

# REPORT TO EXECUTIVE

## PORTFOLIO AREA: Environment & Infrastructure

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Date of Meeting: 19<sup>th</sup> November 2007

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Public

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Key Decision: Yes

Recorded in Forward Plan: Yes

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Inside Policy Framework

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**Title:** Draft Travel Plan

**Report of:** Director of Community Services

**Report reference:** CS 90/07

### Summary:

The adoption of a Travel Plan demonstrates the City Council's commitment to minimising the effects of the City Council's associated transport impacts. A draft Travel Plan detailing initiatives for implementation over a three year period has been prepared in the context of the Carlisle Renaissance Movement Strategy, the corporate aim of a Cleaner, Greener Safer Carlisle and the City Council's Environmental Policy for consideration and comment by the Executive.

### Recommendations:

It is RECOMMENDED that:

1. The Executive considers the draft Travel Plan
2. The draft Travel Plan be referred to:

Infrastructure O/S Committee on 29 November and  
Corporate Joint Consultative Forum on 12 December

and the Executive receives feedback.

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**Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None**

## **1 BACKGROUND INFORMATION AND OPTIONS**

- 1.1 The preparation of a Travel Plan for Carlisle City Council was first raised in a report to Infrastructure Overview & Scrutiny Committee on Improving the Council's Environmental Performance in October 2003. The development of a draft Travel Plan (copy appended) has been informed through preliminary discussions with Infrastructure Overview & Scrutiny, SMT, the Environmental Working Group and relevant Senior Managers. The draft Travel Plan has also been informed via a staff and member travel survey, reports from the Energy Savings Trust and information gathered from external and partner organisations.
- 1.2 Carlisle City Council's activities and services are responsible for generating a significant amount of travel and it is our responsibility as a community leader and large employer to introduce measures to reduce the negative impacts associated with our travel.
- 1.3 A Travel Plan is a general term for a package of measures designed to the needs of individual sites aimed at promoting greener, cleaner travel choices. It involves the development of mechanisms, initiatives and targets that together can enable an organisation to reduce the impact of travel and transport on the environment, whilst bringing a number of benefits to the organisation, staff and in our case council members.
- 1.4 The Travel Plan has connections to a number of City Council policies and strategies and supports the corporate aims of a Cleaner, Greener, Safer Carlisle and Carlisle Renaissance through the city-wide Movement Strategy.
- 1.5 The draft Travel Plan examines a range of journeys and makes proposals for initiatives that relate to staff commuting, business trips, members journeys and fleet transport.
- 1.6 The combination of initiatives identified reflects an assortment of incentives and disincentives for lone car occupancy, particularly those that are dependent on creating a behavioural change. Proposals for introducing parking charges and subsidised public transport have been developed in more detail.
- 1.7 The implementation of a Travel Plan is an on-going process, rather than a fixed plan and should be subject to periodic review. The draft Travel Plan has been drafted with a three year implementation period.

- 1.8 The implementation of actions within the Travel Plan will require some changes to existing working arrangements which need to be fully developed. It should also be noted that works associated with the City Centre Flood defence project are due to start from April 2008 which will have a significant impact on current staff parking arrangements at the Swifts.

## **2. CONSULTATION**

### **2.1 Consultation to date**

- Infrastructure Overview & Scrutiny committee
- Stagecoach N.W bus company
- The City Council's Environmental Working Group
- The Senior Management Team
- Relevant service/team Managers within the Council
- Member and Staff Travel survey
- Energy Savings Trust – Green Fleet Review and Travel Plan report

### **2.2 Consultation proposed**

- As above
- In due course other major employers in the City Centre

## **3. RECOMMENDATIONS**

It is RECOMMENDED that:

1. The Executive considers the draft Travel Plan
2. The draft Travel Plan be referred to:  
Infrastructure O/S Committee on 29 November and  
Corporate Joint Consultative Forum on 12 December

and the Executive receives feedback.

## **4. REASONS FOR RECOMMENDATIONS**

The adoption of a Travel Plan by the City Council sends out a clear message to the community that it is seeking to deliver a cultural change in the various modes of movement within the Authority.

## 5. IMPLICATIONS

- Staffing/Resources – Indicative staffing and resources are detailed under each draft Travel Plan initiative. Detailed proposals will be developed for specific actions
- Financial – A recurring revenue budget saving of £30k was included in the Budget for 2008/09 onwards. It is now viewed that this will not be achieved in 2008/09 and has therefore been included as a budget pressure in the 2008/9 Budget process. As set out on page 5 of the Draft Green Travel Plan, savings of £30k are included as a future annual target from 2009/10 onwards. This is the assumption in the Budget process. Certain of the proposals may result in cost implications, the funding of which will need to be considered prior to commencement
- Legal – Indicative legal implications are detailed under each draft Travel Plan initiative.
- Corporate – The implementation of Travel Plan supports the corporate aims of a Cleaner, Greener, Safer Carlisle and Carlisle Renaissance in the context of the city-wide Movement Strategy. It has now been considered and fully supported by SMT.
- Risk Management – Some of the actions proposed may not be popular with all employees and these need to be discussed and resolved with TU representatives prior to implementation
- Equality Issues – An aim of a Travel Plan is to promote equitable alternatives to lone car occupancy.
- Environmental – A primary aim of a Travel Plan is to reduce the environmental impacts of an organisation's travel and transport activities.
- Crime and Disorder – Nil
- Impact on Customers – Some Travel Plan initiatives will have benefits for visitors to the City Council's premises.

## **Community Services**

### **Carlisle City Council**

## **Draft Green Travel Plan**

### **Executive Summary**



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## **EXECUTIVE SUMMARY**

The preparation of a Travel Plan for Carlisle City Council was first raised in a report to Infrastructure Overview & Scrutiny Committee on Improving the Council's Environmental Performance in October 2003.

Carlisle City Council's activities and services are responsible for generating a significant amount of travel and it is our responsibility as a community leader and large employer to introduce measures to reduce the negative impacts associated with our travel.

