

REPORT TITLE: APPROVAL OF KEY MEASURES FOR WINCHESTER AIR QUALITY ACTION PLAN

CABINET

7 DECEMBER 2016

THE OVERVIEW AND SCRUTINY COMMITTEE

12 DECEMBER 2016

PORTFOLIO HOLDER: Cllr Frank Pearson, Portfolio Holder for Environment, Health and Wellbeing

REPORT OF ELOISE APPLEBY, ASSISTANT DIRECTOR (ECONOMY AND COMMUNITIES)

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WARD(S): ALL TOWN WARDS

PURPOSE

In November 2003 the Council declared an Air Quality Management Area (AQMA) in Winchester city centre, an outline of which can be found at Appendix 1. An Air Quality Action Plan (AQAP) was adopted by the Council in 2006. This consisted of 21 actions to reduce Particulate (PM₁₀) and Nitrogen Dioxide (NO₂) concentrations to meet the requirements of Section 84(2) of the Environment Act 1995.

The Government requires a combination of annual progress and monitoring reports for AQMAs, and the Council has commissioned these in line with the Act. Since declaring the AQMA, the Council has achieved compliance with the PM₁₀ objective and has 'undeclared' this from the AQMA. However, recent data collection and modelling carried out on the Council's behalf by independent consultants show that the target for the annual mean for emissions of NO₂ objective is still being exceeded, and that there are inconsistencies in meeting the hourly mean target for NO₂ emissions on Chesil Street, Romsey Road and St George's Street).

With public interest in health and wellbeing continuing to grow, pressure to take action on air quality is being exerted at every level. Media attention was most recently drawn to the outcome of a successful legal challenge mounted by

environmental law firm ClientEarth against the UK Government over the failure of ministers to tackle illegal air quality levels. Earlier this year, in July 2016, a [Notice of Motion](#) was put before this Council by Cllr Bell, asking Members to 're-commit' to the actions and priorities outlined in the 2006 Air Quality Action Plan, later updated through the 2012 [Air Quality Informal Scrutiny Group](#), ahead of any planned review of the AQAP.

This Report provides a response to the Notice of Motion, along with details of the work that has been taking place with local stakeholders this year to produce a new AQAP for Winchester City Centre. It presents a series of measures which will form the core of the new Plan and asks Members to approve them, prior to development of the full AQAP.

RECOMMENDATIONS:

To Cabinet

1. That the measures outlined in section 8.10 of the Report be approved as the basis of the new Air Quality Action Plan for Winchester;
2. That the Assistant Director (Economy and Communities), in consultation with the Portfolio Holders for Environment, Health and Wellbeing, Transport & Business Services and Economy & Estates, be authorised to finalise the draft AQAP and invite further stakeholder discussion on it during January 2017;
3. That an annual review of the Plan be carried by the Assistant Director, (Economy and Communities) in consultation with the above Portfolio Holders, to assess progress in meeting statutory targets and to bring forward additional measures if they are considered necessary to meet the statutory deadline;
4. That the Cabinet's commitment to the measures set out in sections 8.7 and 8.10 of the Report be reported to The Overview and Scrutiny Committee as its response to the Notice of Motion presented by Cllr Eleanor Bell to Full Council on 20 July 2016.
5. That the support and insights of local stakeholders contributed through the steering group meetings be recognised, and their ongoing assistance in delivering and monitoring the AQAP invited.

To the Overview and Scrutiny Committee

1. That it be recommended to Council that the positive action to improve air quality set out in this Report be welcomed, and that the Report provides a full and satisfactory response to Cllr Bell's Notice of Motion.

IMPLICATIONS:

1 COMMUNITY STRATEGY OUTCOME

- 1.1 Ensuring that the Council is fulfilling its statutory duties in relation to air quality is important to the delivery of the outcome of Active Communities in relation to keeping our communities healthy and safe. Poor air quality has a detrimental effect on health, aggravating respiratory and cardiovascular conditions and - based on figures produced by Public Health England – causing the premature deaths of an estimated 51 Winchester residents a year.
- 1.2 Reducing pollutants in the environment also supports delivery of the Council's High Quality Environment outcome. High levels of NO₂ and NO (nitrogen monoxide) damage plant life. NO₂ contributes to the formation of acid rain, damaging vegetation, buildings and water bodies. It is involved in the formation of ground level ozone, which damages vegetation and other materials.

2 FINANCIAL IMPLICATIONS

- 2.1 Each of the higher impact measures proposed for the AQAP will have an associated cost, although some (e.g. car parking changes) may be absorbed into revenue budgets. Initial cost indications have been provided by the consultants based on their experience, but more detailed costings will be carried out once Members have approved the core measures for the new Plan and any implications for 2017/18 fed into the annual budgeting cycle. Cost is one of the factors that Members will wish to keep in mind, alongside deliverability, acceptability and effectiveness, in reaching a final decision about the package of measures that will form the basis of the Plan.
- 2.2 The Plan will have a five year life, with expenditure phased across this period. Costs will be over and above provision in the base budget, which funds statutory monitoring (via permanent monitoring stations) and review (via independent analysis of data) of emissions.

3 LEGAL AND PROCUREMENT IMPLICATIONS

- 3.1 Since the implementation of Part IV of the Environment Act 1995 all local authorities have been under a duty to review air quality within their district. This involves measuring air pollution and trying to predict how it will change in the coming years. The aim of the review is to make sure that the statutory [national air quality objectives](#) will be achieved throughout the UK by the relevant deadlines. These objectives were based on World Health Organisation limits, and put in place to protect people's health and the environment.
- 3.2 The current objectives that have to be met are set out in the Air Quality (England) Regulations 2010. It is a requirement that each local authority conducts a formal staged review of air quality within its district in accordance

with a comprehensive set of guidance documents. These reports are then sent to the Department of Environment, Food and Rural Affairs (DEFRA) for approval. Where compliance with such objectives is unlikely then the local authority has to declare an Air Quality Management Area (AQMA) and put together a plan to improve the air quality - a Local Air Quality Action Plan.

