



<b>Meeting</b>	Health and Environment Policy Committee
<b>Date and Time</b>	Wednesday, 19th January, 2022 at 6.30 pm (meeting rescheduled from 7 December 2021)
<b>Venue</b>	Walton Suite, Guildhall Winchester

**Note:** *This meeting is being held in person at the location specified above. In line with relevant legislation and public health guidance the following arrangements apply. Members of the public should note that a live audio feed of the meeting will be available from the councils website ([www.winchester.gov.uk](http://www.winchester.gov.uk)) and the video recording will be publicly available on the council's YouTube channel shortly after the meeting.*

*For members of the public who are unable to utilise this facility a limited number of seats will be made available at the above named location however attendance must be notified to the council at least 3 working days before the meeting. Please note that priority will be given to those wishing to attend and address the meeting over those wishing to attend and observe.*

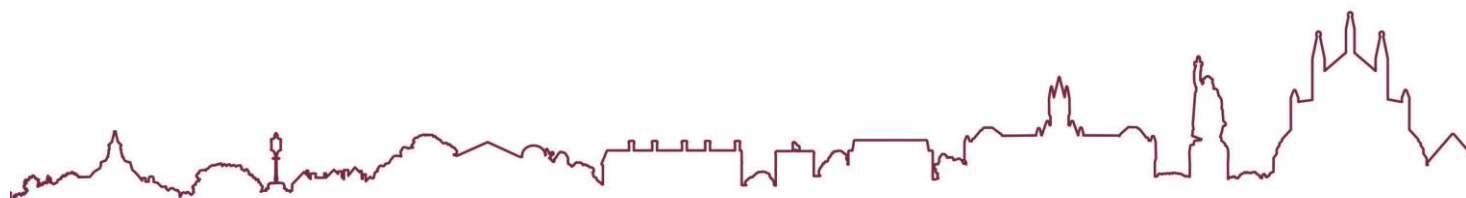
## **AGENDA**

### **PROCEDURAL ITEMS**

- 1. Apologies and Deputy Members**  
To note the names of apologies given and deputy members who are attending the meeting in place of appointed members.
- 2. Appointment of Vice-Chairperson for the remainder of the 2021/22 Municipal Year**  
To elect a Vice-Chairperson for the remainder of the municipal year for 2021/22.
- 3. Declarations of Interest**  
To receive any disclosure of interests from Members and Officers in matters to be discussed.

*Note: Councillors are reminded of their obligations to declare disclosable pecuniary interests, personal and/or prejudicial interests in accordance with legislation and the Council's Code of Conduct.*

If you require advice, please contact the appropriate Democratic Services Officer, prior to the meeting.



4. **Chairperson's Announcements**

5. **Minutes** (Pages 5 - 12)

Minutes of the previous meeting held on 30 September 2021.

**BUSINESS ITEMS**

6. **Public Participation**

To receive and note questions asked and statements made from members of the public on matters which fall within the remit of the Committee.

*NB members of the public are required to register with Democratic Services three clear working days before the meeting*

(contact: [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or 01962 848 264).

Members of the public and visiting councillors may speak at this Committee, provided they have registered to speak three working days in advance. Please contact Democratic Services **by 5pm on Thursday, 13 January 2022** via [democracy@winchester.gov.uk](mailto:democracy@winchester.gov.uk) or (01962) 848 264 to register to speak and for further details.

7. **Carbon Neutrality Programme - Energy policies/actions (HEP016)**  
(Pages 13 - 28)

8. **Management of Open Space - Scoping Report (HEP017)** (Pages 29 - 32)

9. **Future of Waste and Recycling (HEP020 and Presentation)** (Pages 33 - 60)

10. **Air Quality Briefing Update (HEP019 and Presentation)** (Pages 61 - 78)

11. **To note the Work Programme for 2021/22** (Pages 79 - 80)

**Lisa Kirkman**  
**Strategic Director and Monitoring Officer**

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10 January 2022

Agenda Contact: Claire Buchanan, Senior Democratic Services Officer  
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## **MEMBERSHIP**

**Chairperson:** Ferguson (Liberal Democrats)

**Vice-Chairperson:** To be appointed

### **Conservatives**

Kurn

Pearson

Warwick

### **Liberal Democrats**

Cramoysan

Tippett-Cooper

Westwood

## **Deputy Members**

Brook and Cook

Fern and Radcliffe

Quorum = 4 members

## **PUBLIC PARTICIPATION AT MEETINGS**

Representations will be limited to a maximum of 3 minutes, subject to a maximum 15 minutes set aside for all questions and answers. To reserve your place to speak, you are asked to **register with Democratic Services three clear working days prior to the meeting** – please see public participation agenda item for further details.

