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<b>Title of meeting:</b>	Cabinet Member for Traffic and Transportation Decision Meeting
<b>Subject:</b>	Air Quality Local Plan Update
<b>Date of meeting:</b>	11 <sup>th</sup> July 2019
<b>Report by:</b>	Tristan Samuels, Director of Regeneration
<b>Wards affected:</b>	All

**1. Purpose of report**

1.1 To provide an update on the development of the Air Quality Local Plan.

**2. Recommendations**

2.1 It is recommended that the contents of this report are noted.

**3. Background**

3.1 Following a High Court ruling in 2018, Portsmouth City Council has been issued with three Ministerial Directives. These place a legally binding duty on the Council to undertake a number of steps to improve air quality in the city.

3.2 The first Ministerial Directive was issued in March 2018 and required to Council to develop a Targeted Feasibility Study (TFS) by 31 July 2018 for two specified road links in the city: A3 Mile End Road and A3 Alfred Road. These two roads were selected as they were projected to have nitrogen dioxide (NO<sub>2</sub>) exceedances in Defra's national PCM model.

3.3 The TFS considered a number of measures that could have the potential to bring forward the achievement of EU limit values for NO<sub>2</sub> which is set as an annual mean value of 40 micrograms per cubic metre (µg/m<sup>3</sup>).

3.4 From an initial longlist of measures three measures were identified as deliverable within the timescales set by Defra, and therefore considered to offer the best opportunity to bring forward compliance in the shortest possible time:

- Bus retrofitting to upgrade all pre-Euro VI buses that travel along the two road links identified as having projects exceedances
- A package to reduce private car use.
- Promoting the uptake of cleaner vehicles.

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- 3.5 Whilst none of these measures alone was not considered sufficient to bring forward compliance, implementation of all three measures in combination was predicted to bring forward compliance from 2020 to 2019 for A3 Mile End Road and from 2023 to 2022 for A3 Alfred Road.
- 3.6 Following the results of the TFS, PCC were issued with a further Ministerial Direction in October 2018, this time to undertake a bus retrofit programme. This programme should be undertaken as quickly as possible with the purpose of bringing forward compliance with legal levels of NO<sub>2</sub> on A3 Mile End Road and A3 Alfred Road.
- 3.7 In addition to the TFS mandated through the Ministerial Directive, PCC instructed consultants to carry out an additional TFS for Air Quality Management Area 6 (AQMA6), covering London Road, Kingston Road and Fratton Road. This study covered the four sections of part 1 (understanding the problem), part 2 (developing a long list of measures for addressing the modelling exceedances), part 3 (assessing deliverability/feasibility and delivering a short list) and part 4 (evidencing the short listed measures to identify options that could bring forward compliance).
- 3.8 This study was carried out in order to support improvements to air quality within AQMA6 due to information from PCC's continuous air quality monitoring station located within AQMA6, that London Road demonstrated a continuous exceedance of the requirements of the Ambient Air Quality Directive (AAQD). The study showed that, as with the TFS carried out for the Ministerial Directive, a combination of measures would be the most effective way to bring forward compliance.
- 3.9 A number of further intervention measures were also considered for the AQMA 6 area, with input from the Air Quality Steering Group, and PCC appointed consultants to assess the impact of these measures. As part of this work, a 24-hour Automatic Number Plate Recognition (ANPR) survey was carried out in October 2018, for both north and southbound directions on London Road, just south of the junction with Laburnum Grove. The interventions were modelled to determine their impact on NO<sub>2</sub> concentrations, with the results showing that whilst improvements were experienced in some scenarios, none of the options would achieve compliance in isolation.
- 3.10 Also in October 2018 PCC were issued with a Ministerial Direction to produce an Air Quality Local Plan to set out the case for delivering compliance with legal limits for NO<sub>2</sub> in the shortest possible time. The plan must include a package of measures that PCC identify as being effective in achieving compliance. This package of measures must be benchmarked against the introducing of a charging Clean Air Zone (CAZ), as this is the means by which the Government believe compliance can be achieved in the shortest possible time. This means that PCC must demonstrate that the chosen package of measures can bring forward compliance more quickly than a charging CAZ. If the evidence and case

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made by PCC cannot demonstrate this the Government is likely to impose a charging CAZ on the city.

**4. Progress since the Ministerial Directions were issued**

Bus Retrofit

- 4.1 Defra, through their Joint Air Quality Unit (JAQU) have provided funding to enable pre-Euro VI bus services which pass along the two exceedance links to be retrofitted to a Euro VI standard. The project will use Selective Catalytic Reduction Technology (SCRT), which enables harmful emissions such as Oxides of Nitrogen (NOx), Diesel Particulates (PM), Carbon Monoxides (CO) and Hydrocarbons (HC) to be reduced by up to 95%.
- 4.2 The two bus operators in the city, First and Stagecoach both operate bus services which run through the exceedance locations. Between the two bus operators there will be 105 buses retrofitted, with all of these buses expected to be retrofitted by December 2019. As well as benefitting the two identified link roads, the retrofit programme is also expected to have wider air quality benefits as the retrofitted buses travel throughout the city.

