

# Public Document Pack



<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 22 March 2017
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## AGENDA

1. Declaration of pecuniary and non-pecuniary interests
2. Leader - Call-in of Cabinet decisions

### Minutes

3. Minutes of the previous meeting held on 8th March, 2017 (Cab.22.3.2017/3) *(Pages 3 - 6)*
4. Minutes of the previous meeting held on 9th March, 2017 (Cab.22.3.2017/4) *(Pages 7 - 8)*

### Items for Noting

5. Decisions of Cabinet Spokespersons (Cab.22.3.2017/5)

### Petitions

6. Petitions received under Standing Order 44 (Cab.22.3.2017/6)

### Items for Decision/Recommendation to Council

#### Corporate Services Spokesperson

7. Organisational Improvement Strategy (Cab.22.3.2017/7) *(Pages 9 - 30)*

#### Communities Spokesperson

8. Community Engagement Strategy (Cab.22.3.2017/8) *(Pages 31 - 46)*

#### Place Spokesperson

9. Air Quality Action Plan (Cab.22.3.2017/9) *(Pages 47 - 174)*
10. Licensing Act 2003 - Statement of Licensing Policy (Cab.22.3.2017/10) *(Pages 175 - 218)*

#### **RECOMMENDATION TO FULL COUNCIL ON 30<sup>TH</sup> MARCH 2017**

To: Chair and Members of Cabinet:-

Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner, Howard, Miller and Platts

Cabinet Support Members:

Councillors Cherryholme, Franklin, Frost, David Griffin, Lamb and Saunders

Chair of Overview and Scrutiny Committee  
Chair of Audit Committee

Diana Terris, Chief Executive  
Rachel Dickinson, Executive Director People  
Matt Gladstone, Executive Director Place  
Wendy Lowder, Executive Director Communities  
Julia Burrows, Director Public Health  
Frances Foster, Director Finance, Assets and Information Services  
Andrew Frosdick, Director Legal and Governance  
Alison Brown, Service Director Human Resources  
Katie Rogers, Communications and Marketing Business Partner  
Anna Marshall, Scrutiny Officer  
Ian Turner, Service Director, Council Governance

Corporate Communications and Marketing  
Labour Group Room – 1 copy

Please contact Ian Turner on 01226 773421 or email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk)

Tuesday, 14 March 2017

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 8 March 2017
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## MINUTES

**Present** Councillors Andrews BEM, Bruff, Cheetham, Gardiner, Howard, Miller and Platts

**Members in Attendance:** Councillors Cherryholme, Frost and Saunders and Sheard

### 202. Declaration of pecuniary and non-pecuniary interests

There were no declarations of pecuniary or non-pecuniary interests.

### 203. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 22<sup>nd</sup> February, 2017 had been called in.

### 204. Minutes of the previous meeting held on 22nd February, 2017 (Cab.8.3.2017/3)

The minutes of the meeting held on 22<sup>nd</sup> February, 2017 were taken as read and signed by the Chair as a correct record.

### 205. Decisions of Cabinet Spokespersons (Cab.8.3.2017/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 24<sup>th</sup> February, 2017 were noted.

### 206. Petitions received under Standing Order 44 (Cab.8.3.2017/5)

It was reported that no petitions had been received under Standing Order 44.

### Communities Spokesperson

### 207. Community Consultation - Grange Lane Emergency Stopping Site for Gypsy and Travellers (Cab.8.3.2017/6)

#### RESOLVED:-

- (i) that the feedback from the consultation on the proposed Grange Lane Emergency Stopping Site undertaken with local Elected Members and local residents, as detailed in the report now submitted, be noted; and
- (ii) that the Emergency Stopping Site at Grange Lane be opened from 13<sup>th</sup> March, 2017.

## **Corporate Services Spokesperson**

### **208. Corporate Performance Report, Quarter ending 31st December, 2016 (Cab.8.3.2017/7)**

#### **RESOLVED:-**

- (i) that the contents of the Corporate Plan Performance Report for Quarter 3 2016/17, as set out in the report now submitted, be noted;
- (ii) that follow-up reports be received at a future date arising from the report:-

#### Areas for Improvement

- Be Well Barnsley: Number of people who achieved their personal health goal
- Excess Weight across the Life Course
- Independent Living at Home
- Improving Employment Opportunities for Adults with Learning Disabilities

#### Areas of Achievement

- Homelessness Prevention
- Children's Social Care Assessments; and

- (iii) that the report be shared with the Overview and Scrutiny Committee to inform and support their ongoing work programme.

### **209. Corporate Finance Performance, Quarter 3 ending 31st December, 2016 (Cab.8.3.2017/8)**

#### **RESOLVED:-**

- (i) that the contents of the Corporate Financial Performance Report for Quarter Ending 31<sup>st</sup> December, 2016, now submitted, be noted;
- (ii) that Executive Directors/Directors (where appropriate) be requested to provide detailed plans on how their forecast overspends will be brought back into line with existing budgets on a recurrent basis;
- (iii) that the continued overspends on Place's 2017/18 budget to reflect the non-delivery of existing 2015-17 Key Lines of Enquiries that will not be fully corrected before the year end be noted;
- (iv) that approval be given to write off £2.5m of historic bad debts as shown at paragraph 6.3;
- (v) that the budget virements listed in Appendix 1 be approved;
- (vi) that the potential impact of the Quarter 3 monitoring position on the Council's Medium Term Financial Strategy (MTFS) detailed at paragraph 7 be noted and a further report be requested on the demographic pressures to determine how this will be reflected in the Council's MTFS in future;



- (vii) that the updated reserves position as outlined at paragraph 8.2 be noted and the transfer to strategic reserves at year end when the final position is known be noted; and
- (viii) that the further Invest to Grow schemes totalling £1.05m provided at Section 8 of the report be approved.

**210. Capital Programme Performance, Quarter 3 ending 31st December, 2016  
(Cab.8.3.2017/9)**

**RESOLVED:-**

- (i) that both the Capital Programme Performance for Quarter Ending 31<sup>st</sup> December, 2016 and the overall five year Capital Programme positions, as set out in the report now submitted, be noted;
- (ii) that the 2016/17 scheme slippage totalling -£4.284m and scheme re-phasing totalling £2.631m (as detailed in paragraphs 4.4, 4.5 and Appendix B) be approved;
- (iii) that approval be given to the total net decrease in scheme costs in 2016/17 of -£1.187m, (paragraph 4.6 and Appendix B refer); the net increase in scheme costs in future years totalling £0.003m; and the adjustments to the capital programme plans to reflect these changes;
- (iv) that the anticipated increase in the costs for the Town Centre Redevelopment scheme of £3.100m, which is currently reported as unfunded, be noted. However it is expected that this will be brought back into line by identifying additional resources/savings. Future reports will update on this position accordingly (paragraph 4.7 refers);
- (v) that the four new proposed schemes totalling £4.001m, as described in paragraphs 5.1 to 5.9 including formal acceptance of HLF grant totalling £2.925m, split between £2.058m capital (paragraph 5.5 refers) and £0.867m revenue be approved; and
- (vi) that the monies for these schemes be released once appropriate approvals have been obtained.

**211. Treasury Management Activities, Quarter 3 ending 31st December, 2016  
(Cab.8.3.2017/10)**

**RESOLVED:-**

- (i) that the Treasury Management Activities undertaken for the period ending 31<sup>st</sup> December, 2016 and compliance with the Prudential Indicators, as set out in the report now submitted, be noted;
- (ii) that the Authority's Capital Programme Funding Position be noted; and
- (iii) that the performance of the Authority's investments for the reported quarter be noted.

.....  
Chair

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Thursday, 9 March 2017
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## MINUTES

**Present** Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner and Miller

**Members in Attendance:** Councillors Cherryholme, David Griffin and Saunders and Shepherd

### 212. Declaration of pecuniary and non-pecuniary interests

There were no declarations of pecuniary or non-pecuniary interests.

### 213. Exclusion of Public and Press

**RESOLVED** that the public and press be excluded from the meeting during consideration of the following items, because of the likely disclosure of exempt information as described by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, as follows:-

<u>Item Number</u>	<u>Type of Information Likely to be Disclosed</u>
214	Paragraph 3

### Place Spokesperson

### 214. Better Barnsley Phase 2 Funding (Cab.9.3.2017/3)

#### **RECOMMENDED TO FULL COUNCIL ON 30<sup>TH</sup> MARCH, 2017:-**

- (i) that the robust option appraisal work that has been carried out on Phase 2 of the Better Barnsley Scheme, as detailed in the report now submitted, be noted;
- (ii) that the proposal to fund the development of Phase 2 with a total estimated cost of £70.1m be agreed, with the exact funding method to be agreed prior to awarding the main works contract at which time more concrete cost and income projections will be available;
- (iii) that approval be given to a procurement exercise for a main works contractor for Phase 2 of the Better Barnsley Scheme with contractor appointment being subject to a further Cabinet report;
- (iv) that approval be given to a procurement exercise for further development management services for Phase 2 of the Better Barnsley Scheme with contractor appointment being subject to a further Cabinet report;

- (v) that approval be given to the procurement of additional design services for Phase 2 of the Better Barnsley Scheme with contractor appointment being subject to a further Cabinet report;
- (vi) that approval be given to the use of £0.2m of the £14m earmarked for the Better Barnsley Phase 2 Development to fund the cost of the procurement exercises highlighted above together with earmarking an additional £4.2m to fund the estimated early year's annual operating costs prior to development becoming fully operational. The remaining £9.6m to be held as a contingency to ensure as far as is possible that no revenue budgetary impact arises as a result of progressing the scheme;
- (vii) that the recently approved Treasury Management Strategy and Prudential Indicators be updated to reflect the investment required within the Better Barnsley Phase 2 Scheme as highlighted in Section 7 and attached at Appendix C; and
- (viii) that a variation to the Council's Minimum Reserve Provision statement be approved in respect of the Better Barnsley Phase 2 Scheme to allow debt for that Scheme to be repaid over a 25 year repayment period.

(Note: In accordance with Part 2, Paragraph 5(6) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the Chair of the Overview and Scrutiny Committee had given approval for the above item to be considered at a private meeting of Cabinet where it had not been possible to give 28 days' notice).

.....  
Chair

**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

**REPORT OF THE  
EXECUTIVE DIRECTOR, CORE SERVICES  
TO CABINET ON 8 MARCH 2017**

**ORGANISATION IMPROVEMENT STRATEGY 2017-2020**

**1. PURPOSE OF REPORT**

- 1.1 To gain Cabinet approval to implement the Organisation Improvement Strategy 2017-2020.

**2. RECOMMENDATIONS**

- 2.1 Cabinet consider the Organisation Improvement Strategy and approve for implementation with effect from 1<sup>st</sup> April 2017.**

**3. INTRODUCTION**

- 3.1 The Future Council Strategy 2014-2017 set out changes and improvements required to bring about the fundamental transformation to become an effective, efficient, high performing and sustainable Future Council.
- 3.2 As a result of the strategy, a number of key changes and improvements were made during the period 2014-2017. These include:
- Achievement of efficiencies by reviewing and realigning common services and functions;
  - Development and introduction of a new organisational model putting our residents and customer at the heart of everything we do;
  - Introduction of a revised approach to business planning, financial planning and performance management including multi-year planning to provide more stability;
  - Development of a new vision supported by four values to drive culture change;
  - Revised and improved employee and member development programmes including implementation of the Barnsley Leadership Programme;
  - Revised and improved approach to employee communication, engagement and collaboration including the launch of the employee excellence awards scheme to reward employees' innovative ideas, suggestions and achievements;
  - Achievement of Investors in People Gold accreditation.

- 3.3 The Future Council report, submitted to cabinet on 21<sup>st</sup> September 2016 (Cab 21.9.2016/6), provided an update on progress against the Future Council Strategy and outlined further planned changes to develop the organisation, its workforce and members.
- 3.4 Our Corporate Plan 2017-2020 sets out our ambitious plans for change improvement and growth supported by revised outcomes that will make a real difference to our customers and communities.
- 3.5 To ensure we are an efficient and effective organisation and in the best position possible to support the achievement of our outcomes and the priorities set out in the Corporate Plan, the Organisation Improvement Strategy 2017-2020 has been developed.

#### **4. PROPOSAL AND JUSTIFICATION**

- 4.1 We have looked back at the progress made over the last three years as a result of the previous strategy and used feedback from the Investors in People assessments to see where we need to make further improvements and do things differently.
- 4.2 We have also used feedback from employees and members at recent Talkabout events to identify where we need to focus our efforts and make further improvements over the next three years. This feedback, along with the Investors in People findings, has helped to identify four themes of change which have been included within the Organisation Improvement Strategy. These are:
1. Culture and behaviour change
  2. Efficient and effective processes and technology
  3. Agile, healthy and engaged workforce
  4. Developing the skills of our workforce and our members
- 4.3 The strategy is supported by a delivery plan that sets out the high level actions to be taken against each of the themes to bring about the required improvements and efficiencies for our organisation and how we operate.
- 4.4 Progress against the delivery plan will be reported to and monitored by the Future Council Improvement and Growth Board on a bi-monthly basis.

#### **5. CONSIDERATION OF ALTERNATIVE APPROACHES**

- 5.1 A strategic cohesive approach to bring about further improvements to the organisation and the way we operate is essential to ensure we continue to meet the demands of a modern council. Failure to implement the strategy could have a detrimental impact on the delivery and achievement of the priorities and outcomes of the Corporate Plan.

#### **6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS**

- 6.1 The implementation of the Organisation Improvement Strategy will ensure that we are able to deliver the priorities and outcomes within the Corporate Plan, making a real difference to our borough, customers and communities.

## **7. FINANCIAL IMPLICATIONS**

- 7.1 Whilst there will be some financial cost associated with implementing the key aspects of the strategy, it is expected that these costs will be contained within existing resources. Any proposals outside those classed as business as normal will be subject of a separate report for consideration and approval.

## **8. EMPLOYEE IMPLICATIONS**

- 8.1 Implementation of the strategy will ensure that employees have the right skills, knowledge and behaviours to perform effectively in their role. It will also ensure that they are engaged, motivated and empowered to share ideas and get involved in decision making. The provision of reliable and efficient technology will mobilise our workforce and enable better and more efficient ways of working.

## **9. COMMUNICATIONS IMPLICATIONS**

- 9.1 A detailed marketing and communications plan will be developed to support the effective implementation of the strategy. Key communication channels will include Chief Executive blogs, Straight Talk, intranet, internal Facebook groups and updates at future Talkabout sessions.
- 9.2 The strategy itself will further improve engagement with employees and members through the theme 'agile, healthy and engaged workforce'.

## **10. CONSULTATIONS**

- 10.1 The following people have been consulted in the development of this strategy:

Senior Management Team  
Barnsley Leadership Team  
Employees (Talkabout sessions held during November 2016)  
Council Members (Talkabout session held in January 2017)  
Special Member Development Working Party (30 January 2017)  
Equality and Inclusion Manager  
Risk and Governance Manager  
Communications and Marketing Manager  
Strategic Finance Manager

## **11. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK**

- 11.1 This strategy will support achievement of the council's priorities, in particular the One Council priority. High level actions within the delivery plan are aligned to the One Council characteristics and will include outcomes and success criteria which will be used to monitor performance and progress.

## **12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION**

- 12.1 An initial equality impact assessment has been undertaken to identify key equalities objectives associated with the strategy. A copy of the equality impact assessment statement is attached to this report at Appendix 2.

### 13. TACKLING HEALTH INEQUALITIES

- 13.1 Implementation of the strategy will support employees to improve their own health, wellbeing and resilience and promote the importance of health and wellbeing to others. This will be addressed through the strategy theme 'agile, healthy and engaged workforce'.

### 14. RISK MANAGEMENT ISSUES

- 14.1 The issue of ensuring the Council benefits from a robust Workforce Strategy is included within the Strategic Risk Register (SRR) as follows:

Risk	Concern Rating	Mitigations
Workforce Planning Issues	3 (Amber)	Refresh of Corporate Plan to align it to 2020 outcomes - will also include a review of the Future Council Strategy which will join up the Future Council Strategy to the Workforce Development Strategy and also ensure the Organisation Improvement Strategy is more aligned to resourcing and financial influences

- 14.2 The mitigation detailed for this risk includes the refresh of the Corporate Plan, and associated strategies that underpin this document. By approving this report, the council will be in a strong position to align resources to deliver the ambitions within the Corporate Plan 2017 –2020 and ultimately mitigate this risk to an acceptable level.

### 15. LIST OF APPENDICES

Appendix 1: Organisation Improvement Strategy 2017-2020

Appendix 2: Equality Impact Assessment Statement

### 16. BACKGROUND PAPERS

Corporate Plan, published January 2017

Future Council 2020 Cabinet report, 21 September 2016

**Officer Contact:** Amanda Glew    **Telephone No:** 772206    **Date:** 02 March 2017

Financial Implications/Consultation



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(To be signed by senior Financial Services officer  
where no financial implications)



# ORGANISATION IMPROVEMENT STRATEGY 2017-2020



~ OUR PRIORITIES ~  
**THRIVING**  
& VIBRANT ECONOMY

~ OUR PRIORITIES ~  
**ACHIEVING**  
THEIR POTENTIAL

~ OUR PRIORITIES ~  
**STRONG**  
& RESILIENT COMMUNITIES

**ONE**  
COUNCIL

CLEAR VISION AND VALUES • CUSTOMER FOCUS • COMMERCIAL AND BUSINESS ACUMEN • EFFECTIVE DELIVERY OF PROJECTS AND PROGRAMMES • INNOVATIVE AND MANAGED RISK TAKING • LEARNING ORGANISATION • LEADERS AT EVERY LEVEL  
• FLEXIBLE WORKFORCE • WORKING WITH OUR PARTNERS, COMMUNITIES AND RESIDENTS • ENABLING ORGANISATION

## INTRODUCTION

Our journey to become a customer focused, modern, efficient and business minded 'Future Council' began in 2013 and since that time we have implemented a programme of organisational change and transformation at a scale, strength and pace we have not seen before.

As part of our transformation plans, we developed a new vision '**Working together for a brighter future, a better Barnsley**' supported by our values and behaviours which have been central to supporting the positive changes in our organisational culture.



We are now planning the next phase of our journey to 2020 and our [Corporate Plan 2017-2020](#) sets out our plans of what we want to achieve over the next three years.

This strategy has been developed to ensure we are efficient, effective and in the best position possible to support the achievement of our priorities and plans and to meet our customers' needs and expectations. It builds on the progress already made as a result of our previous Future Council Strategy 2014-2017 and has been developed in consultation with our employees and our members.

The Organisation Improvement Strategy is one of a number of other strategies that are in place to continue to drive our journey of improvement to 2020.

## OUR JOURNEY SO FAR

Our Future Council Strategy 2014-2017 set out what we wanted to do and achieve in order to bring about the fundamental transformation needed to enable us to become an effective, efficient, high performing and sustainable Future Council.

Our key achievements during the period 2014-2017 are shown below:

Achieved efficiencies by reviewing and realigning common services and functions	Developed and introduced a new organisational model putting our residents and customers at the heart of everything we do	Enabled a more flexible workforce by introducing job families and generic job profiles	Implemented a new approach to business planning that put our customers at the heart of the process
Introduced a revised approach to financial planning and performance management including multi-year planning to provide more stability	Developed and introduced a new vision and values in consultation with our employees and members which has driven culture change	Developed the 2020 outcomes framework to enable employees to clearly see their contribution to our priorities	Launched the excellence awards scheme to recognise and reward our employees' innovative ideas, suggestions and achievements
Launched our revised Workforce Development Programme 'The Barnsley Offer'	Revised and improved our Member Development offer to align it to Future Council and their community leadership role	Developed and rolled out the Barnsley Leadership Programme to drive forward the culture change needed to become a Future Council	Reviewed senior manager pay and integrated this into a revised 17 grade pay structure
Implemented a revised operating model for social care and improved our debt recovery process as a result of our customer service programme	Successfully enabled an increase in self-service contact with the council by over 27% as a result of our customer service programme	Enhanced the employee benefit offer and launched the employee benefits brochure 'JUST4YOU'	Introduced our Improvement and Growth Fund to drive and support additional innovation and change within the Council
Revised and improved our approach to employee communication, engagement and collaboration	Identified real positive changes and improvements as a result of our employee survey feedback	Became recognised as an Investors in People Gold accredited organisation	Shortlisted as a finalist for the LGC Council of the Year Award 2016



## WHAT'S NEXT FOR US?

We've looked back at the progress made over the last three years and used feedback from our Investors in People assessments to see where we need to make further improvements and do things differently. We also used our recent Talkabout events to ask our employees and members for their help to identify where we need to focus our efforts over the next three years.

This feedback has identified four themes for our Organisation Improvement Strategy 2017-2020. These will enable us to continue to drive forward changes and improvements at pace to ensure we meet the demands required of a modern council.

## OUR ORGANISATION IMPROVEMENT THEMES



## MAKING IT HAPPEN AND MONITORING PROGRESS

Our delivery plan clearly sets out the actions we will take against each of the themes in order to bring about the required improvements and efficiencies to our organisation and how we operate. Progress against the delivery plan will be reported to and monitored by the Future Council Improvement and Growth Board on a bi-monthly basis.

We are aware that the environment in which we operate is constantly changing so it's important that throughout the next three years we continuously reflect, review and evaluate what we are doing to make sure we are still focussing on the right things and are making a positive difference. We will do this by undertaking a 'lessons learned' approach and by reviewing performance data, findings and recommendations from inspections, employee surveys and Investors in People assessments. We will also use feedback from employees, members, partners, communities and customers.

In addition, we have developed 10 areas of focus that are helping us to change the way we work. We have aligned the actions within this strategy to the 10 areas to help us to identify progress towards their achievement. These areas of focus are:

**1. Clear vision and values** – we have developed these together and they define what we are trying to achieve in our communities and for our customers, as well as how we do what we do.

**2. Customer focus** – we will understand all our customers and put them at the centre of everything we do.

**3. Commercial and business acumen** – we will focus on outcomes and making every penny count, removing bureaucracy and running our organisation really well for our customers and residents.

**4. Efficient delivery of projects and programmes** – we will strengthen and standardise our approach. Working together to ensure accountability and value for money.

**5. Innovative and managed risk taking** – we will remove barriers to change, encourage, support and empower our employees to develop great new ideas and implement improvements.

**6. Learning organisation** – we will invest in our employees, recognise success and achievement, and become stronger from our mistakes.

**7. Leaders at every level** – we will have leaders at every level of the organisation who are highly skilled, and able to inspire and empower their teams to respond effectively to local needs.

**8. Flexible workforce** – we will ensure our employees are healthy, agile, skilled, and flexible so that we can continue to meet our customers' changing needs.

**9. Working with our partners, communities and residents** – we will work better together to identify and meet local needs by joining up our work, and playing to our different strengths.

**10. Enabling organisation** – we will enable our partners, communities and residents to do more for themselves, rather than stepping in when we are not needed or where others can do something better than we can.

## ORGANISATION IMPROVEMENT STRATEGY 2017-2020 – HIGH LEVEL DELIVERY PLAN

Key Theme 1: Culture and behaviour change		<i>Continue to build and develop a healthy and positive organisational culture to ensure we are a customer focused, modern, efficient and business minded Future Council</i>		
We will	Delivered through	Priority	Future Council Focus Area	Key outcomes and success criteria
Further embed our vision and values into communications, strategies and processes to ensure they are at the heart of what we do and how we work	Communications Strategy Organisation Improvement Strategy	H	Clear vision and values	Vision and values recognised and understood by employees Values and behaviours are modelled throughout the organisation Positive feedback from customers
Further develop and embed a commercial culture through the implementation of a Commercial Services Strategy	Commercial Services Strategy	H	Commercial and business acumen	Commercial strategy in place Effective training and development programme in place
Further develop and embed a culture of accountability, effective performance management and learning from best practice	Corporate Governance Framework Corporate Project Management Approach Organisation Improvement Strategy	H	Commercial and business acumen Efficient delivery of projects and programmes Leaders at every level	Corporate governance requirements are met across the whole organisation Key performance indicators demonstrate a positive direction of travel Positive feedback from employees regarding the effective management of performance Positive results and feedback from inspections, assessments and reviews Projects delivered to time and within budget

<b>Key Theme 1: Culture and behaviour change (Cont'd)</b>		<b><i>Continue to build and develop a healthy and positive organisational culture to ensure we are a customer focused, modern, efficient and business minded Future Council</i></b>		
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Develop awareness and confidence amongst our employees and members to prioritise early help and a strengths based approach to enable our partners, communities and residents to do more for themselves	Organisation Improvement Strategy All Age Early Help Strategy Customer Services Strategy	H	Working with our partners, communities and residents Enabling organisation	Effective training and development programme in place Positive results from early help audits Case studies and success stories demonstrating how the change in approach has resulted in people being encouraged and enabled to do more for themselves
Build positive working relationships within the organisation and with our members, partners, communities, residents and the city region by working collaboratively and through integration and co-location	Organisation Improvement Strategy Barnsley Place Based Plan Children's Plan Safer Barnsley Strategy Asset Management Strategy	H	Working with our partners, communities and residents Customer focus	Positive feedback from employees regarding a reduction in silo working Case studies and success stories provide positive results arising from joint working, training and volunteering More regional and sub-regional partnerships in place Increase in ESV activity
Review our performance and progress in relation to culture and behaviour change through feedback from employees, customers and external assessments	Organisation Improvement Strategy	M	Learning organisation	Positive employee survey results regarding organisational culture Positive feedback from customers Positive feedback from external assessments demonstrating progress and improvements in relation to culture and behaviour change

<b>Key Theme 1: Culture and behaviour change (Cont'd)</b>	<b><i>Continue to build and develop a healthy and positive organisational culture to ensure we are a customer focused, modern, efficient and business minded Future Council</i></b>			
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Continue to build a culture that respects diversity, values the contribution a diverse workforce makes towards a flexible and innovative working environment and treats everyone with dignity	Workforce Diversity Plan Equality Scheme	H	Clear vision and values Flexible workforce	A workforce that better reflects the diversity of the local community Fewer employees reporting bullying or harassment at work



<b>Key Theme 2: Efficient and effective processes and technology</b>	<p><b><i>Ensure our processes and procedures are reflective of a modern council and provide efficiency and value for money as well as supporting creativity and innovation</i></b></p> <p><b><i>Provide reliable and efficient technology to mobilise our workforce and members and enable better and more efficient ways of working</i></b></p>			
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Undertake an end to end review of our policies, procedures and processes, using a LEAN approach where appropriate, to ensure we work efficiently, reduce costs, empower people to make timely decisions and are responsive to customer and business needs	Organisation Improvement Strategy  Commercial Services Strategy	H	Commercial and business acumen Innovative and managed risk taking Customer focus Leaders at every level	All policies, procedures and processes streamlined, improved and e-enabled where appropriate Positive feedback from employees regarding improvements to policies, processes and procedures Positive feedback from employees about effective and efficient decision making Positive feedback from customers
Develop and implement a commercial services strategy to ensure we clearly demonstrate value for money across all our activities, identify and develop innovative ways to maximise income and ensure we undertake effective procurement and commissioning	Commercial Services Strategy	H	Commercial and business acumen Customer focus	Council spend kept within budget Savings and efficiency targets are met Opportunities for generating income increase Performance data demonstrates value for money
Develop and implement a standardised corporate project management approach to ensure efficient delivery of projects and programmes	Corporate Project Management Approach	H	Efficient delivery of projects and programmes	Corporate project management framework and toolkit in place Effective training and development programme in place Corporate governance framework and programme and project boards are in place

<b>Key Theme 2: Efficient and effective processes and technology (Cont'd)</b>		<b><i>Ensure our processes and procedures are reflective of a modern council and provide efficiency and value for money as well as supporting creativity and innovation</i></b> <b><i>Provide reliable and efficient technology to mobilise our workforce and members and enable better and more efficient ways of working</i></b>		
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Provide appropriate hardware and software solutions that will allow our employees and members to access systems, data, information and intelligence when and where they are required in a safe and secure way	IT Strategy	H	Commercial and business acumen Flexible workforce	Each employee and member has access to appropriate technology and information Compliance with information and computer usage policies and legislation Reduction in the number of security breaches
Implement a corporate Learning Management and Appraisal system to provide a standard, centralised system which enables managers, employees, members and partner organisations to effectively manage their learning, development and performance	Organisation Improvement Strategy	H	Commercial and business acumen Learning organisation Leaders at every level	Corporate learning management and appraisal solution in place Reduction in administrative support for learning and development activities Internal and external employees can book and manage own learning Positive feedback from employees regarding opportunities for development

<b>Key Theme 3: Agile, healthy and engaged workforce</b>	<p><b><i>Ensure our workforce is healthy, resilient and able to work flexibly to meet the needs and expectations of our customers</i></b></p> <p><b><i>Ensure our employees and members are engaged, motivated, empowered, able to share ideas and get involved in decision making to shape the future organisation</i></b></p>			
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Review and revise our approach to agile and flexible working to ensure it continues to be responsive to customer needs and achieves business benefits	Organisation Improvement Strategy IT Strategy Asset Management Strategy	H	Flexible workforce	Revised approach to agile and flexible working in place Employees and members have access to appropriate technology and information Resources and skills can be used flexibly to meet business demands and customer needs Positive feedback from customers
Further embed workforce planning within the business planning process to support managers to predict future workforce demands and the skills needed to deliver the council's priorities	Organisation Improvement Strategy	M	Learning organisation Flexible workforce	Corporate workforce planning toolkit in place Workforce plans are in place for each Business Unit outlining actions to address future workforce issues, demands and skills
Support succession planning by developing career progression pathways for key roles to ensure we retain talent within the organisation	Organisation Improvement Strategy	M	Flexible workforce	Career progression pathways in place for all key roles Increase in the number of employees satisfied with career development opportunities Reduction in repeat recruitment exercises and recruitment costs Increase in retention rates
Support employees to improve their own health, wellbeing and resilience and promote the importance of health and wellbeing to others	Employee Wellbeing Plan	M	Flexible workforce	Effective health and wellbeing offer in place Increase in employee satisfaction Reduction in sickness levels

<b>Key Theme 3: Agile, healthy and engaged workforce (Cont'd)</b>	<p><i>Ensure our workforce is healthy, resilient and able to work flexibly to meet the needs and expectations of our customers</i></p> <p><i>Ensure our employees and members are engaged, motivated, empowered, able to share ideas and get involved in decision making to shape the future organisation</i></p>			
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Develop and implement an engagement plan which ensures two-way communication between employees and the organisation and provides them with opportunities to raise concerns, share ideas and get involved with decision making to shape the future organisation	Communications Strategy	H	Leaders at every level Innovative and managed risk taking	Employee engagement plan in place Increase in number of employees attending Talkabouts Increase in no of employees satisfied with opportunities to put forward ideas and suggestions Positive feedback from employees regarding opportunities to get involved in decision making
Develop and implement an engagement plan to provide opportunities for members to work collaboratively with officers to share ideas and get involved in decisions to shape the future organisation as well as encourage new candidates to stand as a Barnsley Councillor	Communications Strategy	M	Leaders at every level Working with our partners, communities and residents	Member engagement plan in place Increase in the number of members attending training, scrutiny and Member Talkabouts Increase in new candidates standing for the role of councillor

Key Theme 4: Developing the skills of our workforce and members		<i>Ensure that our employees, members and wider workforce take ownership for their own learning and development and have the right skills, knowledge and behaviours to perform effectively in their role, to support achievement of our priorities and plans and to meet our customers' needs and expectations</i>		
We will	Delivered through	Priority	Future Council Focus Area	Key outcomes and success criteria
Undertake a full review and refresh of our workforce and member development offer to ensure it continues to meet business needs and develops skills needed now and in the future	Organisation Improvement Strategy	H	Learning organisation Flexible workforce	Revised workforce and member development offer in place Increase in employees satisfied with training and development opportunities Increase in the number of employees and members engaging with training Increase in the number of employees with a Level 2 qualification and above Positive feedback from customers
Develop the skills of our workforce and members through a range of different approaches including coaching, mentoring, job shadowing, job rotation and secondments	Organisation Improvement Strategy	M	Learning organisation Flexible workforce	Corporate approach to blended learning in place Increase in the number of employees satisfied with training and development opportunities Positive feedback from customers
Develop the digital confidence of our employees and members to ensure they have the required skills and knowledge to embrace new technology, use it effectively and become digital role models supporting and encouraging others to use online services	Customer Services Strategy Organisation Improvement Strategy IT Strategy	H	Learning organisation Flexible workforce Enabling organisation	Increase in customer take up of online options Improvement in Members digital skills and confidence Increased take up of social media and online collaboration space by employees and members

Key Theme 4: Developing the skills of our workforce and members (Cont'd)		<i>Ensure that our employees, members and wider workforce take ownership for their own learning and development and have the right skills, knowledge and behaviours to perform effectively in their role, to support achievement of our priorities and plans and to meet our customers' needs and expectations</i>		
We will	Delivered through	Priority	Future Council Focus Area	Key outcomes and success criteria
Develop and implement a management toolkit and training programme to ensure consistent and effective management practice is in place across the whole of the organisation	Organisation Improvement Strategy	H	Learning organisation Leaders at every level Flexible workforce	Toolkit and training programme in place Improvement in employee feedback on management and management practice
Develop and implement a Future Leaders programme to retain the talent we have and develop the skills of our leaders of the future	Organisation Improvement Strategy	H	Learning organisation Leaders at every level Flexible workforce	Increase in the number of employees satisfied with training and development opportunities Increase in the number of employees satisfied with career development opportunities Increased retention rates Reduction in the number of management posts advertised externally
Use the 'Pathways to Success' initiative to develop the skills of our employees and wider workforce, to support workforce and succession planning and improve inequalities in our workforce demographic through the use of apprenticeships, traineeships, work placements, volunteering opportunities, supported internships, undergraduates and graduates	Organisation Improvement Strategy	H	Learning organisation Flexible workforce	Increase in the number of placement opportunities supported in the council Achievement of apprenticeship target Apprenticeship levy fully utilised Increase in the skills levels of our residents Improvement in workforce demographics

<b>Key Theme 4: Developing the skills of our workforce and members (Cont'd)</b>	<b><i>Ensure that our employees, members and wider workforce take ownership for their own learning and development and have the right skills, knowledge and behaviours to perform effectively in their role, to support achievement of our priorities and plans and to meet our customers' needs and expectations</i></b>			
<b>We will</b>	<b>Delivered through</b>	<b>Priority</b>	<b>Future Council Focus Area</b>	<b>Key outcomes and success criteria</b>
Develop and implement a leadership development programme for our members	Organisation Improvement Strategy	H	Leaders at every level	<p>Member leadership development programme in place</p> <p>No of members successfully completing the programme</p> <p>Increase in the number of members with a Level 2 qualification and above</p>

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## **Organisation Improvement Strategy 2017-2020**

### **Equality Impact Assessment Statement**

**March 2017**

This Equality Impact Assessment Statement is an assessment of how the Council intends to promote equality and diversity within the Organisation Improvement Strategy and specifically as to how it can promote the Council's objective to improve the diversity of the workforce to better reflect the diversity of the local population. This statement will be reviewed and revised alongside the strategy as it is implemented, monitored and reported. It will also inform the development of the Workforce Diversity Plan in 2017 and the revised Equality Scheme due in 2018.

#### **Key Theme 1: Culture and behaviour change**

This objective has a direct relevance to the equality objective of the Council to have a workforce that better reflects the diversity of the local community. The culture of an organisation is a key factor in determining how diverse it is and can be in the future. As such the theme includes a specific action to create a culture that promotes diversity and ensures there is a safe working environment for everyone regardless of their identity or background

#### **Key Theme 2: Efficient and effective processes and technology**

This theme has an indirect relationship to the equality objective of the Council to have a workforce that better reflects the diversity of the local community. Whenever a business process or the technology that sits behind a business process is redesigned, this can lead to different working practices, different working environments, organisational structures and job descriptions. This can have differential impacts on those employees who are less able to adapt quickly or to take advantage of new opportunities, possibly due to caring responsibilities, disability or medical conditions. The Council will therefore ensure that when implementing the actions associated with this theme, we will consider the impact on different groups of employees and plan to ensure there is equal opportunity for everyone. This would include ensuring the Learning Management and Appraisal system can understand the comparative outcomes achieved by diverse groups of employees.

#### **Key Theme 3: Agile, healthy and engaged workforce**

This theme has an indirect relationship to the equality objective of the Council to have a workforce that better reflects the diversity of the local community. Engagement enables us to better understand the experiences, expectations and aspirations of those who work for us. By

understanding how these experiences, expectations and aspirations vary between diverse groups enables us to identify any areas of concern and to take appropriate actions to deliver greater equality of opportunity and outcomes for our workforce. Succession planning also enables us to think about how an increasingly diverse workforce enables us to be more flexible and to retain the skills we need within the organisation.

We will ensure that our plans for two way communication and engagement with employees will address equality and diversity concerns and successfully involves relevant diverse groups of employees.

Our plans to encourage new candidates to stand as a Barnsley Councillor will seek to ensure that this opportunity is open to people from all sections of the local community, from all backgrounds and identity.

#### **Key Theme 4: Developing the skills of our workforce and members**

This theme has an indirect relationship to the equality objective of the Council to have a workforce that better reflects the diversity of the local community. The aim is to enable employees to take ownership for their own learning and development so they have the skills, knowledge and behaviours required by Future Council. However we recognise that not all employees start from the same position or are as able to take advantage of the opportunities available to them.

In all the actions we take to promote the skills of our workforce and members we will ensure that we set clear equality objectives and monitor the outcomes achieved for diverse groups of employees or members.

**BARNSELEY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

**REPORT OF THE  
EXECUTIVE DIRECTOR, COMMUNITIES  
TO CABINET ON 22nd March, 2017**

**COMMUNITY ENGAGEMENT STRATEGY**

**1. PURPOSE OF REPORT**

- 1.1 To gain Cabinet approval to publish and implement the Community Engagement Strategy

**2. RECOMMENDATIONS**

- 2.1 **Cabinet consider the Community Engagement Strategy and approve for publication and implementation.**
- 2.2 **Cabinet discuss the themes raised in the strategy and ideas such as the “Barnsley Deal” to help in implementing the strategy based on their extensive experience within our local communities.**

**3. INTRODUCTION**

- 3.1 In our Corporate Plan 2017-20, we recognise that our role as a local authority is changing. We've committed to helping people to do more for themselves, for each other and for their community.
- 3.2 To achieve our corporate priority of helping communities to become strong and resilient, we need to strengthen community involvement and encourage innovation and change through community action. This can be achieved through an integrated approach. Community engagement is everyone's business.
- 3.3 Building on our previous work We will do this by developing a clear, consistent and joined up approach to community engagement, and by developing the Barnsley Deal, which sets out exactly what we deliver and what our expectations from the community are. We will share these with the public to illustrate our role as the Council, and clearly define the role of residents in the community. The proposed name for this is the “Barnsley Deal”. As we develop the Barnsley Deal work further throughout 2017 more consultation will take place about our proposed approach. This will flow from our 2017/18 business planning process.
- 3.4 The Community Engagement Strategy has been informed by all our past work on the Community Offer over the past five years. It builds on this to outline the approach we'll take to make sure community engagement is more co-ordinated and at the heart of what we do, and joins up even more closely with Barnsley's voluntary

and charity sector as well as our local businesses. This strategy is much wider than our previous resident engagement strategy.

- 3.5 In line with the new corporate approach, the strategy has been kept brief, setting out where we want to be, how we're going to get there and how we will know when we've achieved our aims.
- 3.6 A detailed project and delivery plan setting out the implementation of this strategy will be developed in line with the timescales set out in the strategy.

#### **4. PROPOSAL AND JUSTIFICATION**

- 4.1 The Future Council 2020 report, seen by Cabinet on 21 September 2016 (Cab 21.9.2016/6), stated the need to encourage behaviour change within our communities.
- 4.2 We've done lots of work through developing our Community Offer to help us engage with communities to unlock ability, capacity and drive. We now need to build on this to inspire real behaviour change.
- 4.3 We know from our residents' survey, carried out in September 2015, that when people living in Barnsley feel informed, they're much more likely to trust the council and think the organisation acts on concerns.
- 4.4 The residents' survey also told us that 20% of residents would like to get involved in their local community and to improve their neighbourhood. This shows real potential for growth.
- 4.5 The Love Where You Live campaign has been successful in creating a network of around 3,500 volunteers. The cashable value of the time volunteered equates to around £200,000 every year. This shows our communities are willing to get involved if we show them how.

There is a recognition that local businesses are a key component of our communities and successful engagement of this sector through the strategy provides a real opportunity to further build local capacity and self-resilience.

- 4.6 We've worked hard to lead change and successfully build engagement within our organisation. We now need to pay more attention to improving communication and engagement with our communities. We must also clearly communicate the role of a modern local authority as well as our core service offers, linked to our outcomes.
- 4.7 Rather than engagement being the work of a number of small teams in silos, we need to join up all our work and develop a wider capacity and intelligence. By doing this we can build the confidence, capability and skills of all staff from across the council to support this new approach. This will be supported by a workforce development offer and tool kit for employees.
- 4.8 The actions that will result from this strategy will be set out in a detailed project plan, and will include:
  - Working with business units to define what 'The Deal' looks like
  - Working with business units to define and audit pockets of engagement activity

- Developing what The Barnsley Deal looks like, and working up examples linked to every corporate outcome
- Workforce development activity to increase skills in community engagement
- Involving communities in developing The Barnsley Deal
- Consulting widely on The Deal
- Taking The Deal into communities and using as a tool to inspire community action
- Engage local businesses to establish their role and contribution on building sustainable communities.