People will be invited to speak in the order that they have registered, subject to the maximum time period allowed for speaking not being exceeded. Public Participation is at the Chairperson's discretion.

## **FILMING AND BROADCAST NOTIFICATION**

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## **VOTING**

- apart from the Chairperson, every Member has one vote when a matter before the meeting requires a decision.
- in the event of an equality of votes, the Chairperson may exercise a casting vote and that vote may be exercised in any way seen fit.
- a Member may abstain from voting, or vote differently from how they may have indicated during the debate, without further explanation.
- the way each Member voted will not be recorded in the minutes, unless a motion to have a Recorded Vote has been passed.

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## **HEALTH AND ENVIRONMENT POLICY COMMITTEE**

**Thursday, 30 September 2021**

Attendance:

Councillors  
Ferguson (Chairperson)

Williams  
Cramoysan  
Tippett-Cooper

Warwick (items 1 - 7 only)  
Westwood

### **Deputy Members:**

Councillor Brook and Cook

### **Others in attendance who addressed the meeting:**

Councillors Clear (Cabinet Member for Communities and Wellbeing), Murphy (Cabinet Member for Climate Emergency) and Tod (Cabinet Member for Economic Recovery).

### **[Audio and Video Recording](#)**

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#### 1. **APOLOGIES AND DEPUTY MEMBERS**

Apologies were noted from Councillors Kurn and Pearson.

#### 2. **DECLARATIONS OF INTEREST**

Councillor Warwick declared non-pecuniary interests concerning items on the agenda that may be related to her role as a County Councillor and as County Council Executive Member for Climate Change and Sustainability. Councillor Warwick also declared a non-pecuniary interest as she was a board observer to Play to the Crowd, which was relevant to the report HEP011 elsewhere on the agenda.

Councillor Tippett-Cooper declared non-pecuniary interests as Director of 'Unit 12' whose tenants were referred to within report HEP011. He was also employed by Capsticks Solicitors whose charity partners included Trinity Winchester which were also referred to in HEP011.

#### 3. **CHAIRPERSON'S ANNOUNCEMENTS**

The Chairperson made no announcements.

4. **MINUTES**

RESOLVED:

That the minutes of the previous meeting held on the 6 July 2021 be approved and adopted

5. **PUBLIC PARTICIPATION**

Phil Gagg (WinACC - Transport and Planning Action Group) and Chris Gillham (Winchester Friends of the Earth) spoke under public participation regarding report HE0014 as summarised under the relevant minute below.

6. **TO NOTE THE WORK PROGRAMME FOR 2021/22**

At the request of the Chairperson, Councillor Murphy advised the committee that a meeting of the Air Quality Steering Group would discuss new targets recently issued by the World Health Organisation. A report would be brought in due course to the committee in response to this update.

The Chairperson also confirmed that an item on the Future of Waste and Recycling was scheduled for the December meeting of the committee.

RESOLVED:

That the work programme for 2021/22 be noted.

7. **CORE FUNDING GRANTS PROGRAMME 2022-2025 (HEP011)**

Councillor Clear introduced the report. In summary, the committee were advised that the current 3 year funding cycle was ending March 2022. There were currently 15 organisations in receipt of core funding and the council was in a position where it had to consider a 20 per cent reduction to funds available as part of the council's overall balancing of its budget.

Members asked a range of questions which were responded to by the Strategic Director and the Corporate Head of Economy & Community as summarised below. Officers acknowledged the fundamental support during the Covid-19 pandemic of its strategic partners, alongside those of priority outcome organisations.

- There was not an 'open competition' to become a new strategic partner, however any organisation who believed that they might fit the existing criteria requirements were able to contact the council.
- 'Relationship Manager' arrangements were in place and any impact on organisations from reduced funding was able to be discussed. It was acknowledged that the percentage 'hit' on priority outcome grants was potentially greater than for strategic partners.

- The committee acknowledged the council's existing budget shortfall of approximately £2.4 million and requested clarification how Cabinet had determined prioritisation of savings, as the impact of the work of partner organisations across the district were significant in terms of delivering valuable, key services that the council was unable to deliver itself in isolation.
- The committee requested that there should be a caveat on the level of grant awarded and that this would be reviewed in 1 year when the Council's budget position may be clearer.
- The committee noted that data sets were provided by organisations to help the council benchmark its priority areas for funding and requested these be reviewed and in particular it was considered as important to provide mental health services for young males as it is females.

