheme would use technology to the London Model.</p> <p>All monies raised would be used exclusively to fund improvements to the transport system. Revenue is expected to provide about £1.5billion over 15 years for regional transport improvements, including a tram network.</p> <p>Scheme is currently being considered at a public inquiry. Should the proposals stay on target then charging will commence in spring 2006.</p> <p>In 2011: Scheme Axed after referendum</p>
Manchester	Road User Charging	<p>In 2011: Scheme Axed after referendum</p>
Bristol	Road User Charging	<p>A proposed congestion charging cordon was defined for Bristol city centre as early as 1999. progress is currently being restricted by political disagreements over the nature of the scheme, even though the principle of the scheme is agreed. Further development and discussion is still on-going.</p> <p>In 2011: No updates</p>
Nottingham	Workplace Parking Levy	<p>In 2004:</p> <ul style="list-style-type: none"> • Nottingham City Council plans to bring in a workplace parking levy scheme from April 2005, placing a price on most parking spaces at work within the city boundaries

		<ul style="list-style-type: none"> The workplace parking levy is aimed at commuters who contribute to Nottingham's congestion, while placing a share of responsibility for solving the problem on local employers The £150 annual fee per space will be billed to local employers. The income will be ring-fenced for local transport improvements and is expected to raise around £100 million over ten years <p>In 2011: Scheme set for introduction 2012 at approx. £250 per space</p>
Cardiff	Road User Charging and Workplace Parking Levy both under consideration	<p>In 2004: Cardiff Council is evaluating a range of options for developing and improving transport.</p> <p>Congestion Charging and the introduction of a Workplace Parking Levy are among a number of measures being considered.</p> <p>In 2011: Scheme options still under evaluation</p>
Birmingham, Leeds, Manchester & Liverpool	No scheme under development at the current time	All these areas have considered the potential for RUC or WPL schemes and have decided not to progress such schemes at the current time. The reasons primarily given for these decisions are the current limitations of the alternatives in terms of Public Transport (which they think need wide scale improvements before any charging scheme is introduced) or that any charging scheme may adversely affect other socio and economic considerations.
Hampshire County Council	No scheme under development at the current time	<p>In 2004: Hampshire was awarded £300,000 as part of their first LTP settlement to investigate the possibilities for User Charging in the County.</p> <p>HCC have considered the potential for RUC or WPL schemes and have decided not to progress such schemes at the current time.</p>

Conclusions

The following conclusions can be drawn:

- Road User Charging schemes did initially show that they can reduce traffic in a controlled area, but traffic volumes can (London) return to old levels. Both reduced traffic and associated reductions in congestion should improve air quality – but changes in vehicle types can negate this. Some areas outside the controlled zone have experienced an increase in traffic volumes.

- Considerable levels of income can be generated from RUC's and WPL's. This can be used to support other modes of transport. Evidence from London is showing considerable improvements to bus services and other modes.
- The economic effects of Road User Charging schemes remain unclear. In the case of the retailers within the London Scheme area, 90% of those surveyed claim their business has been adversely affected. What is not clear is how much of this is as a result in a natural decline in the Capitals economy due to global events. Other parts of the business community are more in support – London First, representing a range of business interest's claims that 72% of its members believe the scheme is working.
- As there are no schemes in operation for small cities similar to Winchester, it is difficult to assess the economic implications of trade and business being diverted to surrounding urban areas. Such fears are likely to be a major concern to the Politicians and retailers in the city.
- The development and implementation of any Road User Charging takes a considerable time from initial proposal to implementation. (see case studies)

Background Document - Report to Select Committee on Transport (2003)

<http://www.publications.parliament.uk/pa/cm200203/cmselect/cmtran/390/39005.htm>

Appendix 4 Supporting background reading

Appendix 4a

Newspaper Report (Hampshire Chronicle 12 July 2011)

“GREEN travel schemes in [Winchester](#), Basingstoke and Andover are set for a multi-million pound cash boost.

“Improved facilities for cyclists, bus and train passengers are all central to [Hampshire County Council](#)'s successful bid for £4.1m of Government cash.

“Among the initiatives to be developed is installation of electric vehicle charging points in off-street car parks, smartphone apps offering real time bus information and more cycle parking at schools and places of employment.

