

## 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, Place Directorate

### THE RELEASE OF A REVISED AIR QUALITY ACTION PLAN FOR CONSULTATION

#### 1. Purpose of report

- To seek Cabinet approval for the release for consultation of a revised Air Quality Action Plan (AQAP), containing proposed actions to improve air quality in the Borough's air quality management areas (AQMAs), whilst maintaining or improving air quality in the Borough as a whole.
- To inform Cabinet of the creation of an AQAP Steering Group, consisting of senior and other officers within the Council, to oversee the undertaking of the plan, in order to ensure successful implementation.

#### 2. Recommendations

It is recommended that:

- 2.1 Members note the production of the revised AQAP, and actions contained within, and now authorise the plan to go forward to formal consultation and further discussion, including stakeholders external to the Council.

#### 3. Introduction

- 3.1 Previous assessments of the Borough's air quality have highlighted several areas requiring the declaration of AQMAs, for which Cabinet approval has been granted. All of these AQMAs were declared due to traffic emissions causing exceedance of the annual average standard for the polluting gas nitrogen dioxide. Details of the existing AQMAs, including the year of declaration and the number of residential properties in each AQMA, along with a map showing these existing areas, are found within **Appendix A**.
- 3.2 Regulatory Services has produced two previous AQAPs for the Borough, in 2004 and 2012 (Council Minute Cab.4.7.2012/9.1, July 2012 refers), in order to reduce air pollution to compliant levels, and further improve air quality generally in the borough to protect human health. There is now however a need to revise the existing plan, due to the following developments:

- The evidence regarding the health effects of poor air quality has become clearer in recent years.
  - The Government has recently (April 2016) issued new statutory guidance to local authorities on how to develop action plans.
  - Government now requires all local authorities to have regard to reducing emissions of a pollutant referred to as PM<sub>2.5</sub> particles, which has the strongest links to ill health.
  - New evidence on the sources of air pollution, particularly the significant impact on local air quality from diesel car emissions.
  - The risk regarding with not meeting the standards. This is discussed further in Section 14.
  - Future funding opportunities. Increasingly, funding opportunities for actions are based upon bidding into certain funding pots for various air quality related schemes and projects.
- 3.3 Previous versions of the AQAP have had some success in improving air quality. Two AQMAs have been revoked due to actions contained in the plans, for example the construction of the Dodworth by-pass and the Burton Road Quality Bus Corridor.
- 3.4 Tackling air pollution within AQMAs and the Borough as a whole is not a straightforward task. The action plan can only deal with issues which it has direct or indirect influence over, such as using existing powers (e.g. the Clean Air Acts), or working with relevant stakeholders to improve air quality.
- 3.5 The plan is intended to last for five years, that is from year 2016-17 to year 2020-21. As the plan will be a “live” document, there is scope to incorporate additional actions in future years, should necessity and opportunity arise. The plan has been developed in accordance with national guidance, and will be submitted to Defra for appraisal.
- 3.6 All proposed actions have been initially assessed for their effectiveness in reducing emissions and improving air quality (including the additional benefit of reducing PM<sub>2.5</sub> concentrations), and opportunity for appropriate funding. The proposed actions for consultation are tabulated in the Executive Summary of the Air Quality Action Plan, found within **Appendix B**. It should be noted that these actions are currently just proposals, and are subject to appraisal and scrutiny by the Steering Group in particular, and then other stakeholders as part of the formal consultation.
- 3.7 The action plan needs to take account of the Council’s other aspirations, notably economic regeneration. It is intended that these issues will be explored further by the Steering Group in order to determine an appropriate way forward. The plan is very closely linked with the Council’s Transport

Strategy<sup>1</sup>, due to the impact of traffic emissions on local air quality highlighted within this Strategy. Furthermore, there are clear links with the Council's Energy Strategy<sup>2</sup>, where the co-benefits of reducing transport emissions of carbon and improving local air quality are discussed. Finally, improving local air quality can assist in reducing health inequalities in the Borough, as detailed within the Councils' Public Health Strategy<sup>3</sup>

- 3.8 In order to ensure the most effective development and implementation of the Plan, statutory Government guidance recommends the setting up of a steering group to oversee this process, chaired by an officer "of sufficient seniority to ensure that the outputs from the group are being taken forward." Government guidance further recommends that "the work being taken forward to tackle air quality is supported at the highest level through engagement in and sign-off of Action Plans and annual reports by both the Chief Executive and also the heads of the main departments involved e.g. environmental health, planning, transport and public health. The Director of Public Health has agreed to chair the Steering Group in Barnsley and it is anticipated that the group will meet twice a year initially.