At conclusion of debate, Councillor Clear thanked the committee for its comments on the report and advised that she would work with cabinet colleagues to help support and maintain an acceptable level of budget for strategic and priority grant funding going forward.

#### RESOLVED:

That the committee:

1. notes the achievements and successes of the current Strategic Fund and Priority Outcomes Fund and timescales for the next funding round.
2. provides the following comments on the proposals outlined in the report:
  - In acknowledging the valuable work of both strategic and priority outcome organisations in supporting communities, cabinet member carefully reconsider prioritisation of budget cuts to help address the overall shortfall
  - welcome assurances that while the council might agree a 3 year funding package, if the council's budget position changed then this current position could be reviewed
  - regard be had to the relative impact of the reduced grant available to priority outcome organisations and the level of service able to be provided
  - the council explore all opportunities for potential government funding that may become available as the country recovered from the Covid-19 pandemic

- the council explore potentially establishing a charitable trust for grant funds which was able to receive donations

8. **CARBON NEUTRALITY PROGRAMME - TRANSPORT POLICIES/ACTIONS (HEP014)**

Mr Gilham (Friends of the Earth) addressed the Committee and in summary raised the following matters:

Referred to the council's declaration of climate emergency which had acknowledged the contribution of road transport as the most important contributor to carbon emissions across the whole district and was the least well performing sector in making reductions. There was nothing in the report that addressed this and there was a need for a system approach against this objective with associated timescales.

Phil Gagg, WinACC Transport and Planning Action Group addressed the Committee and in summary raised the following matters:

Also expressed disappointment in the report which should have explored all options to help deliver what was required regarding reducing carbon emissions, such as improvements to schemes to reduce traffic.

Councillor Tod outlined the current activities being undertaken, including the council's work in partnership with the county council as the lead a Highway Authority. LTP4 (Local Transport Plan 4) was at the heart of this work and had specific regard to reducing carbon emissions. The Movement Strategy was initially focussed on air quality but now had its focus on carbon emissions and he reported on work (with Solent Transport) to achieve improvements to and promotion of public transport services into Winchester.

The Head of Programme introduced the report and in summary, advised that some detailed designs were already being worked up as part of the Movement Strategy for implementation and there would be significant engagement which would help achieve additional government support funding. Councillor Tod gave further information regarding available funding to support priority projects which would also be supported at the local level.

Mr Hobbs from Hampshire County Council gave a detailed presentation (available on the council's website) regarding the county council's approach to reducing carbon emissions as part of LTP4. It was recognised that there was much work to be done, which included a need for rapid, local action and the county council's need to work closely with each of its 11 district and borough partners.

Members asked a range of questions on the presentation which were responded to by Mr Hobbs, and officers present. The questions asked included topics as summarised below.

- regarding encouraging people to work at home and how this may impact on increased heating of homes (as opposed to a larger office spaces).



- a carbon footprint report for the city council (year commencing April 2020 – March 2021) would show the relative impact on the council's own carbon footprint from greater remote working of staff.
- the impact of travel into and out of Winchester to work and how there would be some offset of carbon emissions from more home working.
- the monitoring of the impacts from changes to roads in Winchester during the pandemic at North Walls and Hyde Street and the 'squaring' of LTP4 with the expansion of Southampton International Airport and projects to upgrade to smart motorway status the M3 and M27.

The committee then proceeded to ask a range of questions on the content of the report which were responded to by Councillor Tod and officers present. The questions asked included topics as summarised below.

- a need for a 'freight management strategy' which should have regard to the important role of HGV drivers.
- if projections regarding electric vehicles and charge points were realistic.
- measuring the carbon impact of the various interventions highlighted in the report and how this would be drawn out and reported and whether the council should learn from the county council regarding its own carbon plan - make work complimentary.
- could the council insist that all new development incorporate electric charging points as part of the local plan process.
- were there any other schemes in addition to that of The Square which had both economic and carbon reduction benefits.
- how to 'bridge the gap' between the city and county councils' respective targets of 2030 and 2050.
- any future changes to car park usage, local walking and cycle infrastructure plans and that these will not be disadvantaged by any larger transport improvements noting their wider non carbon related benefits.