## **5. CONSIDERATION OF ALTERNATIVE APPROACHES**

### **5.1 Continue with our current approach**

A lot of work has taken place to develop community engagement already, with a great deal of success. This work, however, has mainly been carried out by a number of small teams within the council, and has not always been consistent. We can only improve our community engagement if we embed the approach across the organisation.

### **5.2 Commission partners or external suppliers to do this work**

Analysis of the work done so far and the potential within our organisation and our communities shows that there is so much we can do without the need to commission this work. We need to own community engagement and make it everyone's responsibility.

## **6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS**

### **6.1 Our community engagement work aims to strengthen community involvement and encourage innovation and change through community action. This has implications for every person living and working in Barnsley, because we are asking them to work together with us to help make Barnsley a better place to live and work.**

## **7. FINANCIAL IMPLICATIONS**

### **7.1 There are no immediate financial implications emerging as a result of this report. The Council will maximise internal capacity to support the implementation of the strategy. A business case will be developed should there need to be investment in marketing and branding.**

## **8. EMPLOYEE IMPLICATIONS**

### **8.1 There will be workforce development needs, as employees will need to develop their skills. This is outlined in the Organisation Improvement Strategy. A workforce development offer including an employee toolkit will be created.**

### **8.2 A review of how engagement functions operate across the council may lead to future employee implications. These will be brought to Cabinet if identified.**

## **9. COMMUNICATIONS IMPLICATIONS**

### **9.1 Communication is a key part of successful engagement. The communications team has been fully involved in the development of this strategy. Such extensive behavior**

change activity requires constant communications support from launch, through implementation and to ensure sustainability through making sure engagement is part of all the council's key campaigns., and will help to drive the implementation through a robust project plan supported by an extensive communications and engagement plan.

## **10. CONSULTATIONS**

10.1 The following people have been consulted in the development of this strategy:

Senior Management Team  
Michael Potter, Workforce Improvement and Communications  
Paul Hussey, Stronger, Safer and Healthier Communities  
Rachel King, Communications  
Hazel Shaw, Customer Services  
Nina Sleight, Early Start and Prevention  
Tom Smith, Employment and Skills  
Phil Hollingsworth, Stronger Barnsley  
Paul Clifford, Economic Regeneration  
Elaine Equeall, Volunteering and Engagement  
Jules Horsler, Equality and Inclusion

## **11. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK**

- 11.1 This strategy forms part of the council's key strategies being developed to support the delivery of the council's priorities, in particular our priority to develop strong and resilient communities.
- 11.2 The need to improve engagement to unlock community action and drive behavior change is referenced in the council's Corporate Plan.

## **12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION**

- 12.1 The council's equality and inclusion team has been involved in the development of this strategy, and will be consulted with as the project plan is developed and delivered to make sure we're considering all aspects of equality and diversity in our work and giving all members of our communities the opportunity to get involved.

## **13. TACKLING THE IMPACT OF POVERTY**

- 13.1 By helping people to take responsibility for their local community, we can help people build confidence, skills and capability. This can lead to people having confidence to find work or find a way out of poverty.

## **14. TACKLING HEALTH INEQUALITIES**

- 14.1 By encouraging people to become more active in their local community, we can have a direct impact on health and wellbeing. By helping people to take responsibility for their local community, we can encourage them to be accountable for their own health and wellbeing.

## **15. REDUCTION OF CRIME AND DISORDER**

- 15.1 Community Engagement has already shown to improve community resilience and discourage people from causing damage in their local area. Work carried out in Goldthorpe is a great example of this. Community members worked together to clear fly-tipping and paint a bridge. The previously notorious fly-tipping site has stayed clear and the fence has stayed free from graffiti.

## **16. RISK MANAGEMENT ISSUES**

- 16.1 Community Engagement is highlighted as a risk on the council's risk register. The risk of community engagement not being developed means that expectation will still be placed on the council to deliver every service for everybody. Reducing budgets whilst improving the services we need to deliver means this level of expectation must change, and communities must take responsibility in supporting their local areas.

## **21. LIST OF APPENDICES**

Appendix 1: Community Engagement Strategy

## **22. BACKGROUND PAPERS**

Corporate Plan, published January 2016

Future Council 2020 Cabinet report, 21 September 2016

Residents' Survey report, September 2015

**Officer Contact:** Paul Hussey/Michael Potter

**Telephone No:** 775834/4594

**Date:** 6 March 2017

Financial Implications/Consultation



.....  
*(To be signed by senior Financial Services officer  
where no financial implications)*

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# COMMUNITY ENGAGEMENT STRATEGY 2017-2020



OUR PRIORITIES

**THRIVING**  
& VIBRANT ECONOMY

OUR PRIORITIES

PEOPLE

**ACHIEVING**  
THEIR POTENTIAL

OUR PRIORITIES

**STRONG**  
& RESILIENT COMMUNITIES

**ONE**  
COUNCIL

CLEAR VISION AND VALUES • CUSTOMER FOCUS • COMMERCIAL AND BUSINESS ACUMEN • EFFECTIVE DELIVERY OF PROJECTS AND PROGRAMMES • INNOVATIVE AND MANAGED RISK TAKING • LEARNING ORGANISATION • LEADERS AT EVERY LEVEL • FLEXIBLE WORKFORCE • WORKING WITH OUR PARTNERSHIPS AND RESIDENTS • ENABLING ORGANISATION

## WHY DO WE NEED TO ENGAGE WITH OUR COMMUNITIES?

Our communities have a central role to play in influencing and shaping what happens in Barnsley. In our corporate plan we recognise that our role as a local authority is changing, and we've committed to helping people to do more for themselves, for each other and for their community.

When community engagement is strong, the following things happen:

- Residents understand and trust the work of the council
- Residents play a part in decision making
- The relationship between the council and residents is mutual, instead of residents being passive recipients
- Community members and groups are involved in work to support their area
- High numbers of people interested in the change we need to make, and willing to help us shape that change
- Innovation and change takes place through community action
- Integration of businesses into the local community helping to maximise social responsibility opportunities.

We've worked hard over the last five years to develop our role as a modern local authority, working in partnership with our residents, partners and businesses. Our priority to Build Strong and Resilient Communities has started to take us from a paternal to an enabling role.

Our work so far has helped us to engage with and support communities to unlock ability, capacity and drive to help us to provide services in a different way. We now need to build on this to inspire further change across a wider section of the community. We will do this by developing a clear, consistent and joined up approach to community engagement, and by developing the Barnsley Deal, which sets out exactly what we deliver and what our expectations from the community are.

This strategy has been informed by our past work on the Community Offer. It outlines the approach we'll take to make sure community engagement is joined up and is at the heart of what we do and sets out how we can clarify our core service offers linked to our outcomes.

### AIMS:

1. Clarify our role as a modern local authority Increase the effectiveness and efficiency of engagement activity
2. Strengthen community involvement
3. Encourage innovation and change through community action
4. Build the confidence and capability of all staff from across the council in this work
5. Strengthen links between groups and all parts of the Community
6. Develop the role of local businesses in the creation of self-resilient communities



# What do we mean by community engagement?

We know from our past successes that good community engagement:

- Leads to innovative solutions
- Makes best use of the resources available
- Gives everyone the opportunity to influence and be part of the solution.
- Depends on people.
- Is bottom up and local, developed in response to community assets and issues that exist in each place
- Recognises people as assets with knowledge and skills as well as needs, Connects people to their communities
- Creates healthy places that build social capital

To achieve this we need to provide opportunities for engagement at all levels.

<p><b>Information giving</b></p> <p>We provide people with information about events, services, policies and decisions which might affect and/or interest them. We provide it in a way that can be easily accessed and understood. Individuals may then choose to respond to this if they wish.</p>	<p><b>Examples of our information giving</b></p> <ul style="list-style-type: none"> <li>▪ Campaigns to change behaviour such as our recent fly-tipping campaign</li> <li>▪ Area Council meetings</li> <li>▪ Our website</li> <li>▪ Newsletter and e-mail updates</li> <li>▪ Local community group websites</li> <li>▪ Our social media pages</li> <li>▪ News in local media</li> <li>▪ Information stands at local galas and fairs</li> <li>▪ Area Council and Ward Plans</li> </ul>
<p><b>Consultation</b></p> <p>We invite people to give an opinion on a particular issue such as a planning proposal, a service they receive or what they think could be done to address their needs. Feedback is taken into account in decision making. An example of this would be the new town centre development and the development of a new, modern library service that meets people's needs.</p>	<p><b>Examples of our consultation</b></p> <ul style="list-style-type: none"> <li>▪ Broad consultation on planned changes such as the local plan and town centre development</li> <li>▪ Specific consultation with affected groups</li> <li>▪ Area Council/Ward based consultation</li> <li>▪ Consultation with service users and communities of interest</li> <li>▪ Young people's audit</li> </ul>
<p><b>Community Involvement</b></p> <p>This means that People have more of a say in the decisions made about the services they use or their local area, so that they can be part of that decision and where possible the outcome. For example this might include being part of an equality forum, member of Health-watch, a tenant and resident association representative or a young person's Care 4 Us Council member</p>	<p><b>Examples of our community involvement</b></p> <ul style="list-style-type: none"> <li>▪ Neighbourhood Networks</li> <li>▪ Public planning events</li> <li>▪ Community action projects</li> <li>▪ Funding advice to support community action</li> <li>▪ Service user and carer forums</li> <li>▪ Family centre advisory boards</li> <li>▪ Youth Council meetings</li> <li>▪ Working with business owners to help shape the town centre development</li> </ul>
<p><b>Co-production</b></p> <p>For us this means genuine sharing of power with residents; recognising that we both have vital contributions to make in order to improve quality</p>	<p><b>Examples of our co-production</b></p> <ul style="list-style-type: none"> <li>▪ Community-run projects such as community gardens, developed through the love where you live campaign</li> </ul>

<p>of life for people and communities. This is where real behaviour change drives action and can include jointly planning, allocating resources, delivering and reviewing services and involvement in the commissioning of services.</p>	<ul style="list-style-type: none"> <li>▪ Involving service users and carers in the commissioning of our adult social care services</li> <li>▪ Involving people in developing our strategies</li> <li>▪ Collaboration with local business to realise community priorities</li> </ul>
<p><b>Devolved responsibility</b> People play an active role in their communities, delivering activities and services. We support communities and voluntary, community and faith groups to identify their own needs and, within the resources available, take action to meet them. When community action is at this level we can support communities to build their skills and capacity to deliver services for themselves.</p>	<p><b>Examples of our devolved responsibility</b></p> <ul style="list-style-type: none"> <li>▪ Community representatives on Ward Alliances</li> <li>▪ Voluntary groups delivering local care services</li> <li>▪ Local area funding through Ward Alliances</li> <li>▪ Equality Forum groups</li> <li>▪ Voluntary organisations delivering commissioned services</li> </ul>

## WHAT ARE OUR COMMUNITY ENGAGEMENT STANDARDS?

To make sure our community engagement is inclusive and meets a consistent quality we refer to the National Standards (2016 revision). These inform our practice for involving communities in all aspects of engagement.



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## HOW WILL WE IMPROVE OUR COMMUNITY ENGAGEMENT?

Through the work we have previously undertaken to develop the community offer, our communities asked us to be clear in our message about what we could offer so that the offer from the community can be clear in return. We agreed together the need for shared responsibility to achieve the best deal for everyone

Building on this we want to develop the 'Barnsley Deal' which will enable us to share with our communities how our role has changed, what local people can get involved in and what we need help with.

To achieve this, we will work with all services across the council to clearly define the roles of our customer facing services, what we can realistically offer and in relation to each of these services we want to support our communities to develop what can be offered by them.

Once we have developed a starting point, we will involve communities in helping us to develop our deal further consulting widely to make sure everyone has a chance to be involved. We will consider all feedback before making decisions.

The deal will then be communicated widely acting as a golden thread that links all our community involvement conversations and information giving on future changes we're making and the work we're doing. Our aim is that each of the outcomes we are working towards as a Council will be linked to a deal that we can all contribute to, including:

1. Create more and better jobs and good business growth
2. Increase skills to get more people working
3. Develop a vibrant town centre
4. Strengthen our visitor economy
5. Create more and better housing
6. Every child attends a good school and is successful in learning and work
7. Reducing demand through access to early help
8. Children and adults are safe from harm
9. People are healthier, happier, independent and active
10. People volunteering and contributing towards stronger communities
11. Protecting the borough for future generations by recycling and using renewable energy
12. Customers can contact us easily and use more services online

To make sure this approach is adopted by all services consistently and regularly, the deal will be part of our business planning and performance management process, this means we can check that the deal is working and having real outcomes.

## WHEN? - TIMELINE FOR DELIVERY

The detailed project plan provides more detail, but an outline timeline is:

<b>April 2017</b>	Publish strategy
<b>April 2017</b>	Develop detailed project plan and communications & marketing plan
<b>May-June 2017</b>	Work with Business Units to define roles
<b>July-August 2017</b>	Involve communities
<b>September 2017</b>	Consult widely
<b>July – September 2017</b>	Work internally with services to ensure adoption of the Deal
<b>October 2017</b>	Publish the Deal and use in all our conversations
<b>October 2017 onwards</b>	Take the Deal into communities and use as a tool to develop devolved responsibility

## HOW WILL WE KNOW WE'RE GETTING IT RIGHT?

<b>Aim</b>	<b>Measure(s)</b>
Clarify our role as a modern local authority	<ul style="list-style-type: none"> <li>All customer facing services publish the deal relevant to their service area</li> <li>Customers understand the Barnsley Deal (ask for feedback – how?)</li> </ul>
Strengthen community involvement	<ul style="list-style-type: none"> <li>Increase in number of volunteers/volunteer hours</li> <li>Increase in number of community delivered services</li> <li>Increase involvement in consultation and engagement activity at area level</li> </ul>
Encourage innovation and change through community action	<ul style="list-style-type: none"> <li>Number of community delivered initiatives delivered</li> <li>Number of people helped through community led activities</li> <li>Personal case studies from people who have got involved or received support</li> <li>Number of community mentors</li> </ul>
Build the confidence and capability of all staff from across the council in this work	<ul style="list-style-type: none"> <li>Number of business units developing 'The Deal' to clarify their offer</li> <li>Number of business units actively promoting The Deal and using the terminology in their conversations</li> </ul>

## FIND OUT MORE

For more details about the Barnsley Deal and to register your interest visit [www.barnsley.gov.uk/deal](http://www.barnsley.gov.uk/deal)

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## **Equality Impact Assessment Statement**

It is our duty to make sure our engagement activity is effectively serving the population of Barnsley. The Community Engagement Strategy will allow us to make sure the council is carrying out engagement activity effectively, listening to feedback and learning from this to help shape future services.

Engagement and consultation on the Barnsley Deal, a part of the Community Engagement Strategy, will need to be inclusive and give everybody an opportunity to get involved. We will make sure this is done robustly by taking the Deal to Barnsley Reach for scheduling into equality forums for discussion. We will also make sure the engagement process is accessible for the diverse communities and will seek the advice of the equality forums as to how best to do this.

In terms of the delivery of the wider Engagement Strategy, we need to be clear about what equality and diversity outcomes we want to achieve.

### Equality Objective:

The diversity of respondents or participants in community engagement initiatives reflect the diversity of the local community.

### We will achieve this by:

- Proactively targeting groups which are traditionally under-represented / hard to reach in community engagement projects.
- Working closely with the network of equality forums to jointly coordinate, plan and deliver community engagement initiatives.
- We will have a better idea of how good our engagement has been with diverse groups.( A “good” engagement exercise will be one that not only involves a diverse representation of respondents but also one that delivers meaningful findings that help us to deliver better services to diverse communities.)
- Our engagement will be more understandable, accessible and inclusive by being more concise and co-ordinated.

### We will measure our success by:

- The percentage of respondents / participants in each community engagement activity that are from diverse communities (in all cases gender, age, disability, ethnicity and where appropriate, also sexual orientation, religion or belief, and transgender status).

The Community Engagement Strategy will help us to deliver these outcomes by ensuring a co-ordinated approach to the development, delivery and measurement of engagement activity carried out across the organisation.

We will measure the level of engagement with diverse groups by putting procedures in place to consistently log equality data. This can easily be done when consulting using online surveys, but is more difficult to manage in face to face conversations. We will introduce an equality monitoring form to standardise the recording of this data.

When employees have received the necessary community engagement training and toolkits, business units will be accountable for effective and inclusive engagement activity, and will be expected to follow new engagement policies and procedures.

When carrying out engagement activity on social media, where it has been traditionally difficult to capture equality data, we will always direct people towards online polls where personal information can be collected. We will seek to make these polls as accessible as possible, in particular for those whose disability may make completing on-line surveys difficult.

There will always be some engagement activity that will be difficult to capture equality data for, but the delivery of the Community Engagement Strategy allows us to be much more robust and consistent in our approach to make sure we are effectively targeting these harder to reach groups.

We will review the effectiveness of the community engagement strategy every six months to make sure our new approach is working and to make any changes if needed.

**BARNSELEY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not\* been included in the relevant Forward Plan**

**Report of the Executive  
Director, Place Directorate**

**THE RELEASE OF A REVISED AIR QUALITY ACTION PLAN FOLLOWING  
CONSULTATION**

**1. Purpose of report**

- To inform members of the outcome of the consultation process for the Barnsley MBC Air Quality Action Plan.
- To seek members approval for the release of the Action Plan, and implement the actions contained within.

**2. Recommendations**

It is recommended that:

- 2.1 Members note the outcome of the statutory consultation and subsequent amendment of the Plan; and recommend release of this Plan and implementation of actions contained within.

**3. Introduction**

- 3.1 Members will recall the production of the revised Air Quality Action Plan and their approval for release for formal consultation and further discussion, including stakeholders external to the Council (Cab 21.09.2016/9 Item 85 refers). This Plan replaces the existing one, produced in 2012.
- 3.2 To recall, the Plan has been developed in order to improve air quality in Barnsley's air quality management areas (AQMA's), and the Borough as a whole. Previous assessments of the Borough's air quality have highlighted several areas requiring the declaration of AQMA's, for which Cabinet approval has been granted. All of these AQMA's were declared due to traffic emissions causing exceedance of the annual average standard for the polluting gas nitrogen dioxide.
- 3.3 Following cabinet approval, statutory consultation on the Plan was undertaken between 1<sup>st</sup> November and 16<sup>th</sup> December 2016, and comments were invited from stakeholders within and external to the Council. The

consultation primarily consisted of a questionnaire on the Council consultation portal, asking for comment. The portal therefore has access to all those wishing to comment. In addition, several organisations were contacted directly, advising them of the opportunity to comment. These organisations are listed in appendix A.

- 3.4 The received consultation comments are discussed below. No fundamental change of the Plan was subsequently required, and no actions rejected as a result of the consultation. The number of comments received was very low.
- 3.5 Concern was raised by Langsett Parish Council that the proposed actions to improve air quality within AQMA 6 (Langsett) were too vague and without timelines. This AQMA was declared due to traffic emissions along the A616 trunk road which passes through the village, with Highways England being the authority for this road. The Council's position is that Highways England have a responsibility for reducing emissions from their road network. Consequently, the Council has ongoing dialogue with Highways England; more recently regarding their proposals for the general upgrade of this route between Greater Manchester and South Yorkshire, and the subsequent impact on air quality. Although this dialogue has proved challenging at times; recently, following a meeting involving the Parish Council and Highways England, there has now been an expression of renewed commitment from Highways England to work with ourselves and the Parish Council. This Service is therefore working to progress this issue.
- 3.6 The Environment Agency commented on the Plan. Whilst the Agency were generally supportive, they recognised that the Plan was primarily focused on reducing traffic emissions. Consequently the Agency raised several issues regarding emissions from stationary sources (industry and domestic sources). These have been subsequently addressed within the final version by linking these comments to those actions within the Plan which deal with emissions from industrial and domestic sources.
- 3.7 Public Health also made several comments, particularly involving general awareness raising of air pollution and its impact. Regulatory Services will subsequently work with Public Health to address these issues, including assessing the feasibility of disseminating air quality bulletins more widely.
- 3.8 A resident of Hoyland Common raised several general concerns regarding the Plan, including the impact of diesel vehicles and how the planning process deals with the air quality impact of new development. Following the consultation, these concerns are now being addressed directly with the resident.
- 3.9 A resident of Kendray has noted the predicted uptake in electric vehicles, and asks whether this uptake can be further incentivised amongst Council employees by the Council offering an assisted purchasing scheme for these vehicles. Consequently, this issue has been raised with the relevant Council department, who state that assisted purchase schemes no longer exist within the Council.

- 3.10 There were also comments from two members, one relating to smoking in public places, which has been referred to Public Health for comment, the other relating to the uptake of electric vehicles. Consequently, the Plan has been revised to further emphasise the future important role of these vehicles, and how accelerated uptake can have air quality benefits.
- 3.11 Following approval by Cabinet, the Plan will also be submitted to Defra, with progress on the Plan being then statutorily reported to Defra on an annual basis (the Annual Status Report). The Plan will also be made available via the Council's air quality web page (<https://www.barnsley.gov.uk/services/pollution/air-pollution/air-quality/>). Progress with the Plan will also be scrutinised by the Council's Air Quality Action Plan Steering Group. It is intended that the next meeting of the Steering Group will take place in Spring 2017, in order to meet Defra deadlines for submission of the Annual Status Report.

#### **4. Consideration of alternative approaches**

- 4.1 Local air quality management is a statutory duty, including consultation on the draft plan. Following cabinet approval of the final version, the plan will be forwarded to Defra, including a summary of the consultation process. Progress with local air quality management has to be reported to Defra on an annual basis. Any non-adoption of the plan may be interpreted by Defra as Barnsley MBC not showing the necessary commitment in meeting its statutory local air quality management duties. Consideration also should be given to the potential local health benefit of the plan, and this not being realised if the plan did not proceed.
- 4.2 Due to continuing failure of the UK Government to meet EU limit values for nitrogen dioxide gas, the EU started legal proceedings against the UK Government in 2014. As a consequence, the UK Government was required to produce a National Air Quality Action Plan, containing national and local actions (including the introduction of mandatory "Clean Air Zones" into several UK cities). Consequently, this action plan was challenged in the UK High Court by a group of UK environmental lawyers in 2016, on the grounds of the National Plan not being sufficiently ambitious to meet legal limits in the shortest possible time. The High Court upheld this challenge, and ordered that the Government revise these plans, taking into account the legal challenge. Government accepted the ruling and now intend that a revised National Plan will be ready for consultation on 24<sup>th</sup> April 2017, with a view to release the final version on 31<sup>st</sup> July 2017.
- 4.3 Clean Air Zones are areas where action is focussed to improve air quality and the cleanest vehicles are encouraged. They combine immediate action to improve air quality with broader approaches. Where there are the most persistent pollution problems this is supported by access restrictions for the most polluting vehicles.

- 4.4 Early indications suggest that the revised National Plan could be more ambitious than the first Plan, although this will not be confirmed until release of the consultation draft. Should this be the case however, this may have implications for Barnsley and the wider Sheffield City Region, particularly if there is an increased requirement for mandatory Clean Air Zones within the City region for instance. Consequently, if the National Plan has significant impact in Barnsley (and our Action Plan) or the City Region, then the implications will be reported to cabinet in due course.
- 4.5 Consideration was given to delay the publication of the final version of the Barnsley Plan in light of the above. It should be noted however that the revision of the National Plan did not form part of the original consultation (the High Court ruling was made after the start of the consultation). Should there be significant impact for the Borough, this can be addressed with a further revision of the Plan, if this is deemed necessary. It is therefore intended that the Plan as it currently stands shall go forward, subject to Cabinet approval.

## **5. Proposal and justification**

- 5.1 This report proposes that members support the release of the revised air quality action plan. Adoption of the plan is required in order to secure air quality improvement (with associated health benefits) in order to meet the Council's statutory obligations and work towards attainment of UK and European Union air quality limit values.

## **6. Implications for local people / service users**

- 6.1 Implementation of actions within the plan will assist in reducing local people's exposure to ambient air pollution, both within the Borough's AQMAs, and in the Barnsley MBC area as a whole. This reduction will have associated health benefits.

## **7. Financial implications**

- 7.1 Consultations on the financial implications have taken place with representatives of the Director of Finance, Assets & IT.
- 7.2 There will be minimal staffing resources required in the subsequent implementation of the plan, the costs of which will be contained within the services' existing staffing requirements..
- 7.3 At this stage the cost of any required remedial actions are unquantifiable. Further reports will therefore be presented to Cabinet once recommendations have been investigated and the specific financial implications of these have been calculated.

## **8. Employee implications**

- 8.1 There are no employee implications.

## **9. Communications implications**

- 9.1 Improving local air quality will assist in making the Borough a healthier and more attractive place for people who live, work or visit.

## **10. Consultations**

- 10.1 This report details the outcome of the statutory consultation.

## **11. The Corporate Plan and the Council's Performance Management Framework**

- 11.1 A Corporate Plan performance indicator has been being developed for air quality - *CO25 Air quality nitrogen dioxide levels – microgrammes per cubic metre under Outcome 11 – Strong and Resilient Communities, Protecting the borough for future generations (target date for achievement being 2020)*. The target of 40 microgrammes per cubic metre relates to the annual average European Limit Value, and is the standard that the actions within the plan are aimed at achieving.

## **12. Tackling health inequalities**

- 12.1 Nationally, it is recognised that areas of poor air quality tend to be typically located in areas which are less economically advantaged. Improving air quality in these locations subsequently contributes towards improving social cohesion. Less economically advantaged areas tend also to experience poorer health, so general improvement in air quality will also be of further benefit.

## **13. Climate Change & Sustainable Energy Act 2006**

- 13.1 Actions to reduce emissions of local air pollutants will generally have a beneficial impact on carbon reduction.

## **14. Risk management issues**

- 14.1 UK legislation originally required local authorities “to work towards” achieving the standards, with the nitrogen dioxide annual average air quality standard originally expected to be achieved by 2010 within the UK. Following widespread continued breaching of the objective (and EU limit value) within Europe and the UK however, the EU started legal proceedings against the UK Government, requiring them to submit plans to them, detailing actions to meet the EU limit values for nitrogen dioxide in the shortest possible time. Any subsequent delay in meeting the standards **could** result in the UK Government being fined. This situation is however now very unclear following the result of the EU referendum.
- 14.2 This may however have implications for Barnsley MBC, as there is a possibility that local authorities could become liable to pay these fines to central Government under the Decentralisation and Localism Act. This is a

continuing issue and a definitive position has still yet to be reached. Regulatory Services continue to monitor developments and should it prove necessary, this Service will report back to Cabinet.

#### 14.3 Risk Description Table:

<b>Risk Description</b>	<b>Solution / Mitigation</b>	<b>Risk Level</b>
<b>Non-attainment of EU annual average limit value for nitrogen dioxide</b>	Report to Defra on progress with Barnsley MBC actions to improve air quality, in order to demonstrate to Defra that Barnsley MBC is meeting its air quality obligations. In addition, to continue to bring to Defra's attention the need for national actions to ensure compliance.	High, but will be reduced by the mitigating actions in the action plan
<b>Imposition of fines on Barnsley MBC due to non-attainment of EU annual average limit value for nitrogen dioxide by 2015</b>	This situation is still unclear. Regulatory Services will monitor developments and should it prove necessary, this Service will report back to Cabinet.	Currently not known
<b>National Air Quality Plan may require Clean Air Zone (along with other UK towns and cities)</b>	Consultation starts April 2017, with revised plan due July 2017	Cabinet report explaining implications and response to national plan consultation

### 15. Compatibility with the European Convention on Human Rights

- 15.1 Revising the Action Plan, followed by a statutory consultation, is considered to be compatible with the European Convention on Human Rights.

### 16. Promoting equality, diversity, and social inclusion

- 16.1 The Equality and Inclusion Manager was consulted in order to ensure that the plan was made available to diverse communities.

### 17. Conservation of biodiversity



- 17.1 There are several non-statutory air quality standards relating to the protection of the natural environment. Any emission reduction as a consequence of adoption of the action plan will assist in compliance with these particular standards.

18. **Glossary**

AQAP – Air Quality Action Plan

AQMA – Air Quality Management Area

Defra – Department for Environment, Food and Rural Affairs

European Union Limit Value – an air quality standard that all EU member states are expected to comply with

Nitrogen dioxide – a polluting gas, particularly associated with traffic emissions.

19. **List of appendices**

**Appendix A List of Consultees and Consultation Comments**

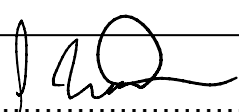
22. **Background papers**

Final Version – Barnsley MBC Air Quality Action Plan 2017-2021

Officer Contact: Chris Shields Telephone: No 01226 773843 Date: February 2017

Financial Implications /  
Consultation

.....  
(To be signed by senior Financial Services officer  
where no financial implications)



## **Appendix A – External consultees contacted directly**

Neighbouring local authorities (Doncaster, Rotherham, Sheffield, Wakefield, Kirklees, High Peak)

Environment Agency

Highways England

Stagecoach

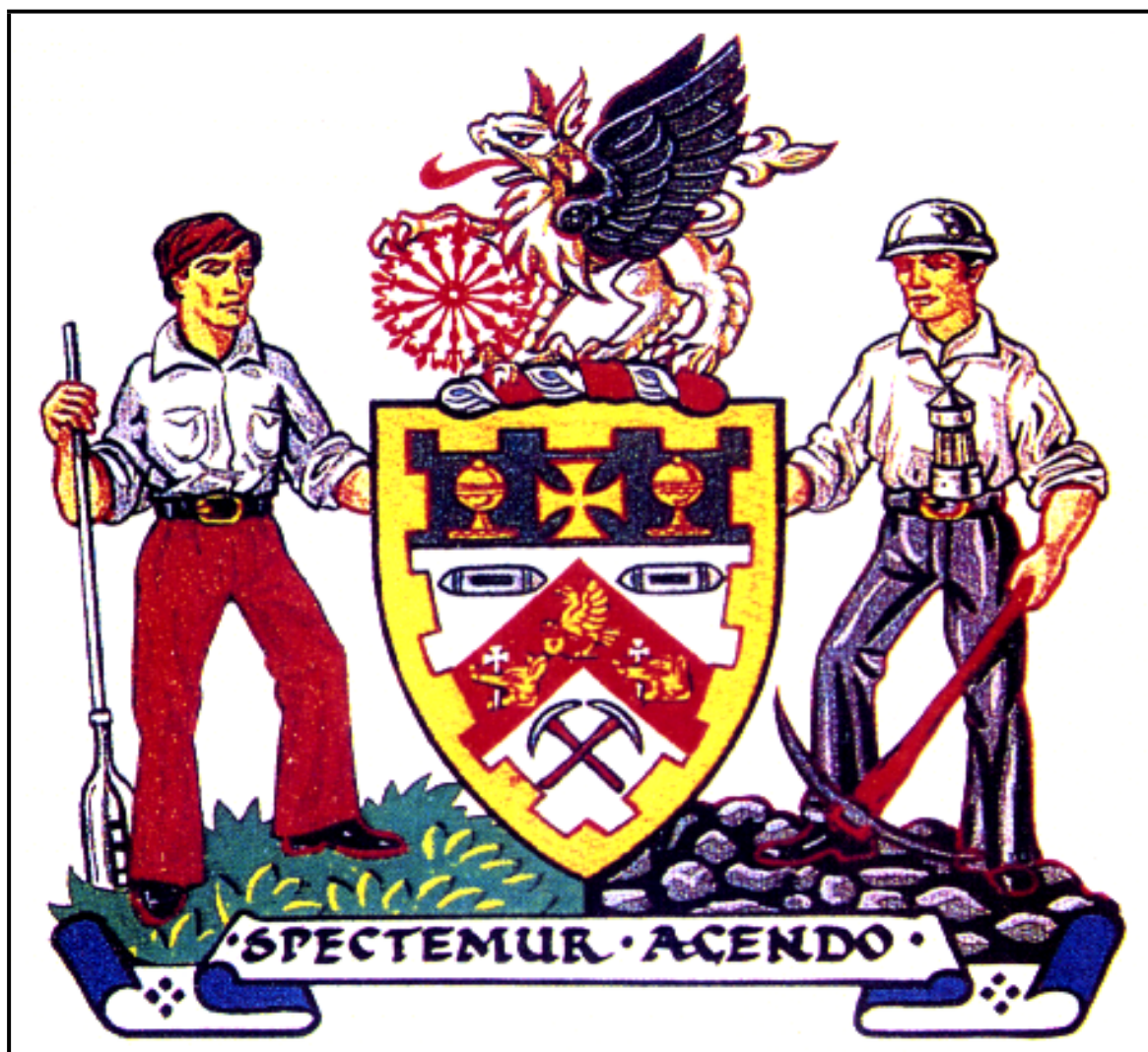
South Yorkshire Passenger Transport Executive

Sheffield City Region Combined Authority

Peak District National Park

Freight Transport Association

Barnsley and Rotherham Chamber of Commerce



# Barnsley MBC Air Quality Action Plan

In fulfilment of Part IV of the  
Environment Act 1995  
Local Air Quality Management

2017

Local Authority Officer	Chris Shields, Andrew Bolton
Department	Regulatory Services
Address	Culture, Regulation and Housing Place Directorate Barnsley MBC PO Box 634, Barnsley, S70 9GG
Telephone	01226 773843
E-mail	regulatoryservices@barnsley.gov.uk
Report Reference number	
Date	March 2017

## Foreword

We are rightly proud of our Borough, as we continue to work towards a brighter future and better Barnsley. As part of the Sheffield city region, we are keen to grow our economy in order to create more jobs and housing. Our rich industrial heritage compliments the stunning scenery and countryside that Barnsley can offer.

Air pollution has improved significantly over the years, but the smogs of the past, caused by coal smoke from industry and domestic chimneys, have been replaced by emissions from road transport.

Increasing knowledge of the impact of poor air quality on our health, along with declaration of our air quality management areas in the Borough, has re-invigorated our determination to reduce air pollution. This Plan provides the means of how we intend to achieving this aim and contains a suite of actions which will reduce polluting emissions and in turn improve air quality. These vary from ensuring that new development does not unnecessarily worsen air quality, to working with businesses to reduce emissions, promoting active travel and the uptake of low emission vehicles, amongst others.

We have consulted on the Plan's proposals, and where comment has been made, we have taken these into account and amended the Plan accordingly.

We are proud of our air quality success – the entire Borough is covered by smoke control orders, two of our air quality management areas have already been revoked, whilst schemes such as South Yorkshire Care4Air (<http://www.care4air.org/>) and the ECO Stars heavy duty fleet recognition scheme (<http://www.ecostars-uk.com/>), which was developed in Barnsley, have received national recognition.

There is however a lot more to do in order to ensure that the Borough meets legal air quality standards where these are being breached in the shortest possible time, whilst also continually driving down emissions to further protect the public.

We accept that economic growth can result in increased traffic, and it is therefore our task to ensure that our vision of a vibrant Barnsley economy is delivered, whilst also reducing emissions and improving air quality.

We all have roles to play for a cleaner and healthier Barnsley, for all who live, work or visit, and this Plan is an important step in achieving these aims.

Councillor. Sir Stephen Houghton, CBE, Leader, Barnsley Metropolitan Borough Council

Councillor Roy Miller, Cabinet Spokesperson, Place, Barnsley Metropolitan Borough Council

## Executive Summary

This Air Quality Action Plan (AQAP) has been produced as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Barnsley between 2017 and 2021, and contains a number of actions designed to improve air quality in our air quality management areas, and in the Borough as a whole.

This action plan replaces the previous action plan for the period 2012 to 2016.

Projects delivered from the previous action plan include:

- Delivery of a Quality Bus Corridor traffic management scheme resulting in the revocation of an air quality management area (AQMA).
- Continued development of the ECO Stars fleet recognition scheme in order to reduce road traffic fleet emissions.
- Development of the Barnsley MBC Air Quality and Emissions Good Practice Planning Guidance, in order to mitigate against the air quality impact of future development in the borough.
- Implementation of intelligent traffic management systems to ease traffic flow and congestions, and hence reduce emissions

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Air pollution is increasingly considered to have a contributing role with asthma, stroke, diabetes, obesity and changes linked to dementia<sup>1</sup>. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas<sup>2,3</sup>.

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion<sup>4</sup>. Barnsley MBC is committed to reducing the exposure of people in the Barnsley borough to poor air quality in order to improve health.

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<sup>1</sup> Royal College of Physicians, February 2016, Every breath we take: the lifelong impact of air pollution

<sup>2</sup> Environmental equity, air quality, socioeconomic status and respiratory health, 2010

<sup>3</sup> Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

<sup>4</sup> Defra. Abatement cost guidance for valuing changes in air quality, May 2013

Barnsleys' air quality issues are typical of an urban location, with emissions from road transport being a major source of air pollution, and the underlying reason for declaration of all our air quality management areas. Emissions from industrial and domestic sources are still of importance however, and continue to be subject to the relevant regulation, where appropriate.

Previous assessment of the borough's air quality revealed the breaching (exceedance) of the annual average objective (standard) for nitrogen dioxide gas (NO<sub>2</sub>) at receptors (mainly houses). These areas are close to several arterial roads and junctions near to Barnsley town centre, and close to the M1 motorway. Nitrogen dioxide is strongly associated with traffic emissions. This polluting gas is associated with respiratory symptoms in particular<sup>5</sup>.

We are developing actions that can be considered under three broad topics. We have reviewed existing actions plans, and note that the Greater Manchester action plan<sup>6</sup> has presented their proposed actions (for transport emissions) under three categories, these being:

Reduce Traffic

Increase Efficiency

Improve Fleet

This action plan adopts this approach, and our proposed actions (for transport emissions) are assigned to each of the above three categories in the below table:

<b>Category</b>	<b>Action</b>
Reduce Traffic	Encourage cycle and walking, Barnsley Bus Partnership
Increase Efficiency	Congestion management schemes, ECO driving
Improve Fleet	Encourage uptake of low emission vehicles and alternative fuels, ECO Stars fleet recognition schemes, planning and procurement incentives

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<sup>5</sup> Defra, February 2015 – Getting to grips with air pollution – the latest evidence and techniques – A briefing for Directors of Public Health

<sup>6</sup> Greater Manchester Combined Authority (Transport for Greater Manchester), 2016 Greater Manchester Low Emission Strategy and Air Quality Action Plan, Public Consultation



Whilst we understand that national actions and legislation are expected to deliver road traffic emission reduction, primarily our priorities will be to compliment these national actions with local air quality improvement, particularly at local residual air pollution hot spots, such as our AQMAs.

In this AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to work with regional and central government on policies and issues beyond Barnsley MBC's direct influence.

Barnsley has several AQMAs, and this plan includes actions for all of these, rather than producing individual action plans for each AQMA.

## Responsibilities and Commitment

This AQAP was prepared by the Regulatory Services department of Barnsley Council with the support and agreement of the following officers and departments:

Regulatory Services	Caroline Petty, Group Leader Andrew Bolton, Pollution Monitoring Officer
Transport and Highways	Ian Wilson, Group Manager, Environment and Transport Ann Beddoes, ECO Stars Co-ordinator, Environment and Transport Mark Anderson, Transportation Officer
Planning	Joe Jenkinson, Head of Planning
Public Health	Julie Tolhurst, Public Health Principal

This AQAP has been approved by members of Air Quality Steering Group, including:

Chair	Director of Public Health – Julia Burrows
Directors and Heads of Transport and Highways	Ian Wilson, Group Manager, Environment and Transport
Directors and Heads of Development	Phillip Spurr, Service Director, Culture, Housing and Regulation
Directors and Heads of Planning	Joe Jenkinson, Head of Planning
Directors and Heads of Public Health	Julia Burrows, Director of Public Health Julie Tolhurst, Public Health Principal

This commitment to local air quality improvement has been further demonstrated by the Council developing a new Corporate Plan performance indicator for air quality.

This is *CO<sub>25</sub> Air quality nitrogen dioxide levels – microgrammes per cubic metre under Outcome 11 – Strong and Resilient Communities, Protecting the borough for future generations (target date for achievement being 2020)*. The target of 40 microgrammes per cubic metre relates to the annual average European Limit Value,

the standard that is being breached within our AQMAs, and the standard that the actions within the action plan are attempting to meet.

Furthermore, actions which will impact on Highways England's' road network (especially the M1 motorway in the Barnsley borough and the A616 in Langsett where we have declared AQMAs), will receive sign-off from Highways England officers, following joint working between the Council and Highways England in developing actions, and subsequent consultation.

The below table details the actions the Council wishes to pursue, subject to securing appropriate funding, and securing stakeholder approval.