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

- 4.1 Local air quality management is a statutory duty, including the drafting of action plans, following declaration of AQMAs. Progress with local air quality management has to be reported to Defra on an annual basis. The 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.

#### **5. Proposal and justification**

- 5.1 This report proposes that members support the release of the revised air quality action plan for statutory consultation. Following consultation, this Service will produce a finalised plan. Adoption of the plan is required in order to secure air quality improvement (with associated health benefits), meet the Council's statutory obligations and work towards attainment of 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**

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<sup>1</sup> Barnsley MBC, 2014, Barnsley MBC, Highways and Transportation, Barnsley MBC Transport Strategy, 2014-2033

<sup>2</sup> Barnsley MBC, Housing and Energy, 2016, Energy Strategy 2015-2025

<sup>3</sup> Barnsley MBC, Public Health, 2016, Our Public Health Strategy 2016-18

7.1 Staffing resource required in consulting and subsequent implementation of the plan will be met under existing resources. Specific funding, however, will be required for actions. Therefore, the plan identifies potential funding sources, separate staffing requirements. It should be noted that some of these actions will require a “revenue” component. Some potential funding sources do however allow for this.

## **8. Employee implications**

8.1 There are no employee implications as delivery will be within existing resources.

## **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 A statutory consultation exercise will be undertaken, following release of the plan, with the subsequent finalised plan then being submitted to Cabinet for approval.

10.2 The consultation is intended to run for the period 1<sup>st</sup> November 2016 to 16<sup>th</sup> December 2016. Local stakeholders will be asked to comment on the plan, and invited to propose additional actions.. All comments will be considered by the Steering Group and, if appropriate, included in the final plan for approval. .

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

11.1 A new Corporate Plan performance indicator is 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 therefore 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 As stated earlier, there are links between air quality actions plans and the Council’s emerging Energy Strategy.

**14. Risk management issues**

14.1 UK legislation originally required local authorities “to work towards” achieving the standards, with the annual average air quality objective 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** now 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 developing issue causing much debate nationally and a definitive position has yet to be reached. Regulatory Services are however monitoring developments and should it prove necessary, this Service will report back to Cabinet..

14.3 Risk Description Table:

Risk Description	Solution / Mitigation	Risk Level
<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

**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 will be consulted in order to ensure that the plan can be 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 – Air Quality Management Areas in the Borough**

**Appendix B – Air Quality Action Plan Executive Summary**

**22. Background papers**

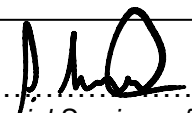
Consultation Draft – Barnsley MBC Air Quality Action Plan 2016-2021

Barnsley MBC Air Quality Action Plan 2012

Sheffield City Region Air Quality and Climate Action Plan 2016-2021

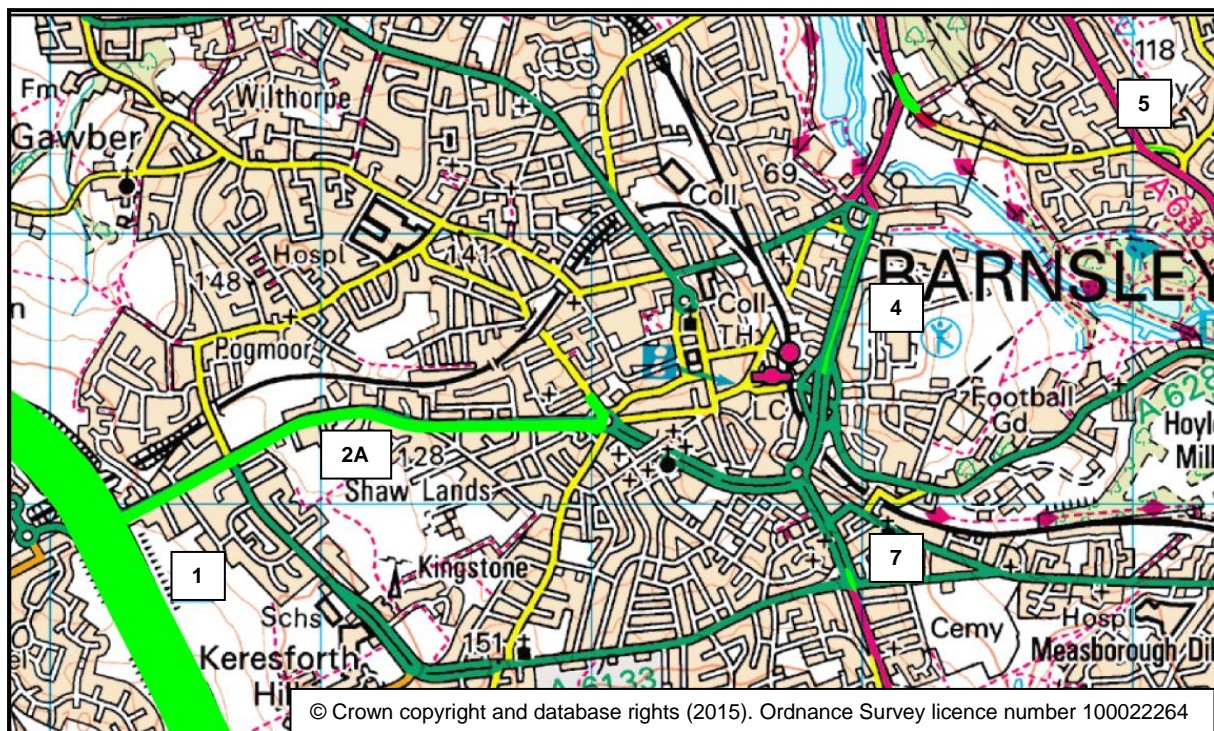
Officer Contact: Chris Shields Telephone: No 01226 773843 Date: June 2016