At conclusion of debate, the Chairperson agreed that there was a need for cross party collaboration and agreement for projects where their intent was for carbon reduction. The committee welcomed the recruitment of additional officer

resource and acknowledged the work to date undertaken on the Movement Strategy. The committee requested development of matrix/KPIs once related policies have been developed as part of the formulation of LTP4 in conjunction with the County Council to so assist with monitoring delivery. Finally, it was also noted that there was currently a mismatch between the declaration of the

climate emergency and dates of decarbonisation projects between the County Council and the City Council, agreed to date.

**RESOLVED:**

That the committee:

1. notes the progress made to date as set out in paragraphs 2.1 – 2.11 of the report; and
2. the intention to recruit a sustainable transport post, to be funded from the CNAP budget:
3. Provides the following comments to the cabinet member:  
  
Implement matrix and KPIs to help monitor progress once related policies have been developed as part of the formulation of LTP4 in conjunction with the County Council

9. **VISION FOR A SUSTAINABLE, DECARBONISED FUTURE WINCHESTER DISTRICT (HEP015)**

The Chairperson welcomed to the meeting Chris Holloway, Bob Whitmarsh from WinnACC and Will Adeney and Tammi Sinha from the Wessex Green Hub.

The Service Lead introduced the report together with Ms Holloway and Mr Adeney. In summary, the committee was advised that having regard to resources available, the council was looking to identify the measures that would make the most difference and how to implement these in a timely manner.

Ms Holloway gave a presentation (available on the council's website) on data available on district carbon emissions and how this illustrated what must be undertaken if there was to be carbon neutrality achieved by 2030. The council must continue to take a lead on this work.

The committee then proceeded to ask a range of questions of Ms Holloway and others present. The questions asked included topics as summarised below.

- Winchester had a higher level of carbon emission compared to other areas due to its relative average affluence and although progress compared to other authority areas to achieve carbon neutrality was less easy to determine, data sources for Winchester were not extrapolations were therefore accurate reliable.
- as well as an emphasis on technological advancements or changes of behaviour to help reduce carbon emissions; there should also be legislative change to support this.

Mr Adeney referred to his detailed report and gave a presentation on a roadmap to a position where carbon neutrality could be achieved and the various pre conditions that may need to be achieved throughout this period.

Mr Adeney and others present responded to a range of questions as summarised below. The questions asked included topics as summarised below.

- confirming that although communities and individuals would continue to flourish; the 2030 target could not be achieved without some trade-offs
- regarding a geographic 'scope' of making the necessary change across the district; the key groups that should be engaged across the district to frame an approach was explained and what 'trade off' may need to be applied
- conversations needed to be had with residents regardless of socio-economic position and unintentional consequences that may become apparent - the need for a whole team approach by the council

At conclusion of debate, the Chairperson thanked everyone present and endorsed that where there was currently a will across all communities that this work must be expedited. She advised that she would speak to Cabinet Member for Climate Emergency as to the best forum to present the full WinnACC report of the latest carbon emissions data.

#### RESOLVED:

That the committee:

1. Note the latest emissions data emerging from WinACC's district emissions report for 2019, and
2. Notes the intention to procure consultancy support to develop a roadmap to decarbonisation of the district
3. Provides the following comments to the cabinet member :

supports the methodology proposed by Wessex Green Hub as the basis of a roadmap to decarbonisation of the district, with the council being more prominent and seen to be taking a lead in this work.

The meeting commenced at 6.30 pm and concluded at 10.10 pm

Chairperson

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REPORT TITLE: CARBON NEUTRALITY PROGRAMME – ENERGY  
POLICIES/ACTIONS

19 JANUARY 2022 (RESCHEDULED FROM 7 DECEMBER 2021)

REPORT OF PORTFOLIO HOLDER: Councillor Hannah Williams, Cabinet Member  
for Climate Emergency

Contact Officer: Steve Lincoln Tel No: 01962 848 110 Email  
[slincoln@winchester.gov.uk](mailto:slincoln@winchester.gov.uk)

WARD(S): ALL

PURPOSE

This paper considers progress towards reducing carbon emissions in relation to energy and the challenges in achieving the council's carbon neutrality ambitions.

RECOMMENDATIONS:

1. That the committee notes:
  - a. The progress made to date as set out in paragraphs 2.1 – 2.6;
  - b. The successful bid by HCC for £210,000 to engage communities on household and community energy scheme development in areas across Hampshire, including Winchester district; and
  - c. That a report is coming to Cabinet in January seeking for the council to pledge its support for the Local Electricity Bill.
2. That the committee considers and provides comment on:
  - a. The principle of using council-owned land for renewable energy generation;
  - b. The opportunity for the Local Plan to promote and encourage increased renewable energy generation across Winchester district; and
  - c. The potential for community energy schemes to succeed in Winchester district.

