

SUBJECT:	INTERIM AIR QUALITY ACTION PLAN FOR LINCOLN
DIRECTORATE:	COMMUNITIES AND ENVIRONMENT
REPORT AUTHOR:	IAN WICKS, POLLUTION CONTROL OFFICER

1. Purpose of Report

- 1.1 To enable the Policy and Scrutiny to review and comment on the proposed interim Air Quality Action Plan for Lincoln.

2. Executive Summary

- 2.1 The City of Lincoln Council currently has one declared Air Quality Management Areas (AQMA), which is in place due to non-compliance with the national annual mean air quality objective for nitrogen dioxide, a road traffic related pollutant.
- 2.2 Where a local authority has declared an AQMA, it has a duty to produce an air quality action plan (AQAP) aimed at improving pollution levels within the AQMA. The Council's current AQAP was produced in 2006 and requires updating to reflect the current air quality challenges within the city.
- 2.3 Due to the ongoing review of the Lincoln Transport Strategy (LTS) led by Lincolnshire County Council, it is proposed that an interim Air Quality Action Plan will be published detailing those measures that can be implemented, irrespective of the outcomes of the LTS review. It is further proposed that, once the review of the LTS is complete later this year, a full review of the city's AQAP will follow, which will seek to take advantage of opportunities afforded by the updated LTS.

3. Background

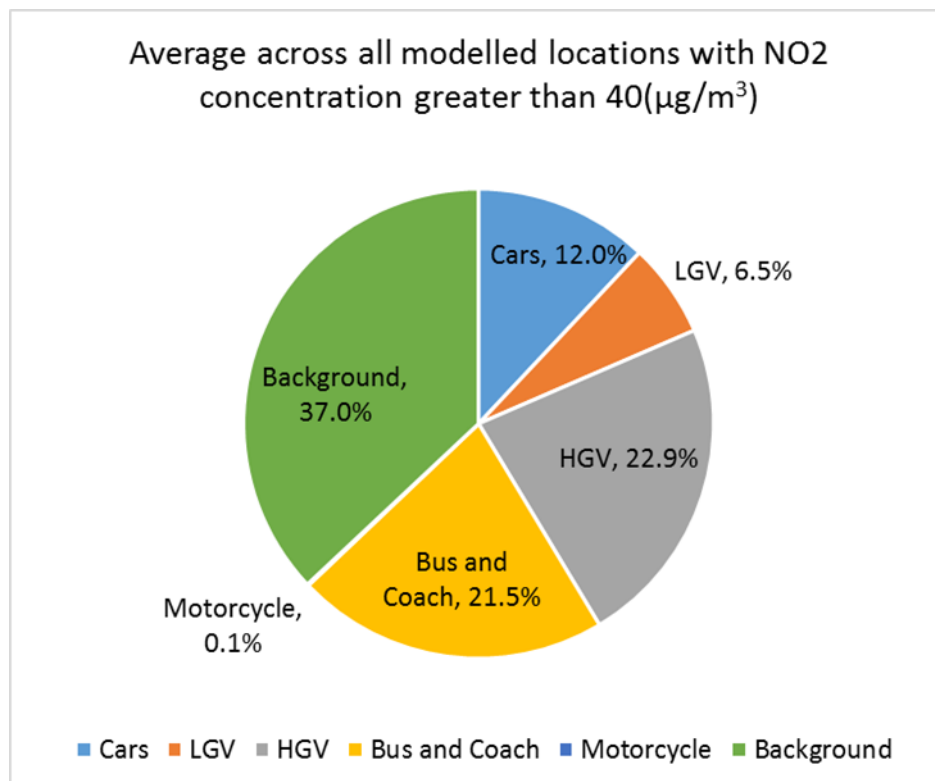
- 3.1 The Environment Act 1995 places a duty on the Council to regularly review air quality within the city against a number of national air quality objectives. The objectives are human health based standards, seeking to protect the most vulnerable in society, i.e. the very young, the elderly and those with pre-existing conditions. Locations adjacent to the city's busiest roads have been found to have pollution levels above the national annual mean objective for nitrogen dioxide (NO₂).
- 3.2 Where an exceedance of the objectives is found to be likely, the 1995 Act requires the local authority to declare an Air Quality Management Area covering, as a minimum, all those areas where the objective is likely to be breached.
- 3.3 The Council currently has one Air Quality Management Area relating to NO₂. This AQMA was originally declared in 2001 but was reduced in size in 2018 to reflect

improvements in air quality in many parts of the city. A map showing the existing NO₂ AQMA can be seen in Figure 1 of Appendix 1.

- 3.4 Where a local authority has declared an AQMA, it has a duty to produce an Air Quality Action Plan (AQAP) detailing measures that the Council and its partners (e.g. Lincolnshire County Council as Highways Authority) propose to implement with the aim of improving air quality within the AQMA.
- 3.5 The City Council's current AQAP was produced in 2006 and is, therefore, in need of updating to reflect the revision to the AQMA boundary and the current air quality challenges affecting the city.