Installation of Electric Vehicle Charge Points

- 4.3 Evidence collected to date highlights that emissions from road traffic account for around half of the nitrogen dioxide pollution in the city. This type of pollution is emitted from cars powered by an internal combustion engine (petrols and diesels), but not from electric vehicles (EVs). Whilst the number of EVs seen on our roads has increased in recent years<sup>1</sup>, the Council acknowledged that one of the main barriers to their increased use is a lack of charging infrastructure in the city. This is particularly problematic for those residents who do not have an off-road parking space/ driveway and therefore cannot make use of government grants to install their own charging point.
- 4.4 In order to provide these residents with charging options, PCC has recently completed the first phase of on-road charge point scheme (ORCS) by installing 36 charge points in 34 streets across the city. The charge points are 5Kw 'standard' chargers and are powered by existing lamp column. The council retrofitted 10 lamp columns and in locations where infrastructure was too far away from the kerb edge 26 slim line bollards were installed. This is the first scheme of its kind outside of London that offers a 'pay as you go' option in addition to the other tariffs.

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<sup>1</sup> There has been an increase in the number of Plug-In Electric Vehicles (EV) (in this instance cars, quadricycles and LGVs) registered in Portsmouth over the past year. In 2017 there were 1,033 EVs registered in the city. By the third quarter of 2018 (September) there were 1,561 registered, representing an increase of 528. Whilst this still represents a little over 1.25% of 'like for like' vehicles in Portsmouth, it is an encouraging trend and is in line with the national average uptake.

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- 4.5 Uptake has been encouraging and resident feedback has been positive with numerous enquiries into the possibility of installing additional EV charging points in the future.
- 4.6 In addition to the ORCS project PCC has been running an off-street charging trial at 3 locations; Isambard Kingdom Brunel Multi-storey car park, Esplanade car park and Clarence Pier car park. The charging units are 7Kw 'fast' chargers and are intended to be used by visitors or commuters. The charge points are currently free to use during the trial period, although users must pay for parking.

Air Quality Local Plan

- 4.7 In November 2018 PCC submitted our proposal to develop our Air Quality Local Plan to JAQU. This proposal set out the local context and our understanding of the air pollution problems at that time. The proposal also confirmed the timescales that we would be working to in order to meet the requirements of the Ministerial Direction and the key milestones in developing our Air Quality Local Plan.
- 4.8 Following the submission of the proposal, the first stage in development of the Air Quality Local Plan was the submission of the draft Strategic Outline Case (SOC) which was submitted to JAQU for the 31<sup>st</sup> January 2019 deadline. Within the SOC PCC were required to include a shortlist of measures that were likely to be effective in bringing forward compliance in the shortest possible time.
- 4.8 The SOC made use of the most up to date evidence available at the time, which suggested that the most effective non-charging options should focus on traffic management measures on the A2047, junction improvements on the A3, as well as use of cleaner buses. However, it was noted that such measures would only be successful if accompanied by modal shift and cleaner vehicle uptake.
- 4.9 Following the submission of the SOC, PCC have moved onto the next stage in preparing the Air Quality Local Plan which involves collecting additional evidence and undertaking further transport and air quality modelling. As part of this evidence gather process the Council commissioned an automatic number plate recognition (ANPR) survey of the city. This survey was involved having cameras at 110 locations around the city which recorded vehicle movements 24 hours a day for 7 days.
- 4.10 The purpose of the ANPR survey was to understand the composition of the local vehicle fleet in Portsmouth and the routes that vehicles usually take. The survey has shown that generally, the vehicle fleet in Portsmouth is older than the national average, and that diesel cars (including private cars and private hire vehicles) contribute to almost half of the NO<sub>2</sub> emissions from road traffic in Portsmouth.
- 4.11 The data collected from the ANPR survey will help to inform the next stage of transport and air quality modelling work as it provides a clear picture of the local situation, rather than relying on national assumptions.

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4.12 As noted in paragraph 3.7, PCC are required to benchmark the proposed package of measures against a charging Clean Air Zone. Such a zone would involve charging vehicles for travelling into and within an identified area. In order to understand the impact that a CAZ could have in Portsmouth, a stated preference survey has been distributed. This survey has asked drivers to consider how they would respond to different levels of CAZ charge (e.g. would they keep their existing car and pay the charge; change their mode of travel; not make the journey at all; reroute their journey etc.) as well as their appetite for measures that could be introduced to mitigate against the negative impacts of introducing a charging CAZ. The results of the survey will be fed into our transport and air quality modelling work to ensure that local behavioural response are captured rather than those based on national data.

## **5. 2019 Annual Status Report**

5.1 PCC has a statutory duty under the Environment Act 1995 to monitor, assess and take action to improve local air quality. As part of this duty PCC is required to produce an Annual Status Report (ASR) which provides details of the analysis of pollutant occurrences in the city, to report on progress in any air quality management areas (AQMAs) and to provide updates on actions that have been undertaken to address air pollution in the city.