## 1 RESOURCE IMPLICATIONS

- 1.1 A revenue budget of £850,000 was made available for delivery of the Council's Carbon Neutrality Action Plan (CNAP) in 2019, of which £77,000 was spent by 2020/21 and a further £324,000 forecasted for 2021/22. This would leave £449,000 for future years but, with a programme of work required through to 2030 to achieve the ambition of a carbon neutral district by that date, the use of resources will need to be carefully considered to ensure maximum benefit is gained.
- 1.2 Some of the initiatives will need to be financed in full or in part by prudential borrowing. It will be important therefore to identify projects which, as well as meeting the council's carbon reduction goals, will also provide an income or savings that offset the cost of borrowing. Some projects will generate a surplus for the council and it may be possible to use the surplus to fund other projects where the cost of borrowing isn't fully offset. It will also be important to identify any potential grant funding available that can be used to strengthen the financial business case, such as that which was secured towards the cost of solar panels at Marwell Zoo and the Biffa depot (see section 2.4).
- 1.3 The council has undertaken low-level works in relation to energy generation, such as the retrospective installation of solar PV panels on the roofs of council property. However, any move into larger energy generation schemes would require a level of expertise and experience that doesn't exist within the current council workforce so would require us to either recruit or commission additional support.

## 2 SUPPORTING INFORMATION:

### CNAP priorities

- 2.1 The council's Carbon Neutrality Action Plan (CNAP) was approved by Cabinet on 23 December 2019 and identified four main priority areas of work, one of which was energy. The CNAP proposes the following priority actions for reducing energy consumption and generating more renewable energy:

- a) *Source 100% of all electricity purchased by the council from renewable sources by 2021.*

In April 2020, well ahead of the target date, the council signed up to purchase its electricity through the Hampshire County Council contract with LASER. Energy is supplied by Npower Business Renewable product, which meets the quality criteria of the GHG Protocol (2015) for reporting zero carbon emissions and has been independently assured by Carbon Clear. This means that all electricity used across the council's operational estate comes from renewable sources and the council receives regular certificates from the Ofgem Renewable Energy Guarantees of Origin (REGO) scheme that certify the supply is a-rated (100% renewable) – see appendix 1.

- b) *Build or invest in large scale renewable generation project(s), e.g. solar farms, heat pumps, solar-battery car ports, anaerobic digester, wind farm.*

In order for the Winchester district to achieve its carbon neutral target by 2030, a significant increase in local renewable provision will be required in addition to reducing the overall level of energy consumed. The council is currently reviewing the potential for large-scale renewable generation projects on its own land.

A particular focus has been given to solar farms, due to the significant planning constraints associated with the development of new onshore wind turbines. In terms of ground mounted solar, there is significant potential to address most of the council's residual carbon emissions as well as potentially target some of those emissions across the wider district. There is the potential for long-term revenue generation, as well as complementary activities alongside solar installations such as the growth of wildflowers, tree planting, grazing of sheep, nitrate mitigation and biodiversity net gain.

The council will continue undertaking feasibility studies of its land and assets with the aim of developing a viable business case next year for investment in renewable energy generation on council land.

- 2.2 It is important to note that energy consumed within domestic homes is addressed as part of the housing/property section of the CNAP so is not directly addressed as part of this report.
- 2.3 It is also important to recognise that a move to 100% renewable energy tariff is not sufficient in itself and it is important to continue efforts to reduce energy consumption.

#### Other progress to date

- 2.4 The council has been working with Marwell Zoo and Biffa to install solar PV panels on the roofs of their buildings. The council will lease the roof space, install panels and sell the energy generated to the business at a rate below the current market rate. The council secured grants totalling a combined £81k from the EM3 LEP towards the cost of these projects. The panels are expected to save 19t CO<sub>2</sub>e each year at Marwell and 11t CO<sub>2</sub>e at the Biffa depot through the reduced demand for electricity from the national grid and both organisations and the council should benefit financially from the arrangement.
- 2.5 Solar PV on council buildings:
- (i) City Offices: 48.60kWp PV installation has generated 129MWh during the period from 01/04/19 - 21/11/21.