- 3.3 The Council adopted an AQAP in 2006, but despite delivering many of its objectives (as can be seen from the update at Appendix 2), it is still not meeting its statutory obligations. It is expected that a new Plan, containing higher-impact measures that can be delivered more directly by the Council, will help to ensure that these obligations are met within the coming five years.

4 WORKFORCE IMPLICATIONS

- 4.1 There is an ongoing workload associated with the delivery of an AQAP, including monitoring and review. This is already accommodated within the Environmental Health and Licensing Team, although capacity is stretched at times as officers have many other calls on their time.
- 4.2 Following Member approval of the core measures for the new Plan in this Report, officers will review the current level of staffing available and include any recommendations for change when the final Plan is returned to Members for approval in March 2017. The project to develop a new AQAP has already benefited from a short term, part time secondment to administer and manage the process, and consultancy support for technical modelling, advice and drafting of the Plan.
- 4.3 The measures propose include a review of staff travel plans and policies to increase sustainable and low-emissions travel by staff.

5 PROPERTY AND ASSET IMPLICATIONS

- 5.1 None arising directly from this Report.

6 CONSULTATION AND EQUALITY IMPACT ASSESSMENT

- 6.1 Air quality is a technical issue, so officers have opted – with the support of the Portfolio Holder – to consider options for the new Plan in close consultation with those local stakeholder groups which are best placed to make informed contributions. A steering group has met regularly during the second half of 2016, following a presentation and workshop at which the findings of the ‘Source Apportionment’ study by Bureau Veritas was shared and discussed with an invited audience in February 2016. Stakeholders involved have included Hampshire County Council Highways Team, Winchester Action on Climate Change (WinACC), Winchester Business Improvement District and Winchester District Transport Group (as it was at the time).
- 6.2 WinACC carried out consultation activities, at the Cathedral’s Harvest Weekend in early October 2016, and in Winchester High Street on Saturday 26 November, asking face-to-face respondents to ‘vote’ for their preferred two

pollution-reduction measures out of a selection of eight. These were not scientifically sampled responses and neither were they accompanied by information about cost, deliverability or levels of impact on emissions, but they did include residents from within Winchester, residents from outside Winchester, occasional visitors, workers and tourists. Responses were simply intended to be a 'straw poll' of the popularity of different approaches to improving air quality and it was carried out in full consultation with the Steering Group. The chart below shows the responses:

	Measure	Number of Votes
1	Restrict vehicle access to the town centre (only residents, taxis, disability and delivery vehicles)	466
2	More pedestrian areas in the town centre	393
3	A bigger difference between parking charges – raise charges to park in the centre, and cut charges to use Park-and-Ride	293
4	More electric vehicle charging points	163
5	Charge companies if their staff park in town (a workplace levy)	136
6	Pay to drive into the town centre at peak times (a congestion charge)	124
7	Keep things as they are - pollution isn't a worry for me	36
8	Pay more for residents' parking permits	17

- 6.3 It is proposed that, subject to approval of the Recommendations put before Cabinet at this meeting, a more developed version of the AQAP form the basis of further discussions with stakeholders (e.g. Winchester BID, Hampshire County Council Highways Department, Winchester District Transport Forum). This would not seek feedback on the selection of measures in the Plan as such, but would enable the Council to gather feedback on delivery timescales, unanticipated consequences and possible mitigation measures required.

7 RISK MANAGEMENT

Risk	Mitigation	Opportunities
<i>Community Support</i> It is certain that the Action Plan measures will not be universally	Involvement of local stakeholder groups in	Members could consider funding an education

<p>supported, due to the perceived inconvenience, expense, business impacts etc</p>	<p>developing the AQAP</p> <p>AQAP based on robust evidence of impacts</p> <p>Elected Members make final choice of high impact actions</p> <p>Public comment period offers opportunity to consider unforeseen impacts</p>	<p>programme aimed at supporting behavioural change / perceptions over the early years of the AQAP.</p>
<p><i>Timescales / Project Capacity</i></p> <p>Officers confirmed to the Planning Inspector examining Local Plan Part 2 that a new AQAP was being produced in line with the actions in the Council's Portfolio Plans for 2015/16. Government is also pressing for action to reduce emissions. There is therefore an expectation that the Council will move rapidly to deliver the Plan and the actions within it.</p>	<p>Dedicated support for development of the AQAP has been secured, in the form of external consultants to draft it and an internal secondment to provide administration and project management.</p>	<p>Resourcing delivery of the action plan needs to be taken into account to ensure results are achieved. This will be done as part of the development of the full action plan for Member approval in March 2017.</p>
<p>The Council is committed to working with key partners, but delivery can be delayed significantly if Council priorities and obligations are not in alignment with those of delivery partners.</p>	<p>The measures for the new AQAP take into account reliance on third party delivery.</p>	
<p><i>Financial / VfM</i></p> <p>High impact measures required to bring emissions under legal limits are inevitably not low cost measures, although these are included in the 2006 and 2016 plans. Expenditure on such measures will impact on other services/projects being planned by the Council in the coming years. There may also be an</p>	<p>External consultants TRL have provided indicative costings for the proposed high impact measures for Members to consider in reaching their decisions.</p>	

impact on income – e.g. from parking fees and Business Rates.		
<p><i>Legal / Reputation</i></p> <p>The Council has a statutory obligation to meet air quality limits, and is currently not meeting this obligation. This could lead to a legal challenge, potential sanctions by Government and reputational damage for the Council. It could also mean that Government imposes more stringent, statutory measures on Winchester which could be avoided if effective local action is taken first.</p>	<p>The experience of delivering the 2006 Plan has informed recommended options for the new AQAP, in order to ensure that it enables the Council to meet its obligations effectively over the coming 5 years.</p>	