<b>No.</b>	<b>Proposed Action</b>	<b>Effectiveness</b>
1	Congestion management	High
2	Barnsley Voluntary Bus Agreement	High
3	Encourage uptake of lower emission vehicles and alternative fuels (EVs, CNG, H <sub>2</sub> )	High
4	Langsett	High
5	Planning applications – air quality assessment and mitigation	High
6	Speed restrictions on gradient Feasibility Study	High
7	Procurement	High
8	Control over emissions from Part B and A2 processes, and act as consultees for Part A1 processes	High
9	Enforcement of the Clean Air with regards to industrial smoke	High
10	Enforcement of the Clean Air with regards to domestic smoke control	High
11	Investigation of nuisance complaints, including appropriate action to resolve the problem	High
12	BMBC fleet improvement	High
13	Priority parking for LEVs	High
14	Freight and Delivery Management	High
15	ECO Stars HDV Recognition Scheme	Medium
16	ECO Stars Taxi Recognition Scheme	Medium
17	ECO Driving	Medium
18	Consolidation Centre	Medium
19	Barnsley Intelligent Transport System (MOVA / SCOOT)	Low
20	Encourage cycling and walking (developing infrastructure and campaigns)	Low
21	Care4Air	Low
22	Assessment of air quality impact of major traffic schemes	Low
23	Smoky diesel hotline	Low
24	Car and Lift sharing programmes	Low
25	Promoting Travel Alternatives (Workplace travel planning; encourage / facilitate home-working; personalised travel planning; school travel plans)	Low
26	Anti-idling enforcement	Low

These actions have been ranked low, medium or high on their effectiveness to reduce air pollution emissions, based on Government guidance.

This AQAP will be subject to an annual review, appraisal of progress and reporting to the relevant Council Committee. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Barnsley MBC, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP please send them to Chris Shields at:

Culture, Regulation and Housing  
Place Directorate  
Barnsley MBC  
PO Box 634, Barnsley, S70 9GG  
Telephone: 01226 773843

Email: [regulatoryservices@barnsley.gov.uk](mailto:regulatoryservices@barnsley.gov.uk)

# Table of Contents

<b>Executive Summary .....</b>	<b>i</b>
Responsibilities and Commitment.....	v
<b>1 Introduction .....</b>	<b>1</b>
<b>2 Summary of Current Air Quality in &lt;Local Authority Name&gt; .....</b>	<b>2</b>
<b>3 Barnsley's Air Quality Priorities .....</b>	<b>4</b>
3.1 Public Health Context.....	4
3.2 Planning and Policy Context .....	6
3.3 Source Apportionment.....	6
3.4 Required Reduction in Emissions .....	12
3.5 Key Priorities .....	13
<b>4 Development and Implementation of Barnsley MBC AQAP .....</b>	<b>14</b>
4.1 Consultation and Stakeholder Engagement.....	14
4.2 Steering Group .....	17
<b>5 AQAP Measures .....</b>	<b>18</b>
<b>Appendix A: Response to Consultation.....</b>	<b></b>
<b>Appendix B: Reasons for Not Pursuing Action Plan Measures .....</b>	<b></b>
<b>Appendix C: Maps of Existing AQMAs.....</b>	<b></b>
<b>Appendix D: Barnsley Air Quality and Emissions Good Practice Planning Guidance .....</b>	<b></b>
<b>Appendix E: South Yorkshire Source Apportionment Methodology .....</b>	<b></b>
<b>Appendix F: Sheffield City Region Air Quality and Climate Change Action Plan.....</b>	<b></b>
<b>Appendix G: Further Evaluation of Actions.....</b>	<b>i</b>
<b>Glossary of Terms.....</b>	<b></b>
<b>References .....</b>	<b></b>

## List of Tables

<b>Table 1: Existing AQMAs in the Barnsley Borough</b>
<b>Table 2: Barnsley urban area (general emissions profile of the urban area)</b>
<b>Table 3: Emissions Profile – AQMA 1, M1 Motorway</b>
<b>Table 4: Emissions Profile – AQMA 2A, Dodworth Road</b>
<b>Table 5: Emissions Profile – AQMA 4, Harborough Hill Road</b>
<b>Table 6: Emissions Profile – AQMA 5, Junction of Burton Road and Rotherham Road</b>

**Table 7: Emissions Profile – AQMA 6, Manchester Road, Langsett**

**Table 8: Emissions Profile – AQMA 7, Sheffield Road**

**Table 9: Summary of Source Apportionment**

**Table 10: Required Reduction in NO<sub>x</sub>, AQMAs**

**Table 11: Key Priorities**

**Table 12: Consultation undertaken**

**Table 13: Composition of the Steering Group**

**Table 14: Proposed Air Quality Action Plan Measures**

### **List of Figures**

**Figure 1: Source Apportionment NO<sub>x</sub> Emissions, Barnsley urban area AQMAs (2A, 4, 5, 7)**

**Figure 2: Source Apportionment NO<sub>x</sub> Emissions, M1 motorway AQMA (2A)**

**Figure 3: Source Apportionment NO<sub>x</sub> Emissions, Langsett AQMA (6)**

## **Introduction**

This report outlines the actions that Barnsley MBC intends to deliver between 2017 and 2021 in order to reduce concentrations of air pollutants and exposure to air pollution; thereby positively impacting on the health and quality of life of residents and visitors to the Barnsley borough.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process.

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Barnsley MBC's air quality ASR (Annual Status Report).

## Summary of Current Air Quality in Barnsley

Please refer to the latest Annual Status Report (ASR) from Barnsley MBC, available at <https://www2.barnsley.gov.uk/services/environment-and-planning/pollution/air-quality>, which details progress with current actions in improving air quality, along with our latest air quality monitoring data.

Barnsleys' air quality issues are typical of an urban location, with emissions from road transport being a major source of air pollution, and the underlying reason for declaration of all our air quality management areas. Emissions from industrial and domestic sources are still of importance however, and continue to be subject to the relevant regulation, where appropriate.

Previous assessment of the borough's air quality revealed the breaching (exceedance) of the annual average objective (standard) for nitrogen dioxide gas (NO<sub>2</sub>) at receptors (mainly houses). These areas are close to several arterial roads and junctions near to Barnsley town centre, and close to the M1 motorway. Nitrogen dioxide is strongly associated with traffic emissions in particular. This polluting gas is associated with respiratory symptoms<sup>7</sup>.

These areas have been declared air quality management areas (AQMA's).

Currently, Barnsley MBC has the following AQMA's, all declared due to exceedance of the annual average objective for nitrogen dioxide gas.

**Table 1 - Existing AQMA's in the Barnsley Borough**

<b>AQMA No.</b>	<b>Adjacent roads / junctions</b>	<b>Year declared</b>	<b>Estimated no. of domestic dwellings within AQMA</b>
1	M1 Motorway, 100 metres either side of the central reservation within the Barnsley Borough	2001	265
2A	A628 Dodworth Road	2005	285
4	A61 Harborough Hill Road	2008	42
5	Junction of A633 Rotherham Road and Burton Road	2008	16
6	A616 passing through Langsett	2012	7
7	Junction of A61 Sheffield and A6133 Cemetery Road	2012	2

<sup>7</sup> Defra, February 2015 – Getting to grips with air pollution – the latest evidence and techniques – A briefing for Directors of Public Health

During 2012 we revoked the Barnsley 2B AQMA (Barnsley Road, Dodworth), as our detailed assessment submitted to Defra in 2011 concluded that due to the construction of a nearby by-pass, NO<sub>2</sub> concentrations had reduced sufficiently within this AQMA to merit revocation.

Following this, in Summer 2016, we revoked the Barnsley No. 3 AQMA (junction of Wakefield Road and Burton Road near to Barnsley town centre), following a detailed assessment in 2015. Both of these AQMAs were declared due to exceedance of the annual average objective for nitrogen dioxide gas (NO<sub>2</sub>).

In Summer 2016 also, we have amended the order for the Langsett No. 6 AQMA to include exceedance of the 1-hour mean for NO<sub>2</sub>, as well as previously declared exceedance of the annual mean.

A map showing the location of the current AQMAs is contained within appendix C.

In addition, several road links have been identified by Defra from their national assessment of air quality as exceeding the European Limit value for NO<sub>2</sub>. These road links can be viewed at <https://uk-air.defra.gov.uk/data/gis-mapping><sup>8</sup>. Some of these road links are found within in borough, with some of these then broadly corresponding to AQMA areas in Barnsley. Local Authorities are required to have due regard for these areas, particularly as the Government's national air quality plans rely heavily on current and proposed local actions (including actions taken from Barnsley MBC air quality action plan) to meet the European Union limit values for NO<sub>2</sub>.

Those areas which have been determined as “national exceedance areas” in Barnsley, but have **not** been declared AQMAs by the Council, are primarily the result of the Council, when reviewing these areas, finding no relevant exposure (e.g. affected nearby houses etc.).

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<sup>8</sup> Defra, UK Ambient Air Quality Interactive Map



## Barnsley MBC's Air Quality Priorities

### 1.1 Public Health Context

The local public health agenda is very closely linked to improving air quality. Several of the known health aspects of poor air quality (linked with cardiovascular and respiratory disease amongst others for instance) are important local Public Health issues, whilst promotion of active travel can reduce emissions, as well as improve general physical health.

Government guidance now requires all local authorities to have regard to reducing emissions of a pollutant referred to as PM<sub>2.5</sub>. PM<sub>2.5</sub> comprises all airborne particles smaller than 2.5 microns (A micron is 1 millionth of a metre, or 1000th of a millimetre) and is the pollutant which has the strongest links to ill health and is used for the Public Health Outcomes Framework indicator (3.01). At this size these particles can be inhaled deep into the lungs. **Previous work by Public Health England to quantify the local health burden of PM<sub>2.5</sub> within local authorities estimated this to be equivalent to 124 deaths per annum in the Borough, or 5.6% of total mortality per annum.** Although Barnsley is meeting the standards for PM<sub>2.5</sub>, there is no known safe concentration for this pollutant, hence, the Government's desire that emissions of this pollutant are tackled at local, as well as national level. As local sources of PM<sub>2.5</sub> particles are very similar to sources of nitrogen dioxide gas (traffic, houses, industry), it is important also to assess any action to reduce emissions of nitrogen dioxide for their impact on PM<sub>2.5</sub> emissions. It is currently understood that the Government is considering a similar indicator for nitrogen dioxide to PM<sub>2.5</sub>.

Barnsley MBC Public Health has therefore shown a keen interest in the effects of local air pollution on health. As a consequence, an investigation into local PM<sub>2.5</sub> concentrations was undertaken in 2014-15, with a report produced in 2016<sup>9</sup>. This report made a number of recommendations, these being:

- Public Health note the contents of this report and consider, along with Regulatory Services (and other stakeholders), how PM<sub>2.5</sub> may be tackled in future, and report on this within the June 2016 Barnsley MBC annual status report.

<sup>9</sup> Barnsley MBC, Regulatory Services, January 2016, PM<sub>2.5</sub> Monitoring in Barnsley 2015-15, report to Barnsley MBC, Public Health

- Public Health continue to report on PHOF indicator 3.01 – Fraction of mortality attributable to particulate air pollution.
- Public Health and Pollution Control continue their ongoing dialogue so that Public Health can offer assistance when appropriate in promoting actions to reduce PM<sub>2.5</sub> concentrations and improve air quality in general.

The report can be viewed at <https://www2.barnsley.gov.uk/services/environment-and-planning/pollution/air-quality>. The report details the joint working between Public Health and other services dealing with air quality in the Council. This has been further recognised by the agreement of Barnsley's Director of Public Health to chair the Barnsley MBC Air Quality Steering Group, with air quality also being discussed in the latest Director of Health Annual Report<sup>10</sup>.

In addition, it is now acknowledged that there are considered to be health impacts at concentrations below the limit values and objectives for both particulate matter and NO<sub>2</sub>. Consequently, Public Health are keen that concentrations of both of these pollutants are addressed generally within the borough where feasible and not just within our AQMAs, in order to give wider protection to public health.

Other public health outcome framework indicators (PHOF) for the borough highlight the prevalence of poor health (e.g. cardiovascular disease, respiratory disease), which can be associated with poor air quality (one of many factors), or are a co-benefit of actions to improve air quality (such as promotion of the active travel agenda on levels of obesity)<sup>11</sup>.

The public health links with poor air quality have been further highlighted within the Royal College of Physicians report<sup>12</sup>, which explores the impact of poor air quality across the life-course. This report further strengthens the link that the most vulnerable groups in society are those most affected by air pollution, through the combined impact of poor air quality and deprivation, along with longer term health inequalities. This report also details the ongoing costs of air pollution to the NHS and the wider social care system.

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<sup>10</sup> [https://www.barnsley.gov.uk/media/2616/barnsley-dph-annual-report-2015\\_16.pdf](https://www.barnsley.gov.uk/media/2616/barnsley-dph-annual-report-2015_16.pdf)

<sup>11</sup> <http://www.phoutcomes.info/>

<sup>12</sup> Royal College of Physicians, February 2016, Every breath we take: the lifelong impact of air pollution

## 1.2 Planning and Policy Context

The air quality impact of development is recognised nationally and locally.

Nationally, the National Planning Policy Framework (NPPF)<sup>13</sup> provides guidance as to how planning can take account of the impact of new development on air quality. Paragraphs 35, 109 and 124 specifically require that developments: (i) exploit opportunities for sustainable transport modes; (ii) incorporate facilities for charging plug-in and other ultra-low emission vehicles; (iii) do not cause unacceptable impacts; (iv) contribute towards compliance with EU limit values and national air quality objectives; (v) properly consider the impact on AQMAs and AQAP; and (vi) consider cumulative impacts.

Supporting the NPPF and in order to ensure that the air quality impact of future development in the borough is appropriately mitigated, this Service has developed the Barnsley MBC Air Quality and Emissions Good Practice Planning Guidance<sup>14</sup> (<https://www2.barnsley.gov.uk/services/environment-and-planning/pollution/air-quality>). The guidance provides a template for integrating air quality considerations into land-use planning and development management policies that can influence the reduction of road transport emissions. The air quality assessments follow a three stage process:

- Stage 1: Determining the classification of the development proposal
- Stage 2: Assessing and quantifying the impact on local air quality
- Stage 3: Determining the level of a mitigation required by the proposal to meet Local Development Plan requirements.

Consequently, this guidance has been incorporated as an action into this plan, a complete copy of this guidance can be found in appendix D.

## 1.3 Source Apportionment

The AQAP actions presented in this report are intended to be targeted towards the predominant sources of emissions within the Barnsley area.

A road traffic source apportionment exercise has been carried out by Barnsley MBC in 2016, using the latest emission factors<sup>15</sup> and 2015 traffic counts<sup>16</sup>.

<sup>13</sup> Department for Communities and Local Government, March 2012, National Planning Policy Framework, ISBN 978-1-4098-3413-7

<sup>14</sup> Barnsley MBC, September 2014, Air Quality and Emissions Good Practice Guidance

<sup>15</sup> <http://laqm.defra.gov.uk/review-and-assessment/tools/emissions-factors-toolkit.html>

<sup>16</sup> <http://www.dft.gov.uk/traffic-counts>

Source apportionment was undertaken using the Council's "Airviro" emissions database and dispersion modelling system, following a procedure agreed by South Yorkshire local authorities (see appendix E).

This process identified that within each AQMA, the percentage road traffic source contributions were as follows:

**Table 2 - Barnsley urban area (general emissions profile of the urban area)**

Description	Percentage Contribution
Urban Area - All Road Sources - NOx	100
Urban Area - 2WMV - NOx	0.2
Urban Area - BUS - NOx	16.4
Urban Area - DIESEL CAR - NOx	44.5
Urban Area - PETROL CAR - NOx	7.1
Urban Area - ARTIC- NOx	3.6
Urban Area - RIGID - NOx	10.6
Urban Area - LGV DIESEL - NOx	17.2
Urban Area - LGV PETROL - NOx	0

**Table 3 – Emissions Profile AQMA 1, M1 Motorway**

Description	Percentage Contribution
M1 - All Road Sources - NOx	100
M1 - 2WMV - NOx	0.3
M1 - BUS - NOx	6.1
M1 - DIESEL CAR - NOx	36.5
M1 - PETROL CAR - NOx	3.6
M1 - ARTIC- NOx	28.2
M1 - RIGID - NOx	13.4
M1 - LGV DIESEL - NOx	11.2
M1 - LGV PETROL - NOx	0.5

**Table 4 – Emissions Profile - AQMA 2A, Dodworth Road**

Description	Percentage Contribution
Dodworth Rd - All Road Sources - NOx	100
Dodworth Rd - 2WMV - NOx	0.3
Dodworth Rd - BUS - NOx	20.6
Dodworth Rd - DIESEL CAR - NOx	37.7
Dodworth Rd - PETROL CAR - NOx	5.9
Dodworth Rd - ARTIC- NOx	7.9
Dodworth Rd - RIGID - NOx	11.6
Dodworth Rd - LGV DIESEL - NOx	15.5
Dodworth Rd - LGV PETROL - NOx	0.4

**Table 5 – Emissions Profile - AQMA 4, Harborough Hill Road**

Description	Percentage Contribution
Harborough Hills - All Road Sources - NOx	100
Harborough Hills - 2WMV - NOx	0.1
Harborough Hills - BUS - NOx	20.6
Harborough Hills - DIESEL CAR - NOx	31.2
Harborough Hills - PETROL CAR - NOx	4.9
Harborough Hills - ARTIC- NOx	10.0
Harborough Hills - RIGID - NOx	19.9
Harborough Hills - LGV DIESEL - NOx	13.0

Harborough Hills - LGV PETROL - NOx	0.2
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**Table 6 – Emissions Profile - AQMA 5, Junction of Burton Road and Rotherham Road**

Description	Percentage Contribution
Rotherham Road / Burton Rd - All Road Sources - NOx	100
Rotherham Road / Burton Rd - 2WMV - NOx	0.1
Rotherham Road / Burton Rd - BUS - NOx	19.4
Rotherham Road / Burton Rd - DIESEL CAR - NOx	39.9
Rotherham Road / Burton Rd - PETROL CAR - NOx	5.8
Rotherham Road / Burton Rd - ARTIC- NOx	6.5
Rotherham Road / Burton Rd - RIGID - NOx	14.6
Rotherham Road / Burton Rd - LGV DIESEL - NOx	13.1
Rotherham Road / Burton Rd - LGV PETROL - NOx	0.5

**Table 7 – Emissions Profile - AQMA 6, Manchester Road, Langsett**

Description	Percentage Contribution
Langsett All Road Sources - NOx	100
Langsett - 2WMV - NOx	0
Langsett - BUS - NOx	3.1
Langsett - DIESEL CAR - NOx	27.5
Langsett - PETROL CAR - NOx	5.6
Langsett - ARTIC- NOx	14.2
Langsett - RIGID - NOx	19.9
Langsett - LGV DIESEL - NOx	29.4
Langsett - LGV PETROL - NOx	0

**Table 8 – Emissions Profile - AQMA 7, Sheffield Road**

Description	Percentage Contribution
Sheffield Road - All Road Sources - NOx	100
Sheffield Road - 2WMV - NOx	0
Sheffield Road -BUS - NOx	19.5
Sheffield Road -DIESEL CAR - NOx	45.9
Sheffield Road - PETROL CAR - NOx	7.5
Sheffield Road - ARTIC- NOx	0.6
Sheffield Road - RIGID - NOx	6.9
Sheffield Road - LGV DIESEL - NOx	17.6
Sheffield Road - LGV PETROL - NOx	0

A summary of the above source apportionment data (NOx emissions) is detailed in the below table:

**Table 9 – Summary of Source Apportionment**

AQMA	% Petrol Car	% Diesel Car	% LGV (diesel)	% Bus	% HGVs (arctic and rigid)
All urban	7.1	44.5	17.2	16.4	27.8
1	3.6	36.5	11.2	6.1	41.6
2A	5.9	37.7	15.5	20.6	19.5

4	4.9	31.2	13.0	20.6	32.9
5	5.8	39.9	13.1	19.4	27.7
6	5.6	27.5	29.4	3.1	34.1
7	7.5	45.9	17.6	19.5	7.5

The data in the above table are presented in three pie charts, these being the Barnsley urban area AQMAs (“average” of AQMAs 2,4,5 and 7), the M1 motorway (AQMA 1) and Langsett (the A616 trans-pennine road, AQMA 6).

**Figure 1**

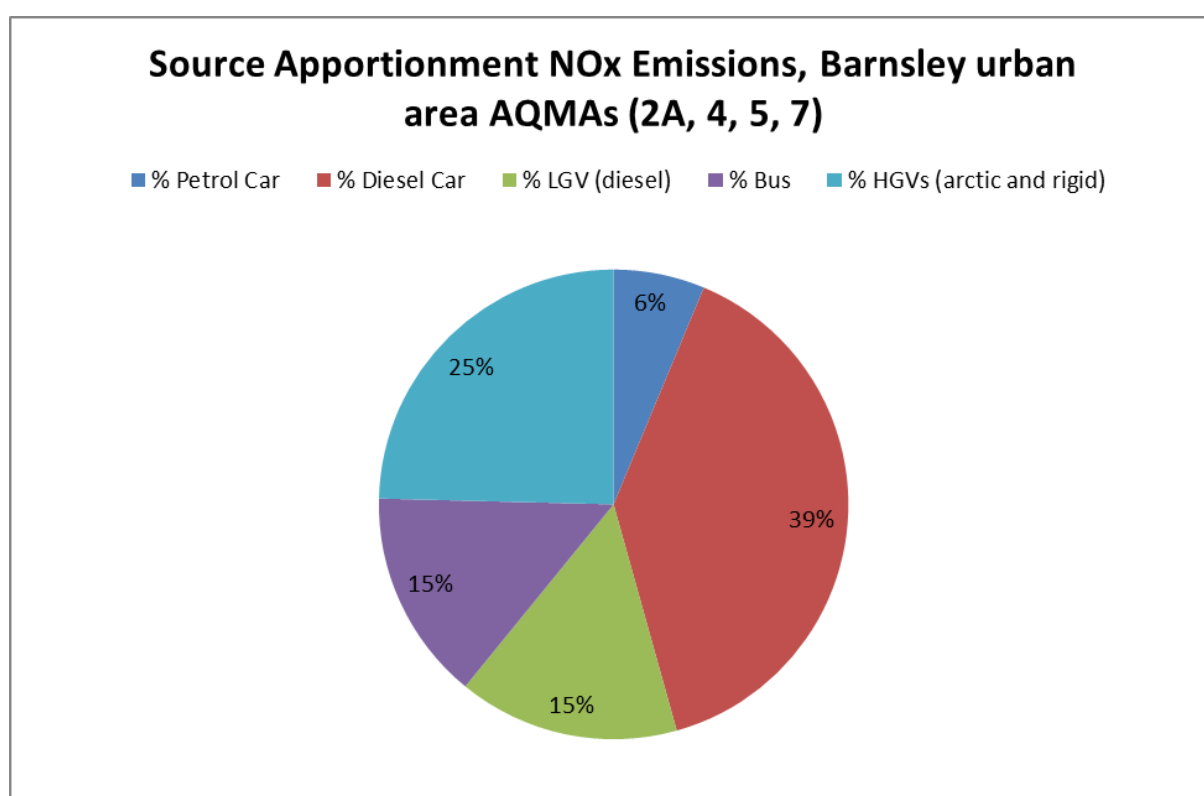


Figure 2

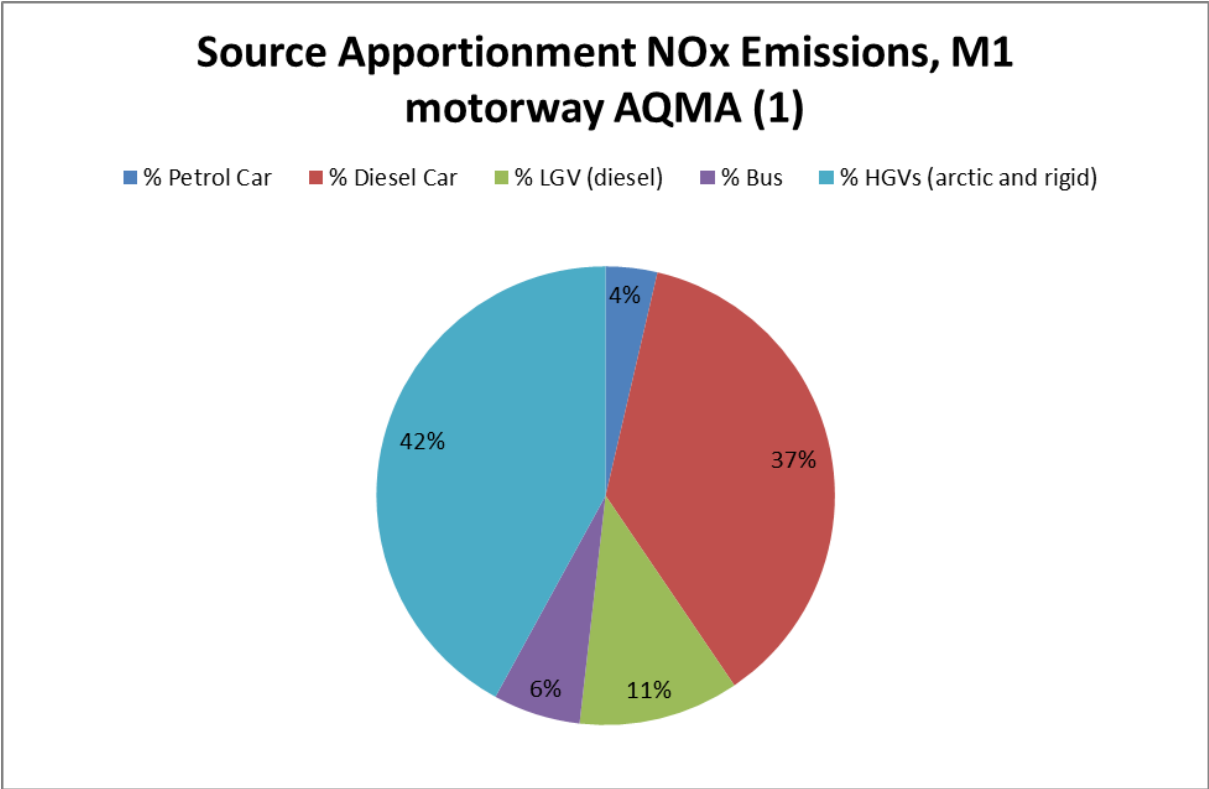
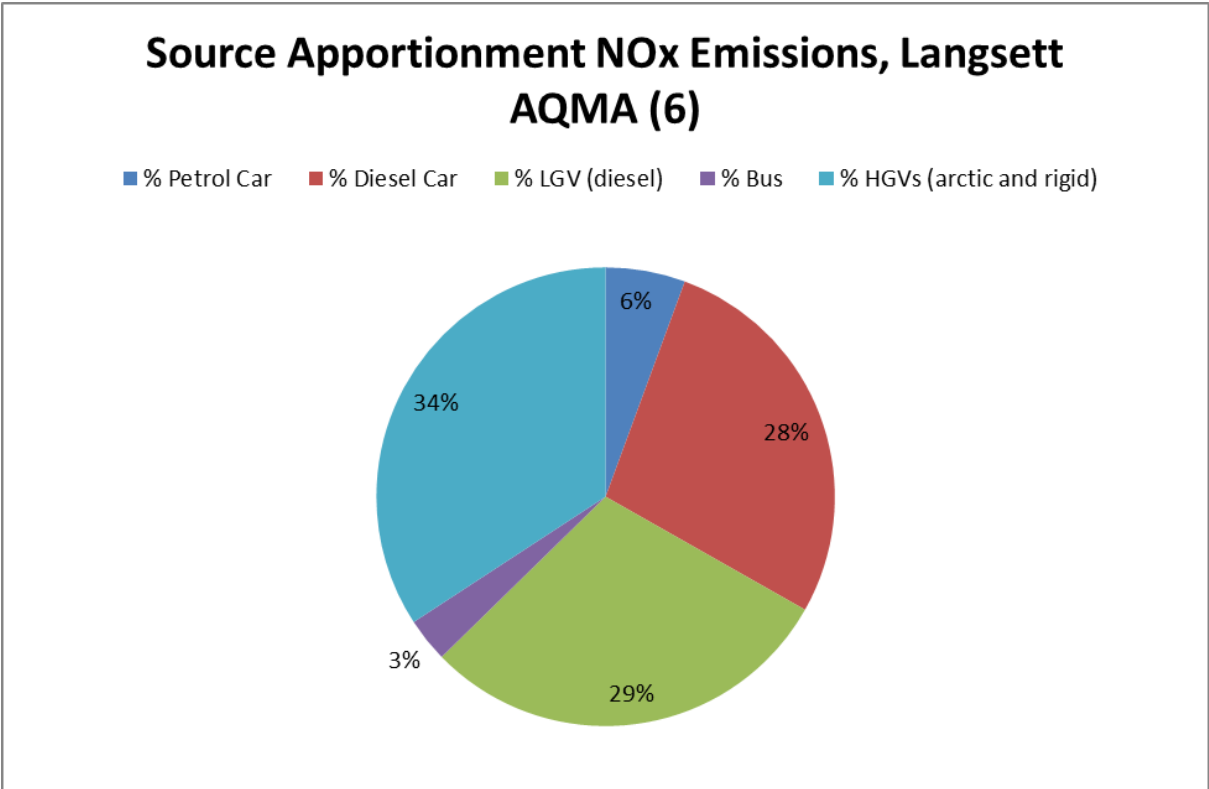


Figure 3



Further interpretation of the above data reveals the following:

The contribution of petrol cars to NO<sub>x</sub> emissions is relatively insignificant, whilst the total contribution from diesel cars and diesel light goods vehicles is typically approximately 50% of all road emissions.

Emissions from buses are more variable, however where an AQMA includes part of a bus route, then contributions are typically 15-20% of all emissions, with bus emissions being a significant contributor generally within the Barnsley urban area. HGV emissions are also variable, but are still a contributor to road traffic related NO<sub>x</sub> emissions in the borough, with their impact being greatest on the strategic road network in the Barnsley area (i.e. M1 motorway – AQMA 1; A616 – AQMA 6).

There are circumstances local to two AQMAs within the Barnsley urban area (i.e. gradient affecting AQMA 4; congestion outside of peak hours at locations within AQMA 2 etc.), which will have further impact on these very localised emission profiles, however this source apportionment exercise does give a strong indication where actions need to be taken.

Primarily, reduction of road transport emissions is subject to the successful implementation of progressively tighter engine emission standards (EURO standards), and the operation of strict testing regimes. These issues have been the subject of recent considerable debate. Clearly however, local authorities have no control over these particular regimes, being the remit of national and international authorities.

However, Central Government have made it clear to local authorities that local measures to tackle road traffic emissions are required, as well as relying on national / international actions to reduce emissions. This has been highlighted by Central Government, by the inclusion of local authority actions (including actions taken from our 2012-2016 action plan) within their national plan, submitted to the European Commission in December 2015<sup>17,18</sup>. The importance of local actions are stressed within these documents.

It should also be recognised that traffic emissions are not the only source of emissions, as typically, in urban areas, industrial and domestic emissions account for

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<sup>17</sup> Defra, December 2015, Improving air quality in the UK. Tackling nitrogen dioxide in our towns and cities – UK overview document

<sup>18</sup> Defra, December 2015, Air Quality Plan for the achievement of EU air quality limit value for nitrogen dioxide (NO<sub>2</sub>) in Yorkshire and Humberside (UK0034)



a proportion of overall emissions. Defra's 2004 report (Air Quality Expert Group: Nitrogen Dioxide in the UK – Summary)<sup>19</sup> discusses this issue further.

In order for this plan to be effective and feasible, it is important that actions are targeted to their sources. It should also be noted that the source apportionment exercise does not take account of other circumstances within each of our AQMAs (e.g. the impact of gradient or excessive localised congestion within a particular AQMA).

## 1.4 Required Reduction in Emissions

An emission reduction exercise has been undertaken, following the requirements of Technical Guidance LAQM.TG16 Chapter 7. The following results were obtained:

**Table 10 – Required Reduction in NOx Emissions, AQMAs**

<b>AQMA</b>	<b>Required reduction in road NOx (<math>\mu\text{g}/\text{m}^3</math>) to achieve annual mean objective</b>	<b>% reduction required</b>
2A	7	9.9
4	19.1	40
6	89.2	52.7
7	11.6	16.3

These data show that very significant road NOx reductions are required in AQMAs 4 and 6. It should be noted that there are local circumstances for these AQMAs which reflect these required reductions. Both AQMAs are subject to significantly increased emissions due to gradient, whilst Langsett, due to its remote location, (adjacent to the Peak District National Park in the Pennines) has relatively low concentrations of background NOx, compared to the Barnsley urban area. Proposed actions within these AQMAs therefore need to reflect these particular emission profiles.

Subsequently additional local actions, specific to these two AQMAs will be required to achieve compliance.

No emission reduction calculations have been undertaken for AQMAs 1 and 5, as NO<sub>2</sub> concentrations within these AQMAs are meeting the objective. Our 2016 Annual

<sup>19</sup> <https://uk-air.defra.gov.uk/assets/documents/reports/aqeg/nd-summary.pdf>

Status Report<sup>20</sup> recommended that we proceed to a detailed assessment, with a view to revoking AQMA 5, due to several years compliance. In contrast, due to proposals for a managed motorways scheme along the M1 motorway in Barnsley, we await further information on the air quality impact of this scheme, before we proceed further.

Achieving sufficient reduction in NO<sub>x</sub> emissions in order to comply with the NO<sub>2</sub> annual mean objective / EU limit is not the sole aim of this plan. The prevention of any deterioration in air quality in those areas of the Borough which are close to the objective / limit value will also continue, regardless of achieved compliance in our AQMAs, along with continued protection of health.

## 1.5 Key Priorities

We have developed actions that can be categorised under three broad topics. We have reviewed existing actions plans, and note that the Greater Manchester action plan<sup>21</sup> has presented their proposed actions (for transport emissions) under three categories, these being:

Reduce Traffic

Increase Efficiency

Improve Fleet

This action plan adopts this approach, and our proposed actions (for transport emissions) are assigned to each of the above three categories in the below table:

**Table 11 – Key Priorities**

Category	Action
Reduce Traffic	Encourage cycle and walking, Barnsley Bus Partnership
Increase Efficiency	Congestion management schemes, ECO driving
Improve Fleet	Encourage uptake of low emission vehicles and alternative fuels, ECO Stars fleet recognition

<sup>20</sup> Barnsley MBC, June 2016, 2016 Annual Status Report, <https://www2.barnsley.gov.uk/services/environment-and-planning/pollution/air-quality>

<sup>21</sup> Greater Manchester Combined Authority (Transport for Greater Manchester), 2016 Greater Manchester Low Emission Strategy and Air Quality Action Plan, Public Consultation

	schemes, planning and procurement incentives
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We have also reviewed the draft NICE air quality guidance for local authorities<sup>22</sup>, which reviews (amongst other proposed air quality mitigations), the impact of the introduction of 20 mph zones and vegetation barriers on improving air quality. We therefore note from the draft NICE guidelines that:

*“evidence showed that street trees and green walls or roofs have a mixed effect on street air quality – in some cases they restrict street ventilation causing poorer air quality, in others they improve it”.*

*“where speed reduction is needed to reduce road danger and injuries, take account of the potential adverse impact on air pollution. Consider 20 mph zones in residential areas characterised by stop-go traffic where this will reduce accelerations and decelerations. Where physical measures are needed to reduce speed, such as humps and bumps, ensure they are designed to minimise sharp decelerations and consequent accelerations”.*

## Development and Implementation of Barnsley MBC AQAP

### 1.6 Consultation and Stakeholder Engagement

In developing/updating this AQAP, we have worked with other local authorities, agencies, businesses and the local community who have a stake in improving local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 12. We have also undertaken a review of local, regional and national existing strategies<sup>23,24, 25</sup>, plans and policies which have direct or indirect links to air quality. The local plans referenced below have assisted in the development of this plan, while supporting continued and sustainable growth in the borough.

The Plan also aligns with the aims and objectives of the Council’s Housing Strategy (2014-2033)<sup>26</sup>, in particular the objective to deliver a more sustainable housing stock. For instance, the objective to reduce carbon emissions from housing will also

<sup>22</sup> National Institute for Health and Care Excellence (NICE), December 2016, Transport related air pollution: NICE guideline draft

<sup>23</sup> Barnsley MBC, 2014, Barnsley MBC, Highways and Transportation, Barnsley MBC Transport Strategy, 2014-2033

<sup>24</sup> Barnsley MBC, Housing and Energy, 2016, Energy Strategy 2015-2025

<sup>25</sup> Barnsley MBC, Public Health, 2016, Our Public Health Strategy 2016-18

<sup>26</sup> Barnsley MBC, Housing and Energy, 2014, Housing Strategy 2014-2033

assist with reduction of local air quality pollutant emissions generally, through the progressive use of more energy efficient ways to heat and power local housing.

Furthermore, through the planning regime, appropriate mitigation will be required for any future development which may be located in areas of air quality concern.

Examples of such mitigation include the provision of residential electric vehicle charging points and other Travel Plan interventions.

In addition, this process has included a review of our previous action plan<sup>27</sup>.

The Plan also recognises other Council aspirations, notably restructuring the economy through economic regeneration. Increasing economic activity to maintain enough jobs and businesses to support the working population will potentially generate increased traffic on the local road network, which can then impact on congestion and road traffic emissions. This issue has been acknowledged.

Regionally, the emerging Sheffield City Region Integrated Infrastructure Plan<sup>28</sup> recognises air quality as an issue, and identifies opportunities to reduce transport related emissions. Locally, the developing Local Plan identifies sites in the Borough which may be allocated for future development; whilst also within the Local Plan, there is a policy specifically relating to mitigation of air quality impact from future development, in locations where there are potential air quality concerns.

Importantly, this plan follows the development of a Sheffield City Region (SCR) Air Quality Action Plan (see appendix F). Consequently this plan is very closely linked to the SCR Air Quality Action Plan, as this regional plan identifies mechanisms for air quality related actions which may be undertaken at this level, with associated funding bids also undertaken regionally. The development of regional funding bids is currently expected to be carried out by officers from the Combined Authority, in partnership with officers from Barnsley MBC. This arrangement is likely, as any subsequent funding awards for schemes which would benefit Barnsley, would very likely be lodged and administered by the Combined Authority. The actions proposed within the SCR action plan are very similar to this plan, with the regional plan acting as a supporting document to this plan. Barnsley MBC's air quality Steering Group will have the final decision regarding any regional actions to be pursued within the borough.

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<sup>27</sup> Barnsley MBC, 2012, Air Quality Action Plan

<sup>28</sup> Sheffield City Region, 2016, Sheffield City Region Integrated Infrastructure Plan

A formal consultation exercise on the draft plan was undertaken in late 2016. All relevant information was made available on the Barnsley MBC website ([www.barnsley.gov.uk](http://www.barnsley.gov.uk)). Stakeholders were directed to the Barnsley MBC consultation web page (<http://consult.barnsley.gov.uk/portal>), where they were invited to comment online on the draft plan.

In addition, stakeholders who were considered to have a significant role in developing and implementing the plan were contacted directly. Besides those stakeholders listed in Table 12 below, there will be further consultation with stakeholders internal to the Council via the Steering Group, and it is expected that current dialogue with other external stakeholders (e.g. Highways England) will continue.

The response to our consultation stakeholder engagement is given in appendix A.

**Table 12 – Consultation Undertaken**

Yes/No	Consultee
	the Secretary of State (to be undertaken after completion of final draft)
Yes	the Environment Agency
Yes	Highways England
Yes	all neighbouring local authorities
Yes	other public authorities as appropriate, such as Public Health officials
Yes	bodies representing local business interests and other organisations as appropriate

## 1.7 Steering Group

This draft action was presented to the inaugural meeting of the Steering Group, following approval of the draft plan by Council. The composition of the Steering Group is detailed in table 13:

**Table 13 – Composition of the Steering Group**

Chair	Director of Public Health, Barnsley MBC
Secretariat and Administration	Regulatory Services, Barnsley MBC
Directors and Heads of Transport and Highways	Ian Wilson, Group Manager, Environment and Transport
Directors and Heads of Development	Phillip Spurr, Service Director, Culture, Housing and Regulation
Directors and Heads of Planning	Joe Jenkinson, Head of Planning
Directors and Heads of Public Health	Julia Burrows, Director of Public Health Diane Lee, Head of Public Health Julie Tolhurst, Public Health Principal

The Steering Group will meet twice a year to gauge progress with the actions, promote new actions (where appropriate) and ensure that the local air quality management process in Barnsley is delivering and evolving.

The inaugural meeting of the Steering Group considered the actions within the draft of this plan and consequently approved the list of actions to go forward to wider consultation.

Regardless of actions being approved by stakeholder consultation, or by the Steering Group, some of these actions are yet subject to the securing of suitable funding.

## 1.8 AQAP Actions

Table 14 shows the proposed Barnsley MBC Air Quality Action Plan measures. It contains:

- a list of the actions that form the plan
- the responsible individual and departments/organisations who will deliver this action
- estimated cost of implementing each action (overall cost and cost to the local authority)
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation
- how progress will be monitored

Furthermore, the table in appendix G provides further evaluation of our proposed actions, particularly identifying definite or potential funding sources; their impact on NO<sub>x</sub> and particulate matter (including PM<sub>2.5</sub>) emissions; and the sectors of the vehicle fleet that these are actions are targeting.