- (ii) Cipher House: 7.26kWp PV installation has generated 13.5MWh during the period from 20/12/19 - 21/11/21.
- (iii) Winchester sport and leisure park: PV installation is expected to generate 156.3MWh per year – equating to a reduction in emissions of 150tco2e.
- (iv) Bishops Waltham depot: 47.5kWp PV included in construction will provide an estimated 21.9MWh/year - around 41% of the 54MWh/year anticipated annual electricity consumption.

2.6 As a Local Planning Authority, the council is responsible for renewable and low carbon energy development of 50 megawatts or less installed capacity (under the Town and County Planning Act 1990). The majority of recent planning proposals have been for small and large-scale solar installations. Appendix 2 includes a list of recent large scale solar farm applications that have been processed, with planning reference numbers included.

#### The Local Plan – raising the ambition

- 2.7 Climate change and carbon neutrality is vitally important and one of the defining issues for the council's new Local Plan.
- 2.8 There is a statutory duty to address climate change in the National Planning Policy Framework, but it is important to acknowledge that the planning system is just one of number of tools that will need to be used to address climate change. Officers from the Local Plans team will work closely with a range of partners and other departments in order to ensure that there is a cross over with other strategies and initiatives that are being prepared in the council.
- 2.9 The COVID-19 pandemic has highlighted some valuable lessons and planning has an important role to future proof the district against the impact of climate change.
- 2.10 The council's new Local Plan can be used in a really positive way to influence:
- Where we plan and allocate land for future development;
  - The criteria or a set of principles that specify the process that we want developers/applicants to follow in order to ensure that council's climate emergency is at the forefront of everyone's minds;
  - Any decisions that are made through the development management process; and
  - A wide range of behavioural changes such as creating 15 minutes settlements and encouraging people to use public transport and use active travel rather than the private motor car.



- 2.11 As a local planning authority, the council must take into account relevant legislation, national policy, and guidance and existing and any forthcoming changes to the Building Regulations. The Local Plan team is not starting with a blank piece of paper, as the existing adopted Local Plan was very supportive in principle and a number of renewable energy schemes have been permitted and built (mainly solar farms). Appendix 3 includes all of the existing Local Plan policies on climate change and renewable energy proposals. These policies will need to be reviewed, updated and added to as part of the Local Plan process.

***Consultation on the Strategic Issues and Priorities document***

- 2.12 Public consultation on the council's Strategic Issues and Priorities (SIP) concluded in April 2021. Throughout the document it was made very clear that the new Local Plan is being prepared through the lens of climate change and adaptation. Whilst climate change and adaptation crosses over a number of topics in the SIP, there were two specific topics focused on this really important issue – Carbon Neutrality and Low Carbon Infrastructure and Local Plan Viability. Prior to drafting the SIP, collaborative discussions took place between the council's Sustainability Officer, officers from the Local Plans team and WinACC). As a direct result of this early and very constructive engagement, the Carbon Neutrality topic included and sought feedback as part of the consultation on a number of detailed suggestions on how climate change and adaptation measures could be taken forward in the new Local Plan. For further details please refer to SIP [https://res.cloudinary.com/studio-republic/images/v1613144166/wdlp/YPYP\\_Consultation\\_Doc\\_V4/YPYP\\_Consultation\\_Doc\\_V4.pdf](https://res.cloudinary.com/studio-republic/images/v1613144166/wdlp/YPYP_Consultation_Doc_V4/YPYP_Consultation_Doc_V4.pdf).
- 2.13 As part of the consultation on the SIP, a specialised Carbon Neutrality event was attended by expert guest speakers and over 80 people, receiving extremely positive feedback. The analysis of all of the representations on Carbon Neutrality and Low Carbon Infrastructure and Local Plan Viability have only just been completed and is due to be reported and discussed at the Local Plan Advisory Group on the 24th November and 13th December 2021.
- 2.14 The key headlines from the consultation on the SIP were that:
- There was general support that carbon neutrality should at the heart of the new Local Plan;
  - There should be a strategic overarching policy on climate change and adaptation;
  - There was a mixture of different views whether the Local Plan policy approaches that were put forward in the consultation were ambitious enough; and

- There were different views on whether the council should introduce a Local Plan policy that aims higher than the current Building Regulations that were in force at the time.