The Travel Plan will complement two of the City Council's corporate priorities:

- A Cleaner, Greener, Safer Carlisle
- Carlisle Renaissance through the Development Framework and City-wide Movement Strategy.

In essence the City Council's Travel Plan will be about creating a culture change. Travel Plans are not about banning cars or restricting individual freedom but taking steps to promote equitable, realistic, cleaner, greener alternatives.

Essential ingredients for a successful Carlisle City Council Travel Plan are:

- Commitment to implementing the Travel Plan throughout all levels of the City Council including leading by example and providing adequate resources.
- Raising awareness of the multiple benefits of a Travel Plan to individuals, the local community as well as the City Council leading by example.
- An emphasis on implementation, particularly practical measures and monitoring.

The proposals in this draft Travel Plan have the support in principle of both the Senior Management Team and the Infrastructure Overview & Scrutiny Committee. The Environmental Working Group (which has Trade Union representation) has been overseeing this work and previous reports have been the subject of preliminary discussions with Trade Union representatives.

This draft Travel Plan report presents outline proposals for consultation and discussion with staff, members, trade unions and management.

## **1. INTRODUCTION**

A Travel Plan is a general term for a package of measures designed to the needs of individual sites aimed at promoting greener, cleaner travel choices. It involves the development of mechanisms, initiatives and targets that together can enable an organisation to reduce the impact of travel and transport on the environment, whilst bringing a number of benefits to the organisation, staff and in our case council members.

We are developing a Travel Plan for a number of reasons including:

- To reduce the need to travel
- To slow down the growth in car use, especially drivers travelling alone
- To increase more equitable travel choices for staff and members
- To support policies to reduce congestion and accident rates
- To improve air quality in the city
- To reduce and manage our greenhouse gas emissions
- To manage demand for parking
- To encourage a healthy environment and workforce
- Commitment to an environmental management system
- To demonstrate leadership in the development of Travel Plans.

Important components of the Travel Plan include:

- Objectives identifying what the City Council is trying to achieve from the Travel Plan
- Actions/initiatives for achieving the objectives
- Targets to determine whether the objectives are being achieved
- Steps to ensure on-going implementation and periodic review

## **2. POLICY CONTEXT**

The need to achieve a more sustainable transport system is central to a number of government policies on transport. The 1998 White Paper 'A New Deal for Transport: Better for Everyone' set out the Government's aim for an integrated transport system acknowledging that whilst motorised transport has revolutionised the way we live, it also has a price in terms of our health, economy and environment.

Planning Policy Guidance on Transport (PPG13) and the Local Transport Plan process recognise the role that Travel Plans have to play in encouraging sustainable transport.

### **2.1 Connections to City Council priorities**

Carlisle City Council's Travel Plan will play an important role in helping the Council deliver two of our corporate priorities:

- A Cleaner, Greener, Safer Carlisle
- Carlisle Renaissance through the Development Framework and City-wide Movement Strategy.

The development of a Travel Plan also complements the following City Council policies and strategies:

- Environmental Policy
- Nottingham Declaration on Climate Change
- Air Quality Management Plan
- Local Development Framework
- Corporate Improvement Plan 2007-10
- Car Parking Strategy



### **3. SCOPE OF THE TRAVEL PLAN**

Carlisle City Council's Travel Plan examines a range of journeys including:

- Staff commuting
- Business trips
- Members journeys
- Fleet transport

The majority of staff are located at three main sites – the Civic Centre (415), Bousteads Grassing (236) and Tullie House (53). Each site has different travel issues and the division of staff between sites creates additional travel demands. While proposals have been devised with principally these three sites in mind, measures and benefits will apply across all sites in the interest of inclusion and equity.

While the Travel Plan is primarily concerned with initiatives that concern staff and members, it is anticipated that many measures and benefits will impact upon contractors and visitors to Council premises.

The development of the Travel Plan has been informed through the following sources of information and consultation:

- Preliminary report for Carlisle City Council on developing a Travel Plan - Energy Saving Trust (March 2006)
- Carlisle City Council Green Fleet Review – Energy Saving Trust (March 2007)
- Staff and Member travel survey (January 2007)
- Infrastructure Overview & Scrutiny Committee (October 2006; April 2007)
- Consultation with Cumbria County Council and Lancaster City Council Travel Plan Co-ordinators; Stagecoach; the Cumberland Infirmary
- Desk based research on travel planning e.g. *Travel Plan Resource Pack for Employers*
- Fleet and business mileage and fuel consumption data
- Site audits conducted by the Environmental Performance Team
- Input from the following City Council services – Legal; Personnel and Development; Revenues and Benefits; Financial; Environmental; Facilities.
- The City Council's Environmental Working Group has acted as the Travel Plan Steering Group, chaired by the Director of Community Services.

The development of the Travel Plan falls under the remit of the Community Services directorate, and the Environmental Performance Team in the Facilities Section is acting as Travel Plan Co-ordinators.

As part of the Council budget process a saving on mileage payments was included in the base budget from 2007/8, and from 2008/9 a budget saving of £30,000 has been included for the implementation of a Green Travel Plan.

#### **3.1 Potential for Change**

In 2006 the Environmental Working Group developed two travel questionnaires – one for staff and one for members. The aim of the questionnaires was to establish a baseline of data on our current travel behaviour plus the barriers to and opportunities for making cleaner, greener travel choices.

In December 2006, 429 staff responded to a travel survey.

Respondents to the survey normally travel to and from work in the following ways:

- Car/van, alone 54%
- Car share 16%
- Walk 16%
- Bus 7%
- Cycle 2%
- Train 1%
- Motorcycle 1%
- No reply 3%

57% of respondents live in Carlisle.

How does this compare with travel to work figures for employees in Carlisle?

