

DECISION-MAKER:	OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE		
SUBJECT:	AIR QUALITY UPDATE		
DATE OF DECISION:	15 DECEMBER 2016		
REPORT OF:	CABINET MEMBER FOR TRANSFORMATION PROJECTS		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY			
None			
BRIEF SUMMARY			
<p>In 2014/15 a Scrutiny Panel carried out a review of Air Quality in Southampton and made a number of recommendations (Appendix 1). An Action Plan to deliver against these recommendations was approved by Cabinet on 14th July 2015 (Appendix 2). The purpose of this paper is to update the Overview and Scrutiny Management Committee on the progress made towards achieving these recommendations and the latest situation concerning government's position, grant funding and how this will impact on the work programme to improve air quality going forward.</p>			
RECOMMENDATIONS:			
	(i)	That the Committee notes the progress made in implementing the recommendations from the Air Quality Scrutiny Inquiry and the subsequent developments relating to the publication of a Clean Air Strategy and associated Clean Air Zone Implementation Plan.	
REASONS FOR REPORT RECOMMENDATIONS			
1.	To enable the Committee to effectively scrutinise progress against the approved Inquiry Panel recommendations.		
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED			
2.	None.		
DETAIL (Including consultation carried out)			
3.	It is estimated that at least 29,000 early deaths in the UK each year can be attributed to exposure to particulate emissions. This figure could exceed 50,000 deaths when also considering NO ₂ exposure. (Royal College of Physicians, <i>Every breath we take: the lifelong impact of air pollution</i> , Feb 2016). Costs to society, businesses and NHS services due to poor air quality are estimated to exceed £30 billion every year in the UK.		
4.	Generally road transport is the most significant contributor to poor air quality within the city with 34% attributed to heavy goods vehicles, 7.5% light goods vehicles, 4.5% buses and 24% cars. Recent work has shown that operations within the port are as significant along the middle part of the Western		

	approach.
5.	Local authorities are responsible for complying with the Governments local air quality regime which led to Southampton identifying exceedances of the annual mean nitrogen dioxide level at 10 locations across the city. Air Quality Management Areas were declared as part of an Air Quality Management Plan produced in 2007. An Air Quality Action Plan was first produced in 2009 and regularly reviewed since then. It has progressed work on 48 individual initiatives. These included sustainable transport initiatives to encourage people to use less polluting modes of transport (modal shift) later marketed under the My Journey branding; road improvement schemes; Air Alert; Port Master Plan actions including the introduction of a heavy goods vehicle booking system; land use planning and introduction of travel plans and private sector partnerships such as the freight consolidation project. These and other initiatives have delivered improvements alongside general reductions in emissions from the introduction of more modern vehicle engines, but this has not been enough.
6.	In 2014/15, a review of the air quality in Southampton was conducted by an Air Quality Scrutiny Inquiry Panel. The panel's recommendations included the development of a Low Emissions Strategy to identify how emissions can be reduced at source by promoting the uptake of new technologies. The Scrutiny Panel further recommended that the council ensures that the aims and objectives within the developing low emissions strategy permeates into the decision-making processes so that all relevant plans, policies and strategies give due consideration to air quality. See Appendix 1.
7.	At a national level Defra is the government department responsible for ensuring compliance with the EU Ambient Air Quality Directive. Assessments are made using a UK wide system of over 145 air quality monitoring stations, known as the Automatic Urban and Rural Network, together with a Pollution Climate Mapping model. Member states were required to meet set limits for all pollutants by 1 January 2010. The UK was granted an extension to 1 January 2015. The levels set for all pollutants were achieved except for nitrogen dioxide. In the UK 38 zones including Southampton currently exceed the annual mean value for nitrogen dioxide levels. Southampton is one of only 8 areas in the UK where prediction modelling shows that nitrogen dioxide levels will still be above EU air quality limit values beyond 2020.
8.	Consequently the EU have started infraction proceedings against the UK government for non-compliance. In the spring of this year, Defra reminded all non-compliant local authorities of their local air quality management responsibilities and of discretionary powers under the Localism Act allowing the government to pass on all or part of any infraction fine to a local authority that has not taken reasonable steps to address any non-compliance. It is estimated that the total fine for the UK could be as high as £300 million per year. It is therefore extremely important for the Council to look seriously at implementing any recommendations Defra make to enable Southampton to become compliant in terms of nitrogen dioxide levels.
9.	There are principally 2 reasons why nitrogen dioxide levels have not been met: <ul style="list-style-type: none"> • The introduction of increasingly strict standards for nitrogen dioxide emissions from diesel vehicles have not delivered the expected emission reductions in real world use.