**N.B.** Please see future Annual Status Reports for regular annual updates on implementation of these measures

Table 14 – Proposed Air Quality Action Plan Measures

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
1	Carriageway improvements	Traffic Management	Congestion Management	BMBC	TBC, subject to any future funding bids	TBC, subject to any future funding bids	Completion of scheme	To be determined, and dependent on any future scheme feasibility study	To be determined	TBC, subject to any future funding bid	Previous construction of road management schemes adjacent / within AQMA's has resulted in revocation
2	Barnsley Bus Partnership Agreement	Transport Planning and Infrastructure	Public Transport Improvements	BMBC, H&T	2016	2017	Penetration of Euro V or VI buses in the Fleet	Dependent on agreement and any subsequent retrofit funding	Consultation on proposed agreement 2016	2022	Agreement based on previously signed ones elsewhere in South Yorkshire, but opportunity to update emission requirement (EURO specification)
3	Encourage uptake of lower emission vehicles and alternative fuels (EVs, CNG, H <sub>2</sub> )	Promoting low emission transport	Procuring alternative refuelling infrastructure to promote Low Emission Vehicles, EV recharging  Public vehicle procurement – prioritising uptake of low emission vehicles	BMBC, H&T, Reg Services,	Dependent on specific projects	2016-2021, subject to funding bids etc.	Use of charging points in borough	The results of the 2011 FA modelling exercise for the this action indicate, that, after application of certain assumptions has resulted in a decrease of between 10% and 14% in NO <sub>2</sub> concentrations. It must be borne in mind that these are likely to be best case scenarios, which will only be achieved by a significant shift to low emission vehicles in the vehicle fleet	See 2016 ASR	2021, subject to securing funding	See 2016 ASR. It is hoped that this project can build upon other existing projects elsewhere in South Yorkshire
4	Specific schemes for the Langsett AQMA (AQMA No. 6)	Traffic Management	Congestion Management	Highways England	2016-2017	Subject to outcomes of the planning phase	Reduction in concentrations (see 2013 detailed assessment)	Reduction in concentrations (see 2013 detailed assessment)	Setting up of working group	Subject to identification of appropriate actions and funding	The joint HE-BMBC working party has identified potential actions, which now require further consideration and consultation



Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
5	Planning applications – air quality assessment and mitigation	Policy Guidance and Development Control	Air Quality Planning and Policy guidance	BMBC, Regulatory Services	Completed	Ongoing	Unable to determine	Unable to determine	Development of appropriate guidance for developers. Subsequent implementation of this guidance	Ongoing	Number of planning applications in 2016 where we have requested and agreed mitigation with the developer
6	Speed restrictions on gradient Feasibility Study	Traffic Management	Congestion Management	BMBC, Regulatory Services	2016-17	On completion of planning phase, securing of funding and approval of relevant stakeholders	Implementation of scheme	Subject to conclusions of assessment (supporting dispersion modelling exercise)	Initial modelling exercise undertaken, which will require further refinement following dialogue with stakeholders	Subject to approval of scheme	This AQMA has been declared due to increased emissions using a steep uphill carriageway. Concentrations adjacent to the downhill carriageway are meeting EU limit values
7	Procurement	Policy Guidance and Development Control	Sustainable Procurement Guidance	BMBC Procurement	2016-17	Subject to production of revised Procurement policy taking account of air quality	Production and implementation of revised policy	Unable to determine	None	Ongoing	Process will involve the review of other local authority procurement policies
8	Control over emissions from Part B and A2 processes, and act as consultees for Part A1 processes	No EU category / classification	No EU category / classification	BMBC Regulatory Services	Completed	Ongoing	Unable to determine	Unable to determine	Ongoing	Ongoing	Ongoing statutory duty for local authorities
9	Enforcement of the Clean Air Act with regards to industrial smoke	No EU category / classification	No EU category / classification	BMBC Regulatory Services	Completed	Ongoing	Unable to determine	Unable to determine	Ongoing	Ongoing	Ongoing statutory duty for local authorities
10	Enforcement of the Clean Air Act with regards to domestic smoke control	No EU category / classification	No EU category / classification	BMBC Regulatory Services	Completed	Ongoing	Unable to determine	Unable to determine	Ongoing	Ongoing	Ongoing statutory duty for local authorities

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
11	Investigation of nuisance complaints, including appropriate action to resolve the problem	No EU category / classification	No EU category / classification	BMBC Regulatory Services	Completed	Ongoing	Unable to determine	Unable to determine	Ongoing	Ongoing	Ongoing statutory duty for local authorities
12	BMBC fleet improvements	Vehicle Fleet Efficiency	Vehicle retrofitting programmes	BMBC	Not yet determined, as subject to future funding bids	Not yet determined, as subject to future funding bids	Not yet determined	Not yet determined	None	Not yet determined	Dependent on future opportunities
13	Priority parking for LEVs	Promoting low emission transport	Priority parking for LEVs	BMBC	2016-17	Post planning phase, so 2017 onwards	Not yet determined	Not yet determined	Working towards consultation of revised Car Parking Strategy	Not yet determined	Consultation process should provide opportunity to comment on priority parking for LEVs
14	Freight and Delivery Management	Freight and Delivery Management	Delivery and Service plans	BMBC H&T	Not yet determined	Not yet determined	Not yet determined	Not yet determined	Not yet determined	Not yet determined	
15	ECO Stars HDV Fleet Recognition Scheme	Vehicle Fleet Efficiency	Vehicle Fleet efficiency and recognition schemes	BMBC, H&T	Completed	2016-2021	Number of new operators and vehicles per annum	Our 2011 FA indicated that a 25% scheme uptake by commercial fleet operators will indicate a 1% average percent reduction in NOx concentrations when averaged across all the receptor locations in our AQMAs.	See 2016 ASR	2021	<a href="http://www.ecostars-uk.com/">http://www.ecostars-uk.com/</a>
16	ECO Stars Taxi Fleet Recognition Scheme	Vehicle Fleet Efficiency	Vehicle Fleet efficiency and recognition schemes	BMBC, H&T	2016-17	2017-21	Number of new operators and vehicles per annum, if implemented	Expected to be similar to ECO Stars HDV Recognition Scheme	None	2021	Subject to obtaining suitable funding. <a href="http://www.ecostars-uk.com/">http://www.ecostars-uk.com/</a>

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
17	Eco Driving	Vehicle Fleet Efficiency	Driver training	BMBC, SYPT?	2016-17	2017-21	Number of companies / drivers	Evaluation report may be able to determine target reduction	Reviewed South Yorkshire driver training scheme	2021 (subject to funding)	Subject to obtaining suitable funding. Review of evaluation of 2016 Inmotion scheme required as first step (Evaluation Report released Spring 2016)
18	Consolidation Centre	Freight and Delivery Management	Freight Consolidation Centre	BMBC	Not yet determined	Not yet determined	Not yet determined	Not yet determined	None	Not yet determined	Dependent on future opportunities
19	Barnsley Intelligent Transport Systems	Transport Management	Congestion Management	BMBC, H&T	Completed	2016-2018	As the system is responsive to demand management requirements, it is considered difficult to prescribe a key performance indicator, however ITS (SCOOT/MOVA <sup>29</sup> ) has been installed within several of our AQMAs	As the system is responsive to demand management requirements, it is considered difficult to prescribe a target annual emission reduction	See previous PRs. Installation of SCOOT within AQMAs, 2A, 4 and 7. Installation of MOVA in AQMA 5	2018	Intend to continue beyond 2018, subject to securing of further funding in future years
20	Encourage cycling and walking (developing infrastructure and campaigns)	Promoting Travel Alternatives Transport Planning and Infrastructure	Promotion of Cycling Promotion of Walking Public cycle hire scheme Cycle network	BMBC, H&T	Ongoing	2016-2021	To be determined	Table A.1 Action Toolbox of LAQM 16 indicates low impact on reducing PM and NOx emissions	Barnsley Cycle Hub (web link), Barnsley Cycle Boost (web link)	2021	Successful Sustainable Transport Transition Fund (STTF) award in 2016-17, with bids for funding thereafter
21	Care4Air	Public Information	Via the internet, leaflets, radio, television and other mechanisms	BMBC, Regulatory Services	Completed	2016-2021	Unable to determine	Unable to determine	See website for details of progress	Subject to funding	<a href="http://www.care4air.org/">http://www.care4air.org/</a>

<sup>29</sup> SCOOT – Split Cycle and Offset Optimisation Technique; MOVA – Microprocessor Optimised Vehicle Actuation, both designed to maximise traffic flow

Measure No.	Measure	EU Category	EU Classification	Lead Authority	Planning Phase	Implementation Phase	Key Performance Indicator	Target Pollution Reduction in the AQMA	Progress to Date	Estimated Completion Date	Comments
22	Assessment of air quality impact of major traffic schemes	Traffic Management	Congestion Management	BMBC Regulatory Services	Completed	Ongoing	Unable to determine?	Unable to determine?	Assessment of previous schemes	Ongoing	Assessment of schemes to ensure that design and layout has beneficial impact on emission reduction
23	Smoky diesel Hotline	Public Information	Via the internet, leaflets, radio, television and other mechanisms	BMBC Reg Services	Completed	Ongoing	Unable to determine	Unable to determine	Ongoing	Ongoing	See <a href="https://www.gov.uk/report-smoky-vehicle">https://www.gov.uk/report-smoky-vehicle</a>
24	Car and Lift sharing programmes	Alternatives to private vehicle use	Car and Lift sharing schemes	BMBC, SYTPE	Completed	Ongoing	Unable to determine	Unable to determine	Not yet determined	Not yet determined	See <a href="https://southyorkshire.liftshare.com">https://southyorkshire.liftshare.com</a>
25	Promoting Travel Alternatives (Workplace travel planning; encourage / facilitate home-working; personalised travel planning; school travel plans)	Promoting Travel Alternatives	(Workplace travel planning; encourage / facilitate home-working; personalised travel planning; school travel plans)	BMBC H&T	Completed	Ongoing	Not yet determined	Not yet determined	Not yet determined	Not yet determined	Ongoing projects
26	Anti-idling policy feasibility study	Traffic Management	Anti-idling enforcement	BMBC H&T	2016-17	Following completion of feasibility study and adoption of the policy	Not yet determined	Not yet determined	Not yet determined	Not yet determined	Feasibility study to determine if an anti-idling policy is appropriate for Barnsley

These proposed actions are discussed in more detail below:

## Carriageway Improvements

As well as current congestion issues, it is hoped that the Borough will be subject to further employment and housing growth in future, in order to continually drive local economic regeneration and secure a more prosperous future. Such development and increasing economic activity, by its very nature, will generate increased traffic on the local network. This can have impact on congestion and emissions. In order to mitigate against this, previous transport modelling work undertaken has demonstrated that carriageway

improvements can be undertaken to improve vehicle flows and hence reduce emissions. This has proven successful in the past in Barnsley, resulting in the revocation of two AQMAs.

### **Barnsley Bus Partnership Agreement**

The Council and South Yorkshire Passenger Transport Executive (SYPTe) are currently negotiating a bus agreement with local operators and with regard to revised bus network throughout Barnsley. A consultation process forms part of this process, with the intention to introduce a new bus network in January 2017. Previously, similar agreements have been signed by our South Yorkshire neighbouring local authorities, with the agreement including stipulated emissions standards. The proposed Barnsley agreement intends to also include emission standards (EURO specification), and discussions are ongoing regarding the most appropriate standards.

### **Barnsley Intelligent Transport Systems**

SCOOT and MOVA have been installed at various junctions in the Barnsley urban area, including AQMAs 2A, 4 and 5. These systems are used to “try to minimise the traffic problems by using a variety of traffic management methods. SCOOT (Split Cycle Offset Optimisation Technique) is a tool for managing and controlling traffic signals in urban areas. It is an adaptive system that responds automatically to fluctuations in traffic flow through the use of on-street detectors embedded in the road”<sup>30</sup>. MOVA tends to be used at more isolated junctions, but the principle is the same as SCOOT. Reducing congestion has beneficial effects on road transport emissions, and is quoted within Table A1 of Annex A of the LAQM Action Toolbox (TG 16) as an action with air quality benefit.

### **Encourage uptake of lower emission vehicles and alternative fuels (EVs, CNG, H<sub>2</sub>)**

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<sup>30</sup> <http://www.scoot-utc.com/>

Electric Vehicles (EVs), as well as those powered by compressed natural gas (CNG) and hydrogen (H<sub>2</sub>) are essentially zero tailpipe emission. Clearly these will have great air quality benefit. Regionally, the Sheffield City Region Air Quality Action Plan states “at present the uptake of low emission vehicles amongst the public has been limited, as with most products in their infancy, although there has recently been some acceleration in the number of nationally registered EVs. Growth in uptake is forecast over the next 25 years as car manufacturers move to develop low emission alternatives. The gradual shift to low emission, electric and hybrid vehicles will only be possible if research and investment in an infrastructure that can support them is undertaken at national and local level. The partners have a key role to play by directing resources to encourage the shift to a low emission economy.”

The Energy Savings Trust website (<http://www.energysavingtrust.org.uk/travel/electric-vehicles>) provides a detailed discussion around the use of low emission vehicles, including electric vehicles. This site includes information relating to available grants for purchasing electric vehicles, running costs, range issues and location of re-charging facilities. The UK’s government’s official advisers, the Committee on Climate Change, say [60% of new car sales in the UK should be electric by 2030](#), in order to deliver the nation’s carbon cuts at the least cost.

With this expected major shift in sales of new electric vehicles (especially cars), the Council (along with all other local authorities) is keen to ensure that there will in future be an appropriate infrastructure to meet this demand, in addition to meeting the emission reduction and air quality benefit. Appendix D contains the Barnsley MBC Air Quality and Emissions Good Practice Guidance, which recommends to developers suitable mitigation to offset the air quality impact of future development. This guidance recommends, where appropriate, the installation of electric vehicle charging points for these future developments.

The Council is trialling an electric vehicle, previously purchased from Defra air quality grant funding, in order to demonstrate the suitability of such technology to undertake routine Council business. The Council is therefore keen to facilitate the uptake of such low emission vehicles.

In addition, Doncaster MBC have submitted a Defra air quality grant bid on behalf of all four South Yorkshire local authorities in 2016 to produce a countywide communication and education package of measures aimed at increasing awareness and dispelling myths on a local scale to escalate the uptake of Ultra Low Emission Vehicles across the region. At the time of writing this Plan we await the outcome of this bid, but if successful, Barnsley MBC will be partners for this campaign.

### **Encourage cycling and walking (developing infrastructure and campaigns)**

Cycling and Walking programmes are listed Table A1 of Annex A of the LAQM Action Toolbox (TG 16) as an action with air quality benefit. Specifically, the guidance states that “Investing in cycling (....and walking....) can help bring about a modal shift away from use of private vehicles, thereby reducing emissions of relevant air pollutants. There are also co-benefits in encouraging cycling, e.g. on health”. Regionally, the city region has bid for a number of cycle and walking schemes in 2016-17 via the DfT’s Sustainable Transport Transition Fund (STTF), and note the recent DfT announcements with regard to future “Access” funding opportunities beyond 2016-17 for these initiatives.

#### **Care4Air**

Care4Air is the South Yorkshire air quality campaign, owned by the four South Yorkshire local authorities and the SYPTE. This scheme has been operating for several years ( see <http://www.care4air.org/>). This campaign aims to encourage behavioural change using a positive “social marketing” message in order for individuals and organisations to reduce emissions. In the past, this campaign has been very successful and has received national recognition. Consideration needs to be given regarding the direction of the scheme, and again, identify appropriate funding.

#### **ECO Stars Heavy Duty Vehicle (HDV) Recognition Scheme**

The ECO Stars fleet recognition scheme is a free scheme that aims to help fleet operators improve efficiency and reduce fuel consumption, with the subsequent benefit of reducing emissions. This scheme was originally set up by Barnsley and neighbouring

South Yorkshire local authorities as a means of working with this fleet sector (HGVs, buses, coaches and vans) in order to improve air quality. The scheme works by assessing vehicle fleets for their operational practice and age and their subsequent fuel consumption and environmental impact, and then offering advice (roadmap) on how to make further improvements. The scheme is currently trialling a toolkit which enables operators and scheme managers to assess changes in fuel consumption and subsequently emissions. The scheme has now extended beyond South Yorkshire to other UK local authorities and to Europe. Further information can be found at <http://www.ecostars-uk.com>. Funding has been obtained to continue with the scheme in 2017-18, with a strong desire to continue further beyond these dates.

### **ECO Stars Taxi Recognition Scheme**

Following on from the success of the ECO Stars HDV Recognition Scheme, a similar taxi scheme has been set up, which other authorities (notably Mid Devon and Dundee) have undertaken. This Service will therefore explore the feasibility of undertaking a Barnsley ECO Stars Taxi Recognition Scheme, including the identification of funding. As with the HDV scheme, the scheme will be free to operators. A Defra air quality grant bid was submitted in 2016 for this project, and, at the time of writing of this Plan, we await outcome of this bid.

### **Eco Driving**

In 2015-16, using Local Sustainable Transport Funding (LSTF), the South Yorkshire Inmotion project (<http://www.inmotion.co.uk>) undertook an eco driver trainingscheme, targeted at LDV fleets. We therefore intend to assess the feasibility of operating a further scheme in Barnsley, once we have studied the evaluation report<sup>31</sup> for the Inmotion scheme. As stated earlier, our source apportionment work has highlighted the significant contribution to local NOx concentrations from diesel cars and diesel lights goods vehicles using local roads. A Defra air quality grant bid was submitted in 2016 for this project, and, at the time of writing of this Plan, we await outcome of this bid.

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<sup>31</sup> eDriving Solutions Ltd., June 2015, An Evaluation of the South Yorkshire Safer Roads Partnership ECO-Business Driving Scheme



### **Specific schemes for the Langsett AQMA (AQMA No. 6)**

The air quality issues within Langsett have been discussed within our 2013 detailed assessment<sup>32</sup>. To summarise, a major trans-pennine road (A616) passes through the village of Langsett. A significant number of HGVs use this road, which is subject to a gradient and right hand turn junction within the village. The A616 is a Highways England administered road. This road is also part of proposed an enhanced trans-pennine connectivity scheme, and initial discussions have been held with Highways England on appropriate air quality mitigations within the context of the proposed scheme. Further work is required to progress this issue, but it is hoped that this work will continue in 2017-18, with the outcomes and way forward to be reported in next years' Annual Status Report. It must be stressed however that improvement in air quality in Langsett requires the active involvement and commitment of Highways England.

### **Planning applications – air quality assessment and mitigation**

In order to mitigate more effectively against the air quality impact of future development, this service will continue to implement local guidance. The guidance provides a template for integrating air quality considerations into land-use planning and development management policies that can influence the reduction of road transport emissions. Consequently, this has been added to this Barnsley MBC Air Quality Action Plan.

The air quality assessments follow a three stage process:

- Stage 1: Determining the classification of the development proposal
- Stage 2: Assessing and quantifying the impact on local air quality

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<sup>32</sup> Barnsley MBC, November 2013, Air Quality Further Assessment Report

- Stage 3: Determining the level of a mitigation required by the proposal to meet Local Development Plan requirements

This local guidance is complimented nationally by the requirements of the National Planning Policy Framework.

In addition, the planning process can consider the siting of any new large industrial sources. Underpinning the planning process are the relevant planning policies. Currently these are contained within the Core Strategy of the Unitary Development Plan. This is expected to be replaced by a new Local Plan, which intended to be formally adopted this year. All relevant planning policies relating to air quality can be viewed at <https://www.barnsley.gov.uk/services/planning-and-buildings/local-planning-and-development/our-new-local-plan/barnsleys-local-plan/>.

These policies require an applicant to consider air quality in these circumstances. Should this assessment (which is appraised by the local authority) indicate exceedance of any UK air quality objectives / EU limit values, then the proposed development will require appropriate mitigation, or the application may then be refused on air quality grounds.

Subsequent to the planning process, it is likely that the siting of a large industrial process would then be subject to the issue of an environmental permit, by either the Environment Agency or Barnsley MBC, dependent on the nature and size of any installation. This process would introduce further scrutiny of any air quality issues.

Similarly, the impact of introducing exposure close to these installations can be assessed (such as the encroachment of domestic housing on large industrial sources). Should this assessment indicate exposure to air pollution exceeding UK objectives / EU limit values, then any application for any such development would require suitable mitigation or would be refused on air quality grounds.

There is a finite number of large industrial installations in the borough, and this authority is also aware of large industrial installations in neighbouring authorities, so the impact of these can also be considered, such this prove necessary.

#### **Speed restrictions on gradient Feasibility Study (Specifically AQMA 4, Harborough Hill Road)**

In 2017-18, we propose to undertake a feasibility study on the impact of reducing speeds on Harborough Hill Road on emissions. Besides undertaking a study into change in emissions as a consequence of speeds reduction, a separate consultation will be required with all stakeholders (e.g. South Yorkshire Safer Roads Partnership), along with identification of suitable funding. Any such proposals could be trialled for a period of time, to then assess effectiveness.

### **Procurement**

Consideration can be given to adoption of Barnsley MBC procurement procedures, which take account of the opportunities to encourage, require or acquire lower emission vehicles.

### **Assessment of air quality impact of major traffic schemes**

The air quality impact of any future major traffic schemes is considered in detail and recommendations for mitigation are made when appropriate.

### **Control over emissions from Part B and A2 processes, and act as consultees for Part A1 processes**

Continuing control over those industrial processes which require an environmental permit ensures that air emissions are kept at a legislative minimum or below. Barnsley MBC are also becoming aware of the proposed Medium Combustion Plant Directive. We are already considering this issue, especially for planning applications for the installation of “short term operating reserve” (STORs), and the subsequent impact of these on air quality in the borough. We note however that the UK’s transposition of the directive is still under consultation, so any future implementation of the directive by the local authority will be addressed in our future air quality Annual Status Reports.

In addition, consideration has been given to the potential effects of the proposed combustion activity (diesel engines with a net rated thermal input of 1-50 MW), intended to be introduced into the Environmental Permitting Regulations 2010 (as amended) by January 2019. This relates to the possible growth of diesel arrays, and the use of standby generators. We are already considering this issue,

especially for planning applications for the installation of “short term operating reserve” (STORs), and the impact of air quality in the borough. We are asking for appropriate air quality assessments, with the methodology agreed with the local authority. These assessments are required to assess these installation’s predicted emissions on local air pollution concentrations, including comparison against UK air quality objectives / EU limit values. Should this assessment (which is appraised by the local authority) indicate exceedance of any UK air quality objectives / EU limit values, then the proposed development will require appropriate mitigation, or the application may then be refused on air quality grounds.

### **Enforcement of the Clean Air with regards to industrial smoke**

Continuing control of industrial air emissions.

### **Enforcement of the Clean Air with regards to domestic smoke control**

Continuing control of domestic air emissions. In addition, Barnsley MBC is aware of the growing impact of domestic sources on PM<sub>2.5</sub> emissions from biomass burning. The entire Barnsley borough is covered by smoke control orders, and Barnsley MBC offer advice to householders who are considering using biomass and solid fuel appliances. Further information can be found at

<https://www.barnsley.gov.uk/services/pollution/air-pollution/smoke-control>. All stoves or boilers intended for domestic use in the Barnsley borough therefore will have to be exempted appliances or the householder will need to use an authorised fuel. Furthermore, Barnsley MBC investigate complaints regarding domestic smoke under the requirements of the Clean Air Act 1993. Action ten of this Plan consequently deals with enforcement of the Clean Air Act with regards to domestic smoke control, which include emissions from domestic solid fuel stoves and boilers.

Barnsley MBC have also undertaken monitoring of PM<sub>2.5</sub> concentrations within parts of the borough<sup>33</sup>, which may be subject to domestic PM<sub>2.5</sub> emissions. This monitoring concluded that air quality standards relating to PM<sub>2.5</sub> were not being exceeded.

<sup>33</sup> Barnsley MBC, Regulatory Services, January 2016, PM<sub>2.5</sub> Monitoring in Barnsley 2015-15, report to Barnsley MBC, Public Health

## **Investigation of nuisance complaints, including appropriate action to resolve the problem**

Continuing control of domestic air emissions.

### **Smoky diesel Hotline**

Central Government still operate their web page for the reporting of excessively smoking heavy goods vehicles, coaches and buses (<https://www.gov.uk/report-smoky-vehicle>). The Council can publicise this hotline locally, and lobby Central Government, whether it would be feasible to develop a similar hotline for light duty vehicles.

### **Consolidation Centres**

Should opportunity for these arise in the Borough, then the air quality benefits of these should be encouraged.

### **Barnsley MBC fleet improvement**

Barnsley Council's fleets are already members of the ECO Stars HDV fleet recognition scheme. Consequently, they are trialling an "enhanced roadmap" for the ECO Stars scheme, with the aim of identifying opportunities to further reduce emissions.

### **Car and Lift sharing programmes**

The Liftshare scheme (<https://southyorkshire.liftshare.com>) is already operating in South Yorkshire. There is opportunity to further publicise this scheme to fleets in the Barnsley area.

### **Priority parking for Low Emission Vehicles**

Barnsley MBC is currently reviewing its car parking policies. There will therefore be opportunity to consider the feasibility of preferential parking for low emission vehicles, as means of encouraging their use in the Barnsley urban area.

### **Promoting Travel Alternatives**

Continuation of workplace travel planning requirements for new development; encouraging and facilitating home working and personalised travel plans.

## Appendix A: Response to Consultation

**Table A.1 – Summary of Responses to Consultation and Stakeholder Engagement on the AQAP**

Consultee	Category	Response
Langsett Parish Council	Transport	Concern was raised by Langsett Parish Council that the proposed actions to improve air quality within AQMA 6 (Langsett) were too vague and without timelines. Highways England are the authority for the A616 through Langsett. Barnsley MBC will endeavour to set up a joint working party involving BMBC, LPC and HE to address these concerns.
Environment Agency	Industry	Further consideration to be given in the Plan to emissions from stationary sources. This has been addressed in section 1.8 above.
Barnsley MBC, Public Health	Transport	<p>Consideration of 20 mph zones and vegetation barriers as detailed in the draft NICE guidance – addressed in section 1.8 above.</p> <p>Strengthen links with NHS and social car partners – will be addressed by Barnsley MBC Public Health and Regulatory Services as implementation of the Plan progresses.</p> <p>Driver training to reduce speeds and emissions, particularly working with NHS / social care / voluntary sector fleets. Action 17 above proposes an eco driver training programme, subject to the securing of funding. A bid was submitted to Defra for air quality grant funding in 2016 for such a scheme.</p>
Local resident	Transport	Consideration of an assisted purchase scheme for low emission vehicles – currently the Council has no facility for such schemes.
Local resident	Transport	Concern that the Plan did not address the air quality impact of new development and that the Plan did not consider other sources of traffic emissions as well as diesel cars. The resident has been directed to those sections of the Plan where these issues have been addressed.
Local ward member	Transport	A local ward member requested that the Plan had more consideration of the

		role of electric vehicles have in securing future road traffic emission reduction. This has subsequently been undertaken in the Plan.
Local ward member	Other	A local ward member raised the issue of public smoking. The member has been responded to directly with the Council's Public Health plans to deal with this issue. This issue is separate to the aims and purpose of this Action Plan.

### External consultees contacted directly

Neighbouring local authorities (Doncaster, Rotherham, Sheffield, Wakefield, Kirklees, High Peak)

Environment Agency

Highways England

Stagecoach

South Yorkshire Passenger Transport Executive

Sheffield City Region Combined Authority

Peak District National Park

Freight Transport Association

Barnsley and Rotherham Chamber of Commerce

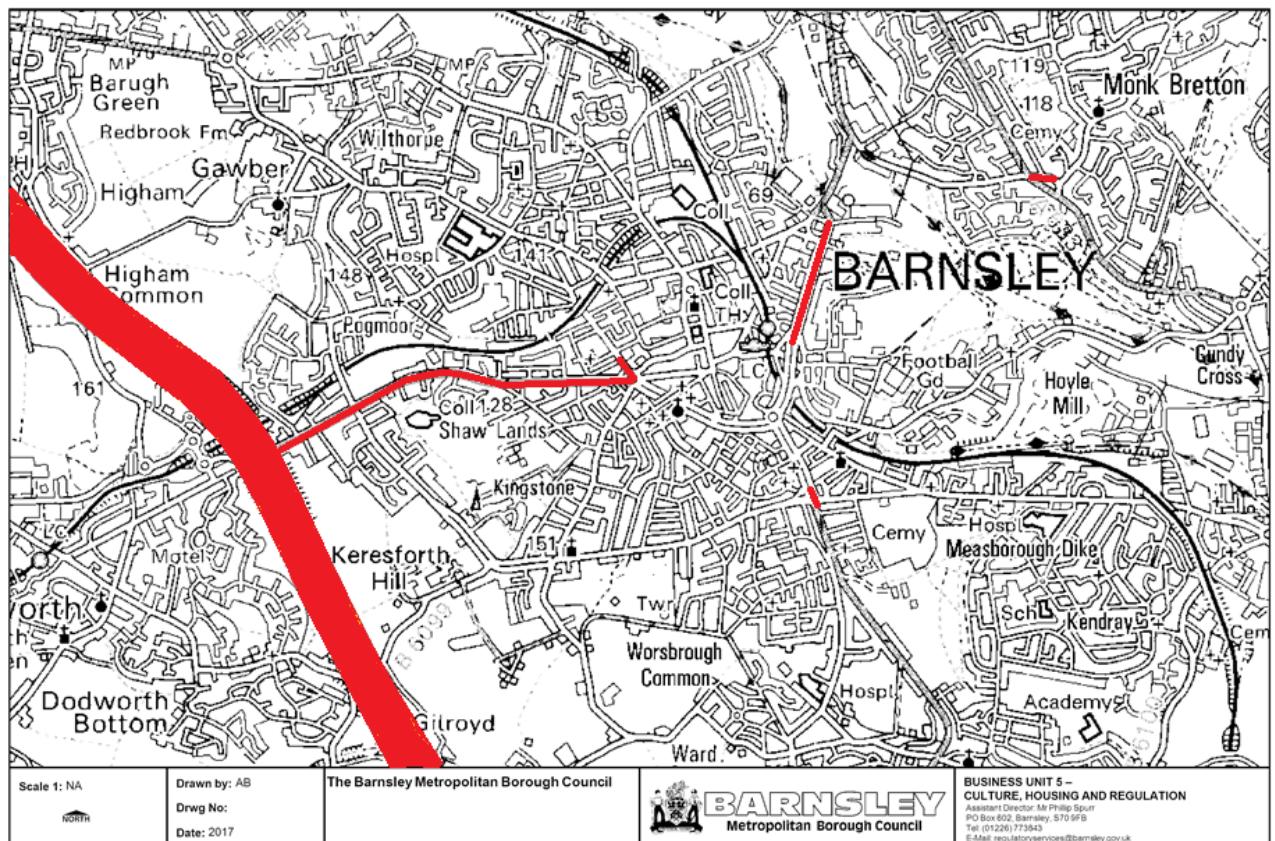


## Appendix B: Reasons for Not Pursuing Action Plan Measures

Table B.1 – Action Plan Measures Not Pursued and the Reasons for that Decision

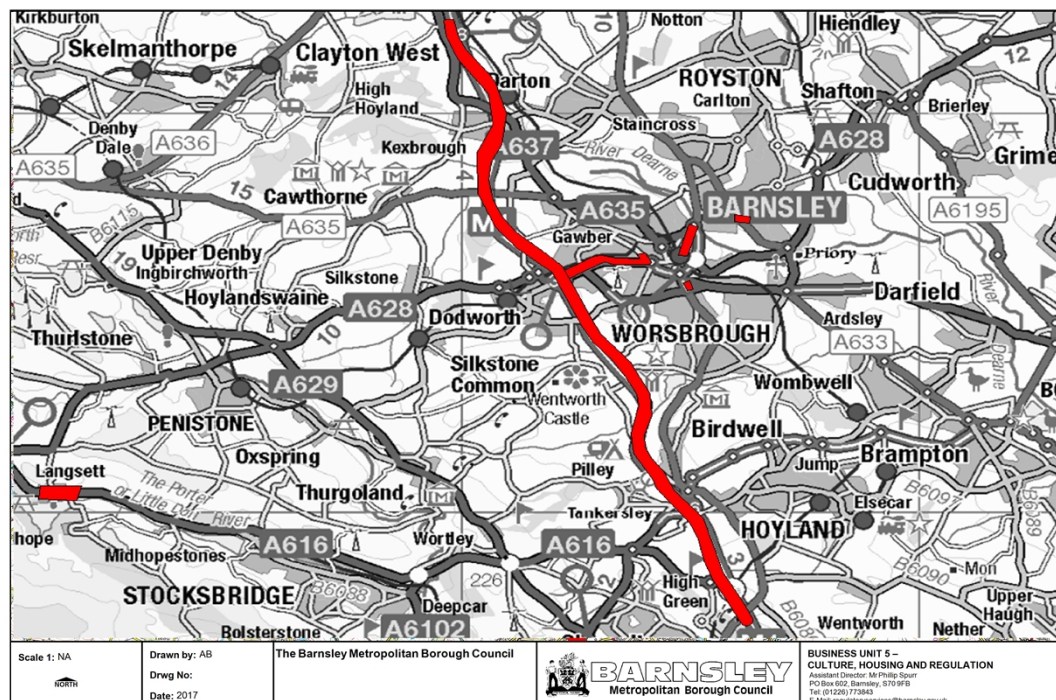
Action category	Action description	Reason action is not being pursued (including Stakeholder views)

## Appendix C: Maps of Existing AQMAs



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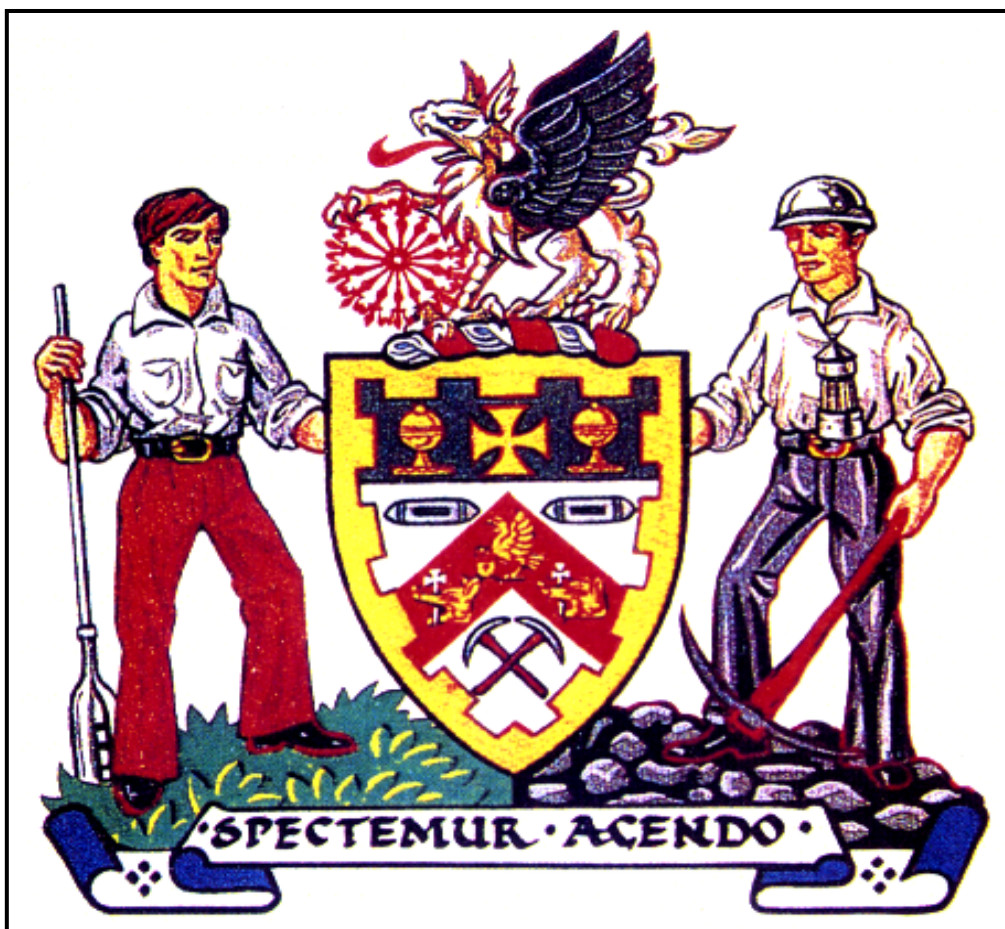


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## **Appendix D - AIR QUALITY AND EMISSIONS GOOD PRACTICE PLANNING GUIDANCE**

# **Barnsley Metropolitan Borough Council**



## **AIR QUALITY AND EMISSIONS**

### **GOOD PRACTICE PLANNING GUIDANCE**

**September 2014**

This technical guidance is aimed at helping planning authorities deliver national air quality objectives through cost effective service planning

## **CONTENTS**

<b>1</b>	<b>Summary</b>	<b>1</b>
<b>2</b>	<b>Pre Planning Discussions</b>	<b>2</b>
<b>3</b>	<b>Introduction</b>	<b>4</b>
<b>4</b>	<b>Planning Policy Framework</b>	<b>5</b>
4.1	National Policy	5
4.2	Local Planning Policy	6
<b>5</b>	<b>Local Air Quality Management</b>	<b>7</b>
<b>6</b>	<b>Air Quality Assessment Process</b>	<b>8</b>
6.1	Stage 1: Development Type Classification	8
6.2	Stage 2: Air Quality Impact Assessment	10
6.3	Stage 3: Mitigation and Compensation	12
<b>6</b>	<b>Planning Recommendation</b>	<b>18</b>
<b>Appendices</b>		
<b>Appendix 1</b>	<b>Barnsley MBC Planning Policy Context</b>	<b>19</b>
<b>Appendix 2</b>	<b>Air Quality Assessment Protocol</b>	<b>20</b>
<b>Appendix 3</b>	<b>Emissions Assessment Calculator</b>	<b>23</b>
<b>Appendix 4</b>	<b>Electric Vehicle Charging Point Specification</b>	<b>25</b>
<b>Appendix 5</b>	<b>Travel Planning Guidance</b>	<b>26</b>
<b>Appendix 6</b>	<b>Is an air quality assessment required for my development?</b>	<b>28</b>
<b>Tables, Boxes and Figures</b>		
<b>Map 1</b>	<b>Air Quality Assessment Areas</b>	<b>3</b>
<b>Table 1</b>	<b>Barnsley's AQMAs (2014)</b>	<b>4</b>
<b>Table 2</b>	<b>Criteria for Development Classification</b>	<b>8</b>
<b>Table 3</b>	<b>Additional Trigger Criteria for Major Developments</b>	<b>9</b>
<b>Box 1</b>	<b>Road Transport Emission Calculation</b>	<b>11</b>
<b>Box 2</b>	<b>Minor Proposal Default Mitigation</b>	<b>13</b>
<b>Box 3</b>	<b>Medium Proposal Default Mitigation</b>	<b>14</b>
<b>Box 4</b>	<b>Major Proposal Default Mitigation</b>	<b>16</b>

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# 1. Summary

- 1.1 The spatial planning system has an important role to play in improving air quality and reducing exposure to air pollution. Whilst planning policy cannot solve immediate air quality issues, it has a role to play so that any likely scheme impacts are reasonably mitigated and future scheme occupants are able to make more sustainable vehicle choices.
- 1.2 This technical guidance deals primarily with those pollutants regulated under the local air quality management (LAQM) regime and the impact of traffic emissions, although the increasing use of biomass boilers is now becoming an important planning issue. The assessment and control of dust impacts during demolition and construction is also considered, as dusts contribute to airborne particulate matter, as well as being dust soiling. Greenhouse gas emissions are not addressed explicitly, as they are covered by other initiatives, but synergies exist between measures to minimise climate change and local air quality impacts.
- 1.3 The guidance provides a template for integrating air quality considerations into land-use planning and development management policies that can influence the reduction of road transport emissions. Consequently, it will be added to the existing Barnsley MBC Air Quality Action Plan.
- 1.4 The air quality assessments follow a three stage process:
  - Stage 1: Determining the classification of the development proposal
  - Stage 2: Assessing and quantifying the impact on local air quality
  - Stage 3: Determining the level of a mitigation required by the proposal to meet Local Development Plan requirements
- 1.4 This technical guidance deals with those pollutants regulated under the local air quality management (LAQM) regime and are associated with the impact of traffic emissions. Greenhouse gas emissions are not addressed explicitly, as they are covered by other initiatives, but synergies exist between measures to minimise climate change and local air quality impacts.
- 1.5 The guidance provides a template for integrating air quality considerations into land-use planning and development management policies that can influence the reduction of road transport emissions and to be used to update air quality action plans.

The air quality assessment process follows a three stage process:

1. Determining the classification of the development proposal;
2. Assessing and quantifying the impact on local air quality;
3. Determining the level of a mitigation required by the proposal to meet Local Development Plan requirements.

The assessment process is summarised in the flow chart in Appendix 6.

## **2. Pre-Planning Discussions**

2.1 In order to avoid unnecessary delays in the planning process and ensure optimum scheme design and sustainability, it is vital for communication at an early stage in any significant proposal. It is therefore essential that pre-application discussions with the relevant air quality personnel to confirm the scale of development and the assessment requirements are undertaken.