- Car/van, alone 54.3%
- Walk 15.1%
- Bus 8.6%
- Cycle 2.7 %
- Train 0.4%

(Faber Maunsell – Strategic Environmental Assessment Scoping report January 2006)

Sample comments from the staff travel survey:

*“As the Council increases parking charges around the city, more and more people are asking why City Council employees don’t have to pay for parking”.*

*“If public transport was less expensive then I would be prepared to use it instead of the car, despite the fact that it would be less convenient”*

A separate questionnaire was sent to all 51 members. The questionnaire received 23 responses.

How do respondents to the members travel survey normally travel to the Civic Centre?

- Car/van, alone 57%
- Car share 22%
- Walk 9%
- Bus 13%

61% of respondents live in Carlisle.

Sample comments from the members travel survey:

*“It is important that Councillors lead by example on this issue”.*

*“Carlisle (urban) is a compact area – it is comparatively easy to walk or use the bus, especially if going to the Civic Centre as all buses stop on West Tower Street”.*

In addition to the travel questionnaires, extensive data was gathered in respect of all council owned vehicles, leased cars and cars owned by staff and members for which business mileage had been claimed in the financial year 2005-06. This data was submitted to the Energy Saving Trust with the purpose of conducting a Green Fleet Review. A presentation by the Energy Saving Trust was subsequently given to the

Environmental Working Group providing information on mileage, fuel consumption, carbon dioxide emissions and the safety rating of our vehicles.

The Council's annual operational transport impact (business and fleet travel/transport) is as follows:-

	<b>2005/06</b>	<b>2006/07</b>
Business travel distance	433,604 miles	393,835 miles
Business travel CO <sub>2</sub> emissions	126 tonnes	113 tonnes
Fleet fuel consumption*	402,990 litres	464,232 litres
Fleet CO <sub>2</sub> emissions	1068 tonnes	1237 tonnes

\*Includes fuel consumption for hire cars and plant e.g. ride on mowers – based on fuel invoices.

Our HGV fleet is responsible for the largest percentage of carbon dioxide emissions associated with our operational travel and transport needs.

The results of the travel survey and Green Fleet Review demonstrate that there is much scope for challenging our policies and practices that impact on travel. The travel survey also highlights support for an organisational change in culture towards more sustainable travel behaviour.

#### 4. TARGETS & MONITORING

The success of the Travel Plan will be monitored through quantifiable targets like:

- Analysis of behavioural change through staff and member travel surveys
- Carbon reductions
- Mileage reductions
- Fuel efficiency reductions

The Travel Plan will also have non-quantifiable targets that take the form of initiatives.

A series of proposed quantifiable targets are shown in the tables below. The targets are based on the scope for change identified from the 2006 travel survey and Green Fleet Review. All proposed targets are dependent on the full package of Travel Plan initiatives being implemented.

<b>MODE OF TRAVEL (to and from work for staff; to and from the Civic Centre for Members)</b>	<b>STAFF CURRENT LEVELS 2006 Surveys</b>	<b>STAFF TARGET LEVELS 2010 Survey</b>	<b>MEMBER CURRENT LEVELS 2006 Survey</b>	<b>MEMBER TARGET LEVELS 2010 Survey</b>
Cycling	2%	4%	0%	2%
Walking	16%	18%	9%	12%
Bus	7%	9%	13%	16%
Train	1%	2%	0%	0%
Motorcycle	1%	1%	0%	0%
Car sharing	16%	18%	22%	22%
Single occupancy car use	54%	48%	57%	48%
Car use - occupancy not stated	1%	0%	0%	0%
Mode not specified	2%	0%	0%	0%

It is difficult to set reduction targets for the Council fleet because of operational requirements. However, it is possible to set a target for increasing the fuel efficiency of the fleet and for reducing CO<sub>2</sub> emissions.

<b>BUSINESS AND FLEET TRAVEL</b>	<b>2005/06 LEVELS</b>	<b>2010 TARGET LEVELS</b>
Business travel (staff)	397,607 miles	10% reduction
Business CO <sub>2</sub> emissions (staff)	115 tonnes	10% reduction
Business travel (members)	35,997miles	10% reduction
Business CO <sub>2</sub> emissions (members)	11 tonnes	10% reduction
CO <sub>2</sub> emissions for van and pool fleet	127 tonnes	3% reduction*
CO <sub>2</sub> emissions of HGV fleet	694 tonnes	3% reduction*
Other CO <sub>2</sub> emissions of fleet	247 tonnes	3% reduction*
Total fleet fuel consumption	402,990 litres	3% reduction**

\* Reduction of CO<sub>2</sub> emissions per litre of fuel consumed

\*\* Reduction in gross miles per gallon (mpg) of the fleet

#### **4.1 Implementation, Monitoring and Review**

The implementation of the Travel Plan is an on-going process, rather than a fixed plan. It is expected that the Travel Plan document will have a three-year life span but a Summary Action Plan will be published each year. The first operational year of the Travel Plan will be 2008.

It is recommended that the travel survey is repeated in 2009 to determine whether the programme of action and initiatives is meeting the targets set and to help devise the 2010 Travel Plan.

The implementation of the Travel Plan will be the responsibility of each individual employee and member. Various 'project groups' within Carlisle City Council will co-ordinate the implementation of initiatives, which will be supported by the Environmental Working Group acting as the Travel Plan Steering group. The Travel Plan will also be overseen by Infrastructure Overview and Scrutiny Committee and the Executive. Some initiatives are also dependent on partnerships with external organisations for example Stagecoach.

At this stage indicative financial, operational and human resource implications of specific proposals have been provided. On approval of these initiatives, the associated implications will be refined.

## **5. ACTIONS AND INITIATIVES**

When assessing the issues and potential areas of action, these have been considered in a number of inter-related categories:-

- Travel to/from work (modes of transport)
- Grey fleet (privately owned vehicles used for staff and member business journeys)
- Lease car fleet (business journeys)
- Vans and pool vehicles
- Heavy Goods Vehicles (HGV; over 3.5 tonnes)

The City Council already has a number of initiatives in place e.g. pool bikes and cars which encourages more sustainable use of transport and travel behaviour. These are explained in more detail throughout the report. It is important that these existing initiatives are promoted as Travel Plan initiatives as they make a good starting point for people to take the Travel Plan concept on board.