“The cash comes from the Department of Transport's Local Sustainable Transport Fund aimed at boosting the economy while reducing carbon emissions. Hampshire was one of 39 schemes to win funding in the first round of cash awards.

“Councillor Mel Kendal, executive member for environment and transport said “This is excellent news for Hampshire. Promoting economic growth without compromising the quality of life of residents or the unique character of Hampshire is a top priority of the county council.

“This funding will enable us to establish sustainable transport projects and initiatives in a number of towns to ensure that Hampshire residents benefit from the government-funded capital investment.”

Hampshire's bid included six towns. The others are Aldershot, Farnborough and Fleet.

http://www.hampshirechronicle.co.uk/news/9134109.County_council_to_boost_green_travel_in_Winchester/

Reports Winchester DA 2011 and 1785 Winchester 2011 DA – accepts that we can un-declare for PM10's within the AQMA which is a good news story.

Reports starting with 1202 – These accept the conclusions regarding air quality across district in general and that only issue is that relating to the existing AQMA. However, DEFRA advise there is a need to consider Winchester North development (if this is granted permission) in next review required by April 2012 (USA 2012).

Reports starting with 1203 - These relate to progress within AQAP and accept our current position but require the AQAP to be reviewed in light of WTAP and LTP3 “**without delay**”. These documents are therefore in my view important for the ISG to be aware of. Frank do you want these circulated to ISG members if so Nancy can you circulate?

Appendix 4b

The need for sustainable travel solutions (Sustainable Government Web Page – Lee Waters - 14 September 2011)



Councils are coming under increasing pressure to encourage sustainable travel solutions that will get people walking, cycling or taking public transport. And in response, there have been a number of schemes introduced to improve the situation. But do they work? Or are they a temporary smokescreen for a long-term problem?

This September, a scheme in South Wales is being launched to discourage short car journeys and school runs. The council intends on doing this by giving advice to 63,000 homes in Cardiff and Penarth via a home visitation programme. The scheme has a £4m budget for its 4-year run.

Sustainable transport charity Sustrans Cymru claims that one in five cars on the road at 08:50 on a weekday is doing the school run.

Director Lee Waters told the BBC:

“Many pupils are driven from their front doors to the school gates yet the average journey to school for primary aged pupils is just 1.6 miles (2.5km).

“Given the right information about alternative ways to travel, more people could leave their cars at home.”

Eventually, it is thought that the scheme will reach more than 100,000 households across Wales, as well as workplaces and schools. Carl Sargeant, Local Government and Communities Minister, said:

“We are fully committed to delivering a truly sustainable transport system across Wales and by providing people with realistic and enjoyable alternatives to the car we can change people’s attitudes towards transport”.

Techniques for sustainable transport have been applied across the UK. In Surrey, for example, there has been the introduction of electric car charging points installed in two towns. However, some have questioned the use of public funds for such schemes when other more essential services are being cut completely. John O’Connell of the Taxpayers’ Alliance said:

“Schemes like these represent poor value for money for taxpayers. They don’t address the real issues facing commuters on congested roads or packed trains. “With tighter budgets, silly schemes should be consigned to the scrap yard.”

But others still see the long-term value in creating a sustainable transport system that will benefit the environment for generations to come. Transport contributes hugely to the emission of Greenhouse gasses. An estimate in 2004 placed the transport contribution figure to be at 23%. Despite this, earlier in the year the UK government rejected a proposal from the EU to have a complete ban on petrol and diesel cars in city centres by the year 2050. Norman Baker, UK Transport Minister, said: “We will not be banning cars from city centres any more than we will be having rectangular bananas. It is right that the EU sets high-level targets for carbon

reduction; however it is not right for them to get involved in how this is delivered in individual cities. We are committed to de carbonising road transport by, for example, investing more than £400m over the next four years to support electric vehicles and promoting alternatives to car travel like walking and cycling.”

The government’s reluctance to aim, along with other European countries, to stop petrol and diesel cars driving in city centres by 2050 could be seen by some to demonstrate a lack of faith in their own attempts to create a sustainable transport system in Britain.

After investing millions of pounds of taxpayers’ money into creating a sustainable transport system, why do their ambitions fail to go as far as other countries across Europe? Critics would argue that investing millions into schemes to encourage people to use alternatives to the car have only temporary positive effects. And the government is aware that this is the case, proving to some that these temporary measures are only ever going to be smokescreens that prevent long-term solutions to a long-term problem.