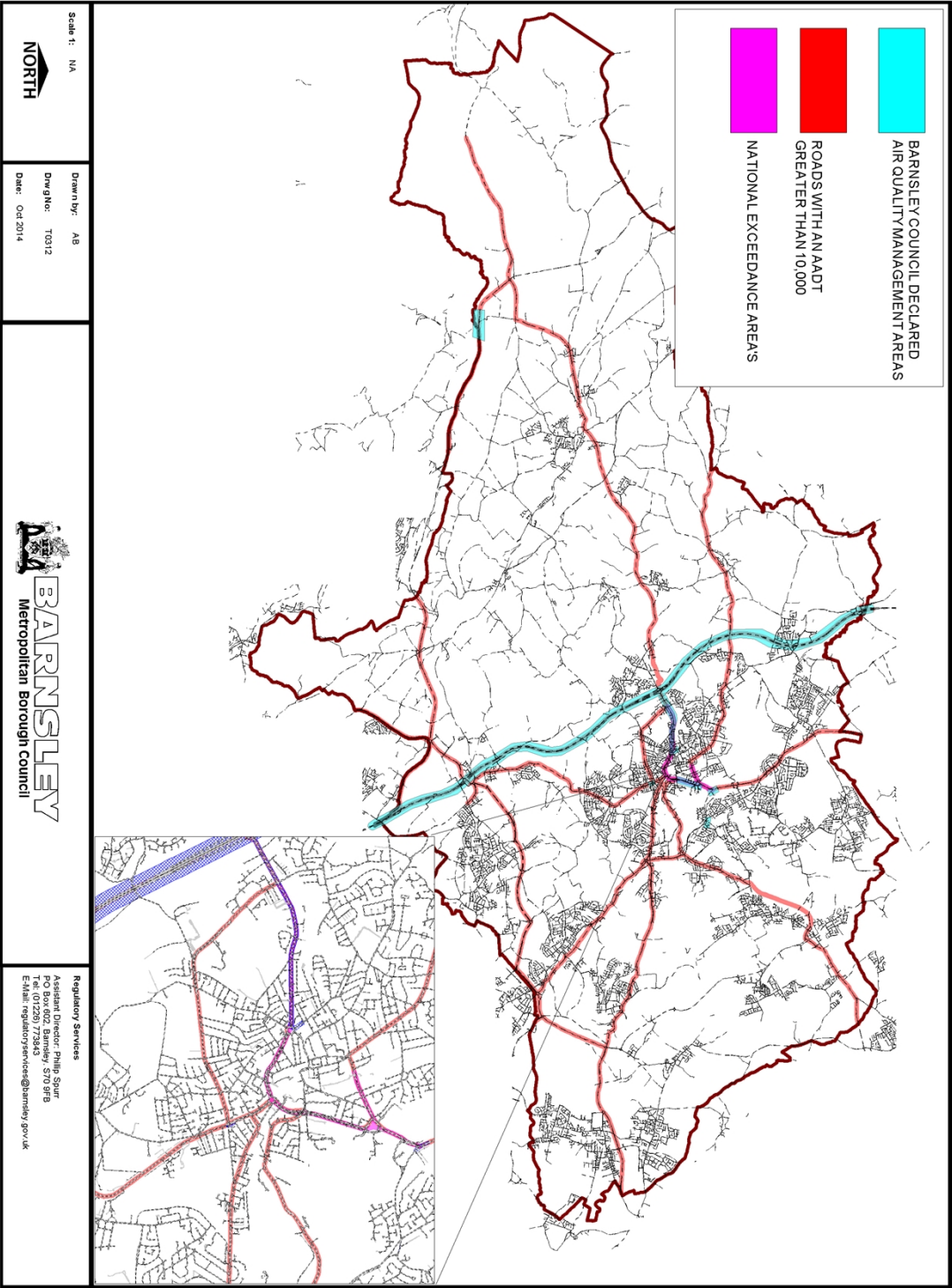
Air Quality Assessment and Mitigation Development Control

When will an Air Quality Assessment be required?

1. *When the proposal meets or exceeds the criteria in Table 2 (page 8)*
2. *When the proposed development **of any size** is classed as C1 to C4 or D1 and is proposed for the Air Quality Assessment Area identified on Map 1*

The flow chart in Appendix 6 assists in this identification process.

Map 1: Barnsley Air Quality Assessment Areas



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### **3. Introduction**

3.1 New developments have the potential to affect air quality. Local planning policy will play a significant role in ensuring that development schemes are designed to be sustainable. This guidance has been developed to:

- Introduce an air quality assessment scheme which includes the quantification of impacts, formulating damage costs and identifying mitigation measures to be implemented to negate the impact.
- Tackles cumulative impact.
- Provides clarity and consistency of the process to developers, planners and local communities.

3.2 The major air pollution concern within the Barnsley borough is poor air quality due to transport emissions. Barnsley has seven air quality management areas (AQMAs), all declared due to exceedance of the annual average objective for nitrogen dioxide (NO<sub>2</sub>), a pollutant strongly associated with transport emissions. Barnsley's AQMAs are listed in the table below:

**Table 1: Barnsley's AQMAs**

<b>AQMA No.</b>	<b>Adjacent roads / junctions</b>	<b>Year declared</b>
1	M1 Motorway, 100 metres either side of the central reservation within the Barnsley Borough	2001
2A	A628 Dodworth Road	2005
3	Junction of A61 Wakefield Road and Burton Road	2005
4	A61 Harborough Hill Road	2008
5	Junction of A633 Rotherham Road and Burton Road	2008
6	A616 passing through Langsett	2012
7	Junction of A61 Sheffield and A6133 Cemetery Road	2012

3.3 In addition, the publication of national exceedance areas (<http://uk-air.defra.gov.uk/data/gis-mapping>) has highlighted roads within the borough above the NO<sub>2</sub> annual average objective, which require further consideration.

3.4 The public health impacts of air pollution are also becoming clearer; particularly the impact of PM<sub>2.5</sub> particles. PM<sub>2.5</sub> refers to the airborne particle fraction less than 2.5 microns in size. This particle fraction directly relates to the Public Health Outcomes Framework Health Protection indicator 3.01 "Fraction of Mortality attributable to Particulate Air Pollution". Extensive research has shown that these particles are the major outdoor air pollution contributor to poor health and it is currently considered that there may no known absolute safe level of exposure.

## 4. Planning Policy Framework

### 4.1 National Policy

4.1.1 National planning policy is now set by the National Planning Policy Framework (NPPF) [NPPF](#). The NPPF places a general presumption in favour of sustainable development, stressing the importance of local development plans. One of its 12 Core Planning Principles states that planning should:

“contribute to conserving and enhancing the natural environment and reducing pollution”, by: (paragraph 109) “preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability”.

4.1.2 It goes on to state (paragraphs 120 and 124) that:

“To prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.

“Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with local air quality action plans”.

4.1.3 To support the NPPF, Defra have produced National Planning Policy Guidance (NPPG), including one relating to [air quality](#). Paragraph eight of this guidance (reference ID: 32-008-20140306) deals specifically with mitigating air quality impact and states:

“Mitigation options where necessary will be locationally specific, will depend on the proposed development and should be proportionate to the likely impact. **It is important therefore that local planning authorities work with applicants to consider appropriate mitigation so as to ensure the new development is appropriate for its location and unacceptable risks are prevented.** [Planning conditions](#) and [obligations](#) can be used to secure mitigation where the relevant tests are met.

Examples of mitigation include:

- the design and layout of development to increase separation distances from sources of air pollution;
- using green infrastructure, in particular trees, to absorb dust and other pollutants;
- promoting infrastructure to promote modes of transport with low impact on air quality;
- controlling dust and emissions from construction, operation and demolition; and
- contributing funding to measures, including those identified in air quality action plans and low emission strategies, designed to offset the impact on air quality arising from new development.”

## **4.2 Local Planning Policy**

4.2.1 The Planning and Compulsory Purchase Act 2004, amended by the Localism Act 2011 requires planning authorities to prepare Local Plans (previously known as Local Development Frameworks), which may be made up of a single or number of documents such as:

- Core strategy;
- Development Plan Policies;
- Site Specific Proposals;
- Area Action Plans;
- Other documents including supplementary planning documents.

4.2.2 The Local Plan will identify land areas for future development and include a number of strategic and development policies relating to local air quality management that will fulfil the National Planning Policy Framework sustainable development criteria. This technical guidance supports the implementation of the strategic and development policy framework. An example of current/emerging policy context is included in Appendix 1.

## **5. Local Air Quality Management**

5.1 The Environment Act 1995 established a local air quality management regime. It requires local authorities to review and assess ambient air quality in their areas against health based standards for a number of specific pollutants prescribed in the Air Quality Regulations 2000 and Air Quality (Amendment) Regulations 2002. If there is a risk that levels of air pollution in any part of the authority's area will be higher than the prescribed objectives, the authority is required to designate an Air Quality Management Area (AQMA). It is then required to produce an Action Plan which sets out the measures it intends to take in pursuit of the objectives.

5.2 It is not necessarily the case that a proposed development in an area of poor air quality will have a negative impact. However, it is important to recognise when such development might introduce additional people into an area of poor air quality. The declaration of an AQMA does not mean that there will be no new development within that area. Rather, it means that greater weight must be given to the consideration of air quality impacts and their mitigation.

5.3 In addition, the boundary of an AQMA does not necessarily define the limit of the area of poor air quality. The only constraint on the boundary definition is that it should be at least as large as the area of exceedance, where there is relevant exposure.

5.4 The fact that a development is within or close to an AQMA does not mean that it is necessarily affecting an area of exceedance of the objective, or that it is being affected by air pollution that exceeds the objective. On the other hand, a development could introduce new exposure into an area of poor air quality, which has not been identified and declared as an AQMA, as previously there was no relevant exposure.

## **6. Air Quality and Emissions Mitigation Assessment Process**

### **6.1 Stage 1: Development Type Classification:**

Three levels of development classification are determined using adapted criteria from the Department for Transport<sup>34</sup>.

**Table 2: Criteria for Development Classification**

<b>Land Use</b>	<b>Description</b>	<b>TA Required</b>
Food Retail (A1)	Retail sale of food goods to the public – supermarkets, superstore, convenience food store	>800 m <sup>2</sup> (GFA)
Non-Food Retail (A1)	Retail sale of non-food goods to the public; but includes sandwich bars or other cold food purchased and consumed off site	>1500 m <sup>2</sup> (GFA)
Financial and professional services (A2)	Banks, building societies and bureaux de change, professional services, estate agents, employment agencies, betting shops.	>2500 m <sup>2</sup> (GFA)
Restaurants and Cafes (A3)	Use for the sale of food for consumption on the premises.	>2500 m <sup>2</sup> (GFA)
Drinking Establishments (A4)	Use as a public house, wine-bar for consumption on or off the premises.	>600 m <sup>2</sup> (GFA)
Hot Food Takeaway (A5)	Use for the sale of hot food for consumption on or off the premises.	>500 m <sup>2</sup> (GFA)
Business (B1)	(a) Offices other than in use within Class A2 (financial & professional). (b) Research & development – laboratories, studios. (c) Light industry	>2500 m <sup>2</sup> (GFA)
General industrial (B2)	General industry (other than B1).	>4000 m <sup>2</sup> (GFA)
Storage or Distribution (B8)	Storage or distribution centres – wholesale warehouses, distribution centres & repositories.	>5000 m <sup>2</sup> (GFA)
Hotels (C1)	Hotels, boarding houses & guest houses	>100 bedrooms
Residential Institutions (C2)	Hospitals, nursing homes used for residential accommodation and care.	>50 beds
Residential Institutions (C2)	Boarding schools and training centres	>150 students
Residential institutions (C2)	Institutional hostels, homeless centres.	>400 residents
Dwelling Houses (C3)	Dwellings for individuals, families or not more than six people in a single household.	>50 units
Non-Residential Institutions (D1)	Medical & health services, museums, public libraries, art galleries, non-residential education, places of worship and church halls.	>1000 m <sup>2</sup> (GFA)
Assembly and Leisure (D2)	Cinemas, dance & concert halls, sports halls, swimming, skating, gym, bingo, and other facilities not involving motorised vehicles or firearms.	>1500 m <sup>2</sup> (GFA)
Other		
1. Any development generating 30 or more two-way vehicle movements in any hour		
2. Any developments generating 100 or more two-way vehicle movements per day		
3. Any development proposing 100 or more parking spaces		
4. Any relevant development proposed in a location where the local transport infrastructure is inadequate		
5. Any relevant development proposed in a location adjacent to an Air Quality Management Area (AQMA)		

1. MINOR Proposal: Development proposals that fall below the above criteria.

<sup>34</sup> <http://webarchive.nationalarchives.gov.uk/20100409053417/http://www.dft.gov.uk/adobepdf/165237/202657/guidanceontaappendixb>

2. MEDIUM Proposal: Development proposals that meet the above requirements.
3. MAJOR Proposal: Development proposals that meet the above requirements and the additional criteria set out in table 2.

**Table 3: Additional Trigger Criteria for Major Developments**

- |                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Where the proposed development falls within the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 and includes air quality and/or transport as a specific likely impact.</li><li>• Proposals located within the area identified in Map1</li><li>• Proposals that include additional HGV movements by more than 10% of total trips.</li></ul> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Where significant demolition and construction works are proposed.

## **6.2 Stage 2: Air Quality Impact Assessment**

### ***MINOR and MEDIUM Classified Proposals:***

6.2.1 Smaller development proposals may not in themselves create an additional air quality problem but traffic emissions from these developments will add to local air pollution and the developments themselves could potentially introduce more people likely to be exposed to existing levels of poor air quality. An assessment of the likelihood of introducing additional exposure will be determined using the following criteria:

- The proposal is one of the Land Use types:
  - C1 to C3 in table 2;
  - C4 (Homes of Multiple Occupation);
  - D1 in table 2.

And:

The proposal is within the area identified on Map 1 (this includes the area within or adjacent to an AQMA; applicable roads; and includes roads at or above the relevant national objective highlighted on the Defra GIS modelled maps - <http://uk-air.defra.gov.uk/data/gis-mapping>).

6.2.2 The outcome of the exposure assessment will determine the level of mitigation required make the development acceptable. Should there be no acceptable mitigation the recommendation to the planning officer will be to consider refusing the proposal on air quality grounds. A planning application will not be validated until such an Air Quality assessment is submitted.

## MAJOR Classified Proposals

6.2.3 The scale and nature of this type of proposal is such that a detailed air quality assessment will be required to determine the impact on public health and the local environment. Once again, a planning application will not be validated until such an assessment is submitted. The assessment requires:

- A. The identification of the level of exposure through the change in pollutant concentrations including cumulative impacts arising from the proposal, during both demolition/construction operations and operational phases. Mitigation measures should be identified and modelled where practicable.
- B. The calculation of pollutant emissions costs from the development.

A. The methodology to be used for the determination of pollutant concentration change should meet the requirements of the Department for the Environment, Food and Rural Affairs (Defra) Technical Guidance Note LAQM TG(09)<sup>35</sup>. Further details of the air quality assessment requirements are shown in Appendix 2.

B. The pollutant emissions costs calculation will identify the environmental damage costs associated with the proposal and determine the amount (value) of mitigation that is expected to be spent on measures to mitigate the impacts. The calculation utilises the most recent Defra Emissions Factor Toolkit<sup>36</sup> to estimate the additional pollutant emissions from a proposed development and the latest DEFRA IGCB Air Quality Damage Costs for the specific pollutant of interest, to calculate the resultant damage cost<sup>37</sup>. The calculation process includes:

- Identifying the additional trip rates generated by the proposal (from the Transport Assessment);
- The emissions calculated for the pollutants of concern (NO<sub>x</sub> and PM<sub>10</sub>) [from the Emissions Factor Toolkit];
- The air quality damage costs calculation for the specific pollutant emissions (from Defra IGCB);
- The result is totalled for a five year period to enable mitigation implementation.

6.2.4 The calculation is summarised below with further details of the process along with an example calculation are shown in Appendix 3.

### Box 1: Road Transport Emission Calculation Summary

Road Transport Emission Increase = $\sum [\text{Estimated trip rate for 5 years} \times \text{Emission rate per 10 km per vehicle type} \times \text{Damage Costs}]$
-------------------------------------------------------------------------------------------------------------------------------------------------------------------------

5.6 To clarify, the derived calculated damage costs for each major development are not for local authority use, but to assist the developer in assessing the proportionate financial commitment for the required mitigation.

<sup>35</sup> <http://laqm.defra.gov.uk/technical-guidance/index.html>

<sup>36</sup> <http://laqm.defra.gov.uk/review-and-assessment/tools/emissions.html#eft>

<sup>37</sup> <https://www.gov.uk/air-quality-economic-analysis>



## **6.3 Stage 3: Mitigation**

6.3.1 The outcome of Stage 2 (Assessment) identifies the level of air quality impact and is then used to determine the level of mitigation required to negate the potential effects upon health and the local environment.

6.3.2 The scale of damage cost will determine the level of appropriate mitigation required for specific proposals. Measure identification will be assisted by:

- Outcomes from the Transport Statement/Assessment and any Travel Plan
- Specific needs identified in site specific spatial policy allocations;
- Travel Awareness/Planning and Highway Development requirements;
- Defra air quality guidance ([Defra Measures Guidance](#))

6.3.3 Where mitigation is not integrated into a proposal, the Local Planning Authority will require this through planning conditions. The NPPF (paragraph 152) suggests that “where adequate mitigation measures are not possible, compensatory measures may be appropriate”. If on-site mitigation is not possible then the Local Planning Authority will seek compensation for the identified air quality impacts through a section 106 agreement.

6.3.4 Default mitigation measures are presented for each type of proposal that demonstrate a minimum requirement. This is not an exhaustive list and will be adapted for particular locations and needs identified by relevant officers and the scale of damage costs. The authority would welcome the opportunity to work to devise innovative measures that will lead to improving local air quality. To confirm, when type 2 mitigation is required, type 1 will also be required. For type 3 mitigation, type 1 and 2 will also be required.

## ***TYPE 1 (Minor) Proposal Mitigation:***

6.3.5 If the proposal meets the exposure criteria in Stage 2, further mitigation is required to reduce the level of exposure. This will be in the form of:

- Possible short term screening monitoring or utilising the distance calculation provided by Defra ([Defra Distance](#)) at the proposed location to identify the level of exposure;
- Redesigning the proposal to reduce the ingress of pollution;
- Including a stand-off distance and/or vegetation boundary from the development.

6.3.6 A key theme of the NPPF is that developments should enable future occupiers to make “green” vehicle choices and (paragraph 35) “incorporate facilities for charging plug-in and other ultra-low emission vehicles”. Therefore, an electric vehicle recharging provision rate is expected in addition to mitigation arising from the exposure assessment. To prepare for increased demand in future years, appropriate cable provision should be included in the scheme design and development, in agreement with the local authority and include the default mitigation listed below.

### **Box 2: TYPE 1 (Minor) Suggested Mitigation Options**

#### Residential:

1 charging point per unit (dwelling with dedicated parking) or 1 charging point per 10 spaces (unallocated parking).

The use of such mitigation measures as designing the layout of the site taking into account air quality; and the use of green infrastructure or contributing to the funding of green infrastructure at schools etc.

Provision of secure cycle storage

Provision of incentives for the use of public transport

Details of the electric charging specification are shown in appendix 4.

6.3.7 This list is not meant to cover all possible mitigation measures. Where innovative measures are proposed, these should have demonstrable air quality benefits. If measures are provided in mitigation of potential traffic impacts, these will be permitted to count towards the air quality mitigation measures.

## **TYPE 2 (Medium) Proposals Mitigation:**

6.3.8 Proposals meeting the Type 2 criteria in table 2 will require a detailed Travel Plan. Travel Plan guidance is provided in Appendix 5.

In respect of the Travel Plan it is essential that:

- The content of the travel plan is fully assessed prior to its approval in conjunction with local authority travel plan and highway development control officers. Pre-application advice will be essential.
- The agreed targets and objectives included in the travel plan are secured for implementation by mutual agreement of the local authority and the developer/applicant (normally by means of a Section 106 agreement).
- The outputs of the travel plan (typically trip levels and mode split) are annually monitored against the agreed targets and objectives.
- Should the travel plan not deliver the anticipated outputs or meet the targets and objectives further mitigation/alternative/compensation measures need to be identified and implemented.
- A named co-ordinator is essential to the success of the travel plan. For larger schemes a commitment in terms of staff resource allocation will be expected.

6.3.9 The NPPF identifies a Travel Plan as a “key tool” to promoting and delivering sustainable transport and that all transport mitigation measures may be included within the Travel Plan. The default mitigation measures to be incorporated into the scheme design include those listed below. The list is not exhaustive and there may be additional issues that are site-specific and reflect local conditions, as well as other material considerations.

### **Box 3: TYPE 2 (Medium) Suggested Mitigation Options**

<b>All minor proposal mitigation measures could be considered (as set out in Box 2)</b>
<b>Commercial / Retail</b> – 10% of parking spaces to be provided with an electric vehicle charging point, this may be phased with an initial 5% provision and the remainder at an agreed trigger level
<b>Industrial</b> – 10% of parking spaces to be provided with an electric vehicle charging point; this may be phased with an initial 5% provision and the remainder at an agreed trigger level
<b>All – Travel Plan</b> This could include: An agreed strategy for discouraging high emission vehicle use and encouraging modal shift (i.e. to public transport, cycling and walking), as well as uptake of low emission fuels and technologies Improved pedestrian access to public transport New or improved bus stop infrastructure; Provision of ticketing Site layout designed to encourage walking; Cycle paths to link to local cycle network
<b>Commercial specific</b> All commercial vehicles should comply with current or the most recent European Emission Standards from scheme opening, to be progressively maintained for the lifetime of the development Fleet operators should provide a strategy for reducing emissions, including the uptake of low emission fuels and technologies such as ultra-low emission service vehicles Fleet operators should consider joining schemes such as the South Yorkshire ECO Stars scheme

## ***TYPE 3 (Major) Proposal Mitigation***

6.3.10 The pollution damage costs attributed to the proposal emission changes will determine the level of mitigation compensation required to offset the impact of the development. A suite of default compensation measures beyond the proposal scheme design are listed below. This is not an exhaustive list and may be adapted for particular locations and needs identified by relevant officers. The type, scale and specificity of measures will be agreed with the planning authority.

### **Box 4: TYPE 3 (Major) Suggested Mitigation Options**

#### **MEDIUM proposal measures**

##### **Support measures to reduce the need to travel:**

- Local sourcing of staff, products and raw materials.
- Development and use of hub distribution centres employing low emission deliveries.
- Explore alternative working practices – flexitime, teleworking, homeworking, videoconferencing, compressed working hours.

##### **Support measures to reduce private car use:**

- Development of car clubs and car sharing with financial incentives and promotion.
- Use of workplace car clubs and car sharing with financial incentives and promotion.
- Use of workplace pooled low emission vehicles – cars, vans, taxis, bicycles.
- Provision of dedicated low emission shuttle bus including managed pick-up and drop-off.
- Contribution to the emerging low emission vehicle infrastructure.
- Contribution to site low emission waste collection services.
- Incentives for the take-up of low emission vehicle technologies and fuels.
- Support driver training schemes.

##### **Measures to support improved public transport:**

- Provision of new or enhanced public transport services to the site.
- Shuttle services to public transport interchange, rail station or park and ride facilities.
- Support improving information services for public transport.
- Promoting low emission bus service provision.
- Support air quality monitoring programmes.

##### **Further measures to promote cycling and walking:**

- Improvements to district walking and cycling networks including lighting, shelters, and information points and timetables.
- Bike/e-bike hiring schemes.
- Guaranteed ride home in emergencies.
- Provision of secure and safe cycle parking facilities.

- Support cycle training.
- Supporting community / local organisation groups to promote sustainable travel.

6.3.11 It is likely that there will be additional Travel Plan measures required outside the air quality requirements. Air quality measures should not be seen as the complete number of measures. Such agreed measures will be taken forward by condition where possible, or through the use of Section 106 agreements.

## ***Proposal mitigation statement***

6.3.12 Each development will require a brief mitigation statement which must include:

- The calculated damage cost (Major proposals).
- Proposed mitigation/compensation measures.
- Estimated mitigation cost (Major proposals) that is equivalent to the value of the emissions calculation (appropriate to the type and size of development and local policy requirements);
- A proposed demolition/construction management plan that includes:
  - A brief project description and likely sources of dust emissions;
  - Measures to be adopted to minimise dust emissions;
  - Emergency measures to be adopted in the event of unforeseen circumstances;
  - Incident logging and reporting procedures.

## **7. Planning Recommendation**

7.1 The impact on air quality is a material planning consideration in the determination of a planning application. Each decision must be a balance of all material considerations depending upon the individual merits and circumstances. The weight to be given to the impact on air quality in the consideration of a planning application and the acceptability of proposed mitigation measures lies with the relevant local planning authority. Any agreed measures will be taken forward by condition where possible, or through the use of Section 106 agreements.

## **Appendix 1: Barnsley MBC Planning Context**

The Barnsley Local Development Framework (LDF) provides a spatial planning policy for the Barnsley borough up to 2026, and brings together all those planning policies and the spatial planning strategy into this overarching document.

Contained within the LDF is the Core Strategy (Barnsley MBC, 2011). This document contains policies (CSPs) which inform the development process in the borough. Two CSPs relate directly to air quality, these being:

### ***CSP40 Pollution Control and Protection***

*“Development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people. We will not allow development of new housing or other environmentally sensitive development where existing air pollution, noise, smell, dust, vibration, light or other pollution levels are unacceptable and there is no reasonable prospect of that these can be mitigated against.”*

CSP41 has been revised in light of development of this guidance and is detailed below:

### ***Policy AQ1 Development in Air Quality Management Areas***

*Development which impact on areas sensitive to air pollution<sup>(a)</sup> will be expected to demonstrate that it will not have a harmful effect on the health or living conditions of any future users of the development in terms of air quality (including residents, employees, visitors and customers), taking into account any suitable and proportionate mitigation required for the development.*

*We will only allow residential development which impact on areas sensitive to air pollution where the developer provides an assessment that shows living conditions will be acceptable for future residents, subject to any required mitigation.*

*We will only allow development which impact on areas sensitive to air pollution which could cause more air pollution, where the developer provides an assessment that shows there will not be significantly harmful effect on air quality, again subject to any required mitigation.*

*Furthermore, development which impact on areas sensitive to air pollution due to traffic emissions will be expected to demonstrate suitable and proportionate mitigation relative to the increased traffic emissions generated by the development. Such areas sensitive to traffic emissions are defined within Map 1 of the Barnsley MBC Air Quality and Emissions Good Practice Planning Guidance*

- (a) Areas sensitive to air pollution include (but are not limited to) the Borough's air quality management areas; “exceedance” areas within the Borough derived from the national assessment of air pollution by defra and reported to the European Commission; and housing within 20 metres of roads > 10k AADT (as defined within the Barnsley MBC Air Quality and Emissions Good Practice Planning Guidance)

## **Appendix 2**

### **Air Quality Assessment Protocol to Determine the Impact of Vehicle Emissions from Development Proposals**

An air quality assessment should clearly establish the likely change in pollutant concentrations at relevant receptors resulting from the proposed development during both the construction and operational phases. It must take into account the cumulative air quality impacts of committed developments (i.e. those with planning permission).

#### **Key Components of an Air Quality Assessment**

The assessment will require dispersion modelling utilising agreed monitoring data, traffic data and meteorological data. The modelling should be undertaken using recognised, verified local scale models by technically competent personnel and in accordance with LAQM TG.09. The study will comprise of:

1. The assessment of the existing air quality in the study area for the baseline year with agreed receptor points and validation of any dispersion model;
2. The prediction of future air quality without the development in place (future baseline or do-nothing);
3. The prediction of future road transport emissions and air quality with the development in place (with development or do-something).
4. The prediction of future road transport emissions and air quality with the development (with development or do-something) and with identified mitigation measures in place.

The assessment report should include the following details:

- A. A detailed description of the proposed development, including:
  - Identify any on-site sources of pollutants;
  - Overview of the expected traffic changes;
  - The sensitivity of the area in terms of objective concentrations;
  - Local receptors likely to be exposed;
  - Pollutants to be considered and those scoped out of the process.
- B. The relevant planning and other policy context for the assessment.
- C. Description of the relevant air quality standards and objectives.
- D. The assessment method details including model, input data and assumptions:
  - For traffic assessment;
    - Traffic data used for the assessment;
    - Emission data source;
    - Meteorological data source and representation of area;
    - Baseline pollutant concentration including any monitoring undertaken;
    - Background pollutant concentration;
    - Choice of base year;
    - Basis for NO<sub>x</sub>:NO<sub>2</sub> calculations;
    - A modelling sensitivity test for future emissions with and without reductions;
  - For point source assessments:
    - Type of plant;
    - Source of emission data and emission assumptions;
    - Stack parameters – height, diameter, emission velocity and exit temperature;
    - Meteorological data source and representation of area;
    - Baseline pollutant concentrations;
    - Background pollutant concentrations;
    - Choice of baseline year;
    - Basis for deriving NO<sub>2</sub> from NO<sub>x</sub>.
- E. Model verification for all traffic modelling following DEFRA guidance LAQM.TG (09):



- F. Identification of sensitive locations:
- G. Description of baseline conditions:
- H. Description of demolition/construction phase impacts:
- I. Summary of the assessment results:
  - Impacts during the demolition/construction phase;
  - Impacts during the operation phase;
  - The estimated emissions change of local air pollutants;
  - Identified breach or worsening of exceedances of objectives (geographical extent)
  - Whether Air Quality Action Plan is compromised;
  - Apparent conflicts with planning policy and how they will be mitigated.
- J. Mitigation measures.

#### Air Quality Monitoring

In some case it will be appropriate to carry out a short period of air quality monitoring as part of the assessment work. This will help where new exposure is proposed in a location with complex road layout and/or topography, which will be difficult to model or where no data is available to verify the model. Monitoring should be undertaken for a minimum of six months using agreed techniques and locations with any adjustments made following Defra technical guidance LAQM.TG (09).

#### Assessing Demolition/Construction Impacts

The demolition and construction phases of development proposals can lead to both nuisance dust and elevated fine particulate (PM<sub>10</sub> and PM<sub>2.5</sub>) concentrations. Modelling is not appropriate for this type of assessment, as emission rates vary depending on a combination of the construction activity and meteorological conditions, which cannot be reliably predicted. The assessment should focus on the distance and duration over which there is a risk that impacts may occur. The Institute of Air Quality Management (IAQM)<sup>38</sup> has produced a number of definitive guidance documents to which this guidance refers. The document 'Guidance on the Assessment of the Impacts of Construction on Air Quality and the Determination of their Significance' should be the reference for reporting the construction assessment.

#### Cumulative Impacts

The NPPF (paragraph 124) recognises that a number of individual development proposals within close proximity of each other require planning policies and decisions to consider the cumulative impact of them. Difficulties arise when developments are permitted sequentially, with each individually having only a relatively low polluting potential, but which cumulatively result in a significant worsening of air quality. This will occur where:

- A single large site is divided up into a series of units, such as an industrial estate or retail park;
- A major development is broken down into a series of smaller planning applications for administrative ease; and
- There are cumulative air quality impacts from a series of unrelated developments in the same area.

The first two cases the cumulative impact will be addressed by the likelihood that a single developer will bring forward an outline application for the whole site which should include an air quality assessment as part of an Environmental Assessment. For major developments that are broken down into a series of smaller planning applications, the use of a 'Master or Parameter Plan' that includes an air quality assessment will address the cumulative impact.

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<sup>38</sup> IAQM [www.iaqm.co.uk](http://www.iaqm.co.uk)

## Appendix 3

### Emissions Assessment Calculator

The calculation utilises the current Emissions Factor Toolkit (EFT)\* to determine the transport related emissions from a development proposal. If the proposal is to include alternative fuels or technology i.e. LPG, EV etc, then there are “advanced options” within the EFT to accommodate this.

\*<http://laqm.defra.gov.uk/review-and-assessment/tools/emissions.html#eft>

A screen shot of the input and output pages are shown below:

#### Input Screen

#### Output Screen

The output is in kg of specified pollutant per year and requires converting to tonnes per year. This is then multiplied by the IGCB damage costs for the specified pollutant.

The following example demonstrates the calculation based on a development with 10 domestic properties<sup>39</sup>.

#### EFT Input:

<sup>39</sup> Sussex Air Quality Partnership “Air Quality and Emission Mitigation Guidance for Sussex Authorities 2013”

	10 household (urban not London) (NOx and PM <sub>10</sub> )
X	27 (trip/traffic ratio for 10 houses)
X	cars only (0% HGV)
X	50kph (avg. speed)
X	10km (NTS UK avg.)
<b>EFT Output = 32.55kg/annum (NOX) &amp; 3.795kg/annum (PM<sub>10</sub>)</b>	
=	0.0325tonnes/annum (NOX) & 0.003795tonnes/annum (PM <sub>10</sub> )
X	£955/tonne (NOx) + £48,517/tonne (PM <sub>10</sub> )
=	£31.08 = £184.15
X	5 (years)
=	£155.42 = £920.76
<b>Total</b>	<b>= £1,076</b>

**Notes:**

1. Trip Rates are sourced from the Transport Assessments and local authority where available.
2. Trip Length uses the National Travel Survey<sup>40</sup> - (UK average = 10km).
3. The IGCB damage costs are the central estimates (currently NOx = £955/tonne & PM<sub>10</sub> transport average £48,517).

<sup>40</sup> <https://www.gov.uk/transport-statistics-notes-and-guidance-national-travel-survey>

## **Appendix 4**

### Electric Vehicle Charging Point Specification:

#### EV ready domestic installations

Cable and circuitry ratings should be of adequate size to ensure a minimum continuous current demand for the vehicle of 16A and a maximum demand of 32A (which is recommended for Eco developments).

- A separate dedicated circuit protected by an RCBO should be provided from the main distribution board, to a suitably enclosed termination point within a garage, or an accessible enclosed termination point for future connection to an external charge point
- The electrical circuit shall comply with the Electrical requirements of BS7671: 2008 as well as conform to the IET code of practice on Electric Vehicle Charging Equipment installation 2012 ISBN 978-1-84919-515-7 (PDF)
- If installed in a garage all conductive surfaces should be protected by supplementary protective equipotential bonding. For vehicle connecting points installed such that the vehicle can only be charged within the building, e.g. in a garage with a (non-extended) tethered lead, the PME earth may be used. For external installations the risk assessment outlined in the IET code of practice must be adopted, and may require an additional earth stake or mat for the EV charging circuit. This should be installed as part of the EV ready installation to avoid significant on cost later.

#### EV ready commercial installations

Commercial and industrial installations may have private 11,000/400 V substations where a TN-S supply may be available, simplifying the vehicle charging installation design and risk analysis. It is therefore essential for developers to determine a building's earthing arrangements before installation.

Commercial vehicles have a range of charge rates and it is appropriate to consider a 3-phase and neutral supply on a dedicated circuit emanating from a distribution board. More than one EV charging station can be derived from a source circuit, but each outlet should be rated for a continuous demand of 63Amps. No diversity should be applied throughout the EV circuitry. 3 phase RCBOs should be installed and the supply terminated in a switched lockable enclosure. If an external application (for example car park or goods yard) is selected, the supply should be terminated in a feeder pillar equipped with a multi-pole isolation switch, typically a 300mA RCD, a sub-distribution board (if more than one outlet is fed from the pillar). If an additional earthing solution is required, the earth stake can be terminated within this pillar. See IET guideline risk assessment.

## **Appendix 5**

### **Travel Planning Guidance**

#### Introduction

This document outlines how the planning process can be used to secure Travel Plans to improve and promote sustainable travel and to reduce the need to travel. Travel Plans are an integral part of Government policy on sustainability. Their aim is to improve the quality of life for everyone by facilitating development that is socially and economically beneficial and also environmentally sustainable. As such they are one of the most important tools in reducing the unnecessary use of vehicles and in turn the emission of harmful Nitrogen Dioxide and Particulate Matter.

This guidance has been produced to help ensure that Travel Plans contain both the necessary detailed measures for encouraging sustainable travel and that these measures are seen through to delivery and implementation.

#### What is a Travel Plan?

According to recent government guidance on Travel Plans ([NPPF](#)) they are, “long-term management strategies for integrating proposals for sustainable travel into the planning process. They are based on evidence of the anticipated transport impacts of development and set measures to promote and encourage sustainable travel” They are long term management tools particularly aimed at reducing the need to travel, gaining economic efficiencies, reducing the impact of car travel and encouraging greater use of public transport, cycling and walking.

#### When is a Travel Plan required?

The need for a Travel Plan is influenced by the scale of development. The decision as to the requirement for a travel plan lies with the relevant district planning authority.

The requirement for a Travel Plan would generally be in association with proposals for sites which require Type 2 mitigation measures and above, however Travel Plans may be required for developments below this threshold. Travel Plans apply to the whole of sites and the thresholds can be triggered by extensions to sites.

#### Travel Plan Procedure

There are six stages in the Travel Plan process:

*Stage A – Scoping* - Early consultation with the Council is recommended to discuss Travel Plan requirements and agree with the Council, which type of Travel Plan is most appropriate. If a Full Travel Plan is required (some districts will, in the earliest stages of an application accept Interim Travel Plans or, in the case of large missed use sites, Framework Travel Plans) this stage will also involve discussing the key issues to be addressed, the process and timetable to be followed, the scope and content of the Travel Plan and the outcomes sought.

*Stage B - Pre-Application Discussions* – Where a Full Travel Plan is required it should be submitted at this stage in draft form, so the detail may be discussed and agreed with the Council prior to submission.

*Stage C – Submission* - The Travel Plan (Full, Interim or Framework) should be submitted with the planning application which will not be validated until this document is received. The respective council will assess the Travel Plan, conduct any required statutory consultation and provide the applicant with written comments.

*Stage D – Post-determination and Pre-occupation* – Implementation of the Travel Plan should commence prior to the completion or opening of the development. This is to ensure that the measures are in place to positively influence and affect travel choices by all site users before their travel behaviour becomes fixed. The developer is responsible ensuring the Travel Plan is delivered.

*Stage E – Post-opening* - Many elements of the Full Travel Plan will be implemented once the development has opened and is occupied. The success in achieving identified targets is measured through appropriate surveys. Baseline monitoring should occur within three months of occupation.

*Stage F – On-going Monitoring* - All Travel Plans need to be monitored and annual reports submitted to the relevant Council. The Council will ensure Travel Plans are monitored and reported annually.

#### Securing a Travel Plan

The implementation and enforcement of Travel Plans is an essential part of the planning process. Legal Agreements (section 106 of the Town & Planning Act 1990) will be used to secure Travel Plans for larger and more complex developments; others will be secured by planning conditions.

#### Monitoring Travel Plans

A robust monitoring strategy must be incorporated into every Full Travel Plan and agreed with the Local Authority. The Travel Plan must be regularly reviewed by the travel plan co-ordinator and the local authority to assess performance against the targets specified in the Travel Plan, and to decide if alternative measures or approaches are to be pursued.

#### Enforcement and Sanctions

Where Travel Plan measures have not met the agreed targets and some remedy is necessary, the default mechanisms specified in the Travel Plan will be deployed. Enforcement action may be required where non-compliance with a Section 106 agreement or planning condition occurs and this causes harm. The relevant Council will take a proportionate approach, based on evidence.

#### Charges

Councils may require developers to contribute to the cost of monitoring Travel Plan progress. Charges would usually take the form of an annual fee for five years for this service, with rates based on the size of the development.

## Appendix E: South Yorkshire AQCG Source Apportionment Methodology

It is necessary to update the source apportionment exercise for the Air Quality Management Areas (AQMAs) in South Yorkshire to contribute to the evidence base for prioritising measures within the Sheffield City Region air quality action plan.

The approach is based on Statutory Defra guidance<sup>1</sup> to assess air quality by Local Authorities in their Local Air Quality Management (LAQM) Review and Assessment duties and details the standard methodology advised for conducting modelling exercises.

This methodology represents a consistent approach which is available to all Local Authorities, using locally operated modelling systems.

It shall be noted that all modelling comes with inherent uncertainty and although a standard methodology looks to reduce this uncertainty, any modelling results come with a +/-25% accuracy.

The exercise will be conducted using the latest available Airviro Model developed in South Yorkshire over the last 16 years. Officers from each South Yorkshire local authority have received appropriate training for Airviro emissions database work and dispersion modelling, and are active members of a national Airviro User Group. Furthermore, officers have vast experience of undertaking their LAQM duties. There is therefore sufficient local expertise to ensure an agreed and consistent approach within the sub region.

The agreement is to use a baseline source apportionment of 2014. Therefore the following data sets are used;

- EDB – Rotherham/jk/EDB\_0715\_Base (database developed by AEAT using the Sheffield LEZ<sup>2</sup> vehicle split with updated EF from COPERT4 v10.0 and NAEI v6.0.1)
- Weather data – Scenario for 2014
- Traffic – AADT for 2014 from DfT<sup>3</sup>

The following factors will also be applied to any source apportionment model runs;

- Resolution will be at 25m grid squares
- Nitrogen dioxide conversion using the Derwent-Middleton equation

Model runs are performed for each AQMA and results are presented at sensitive receptors and/or at the worst case location where the following will be calculated;

### Stage 1 – Source Apportionment of Sector Emissions

The percentage contribution of the following sectors will be calculated for South Yorkshire: Industrial; Domestic; Background and Transport.