While HGV vehicle journeys account for nearly three-quarters of the Council's fleet carbon footprint and 31% of the Council's fleet mileage, the Council has direct control over how this fleet is run and is already taking steps to reduce the environmental impact of the fleet. However while the Council has less control over how an employee travels to work or a member travels to the Civic for example, the Council still has a responsibility as a community leader to set an example in creating a culture change that discourages single occupancy car use. The combination of proposals identified, reflects an assortment of incentives (carrots) and disincentives (sticks) particularly those that are dependent on creating a behavioural change. Different people will respond to different measures depending on the relevance to the individual and so it is important to provide a variety of measures.

## 5.1 BUSINESS TRAVEL

Members and many Carlisle City Council staff are required to travel for business purposes, most of which are automatically made in their own car.

*Achievements so far:* A budget reduction of 10% has been set for 2006/07 for each directorate.

The Council's Travel Policy requires that claimants consider a hierarchy of travel options

Overall (staff and member) business mileage claimed in 2006/07 decreased by nearly 40,000 miles on 2005/06 levels

A fleet of 8 departmental pool cars are available for staff to use.

Out of 429 respondents in the survey respondents in the staff travel survey, 46% stated that they required their own car/van for business purposes. Most journeys were made by car, many of which were under 4 miles return. Most staff have to leave their site on Council business on a daily basis.

Respondents in the member travel survey revealed that 78% travel to the Civic Centre by car, and most business journeys to other locations are by car.

To manage business mileage undertaken by staff and members, the Council allocates essential, casual and lease car user allowances to appropriate posts and mileage/payments are made on the basis of a nationally awarded scheme.

Car travel statistics for 2005/06:

Lump sum costs	£ 99,063.81	Business mileage	433,604 miles
Mileage costs	£131,821.64	CO <sub>2</sub> emissions	126 tonnes

Essential car-users (86 employees in 2005/06) are those employees whose duties are such that it is essential to have a car at their disposal whenever required and without which they would be unable to work effectively. Essential users are also entitled to an annual lump sum payable on a monthly basis. Users have to have a car available for work preventing the use of alternative transport for commuting. The County Council is phasing out their essential user scheme under their Single Status review. All new County employees are designated as casual users.

Lease car allowance allows eligible principal officers (approximately 50 in 2005/06) to lease a vehicle of their choosing on a hire agreement with the council. Lease car users have the option of not driving to work whenever they do not need their car to carry out their duties. The allocation appears focussed on the overall employee remuneration package rather than transport need. Three Cumbrian district Council's do not operate lease car schemes.

All other employees are classed as casual car users and have the option of not driving to work whenever they do not need their car to carry out their duties. Although the mileage rate is more generous than that for essential users, the car must be insured for business

use, which the employee pays for. Member's mileage is also the same as casual car-user allowance.

Analysis has shown that 10 essential users claimed less than 300 miles in 2005/6 and 5 casual users claimed over 3000 miles/year. Clearly there is scope for reviewing the allocation of car user schemes.

In summary the car user schemes and travel allowances encourage the use of cars for commuting and business purposes and in addition, all schemes reward larger engine sizes with a higher mileage rate. The car user schemes also reflect a culture of linking car usage with staff recruitment and retention. The travel survey supports the notion that these schemes encourage a culture of single-car occupancy. The review of the car user schemes would have the greatest benefit but require extensive consultation with staff and unions, therefore a series of short and medium term measures have been proposed to encourage a culture change in business travel.

The council has a business travel policy/guidance for staff that states that managers are required to exert adequate and effective control through appropriate budgetary and monitoring mechanisms including:

- The use of public transport/council vehicles
- The use of standard class rail travel
- The co-ordination of times and dates of meetings and sensible choice of locations and sharing of vehicles
- The limitation of reimbursement to the cost of the use of hire cars where this is more cost effective (over 90 miles or 190 miles for qualification training).

However these measures are not always enforced and the policy is in need of review. In the review of this policy there is the potential to apply improved management control and planning of journeys within service areas, for example:

a) Staff based at the Civic Centre and other town centre premises must, wherever possible, avoid driving to other specified city centre sites unless they are calling in at the beginning or end of a through journey, if they have heavy equipment to carry or the weather is unfavourable. Mileage claims for separate visits to any site within the City Centre area would only then be paid with the specific endorsement of the relevant Senior Officer.

b) Encourage greater use of hire cars. Dependant upon the type of car/allowance, generally speaking journeys over 60 miles are cheaper by hire car than essential/casual allowances. The County Council operate a hire car policy for journeys outside the County. If users don't wish to use a hire car, the cost of a hire car is reimbursed to the user rather than a casual user mileage rate. The University of Cumbria operate a policy whereby when a journey is greater than 40 miles, the member of staff should apply for a pool or hire vehicle from the University. If no vehicle is available, the higher mileage rate can be claimed. If the member of staff does not apply for a University car and the mileage claim is greater than 40 miles then the lower rate must be claimed.

The Green Fleet Review suggested the following actions in relation to business travel/grey and lease fleets:

*Quick Wins & Urgent Actions (2007)*

- Implement safety (NCAP) and carbon limits (Band D) on the lease fleet.
- Investigate low utilization of some vehicles and challenge need.
- Review essential user scheme and job status.