<http://www.sustainablegov.co.uk/local-government/sustainable-transport-local-government/the-need-for-sustainable-travel-solutions>

Appendix 4c

The Strategic Environmental Assessment of the Hampshire Local Transport Plan 3

This can be found at:

<http://www.ue-a.co.uk/Hampshire%20LTP3%20Scoping%20Report%20190310.pdf>

Appendix 5 – Councillor Written Submissions

Appendix 5a

Recd. Cllr M Wright 19/10/2011

Dear All, for your information.

Below is the only report on 20mph speed limits which was done by the transport department.

The report says there is no evidence it makes roads safer/better.

<http://www2.dft.gov.uk/pgr/roadsafety/speedmanagement/20mphPortsmouth/pdf/20mphzoneresearch.pdf>

<http://www.telegraph.co.uk/news/uknews/road-and-rail-transport/8038821/20mph-limit-has-not-made-roads-safer.html>

Appendix 5b.

Recd. Cllr J Jackson 19/10/2011

Thank you for this Malcolm.

I'm afraid I couldn't make the link to the Telegraph article, but the DfT Report makes interesting reading.

I'm not sure how you come to your conclusion that "there is no evidence it makes roads safer/better".

Members will draw their own conclusions, but as I read it there is some evidence of benefits, and this is only an interim analysis.

The statements below are extracted from the Report.

Following the analysis of the available data, it is recommended that an evaluation study that takes account of 3 years of 'After' data to monitor the long-term impacts of the 20 mph scheme in PCC would offer stronger evidence of outcomes.

In terms of driver behaviour and how this may have changed, nearly 40% of respondents viewed there to have been less aggressive driving since the introduction of the scheme. This suggests that although car use has not decreased significantly, people are now perceived to be driving in a more sensible manner within the study area, which should improve overall safety for all.

In conclusion, early figures suggest that the implementation of the 20 mph Speed Limit scheme has been associated with reductions in road casualty numbers. The scheme has reduced average speeds and been well-supported during its first two years of operation.

Appendix 5c.

Recd. Cllr R Hutchinson 25/10/2011

Some key arguments for introducing 20mph across the urban/suburban area of Winchester

Introduction

Two important objectives for transport policy and initiatives in the twenty-first century should be to increase safety, and to encourage a shift away from modes of travel that are heavy users of fossil fuels to those involving little or negligible fossil fuel usage. The evidence suggests that the introduction of 20 mph limits in residential areas helps to deliver both these objectives – and at relatively low cost when compared with other transport investments. The case for the widespread introduction of 20 mph limits should not be overstated, but there are at least three good arguments for their earliest possible introduction.

1. Demand from residents

From street surveys and hundreds of doorstep meetings with local residents, most City Councillors in Winchester are well aware of the widespread support for the early introduction of 20 mph zone throughout the urban area of Winchester. Surveys suggest that there is over 90% support in some streets and 60-70% support in others. It would be a major challenge to find a single residential street in which there wasn't support for the early introduction of 20mph from the majority of residents. The government's evaluation of the Portsmouth scheme – the Executive Summary of which follows as an Appendix - said that the '*scheme has been well-supported during its first two years of operation*'.

A poll, conducted by the charity Brake of 2,630 children, aged nine to 13, in London and the South East, and reported on the BBC on 23 November 2010 found that nine out of ten think drivers go too fast in their neighbourhood.

Far from being anti-motorist, 20 mph limits give drivers many advantages. As reported in the National Centre for Social Research's, *British Social Attitudes Report, 2005*, 72% of drivers believe 'Twenty's Plenty' on residential streets.

2. Road Safety

A study by Chris Grundy and others, ***Effect of 20 mph traffic speed zones on road injuries in London, 1986-2006***, reported in the *British Medical Journal* in December 2009 found that 20 mph zones are effective measures for reducing road injuries:

'The introduction of 20 mph zones was associated with a 41.9% reduction in road casualties, after adjustment for underlying time trends. The percentage reduction was greatest in younger children and greater for the category of killed or seriously injured casualties than for minor injuries. There was no evidence of casualty migration to areas adjacent to 20 mph zones, where casualties also fell slightly by an average of 8.0%. The evaluation of what has happened in Portsmouth concluded that 'the implementation of the 20 mph speed limit scheme has been associated with reductions in road casualty numbers'.