### Stage 2 – Source Apportionment by Vehicle Type

The percentage contribution of each vehicle type to the transport sector emissions in each AQMA, the vehicle types are as follows:

Petrol Car, Diesel Car, LGV (100% considered diesel), Bus, HGV Rigid and HGV Articulated.

The % contribution will be calculated by performing a model run with one vehicle type in turn being omitted and subtracted from the total road transport emissions.

### References;

<sup>1</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69334/pb13081-tech-guidance-laqm-tg-09-090218.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69334/pb13081-tech-guidance-laqm-tg-09-090218.pdf)

<sup>2</sup><https://www.sheffield.gov.uk/environment/air-quality/LEZ-feasibility.html>

<sup>3</sup><http://www.dft.gov.uk/traffic-counts/cp.php?>

**Appendix F: Sheffield City Region Air Quality and Climate  
Group Action Plan**



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**SHEFFIELD CITY REGION  
AIR QUALITY AND CLIMATE ACTION PLAN 2016-2021  
February 2016**

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**MISSION STATEMENT**  
**TO IMPROVE LOCAL AIR QUALITY AND REDUCE**  
**CARBON EMISSIONS THROUGH LOCAL AND REGIONAL**  
**INTERVENTIONS**

## Introduction

This action plan aims to deliver air quality improvement and carbon reduction in the Sheffield City Region (SCR), by mitigating the impact of transport related emissions. The plan proposes and details actions which will assist in delivering better air quality and carbon reduction, and identifies potential indicative scheme costs, funding streams and timescales for delivery. In addition, quantification of emission and concentration reduction benefit has been undertaken, in order to develop a working prioritisation matrix for the plan.

Importantly, the rationale for these actions is underpinned by an extensive traffic based “source apportionment” exercise undertaken for the region’s air quality management areas (AQMA). This enables a clear understanding of the traffic related air quality problems in each AQMA, and subsequently informs the most appropriate actions to be undertaken.

The Air Quality and Climate Group (AQCG) has successfully delivered a number of projects over the last 10 years and laid the foundations for future work to reduce emissions of air pollutants and carbon from transport. There have also been significant developments during this time; in particular, the evidence regarding the harmful impact on health from air pollution resulting from transport emissions has become clearer and more significant.

The goal of reducing emissions from vehicles to air which result in poor air quality is central to the SCR Transport Strategy and presents partners with the challenges of reducing the emission from vehicles of both carbon dioxide (which contributes to climate change) and harmful gases such as nitrogen dioxide and fine particles that cause poor air quality locally (and which affects human health).

Transport is responsible for around 20% of direct greenhouse gas emissions in South Yorkshire. Developing and maintaining a private and public transport network that efficiently utilises and adopts new, low emission transport technologies will contribute to the economic success of South Yorkshire and the Sheffield City Region as a whole. This is recognised in the emerging transport strategy being developed by the Sheffield City Region Local Transport Body.

This plan is in four sections. The first section sets the scene for action, including discussion of the transport related air quality and climate change issues affecting the region, along with the context of air quality and carbon reduction within the emerging regional Transport Strategy.

The second section details the proposed actions to be undertaken, including assessment and prioritisation, along with identification of potential funding streams, links to SCR Transport Strategy groups and synergies with other SCR agendas, such as GVA uplift. Section three details performance indicators for the plan, whilst Section four details the links and interfaces with other LTP groups.

This action plan will be subject to ongoing refinement and development in response to future opportunities and challenges (identification of additional funding sources, emphasis of future priorities, updated government guidance, the emergence of future opportunities to develop

additional schemes etc.), and will therefore be updated in response to any of the above, as and when required.

# **Section One; Setting the Scene**

## **1.1 The Sheffield City Region in Context**

The Sheffield City Region (SCR) is located at the strategic heart of the country. It is comprised of the nine local authority areas of Barnsley, Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales, Doncaster, North East Derbyshire, Rotherham and Sheffield.

The Sheffield City Region has a diverse economy comprising a dynamic core city, important towns and market towns, fabulous countryside and a significant rural economy. The City Region encompasses more than 1.8 million people and approximately 700,000 jobs.

In January 2013, the Department for Transport announced a ten-year allocation of major scheme transport funding for Sheffield City Region. This funding is to be spent on major infrastructure projects and will form part of the Sheffield City Region Investment Fund (SCRIF). SCRIF is a framework of funding streams to deliver essential strategic infrastructure to increase economic growth and jobs in the Sheffield City Region.

To satisfy the Department for Transport that Sheffield City Region is able to allocate and spend the funding appropriately, Sheffield City Region has established a body to make key decisions regarding this funding and to oversee investments. This body was known as the Sheffield City Region Local Transport Body (SCR LTB) and is now incorporated within the remit of the Combined Authority.

Economic growth and major new road infrastructure could result in worsening of poor air quality, which has negative impacts on our health and environment. Conversely, a green and healthy environment can increase the attractiveness of a region to inward investment, and delivers a very positive perception of a region, particularly so with the increasing awareness and high profile of the public health impact of poor air quality.

Previously, the strategic context for air quality was contained in the South Yorkshire Local Transport Plan (SYLTP) 3 Evidence Base Document 7 (Reducing Emissions). This Action Plan summarises progress in current projects and identifies actions and options for further investigation so as to meet short, medium and long term air quality targets and reduce health impacts from poor air quality in our region/conurbation.

In terms of development and delivery the following challenges have been identified:

- Achieving economic growth and building major infrastructure whilst mitigating effects on our health and environment (without worsening already poor air quality.)
- Reducing emissions on the busiest parts of the transport network
- Increasing the efficiency of transport use to reduce vehicle miles on the network
- Supporting the uptake of low emission vehicles and fuels
- Reducing emissions from freight transport, buses and taxis
- Promoting active travel for shorter journeys

In October 2015, SCR agreed the terms of a proposed agreement between Government and the leaders of the Sheffield City Region to devolve a range of powers and responsibilities to the Sheffield City Region Combined Authority. As part of the devolution deal process, an ambition document was submitted to HM Treasury as part of the devolution deal process, which spans six key themes, one of which relates to transport - an integrated 21st Century Transport Network with greater intra-city region and pan-City Region connectivity.

Whilst air quality was not referenced in the deal, this does not mean that this Group cannot bid to access future funding from this particular source. As part of the agreement, it is proposed that £30m per annum for 30 years will be released to the region.

## 1.2 Air Quality

### 1.2.1 The Problem

In South Yorkshire the highest levels of pollutants are recorded close to major roads. Many people live in areas of elevated air pollution. All four local authorities in South Yorkshire have declared Air Quality Management Areas (AQMAs) for the gaseous pollutant nitrogen dioxide, and Sheffield City Council has also declared an AQMA for fine inhalable particles (PM<sub>10</sub>).

In its guidance on Local Transport Plans, the Department for Transport (DfT) expects authorities to consider their contribution to national transport goals as overarching priorities for their local transport plans. These include reducing the social and economic costs of transport to public health, including air quality impacts, in line with EU obligations.

Over recent years the evidence of the damage caused by air pollution continues to grow stronger. But the UK is still failing to meet European targets for safe air pollution limits across many parts of the country. Thirty Eight out of the UK's 43 assessment zones are failing to meet EU targets on levels of annual mean nitrogen dioxide (which should have been met across the UK by 2010) and poor air quality has now been found to be shortening the lives of up to 200,000 people by an average of 2 years. These zones include the Sheffield-Rotherham and Yorkshire-Humber zones, encompassing the four South Yorkshire local authorities.

Additional evidence for the significant impact of air quality on health is detailed elsewhere<sup>41</sup>, clearly however air quality is a very significant issue requiring attention.

### 1.2.2 Statutory Obligations and National Context

There is a statutory obligation in place on all local authorities to regularly review and assess the air quality in their areas, as set out in Part IV of the Environment Act (1995) and to determine whether or not the National Air Quality Strategy standards are likely to be achieved. Air quality is becoming one of the most important public health issues in the UK.

The European Commission has formally launched infraction proceedings against the UK for a breach of nitrogen dioxide limit values under the EU Air Quality Directive. The EU Limit values for air quality are not being met at many places in the Sheffield City Region, and currently air quality does not comply with EU and national law. There is potential for the UK Government to be fined for breach of the EU limit values post 2015, and infraction proceedings have already been instigated by the **European Commission which has sent the UK a 'Letter of formal notice' for breaching nitrogen dioxide (NO<sub>2</sub>) limit values in 16 of 43 zones**. In April 2015, the Supreme Court ordered the Government to develop revised Air Quality Plans to tackle air pollution in the UK. These plans were published in December 2015.

The UK Government is responsible for ensuring compliance with EU air quality obligations, although local authorities do play an important role in managing local air quality. There is a discretionary power in Part 2 of the Localism Act under which the Government could require responsible authorities to pay all or part of an infraction fine. This would be subject to parliamentary process.

#### 1.2.2.1 M1 J28-35a Smart Motorway

<sup>41</sup> <http://randd.defra.gov.uk/Default.aspx?Menu=Menu&Module=More&Location=None&Completed=0&ProjectID=18580>

The operation of the M1 SM-ALR scheme operating at 70mph was considered to have significant, adverse air quality impacts for the opening year of 2017. A mitigation option of 60mph weekday am and pm peak, 70mph IP, 70mph OP and weekend was therefore proposed and modelled by Highways England (HE). This will impact on air quality, even with the mitigation in place.

HE concluded however that the mitigated operating regime would not affect the overall achievement of the compliance date with the EU Directive on ambient air quality for the Sheffield Urban Area, because there are road links within the Sheffield Urban Area (a reporting zone for defra's reporting purposes to the EU) which are predicted to have higher roadside concentrations for the same year, than those impacted on by the scheme.

The mitigated scheme will cause an adverse impact on air quality and, in particular, delay Rotherham MBC's ability to comply with the EU Directive on ambient air quality within its M1 Air Quality Management Area. For the Sheffield Urban Area, a compliance date of before 2020 is predicted by Defra in the latest National Plan. However, the M1 J28-J35 SM-ALR EAR modelling predicts that compliance with the EU limit value will be later than the year 2020 in Rotherham's M1 Air Quality Management Area.

### 1.3 Climate Change

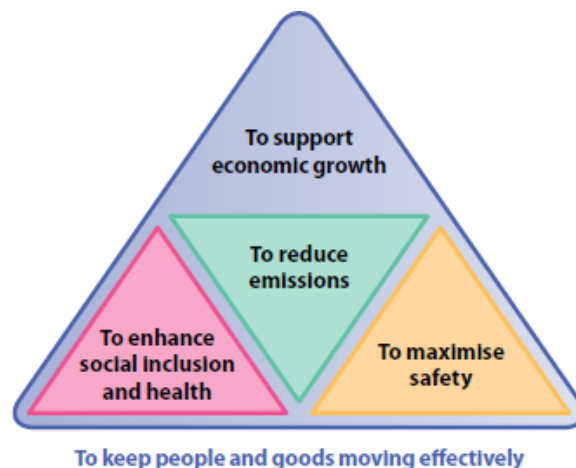
In 2008 the UK Climate Change Act established legally binding targets for the reduction of greenhouse gas emissions of 80% by 2050. According to figures calculated from the 2009 UK Greenhouse Gas inventory, HGVs (including buses) account for over 23% of emissions from the road transport sector and 4.6% of the total UK greenhouse gas emissions. In achieving the 80% reduction, there are some sectors that will be unable to meet this target (for example aviation and agriculture). Consequently, where possible, all other sectors of the economy will have to work towards total decarbonisation.

### 1.4 Air Quality Policy Context within the SCR

The role of the AQCG is to facilitate the delivery of the emissions reduction policies outlined in the SCR Transport Strategy (figure 1) and to support the delivery of the Strategic Economic Plan (SEP), by managing the environmental impact of economic growth across the region.

Included in the Air Quality and Climate Group's remit is to continue to address the need to evaluate and assess progress and performance through ongoing monitoring and measurement of emissions as required by Government. The Air Quality and Climate Group has the strategic lead for the air quality and climate change aspects of the **Sheffield City Region Transport Strategy (2011 – 2026)**, with overall responsibility for evaluation as well as those measures directly aimed at reducing emissions from vehicles and energy use. The Transport Strategy is currently centred on four goals:-

Figure 1



Underpinning these four goals are twenty-six policies, defined to achieve delivery of our Strategy. The AQ&CG has lead responsibility for the following three policies:-

Table 1

R	To work to improve the efficiency of all vehicles and reduce their carbon emissions and local air pollutants
U	To support the generation of energy from renewable sources and use energy in a responsible way
V	To improve air quality, especially in designated Air Quality Management Areas

As the LTP Implementation Plan has now expired, consideration is now being given to the preparation of a “Transport Delivery Plan”, with the adoption of three time scales in the plan, these being:

- Short ( 2017-18)
- Medium (2018-19 to 2020-21)
- Long (post March 2021)

The timescales for actions contained within this plan will therefore reflect the proposed timescales for the future Transport Delivery Plan. Should these timescales change in any future Transport Delivery Plan, these timescales can be altered accordingly.

Consideration is also being given to refresh the overarching Transport Strategy (2011-2026); however at the time of drafting of this plan, it is understood that this refresh has been put on hold, pending a wider review of the City Region’s infrastructure and investment ambitions.

At the time of the writing of this draft (January 2016), the definitive positioning of the AQC Group has yet to be finalised.



## **Section Two; Actions 2015-2021 and Potential Funding**

### **2.1 Actions / Interventions**

It should be noted that this plan is not an exploration of leading modal shift (this has been traditionally tackled by other LTP groups) but rather about incorporating the low emission technologies being developed for public and private transport. At present the uptake of low emission vehicles amongst the public has been limited, as with most products in their infancy, although there has recently been some acceleration in the number of nationally registered EVs. Growth in uptake is forecast over the next 25 years as car manufacturers move to develop low emission alternatives. The gradual shift to low emission, electric and hybrid vehicles will only be possible if research and investment in an infrastructure that can support them is undertaken at national and local level. The partners have a key role to play by directing resources to encourage the shift to a low emission economy.

Funding is needed for the SCR to reduce emissions from transport and to enable the city region to achieve sustainable economic growth.

The LTP and LSTF South Yorkshire projects which were led by the group for the period 2010-2016 include:

- The Care4air Campaign
- ECO Stars Fleet Recognition Scheme
- Air Quality Monitoring
- Air Quality Modelling
- Hydrogen refuelling infrastructure
- Electric vehicles
- CNG refuelling infrastructure

Following completion of the LTP3 implementation period (2011-2015), and the completion of LSTF projects by March 2016, the group will be required to provide support for LTP delivery, lead on projects and support bids for external funding streams such as the Ultra-Low Emission Vehicles (ULEV) and Clean Vehicle Technology Fund (CVTF).

The Office for Low Emission Vehicles (OLEV) announced funding to encourage the take up of ultra-low emission vehicles (ULEVs) in 2014. Bids for part of a £500m pot of funding are being assessed by DfT. These will support a range of measures and technologies that will assist the UK in meeting its low carbon commitments. Sheffield CC made a bid to the Go Ultra Low Cities Fund which offered £35m for 2-4 cities to commit to supporting a significant adoption of ULEV technology through 'softer measures' including free parking, car clubs, infrastructure provision and access to bus lanes. Although this particular bid has been unsuccessful, the lessons learned from this exercise will benefit the city region when developing future bids. In addition a feasibility study is being funded in 2015/16 for part of the £20m for local authorities to facilitate the uptake of ULEV taxis in Sheffield.

A key part of future work could be to try and encourage the de-dieselisation of the fleet. Sheffield CC's low emission zone (LEZ) study showed how significant diesel car emissions are in terms of causing poor air quality. (<https://www.sheffield.gov.uk/environment/air-quality/LEZ-feasibility.html>).

One project, which could form part of any ULEV bid could be the payment of a "scrappage" grant (as previously implemented nationally) for older diesel cars.

The SCR is an ideal place for funding from the £30m Low Emission Bus Fund. It is particularly important to fund the improvement of the SCR bus fleet as the impact of buses in AQMAs in the region is particularly high. In some AQMAs, buses contribute up to 40% of transport NOx emissions. Any improvement to the bus fleet will improve air quality. However, the bus operators need to be willing to take part in this, as the Councils do not run services directly.

There is a funding pot of £4m for a compressed natural gas (CNG) refuelling infrastructure, the details of which have not been released to date. A comprehensive survey of suitable sites for CNG refuelling stations in South Yorkshire has been undertaken by the group and the report is available on request from the group.

In September 2015, the Hydrogen Filling Station at Waverley close to M1 junction 33 was opened by ITM Power. The AQCG has worked closely on hydrogen refuelling with ITM Power. South Yorkshire is ideally placed to bid for the so far unspecified amount for hydrogen research being offered by OLEV.

It needs to be stressed that many of South Yorkshire schemes are already highly innovative compared to what else is currently being progressed nationally. Sites for CNG refuelling have been identified; we already have hydrogen powered vehicles running in South Yorkshire. An Electric Vehicle (EV) infrastructure is actively being encouraged through planning and also installed through LSTF schemes. The ECO Stars Fleet recognition scheme is nationally recognised and has over 100 members in South Yorkshire alone, as well as being rolled out throughout the UK. Care4air uses social marketing to get the key messages about transport and air quality out to the general public. But all these schemes need funding, and it is vitally important that such schemes continue if the SCR is to achieve sustainable economic growth.

If the work of the AQCG is successful, the SCR could potentially become one of a small number of areas which is a flagship region for the uptake of new technologies and ULEVs. It would have a clean and attractive environment and benefit from good air quality, all of which would make the region more attractive to inward investment. The SCR will then be in a position to be a beacon for other regions looking to reduce their emissions and improve their local air quality. Successful regions will also attract international attention.

The AQCG will work closely with the SCR Combined Authority to secure the optimum level of funding for schemes to improve air quality and health for the people of the city region.

## **2.2 Programme Management / Governance**

The Air Quality and Climate Group will continue to provide support and technical information for bids such as the Clean Vehicle Technology Fund, OLEV etc.

Following any refresh of the Transport Strategy (2011-2026) and development of Transport Delivery Plans, we will be able to better identify appropriate governance structures. In addition, the AQCG has considered programme management of proposed actions / schemes. Whilst members of this group can be nominated “leads” for individual projects, and the group as a whole possess considerable transportation knowledge and experience, the group proposes the acquisition of additional management resource to enable the successful production of funding bids and subsequent implementation of schemes. The group will therefore seek to include additional funding for management resource within funding bids as appropriate.

As a proportion of the identified funding of schemes is not administered by the SCR (e.g. OLEV, CVTF), working in obtaining this funding and subsequent implementation of these funded schemes can progress independently of the SCR to some extent.

## **2.3 Assessment and Prioritisation of Actions**

Moving forward, we have developed an evidenced based and detailed action plan, which outlines the activities this Group would like to deliver in the short, medium and long term. A technical exercise, detailed in Appendix A, was carried out identifying the contribution of different vehicle types to emissions in the South Yorkshire AQMAs. This evidence informs decisions on which actions should be taken forward to ensure they will provide the most cost effective improvements to air quality.

The broad conclusions of the exercise were that diesel cars (including taxis) are a particular major source of NOx within all of our AQMAs. Buses provide a significant contribution to road

traffic related NOx emissions; however the proportion varies in each AQMA, depending on the prevalence of buses and bus routes. This situation is similar for heavy goods vehicles (HGVs) emissions (again dependent on location of AQMAs in relation to prevalence of HGV movements), whilst light goods vehicles (LGVs) are making an increasingly significant contribution to NOx emissions within our urban areas, partly due to more home deliveries undertaken as a consequence of internet shopping.

Although the focus of the technical exercise has been on NOx emissions, the Group recognise the additional benefits of proposed activities / interventions. Where appropriate, associated particulate matter and carbon emission benefits are highlighted, along with other potential benefits, such as reduction in road traffic associated noise and the encouraging of safer driver techniques and active travel.

The technical work will further refine the application of activities and interventions to suit each AQMA accordingly. This further refinement and prioritisation will take place alongside the development of appropriate funding bids and the “scoping-out” of schemes.

Table two below lists existing and future proposed schemes, including potential funding mechanisms, likely timescales for delivery, indicative costs and summary assessment subsequent emissions and air pollutants concentrations reduction benefit. Table three therefore acts as a prioritisation matrix to ensure that the most cost effective, targeted and deliverable interventions are implemented.

Furthermore, table two has been broken down into specific project areas, these being:

- Awareness Raising
- Reduce Existing Vehicle Emissions
- Low Emission Vehicles and Fuels
- Project Assessment and Scenario Testing
- Implementation and Management

Each of the actions / interventions has been categorised into one of these project areas.

Table 2

## SCR AQCG Previous Schemes

Project	Description	Status	Funding	Timeframe	Cost	Benefit		
						Emissions per vehicle	Concentrations	Additional Benefits
Awareness Raising								
Care4air	The South Yorkshire air quality campaign premise is to use social marketing to engage the public with the air quality subject. Launched in 2004 it has been highlighted as best practice nationally and continues as a strong brand to promote air quality in South Yorkshire.	Existing Scheme.	LSTF	Current until 31.03.16	L	L	L	Encourages carbon reduction, active travel
Public Information	Methods to inform the public on current local air quality levels and public health information.	Small scale local schemes delivered on a LA level.	Local Authorities	Current until 31.03.16	L	L	L	
Promote Travel Choices	InMotion funded by LSTF currently carries out this function providing advice to the public and businesses on the various public and sustainable transport choices available in South Yorkshire. Includes travel planning, bike loan and public transport ticket promotions.	Existing Scheme delivered by other groups.	LSTF	Current until 31.03.16	H	M	L	Encourages carbon reduction, active travel
Reduce Existing Vehicle Emissions								
ECO Stars	Eco Stars scheme provides recognition, guidance and advice to operators of goods vehicles, buses and coaches in the South Yorkshire area. Each member signing up receives tailor-made support to ensure that their fleet is running as efficiently and economically as possible, to help them progress to higher ratings	Existing Scheme.	LSTF	Current until 31.03.16	M	M	M	Encourages carbon reduction
ECO driving	LSTF main bid includes eco driving training / messages as part of the ECO Academy scheme. ECO driving information freely available with the ongoing commitment to the care4air website. PR campaign based on ECOdriving techniques delivered.	Existing Scheme delivered by other groups.	LSTF	Current until 31.03.16	L	L	L	Encourages carbon reduction, active travel
Retrofitting PSV	Two bus routes in the region have been selected for retrofitting using Thermo Management Technology (TMT) on Euro V buses, funded by the CVTF. The technology works by raising the engine temperature so that Ad-Blue is released which neutralises NOx emissions. The X78 and 75 routes traverse a number of AQMAs in the region.	Pilot technology has been successfully carried out. Roll out to all buses commencing shortly.	CVTF	Current until 31.03.16	M	H	M	Reduction in PM10
Low Emission Vehicles and Fuels								
EV Infrastructure	<b>Local Sustainable Transport Fund – Electric Vehicle Project “Inmotion”:</b> This is a unique project, circa £1m, funded through the Department for Transport’s Local Sustainable Transport Fund. The project is delivered in conjunction with Npower and the 4 South Yorkshire metropolitan councils, and is co-ordinated by Sheffield City Council: <a href="http://www.inmotion.co.uk/schemes/electric-vehicles/">http://www.inmotion.co.uk/schemes/electric-vehicles/</a>  Electric Vehicle Project is promoting the uptake of EVs across small and medium size businesses in South	Existing Scheme.	LSTF	Current until 31.03.16	M	H	M	Reduction in PM10, reduction in road traffic noise

Project	Description	Status	Funding	Timeframe	Cost	Benefit		
						Emissions per vehicle	Concentrations	Additional Benefits
	Yorkshire.							
Hydrogen Re-fuelling	The project aim is to provide a refuelling infrastructure and demonstration vehicles to establish hydrogen as part of the mix of low emission technologies in the region. Establishment of a refuelling station will leverage private sector and government investment, increasing the use of Hydrogen in the local fleet	Previous project has seen investment in re-fuelling site and vehicles at the AMP.	LTP	Current until 31.03.16	M	H	L	
Sheffield Low Emission Study	Sheffield CC commissioned and completed a Low Emission Study in the city. The results have provided a detailed profile of emissions and helped quantify the scale of measures need to improve air quality. The proposal is to extend the study across South Yorkshire, using the methodology adopted in Sheffield. The results of the study would inform the future AQAP of the SCR and the Local Councils.	First study conducted for Sheffield only, has provided a lot of evidence for preferred options.	Defra	Current until 31.03.16	M	n/a	n/a	Reduction in PM <sub>10</sub> , reduction in road traffic noise
<b>Project Assessment and Scenario Testing</b>								
Monitoring	Monitoring continues to take place across South Yorkshire as part of the LTP3 programme. The monitoring project focuses on road transport pollution and produces data which is used to measure progress towards the attainment of air quality targets.	Existing scheme.	LTP	Current until 31.03.16	L	n/a	n/a	
Modelling	Project to maintain and update an air quality model which is used to predict air quality and carbon emissions from traffic throughout South Yorkshire, following the development of a Countywide emissions database for all traffic, which includes the latest emission factors.	Existing scheme.	LTP	Current until 31.03.16	L	n/a	n/a	

Table 3 SCR AQCG Proposed Future Schemes

Project	Description	Status	Potential Funding Streams	Timeframe	Cost	Benefit		
						Emissions per vehicle	Concentrations	Additional Benefits
Awareness Raising								
Public Information	Provision of information to the public on current local air quality levels, ways that individuals and businesses can contribute to improving air quality and public health information.	Small scale local schemes delivered on a LA level.	Local Authority	On-going	L	L	L	
Care4air	The South Yorkshire air quality campaign premise is to use social marketing to engage the public with the air quality subject. Launched in 2004 it has been highlighted as best practice nationally and continues as a strong brand to promote air quality in South Yorkshire.	Awaiting funding.	Government Grants SCR Devolved funding Developer contributions(As NPPF)	Subject to funding	L	L	L	Encourages carbon reduction, active travel
Promote Travel Choices	Previously InMotion funded by LSTF - provides advice to the public and businesses on the various public and sustainable transport choices available in South Yorkshire. Including travel planning, bike	Awaiting funding. Led by other groups but	DfT "Access" funds (2016/17?)	Subject to funding	H	M	L	Encourages carbon reduction.

Project	Description	Status	Potential Funding Streams	Timeframe	Cost	Benefit		
						Emissions per vehicle	Concentrations	Additional Benefits
	loan and public transport ticket promotions.	contribute to improving air quality.	SCR Devolved funding DfT?					active travel
<b>Reduce Existing Vehicle Emissions</b>								
<b>ECO Stars</b>	The Eco Stars scheme provides recognition, guidance and advice to operators of goods vehicles, buses and coaches in the South Yorkshire area. Each member signing up receives tailor-made support to ensure that their fleet is running as efficiently and economically as possible, to help them reduce emissions and progress to higher ratings. The Scheme has been recognised nationally and rolled out to over 20 other areas in the UK. In Scotland it is supported by the Scottish Government.	Awaiting funding from April 2016	DfT "Access" funds (2016/17?) SCR Devolved funding	Subject to funding	M	M	M	Encourages carbon reduction
<b>Bus measures</b>	Funding such as that from the OLEV Low Emissions Bus Fund and CVTF provide opportunities to bid for funding to improve the bus fleet in South Yorkshire. The AQCG identify options and encourages operators to bid for these funds in partnership with SYPT and the SCR team. Measures include retrofitting, fleet renewal, more stringent Quality Bus Partnerships (QBP), alternative fuelled vehicles.	Retrofitting with TMT bid already successful via CVTF. EV feasibility in Sheffield. QBP being rolled out across South Yorkshire.	DfT Funding from Low Emissions Bus Fund and CVTF; Subject to a competitive bidding process	Subject to funding  Short/ Medium – Long term	M	H	M	PM <sub>10</sub> reduction
<b>Taxi Measures</b>	The OLEV Taxi Fund is available for ultra-low emission taxis. Stricter licensing regime (Local Authorities) Provision of EV charging points convenient for taxi ranks.	Sheffield Feasibility Study identified Taxis emissions as an area for improvement.	OLEV Taxi Fund	Medium	M	H	M	PM <sub>10</sub> reduction
<b>Diesel Scrappage</b>	A South Yorkshire scheme to provide a set monetary incentive to exchange old diesel vehicles for cleaner vehicles. The fund would apply only to those vehicles that were being scrapped and not sold on to be re-used elsewhere.	Feasibility stage. Subject to funding	Central Government	Long	M	M	M	PM <sub>10</sub> reduction
<b>Low Emission Vehicles and Fuels</b>								
<b>Low Emission Zones/Clean Air Zones</b>	Feasibility studies carried out in Sheffield. Defra has proposed Clean Air Zones for 5 cities outside London. Sheffield is not one of them.	Feasibility Study completed. Subject to funding.	Local Authority Central Government (no funding has been announced for this to date)	Long	M	H	H	PM <sub>10</sub> reduction
<b>CNG Infrastructure</b>	Implement CNG re-fuelling within the region as part of the mix of low emission technologies. Project could aim to lever in private sector and Government investment, increasing the use of CNG in the region and nationally. Requires private sector commitment	Feasibility study carried out identifying locations in South Yorkshire where CNG re-fuelling is suitable.	OLEV CNG re-fuelling Infrastructure Fund could be a source of potential funding.	Long	H	H	H	PM <sub>10</sub> reduction
<b>EV Infrastructure</b>	Further infrastructure projects and promotion of the benefits of EV. Installation of public fast and rapid EV charging points to create a	Some EV points have been	Subject to funding from	Medium	M	H	M	Reduction in PM <sub>10</sub>

Project	Description	Status	Potential Funding Streams	Timeframe	Cost	Benefit		
						Emissions per vehicle	Concentrations	Additional Benefits
	viable network for both the residents of Sheffield City Region and visitors to the area.	installed through planning contributions and the Inmotion SME Electric LGV project.	Sheffield Go Ultra Low Cities Bid					reduction in road traffic noise
Hydrogen Re-fuelling	The project has already provided the first publically available refuelling station and demonstration vehicles to establish hydrogen as part of the mix of low emission technologies in the region. Aim to set up a hydrogen vehicle car club.	Re-fuelling station operational	Private sector funding.	Long	M	H	H	Reduction in PM <sub>10</sub> ,
South Yorkshire Low Emission Study	Sheffield CC commissioned and completed a Low Emission Study in the city. The results have provided a detailed profile of emissions and helped quantify the scale of measures need to improve air quality. The proposal is to extend the study across South Yorkshire, using the methodology adopted in Sheffield. The results of the study would inform the future AQAP of the SCR and the Local Councils.	First study conducted for Sheffield only, has provided a lot of evidence for preferred options.	LTP/ DfT "Access" funds /AQ Grant	Short	M	n/a	n/a	
<b>Project Assessment and Scenario Testing</b>								
Monitoring	Monitoring continues to take place across South Yorkshire as part of the LTP3 programme. The monitoring project focuses on road transport pollution and produces data which is used to measure progress towards the attainment of air quality targets.	Existing scheme funded by LTP 2015/2016. Funding from 2016/17 needed.	LTP	On-going	L	n/a	n/a	
Modelling	Project to maintain and update an air quality model which is used to predict air quality and carbon emissions from traffic throughout South Yorkshire, following the development of a Countywide emissions database for all traffic, which includes the latest emission factors.	Existing scheme funded by LTP 2015/2016. Funding from 2016/17 needed.	LTP	On-going	L	n/a	n/a	
<b>Implementation and Management</b>								
Project Management Resource	To enable successful funding bids and implementation of elements of this programme, a funding contribution will be needed to fund project management.	Revenue Funding required.	No funding stream identified.	Short – Medium	L	n/a	n/a	

Timeframe: Current 2015-2016, Short-term 2016-2018, Medium term 2018-2021, Long term Post 2021.

#### Costs

Low	Medium	High
<£100,000	£100,000 - £1 million	>£1 million

#### Impact on Concentrations

Low	Medium	High
<0.3µg/m <sup>3</sup>	0.3 – 1 µg/m <sup>3</sup>	>1 µg/m <sup>3</sup>

Impact on Emissions

Low	Medium	High
<10%	10-30%	>30%



**Table 4: Potential Funding Streams**

Department	Fund	Value	Description
<b>OLEV</b>	Low Emission Bus Fund (LEB)	£30m nationally with no cap on bids but if over £5m, must be scalable	Acts as a top up grant and payment towards infrastructure costs
	Cities Bid	£35m total, no indication of how this will be split between the 2 to 4 winners.	SCC are bidding into this to become an exemplar in encouraging the uptake and operation of ultra-low emission vehicles
	Gas Refuelling Infrastructure Fund	£4m nationally	Aimed at HGVs and the introduction of stations on the Strategic network i.e. motorway service stations
	Taxis	£20m nationally	For ultra-low emission taxis (acts as a top up grant and payment towards infrastructure costs like the LEB fund)
	Hydrogen Refuelling Infrastructure Fund	£6.6m nationally. With £0.25m awarded for AMP refuelling site	Sheffield based ITM Power received £1m funding for four upgrades to Sheff/Roth(x1) and London (x3) stations
<b>DfT</b>	Clean Vehicle Technology Fund (CVTF) (formerly Clean Bus Technology Fund - CBTF)	£5million nationally (up to £500,000 per authority area).	CBTF/CVTF was aimed at retrofitting NOx abatement technology. In 2015-2016 CBTF funding secured for £500,000 for upgrade of 25 buses.
	Green Bus Fund (now the LEB, see above)	The Green Bus Fund had four rounds and offered funding on a declining basis (£30m in round 1 reduced to £20m in round 4)	Covered the uplift cost between a standard bus and low carbon equivalent, now replaced by the Low Emission Bus (LEB) fund.
	Cycle Cities Ambition Grant	£114m extension made available to the 8 cities which originally applied (none in the SCR)	Previous SCR bid unsuccessful, but it is understood a plan is being developed to try to access this in the future.
	BSOG and the Low Carbon Vehicle Payment	BSOG is paid to the operators based upon their diesel consumption figures they submit to the DfT. On top of this an additional 6p per km is paid for operators of low carbon vehicles.	Although the amounts issued are not known, this is an area of greater influence to reduce the incentive to use more diesel.
	"Access" Fund	Government is considering committing £80M for revenue funding, over four years, after 2015-16 LSTF funding.	Pro rata (based on previous South Yorkshire LSTF settlements), this has been calculated as potentially being worth £1.4 per annum, which would be a reduction from previous LSTF funding. Awaiting further information.
<b>DEFRA</b>	Defra Air Quality Grant	The AQ Grant scheme has been annual since 1997. Funding offered has declined to £0.5m this year.	Supports expenditure by eligible local authorities on measures to improve air quality.

<b>DECC</b>			DECC have grants aimed at encouraging the uptake of renewable energy systems but this is at the periphery of air quality. This is more in the realms of carbon reduction
<b>DH</b>			The search of DH funding for transport was unsuccessful. In the past there have been partnerships to fund sustainable travel due to the health improvements. Possible area for development in the future, but local Public Health budgets are being reduced
<b>LTP and EU Funding</b>			ECO Stars was originally LTP funded, followed by LSTF. EU Intelligent Energy Funding has been used to roll it out across Europe according to the website. Care for Air is a communications campaign that has been supported by LTP funding

#### **4. GVA Info for the Air Quality and Climate Change Action Plan**

Across the North, our Cities and towns are engines of economic growth. As progress is made with implementation of the Northern Powerhouse, it is anticipated that our cities and towns will generate significant uplift in gross domestic product (GDP), including within the Sheffield City Region.

However this can bring about significant economic, social and environmental costs, which need to be managed and mitigated early in the planning process. As pioneering cities across the world are demonstrating, more compact and connected urban development, built around significant public transport, can create cities that are economically dynamic and healthier, and that have lower emissions. Such an approach to our planning and delivery of GVA<sup>42</sup> in the Sheffield City Region could enhance our environmental and Air Quality credentials now and into the future. Several of our actions within this plan will assist in mitigating the environmental impact of growth, without being a barrier to this increase of growth. These include the promotion of low emission infrastructures etc., to prepare for these future major shifts in how transport will operate in the region.

From an Air Quality/Climate Change perspective, it is difficult to provide figures in terms of its contribution to uplift in GVA. However well-designed policies in these fields can make growth and air quality and climate objectives mutually reinforcing in both the short and medium term. In the long term, if air pollution and climate change is not tackled, growth itself will be at risk. One way of monetising the impact of poor air quality is to look at the societal cost, many of which can impact on economic growth and the reputation of the region. This can be of real concern to businesses looking to establish themselves, expand or relocate to a new area. As part of business planning many companies take into account the wider implications and the potential for external costs which can impact on their businesses and workforce.

##### **Examples of Societal Costs**

**In terms of wider impacts on the UK economy, DEFRA estimate that poor air quality costs between a total of £9 billion-£17 billion.**

**Congestion and poor air quality go hand in hand, with congestion costing our urban areas over £11bn each year, with the highest costs experienced during peak times of the day. This congestion is bad for cities and towns and bad for many businesses. In particular freight operators and their customers – over 25% of all road freight journeys, are delayed by congestion.**

**Air pollution is a major environmental risk to health. By reducing air pollution levels, regions can reduce the burden of disease from stroke, heart disease, lung cancer, and both chronic and acute respiratory diseases, including asthma, which alone costs the NHS an estimated £1 billion a year.**

**There are also economic benefits. Government estimates that the economic cost of the health impacts of poor air quality in the UK is around £15 billion per annum. Accordingly, reductions in emissions and exposure can generate significant savings in health budgets and reduced costs for employers.**

**Clean air attracts investment. Business services and international relocation agencies (such as Forbes) frequently ranks cities on how “toxic” or polluted they are. These and other rankings influence investment and location decisions by major firms. For instance, these quality of life issues affect the most economically valuable jobs, which are essential to London status as a preeminent global business center. Whilst the Forbes criteria applies to “international” cities, such as London, there can be a perception from businesses on the environmental attractiveness of a region, and, in the**

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<sup>42</sup> **Gross value added (GVA)** is the measure of the value of goods and services produced in an area, industry or sector of an economy, in economics. In national accounts GVA is output minus intermediate consumption; it is a balancing item of the national accounts' production account.

past, there have been such enquiries in the Sheffield City Region with regard to air pollution.

## Section Three; Performance Indicators

In monitoring the outcomes and overall impact of our activity, the South Yorkshire LTP Partners developed a suite of performance measures aligned to our Transport Strategy. This Plan contains the results for Tier 2 indicators:

Tier 2: Delivery / Implementation – LTP related outcome indicators, including mode share of travel, public transport patronage, highway maintenance and road casualty numbers.

The Tier 2 indicators ascribed to AQ&CG activities are “Mode Share of Journeys” measure (2-01a), which relates to travel to / from the four main South Yorkshire urban centres. The other relevant Tier 2 indicator reports “Levels of NO<sub>2</sub> and PM<sub>10</sub> in Air Quality Management Areas” (2-06a). Our ambition is for a slight improvement during the period of our Implementation Plan, with reported results actually exceeding projections.

Results from our designated Performance Indicators show that recorded levels of NO<sub>2</sub> are as predicted, remaining at a constant 44 -45 µg/m<sup>3</sup>. Levels of PM<sub>10</sub> have fallen further than originally projected, i.e. 22 - 23 µg/m<sup>3</sup>, as compared to the forecasted 25 µg/m<sup>3</sup>. These totals, however, are reported against a background of falling traffic levels.

Levels of monitored annual mean nitrogen dioxide and PM<sub>10</sub> in South Yorkshire are decreasing gradually in the county’s AQMAs. Between 2005 and 2013, the average nitrogen dioxide annual mean measured by the group in AQMAs fell from 49 µg/m<sup>3</sup> to 43 µg/m<sup>3</sup>. The average annual mean PM<sub>10</sub> in South Yorkshire’s AQMAs fell from 31 µg/m<sup>3</sup> to 24 µg/m<sup>3</sup>.