	<ul style="list-style-type: none"> The increased uptake of diesel vehicles was encouraged to reduce carbon dioxide emissions responsible for climate change which unfortunately produce significantly higher levels of nitrogen dioxide when compared to petrol engines.
10.	Defra published the UK Air Quality Plan in December 2015. The document identifies Southampton as one of five cities which will be required to implement a mandatory Clean Air Zone (CAZ) at the earliest opportunity and no later than 2020. This will introduce penalty charges for the most polluting commercial HGV's, buses and taxis. A national framework and legislation to facilitate this are expected in 2016/17.
11.	Southampton City Council (SCC) secured funding from Defra to develop a Clean air Strategy in 2014/15. This work was supported by consultants from Ricardo and Low Emissions Strategies Ltd who conducted a vigorous options appraisal and stakeholder consultation. During this time Defra developed and published the UK Air Quality Plan and proposals for Clean Air Zones.
12.	Although Clean Air Zones will be characterised by the introduction of penalty charges, Defra are keen to ensure that they are also the focus of additional measures. Therefore the Clean Air Strategy has been incorporated into this line of thinking and a Clean Air Zone Implementation Plan was published in 2016 covering a broad programme of measures to deliver emission reductions, culminating in the introduction of penalty charging in 2019/20 for the most polluting commercial vehicles. See Appendix 3. It is anticipated that the Clean Air Zone will include the city centre and the main arterial routes within the administrative boundary.
13.	There is some confidence that these measures will achieve the improvements required to achieve EU compliance but the need for continuing improvements are recognised to deliver on-going public health benefits.
14.	In November 2016 Cabinet approved the recommendation to adopt SCC's Clean Air Strategy and the associated Clean Air Zone Implementation Plan that it supports. See Appendix 4.
15.	Air Quality has become a standing item on the Transformation Cabinet Member Briefings and progress on the other recommendations made by the scrutiny panel are included in Appendix 2.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
16.	Government have allocated funding to support the five local authorities who will be mandated to introduce these measures. SCC are working closely with Defra to develop the framework and delivery of Southampton's own Clean Air Zone Implementation Plan. To date Defra have committed £273k to the delivery of Southampton's Clean Air Zone Implementation Plan in response to successful bids placed by SCC. This includes funding to support officer time over the next 3 years.
17.	In addition to this SCC secured £97k one off grant funding from Defra to support the introduction of a Clean Air Partnership and recognition scheme. Both are schemes identified within SCC's Clean Air Zone Implementation Plan.
18.	In 2016 SCC secured £984k of underspend from the Department of Transport's (DfT's) Clean Bus/Clean Vehicle Technology Fund to support the