3. Promoting walking and cycling

There are compelling reasons to encourage more adults and children to walk or cycle. High vehicle speeds are the greatest deterrent to walking and cycling instead of driving. In Hilden, Germany, the percentage of in-town trips made by bicycle increased to 23% after the introduction of an 18.6 mph residential limit. Britain's default 30 mph limit is 60% higher than most Northern European towns where far more citizens enjoy the opportunity to walk and cycle in greater safety. According to

the European Road Safety Observatory (*Basic Facts 2009*) – UK pedestrians form a greater percentage of road fatalities (22.5%) than any other EU country.

20 mph with or without traffic calming?

City Councillors in Winchester (Forum) are proposing the introduction of a large 20 mph zone without additional traffic calming measures. Portsmouth spent just £1,100 per km for limits compared to £60,000 per km for physically calmed zones. Comparing £100,000 spent within a community with 50 miles of roads we find that 20 mph limits with signage alone gives much better value for money than 20 mph zones with traffic calming measures (see Factsheets prepared by the national *20's Plenty for Us* campaign).

Appendix - Interim Evaluation of the Implementation of 20 mph Speed Limits in Portsmouth: Executive Summary – Dept for Transport, 2010

Portsmouth City Council (PCC) is the first local authority in England to implement an extensive area-wide 20 mph Speed Limit scheme – that is introducing signed 20 mph limits largely without traffic calming, covering most of its residential roads which previously had a 30 mph speed limit. This is therefore an important scheme which can be compared to more traditional 20 mph Zones, which involve extensive traffic calming.

This document results from an interim evaluation of the impact of the scheme, focusing on early monitored results. It reports on monitored changes in traffic speeds, traffic volume and road casualties, comparing data for 'Before' and 'After' scheme implementation as well as resident perception of impacts through qualitative surveys.

The document is intended to provide an early transfer of information to other local highway authorities on the effectiveness of implementing speed limits through use of signs alone and without providing any accompanying traffic calming measures.

The implementation of the 20 mph Speed Limit scheme was carried out using a combination of post-mounted terminal and repeater signs. 20 mph speed limit roundel road markings were also provided at street entry points on the carriageway adjacent to the terminal post-mounted signs. In some cases of limited visibility, they were also provided adjacent to the repeater signs.

For ease of installation the city was divided into six sectors: Central East, Central West, South East, South West, North East and North West. This amounted to 94% of road length (410 km of the 438 km of road length) in PCC.

On most of the roads where the speed limit signs and road markings were installed, the average speeds before installation were less than or equal to 24 mph. The relatively low speeds before the scheme implementation were because of narrow carriageways and on-street parking, which further reduces effective width of the carriageways. 20 mph signs were also provided on roads with average speeds greater than 24 mph in order to avoid inconsistencies in the signed speed limits in Portsmouth. One of the aims of the scheme was to be self-enforcing (avoid the need of extra Police enforcement) and partly to support the low driving speeds, and encourage less aggressive driving behaviour.

Overall there was an increase in the number of sites that demonstrated speeds of 20 mph or less after the implementation of the scheme. Many sites already had low average speeds of 20 mph or less before the scheme was implemented. At the sites monitored with higher average speeds before the scheme was introduced, there

were significant reductions in average speeds. For example for the group of sites monitored with average speeds of 24 mph or more before the scheme was introduced, the average speed reduction was 6.3 mph. The average reduction in mean speeds on all roads was 1.3 mph.

There is insufficient data to comment about the effects of the scheme on traffic routes and volumes. The expectation is that because most roads had fairly slow average speeds before the scheme was implemented, that the changes are likely to have been modest.

Comparing the 3 years before the scheme was implemented and the 2 years afterwards, the number of recorded road casualties has fallen by 22% from 183 per year to 142 per year. During that period casualty numbers fell nationally – by about 14% in comparable areas.

There are no large apparent disparities between the casualty changes for different groups of road users (for example pedestrians compared to motorists) or between crashes with different causes. The number of deaths and serious injuries rose from 19 to 20 per year. Because the total numbers of deaths and serious injuries and of casualties by road user type and cause are relatively low, few inferences about the scheme's impacts should be drawn from these figures.