8 SUPPORTING INFORMATION:

Background

- 8.1 In November 2003 the Council declared an Air Quality Management Area (AQMA) within Winchester city centre, an outline of which can be found at Appendix 1. An Air Quality Action Plan (AQAP) was adopted by the Council in 2006. This consisted of 21 actions to reduce NO₂ concentrations in order to meet the requirements of Section 84(2) of the Environment Act 1995.
- 8.2 The Government requires a combination of annual progress and monitoring reports for AQMAs, and the Council has commissioned these in line with the Act. In spite of actions taken to date, NO₂ emissions in Winchester city centre do not comply with the statutory limits. This is not a uniquely local picture, with many other cities not complying – and indeed the UK as a whole. The Government may therefore - in due course – choose to impose more stringent, nationally-chosen measures and Winchester would have no choice but to adopt them. A letter was sent from Defra on 14 November 2016 reminding the Council of its duties and powers in relation to air quality and urging further action to tackle emissions levels. At present, the City Council is free to develop an AQAP which reflects a more local approach.
- 8.3 The annual mean for NO₂ emissions at relevant exposure locations is 40µg/m³. However, in St George's Street, Chesil Street and parts of Romsey Road this figure can be as high as 60µg/m³ due to factors such as:
- The narrow width of the street, with buildings on either side impeding dispersal of emissions;
 - The weight of traffic, particularly during peak travel times;

- The queueing of traffic – with engines idling – for traffic lights, behind unloading lorries etc.

8.4 There is some inevitable impact from the nearby motorway on background levels. Although this is likely to decline over the long term, with Government pursuing its own responsibility for improving air quality and with newer models of vehicle being 'cleaner', this is an impact which needs to be factored in to local efforts to reduce emissions. In effect, the Council needs to reduce NO₂ emissions locally by an additional third in order to offset the effect of regional sources, including the motorway.

8.5 With public interest in health and wellbeing continuing to grow, pressure to take action on air quality is being exerted at every level. Media attention was most recently drawn to the outcome of a successful legal challenge mounted by environmental law firm ClientEarth against the UK Government over the failure of ministers to tackle illegal air quality levels. Earlier this year, in July 2016, a Notice of Motion was put before this Council by Cllr Eleanor Bell, asking Members to 'recommit' to the actions and priorities outlined in the 2006 Air Quality Action Plan, later updated through the 2012 Air Quality Informal Scrutiny Group, ahead of any planned review of the AQAP.

Notice of Motion

8.6 The above-mentioned Notice of Motion by Cllr Eleanor Bell stated:

"This Council notes:

- *The serious health consequences of poor air quality – including exacerbation of asthma, reduced lung function, increases in hospital admissions for respiratory and cardiovascular problems and increases in mortality;*
- *Public Health England's estimate that 51 Winchester residents a year over the age of 25 die prematurely as a consequence of air pollution – with 520 years of life lost;*
- *that the 2016 Air Quality Annual Progress Report shows parts of Winchester continue to exceed the annual mean NO₂ Air Quality Strategy objective and that the Air Quality Management Area should remain in place.*

Ahead of any further review of the council's Air Quality Action Plan, this Council therefore re-commits itself to the Actions and Priorities outlined in the 2006 Air Quality Action Plan – as updated by the 2012 Air Quality ISG – with particular focus on:

- *keeping our parking policies, availability and charges under review to maximise the use of existing and future Park & Ride Facilities;*
- *linking the car parking price structure with distance from the town centre with air quality impacts being a demonstrable consideration built into the pricing structure;*

- ensuring that all existing and forthcoming plans, policies and strategies affecting the City take due account of air quality issues and the AQMA;
- ensuring that new developments and transport schemes take account of their effects on Air Quality and the Air Quality Management Area
- supporting the County Council in its aim to achieve traffic reduction by encouraging sustainable travel and reducing the need to travel by car.”

8.7 In response to the actions set out in the Motion, officers have compiled the table of responses below, to reassure Members of Cabinet and The Overview and Scrutiny Committee that work is in hand to address air quality concerns:

	Action Proposed	Response	Evidence/Example of Council action in this area
1	That the Air Quality Management Area should remain in place	Agreed - current AQMA will be the basis of the new AQAP. Until statutory standards are met for the hourly and annual mean for NO ₂ for at least three years, the Council cannot make a case to Government for ‘undeclaring’ the AQMA.	This Report sets out progress towards a new AQAP for the designated AQMA. A map showing the AQMA can be found at Appendix 1.
2	That parking policies, availability and charges are kept under review to maximise use of existing and future Park & Ride facilities	Agreed and already in hand. Refreshed parking strategy includes proposal for investigation of North Park and Ride. Car parking prices to be approved by Cabinet in January 2017. No proposals to increase cost to customer for P&R.	Parking strategy review report elsewhere on Cabinet agenda for 7 December 2016 .
3	That car parking price structure be linked with distance from the city centre, with air quality impacts being a demonstrable consideration in the pricing structure	Agreed - current strategy already promotes this approach, which includes air quality as a factor. Recent consultation has shown a high level of support for the approach.	Refer to current parking strategy Car parking prices to be approved by Cabinet in January 2017.
4	That new developments and transport schemes take account of their effects on air quality and the AQMA	Agreed - the Local Plan already references air quality aspirations: LPP1: DS1 – final set of bullets (2 – public transport, etc, 8 – air	New schemes coming forward specifically reference air quality issues – e.g.: • design brief for Station