*Medium to Long Term Actions (2007 - 2010)*

- Set clear targets for mileage and carbon emissions for all sectors.
- Establish departmental targets of Grey Fleet mileage reduction.
- Consider restriction of Grey Fleet vehicles (eg NCAP 3, Euro 3).
- Evaluate wider availability of lease cars to address age of Grey Fleet.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/HR/financial implications	Environmental benefit	Timescale	Responsibility
5.1a	Omit the condition that essential users must have their vehicles at work at all times allowing staff to use alternative modes of transport or car share on days when they do not need their vehicle for business travel.	This would constitute a change in conditions and would require consultation with staff and unions. This could have the effect of making more efficient use of pool cars and reduce single occupancy car use for commuting. No financial costs or savings anticipated.	✓✓	Short term	HR, Legal
5.1b	Maximise the use of pool cars currently on fleet, particularly in favour of casual users.	Widening the availability of pool cars to other staff would need the support of managers. The financial reduction in business mileage would be offset by increased use of pool cars.	✓✓	Short term	Managers
5.1c	Implement carbon limits on the lease car vehicles and vehicles funded or partially funded by the Council	Difficult to change existing leases but could be introduced to new leases. Minimum Band D carbon limit recommended by Green Fleet review. Those with lower emission vehicles pay less tax and therefore the Council would pay less in Class 1A NI liability though savings would be minimal.	✓✓	Short term	HR, Payroll, Legal, Finance
5.1d	Update Council travel policies to include more rigorous monitoring to encourage sustainable travel behaviour	Again this would require consultation but would help to create a culture change and achieve the agreed council wide expenditure reduction of £17,000 on annual business mileage budgets up to 2009/10.	✓✓	Medium term	HR, Payroll, Legal, Managers
5.1e	Review the car user schemes to reflect travel plan priorities e.g. review the current allocation of car user schemes to reflect actual need. Remove the distinction between essential and casual users. Review the lease	This would require consultation with staff and unions. It would also aim to improve operational and financial effectiveness. Potential financial implications to be assessed e.g. savings if lump sum costs were removed (c. £100,000) without increasing mileage costs, by adopting lower rates and reducing car journeys.	✓✓✓	Medium - Long term	HR, Payroll, Legal, Finance, Unions

	car scheme.				
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## 5.2 CAR SHARING

Car sharing is an alternative to those where cycling, walking and public transport is not a realistic option. It allows people to enjoy the convenience of the car, whilst helping to reduce congestion, pollution, stress of driving, costs of car use and need for parking.

*Achievements so far:* Some City Council staff and members already car share.

The Council's Travel Policy encourages claimants to car share.

In the staff travel survey 16% of those that travel to work by car already car share but the survey revealed that 44% would consider sharing a vehicle. In the member travel survey, 57% of members normally travel to the Civic by car, 22% already car share.

A number of national web based car sharing schemes are available that can be bought and branded to each organisation. These schemes help to pair up potential car sharers within that organisation. Consultation with Cumbria County Council's Travel Co-ordinator indicated that uptake of their Liftshare package had been poor. An initial proposal is that staff and members are encouraged to register individually on the national *Liftshare* website for commuting journeys and that an internal system be devised for the City Council's intranet. A longer-term action, as recommended in the Local Air Quality Plan would be to set up a car share scheme for members of the public. The scheme would provide a free car sharing service for all those who live and work in Carlisle. This could be via a Carlisle branded site and will depend on the support of other employers in Carlisle. This initiative could be delivered by a partnership group like the Carlisle Local Strategic Partnership.

In terms of business journeys, there is the potential to challenge the practice of single-car occupancy and encourage car sharing amongst staff and members, this would be undertaken as part of the review of the Council's travel policy.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/HR/financial implications	Environmental benefit	Timescale	Responsibility
5.2a	Promote the national Liftshare scheme	<i>Liftshare</i> is a national scheme so use would be at the discretion of the user. No cost.	✓	Short term	Travel Plan Working Group
5.2b	Devise a car sharing system on the Council's intranet	Minimal staff time to set up.	✓	Short term	Travel Plan Working Group
5.2c	Investigate the potential for a public Carlisle car share scheme through partnership working	This would require consultation with other employers in the city to determine uptake and require the allocation of funds, probably via a partnership. Set up fee of £5,000 and a 2 year licence charged at £25,000 per annum	✓	Short – medium term	Travel Plan Working Group

### 5.3 WALKING & CYCLING

Walking and cycling are the most sustainable modes of travel as well as being the cheapest and healthiest. As well as having benefits for the individual, increasing walking and cycling rates have the benefits of removing traffic from the roads and creating more vibrant communities. Three quarters of all personal journeys in the UK are less than 5 miles long, which is only half an hour on a bike.

*Achievements so far:* A pool bike scheme for staff was introduced in 2006.

The majority of Council buildings have shower and dedicated cycle storage facilities.

The feasibility of introducing a salary sacrifice scheme to allow staff to purchase a bicycle and equipment is currently underway.

The Sport and Recreation team organise health promotion events as part of national Bike Week.

The Council is supporting a number of cycle schemes in and around Carlisle in partnership with other organisations like the national sustainable transport charity, Sustrans.

In the staff travel survey walking was the second most normal mode of transport for commuting and cycling the third. Out of 130 respondents to the staff travel survey, 18% said they would consider walking as an alternative means of transport and 20% a bicycle. The member survey revealed that walking was the third most popular option for a commuting journey to the Civic Centre. Of those 18 respondents that normally travel by car to the Civic, 11 were willing to consider an alternative mode of travel a cycling and walking were less popular than the bus.

The travel survey revealed that most City Council staff and Councillors live in Carlisle and most already exhibit good levels of walking but that there is the willing to improve upon this even further given:

- Safer cycling / pedestrian routes
- Secure cycle parking and storage
- Adequate showers / changing facilities

In terms of journeys for business purposes, the travel survey showed that walking was popular for short journeys (under 4 miles return) and regarded as the most realistic alternative to the car for business journeys.

Consideration should also be given to whether staff based at the Civic Centre and other town centre premises should be expected to walk or cycle between sites unless the weather is unfavourable or if heavy items are being transported. The Department of Transport's 'A Travel Plan Resource Pack for Employers' walking is best suited to journeys under 2 miles. This could be covered under the review of the Council's travel policy.