2.15 Alongside the consultation on the SIP, there was a call for housing and employment sites. There was also a call for 'green sites' (sites for biodiversity net gain and offsetting, green Infrastructure, carbon offsetting, nitrogen offsetting, renewable energy generation and for brownfield land). This additional call for sites was new initiative that we are not aware had been done before. A total of 9 'green sites' were put forward as a result of this call for sites. Only two of these sites were for renewable energy generation (solar and hydro). The 'Green sites register' is due to be discussed at Cabinet on the 8<sup>th</sup> December 2021. Further work needs to be undertaken to assess the suitability and deliverability of the green sites.

### ***Local Plan Viability Assessment***

2.16 A key part of producing a 'sound' Local Plan is the need to prepare and submit to the Local Plan Examination a Local Plan Viability Assessment. Dixon Searle have been recently appointed by the Local Plans team to undertake a Local Plan viability assessment which needs to be able to demonstrate that the cost of delivering policies (that have a financial implication) do not cumulatively undermine the delivery of the Local Plan as a whole.

### ***Strategic overarching Local Plan policy***

2.17 There are now a number of examples from other Local Planning Authorities who have adopted Local Plan policies on climate change mitigation/adaptation and measures to support sustainable design and construction. The key message appears to be that, in order to be successful, these objectives (or a set of principles for how development needs to address and adapt to climate change) need to be:

Embedded throughout the Local Plan;

- Clearly based on an energy hierarchy approach; and
- Transparent as to how developers are expected to demonstrate the approach that they have taken towards the design and layout of any new development in order to address climate change and adaptation.

2.18 The Town and County Planning Association and the Royal Town Planning Institute have just updated a document called 'The Climate Crisis – A guide for Local Planning Authorities on planning for climate change' which includes some useful examples of strategic overarching policies that a number of Local Planning Authorities have included in their Local Plans – see 'Background documents'.

### ***Building Regulations***

- 2.19 The council's adopted Core Strategy has policy CP11 (Sustainable Low and zero carbon built development). However, since the Code for Sustainable Homes was withdrawn by the Government there has been a clear message from the Government that energy performance standards should be dealt with by the Building Regulations rather than Local Plan policies. The Building Regulations has new national technical standards which comprise new additional optional Building Regulations regarding water and access as well as a new national space standard (this is in addition to the existing mandatory Building Regulations).
- 2.20 The Government has indicated that there will be a number of proposed changes to the Building Regulations that will mean that from 2025, new homes built to the Future Homes Standard will have carbon dioxide emissions at least 75% lower than those built to current Building Regulations standards.
- 2.21 The consultation on the SIP specifically asked people whether the council should introduce a Local Plan policy that was higher than the requirements in the current Building Regulations. Unsurprising, there were a number of comments on this in terms of being able to demonstrate through the Local Plan Viability Assessment that these policies do not undermine the delivery of the allocations and the Local Plan. Further work needs to be done on this issue.

### ***Next steps***

- 2.22 The timetable for the adoption of the new Local Plan is currently the middle of 2024 <https://www.winchester.gov.uk/planning-policy/winchester-district-local-plan-2018-2038-emerging/local-development-scheme>. The adoption date of the Local Plan is important in relation to the proposed changes to the Building Regulations and the approach that the council takes towards climate change in the emerging Local Plan.
- 2.23 Over the coming months, officers will be starting work on the draft policies for the new Local Plan (Regulation 18 document) and it will be important to continue to work in a collaborative way that worked extremely well when Officers were drafting the SIP. As work on analysing the representations has only just concluded it is too early at this stage to identify what other key issues, beyond the initial ideas that were included in the SIP, that should be included in the Regulation 18 Local Plan for consultation next year but Officers are very keen to ensure that the climate change remains and is a defining issue for the new Local Plan. Officers are also very keen to explore how this information could be included in the new Local Plan in a more visual engaging and in a digital format.

### **Community energy generation**

- 2.24 'Community energy' refers to the delivery of demand reduction and energy supply projects that are either wholly owned and/or controlled by communities or through partnership with commercial or public sector partners. The

Community Energy State of the Sector Report 2021 identified 424 active community energy organisations across the UK with the majority focusing on renewable electricity generation and energy efficiency projects - see 'Background documents'. Community energy organisations are already at the forefront of energy system innovation and could play an increasingly vital role in supporting both the UK and the Winchester district to achieve its carbon neutrality targets. By placing people at the heart of the energy system, community energy also helps to increase community resilience and include communities that are often excluded from the current centralised energy system.