Financial Implications /  
Consultation

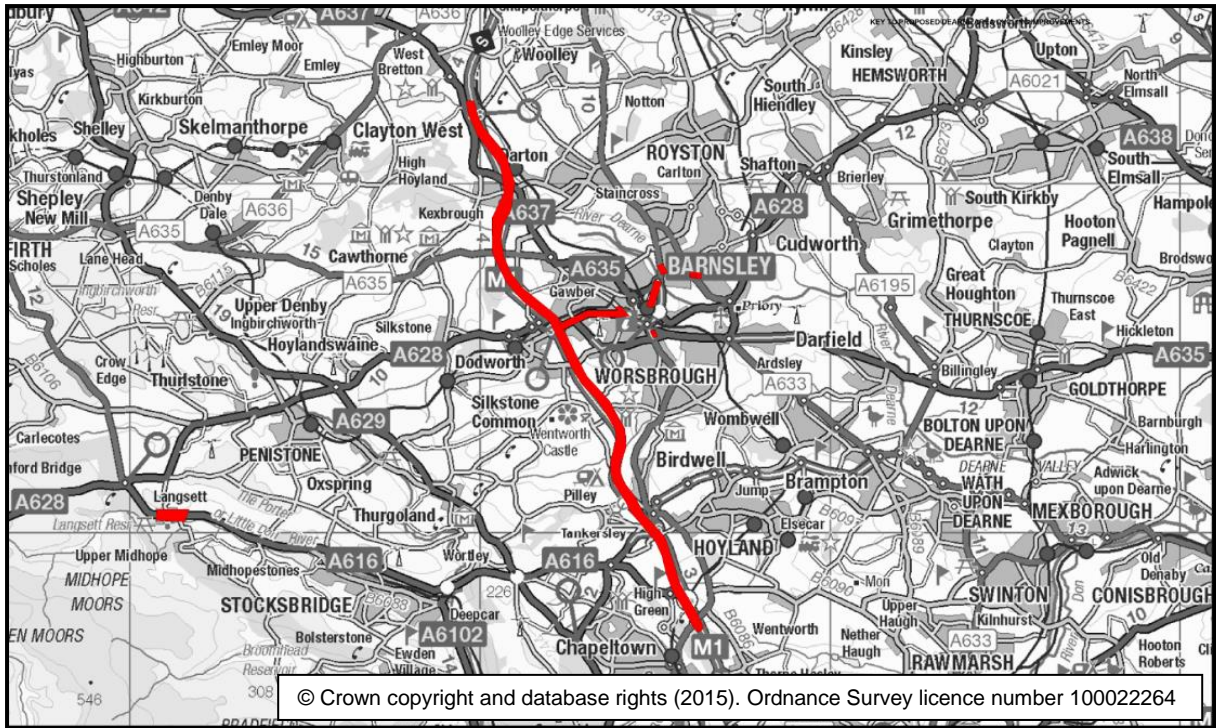
  
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(To be signed by senior Financial Services officer  
where no financial implications)

## Appendix A – Air Quality Management Areas in the Borough

AQMA No.	Adjacent roads / junctions	Year declared	Estimated no. of domestic dwellings within AQMA
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







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## Appendix B

# Barnsley MBC Air Quality Action Plan

## 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 2016 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 congestion, 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. 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>4,5</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>6</sup>. Barnsley MBC is committed to reducing the