4. Main Body of Report

- 4.1 A detailed modelling assessment of air quality was undertaken in 2018, to take account of recent changes in the road network, including the newly created East West Link Road and the Transport Hub, using updated traffic data from Lincolnshire County Council's revised road traffic model for Lincoln.
- 4.2 As part of the detailed modelling assessment, a source apportionment exercise was carried out to identify the principal pollution sources affecting air quality within the AQMA. This source apportionment exercise is an essential step in developing an Air Quality Action Plan as it enables the development of targeted improvement measures.
- 4.3 The source apportionment exercise identified that when considering the average NO₂ concentration at locations likely to exceed the annual air quality objective (i.e. concentrations greater than 40µg/m³), road traffic accounts for 63.0% of the total NO₂ levels. Of this total, it is estimated that HGVs account for 22.9% and buses and coaches account for 21.5%.



- 4.4 The results of the source apportionment exercise would, therefore, suggest that measures contained in any update of the Air Quality Action Plan should primarily seek to address road traffic contributions within the existing AQMA, with particular emphasis on reducing the contribution of HGVs and buses/coaches along the A15 as it passes through the centre of the city.
- 4.5 Due to the ongoing review of the Lincoln Transport Strategy (LTS), led by Lincolnshire County Council, it is expected that opportunities will arise to reduce transport related emissions throughout the city. However, until the outcomes of the LTS review are finalised, it is not known which road traffic related measures could feasibly be included in any Air Quality Action Plan.
- 4.6 In order to demonstrate the City Council's commitment to tackling air quality it is therefore proposed to adopt an interim Air Quality Action Plan, which concentrates on those improvement measures that can be implemented, irrespective of the outcomes of the LTS review. It is further proposed that once the review of the LTS is completed later this year, a full review of the city's AQAP will follow that seeks to take advantage of opportunities afforded by the updated transport strategy.
- 4.7 The key priorities of the interim Air Quality Action Plan therefore focus on both committed infrastructure schemes and measures that the City Council can implement directly and include:
- Priority 1 – Reduction in through traffic (*particularly in relation to HGVs*)
 - Priority 2 – Improvement in vehicle emissions regularly entering the AQMA (*e.g. the use of the taxi/private hire licensing regimes*)
 - Priority 3 – Manage development in a way that minimises any detrimental impact on the AQMA
 - Priority 4 – Improvements in the City Council's transport emissions (*e.g. adoption of a City Council travel plan and other measures to support a move away from single occupancy private vehicle use.*)
 - Priority 5 – Improvements in the City Council's non-transport related emissions (*e.g. reduction in domestic heating emissions and reductions through procurement practices*)
- 4.8 Due to the close association between air quality and climate change, the City Council's Low Carbon Task Force has provided a steering group role in terms of developing the interim Action Plan. It is intended that this group will also oversee the implementation and monitoring of the actions contained within the proposed interim Action Plan.
- 4.9 The proposed interim Action Plan, which is attached as Appendix 2, has also been subject to external consultation with statutory consultees and other external bodies, including:
- The Secretary of State

- The Environment Agency
- Lincolnshire County Council (as the highways authority)
- North Kesteven DC and West Lindsey DC (as neighbouring authorities)
- Lincoln BIG and Lincolnshire Chamber of Commerce

Responses to this consultation are included within the appendices of the proposed interim AQAP.

- 4.10 If the interim AQAP is adopted, the Council and its partners will aim to progress each of the measures within the timeframes set out in the Plan and will report progress on each of the measures back to the Council's Low Carbon Task Force (the steering group). Progress on implementation will be reported annually in the Council's local air quality annual status reports.

5. Strategic Priorities

5.1 Let's enhance our remarkable place Let's reduce inequality

The review and revision of the Council's existing Air Quality Action Plan is a key project detailed under this Vision 2020 priority.

The proposed measures contained within the Interim AQAP will assist in reducing emissions affecting the AQMA, and will contribute towards complying with the national air quality objectives.

Air pollution is recognised as being the largest environmental contributor to the burden of disease affecting the general population. Health impacts associated with air pollution include cardiovascular disease, lung cancer, respiratory disease, asthma and stroke. As such, any actions taken to reduce pollution levels within the city are likely to have a beneficial impact on the health of those living in and visiting the AQMA.

6. Organisational Impacts

6.1 Finance

The proposed measures contained within the AQAP do not result in any significant additional expenditure over and above any committed funding (e.g. housing stock boiler replacement programme).

6.2 Legal Implications including Procurement Rules

The Council has a legal duty under Part IV of the Environment Act 1995 to produce an Air Quality Action Plan. Adoption of the interim would therefore contribute towards the Council's compliance with this Act.

6.3 Equality, Diversity & Human Rights (including the outcome of the EA attached, if required) – None

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

7. Risk Implications

7.1 (i) Options Explored

None – the requirement to produce an AQAP is a statutory duty.

7.2 (ii) Key risks associated with the preferred approach

There should be no significant risks associated with adopting the proposed interim Air Quality Action Plan.