**TABLE 5: South Yorkshire Air Quality and Climate related Performance Indicators (updated August 2014)**

INDICATOR		COMPONENT	RESULTS						PERFORMANCE	
									RAG	Notes
Calendar Year		2008	2009	2010	2011	2012	2013	2014	RAG	Notes
2-01a : MODE SHARE OF JOURNEYS TO / FROM URBAN CENTRES People (%)	Single occupancy cars	426,305 (30.9)	433,639 (31.3)	438,154 (31.8)	423,101 (31.8)	421,344 (32.4)	432,069 (33.1)		N/A	No forecasts have been established for this indicator
	Multi occupancy cars	367,981 (26.6)	376,608 (27.2)	364,850 (26.5)	361,432 (27.1)	342,107 (26.3)	326,363 (25.0)			
	Light Goods Vehicles	108,288 (7.8)	102,006 (7.4)	103,127 (7.5)	102,725 (7.7)	102,598 (7.9)	100,553 (7.7)			
	Medium / Heavy Goods Vehicles	33,154 (2.4)	28,968 (2.1)	28,374 (2.1)	26,745 (2.0)	25,331 (1.9)	25,648 (2.0)			
	Buses	264,057 (19.1)	243,524 (17.6)	237,547 (17.2)	219,035 (16.4)	209,682 (16.1)	225,364 (17.3)			
	Trams	38,665 (2.8)	35,709 (2.6)	42,421 (3.1)	33,382 (2.5)	32,574 (2.5)	34,112 (2.6)			
	Trains	49,068 (3.6)	53,937 (3.9)	54,558 (4.0)	54,887 (4.1)	60,020 (4.6)	56,696 (4.3)			
	Motor Cycles	6,101 (0.4)	6,932 (0.5)	5,623 (0.4)	5,362 (0.4)	6,039 (0.5)	4,331 (0.3)			
	Pedal Cycles	6,468 (0.5)	7,330 (0.5)	7,150 (0.5)	7,805 (0.6)	7,554 (0.6)	7,037 (0.5)			
	Pedestrians	81,577 (5.9)	95,996 (6.9)	97,528 (7.1)	98,010 (7.4)	91,926 (7.1)	91,470 (7.0)			
	All	1,384,649 (100.0)	1,386,812 (100.0)	1,379,332 (100.0)	1,332,484 (100.0)	1,299,175 (100.0)	1,303,643 (100.0)			

Calendar Year		2008	2009	2010	2011	2012	2013	2014	RAG	Notes
2-06a: LEVELS OF NO2 AND PM10 IN AQMA's ug/m3	NO2 (Actual)	44	45	45	44	45	43		G	Forecasts have been suggested to 2013 only at the present time. Projections for 2014 will be investigated once the implications of "Euro6" engines have been assessed.
	NO2 (Forecast)	N/A	N/A	N/A	45	45	44	TBC		
	PM10 (Actual)	24	22	25	23	22	24		G	
	PM10 (Forecast)	N/A	N/A	N/A	25	25	24	TBC		

**RAG**

- R Red: Performance not achieving forecast level and / or worse than reported in the previous year.  
A Amber: Performance improving but still not achieving forecast level and / or worse than reported in the previous year but improved since the 'base year'.  
G Green: Performance matching or exceeding forecasts and / or better than in the previous year.  
N/A Not Available.

## Section Four; Interfaces with Other LTP Groups and External Agencies

SUBJECT	ISSUE
<b>ASSET MANAGEMENT &amp; MAINTENANCE GROUP (Lead officer - Lee Garrett, DMBC)</b>	
Energy efficiency	Reduce the carbon impact of our assets.
Low carbon energy	Exploit our existing and future assets for the generation of low carbon energy.
Low carbon travel	Ensure our assets support the promotion of travel modes such as cycling, walking and public transport.
Alternative / Low Carbon fuels	Maintenance implications of installing new infrastructure for alternative / renewable fuels for vehicles. Ensure our infrastructure supports the provision of refuelling facilities in recognition of the increasing shift towards low emission fuels including gas, electric and hydrogen. Specifically we will, together, develop a low carbon energy strategy across the LTP's assets, including the identification of sites within our asset base suitable for gas and electric recharging.
Lighting	Trialling / use of LED type lighting and associated capital costs; reducing the number and time lamps are on.
Use of assets for energy generation	Full assessments required on the scope and nature of assets for energy generation, e.g. use of signs and fixtures as sites for the generation of electricity, such as solar panels.
Better maintained roads	A better understanding required on the carbon and low emission impacts of "better" road surfacing.
<b>NETWORK MANAGEMENT GROUP (Lead officer – Peter Vickers, SCC)</b>	
Air pollution & other emissions	Make informed decisions to mitigate air pollution and other emissions and develop our collective modelling capability.
Journey reliability	A focus on journey reliability (rather than journey speed) is helpful to both agendas.
Project Assessment	There is a need for a more joined up process of formulating / assessing schemes. Carbon / air quality impacts need to be written specifically into scheme assessments of all significant schemes.
syITS	There would be productive interfaces between syITS and air quality assessments.
Highway incidents	Consideration needs to be given to the management of incidents on the highway and which agencies need to do what.
Carbon impact	Climate policies are very broad - consideration should be given to appropriate indicators of carbon impact.
<b>FREIGHT PARTNERSHIP GROUP (Lead officer – Anne Beddoes)</b>	
Engage with the freight community	Shape and complete the Freight Strategy so that air quality and carbon are mitigated.
Eco Stars	Promote Eco Stars to all fleet operators.
<b>PUBLIC TRANSPORT BOARD (Lead officer – Louise Fannon)</b>	
Fleet performance	Establish the current make-up and performance of the operator fleet.
	Develop a plan with emissions performance improvement over the next 10 years in line with collective AQAPs.
Eco Stars	Promote Eco Stars to all fleet operators.
Drive Green	
<b>CYCLING AND ACTIVE TRAVEL GROUP (Lead Officer – TBC)</b>	
Achieve modal shift	Develop an integrated communications plan.



SUBJECT	ISSUE
	Influence support packages for organisations Travel Plans e.g. advice on using vehicles efficiently / alternative fuels.
	Understand the impact of initiatives to promote more efficient vehicles on modal shift.
	Understand the opportunities to further reduce emissions related to initiatives such as car clubs / electric bikes.

SAFER ROADS PARTNERSHIP (Lead officer – Joanne Wherle)	
Eco-driving	Continue to integrate eco-driving into the safer roads programme.
Vehicle technology	Understand the safety issues associated with changes to vehicle technology, especially for electric, gas, hybrid and hydrogen vehicles.
HIGHWAYS ENGLAND (Sheffield and Rotherham Councils for M1 motorway))	
M1 speed limits.	Continue to work with the HE in relation to speed limits on the M1 motorway at Tinsley for air quality reasons, and other issues on the HE network, such as air quality issues on the A616 Transpennine route.

## **Appendix A: Source Apportionment of Emissions**

### **South Yorkshire AQCG Source Apportionment Methodology**

It is necessary to update the source apportionment exercise for the Air Quality Management Areas (AQMAs) in South Yorkshire to contribute to the evidence base for prioritising measures within the Sheffield City Region air quality action plan.

The approach is based on Statutory Defra guidance<sup>1</sup> to assess air quality by Local Authorities in their Local Air Quality Management (LAQM) Review and Assessment duties and details the standard methodology advised for conducting modelling exercises.

This methodology represents a consistent approach which is available to all Local Authorities, using locally operated modelling systems.

It shall be noted that all modelling comes with inherent uncertainty and although a standard methodology looks to reduce this uncertainty, any modelling results come with a +/-25% accuracy.

The exercise will be conducted using the latest available Airviro Model used in South Yorkshire over the last 16 years. Officers from each South Yorkshire local authority have received appropriate training for Airviro emissions database work and dispersion modelling, and are active members of a national Airviro User Group. Furthermore, officers have vast experience of undertaking their LAQM duties. There is therefore sufficient local expertise to ensure an agreed and consistent approach within the sub region.

The agreement is to use a baseline source apportionment of 2014. Therefore the following data sets are used;

- EDB – Rotherham/jk/EDB\_0715\_Base (database developed by AEAT using the Sheffield LEZ<sup>2</sup> vehicle split with updated EF from COPERT4 v10.0 and NAEI v6.0.1)
- Weather data – Scenario for 2014
- Traffic – AADT for 2014 from DfT<sup>3</sup>

The following factors will also be applied to any source apportionment model runs;

- Resolution will be at 25m grid squares
- Nitrogen dioxide conversion using the Derwent-Middleton equation

Model runs are performed for each AQMA and results are presented at sensitive receptors and/or at the worst case location where the following will be calculated;

#### **Stage 1 – Source Apportionment of Sector Emissions**

The percentage contribution of the following sectors will be calculated for South Yorkshire: Industrial; Domestic; Background and Transport.

#### **Stage 2 – Source Apportionment by Vehicle Type**

The percentage contribution of each vehicle type to the transport sector emissions in each AQMA, the vehicle types are as follows:  
Petrol Car, Diesel Car, LGV (100% considered diesel), Bus, HGV Rigid and HGV Articulated.

The % contribution will be calculated by performing a model run with one vehicle type in turn being omitted and subtracted from the total road transport emissions.

**Subsequent breakdown of total NOx emissions in South Yorkshire, using Airviro estimates that 53% of emissions with the county are attributable to industrial, commercial and domestic sources, whilst the remainder (47%) are due to road transport emissions.**

Road traffic emissions have consequently been further assessed, using the above methodology, in order to calculate the percentage contribution of each vehicle type to the transport sector emissions in each AQMA. These results are presented below for each of the four South Yorkshire districts.

#### **References;**

<sup>1</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69334/pb13081-tech-guidance-laqm-tg-09-090218.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69334/pb13081-tech-guidance-laqm-tg-09-090218.pdf)

<sup>2</sup><https://www.sheffield.gov.uk/environment/air-quality/LEZ-feasibility.html>

<sup>3</sup><http://www.dft.gov.uk/traffic-counts/cp.php>

## Appendix G: Further Evaluation of Actions

### Proposed Actions Table

Low, Medium and High classification from Table A.1 – Action Toolbox LAQM.TG(16)

Low effect – action focused on a small proportion of sources contributing to an exceedance

Medium effect – action focused on only one key emissions source

High effect – action focused on dealing with key high emitting sources, or a number of emissions sources

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
1	Carriageway improvements	Traffic Management	Congestion Management	Dependent on location	To be confirmed	BMBC, H&T	Alleviate congestion, reduce emissions	All	Yes	Table A1 deems the impact as being low. However, previous traffic management schemes in the borough have had a more significant impact	<b>Potential</b> subject to future funding bids
2	Barnsley Bus Partnership Agreement	Transport Planning and Infrastructure	Public Transport Improvements	Where bus routes located (2A, 4, 5, 7)	Bus Operators (?) and DTF (retrofit / upgrade)	BMBC, H&T	Bus emission standards, reliable journey time, less congestion, modal shift from car?	Bus	Yes	High	<b>Definite</b> Development of agreement currently ongoing, expected to be implemented by 2017

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
3	Encourage uptake of lower emission vehicles and alternative fuels (EVs, CNG, H <sub>2</sub> )	Promoting low emission transport	Procuring alternative refuelling infrastructure to promote Low Emission Vehicles, EV recharging  Public vehicle procurement – prioritising uptake of low emission vehicles	All and boroughwide)	SCR gainshare LTP Developer contributions (planning application conditioning)	BMBC, H&T	LEVs	All	Yes	High	<b>Potential</b> Subject to current funding bids
4	Langsett	Traffic Management	Congestion Management	6	HE AQ fund, Trans Pennine scheme	HE	Traffic management schemes	All	Yes	High, as Barnsley MBC detailed assessment (2013) indicated a more significant emission reduction	<b>Potential</b> , subject to funding and stakeholder approval

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> emissions Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
5	Planning applications – air quality assessment and mitigation	Policy Guidance and Development Control	Air Quality Planning and Policy guidance	All and boroughwide	Existing budget	BMBC Reg Services	Encourage and require Low Emission Strategy mitigations for new development	All	Not detailed in Table A1, but Low Emissions Strategy indicated as having +ve impact on PM <sub>2.5</sub> concentrations	Not detailed in Table A1, but Low Emissions Strategy indicated as having High impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> Ongoing since 2015
6	Speed restrictions on gradient Feasibility Study	Traffic Management	Congestion Management	4	Existing budget	BMBC Reg Services	Imposition of speed controls	All	Yes	Subject to conclusions of assessment (supporting dispersion modelling exercise)	<b>Potential</b> Subject to identification of appropriate funding, feasibility study and stakeholder approval
7	Procurement	Policy Guidance and Development Control	Sustainable Procurement Guidance	All and boroughwide	Procurement budget (See WYLES?)	Procurement / Assets	Lower emission vehicles for Council fleets / supply chain	All?	Not detailed in Table A1, but Low Emissions Strategy indicated as having +ve impact on PM <sub>2.5</sub> concentrations	Not detailed in Table A1, but Low Emissions Strategy indicated as having High impact on reducing NOx and PM <sub>10</sub> emissions	<b>Potential</b> , subject to discussion and negotiation with Procurement

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Toolbox TG(16) Effect on reducing NOx and PM <sub>10</sub> emissions Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
8	Control over emissions from Part B and A2 processes, and act as consultees for Part A1 processes	No EU category / classification	No EU category / classification	All and boroughwide	Contained within existing budget	BMBC Reg Services	Reduction in NOx and PM emissions	Industrial	Yes	Not detailed in Table A1, but will have +ve impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> , ongoing from previous Action Plans
9	Enforcement of the Clean Air Act with regards to industrial smoke	No EU category / classification	No EU category / classification	All and boroughwide	Contained within existing budget	BMBC Reg Services	Reduction in NOx and PM emissions	Industrial	Yes	Not detailed in Table A1, but will have +ve impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> , ongoing from previous Action Plans
10	Enforcement of the Clean Air Act with regards to domestic smoke control	No EU category / classification	No EU category / classification	All and boroughwide	Contained within existing budget	BMBC Reg Services	Reduction in NOx and PM emissions	Domestic	Yes	Not detailed in Table A1, but will have +ve impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> , ongoing from previous Action Plans
11	Investigation of nuisance complaints, including appropriate action to resolve the problem	No EU category / classification	No EU category / classification	All and boroughwide	Contained within existing budget	BMBC Reg Services	Reduction in NOx and PM emissions	Domestic	Yes	Not detailed in Table A1, but will have +ve impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> , ongoing from previous Action Plans



No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Plan Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
12	BMBC fleet improvements	Vehicle Fleet Efficiency	Vehicle retrofitting programmes	All and boroughwide	Subject to future funding opportunities and meeting funding criteria	BMBC	Reduction in NOx and PM emissions	HGVs, LGVs	Yes	Medium	<b>Potential</b> , dependent on future opportunities
13	Priority parking for LEVs	Promoting low emission transport	Priority parking for LEVs	All and boroughwide	BMBC	BMBC	Reduction in NOx and PM emissions	Petrol and Diesel Cars	Yes	High	<b>Potential</b> , subject to BMBC Car Parking Strategy requirements (Strategy being reviewed in 2016)
14	Freight and Delivery Management	Freight and Delivery Management	Delivery and Service plans	All and boroughwide	To be confirmed	BMBC H&T	Reduction in NOx and PM emissions	HGVs, LGVs	Yes	Medium	<b>Potential</b> , subject to future opportunities for dialogue with operators

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Plan Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
15	ECO Stars HDV Fleet Recognition Scheme	Vehicle Fleet Efficiency	Vehicle Fleet efficiency and recognition schemes	All and boroughwide	STTF – Access fund	BMBC, H&T	Fleet operation best practice	Buses, HGVs, Vans	Yes	Medium	<b>Definite</b> Subject to Sustainable Travel Transition funding 16-17, and future Access funding
16	ECO Stars Taxi Fleet Recognition Scheme	Vehicle Fleet Efficiency	Vehicle Fleet efficiency and recognition schemes	All and boroughwide	STTF – Access fund	BMBC, H&T	Taxi Fleet operation best practice	Taxis, Private Hire Vehicles	Yes	Medium	<b>Potential</b> Subject to suitable funding
17	ECO Driving	Vehicle Fleet Efficiency	Driver training and ECO driving aids	All and boroughwide	STTF – Access fund, and others?	BMBC, H&T	Public and Private sector LDV best practice	Diesel and Petrol LDVs (Cars)	Yes	Medium	<b>Potential</b> Subject to future funding

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Plan Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
18	Consolidation Centre	Freight and Delivery Management	Freight Consolidation Centre	All and boroughwide	Subject to opportunity to develop these facilities as part of future development in the borough	BMBC	Reduction in NOx and PM emissions	HGVs	Yes	Medium	<b>Potential</b> , dependent on future opportunities
19	Barnsley Intelligent Transport System (MOVA / SCOOT)	Traffic Management	Congestion Management	2A, 4, 5	Maintenance of systems cost met until 2018	BMBC, H&T	Alleviate congestion	All	Yes	Low	<b>Definite</b> Implemented, ongoing maintenance to 2018
20	Encourage cycling and walking (developing infrastructure and campaigns)	Promoting Travel Alternatives Transport Planning and Infrastructure	Promotion of Cycling Promotion of Walking Public cycle hire scheme Cycle network	All and boroughwide	SCR, Developer contributions, STTF (future access funds)	BMBC, H&T	Modal Shift	Diesel and Petrol LDVs (Cars)	Yes	Low	<b>Potential</b> Subject to Sustainable Travel Transition funding 16-17, and future Access funding

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Plan Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
21	Care4Air	Public Information	Via the internet, leaflets, radio, television and other mechanisms	All and boroughwide	To be identified	BMBC Reg Services	Awareness raising campaigns facts Health benefits of cycling and walking	All (in this case, traffic, industrial and domestic)	Not detailed in Table A1	Not detailed in Table A1	<b>Potential</b> South Yorkshire regional action, subject to funding
22	Assessment of air quality impact of major traffic schemes	Traffic Management	Congestion Management	All and boroughwide	Existing budget	BMBC Reg Services	Ensure air quality impact of the scheme is minimised	All	Not detailed in Table A1	Not detailed in Table A1	<b>Definite</b> , ongoing from previous Action Plans
23	Smoky diesel Hotline	Public Information	Via the internet, leaflets, radio, television and other mechanisms	All and boroughwide	Contained within existing budget	BMBC Reg Services	Reduction in NOx and PM emissions	HGVs, Buses	Yes	Not detailed in Table A1, but will have +ve impact on reducing NOx and PM <sub>10</sub> emissions	<b>Definite</b> , previous action, but consideration given to resurrectoring this action due to current concerns regarding diesel emissions

No.	Proposed Action	Measure Category	Measure Classification	AQMA	Potential Funding	Lead Authority	Impact	Targeted Fleets / sources	Table A.1 Action Plan Toolbox TG(16) Effect on reducing PM <sub>2.5</sub> concentrations	Table A.1 Action Toolbox TG(16) Effect on reducing NOx emissions and PM <sub>10</sub> Low, Medium, High Classification	Definite / Potential (as detailed Summer 2016)
24	Car and Lift sharing programmes	Alternatives to private vehicle use	Car and Lift sharing schemes	All and boroughwide	STTF, Access	BMBC, SYTPE	Reduction in NOx and PM emissions	Petrol and Diesel Cars	Yes	Low	<b>Definite</b> , see <a href="https://southyorkshire.lifshare.co.uk">https://southyorkshire.lifshare.co.uk</a>
25	Promoting Travel Alternatives (Workplace travel planning; encourage / facilitate home-working; personalised travel planning; school travel plans)	Promoting Travel Alternatives	(Workplace travel planning; encourage / facilitate home-working; personalised travel planning; school travel plans)	All and boroughwide	Local Transport Plan?	BMBC H&T	Reduction in NOx and PM emissions	Petrol and Diesel Cars	Yes	Low	<b>Definite</b> , ongoing
26	Anti-idling policy feasibility study	Traffic Management	Anti-idling enforcement	All and boroughwide	To be confirmed	BMBC	Reduction in NOx and PM emissions	All	Yes	Low	<b>Potential</b> , subject to assessment of feasibility

## Glossary of Terms

Abbreviation	Description
Airviro	Sophisticated software, operated by the four South Yorkshire local authorities, which enables the modelling of air pollution concentrations over a geographical area
AQAP	Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values'
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives
AQS	Air Quality Strategy
ASR	Air quality Annual Status Report
CNG	Compressed Natural Gas
Defra	Department for Environment, Food and Rural Affairs
ECO Stars	Efficient, Cleaner Operation
EU	European Union
HDV	Heavy Duty Vehicle
HGV	Heavy Good Vehicle
LAQM	Local Air Quality Management
LGV	Light Goods Vehicle
NPPF	National Planning Policy Framework
MOVA	Microprocessor Optimised Vehicle Actuation
NO <sub>2</sub>	Nitrogen Dioxide
NO <sub>x</sub>	Nitrogen Oxides
Part A1, Part A2 and Part B processes	Facilities which are regulated under the Environmental Permitting (England and Wales) Regulations 2010 SI 2010/675 (as amended ("the Regulations"). Part A2 and Part B processes are regulated by the Local Authority
PHOF	Public Health Outcome Indicator

PM <sub>10</sub>	Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less
PM <sub>2.5</sub>	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less
SCOOT	Split Cycle and Offset Optimisation Technique
STTF	Sustainable Transport Transition Fund

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**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan**

**Report of the Executive  
Director, Place.**

**LICENSING ACT 2003 – STATEMENT OF LICENSING POLICY**

**1. Purpose of report**

1.1 To remind Members of the review of the existing Licensing Policy governing the licensing of the retail sale of alcohol, the provision of regulated entertainment and the provision of late night refreshment; and following the recent public consultation exercise, to seek approval for the Policy to go to full Council.

**2. Recommendations**

**2.1 That the Licensing Act Statement of Licensing Policy 2017 be approved.**

**3. Introduction**

3.1 The Statement of Licensing Policy ("the Policy") is a legal requirement under the Licensing Act 2003. The purpose of the policy is to guide the Licensing Committee when considering applications for the sale of alcohol, regulated entertainment, late night refreshment, cinema and theatrical performances, as well as assisting applicants in presenting their application. The contents of the Policy are specified in Government Guidance.

3.2 The aim of the Policy is to promote the four licensing objectives, which are;

- a) The prevention of crime and disorder
- b) Public safety
- c) The prevention of public nuisance and
- d) The protection of children from harm.

3.3 The Council wishes to promote the above whilst still encouraging a sustainable entertainment and leisure industry. The Council recognises that local residents need a safe and healthy environment in which to work and live, and that safe and well run entertainment and leisure facilities are important to the local economy and cultural health of the Borough.

**4. Consideration of alternative approaches**

4.1 Barnsley Metropolitan Borough Council is the Licensing Authority for the purposes of the Licensing Act 2003 and has a statutory duty to publish a statement of Licensing Policy under the Act. We are also legally required to review and update it on a regular basis and following any changes in the relevant legislation or guidance.

4.2 The existing policy does not include reference to new policies, guidance or legislative changes, and is therefore outdated. It is also not aligned to Future Council objectives. The new policy covers these issues.

4.3 Failing to approve the policy would result in the Council being unable to meet its statutory functions in that applications for licences together with reviews of licences have to be dealt with in line with the adopted policy.

## **5. Proposal and justification**

5.1 The statement of Licensing Policy has certain key objectives;

- Provides applicants with a clear, consistent basis for submitting applications and notices in the Borough
- Provides a clear, consistent basis for determining licensing applications in Barnsley
- Ensures the relevant views of those affected by licensed premises are taken into consideration
- Ensures that local area issues are taken into account by licensed premises and
- Supports the wider strategies of the Council and the approach to licensed activities and premises across the Borough.

5.2 The adoption of the Policy is a legal requirement. The overarching ethos of the policy is to ensure that the licensing objectives are met throughout the Authority and that communities are not undermined by crime and disorder as result of licensed activities or premises.

5.3 The licensed entertainment and hospitality industry is a major provider of full time, part time and casual employment and it makes a significant contribution to the local economy. It fulfils an important social and community role, providing facilities for both residents and businesses and provides vital support for related sectors such as retail and tourism.

5.4 The Licensing Statement of Policy forms an essential part of the Council's integrated approach to alcohol related issues and the provision of regulated entertainment. It seeks to strike a balance between the need to encourage a vibrant and dynamic entertainment industry as part of the regeneration of the Borough, and the need to ensure that concerns relating to public disorder are effectively

addressed. The policies in this Statement aim to contribute to making the Borough as a whole, and its town centre in particular, pleasant, safe and prosperous places in which to live, work, learn and relax. We want to work with partners and the licensing trade to provide a safe, diverse and family orientated night time economy for all to enjoy. For example, the Licensing Service is working with internal and external partners to contribute to the achievement of Purple flag status for the town centre.

5.5 Licensing is also working with Public Health and the Police to proactively address the issue of problem drinkers in the town centre, looking at working with retail premises to stop the sale of high strength, low cost alcohol and the sale of single cans. The Service will also, in conjunction with Public Health, consider the available evidence and the feasibility of some of the potential licensing controls available, where they are considered necessary, in particular to support the town centre night time economy. Initial views on these measures have been collected at consultation and they may be the subject of further Cabinet reports.

## **6. Implications for local people / service users**

6.1 The aim of the new policy is to support business and regeneration across the Borough and town centre in particular, whilst protecting the public and ensuring that the four licensing objectives are met. This will result in a safe and varied night time economy.

6.2 A new reference is included in the policy to Child Sexual Exploitation, and applicants are required to have regards to any relevant measures for the protection of children from harm, both physical and psychological.

## **7. Financial implications**

7.1 Consultations on the financial implications have taken place with representatives of the Director of Finance, Assets & IT.

7.2 There are no financial implications arising from the approval of the Policy.

## **8. Employee implications**

8.1 There are no specific employee implications in reviewing and updating this policy.

## **9. Communications implications**

9.1 The Policy has been subject to a 6 week public consultation period, when it appeared on the Council's consultation website. All stakeholders were be contacted by letter to inform them of the consultation. This included all premises licensed under this legislation in the borough, as well as statutory consultees such as South Yorkshire Police.

9.2 Once adopted, the policy will be published on the Licensing web site. The Policy will therefore be available to all interested parties.

## **10. Consultations**

10.1 In accordance with legislation, consultation on the proposed new policy was carried out with the prescribed statutory consultees, responsible authorities, Members, parish councils and all premises, individuals and groups who hold a licence in the Borough. Consultation lasted for a period of 6 weeks, from 7<sup>th</sup> November to the 16<sup>th</sup> December 2016.

10.2 The views of all consultees were duly considered and given proper weight when reviewing this policy.

10.3 Very few responses received were regarding the policy, only 4 in total. Two responses were received from licensees, one regarding a reduced notice period (these are statutory and cannot be altered) and the other with specific comments regarding the sale of Lottery products within licensed premises (clarification issue).

10.4 South Yorkshire Police were also consulted. They had no comments on the policy other than a specific comment on the requirement for a record of staff training, refusals and incidents. This sentence has been added to the policy. At this point South Yorkshire Police are not asking us to consider any of the potential licensing controls available such as a Levy, Early Morning Restriction area or Cumulative Impact Policy.

10.5 Public Health responded to the consultation to say that “the health implications of harmful drinking at a population level are more serious than ever before and implementing evidence based licensing policies will make a major contribution. Research indicates that the more intensely alcohol licensing policies are implemented in a local area, the stronger their effect on reduction in alcohol related hospital admissions, with an additional annual average reduction of 2% in alcohol-related hospital admissions rates, had those licensing policies not been in place.” Public Health are therefore supportive of licensing restrictions as they believe that restrictions “will provide additional collective powers to address recurring problems such as high levels of alcohol related crime and disorder in specific areas at specific times; serious public nuisance, instances of alcohol related anti-social behaviour and harmful drinking across the population.”

(Reference: PHE report December 2016 The Public Health Burden of Alcohol and the Effectiveness and Cost Effectiveness of Alcohol Control Policies – An Evidence Review).

10.6 Before any restriction is considered, substantial evidence must be collated and analysed to indicate the extent of any problem. Any restriction imposed would be likely to be legally challenged and therefore must have a sound evidential background. The grounds for any such restriction must be based on one of the existing licensing objectives such as the prevention of crime and disorder. Currently, this evidence does not exist, but information is currently being collated as part of ongoing measures to tackle street drinking via the DIALOG group which has members from Licensing, Public Health and the Police working together to tackle alcohol related issues in the town centre. It is good practice to use other existing

powers to tackle anti-social behaviour issues related to drinking before licensing restrictions are considered. These are detailed in the policy.

10.7 Currently public health is not one of the Licensing objectives, so cannot form the sole basis for the introduction of licensing restrictions. Any evidence must relate to one of the existing licensing objectives such as the prevention of crime and disorder. As such, the evidence for any licensing restriction would be mainly police based, and the Police do not consider there to be a need for restrictions at this time. However, there are proposals to amend the legislation to make public health a licensing objective (proposed for some time this year) so when that happens the situation could be reviewed. A balance needs to be achieved where the harmful effects of alcohol are addressed, without curtailing economic regeneration, especially of the town centre.

10.8 In the meantime, Licensing will continue to work closely with Public Health and other partners in a proactive approach to reduce alcohol related harm. This includes the work of the DIALOG group, the review of the Alcohol strategy, the proposals for Night Marshalls and the work being done by Public Health on a regional level to address minimum unit pricing of alcohol.

## **11. The Corporate Plan and the Council's Performance Management Framework**

11.1 The publication of the policy supports the Council priority of "People achieving their potential" by ensuring children and adults are protected from harm. It also supports the "Thriving and Vibrant Economy" priority by supporting new business in the licensed trade.

## **12. Tackling health inequalities**

12.1 The Policy recognises the impact that excessive or binge drinking can have on public health and that positive action in promoting the licensing objectives is equally likely to have an indirect impact on public health.

## **13. Risk management issues**

13.1 Failure to have an up to date Statement of Licensing Policy could result in successful legal challenges to the Council's decisions.

## **14. Compatibility with the European Convention on Human Rights**

14.1 The implementation of the Statement of Licensing Policy will not interfere with the Convention on Human Rights. However, decisions made by the Licensing Board in relation to applications for Licences and reviews of licences will be affected by Human Rights Legislation, in particular Article 6 (the right to a fair trial).

## **15. Promoting equality, diversity, and social inclusion**

15.1 The Licensing Act 2003 contains four licensing objectives, including public safety and the protection of children from harm. It is recognised that subjecting

vulnerable adults or children to some forms of licensed entertainment or premises could lead to them being harmed or exploited and care must be taken to ensure that all applications provide mitigation measures suitable to the level of risk.

15.2 In order to promote inclusion and to prevent exclusion, the Policy reminds applicants of their responsibilities under the Equality Act 2010. In seeking to support a community in which diversity is encouraged, the Council will expect all applicants to take steps to ensure that no person is treated differently on the grounds of race, colour, religion, ethnic or national origins, age, sex, sexual orientation or disability.

15.3 On consultation, it was decided that a full Equality Impact Assessment was not required for the Policy. However, several issues were highlighted as requiring further action moving forward, though not directly related to the Policy itself (see Appendix 2). These issues and others were discussed with the Town Centre Equality and Diversity working group. They will be taken up as part of the remit of the working group and Town Centre regeneration plans and the work towards Purple Flag, which Licensing are involved with.

## **16. Reduction of crime and disorder**

16.1 One of the four licensing objectives relate directly to the prevention of crime and disorder. The Council will have regard to the likely impact of licensing and related crime and disorder when considering the location, operation and management of all proposed licence applications, reviews and variations.

## **17. Conclusion**

17.1 It is proposed that the draft updated Licensing Policy be approved as it stands, without further changes following consultation. However, Licensing will continue to work closely with the Police, Public Health and regeneration partners to identify whether any formal licensing restrictions are required in the future.

17.2 Should any evidence point to the need for such licensing restrictions to be considered, then a further report will be brought to Cabinet. Should restrictions be introduced, the Policy can be amended at any time.

## **18. List of appendices**

Appendix 1 Statement of Licensing Policy.

Appendix 2 Equality Impact Assessment – Licensing Policy.

## **19. Background papers**

**Licensing Act 2003**

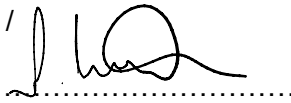
**PHE report December 2016: The Public Health Burden of Alcohol and the Effectiveness and Cost Effectiveness of Alcohol Control Policies – An Evidence Review.**



Officer Contact: Caroline Petty. Telephone No: 01226 772482. Date: 21.07.16

Financial Implications /

Consultation

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*(To be signed by senior Financial Services officer  
where no financial implications)*

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**BARNSLEY**  
Metropolitan Borough Council

# **Licensing Act 2003**

## **Statement of Licensing Policy**

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# **BARNSELEY METROPOLITAN BOROUGH COUNCIL**

## **LICENSING ACT 2003 – Statement of Licensing Policy 2017**

### **INDEX**

<b>Section</b>	<b>Content</b>	<b>Page No.</b>
1.	Introduction	3
2.	General Principles	4
3.	Human Rights	5
4.	Scope of Policy	5
5.	Consultation	6
6.	Summary of Process	6
7.	Promotion of Licensing Objectives	7
8.	The Prevention of Crime & Disorder	7
9.	Public Safety	8
10.	The Prevention of Public Nuisance	9
11.	The Protection of Children From Harm	10
12.	Cumulative Impact	13
13.	Early Morning Restriction Orders	15
14.	Late Night Levy	16
15.	Licensing Hours	16
16.	Open Air and Large Scale Events	17
17.	Premises Providing Late Night Refreshment	17
18.	Club Premises Certificates	18
19.	AWP Machines and Gambling Machines	18
20.	Licensing Conditions	18
21.	Operating Schedules	19

22.	Applications for Personal Licences	19
23.	Designated Premises Supervisors	19
24.	Excessive Consumption of Alcohol	20
25.	Applications for Temporary Event Notices	20
26.	Minor Variations	21
27.	Alcohol Deliveries	21
28.	Other mechanisms of control	22
29.	Integrating Strategies	22
30.	Sales of Alcohol to Children	22
31.	Planning System and the Avoidance of Duplication	23
32.	Promotion of Equality	23
33.	Enforcement	24
34.	Live Music, theatre and dancing	24
35.	Representations	25
36.	Applications	25
37.	Administration, Exercise and Delegation of Functions	26
38.	Advice	28

## **APPENDICES**

A	'Safer Clubbing' Check list
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# **BARNSELY METROPOLITAN BOROUGH COUNCIL**

## **Barnsley Licensing Committee**

### **1. Introduction**

- 1.1 The Barnsley Future Council plan defines an achievable vision for the future in which Barnsley is an innovative and vibrant 21st Century market town at the centre of a modern dynamic economy and a great place to live. Priorities to transform the Borough include plans for regeneration of the town centre, providing a safe, vibrant and diverse environment whilst achieving a new and sustainable economic future.
- 1.2 The urban core of Barnsley is home to 82,000 people. Barnsley town centre is the focus for the Borough's main shopping, administrative, commercial and entertainment activities. It is long famous for its market and more recently has become noted for its expanding club scene and night life. To the west of the urban core is the lightly populated attractive hilly country centred on the market town of Penistone. To the south and east are the dispersed towns and villages, separated by open land of the former coalfield, which are the home to some 95,000 people. The Barnsley Urban Area will play a pivotal role in regeneration and the Town Centre itself will be transformed into a modern urban living space offering shoppers and visitors exciting retail, recreational, entertainment and cultural experiences that will enable it to compete successfully with neighbouring centres. Regeneration in the Borough's rural areas will be based on diversification and sustainable development. Cultural and leisure facilities appropriate in type and scale will be encouraged in the smaller market towns.
- 1.3 Integral in making Barnsley a great place to live is to ensure that its communities are attractive, safe living environments with convenient access to good quality local services and amenities, including leisure, entertainment and cultural facilities. Neighbourhoods must be clean, safe and secure and their environments respected and cared for. They must also be friendly and caring places where people are welcome from all backgrounds and cultures and both young and old alike will feel part of the community.
- 1.4 The licensed entertainment and hospitality industry is a major provider of full time, part time and casual employment and it makes a significant contribution to the local economy. It fulfils an important social and community role, providing facilities for both residents and businesses and is a vital support infrastructure for related sectors, such as retail and tourism.
- 1.5 This Licensing Statement forms an essential part of the Council's integrated approach to alcohol related issues and the provision of regulated entertainment which seeks to strike a balance between the need to embrace a vibrant and dynamic entertainment industry as part of the regeneration of the Borough and the need to ensure that concerns relating

to public disorder are effectively addressed. The policies in this statement aim to contribute to making the Borough as a whole and its town centres in particular pleasant, safe and prosperous places in which to live, work, learn and relax. We want to work with partners and the licensing trade to provide a safe, diverse and family orientated night time economy for people to enjoy.

- 1.6 The Council will work in partnership with other local authorities, statutory bodies and agencies, especially those located in South Yorkshire, to ensure a consistent approach is taken on licensing matters whilst respecting the differing needs of individual communities.

## **2. General Principles**

- 2.1 This document sets out the Council's Statement of Licensing Policy, which will guide the Licensing Committee when considering applications for the sale of alcohol, regulated entertainment, late night refreshment, cinematographic and theatrical performances.
- 2.2 This document should be read in conjunction with its appendices, and with any guidance notes or codes of practice to which reference is made.
- 2.3 The aim of this policy is to promote the four licensing objectives which are set out in the Licensing Act 2003, namely:-
- the prevention of crime and disorder;
  - public safety;
  - the prevention of public nuisance; and
  - the protection of children from harm
- 2.4 The Council wishes to promote the above whilst still encouraging a sustainable entertainment and leisure industry. The Council also recognises local residents need for a safe and healthy environment in which to work and live and the importance to the local economy and cultural health of the Borough of the provision of both safe and well run entertainment and leisure facilities.
- 2.5 The policy aims to provide guidance to applicants, responsible authorities and all interested parties on the general approach to licensing in the Borough. Although each and every application will be dealt with separately and on its own individual merits, the Council in writing this policy is offering guidance on wider considerations that will be taken into account.
- 2.6 The policy will continue to be reviewed in accordance with Government requirements, which is currently at least every five years, and/or if any amendments are/or additions are required to the policy at any time while the policy is active.

- 2.7 This policy document is intended for the guidance of the Barnsley Licensing Committee as well as to assist applicants in presenting their application.
- 2.8 The policy is not intended to limit the power or fetter the discretion of the Licensing Committee who will listen to and determine on its own individual merits any application placed before them. If an application is lawfully made and no relevant representations are received then the Council must grant the application. Only if relevant representations are made will the Council's discretion be engaged.

### **3. Human Rights**

- 3.1 The Human Rights Act 1998 incorporates the European Convention on Human Rights and makes it unlawful for a Local Authority to act in a way that is incompatible with the Convention right.
- 3.2 In conducting its business as the Licensing Authority for the Metropolitan Borough of Barnsley, the Council will have particular regard to the following relevant provisions of the first protocol of the European Convention on Human Rights;
- Article 1- Every person is entitled to the peaceful enjoyment of his or her possessions, e.g. the possession of a licence.
  - Article 6 - That in the determination of civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
  - Article 8 - Everyone has the right to respect for his home and private/family life.

### **4. Scope of Policy**

- 4.1 The policy covers new applications, reviews, transfers and variations etc. of licences for the following licensable activities:
- the sale by retail of alcohol (including via the Internet or mail order);
  - the supply of alcohol by or on behalf of a club to, or to the order of a member of that club;
  - the provision of regulated entertainment; and
  - the provision of late night refreshment
- 4.2 Any application for a new licence, variation or review will be dealt with on its own individual merits and by reference to the four licensing objectives.
- 4.3 Licensing is about regulating the carrying on of licensable activities on licensed premises, by qualifying clubs and temporary events within the terms of the 2003 Act, and conditions attached to various authorisations will



be focused on matters which are within the control of individual licensees and others in possession of relevant authorisations. Accordingly, these matters will centre on the premises being used for licensable activities and the vicinity of those premises. In addressing these matters, the Licensing Authority will primarily focus on the direct impact of the activities taking place at the licensed premises on members of the public living, working or engaged in normal activity in the area concerned. Licensing law is not intended to be the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from licensed premises.

- 4.4 This Policy seeks to provide advice to applicants about the approach they should take to making applications and the view the Council is likely to take on certain key issues where representations have been made. The Licensing Authority may depart from this policy if the individual circumstances of any case merit such a decision in the interests of the promotion of any or all of the four Licensing Objectives.

## **5. Consultation**

- 5.1 The Council is committed to meaningful consultation with all appropriate public and private organisations and a representative cross-section of all of those with an interest in the contents of the policy.
- 5.2 The Licensing Authority must in any case consult with the following:-
- the Chief of Police for the area;
  - the Fire Authority;
  - persons/bodies responsible for local holders of premises licences;
  - persons/bodies responsible for local holders of club premises licences;
  - persons/bodies responsible for personal licensees;
  - persons/bodies responsible for business and residents in its area.
- 5.3 The views of all our consultees are duly considered and given proper weight when reviewing this Policy.

## **6. Summary of Process**

- 6.1 Each application for a licence will be considered:-
- on its own individual merits;
  - in accordance with the Licensing Act 2003 together with any amendments and supporting Regulations;
  - with reference to the guidance issued under section 182 of the Licensing Act 2003;
  - under the terms of this policy.

- 6.2 One of the key principles of the Licensing Act is that every application must be treated on its own merits, applicants, responsible authorities and interested parties may find it helpful to know that the Council cannot attach conditions to a licence unless they are either volunteered by the applicant or are determined by the licensing authority following representations being upheld from responsible authorities or interested parties.
- 6.3 Nothing in this statement of policy will:-
- prevent any person from applying under the 2003 Act for any of the permissions and from having that application considered on its own individual merits;
  - prevent or stop any person from making representations on any application or from seeking a review of a licence or certificate where the 2003 Act permits them to do so.
- 6.4 The Council recommends early consultation with responsible authorities. Many responsible authorities would be prepared to discuss matters with an applicant with a view to reaching agreement on measures to be proposed.

## **7. Promotion of the Licensing Objectives**

- 7.1 The Licensing Authority will act in accordance with its duty to carry out its functions under the Act with a view to promoting the statutory Licensing Objectives, which are:-
- the prevention of crime and disorder;
  - public safety;
  - the prevention of public nuisance and;
  - the protection of children from harm.
- 7.2 Each objective is of equal importance. There are no other licensing objectives; therefore, all four objectives are paramount considerations at all times.
- 7.3 Each applicant must provide with their application full details as to how they will promote each the four licensing objectives detailed above. Applicants are reminded that measures proposed in the operating schedules will be converted into conditions on their licence.