5.2 As a result of the Ministerial Directions placed on PCC and their identification of A3 Mile End Road and A3 Alfred Road as exceedance locations PCC placed additional air quality monitoring equipment in these locations and also placed additional NO<sub>2</sub> diffusion monitoring tubes around the city.

5.3 This increased level on monitoring, in new areas not previously monitored, has enabled a higher resolution picture of NO<sub>2</sub> concentrations that has previously been available. This means that the 2019 ASR has reported a different narrative with regards to exceedance locations than in previous years ASRs as well as an update to the evidence that was relied upon for the TFS and our proposal to develop an Air Quality Local Plan.

5.4 The data contained within the 2019 ASR does not change the work that the Council is required to undertake in developing our Air Quality Local Plan. However, it does mean that the areas of focus for interventions is now wider than previously thought, and any potential solutions are likely to need to cover the extent of Portsea Island as a minimum, rather than focusing on discrete locations.

## **6. Next steps and key milestones**

6.1 The next major milestone for the development of Portsmouth's Air Quality Local Plan is the submission of our outline business case to JAQU by 31<sup>st</sup> October 2019. This submission will present the case for the Council's preferred package of measures to improve air quality in the city in the shortest possible time, and provides an opportunity to request funding to deliver these measures. This

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preferred package must be evidence based and must be benchmarked against a charging clean air zone.

- 6.2 Once the outline business case has been submitted, JAQU will review the evidence that has been presented and will confirm whether our preferred package of measures is considered to be sufficient to bring forward compliance more quickly than a charging CAZ. If the outline business case is submitted by JAQU, PCC will then be instructed to submit a full business case to JAQU and will then begin work to implement the preferred package of measures. If the business case is not accepted the Council will be instructed to implement a charging CAZ in the city. The first step to implementing such a zone would be a 12 week statutory consultation so that everyone in the city has the opportunity to have their views on the impact of a charging CAZ heard.

Climate Emergency

- 6.3 At a meeting of the Full Council on 19<sup>th</sup> March 2019 a Climate Emergency was declared. Within the declaration there are a number of key actions for the Council including working towards the pledged that was made at this meeting to achieve net zero carbon emission in Portsmouth by 2030.
- 6.4 The Ministerial Direction that has been issued to PCC to make improvements to levels of NO<sub>2</sub> in the city is rooted in the impact that this particular air pollutant has on human health. However, in reducing air pollution in the city there are co-benefits for the wider environment and helping the Council to achieve the objectives of the Climate Emergency. For example measures to reduce car use and increase levels of walking in cycling in the city are likely to lead to reductions in CO<sub>2</sub> as well as NO<sub>2</sub>, and the retrofitting of buses to become euro VI compliant is likely to have positive implications for carbon emissions too.
- 6.5 The work that has been and is continuing to be undertaken to improve air quality in the city should therefore be considered as an important part of the Council's progress in tackling climate change in the city.

**7. Reasons for recommendations**

- 7.1 Work is continuing at pace to develop an evidence base to support the delivery of Portsmouth's Air Quality Local Plan. To develop this Plan the Council are required to follow a process set out by Government's Joint Air Quality Unit (JAQU) and present a preferred approach for addressing NO<sub>2</sub> exceedances by 31<sup>st</sup> October 2019.
- 7.2 Per the Governance arrangements for this project, as agreed by JAQU, there are no formal decisions required by the Cabinet Member for Traffic and Transport at this time.

**8. Equality impact assessment**

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8.1 At this stage in the development of Portsmouth's Air Quality Local Plan an EIA is not required at this stage as the report does not put forward any proposals and therefore the recommendations do not have a disproportionate negative impact on any of the specific protected characteristics as described in the Equality Act 2010. Each subsequent new proposal will be subject to public consultation and a separate report that assesses any impact on the Equalities Groups.

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 Signed by (Director)

**Appendices:**

**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

<b>Title of document</b>	<b>Location</b>
Portsmouth Ministerial Direction: Targeted Feasibility Study	<a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746097/air-quality-no2-plan-direction-2018-feasibility-study.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746097/air-quality-no2-plan-direction-2018-feasibility-study.pdf</a>
Portsmouth Ministerial Direction: Bus Retrofit	<a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746119/air-quality-no2-plan-direction-2018-implement-measures.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746119/air-quality-no2-plan-direction-2018-implement-measures.pdf</a>
Portsmouth Ministerial Direction: Air Quality Local Plan	<a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746118/air-quality-no2-plan-direction-2018-feasibility-study2.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/746118/air-quality-no2-plan-direction-2018-feasibility-study2.pdf</a>
Portsmouth Air Quality Local Plan: Draft Strategic Outline Case	<a href="https://www.portsmouth.gov.uk/ext/documents-external/pcc-strategic-outline-case-final-draft-jan-19.pdf">https://www.portsmouth.gov.uk/ext/documents-external/pcc-strategic-outline-case-final-draft-jan-19.pdf</a>
2019 Portsmouth Air Quality Status Report	<a href="https://democracy.portsmouth.gov.uk/documents/s22948/Annual%20Status%20Report%20appendix.pdf">https://democracy.portsmouth.gov.uk/documents/s22948/Annual%20Status%20Report%20appendix.pdf</a>