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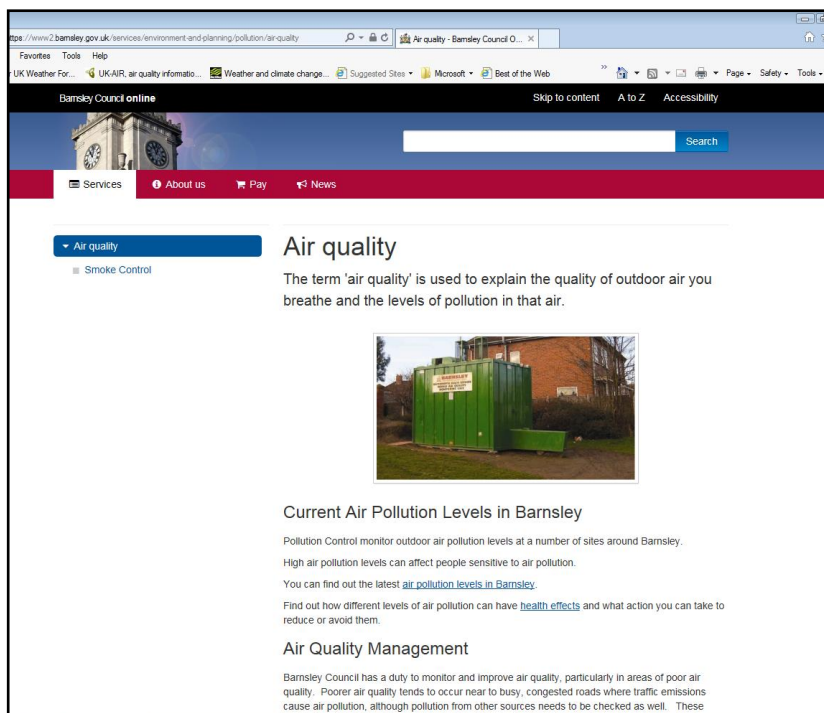
<sup>4</sup> Environmental equity, air quality, socioeconomic status and respiratory health, 2010

<sup>5</sup> Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

<sup>6</sup> Defra. Abatement cost guidance for valuing changes in air quality, May 2013

exposure of people in the Barnsley borough to poor air quality in order to improve health.

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 (exceedence) 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>.

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>8</sup> has presented their proposed actions (for transport emissions) under three categories, these being:

Reduce Traffic

Increase Efficiency

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

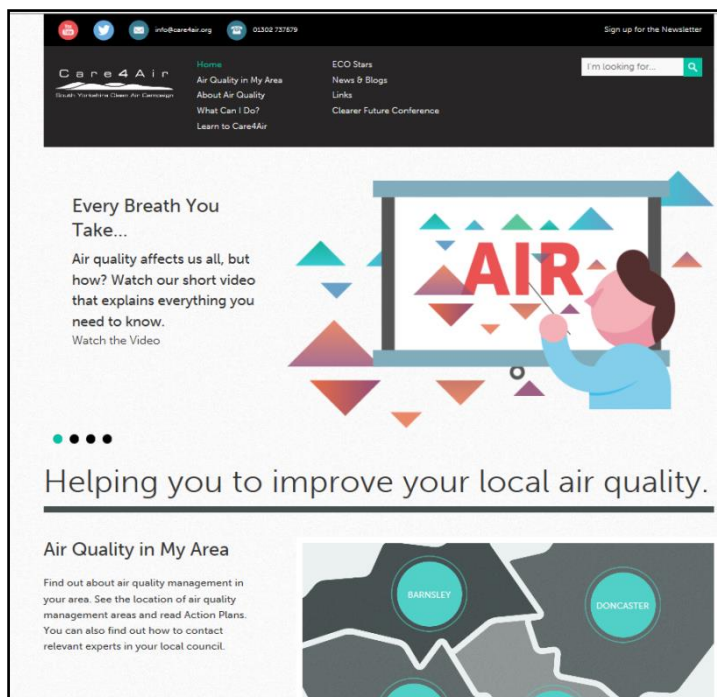
<sup>8</sup> Greater Manchester Combined Authority (Transport for Greater Manchester), 2016 Greater Manchester Low Emission Strategy and Air Quality Action Plan, Public Consultation

## 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:

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 schemes, planning and procurement incentives

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 our these, rather than producing individual action plans for each AQMA.

Our proposed actions are listed below, ranked low, medium or high on their effectiveness to reduce air pollution emissions.

<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 actions	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	High
16	ECO Stars Taxi Recognition Scheme	High
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

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)