## **8. The Prevention of Crime and Disorder**

- 8.1 Under the Crime & Disorder Act 1998, Barnsley Metropolitan Borough Council as the Licensing Authority must have regard to the likely effect of the exercise of its licensing function on, and do all it can to prevent, crime and disorder in the Borough. In doing so, the Council will have regard to the likely impact of licensing and related crime and disorder when

considering the location, operation and management of all proposed licence applications, reviews and variations.

- 8.2 Licensed premises, especially those offering late night or early morning entertainment, alcohol and refreshment for large numbers of people, can sometimes if not properly managed, become a source of public nuisance generating crime and disorder problems. The Licensing Authority will expect licensees of premises to develop Operating Schedules that satisfactorily address these issues from the design of the premises through to the daily operation of the business.
- 8.3 There are many steps an applicant may take to prevent crime and disorder. The Council will look to the Police for the main source of advice on these matters. In accordance with the Secretary of State's guidance, police views on matters relating to crime and disorder will be given considerable weight. It is recommended that applicants seek advice from South Yorkshire Police when addressing this issue as well as taking into account local planning and transport policies, tourism, cultural and crime prevention strategies.
- 8.4 If relevant representations are made in relation to a premises licence or club premises certificate, the Council will consider whether it is necessary to impose conditions to regulate behaviour on the premises and access to them where this relates to licensable activities and the licensing objectives. Any conditions attached will seek to impact on the behaviour of customers on or in the immediate vicinity of premises as they seek to enter or leave.
- 8.5 The Licensing Authority may attach conditions to licences to promote the Crime Prevention Objective and to prevent Crime and Disorder, both inside and outside the premises. These conditions will be based on the applicants operating schedule and drawn from the model pool of conditions relating to this objective.
- 8.6 Conditions will be targeted on deterrence and the prevention of crime and disorder. Such conditions may include;
- Membership of a recognised pub watch or similar scheme
  - The need for door supervision (must be registered by the Security Industry Authority, SIA)
  - The need for and location of CCTV cameras
  - Conditions setting capacity limits where this is necessary to prevent over-crowding likely to lead to disorder and violence
  - Provision of training for staff in relation to public safety, conflict management and drug related issues.
  - Maintain records for staff training, refusals and incidents.

## **9. Public Safety**

- 9.1 The public safety objective is concerned with the physical state of people using the premises. Public safety includes safety of staff and performers

appearing at any premises. The Licensing Act 2003 covers a wide range of premises that require licences including cinemas, night clubs, public houses, village and community halls, schools, cafes, restaurants and fast food outlets/take- aways. Each of these types of premises present a mixture of risks to public safety, some of which may be common to most premises whilst others will be unique to specific operations.

- 9.2 The premises must be constructed, adapted or operated to safeguard all users against such risks/issues.
- 9.3 The operating schedule of all applications for a licence or a certificate will be expected to demonstrate to the satisfaction of the Licensing Authority that all potential public safety issues connected with the premises have been thoroughly addressed.
- 9.4 Where appropriate, applicants are advised to seek guidance from the Council's Licensing Officer, the District Fire Safety Officer for the South Yorkshire Fire and Rescue Service and, if appropriate, a suitably qualified Health & Safety specialist.
- 9.5 The Licensing Authority may attach conditions to licences to promote the Public Safety Objective and to promote general safety. These conditions will be based on the applicants operating schedule and drawn from the model pool of conditions relating to this objective.
- 9.6 Special considerations apply to night clubs and similar venues. Applicants are encouraged to consider the Safer Clubbing guide published by the Home Office which gives advice on these issues. A check list of some of the most important measures is reproduced in "Appendix F".

## **10. The Prevention of Public Nuisance**

- 10.1 Applicants for a licence are reminded that one of the four licensing objectives is the prevention of public nuisance, and therefore they will be required to demonstrate in their operating schedule how they intend to deal with this issue. Applicants need to focus on the effects of licensable activities on persons living and working in the area around the premises which might be disproportionate and unreasonable.
- 10.2 Issues will mainly concern noise nuisance, light pollution, noxious smells and litter. Nuisance in this context can include low level nuisance affecting a few people living locally, as well as a major disturbance affecting the whole community. Whether or not incidents can be regarded as being "in the vicinity" of licensed premises is a question of fact and will depend on the particular circumstances of the case.
- 10.3 Applicants are advised to seek guidance from Councils' Pollution Control Section, based in Regulatory Services and/or a suitably qualified Noise

Consultant for advice on measures that may need incorporating into an operating schedule. Regard should be given to the location of the proposed or actual premises, and whether there are any especially sensitive receivers in the vicinity.

10.4 The following issues may be considered;

- Display of contact details or a direct phone link to a private hire/taxi firm
- Provision of litter bins in the vicinity of premises serving hot food after 11pm
- The size and location of smoking areas and beer gardens which may encourage patrons to use the external areas more extensively than for just smoking and returning to the inside of the premises
- Time restrictions on the use of beer gardens (such as no use after 9pm)
- Signs encouraging patrons to be quiet when on and leaving the area and to respect the rights of residents
- Light pollution from security/advertising lights
- Whether doors and windows will or can be kept closed after a particular time
- Provision of noise limiting devices and other noise control measures such as acoustic curtains, speaker mounts etc.

10.5 If relevant representations are made, the Council will consider whether it is necessary to impose conditions to regulate behaviour on the premises where this relates to licensable activities and the licensing objectives. Conditions may seek to reduce the impact of the behaviour of customers entering or leaving the premises on people living or working near to the premises.

10.6 The Council considers that patrons who are using external smoking shelters or areas are there as a direct result of the licensed premises and are within the control of the Licensee.

10.7 When considering nuisance issues the Council will have particular regard to representations made by the Pollution Control officers in Regulatory Services, and by local residents. The Council recognises that it is necessary to balance the rights of local residents, businesses and others with those wishing to provide and enjoy licensable activities. However, if it is necessary for the prevention of public nuisance where conditions do not adequately address the issues, an application can be refused.

## **11. The Protection of Children from Harm**

11.1 The protection of children from harm includes protection from physical and psychological harm. The Council recognises the Barnsley Safeguarding Children Board as the responsible authority for the protection of children from harm. The Licensing Authority, in addition to the usual consultees, will consult with the Barnsley Safeguarding Children Board on any application which raises concerns regarding access for children.

- 11.2 The wide range of premises that may be licensed under this Act means that children may visit many of these either as part of a family group or on their own. Applicants for a licence are reminded that one of the four licensing objectives is the protection of children from harm, and that, therefore, they will be required to demonstrate in their operating schedule how they intend to deal with this issue. The Licensing Authority recognises that many premises such as restaurants, café bars, hotels and certain types of public houses have developed family friendly environments and the Licensing Authority does not wish to restrict the development of such premises.
- 11.3 Where children are to be admitted to the premises the provision of extra resources or measures to ensure their safety could include voluntary DBS checks for staff, extra staffing or stewarding, etc., risk assessments and clear notification of the times and the areas of the premises to which children will be admitted.
- 11.4 Applicants should, in their Operating Schedule, set out any limitations that will be in place for the protection of children from harm. For example, that there will be no access when sex shows or other adult entertainment is provided, or that staff having significant unsupervised access to children, such as those who are responsible for the supervision of children's play areas will have undergone a voluntary DBS check to ensure their suitability.
- 11.5 The Licensing Authority will not impose any condition requiring children to be admitted to the premises. This will remain a matter for the individual licensee.
- 11.6 The Act does not prohibit the access of children to licensed premises including those selling alcohol for consumption on the premises. However, the Licensing Authority may limit the access of children to any premises where it is necessary to do so for the prevention of physical, moral or psychological harm..
- 11.7 The Licensing Authority encourages applications from potential or existing licensees that create venues which are family friendly and safe for children. However, the Licensing Authority would have concerns about access to children where, for example:
- entertainment or services of an adult or sexual nature are commonly provided;
  - there have been convictions of members of the current staff at the premises for serving alcohol to minors, or where the premises has a reputation for underage drinking;
  - there is known association with drug dealing or drug taking;
  - there is a strong element of gambling on the premises; and
  - the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided.
- 11.8 On receipt of relevant representations, the Council will consider whether conditions are necessary. Amongst others, these may include:

- limitations on the hours when children may be present (e.g. no children after 9.00 pm);
- a restriction on the age of children to be admitted to the premises (e.g. over 14 years of age only);
- a limitation or exclusion of children when certain activities are taking place (e.g. no children when entertainment of an adult or sexual nature is taking place);
- a requirement for accompanying adults (e.g. all children must be accompanied by a person over 18 years of age)
- limitations on the parts of premises to which children might be given access;
- a combination of any of the above measures; or
- a full exclusion of children when licensable activities are taking place (Complete bans are likely to be rare).

In such cases, representations by the Barnsley Safeguarding Children's Board and the Police will be given considerable weight where they address issues regarding the admission of children.

- 11.9 It is mandatory for premises which sell or supply alcohol to have an age verification policy in place. All staff responsible for the sale of alcohol should receive appropriate training on the licensing laws relating to children and young persons in licensed premises.
- 11.10 Licensees selling alcohol either on or off the premises should be aware that both Police and Trading Standards Officers routinely implement test purchasing to reduce sales to persons under 18 years of age and carrying out age challenges to reduce under-age drinking in pubs and licensed venues. Licensees who are convicted of an illegal sale may have their licence reviewed.
- 11.11 In relation to premises showing film exhibitions, the Council expects licence holders or clubs to include arrangements for restricting children from viewing age-restricted films in their operating schedules.

## **Safeguarding**

- 11.12 The risk of Child sexual exploitation can be present at all types of premises and it is expected that risk management systems will be in place to identify and report suspicious activity. Premises that fail to do so may put children at risk of harm and in such cases action will be taken which could result in the suspension or revocation of the licence.
- 11.13 The following measures, or similar, should be considered to help evidence due diligence and keep children safe;
- Report suspicious activity to the Police and record

- Train staff to recognise indicators of child sexual exploitation and how to report concerns
- Train staff to operate an age verification scheme
- Maintain staff training records
- Monitor activity at the premises using CCTV or regular patrols.

## **12. Cumulative Impact**

- 12.1 There can be confusion about the difference between “need” for licensed premises and the “cumulative impact” of premises on the licensing objectives, for example, on crime and disorder. “Need” concerns the commercial demand for another pub, restaurant or hotel. This is not a matter that the Licensing Authority can have regard to in discharging its licensing functions.
- 12.2 “Cumulative Impact” means the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area eg. a town centre with a large concentration of licensed premises. The cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for the Licensing Authority to consider in developing its licensing policy statement.
- 12.3 Where a Responsible Authority or Interested Party makes a representation that an area has become saturated with licensed premises, making it a focal point for large groups of people to gather and circulate, and therefore creating exceptional problems of disorder and nuisance over and above the impact from any individual premises, the Licensing Authority may, where satisfied that the imposition of conditions may not address the issue, adopt a Cumulative Impact Policy, to the effect that the area is already saturated with certain types of licensed premises and the granting of any further licences would undermine one or more of the four licensing objectives.
- 12.4 The effect of a Cumulative Impact Policy is to create a rebuttable presumption that applications for new premises licences, club premises certificates or material variations will normally be refused, if relevant representations to that effect are received, unless it can be demonstrated that the operation of the premises involved will not add to the cumulative impact already being experienced. Applicants would, therefore, need to address the policy issues in their operating schedule in order to rebut such a presumption.
- 12.5 Where a Cumulative Impact Policy is in force, the Licensing Authority may still not refuse an application for a licence unless it receives a relevant representation. The onus of providing evidence to substantiate the assertion that granting any particular licence would have the cumulative impact claimed rests with the party making the relevant representation.



- 12.6 The Licensing Authority recognises and will take into account the diversity of licensed premises and the different impact of premises with different styles and characteristics. Accordingly the Licensing Authority recognises that even where a Cumulative Impact Policy is in force, it may be able to approve licences that are unlikely to add significantly to the saturation and will consider each application on its own individual merits.
- 12.7 The absence of a Cumulative Impact Policy applicable to a particular area does not prevent any Responsible Authority or Interested Party making a representation on a new application for the grant of a licence on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.
- 12.8 In considering whether to adopt a Cumulative Impact Policy in respect of any location(s) within the Borough, the Licensing Authority has had regard to the following matters:-
- whether a Responsible Authority has identified a concern about crime and disorder or public nuisance affecting the locality in question;
  - whether there is evidence to demonstrate that crime and disorder or public nuisance is arising and that it is caused by the customers of licensed premises and if so, identifying the area from which problems are arising and the boundaries of that area; and
  - whether, having regard to the representation of the consultees specified in the Act, the adoption of a Cumulative Impact Policy is a reasonable measure to take in promotion of the licensing objectives.
- 12.9 At the time of revising this policy the Licensing Authority was not in possession of evidence which would justify the adoption of a Cumulative Impact Policy. The Licensing Authority will be prepared to review this position should it receive evidence which demonstrates that the cumulative impact of premises in any particular area has become prejudicial to the promotion of the licensing objectives.
- 12.10 The Licensing Authority would review any Cumulative Impact Policy at least every five years to measure its effectiveness and to confirm whether it is still needed.
- 12.11 The Licensing Authority would not use a Cumulative Impact Policy solely as grounds for removing a licence when representations are made about an existing licensed premise or refuse variations to a licence, except where those variations are directly relevant to the policy, such as an application to significantly increase the capacity.
- 12.12 The Council encourages the development of a variety of premises providing a range of licensed activities catering for a wide range of users. Any policy adopted on the cumulative impact of licensed premises would impose

restrictions only to the extent that they are justified by the available evidence having regard to the guidance issued by the Secretary of State.

### **13. Early Morning Restriction Orders**

- 13.1 The power conferred on licensing authorities to make, vary or revoke an Early Morning Restriction Area (EMRO) is set out in section 172A to E of the Licensing Act 2003. Guidance from the government is also available.
- 13.2 An EMRO enables a licensing authority to prohibit the sale of alcohol for a specified time period between midnight and 6am in the whole or part of its area, if it is satisfied that this would be appropriate for the promotion of the licensing objectives. EMROs are designed to address recurring problems such as high levels of alcohol related crime and disorder in specific areas at specific times; serious public nuisance and other instances of alcohol related anti-social behaviour which is not directly attributable to specific premises.
- 13.3 There are currently no EMROs in place in the geographical area administered by the Council. It is the Council's intention to support businesses rather than hinder them whilst ensuring promotion of the licensing objectives. However, if there is evidence that current controls are ineffective, an EMRO could be considered.
- 13.4 An EMRO:
- Applies to the supply of alcohol authorised by premises licences, club premises certificates and temporary event notices;
  - Applies for any period beginning at or after 12am and ending at or before 6am. It does not have to apply on every day of the week and can apply for different time periods on different days;
  - Applies for a limited or unlimited period (eg. it could be introduced for a few weeks for a specific event);
  - Applies to the whole or any part of the licensing authority's area
  - Does not apply to any premises on New Year's Eve
  - Does not apply to the sale of alcohol to residents by accommodation providers via mini-bars/room service and
  - Will not apply to a relaxation of licensing hours made by an order made under section 172 of the Licensing Act 2003.
- 13.5 Any request to consider introducing an EMRO would be referred to the Licensing team where a designated procedure would be applied to determine if an EMRO is appropriate. If appropriate, the request would be referred to the Licensing Committee for consideration. Ultimately it would be for full Council to approve the final order.

#### **14. Late Night Levy**

- 14.1 Licensing Authorities were given powers in the Police Reform and Social Responsibility Act 2011 to charge a levy to persons who are licensed to sell alcohol late at night in the authority's area. The purpose of the levy is to raise a contribution towards the costs of policing the late night economy. BMBC do not currently have a levy.
- 14.2 A decision to introduce the levy would apply to all relevant premises in the whole of the borough. It cannot be targeted to just one area. The levy would be payable by the holders of any premises licence or club premises certificate in relation to the sale or supply of alcohol on any days during a period beginning at or after midnight and ending at or before 6am.
- 14.3 The decision to introduce the levy is for a licensing authority to make should it consider it appropriate to do so. The licensing authority would be required to carry out a thorough consultation, and would be expected to consult with all parties affected (including all licence holders) and the Chief Officer of Police and the Police and Crime Commissioner. The Council would then have to take into account any representations made before coming to a decision. Any future consideration of a late night levy will be made in accordance with the relevant legislation and government guidance.
- 14.4 When considering whether to introduce a levy, licensing authorities should note that any financial risk (for example lower than expected revenue) rests at a local level and should be fully considered prior to implementation.

#### **15. Licensing Hours**

- 15.1 Providing customers with a greater choice is an important consideration in the development of a thriving and safe evening and night-time economy in Barnsley. The Council supports the development of a wide ranging and culturally diverse night-time economy where this can be achieved whilst promoting the four licensing objectives.
- 15.2 The Licensing Authority recognises that longer licensing hours for the sale of alcohol will avoid large numbers of people leaving premises simultaneously. This should reduce friction at late night fast food outlets, taxi ranks and other sources of transport which can lead to disorder and disturbance.
- 15.3 The Licensing Authority will have a flexible approach to opening hours and will generally deal with the issue of licensing hours having regard to the individual merits of each application. Requests in respect of terminal hours will be determined in the light of the potential impact upon environmental quality/, residential amenity, character or function of the particular area, nature of proposed activities to be provided at the premises and the

proposals contained within the operating schedule and how the applicant intends to promote the four licensing objectives.

- 15.4 The Licensing Authority may impose stricter conditions in respect of noise control where relevant representations have been received and premises are situated in mainly residential areas.
- 15.5 The Licensing Authority will consider licensing shops, stores and supermarkets to sell alcohol for consumption off the premises at any time the premises are open for business. However, there may be good reason for restricting those hours, for example following Police representations made in respect of isolated shops known to be the focus of disorder and disturbance.

## **16. Open Air and Large Scale Events**

- 16.1 The promotion and organisation of live musical and other entertainment in the open air, or temporary structures such as marquees can provide opportunities for community involvement, civic pride and can attract visitors to the Borough. However the success of such events is dependent on the quality, safety and facilities provided for people coming to enjoy the event. Also important, however, is consideration of the rights of people who live in the vicinity.
- 16.2 Where large scale events are planned, a premises licence should be submitted at least 3 months prior to the event, so that discussions can be held between the applicant and interested parties such as the Police and noise pollution officers. It is important that substantial notice is given so that proper precautions and preparations can be put in place to ensure the event is a success. This also applies if the event is proposed under a Temporary Event Notice.
- 16.3 Applicants are expected to have reference to the Event Safety Guide – A Guide to Health, Safety and Welfare at Music and Similar Events (commonly known as the “purple guide”), published by the Health and Safety Executive.

## **17. Premises Providing Late Night Refreshment**

- 17.1 Any premises, which include vehicles and/or mobile trailers, selling hot food or drink between the hours of 11 p.m. and 5 a.m., will require a premises licence. This requirement is set out to target those premises such as night cafes and take away food outlets where people may gather between those hours giving rise to the possibility of disorder, disturbance and public nuisance. The applicant will be expected to identify suitable measures for the prevention of litter nuisance.

## **18. Club Premises Certificates**

- 18.1 The Act recognises that premises to which public access is restricted and where alcohol is supplied other than for profit give rise to different issues for licensing law than those presented by commercial enterprises selling direct to the public. For this reason qualifying clubs may apply for a Club Premises Certificate as an alternative to a premises licence.
- 18.2 A club may choose to obtain a Premises licence if it decides that it wants to offer its facilities commercially for use by the public, including the sale of alcohol. Any individual on behalf of the club may also apply for a Temporary Event Notice.

## **19. Amusement with Prizes and Gambling Machines**

- 19.1 All issues relating to AWP machines are now covered within the Statement of Gambling Policy issued by Barnsley Metropolitan Borough Council.

## **20. Licensing Conditions**

- 20.1 The Council recognises it may not impose any conditions unless its discretion has been exercised following receipt of relevant representations and it is satisfied as a result of a hearing that it is appropriate to impose conditions to promote one or more of the four licensing objectives. Conditions include any limitations or restrictions attached to a licence or certificate and are essentially the steps the holder of a licence or certificate will be required to take at all times when licensable activities are taking place at a premise.
- 20.2 The Licensing Authority will only impose conditions on licenses and certificates which are proportionate and necessary for the promotion of one or more of the four licensing objectives and will not impose such conditions for any other purposes.
- 20.3 The Licensing Authority will ensure that conditions attached to licences or certificates are tailored to the individual style and characteristics of the particular premises and events concerned.

## **21. Operating Schedules**

- 21.1 Under the Licensing Act 2003 applicants are required to complete an 'operating schedule'. These play a key role in ensuring that the four licensing objectives are promoted. An operating schedule should include enough information to enable a responsible authority or any other person to assess whether satisfactory steps have been taken to promote the licensing objectives.

## **22. Applications for Personal Licences**

- 22.1 Every supply of alcohol under the premises licence must be made or authorised by a person who holds a Personal Licence. The Act does not require the presence of a Personal Licence holder at all times, but if any sales are made whilst the personal licence holder is not on site then they must have been authorised by someone who holds a personal licence.
- 22.2 Applicants must produce a Criminal Record Bureau certificate with the application form.
- 22.3 The Council recognises that it has no discretion regarding the granting of personal licences where;
- The applicant is 18 or over
  - Possesses a licensing qualification
  - Has not had a licence forfeited in the last five years and
  - Has not been convicted of a relevant or similar offence.

If the first 3 criteria do not apply, the application must be rejected. If there is an unspent conviction for a relevant offence as named in the Act, the licensing officer is required to notify South Yorkshire Police. The Police may then wish to make an objection on the grounds of crime and disorder. If an objection is lodged the applicant is entitled to a hearing before the Council, at which consideration will be given as to whether the grant of the licence will compromise the promotion of the crime prevention objective.

## **23. Designated Premises Supervisors**

- 23.1 Every premises Licence that authorises the sale of alcohol must specify a Designated Premises Supervisor. This will normally be the person who has been given day to day responsibility for running the premises by the premises licence holder. The only exception is for community premises which have successfully made an application to remove the usual mandatory conditions set out in the 2003 Act.
- 23.2 Where there is no DPS in respect of a premises licence, no alcohol may be served under that licence.

## **24. Excessive Consumption of Alcohol**

- 24.1 The Council recognises the impact that excessive or binge drinking can have on public health and that positive action on promoting the licensing objectives is equally likely to have an indirect impact on public health.
- 24.2 Applicants should be aware of the specific mandatory conditions, attached to all licences authorising the sale or supply of alcohol for consumption on the premises, which effectively;
- Ban irresponsible promotions
  - Ban the dispensing of alcohol directly into the mouth and
  - Ensure that customers have access to free drinking water if they ask for it
- 24.3 As a consequence, any on-trade premises that participates in irresponsible drinks promotions will be breaching licence conditions and will be dealt with in accordance with the appropriate legislation.

## **25. Applications for Temporary Event Notices**

- 25.1 The need for a temporary event notice (TEN) may arise where a premises licence or club premises certificate is not held, or can be used to extend the permissions on an existing licence or certificate for a temporary period.
- 25.2 Temporary event notices are subject to various statutory limitations. These are;
- The number of times a premises user may give a TEN in a calendar year;
  - The number of times a TEN may be given for any particular;
  - The maximum duration of an event authorised by a TEN;
  - The maximum total duration of the events authorised by TENS in relation to individual premises;
  - The maximum number of people attending at any one time and
  - The minimum period between events authorised under separate TENS in relation to the same premises by the same premises user.

Details of the above can be obtained from the Council's Licensing web site or from the Licensing office.

- 25.3 No permission is required from the Council for these events. In general, only the Police or Regulatory Services may intervene to prevent such an event or modify the arrangements for such an event. The Council will only intervene itself if the limits on the number of notices that may be given is exceeded.
- 25.4 There are two types of TEN, a standard TEN and a late TEN. A standard TEN is given no later than 10 days before the event to which it relates. A late TEN is given not before nine and not less than five working days before

the event. Where the required notice period is not given, the TEN will be returned as void and the activities to which it relates will not be authorised.

- 25.5 The Licensing Act 2003 provides that the police or Regulatory Services may, within the prescribed period, issue an objection notice if they believe the event would undermine one or more of the licensing objectives. The objection must then be considered by the Council in a hearing. If an objection is made to a late TEN, then the TEN will not be valid and the event cannot go ahead.
- 25.6 With large events, it is important that substantial notice (at least 3 months) is given so that proper preparations and precautions can be put in place for the event. The Council encourages the earliest possible notice of events, especially where events are to take place in the open air or in a temporary structure.

## **26. Minor Variations**

- 26.1 Small variations that will not impact adversely on the licensing objectives are subject to a simplified 'minor variations' process. The minor variations process is designed to allow licensees to make small changes to their licences more quickly and cheaply.
- 26.2 The test as to whether a proposed variation is 'minor' is whether it could impact adversely on any of the four licensing objectives. Government guidance is available on this issue.
- 26.3 Anyone considering submitting an application for a minor variation is advised to first discuss the proposed variation with a Licensing officer prior to submitting the application. It should be noted that the Licensing Authority will not determine whether a variation is a minor variation or a full variation without the relevant application and fee being submitted.

## **27. Alcohol Deliveries**

- 27.1 An applicant seeking a licence that will enable them to provide alcohol as part of an alcohol delivery service should consider including in their operating schedule the procedures they need to operate to ensure that;
- The person they are selling alcohol to is over the age of 18;
  - That alcohol is only delivered to a person over the age of 18
  - That a clear document trail of the order process from order, despatch from the licensed premises and delivery to the customer is maintained (with times and signatures) and available for inspection by an authorised officer and
  - The time that alcohol is sold on the website/over the phone and the time the alcohol is delivered is within the hours stated on the licence for the sale of alcohol.



## **28. Other mechanisms of Control**

- 28.1 The Council recognises that licensing law is not a mechanism for the general control of anti-social behaviour by individuals once they are away from the vicinity of licensed premises and therefore, beyond the direct control of the individual club or business holding the licence, certificate or authorisation concerned.
- 28.2 In preparing this policy the Council has sought to avoid unnecessary duplication of existing legislation and regulatory regimes. Nothing in this policy is intended to revoke or replace the need for applicants to act in accordance with legal requirements. All applicants are advised to seek proper advice to ensure that the activities they proposed are within the boundaries set by existing legislation and regulations.

## **29. Integrating Strategies**

- 29.1 The Licensing Committee may receive reports from time to time on other policies, strategies and initiatives that may impact on licensing activity within the remit of the committee. Subject to the general principles set out in this policy and the overriding need to promote the four licencing objectives it may have regard to them when making licensing decisions.
- 29.2 The Committee may, after receiving such reports, make recommendations to the Council or other bodies about the impact of the licensing policy on such policies, strategies and initiatives. The Committee may also make recommendations relating to the impact of such policies, strategies and initiatives on the licensing policy, which may include recommendations to amend the licensing policy itself.
- 29.3 Other plans, policies and strategies which have a link to this one include:
- Barnsley Metropolitan Borough Council Corporate Plan 2016 – 2020. This plan sets out the Council's direction and priorities for the next 3 years.
  - The Government's Alcohol Strategy. This sets out proposals to crack down on the 'binge drinking' culture, reduce alcohol linked violence and disorder and reduce the number of people drinking to levels which damage their health.
  - Barnsley MBC's Alcohol Strategy
  - Barnsley MBCs Health and Wellbeing Strategy.

## **30. Sales of Alcohol to Children Under the Policing and Crime Act 2009**

- 30.1 One of the key sections of the Policing and Crime Act 2009 in relation to licensed premises is the offence of 'persistently selling alcohol to children' on two occasions within three months. The 'persistently selling alcohol'

offence is committed by a premises licence holder (not the seller) where there is proof of underage sales at particular premises on two separate occasions within a three month period. There is no due diligence defence available to the premises licence holder and proof that an underage sale occurred can be based simply on payment of a fixed penalty notice by the seller or even a caution.

- 30.2 Where persistent sales of alcohol have occurred at a premises and it is apparent that those managing the premises do not operated responsible policy or have not exercised appropriate due diligence it is expected that responsible authorities should consider taking steps to ensure that a review of the licence is carried out. This is particularly the case where there has been a prosecution for the offence or a closure notice has been given. In determining the review the Council will consider revoking the licence if it considers this to be appropriate.

### **31. The Planning System and the Avoidance of Duplication**

- 31.1 There is no obligation for an applicant to have planning permission in place before applying for a premises licence, provisional statement or for a variation of a licence; however, it is strongly recommended that the proposed use of the premises has planning permission first so that consideration can be given to the impact that the use will have on the locality. Applicants are advised to state whether they have also applied for planning permission or that they intend to do so.
- 31.2 Applications for licences can be made prior to any planning permission being in place and the lack of planning permission is not a relevant representation under the licensing objectives. The Planning and Licensing regimes are separated as they involve consideration of different matters. Licensing committees are not bound by decisions made by a planning committee and vice versa.
- 31.3 There may be circumstances where, as a condition of planning permission, a terminal hour has been set for the use of premises for commercial purposes. Where these hours are different to the licensing hours, the applicant must observe the earlier closing time. Premises operating in breach of their planning permission would be liable to prosecution under planning law.

### **32. Promotion of Equality**

- 32.1 The Equality Act 2010 and section 149, the Public Sector Equality Duty, places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations between persons with the following protected characteristics: age, disability, gender

reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

- 32.2 In seeking to support a community in which diversity is encouraged, the Council will expect all applicants to take steps to ensure that no person is treated differently on the grounds of race, colour, religion, ethnic or national origins, age (unless an age-related event), sex (unless a single sex event), sexual orientation (unless a gay or lesbian event), or disability, and that the management and operating practices of licensed premises within the district comply with all race relations, equal opportunities and anti-discrimination legislation.

### **33. Enforcement**

- 33.1 Licensed premises must be operated and maintained in accordance with the provision of the Licensing Act 2003, the four licensing objectives and any conditions imposed by the Licensing Authority. Failure to do so will result in enforcement action being taken by the Licensing Authority and/or South Yorkshire Police.
- 33.2 The Council adopts a multi-agency approach to the detection and prosecution of offences under the Licensing Act. In the first instance, the most appropriate authority will lead on the investigation at the problem premises. Joint enforcement in this way enables the targeting of agreed problems and high risk premises which require greater attention, while providing a lighter touch approach to premises which are well run.
- 33.3 The Licensing Authority will carry out its inspection and enforcement functions having regard to the principles of consistency in approach, transparency and proportionality. It will target its inspection process towards those premises which are considered high risk and therefore requiring greater attention.
- 33.4 The risk weighting of premises will be determined in accordance with all relevant factors, including location, style of operation, history, reputation and management attitudes.

### **34. Live Music, Dancing and Theatre**

- 34.1 The Licensing Authority will actively encourage and promote a broad range of live entertainment, including music, dance and theatre for the wider cultural benefit of the community. In determining what conditions should be attached to licences as a matter of necessity for the promotion of licensing objectives, the Licensing Authority will be aware of the need, where possible, to avoid measures that might, indirectly, deter entertainment. The Licensing Authority considers live performances central to the development of cultural diversity and vibrant, exciting communities. It subscribes to the view expressed in the statutory guidance that the absence of cultural

provision in any area can lead itself to a loss of community awareness and can expose young people to anti-social activities that have the potential to damage local communities.

- 34.2 The Licensing Authority will look favourably upon applications from the Council which seek premises licences for public spaces in the community in its own name. This could include, for example, appropriate open spaces, town centre squares, community halls and similar public spaces. With regard to those places, performers and entertainers will not need to obtain a licence or give a temporary events notice themselves in order to perform. Instead they will require permission from the Council as the premises licence holder.

### **35. Representations**

- 35.1 Depending on the type of application, representations can be made by a responsible authority or any other person (as defined by the Licensing Act 2003). This includes any individual, body or business entitled to make representations to licensing authorities in relation to applications, regardless of their geographic proximity to the premises.
- 35.2 The representation must be submitted in writing or by email to the licensing team within the relevant time period for comments. The representation must be relevant to the likely effect of the grant of the licence or variation on the promotion of one or more of the licensing objectives. Anonymous representations will not be accepted.
- 35.3 The issues on which the representation is made should not be frivolous or vexatious. Where the licensing officer determines that a representation is not relevant, frivolous or vexatious it will notify the person concerned of the reasons for its determination and the representation will not be considered.
- 35.4 Where relevant representations are received about an application the Council will hold a hearing to consider them, unless the Council, the applicant and all those making representations agree that a hearing is not necessary. Applicants and those making representations should seek to try to reach agreement or narrow the areas in dispute prior to any hearing.

### **36. Applications**

- 36.1 The Licensing Authority requires all applications to be made using the correct form and in accordance with, and having satisfied, the requirements of the Licensing Act 2003 and the associated regulations. The Council actively supports the ability for applicants, where permitted, to submit applications electronically.

- 36.2 Any application not made in accordance with, or not having satisfied the requirements of the Licensing Act 2003 or the associated regulations may be returned to the applicant for resubmission. The Licensing Authority will not consider that any such application has been properly made and accordingly will not consider that the time limits set out in the Licensing Act 2003 have commenced.
- 36.3 Where an application is required to be advertised in a local newspaper, it is the policy of the Council that the chosen newspaper should be one which is published daily or weekly and is widely available in the vicinity of the premises to which the application relates.

### **37. Administration, Exercise and Delegation of Functions**

- 37.1 The Licensing Authority has established a Licensing Committee to administer the wide range of licensing decisions and functions which the Council will be involved in.
- 37.2 The Licensing Committee has certain delegated decisions and functions and has established a number of Sub Committees to deal these. This will provide an efficient and cost effective service for all parties involved in the licensing function.
- 37.3 The grant of non-contentious applications has been further delegated to Officers. Decisions made by Officers under delegated powers will be reported to the Licensing Committee for information and comment.
- 37.4 The table below sets out the agreed delegation of decisions and functions to the Licensing Committee, Sub-Committees and Officers alike.
- 37.5 The agreed delegation of decisions and functions is without prejudice to the ability of Officers to refer an application to a Sub-Committee, or from a Sub-Committee to a Full Committee if considered appropriate in the particular circumstances.
- 37.6 Every decision made by the licensing committee, subcommittee or officers shall be accompanied by clear reasons for the decision.

<b>Matter to be dealt with</b>	<b>Full Committee</b>	<b>Sub Committee</b>	<b>Officers</b>
Application for Personal Licence		If an objection made	If no objection made
Application for Personal Licence (with unspent convictions)		All cases	
Applications for Premises Licence/Club Premises Certificate		If a relevant representation made	If no relevant representation made
Application for Provisional Statement		If a relevant representation made	If no relevant representation made
Application to Vary Premises Licence/Club Premises Certificate		If a relevant representation made	If no relevant representation made
Application to Vary Designated Premises Supervisor		If a Police objection	All other cases
Request to be removed as Designated Premises Supervisor			All cases
Application for Transfer of Premises Licence		If a Police objection	All other cases
Applications for an Interim Authority Notice		If a Police objection	All other cases
Application to Review Premises Licence/Club Premises Certificate		All cases	
Decision on whether a complaint is irrelevant, frivolous or vexatious etc.			All cases
Decision to object when Local Authority is a Consultee and not the relevant authority considering the application		All cases	
Determination of a Police Objection to a Temporary Event Notice		All cases	

**38. Advice**

- 38.1 Advice about whether or not activities require a licence may be obtained from Barnsley MBC, Regulatory Services, Licensing Section, PO Box 602, Barnsley, S70 9FB Telephone (01226) 772468 Fax (01226) 775699, e-mail [regulatoryservices@barnsley.gov.uk](mailto:regulatoryservices@barnsley.gov.uk)

## **The Safer Clubbing Checklist for Club Owners, Managers and Event Promoters**

The role of club owners, managers and event promoters is to ensure that all aspects of their venue is designed and run in a way which maximizes the safety of customers, performers and staff.

### **Key activities of Club Owners, Managers and Event Promoters include:**

- Communicating all safety requirements clearly to performers ensuring that they are familiar with and understand the safety requirements for the venue;
- Developing a constructive working relationship with Licensing Authority Officers and Police Officers with licensing responsibilities;
- Developing a venue drug policy in consultation with both Licensing Officers and Police Officers;
- Ensuring that all staff are aware of their responsibilities within the drug policy and that they receive training and support to discharge these fully;
- Employing door supervisors from a reputable company and with SIA accreditation;
- Employing experienced and fully trained first aiders;
- Providing free and easily accessible supplies of cold water and ensuring the provision of water is supervised to prevent contamination of water by others;
- Liaising with appropriate drug service personnel to provide training to staff, and information, advice and support to clubbers;
- Considering inviting and supporting drug outreach work, including integrating outreach workers into the staff team;
- Sharing intelligence on drug use and drug dealing with Police Officers and other local venues;
- Informing clubbers of their rights and responsibilities, and encouraging feedback on safety issues;
- Considering the provision of safe transport home; and
- Ensuring that all staff are aware of the law and the responsibilities of the club to work within it.





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# Equality Impact Assessment (EIA) – Licensing Policy

## Introduction

Licensing authorities are required by the Licensing Act 2003 to publish a statement of the principles that they will apply when exercising their functions under the Act. The statement must be reviewed and published on a regular basis, and any amendments must be consulted on before publication. The Policy is currently out to consultation.

The purpose of Barnsley's Licensing Policy is to ensure all licence applications received are treated fairly and in a consistent manner, provide advice and information for all about how the Council will enforce, administer and make decisions under the Licensing Act 2003 and support licensable activities for the wider benefit of the community. Barnsley Council must, as the Licensing Authority, have regard to the licensing objectives as set out in section 1 of the Act. These are;

1. The prevention of crime and disorder
2. Public safety
3. The prevention of public nuisance
4. The protection of children from harm

The Authority has an ongoing commitment to examine all cases where discrimination of any type is alleged.

## Equality and the Licensing Policy

The policy directly mentions issues of equality in section 32, page 24.

It states that;

- 32.1 The Equality Act 2010 and section 149, the Public Sector Equality Duty, places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination, harassment and victimisation; to advance equality of opportunity; and to foster good relations between persons with the following protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.**
- 32.2 In seeking to support a community in which diversity is encouraged, the Council will expect all applicants to take steps to ensure that no person is treated differently on the grounds of race, colour, religion, ethnic or**

**national origins, age (unless an age-related event), sex (unless a single sex event), sexual orientation (unless a gay or lesbian event), or disability, and that the management and operating practices of licensed premises within the district comply with all race relations, equal opportunities and anti-discrimination legislation.**

The Council is not in a position where it can proactively affect the profile of licence holders, but the Policy ensures that the process of obtaining a licence is fair and free of discrimination.

In the Policy, no particular group is given priority over another in relation to implementation of the Policy and how any applicant is dealt with. The Act requires that each application is to be assessed on its individual merits, so all groups should be treated equally. All applicants are required to comply with all of the relevant legislation. In general, it is felt that the Policy has a positive effect on all people who live, work or socialise in the Borough.

On consideration, the overall conclusion of the EIA is that there is no negative impact on any characteristic or group as a result of this Policy. However, there are a number of issues concerning certain groups which are related to licensed premises, if not specific to the Policy itself. These are issues concerning licensed premises which cannot be covered by the Policy as they are outside of its remit – however they are issues which could be considered and perhaps be taken forward proactively by the Council and its partners.

These issues are listed below;

### **Age**

- Age is mentioned throughout the document with regards to the sale of alcohol to children. Protecting children from being harmed by alcohol is a key objective of the policy.
- It is recognised that hot food takeaways may be attractive places for children and young people to congregate. Licensing officers are therefore planning to visit all premises to discuss safeguarding issues and the protection of children with employees, and to circulate relevant information on how to report any concerns for both staff and customers.

### **Religion/belief**

- All applications are dealt with on their merit, irrespective of the religion or beliefs of the applicants. However, licence holders and their staff may be subject to harassment due to this issue eg. staff from some ethnic minority backgrounds at premises offering late night refreshment.

## **Race**

- The majority of Late Night Refreshment licence holders are thought to be from black or ethnic minorities. Whilst each licence application is dealt with on its merits, irrespective of the applicant's race, there may be language problems in communicating with applicants. Where required, interpreter or translation services are available.
- Late Night Refreshment premises may be the focus of hate crime and harassment against customers and employees. In recognition of this Licensing have visited these premises, spoken to staff and left posters to be displayed in the shop with details as to how customers or employees can report instances of hate crime or harassment.

## **Disability**

- The Licensing Policy requires that new premises comply with legislation and guidance with regards to access issues. However, particularly in existing premises there remains an issue with access for disabled people to all parts of the premises. More assistance could be given proactively to customers in order to make the licensed premises a more inclusive and welcoming environment.

## **Gender/Sexuality**

- Hate crime and harassment based on gender, sex or sexuality remains an issue, particularly in premises where alcohol is being consumed. As a condition of licence, many premises, especially in the town centre, are required to have suitable trained door staff. However, more could be done proactively to support victims in these premises, ensuring that the licensed premises are safe places for all.

## **Conclusion**

The conclusion of the EIA is that the Policy does not have any direct adverse impact on any group of society. However, as a result of consultation on the Policy, an action plan has been produced of issues raised at the In Town equality and diversity forum. These issues will be taken forward for proactive areas to be addressed in partnership between the forum, the Purple flag, Licensing, Public Health and town centre redevelopment.

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