Most City Council sites have some form of cycle parking and in some cases shower and changing facilities, but the surveys and initial site audits have revealed that in many cases,

particularly Bousteads Grassing and Tullie House, these facilities could be improved upon especially in terms of accessibility.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/ HR/financial implications	Environmental benefit	Timescale	Responsibility
5.3a	Establish a Bicycle User Group	Staff time for meetings.	✓	Short term	Travel Plan Working Group
5.3b	Carry out a site survey to make recommendations on improved facilities – upgrade facilities	This could be carried out with the support of a Bicycle User Group. Costs of improvements to be determined estimated short term improvements circa £3,000 - £20,000.	✓	Short term	Buildings & Facilities Services & Highways Services
5.3c	Introduce cycle loans/lease via salary sacrifice scheme	Currently being investigated. Initial set up costs of £3-4,000. Ongoing balance of costs and savings. Staff time.	✓	Short term	HR & Payroll
5.3d	Provide cycle improvement and maintenance training	This is already provided as a national Bike Week initiative but could be offered as a regular programme. Circa £2,000 per annum for the programme.	✓	Short term	Sport & Recreation Team & County Council
5.3e	Develop routes/map to Council premises for walkers and cyclists for Council premises	Staff time to develop a Council sites map circa £1,500.	✓	Short term	Sport & Recreation Team & Facilities Team
5.3f	Promote the further use of the pool bikes	To be met within current resources.	✓	Short term	Sport & Recreation Team
5.3g	Provide umbrellas for staff/member use.	Budget circa £200.	✓	Short term	Each directorate
5.3h	Consider providing personal alarms for staff that walk to work and members	Application procedure to be established. Budget required circa £200.	✓	Short term	Each directorate

## **5.4 PUBLIC TRANSPORT**

The staff travel survey revealed that the bus was the third most popular mode of commuting transport for respondents and the second for members travelling to the Civic Centre. Of the 130 staff respondents asked whether they would consider using the bus as an alternative, 39% said yes, the most popular alternative. Likewise the bus was the most realistic option for members travelling to the Civic. New or more frequent bus services were more likely to change people's minds about using the bus. The train is currently used by a minority of staff for commuting and members

Given that most staff and members live in Carlisle, a greater uptake of public transport particularly for commuting purposes would be considered a reasonable expectation but some incentives are required to make this happen.

*Achievements so far:* The City Council's flexi-time policy allows public transport to be a more realistic option; staff can arrange their work around the timetables that suit them best.

Currently the council does not offer staff and members subsidised transport for business or commuting purposes. An uptake in public transport is more likely to work alongside charges for parking that can be used to subsidise public transport. Due to its location, the Civic Centre staff/users offer the greatest potential for the uptake of public transport (bus and train).

In April 2005 the Council surveyed staff to gauge interest in the Stagecoach national Staff Rider scheme. There was not enough interest in the scheme to warrant introducing it. A total of 24 staff were interested in the scheme but it was considered a minimum of 50 people were needed to make the scheme worthwhile.

### **Public transport schemes for employers**

Stagecoach currently offers a 5% discount to employers opting for a staff rider with the potential for the discount to increase. There are 5 weekly tickets that would be relevant to our staff and members. The scheme would work by the council becoming an 'agent' selling tickets directly to staff (probably via the cashier facility in Civic Centre). The council would have an account with Stagecoach and would be invoiced at each period end (e.g. quarterly). There would be a contract to formalise the handling of money arrangements, but no long-term commitment. Carlisle College is currently their biggest agent in Carlisle, with a turnover in excess of £1,000 per week. There is no minimum number required, but the more people we get on board the more likely the discount will increase. There are no current discounted train schemes for employers.

### **Proposals and recommendations to consider**

It is recommended that a subsidy for public transport is considered and investigated in more detail. To be equitable, the same subsidy would need to be applied to train tickets as per bus tickets.

The bus scheme would be implemented either through a salary deduction or a 'pay as you go' scheme. A 'pay as you go' scheme would allow more flexibility. Utilising the cashiers service would offer flexibility.

The subsidised train ticket scheme would work by people purchasing a season ticket themselves due to identification requirements and then being reimbursed by the City Council for an agreed percentage of the paid price.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/ HR/financial implications	Environmental benefit	Timescale	Responsibility
5.4a	Consider the introduction of subsidised public transport for staff and the methods of implementation.	This policy would be introduced on the basis that charges from car parking would subsidise public transport. This scheme would require consultation with staff, unions and more detailed analysis of financial and resource implications. Potential uptake based on travel survey estimated at £70,000 over 3 years or £23 per annum and staff costs for administration.	✓✓	Short – medium term	Revenues & Benefits; HR; Payroll, Finance
5.4b	Promote public transport services	This could be achieved with the use of the intranet, leaflets etc. No cost. Minimal staff time to keep updated.	✓✓	Short term	Travel Plan Working Group
5.4c	Liaise with public transport providers and other City employers to develop further initiatives	The Council already liaises with public transport providers but the launch of a travel plan may open up further opportunities. Staff time required.	✓✓	Medium term	Revenues and Benefits Team

## **5.5 CAR PARKING**

Currently the city council offers free car parking to all staff and members at specified locations. This entitlement offers little incentive to use other modes of transport for commuting purposes and is a considerable perk that is inequitable for those people that use other forms of transport.

The current provision of free parking as a long-standing entitlement could be implied as a contract of employment. Staff and Union consultation is therefore required in order to allow the withdrawal of this concession. While the introduction of parking charges will undoubtedly be unpopular and controversial, it also brings an opportunity to partially ring fence income to spend on other travel plan initiatives like subsidised public transport and improvements/maintenance of facilities for cyclists for example.

### **Other employers parking policies**

Cumbria County Council allow essential users free parking at their place of work, or if unavailable in William Street car park which is owned by the County, but managed by the City Council. If William Street is full, they can park in Cecil Street. However the essential user scheme is being phased out. Non-essential users are not allocated parking spaces, and are left to buy permits for long stay car parks at the same cost to residents (£624 per annum, Mon-Fri) direct from the City Council, or buy pay and display tickets on a daily basis.