	Action Proposed	Response	Evidence/Example of Council action in this area
		<p>quality, etc) WT1 – 3rd main bullet (town centre first), 7th main bullet (implement Access Plan and Air Quality Action Plan) CP10 – reduce the need to travel, promote non-car modes.</p> <p>LPP2: WIN1 – bullets iv – vi promote sustainable transport, reducing carbon emissions and green/environmentally friendly town. DM18 – resists development that generates unacceptable pollution, including air quality.</p>	<p>Approach;</p> <ul style="list-style-type: none"> • City of Winchester Transport Strategy (HCC) currently under development; • Draft Terms of reference for the new Winchester District Transport Forum launched in 2016;
5	<p>That the County Council be supported in its aim to achieve traffic reduction by encouraging sustainable travel/reducing the need to travel by car</p>	<p>Agreed - close working by officers and Leading Members with HCC on the City of Winchester Movement Strategy currently under development.</p> <p>It is further proposed that the City Council revise its own workplace travel policies to promote sustainable travel. Although in itself a low impact policy, it reflects the Council's community leadership role and will be included as an action in the draft AQAP.</p>	<ul style="list-style-type: none"> • ‘Feet First’ corporate walking campaign in 2016/17 encourages non-car travel • New Winchester District Transport Forum terms of reference include objective to “support and promote alternative forms of movement including (but not limited to) walking and cycling”

Proposed Measures for the new Air Quality Action Plan

- 8.8 The new AQAP benefits from the experience of developing and delivering the 2006 Plan. Appendix 2 shows the progress made against that Plan. It can be seen that many of the actions which have successfully been implemented over the last ten years have been those which were relatively easy to deliver, and which were least likely to provoke a negative reaction from local residents and businesses.
- 8.9 In order to reach the statutory annual mean of 40µg/m³, Members will need to consider a number of higher impact options for the new AQAP. It is proposed that Members now prioritise for delivery measures over which the Council

has direct control or a controlling influence as opposed to relying to a great extent on third party delivery (eg Hampshire County Council).

8.10 The following table shows a series of measures proposed as the core of a new AQAP:

	Possible Measure H = high M = medium L - low	Impact on NO₂	Ease of delivery (H = easiest to deliver)	Estimated cost to the Council	Likely support from residents	Likely support from businesses
1	Build on existing car park pricing differentiation strategy (see 8.7 action 3 above)	L/M	H	L/M	M	M
2	Review and effective enforcement of goods deliveries by time of day	M	M	L/M	H	L
3	Deliver – if viable - additional north Park and Ride site (see 8.7 action 2 above)	L/M	M	H	H	H
4	Introduce new parking charges /incentives to reduce diesel parking in central car parks in favour of low emission vehicles	M/H	H	L	L	L
5	Ensure that all Council-owned, leased, contracted or influenced vehicles that enter the AQMA meet the Office of Low Emissions (OLEV) defined standards for ultra low emission vehicles (ULEV), where available, by 2020 (e.g. (staff cars, taxis, waste freighters, P&R buses, car club)	L/M	H	M (through contract prices)	H	H
6	Ensure all heavy duty vehicles that enter the AQMA meet the Office of Low Emissions (OLEV) defined standards for ultra low	L/M	M	M	H	L

	Possible Measure H = high M = medium L - low	Impact on NO₂	Ease of delivery (H = easiest to deliver)	Estimated cost to the Council	Likely support from residents	Likely support from businesses
	emission vehicles (ULEV) by 2020					

8.11 Based on initial impact modelling carried out by the consultants (results of which can be found at Appendix 3), it is unlikely that even these options together will enable Winchester to meet required levels by 2020. It is likely that further measures will need to be introduced, so an annual review cycle will be incorporated which allows such additions on a case by case basis as opportunities / requirements arise. These might include:

- a) County Council-led changes to the one way system, and/or further pedestrianisation of the city centre. These measures would need to be part of the City of Winchester Movement Strategy currently being led by the County Council with support from the City Council. At present, such proposals would be too non-specific to model.
- b) Development of Air Quality Supplementary Planning Guidance to support the Local Plan, by way of 'future proofing' air quality in the city centre.
- c) Measures imposed by Government, as indicated at paragraph 8.2 above. Congestion charging is one such possibility. Leading Members have already indicated that they would not wish to consider charging vehicles to enter the city unless it is introduced by Government as a statutory requirement. It is hoped that by implementing other measures, as set out in the table above, a charging regime would not be required in Winchester.
- d) Working with other local authorities – notably Southampton and Eastleigh – to develop a shared Low Emission Strategy on a sub-regional basis to reinforce the impact of action taken by individual councils.

8.12 It is anticipated that the impact of the new AQAP would be enhanced by a behavioural change programme which – although low impact – would build understanding of air quality issues and gradually see different travel choices being made by residents and businesses. This work is already reflected in initiatives such as the 'Feet First' campaign.

8.13 The Council will also integrate consideration of air quality into its major projects and strategies, in a way that has already started to happen (see table at 8.7 above).

Next Steps

- 8.14 Once Members have approved the core measures for the new Plan, modelling of these impacts and detailed costings information will be requested from the consultants. It is proposed that authority be delegated to the Assistant Director (Economy & Communities) in consultation with the Portfolio Holder for Environment, Health & Wellbeing and the Leader, to make final changes to the selection of core measures if these costings are felt to render any measure undeliverable.

9 OTHER OPTIONS CONSIDERED AND REJECTED

- 9.1 The steering group considered a wide range of measures to reduce harmful emissions in the Air Quality Management Area. Their discussions are recorded in the Background Papers to this Report.
- 9.2 The consultants commissioned to produce the new AQAP have considered these and drawn on their own experience to inform this Report, which in turns seeks Member approval for the proposed set of measures which will form the basis of the Plan. The modelled scenarios at Appendix 3 show some of these options and their estimated impacts.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

[Notice of Motion](#) to Council by Councillor Eleanor Bell – 20 July 2016

[OS027](#) – Air Quality Informal Scrutiny Group (ISG) Final Report, 23 January 2012