Failure to have an adopted Action Plan in place would mean that the Council would not be complying with its duty under the Environment Act 1995.

In addition, the failure to implement the measures contained within the proposed interim AQAP, will potentially inhibit the Council's (and its partners) ability to improve air quality within the AQMA and reduce the associated burden on health.

8. Recommendation

8.1 That the committee note the contents of the report and provide any comments prior to submission to Executive.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

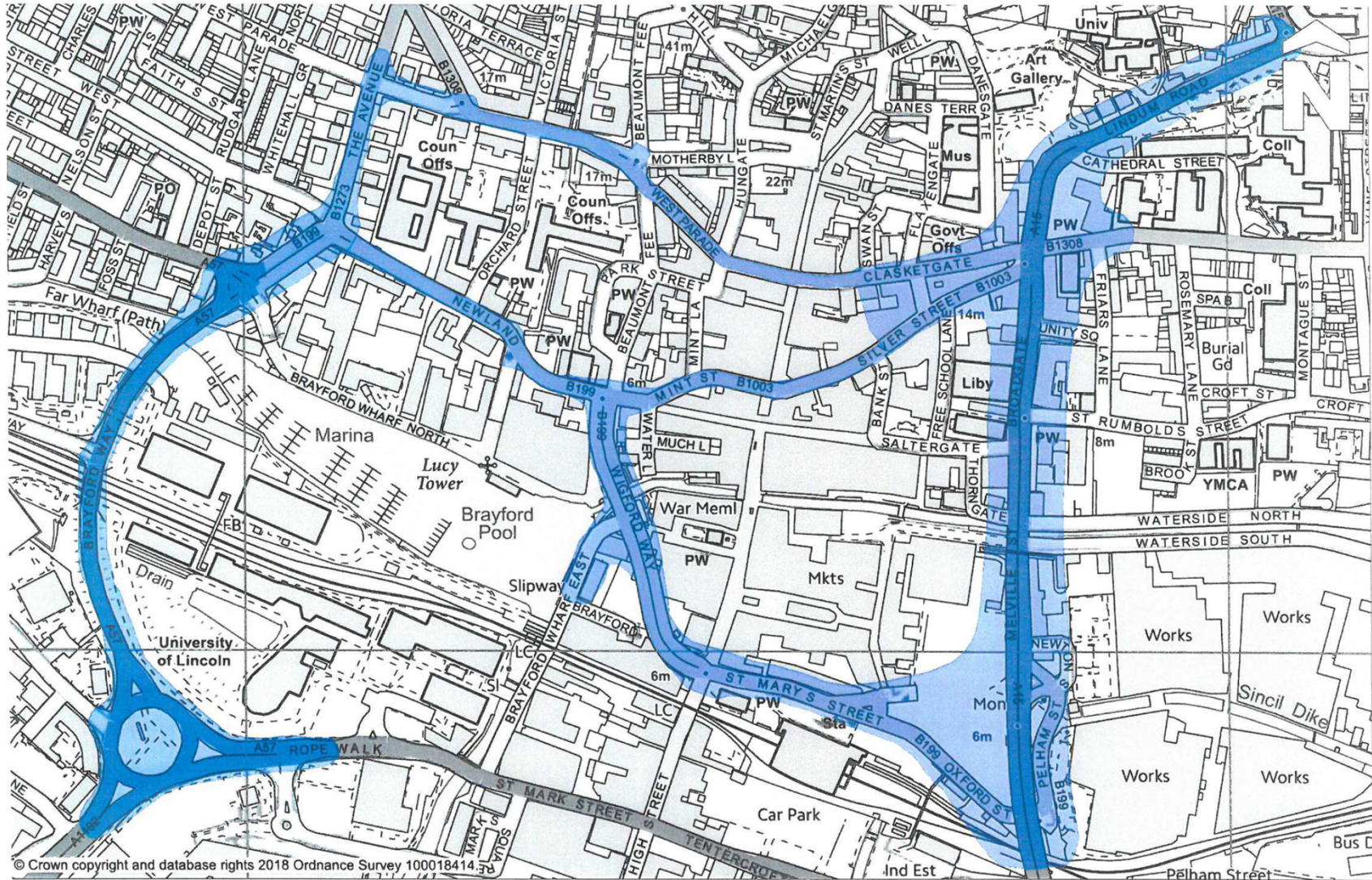
How many appendices does the report contain? Two (Appendix 1 – AQMA Map
Appendix 2 – Interim Air Quality Action plan)

List of Background Papers: None

Lead Officer: Ian Wicks, Pollution Control Officer
Telephone (01522) 873794
Simon Colburn, Assistant Director
(01522) 873241

Appendix 1 – AQMA Map

Figure 1 - NO₂ Air Quality Management Area



© Crown copyright and database rights 2018 Ordnance Survey 100018414.

Map referred to in the City of Lincoln Council No 1 Air Quality Management Area (Amendment) Order 2018

Scale: 1:5000 at A4

Version 1: February 2018



Appendix 2 – Interim Air Quality Action Plan