Lancaster City Council charge £180 a year for a parking permit. The same price applies to everyone including members. It doesn't apply to sites where parking isn't a problem.

Cumberland Infirmary staff pay a fixed fee of £5.00 per month with no guarantee of a space.

Carlisle College offer 3 monthly and 12 monthly car parking permits, the price of which depend upon designation i.e. member of staff or student and staff salary scale. Permits do not guarantee a parking space. Income from pay and display machines is allocated to a Green Travel Plan fund.

### **Proposals and recommendations to consider**

It is recommended that consultation is carried out with staff, unions and members to develop the implementation of parking charges. In light of the recent job evaluation scheme and the scheduled flood defence works in 2008 that are likely to cause disruption to normal parking arrangements, it is suggested that charges would be introduced in April 2009.

The consultation would need to consider where the parking charges would apply; whom they would apply to; and the methods of parking charges. Options for charging methods include the following:

#### **a) Fixed price permit scheme**

Fixed priced permits would either be automatically allocated to all current permit holders or permit holders could opt-out if they chose to travel to work by another means.

This scheme would work like the permit scheme available to residents whereby permits can be bought either on a minimum three monthly or maximum 12 monthly basis from the Highways Team.

b) Permit charges according to salary scale

This scheme would apply charges on a sliding scale according to salary but apply the same conditions as the fixed permit scheme.

c) 'Pay as you park' scheme

A "pay as you park" token system would work by issuing tokens to staff and members at a set price, which would allow more flexibility for travel options. Tokens would be used in pay and display machines and a ticket to cover the day would be issued. If this scheme was chosen, current pay and display machines would have to be adjusted for the scheme and new machines would be needed at sites where there are no pay and display facilities currently.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/ HR/financial implications	Environmental benefit	Timescale	Responsibility
5.5a	Consult with staff, unions and members on the introduction of car parking charges and develop a range of options for implementation.	<p>The withdrawal of free parking would require consultation with staff and unions. A policy of ring fencing income for subsidising other travel plan initiatives would need to be considered. This initiative would have a number of associated policy, operational, HR and financial implications.</p> <p>Based on the current allocation of 447 permits, annual income if charged at full contract parking rate would be circa £279,000 per annum. If an-opt out scheme was introduced annual income on a 50% take up would be £140,000. Staff costs for administration would be required. Success would be measured by fewer permits being issued, therefore less income.</p>	<p>✓ - non opt out scheme                      ✓✓ - opt out scheme</p>	Short term	Revenues & Benefits; Legal; HR; Payroll, Finance, Managers



## 5.6 FLEET TRANSPORT

The City Council currently has a fleet of vehicles to provide the district's residents and businesses with various services. The fleet is currently comprised of 8 "pool" cars, 57 vans and 40 heavy goods vehicles (over 3.5 tonnes) as well as plant machines e.g. grass cutting vehicles.

	2005/06	2006/07
Fleet fuel consumption	402,990 litres	464,232 litres
Fleet CO <sub>2</sub> emissions	1068 tonnes	1237 tonnes

*Achievements so far:* Safe and efficient driver (SAFED) training sessions have been piloted with selected Community Services staff and is now being extended under the Learning and Skills Council 'Train to Gain Scheme'

The Council owns 8 pool cars for staff use

Refuse fleet routes and operations have recently been re-configured to minimise journeys and travel time

Most of the fleet uses low sulphur diesel where possible

A fleet management system has been installed to allow better analysis of transport data

Our HGV fleet is responsible for the largest percentage of carbon dioxide emissions associated with our operational travel and transport needs. The average fuel consumption of our HGV vehicles is 10 miles/gallon with the lowest being 2 miles/gallon (refuse vehicles). In 2007 an improved recycling collection service was introduced throughout the Carlisle district which expanded our HGV fleet, consequently increasing our overall fuel consumption and CO<sub>2</sub> emissions. If services are expanded between now and 2011/12, it can be expected that fuel consumption by our HGV fleet will be higher than it is today. Because of this, it is difficult to set overall reduction targets for the Council fleet because of operational requirements. However, it is possible to set targets for increasing the fuel efficiency of the fleet and for reducing CO<sub>2</sub> emissions.

A key recommendation of the Green Fleet review was to review the number and use of particularly van and pool vehicles with a view to rationalising where possible. The average annual mileage of a van/pool vehicle is 4,756 miles.

As well as making efficiencies in the number of vehicles there is also scope for improving the analysis of fleet data and encouraging more fuel efficiency through driver training for example. Driver training for vehicles over 3.5 tonnes will become compulsory in 2009.

Version 4 (17<sup>th</sup> October 2007)

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/ HR/financial implications	Environmental benefit	Timescale	Responsibility
5.6a	Ongoing review of policy and procedure for the procurement of vehicles and length of time kept on fleet based on total cost of ownership.	Review to be in line with Council's Procurement Policy and the North East Purchasing Organisation framework (NEPO). Criteria to consider CO2 emissions, fuel type etc. This proposal would help keep running costs to a minimum and retain the value of the vehicles on disposal.	✓✓	Ongoing	Transport Services and Development & Procurement Services
5.6b	Implement a programme of training for 'at risk' drivers in line with the 'Managing Occupational Road Risk' Policy. Compulsory driver training certificate in 2009 for drivers of vehicles over 3.5 tonnes	Financial/staff resources would have to be allocated.  Driver training costs from approx. up to £30,000 over 5 years. Staff costs required – 1 day training per annum with staff cover. Some match funding to be brought in through the Train to Gain Scheme	✓✓✓	Short and medium term	Transport Services, Waste Services & Managers
Van & Pool Vehicles					
5.6c	Conduct a review of the number, usage and specification of van and pool vehicles with a view to greater efficiency	Allowing more flexible use of vehicles between departments would reduce grey fleet use. The financial reduction in business mileage would be offset by increased use of pool cars. Potential savings to be determined as part of the review	✓✓	Short term	Managers & Transport Services
HGV Vehicles					
5.6d	Application of vehicle tracking devices and benchmarking routes with a 'fuel efficient' driver to establish fuel use performance indicators for each team	Estimated tracking devices £10,000 over three years – funding in place. Efficiency savings to be calculated on introduction of new recycling routes and tracking devices.	✓✓✓	Short term and ongoing	Transport Services/Waste Services



## 5.7 ALTERNATIVE WORKING

The City Council is already looking at options that will reduce the need to travel and in some cases remove the need to travel at all (e.g. home-working). Advances in technology now provide multiple ways of communication and service delivery.