Other Background Documents:-

Working papers of the Air Quality Action Plan Steering Group, 2016

Recommendations from the Stakeholder Air Quality Workshop, February 2016

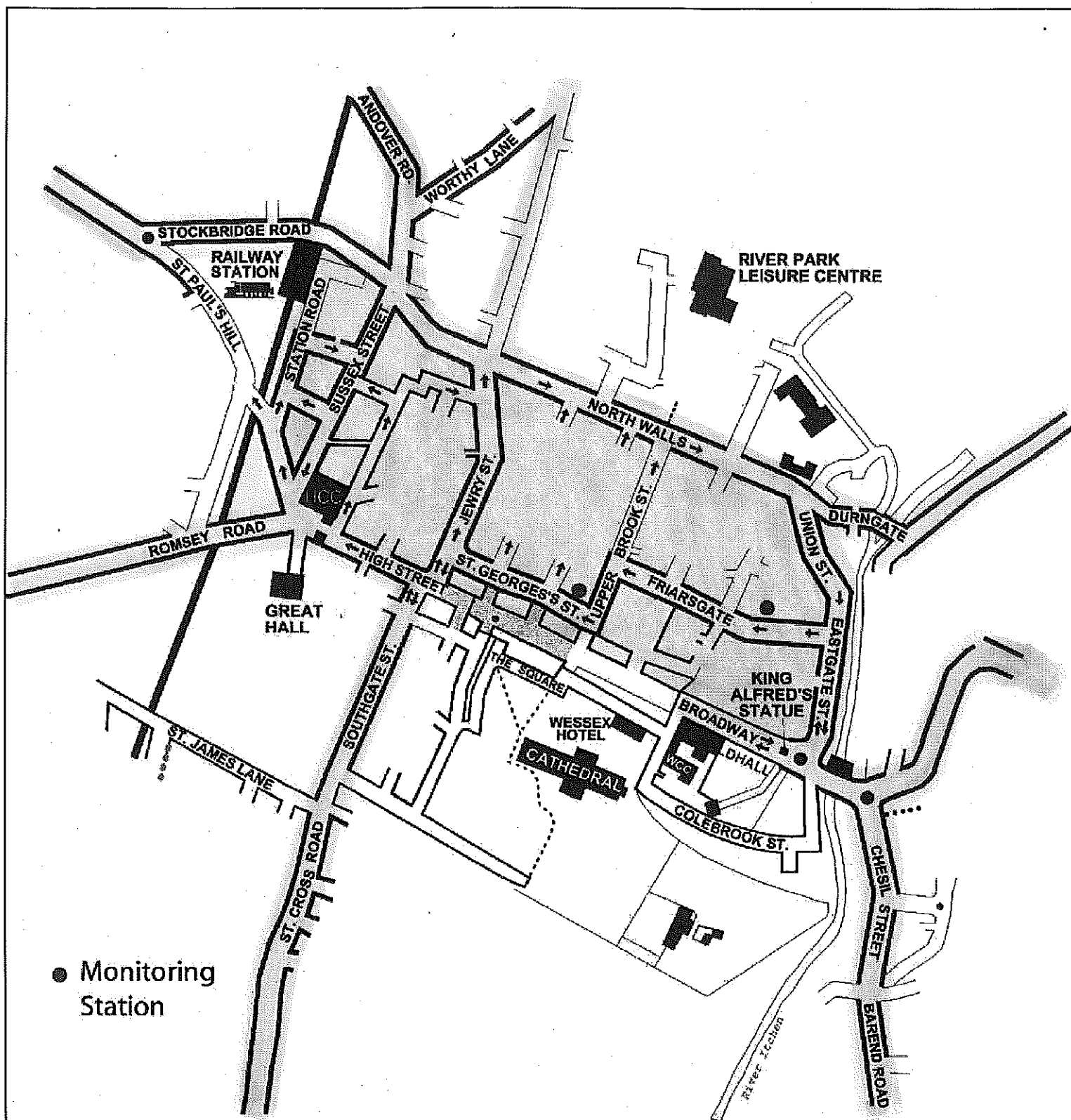
Detailed Assessment and Associated Studies ('Air Quality Source Apportionment Report'), Bureau Veritas, February 2016

APPENDICES:

Appendix 1 – Winchester's [Air Quality Management Area](#)

Appendix 2 – Update on Delivery of 2006 Air Quality Action Plan

Appendix 3 – Modelled Scenarios by TRL, November 2016



Air Quality Management Area

Winchester Town Centre

Appendix 2: Update on Air Quality Action Plan 2006

Update on the measures adopted through the 2006 Air Quality Action Plan						
No:	Measure	Lead Authority	Implementation Phase	Status	Progress Report as of November 2106	Comments relating to emissions reductions
1.	We will work with the County Council to provide an additional Park & Ride facility to the south of Winchester.	HCC	2005/6 – 2011	Completed	Complete. Second P&R Site opened 19 April 2010 ahead of original schedule. 864 spaces in new P&R	Will reduce congestion and emissions in the AQMA.
2.	We will ensure that the buses on the Park & Ride service are increasingly environmentally friendly, making allowance for economic and technical considerations.	WCC	2005/6- 2011	Completed	Ongoing (See action 1). As of 2016 all new buses are Euro VI compliant (equating to nearly half the NOx emissions of Euro V). Opening times of both sites extended into the evenings to increase patronage (e.g. hospital staff and evening visitors to town centre).	BV Consultants 2015 Report, modelled reductions of NOx from Euro VI P&R buses as presenting a significant overall NOx benefit within AQMA.
3.	We will review the loading restrictions in the town centre and on the main approach roads to the city.	HCC & WCC	2010/2011 Financial Year	Process of implementing loading restrictions in St Georges Street complete	Delivery & loading restrictions complete in High Street and semi pedestrian areas (complete April 2009) Enhancement scheme in the square now complete. Additional delivery & loading restrictions are now to be considered under the proposed City of Winchester Transport Plan.	Potentially significant emissions reductions in St Georges Street where there are major air quality issues and HGV parking restricts traffic movements during peak times.
4.	We will work HCC to replace the Real-Time Information systems at bus stops in and around the city and implement Variable Message Signing (VMS) for the town centre car parks.	HCC & WCC	2007/2008	Completed	Complete October 2008. 50/50 funding from HCC and WCC. Review of car parking signage undertaken at the same time to reflect the parking strategy to encourage use of prevent wasted miles.	VMS likely to reduce vehicle mileage round Winchester City Centre and hence reduce emissions. No monitoring undertaken on impact of VMS on behaviour.
5.	We will support HCC (a MIRACLES project) in the implementation and use of Variable Message Signing (VMS) on approach routes to the Town, informing travellers of journey conditions.	HCC Miracles & WCC		Completed	Complete: RTI systems on bus stops implemented, but company went into administration. Currently tendering for new provider Complete: VMS now on main approaches, which provides traffic	VMS on approach roads may reduce vehicle mileage round Winchester City Centre and hence reduce emissions. No monitoring undertaken on impact of VMS on behaviour.