	<p>fast-track implementation of ‘off-the-shelf’ electric vehicle technology and complementary promotional and behaviour change measures in the city. This will include:</p> <ul style="list-style-type: none"> • Establish city-wide electric vehicle charging infrastructure to grow the local EV market • Accelerate the adoption of ultra-low emission vehicles in public sector fleets; • Innovative application of electric vehicle technology in last-mile freight logistics • Encourage future widespread acceptance and uptake of the vehicles and sustainable travel behaviours.
19.	<p>Initiatives to promote sustainable and active travel modes forms a significant proportion of the Air Quality Plan. This work has been funded by the Local Sustainable Transport Fund (LSTF). The LSTF expired on 31st March 2016. SCC was unsuccessful in securing “Transition Year” funding from DfT to fully support the programme in 2016/17 despite a strong bid. As a contingency a scaled-back My Journey-lite programme has been funded through existing Council resources to ensure the continuation of a few key projects. My Journey-lite draws on resources from the LTP Integrated Transport Programme, Transport Policy (Revenue), Regulatory Services and Public Health budgets.</p>
20.	<p>SCC submitted a joint-bid with Hampshire County Council to the DfT’s “Access Fund” in September 2016. The total bid value, including match funding, was £3.1m. If successful this bid will scale-up the My Journey programme to a similar level under LSTF and enable the programme to run for the next 3 financial years through to 31st March 2020. The bid included a range of school and workplace engagement projects, a repeated cycle festival for the city and projects designed to reduce transport barriers for the long term unemployed. The DfT are due to announce successful bids in December 2016. The My Journey sustainable travel programme is a vital part of SCC’s CAZ Implementation Plan.</p>
21.	<p>Four applications were submitted by SCC in November 2016 to Defra’s Air Quality Grant Programme to fund additional measures proposed by the Clean Air Zone Implementation Plan. The total request was £939k with the total project costs totalling £1.5M. The bids included two joint applications and are as follows;</p> <ol style="list-style-type: none"> 1. Delivery of Eco safe driver training to SCC fleet drivers and vehicle telematics. £99k requested 2. Assessment of alternative fuel options, infrastructure needs and feasibility for SCC fleet and partners. £47k requested 3. National air quality marketing campaign and delivery of National Clean Air Day activities in Clean Air Zone cities. £539k requested and to be apportioned between 5 cities. 4. Financial support package for taxi operators in SCC and Eastleigh Borough Council upgrading non- Clean Air Zone compliant taxis to low emission vehicles. £254k requested.
22.	<p>No new financial commitment expected from SCC in order to deliver any of the recent grant bids should they be successful. Contributions in kind and match funding has been identified from partners, existing commitments and from savings returned via the grant money (e.g. investment of a proportion of fuel savings delivered by eco safe driving to fund telematics). The total fund</p>

	available totals £3M and Defra are expecting it to be oversubscribed. An announcement on allocation of the fund will be made in the new year.
23.	The Consultation on the Implementation of Clean Air Zones in England was published in October 2016. The draft Framework and regulations set out the principles for operation of Clean Air Zones in England. It provides the expected approach to be taken by local authorities when implementing and operating a Clean Air Zone. SCC Scientific Service has sought input from across the council and is compiling a response to be returned before the closing date on December 9 th 2016.
<u>Property/Other</u>	
24.	None.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
25.	The legal implications relating to the Clean Air Zone and Clean Air Strategy were outlined in the report to Cabinet on 15 November 2016.
<u>Other Legal Implications:</u>	
26.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
POLICY FRAMEWORK IMPLICATIONS	
27.	Outlined in the report to Cabinet on 15 November 2016.
KEY DECISION	
	No
WARDS/COMMUNITIES AFFECTED:	
	None directly as a result of this report
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	Air Quality Inquiry – Conclusion and recommendations
2.	Air Quality Inquiry – Action Plan and Progress update
3.	Clean Air Zone Implementation Plan
4.	Clean Air Strategy 2016-2025
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out.	No
Privacy Impact Assessment	
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.	No
Other Background Documents	
Equality Impact Assessment and Other Background documents available for	

inspection at:

Title of Background Paper(s)

Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

1.

Air Quality Inquiry Panel – Final report

http://www.southampton.gov.uk/Images/Air%20Quality%20Inquiry%20Final%20Report_tcm63-373983.pdf