*Achievements so far:*

The Council allows flexi-time for staff

A homeworking pilot has been conducted in the Revenues Team

The use of information technology like video conferencing is being piloted

Flexi-time is available to office and administration staff, albeit with some variations for staff at some sites. The current system of flexi-time where staff are required to work “core hours,” but have flexibility at either end of the working day for the times that they choose to start and finish, enables staff journeys to and from work to fit around public transport timetables. It also avoids the need for many staff to drive during the peak hours, thereby helping to alleviate congestion during the “rush-hour.”

A homeworking scheme was piloted with Revenues & Benefits Services in 2006. Staff that participated in the scheme commented that the consequence of reduced travel has been positive and that power costs (not reimbursed) are offset by fuel costs from the reduction in travelling to and from work. Mileage saved was not recorded as part of the scheme. The initial set up costs were offset by an increase in productivity.

Developments in information and communication technology for example video and telephone conferencing to reduce the need for business journeys is being explored in more detail as part of our I.T policy and strategy. Community Services is currently piloting a video-conferencing facility between Bousteads Grassing and the Civic Centre.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/ HR/financial implications	Environmental benefit	Timescale	Responsibility
5.7b	Establish a home working policy	Home-working may only apply to particular roles. Costs offset by savings in productivity (the average set up cost was £9,700 per person in the pilot scheme).	✓	Medium term	Revenues & Benefit/HR
5.7c	Increase use of I.T information technology e.g. video conferencing	The success of pilots should be reviewed and financial viability established.	✓	Medium term	I.T Services

## 5.8 TRAVEL PLAN AWARENESS & PROMOTION

To make the Travel Plan successful, it is important that staff and members are made aware of what their role is in implementing and shaping the plan. The Travel Plan is a fluid document that will change over time and therefore it will need to be continually promoted. A number of methods will be used for promotion, including Staff News and Members Briefing, the Intranet, Team meetings, Management Briefings, events and posters/leaflets.

*Achievements so far:* Staff and Members have been consulted through the Travel Survey at an early stage and their input has been used to shape the plan. Results have been communicated to staff and Members.

The Environmental Working Group has acted as the Travel Plan Steering Group helping to develop the questionnaire, gather information and comment on proposals. The group has representatives from each directorate as well as Union representation.

The Infrastructure Overview & Scrutiny Committee has been briefed and consulted over the Travel Plan process and likely proposals.

Some of awareness and promotional actions are specified under other actions and are therefore excluded from the section.

Timescale: Short term – within 12 months; medium term – within 2 years; long term – within 5 years.

Likely potential environmental benefit: less positive ✓; medium ✓✓; most positive ✓✓✓

Action Plan ref.	Proposed measure	Specific policy/operational/HR/financial implications	Environmental benefit	Timescale	Responsibility
5.8a	Retain the role of a Travel Plan Working Group to oversee the implementation of the Travel Plan	Staff time required to fulfil this role.	✓	Ongoing	Travel Plan Working Group
5.8b	Work with the Communications Team – e.g. updates on Staff News etc	To be met within current staff resources	✓	Ongoing	Travel Plan Working Group and Communications Team
5.8c	Establish and maintain an Intranet Travel Plan site	To be met within current staff resources	✓	Short term	Travel Plan Working Group/Facilities Team
5.8d	Organise events e.g. health promotion, Bike Week etc	This is an ongoing role of the Sport & Recreation team though additional Travel Plan events could be organised with a small additional budget circa £500 per annum.	✓	Ongoing	Sport & Recreation Team & Travel Plan Working Group

## **APPENDIX A**

CHECKLIST OF TRAVEL PLAN ELEMENTS by Alan James, Travel Plan Consultant with the Energy Savings Trust, 3 March 2006

The standard stages of a travel plan are:-

- Setting up travel plan management group
- Statement of objectives
- Audit - site facilities, transport context, key partners
- Survey, including questionnaire, staff meetings, discussion groups
- Survey analysis and reporting to participants
- Target setting
- Action plan, programme of measures with timescale for implementation
- Business plan with projected costs and benefits (financial/ operational/ qualitative)
- Final round of consultation with management and employees
- Adoption of Travel Plan document
- Implementation: usually initial period of 3-5 years with annual monitoring

The necessary ingredients for successful travel plan implementation are:-

- A Travel Plan document, which sets out the objectives, current position (eg existing travel patterns, site facilities audit), measures, timescales for implementation, and performance benchmarks
- A policy commitment to proceed in accordance with the programme set out in the Travel Plan document, and positive commitment from senior management of the organisation
- A travel plan co-ordinating officer: in the case of Council this is unlikely to be a full time post, but it should be a specified proportion of the officer's workload, to include duties in co-ordinating the Travel Plan Network, and should have equal status with other work duties.
- A budget, at whatever level is deemed appropriate: it is an inefficient use of officer resources if the travel plan co-ordinator has to spend large amounts of time securing funding for each individual element of the travel plan on an ad-hoc basis, instead of getting on with delivery of measures.
- A monitoring strategy, to review and report (at least annually) on the progress and effectiveness of the travel plan, measured against the performance benchmarks in the travel plan document, and to propose amendments to meet changed or revealed circumstances.