					information about diversions etc and re: information on spaces within 11 car parks in the city.	
6.	We will work with the County Council to carry out an investigation of possible traffic management options and with the Highways Agency on possible measures on the Trunk Road network. The objective being to reduce town centre congestion and therefore improve air quality.	HCC, WCC and HA	Ongoing through LTP3	Amount of unnecessary cross town traffic	Although there was initial assessments undertaken to support WTAP, as of November 2016 there have been no formal proposals by HCC in this regard. It is understood that new proposal to replace WTAP, the City of Winchester Transport Strategy will reconsider the options.	Reductions in congestion likely to significantly reduce emissions.
7.	We will develop our own Walking and Cycling strategy and we will continue to work with the County Council on the development and implementation of facilities for cyclists and pedestrians and to support the MIRACLES Bikeabout initiative. This will include working with both the HCC and the Primary Care Trust to promote walking and cycling as a healthy alternative to car based travel.	HCC, WCC & PCT	Implementation through to 2011 and beyond.	County wide LTP3 indicator (Cycling trips)	Initial Winchester Walking and Cycling Strategy produced 2005/6 Bikeabout scheme now being run by WCC (rather than HCC). 8 bikes available for hire from TIC. As of 2016 new Cycling and Walking Strategies have been developed.	Modal shift to walking and cycling will reduce emissions within the AQMA. County-wide target for cycling moving in right direction, but unclear what specific impact this might have in Winchester. This will require further modelling to inform both the City of Winchester Transport Plan and the Air Quality Action Plan.
8.	We will apply for Central Government powers to allow us to take action against vehicles which exceed vehicle emission standards. Long term usage of these powers to be assessed following an initial MIRACLES trial project.	HCC Miracles & WCC	N/A	N/A	As previously reported this is not being taken forward . Work undertaken as part of the MIRACLES project suggested that there are very few gross polluters and hence this isn't a cost effective measure. Therefore powers not applied for.	
9.	We will continue to support and encourage the use of an integrated Public Transport systems with special emphasis on Quality Bus Partnerships to improve buses, including a reduction in their emissions to the latest standards. We will bring forward measures to enhance public transport opportunities within the city.	HCC, WCC PT & Operators	Ongoing through LTP3	LTP indicators: BVPI102 Bus transport patronage, BVPI104 bus satisfaction and LTP5 Bus punctuality.	Quality Bus Partnership on route 1 and 5 implemented as part of MIRACLES Frequency of routes increased to 10 minutes. All buses Euro IVs on QBP routes. Improvements to Romsey Road. 3 x long distance services (X64, 69 and 86) converted to low floor with Euro III in April 2010. Since 2016 new Euro VI buses deployed by Stagecoach on city centre routes. Southampton to Winchester BlueLine routes also	Very new bus fleet in Winchester which is likely to provide significant emissions improvements in comparison with an 'average' fleet. For example, a Euro VI bus is half of the NOx emissions of Euro V vehicle.

					scheduled to upgrade to Euro VI standard.	
10.	We will continue to manage parking in the city through the Controlled Parking Zones, appropriate charging levels, enforcement and parking availability.	WCC	Ongoing	Year on Year review of CPZ's	Most of the AQMA is now a CPZ.	Use of parking charges, enforcement etc., in conjunction with public transport improvements such as the new P&R should encourage more people onto public transport, which in turn will reduce emissions in the AQMA. It is expected that the new AQAP will further charging regimes within CPZ's.
11.	We will keep our parking policies, availability and charges under review to maximise the use of existing and future Park & Ride facilities. We will continue to offer parking discounts to "cleaner" vehicles to encourage their use over other vehicles (a MIRACLES initiative).	WCC	Ongoing	Reflected by adopted policy	Currently offer a 75% discount for 'A' rated vehicles on an annual season ticket for parking/ P&R and 50% discount for 'B' rated vehicles. Also discounts to large employers who bulk purchase parking spaces at the P&R. P&R season tickets now available to ensure comparability with city centre parking. Car parking charges are reviewed annually to encourage use of P&R ref mid term 2016 parking review. It is expected to revisit the parking charging regime as part of the updated AQAP.	See action 10. Cleaner buses on the P&R routes will also add to reductions in emissions in the AQMA.
12.	We will use cleaner and alternative fuelled vehicles within our own fleet where such options are a viable alternative. We will support the promotion of cleaner vehicle technologies and cleaner fuels.	WCC & HCC	Ongoing	Proportion uptake of alternatively fuelled vehicles in the WCC fleet.	WCC and HCC installed 6 electric charging points in P&R, 2 in Chesil Street and 2 in the GHY. As of 2016 WCC lease cars have CO ₂ limits on vehicles (130g/km),	Emissions reductions likely to be minimal within the AQMA as low proportion of vehicles affected, but WCC needs to lead by example and need to continue to do so. The new AQAP proposes to develop this action further in line with current central government guidance.
13.	We will take action to increase public awareness of the existence and impacts of poor air quality. We will work with HCC to develop a strategy for the dissemination of Air Quality Information.	WCC & HCC	Ongoing	Completion of a strategy for the dissemination of Air Quality Information.	Dissemination of information on the web has improved – annual summary reports on line, with data being provided to those who ask or search. As of November 2016 WCC Air Quality web pages are undergoing a refresh.	No direct emissions reductions likely in relation to provision of air quality information, other than where public behavioural change is achieved.
14.	We will ensure that all existing and	WCC &	Ongoing		Ongoing action. LTP3 references its	Further up to date traffic data