Qualitative surveys indicate that the scheme was generally supported by residents, although most of the respondents would like to see more enforcement of the 20 mph speed limits. The survey suggests that the introduction of the scheme has made little difference to the majority of respondents in the amount they travelled by their chosen mode. Levels of car travel stayed similar, whilst the level of pedestrian travel, pedal cyclist travel and public transport usage had increased for a small number of respondents.

In conclusion, early figures suggest that the implementation of the 20 mph Speed Limit scheme has been associated with reductions in road casualty numbers. The scheme has reduced average speeds and been well-supported during its first two years of operation.

RH -14 Feb 2011

Appendix 5d.

Recd. Cllr M Wright 19/10/2011 (2)

Below is what the air pollution means and how the Winchester readings are likely to affect local people.

You may ask why the risk level is set twice as high for PM10 than for NO2

http://www.hpa.org.uk/webc/HPAwebFile/HPAweb_C/1294740079203

Winchester readings are all in the low middle risk.

	Index	Health Descriptor
Low	1, 2, or 3	Effects are unlikely to be noticed even by individuals who know they are sensitive to air

Moderate	4, 5, or 6	pollutants Mild effects, unlikely to require action, may be noticed amongst sensitive individuals.
High	7, 8, or 9	Significant effects may be noticed by sensitive individuals and action to avoid or reduce these effects may be needed (e.g. reducing exposure by spending less time in polluted areas outdoors). Asthmatics will find that their 'reliever' inhaler is likely to reverse the effects on the lung.
Very High	10	The effects on sensitive individuals described for 'High' levels of pollution may worsen.

Index	1	2	3	4	5	6	7	8	9	10
Band	Low	Low	Low	Moderate	Moderate	Moderate	High	High	High	Very High
$\mu\text{g}/\text{m}^3$	0-33	34-65	66-99	100-125	126-153	154-179	180-239	240-299	300-359	360+
ppb	0-16	17-32	33-49	50-62	63-76	77-89	90-119	120-149	150-179	180+

You may also be interested in:

- [Glossary of common terms used in the context of air pollution](#)
- [World Health Organisation - air pollution topic page](#)
- [UK Health Protection Agency](#)
- [Committee on the Medical Effects of Air Pollutants \(COMEAP\)](#)
- Winchester 2009 full figures
<http://www.winchester.gov.uk/Documents/Pollution/Air%20Quality%202009.pdf>

Winchester combined figures

40 $\mu\text{g}/\text{m}^3$ (Annual Mean) 40 $\mu\text{g}/\text{m}^3$ (Annual Mean) Roadside PM10 limit 40, NO2 limit 40

	PM10	NO2
1997	26.5	82.7
1998	21.9	58.1
1999	21.1	60.2
2000	21.2	68.6
2001	27.3	50.8
2002	28.9	65.5
2003	31.6	55.8
2004	9.8	52.1

2005	28.1	53.5
2006	27.0	51.0
2007	25.0	51.0
2008	22.0	48.0
2009	21.0	48.0

Numbers in red FAILED the annual mean objective

Appendix 5e.

Officer response to e-mail received. 20/10/2011

I have been sent a copy of this e-mail. Whilst I always welcome and encourage councillor input and involvement in this subject I do feel it is necessary to correct an important point regarding Cllr Wrights E mail.

There are two air quality objectives for Nitrogen Dioxide based on an hourly mean (200ug/m3 not to be exceeded more than 18 times per year) and an annual mean (40ug/m3). The reason for these two standards is because exposure to Nitrogen Dioxide causes two health impacts. These are the short term almost immediate health impacts (acute effects) and the long term (chronic) effects. In Winchester we are in compliance with the hour (acute) mean objective but not the annual (chronic) mean objective.

The DEFRA air quality bandings are for the acute effects so for Nitrogen Dioxide only the hourly mean data is used. Councillor Wright has however used this for comparison with the annual mean data, this gives totally misleading results.

I do not routinely report against the air quality bandings, specifically because this relates to the hourly rather than annual mean. However as I expect the question will now be asked , I have had a quick look at the full data for the roadside 2010 station and hourly results categories were as follows:

Low	8290 hours
Moderate	399 hours
High	1 hour
Very High	0 hours