	forthcoming plans, policies and strategies affecting the City take due account of air quality issues and the AQMA. Special regard will be paid to air quality issues in the preparation of the next Local Transport Plan for Hampshire.	HCC			support for AQAP. As of 2016 HCC Highways are currently assisting WCC in the development of its updated AQAP through the steering group and is looking to develop a new City of Winchester Transport Strategy for 2017 onwards, that will support the AQAP objectives.	and modelling proposed for 2017 to better inform the ongoing decision making process.
15.	We will ensure that new development and transport schemes take account of their effects on Air Quality and the Air Quality Management Area.	WCC	Ongoing	Numbers of developments which have successfully considered and where necessary air quality mitigation measures.	Air Quality recognised as key consideration in LPP1. The AQAP will seek to recommend the adoption of new supplementary planning guidance on air quality to provide detailed requirements for developments in support of the policy.	Impact on concentrations within the AQMA can be assessed through the planning system through detailed project assessments on air quality impacts.
16.	We will encourage businesses and other organisations to implement Travel Plans and promote more sustainable travel to their staff. This will include the requirement for Travel Plans through the planning process. Winchester City and Hampshire County Councils will continue to develop their own travel plans.	WCC & HCC	Ongoing	Adoption of WCC Travel Plan and monitoring of staff travel patterns.	Whilst some travel plans were adopted on a voluntary basis, there are now out of date and require a refresh, including WCC's, in order for WCC to lead by example.	Impact on emissions and concentrations potentially significant if commuting journeys are reduced.
17.	We will continue to support the Hampshire CarShare scheme and the introduction of Car Clubs.	WCC & HCC	Ongoing	HCC website 'hits' and numbers of uptake	Carshare scheme has ongoing support from HCC. Car clubs launched however has since folded. As of 2016 there is no car club in Winchester.	Potential emissions reductions if car clubs proven popular.. Unlikely at the moment as initial attempt to set up a car club in Winchester failed.
18.	We will continue working with the HCC and local schools to increase the number of schools with Travel Plans.	WCC & HCC	Ongoing	Walking to school rates gradually increasing (32%)	Majority of schools in Hants have school Travel Plans, however these are now outdated and need refreshing and relaunching. As of the summer 2016, HCC have reappointed a specialist school travel plan officer to reinvigorate/reengage schools in the implementation of School Travel Plans. WCC actively engaged in the support of this programme.	Potential emissions reductions at certain times of the day in localised areas round schools.
19	We will review the taxi licensing regime to assess whether to include additional conditions aimed at	WCC	Ongoing	Regime to be reviewed again in year	Progress to date, marginal other than to ensure that the taxi fleet favours newer vehicles. However in support of the	Marginal emissions improvements due to relatively new taxi fleet (especially

	reducing vehicle emissions.			2011/12	updated AQAP, the Head of Licensing shall review the new options available and during 2017 to amend current licensing policy to incentivise the uptake of low emission vehicles within the Winchester taxi fleet.	Hackney cabs) unless there is a 'real' shift away from diesels towards cleaner ultra low emissions vehicles.
20.	We will support the County Council in its aim to achieve traffic reduction by encouraging sustainable travel and reducing the need to travel by car.	WCC & HCC	Ongoing	Monitoring of traffic being undertaken through LTP and WTAP process	This action will now be covered by the pending City of Winchester Transport Strategy..	Emissions reductions and reductions in concentrations could be large if significant traffic reduction within the City Centre.
21.	We will monitor the performance of the action plan and reassess the necessity & feasibility of introducing additional measures if these are shown to be necessary to meet the air quality objectives.	WCC & HCC	Ongoing	Consistent drop in Air quality concentrations in Winchester City Centre	New AQAP to be adopted and commenced by April 1 st 2017	N/A

Additional Recommendations from the 2012 AQ ISG

Update on the measures adopted through the 2006 Air Quality Action Plan						
No:	Measure	Lead Authority	Implementation Phase	Indicator	Progress Report as of November 2016	Comments relating to emissions reductions
1.	a. That Winchester City Council should 'un-declare' for PM10's within its Air Quality Management Area in accordance with the approved DEFRA report submitted by Winchester City Council in 2011	WCC	Report to DEFRA due in 2013.	Completed	Undeclared with DEFRA during 2013. However there has been a noticeable upward trend in PM10's over the last 18 months, reflecting a national rise in the uptake of diesels.	WCC no longer required to report on PM10's so long as we continue to remain within statutory limits.
	b. PM10s should continue throughout the period of the Silver Hill development with funding contributions from the developer being explored as part of the planning process	WCC	2015	N/A	Since Silverhill was abandoned this measure is no longer relevant at this time. This will again become a relevant consideration with the adoption of future supplementary planning guidance.	N/A
2.	That WCC with HCC, explores the feasibility of adjusting the phasing of lights at the top of St Georges Street to reduce	HCC	Never determined.	Ongoing	This action formed part of a wider set of proposals, however much of this work was put 'on hold' pending the outcome of Silverhill. Current position	Depending on the measures adopted by the new Strategy, there maybe significant improvements in

	congestion.				as of Autumn 2016 is that HCC are expected to deliver a new City of Winchester Transport Strategy by summer 2017, to be developed in consultation with the air quality requirements.	air quality from the reduction in 'through miles' circulating around the current one way system.
3.	That BID be encouraged to investigate the feasibility of transshipping goods from a suburban depot into town centre shops	BID		Currently withdrawn.	This measure was abandoned after considerable efforts by Winchester BID. The national companies who are members of the BID are already fully contracted to use national delivery schemes at a price that we could never match and would not be allowable.	Could realise a significant drop in HGV's entering the city, the profile of which is exclusively diesel and therefore high NO ₂ emitters. Could also ease congestion on one way arising from deliveries.
4.	That BID be encouraged to investigate the introduction of a park and ride user voucher scheme	BID		Ongoing	Still not taken off at a viable level. Whilst some BID members were receptive to the proposals, this did not reach sufficient in number to make the scheme viable.	A further incentive to use the P&R, which would further drop vehicles entering the city's AQMA.
5.	To explore opportunities for the provision of an additional Park & Ride site to serve the northern approaches of Winchester City.	HCC	2015 – 17	Ongoing	Winchester Village P&R (200 Spaces) now on stream. Future P&R planned for Barton Farm Lite (80+ spaces)	Will reduce congestion and emissions in the AQMA, with proposals to model impacts in 2017.
6.	That the car parking price structure should be linked with distance from the town centre and that air quality impacts should be a demonstrable consideration built into the pricing structure	WCC		Ongoing	See actions 10 and 11 above.	See actions 10 & 11 above.
7.	That a report is submitted to Cabinet identifying the costs and opportunities for the provision of electric vehicle charging points within WCC car parks.	WCC		Ongoing	See Action 12 above. Currently 2 electric charging points both of Chesil Street Car Park and the Guildhall Yard. Current government guidance reflects a strong desire to provide a good infrastructure to lead on ULEV uptake.	See actions 12 above.
8.	That a feasibility study be undertaken to determine whether meaningful real time air quality information can be made available on a public information display in the Guildhall and in the Colebrook Street customer point	WCC	2014	Withdrawn	Winchester's AQMA only fails on the annual and not the hourly NO ₂ standard. It was therefore decided that there would be little value in advertising 'real time' data as this was for the most part in compliance. Worse it was felt that in doing so it would serve to confuse and mislead the majority.	No direct affect on air quality, other than to possibly influence the behaviour of a tiny minority.

					Instead all data collected can be accessed directly from the WCC air quality pages.	
9.	That the car park season ticket and residents parking pricing structure should continue to encourage the use of low emission vehicles	WCC		Ongoing	See action 10 above.	
10.	To conduct a more realistic trial is undertaken within the whole of the Air Quality Management Area regarding the impacts of a 20 mph zone on air quality.	WCC	2015	Completed	20mph zone now in place throughout much of the AQMA.	Some benefits from 'smoothing' traffic flows and reducing the need for acceleration has some benefit on NOx emissions.
11.	That the City Council engage with HCC to gather robust data on traffic profiles to inform whether a Low Emission Zone is a viable future opportunity for air quality management within Winchester City	WCC & HCC	2017	Ongoing	To date, aside from the report commissioned by WCC in 2014, there has been no study to obtain detailed traffic profiles for the city. This is a key component in informing which choices are taken to tackle various traffic management issues including air quality. The government has now re branded the Low Emission Zone as a Clean Air Zone (CAZ) which encompasses wider NOx and carbon emissions sources in addition to traffic.	Whilst the report in of itself has no impact on air quality, its findings are absolute in informing which actions to take to best address NOx emissions.
12.	That sites for additional secure cycle stands should be found within Winchester City centre car parks	WCC	2012 onwards	Completed/Ongoing	Funding from the Local Sustainable Transport Fund supported the installation of more cycle stands around the City.	Possible benefits from an increase in cycle use.
13.	That a scheme to encourage cycling from the Park & Rides should be put in place, i.e. drive to Park & Ride – cycle into town from there	WCC	2013	Completed/Ongoing	An off road route has been created between South P&R and the City Centre, across the Viaduct. St Catherine's P&R can link into this scheme as well. There are lockable cycle shelters at South and St Catherine's. South also has 5 cycle lockers where helmets and other cycling equipment can be stored.	Unless the uptake is so significant as to reduce the need for scheduled P&R bus frequency, then improvements to air quality would be small. It does however knit well into the cycle strategy and a direction of travel towards healthier travel and carbon footprint reductions.
14.	That a feasibility study be undertaken for opportunities for	WCC	2012 onwards	Completed	As part of WCC's cycling strategy, an action plan list of schemes was	Allows easier passage for cyclists to move around the

	the provision of cycle contra-flows within Winchester City				produced including contraflows. Cycling contraflows were installed in Hyde Church Lane and Kings Head Yard.	city.
15.	That Hampshire County Council be requested to ensure that the measures implemented through the Local Sustainable Transport Fund secured from a Central Government, includes a quantitative assessment of likely impact on air quality	HCC	2013 onwards		Whilst WCC requested this information, it was never forthcoming. This is mainly due to the fact that attempting to model air quality improvements from the delivery of 'soft measures' such as cycle standards, storage and cycle paths is extremely difficult.	
16.	That all bus companies should be encouraged to introduce the green-dash board scheme	WCC	2013 onwards	Withdrawn	It was agreed that this was merely a point made to acknowledge the NO ₂ benefits from 'green' driving amongst the bus fleet entering the AQMA and that there was little more that could be done within WCC's scope of influence.	Since the ISG, all of the Stagecoach fleet and soon the Blue line fleet, will be Euro VI engines, which will have significant benefits on air quality.
17.	Subject to Cabinet approval on the above recommendations, that the current Air Quality Action Plan be updated to include the outcomes of the ISG process, in order to give Winchester City Council clear direction in air quality management for the medium to long term	WCC	2015	Ongoing	The AQAP is currently being reviewed through a series of steering group meetings, internal and public consultations. WCC has commissioned TRL an air quality consultant to assist in writing the plan and this is expected to be adopted by Cabinet in February of 2017.	The new updated 2017 AQAP, will set out WCC's position on air quality for the following 5 years and will be in line with government strategy to meet the existing air quality standards by 2020.