- 2.25 However, the current policy landscape presents a significant barrier to the growth and success of community energy. The sector has suffered in recent years as a result of the removal of the Urban Community Energy Fund in 2016, social investment tax relief in 2017, the feed-in-tariff in 2019, and the Non-Domestic Renewable Heat Incentive in 2021. Further support is required to remove current barriers to the development of community energy and provide additional funding to harness its potential.
- 2.26 In collaboration with Community Energy South, Hampshire County Council is providing support to establish new community energy groups and projects throughout the county <https://www.communityenergysouth.org/hampshire>. The package of support measures includes:
- Engaging with groups and individuals to establish the level of interest in community-led energy projects and to find out what plans, ideas and skills are already in place;
  - Developing guidance and training to provide support for new groups and projects;
  - Identifying groups for 'first-steps' business development support from Community Energy South and identifying funding opportunities to get them off the ground; and
  - Identifying a group that could benefit from in-depth support to become incorporated, produce a business plan and submit a funding bid for a medium-to-large scale project.
- 2.27 On 3 November 2021, the Department for Levelling Up, Housing and Communities announced the successful bids for the £220 million UK Community Renewal Fund (UKCRF). Hampshire County Council was successful in a bid for over £205,000 to support community engagement for household and community energy scheme development across Hampshire. The purpose of this bid is as follows:
- “Developing capacity and engagement at grassroots within communities, building on an existing programme of work, using proven methodologies, already being implemented in Hampshire to encourage actions to reduce carbon emissions and increase resilience from*

*household to community. The project has further potential for transferable learning and scale up. Covering East Hants, Rushmoor, Basingstoke, Gosport, New Forest, and Winchester.”*

- 2.28 To date there has been little interest shown in community energy in Winchester district, but it is hoped that the UKCRF funding can ignite interest.

### ***Local Electricity Bill***

- 2.29 The Local Electricity Bill is a private members bill currently at the stage of second reading in the House of Commons and aims to encourage and enable the local supply of electricity – see ‘Background documents’ for more detail. The Local Electricity Bill could, if passed, enable local energy organisations to sell their electricity directly to local businesses and homes, alleviating pressure on the grid and reducing network access costs. Retaining more of the revenue locally would also likely result in more investment in local services, more energy security, and more local skilled jobs within local areas.
- 2.30 To see the Local Electricity Bill made law, support of around 400 MPs is required. As of November 2021, the Bill has so far gained the support of a cross-party group of 278 MPs (including Steve Brine, MP for Winchester). To date, 79 local authorities have also resolved to support the campaign for the Local Electricity Bill, including New Forest District Council.
- 2.31 Winchester City Council has been approached by the organisers of the Local Electricity Bill campaign to offer support for the bill and to help attain the engagement from the Government needed for this legislative change. This would be a decision for Full Council, so officers are considering the implications of supporting the bill and will bring a further report presenting recommendations to Cabinet in January 2022, for final approval at Full Council in February 2022.

## **3 OTHER OPTIONS CONSIDERED AND REJECTED**

- 3.1 No other options have been considered and formally rejected. The current work programme is influenced by a number of factors including officer capacity, advancements in technology and risk appetite. A further factor is opportunity – on occasion there is other work or projects that the council is involved with that brings about an opportunity to create additional energy benefit.

### **BACKGROUND DOCUMENTS:-**

#### **Previous Committee Reports:-**

None.

#### **Other Background Documents:-**

WCC Carbon Neutrality Action Plan - <https://www.winchester.gov.uk/no-listing/carbon-neutrality-action-plan>

Greenhouse gas emissions in Winchester District: Part X - Estimates and trends (2005-2018); WinACC; 2020 - <https://www.winacc.org.uk/wp-content/uploads/2020/09/greenhouse-gas-emissions-in-winchester-district-2020-final-v2-1.pdf>

Your Place Your Plan: Winchester district Local Plan strategic issues and priorities consultation; WCC 2021 - [https://res.cloudinary.com/studio-republic/images/v1613144166/wdlp/YPYP\\_Consultation\\_Doc\\_V4/YPYP\\_Consultation\\_Doc\\_V4.pdf](https://res.cloudinary.com/studio-republic/images/v1613144166/wdlp/YPYP_Consultation_Doc_V4/YPYP_Consultation_Doc_V4.pdf)

The Climate Crisis – A Guide for Local Authorities on Planning for Climate Change; TCPA, October 2021 - [https://www.rtpi.org.uk/media/9379/tcpa-rtpi-climate-guide\\_oct-2021\\_final.pdf](https://www.rtpi.org.uk/media/9379/tcpa-rtpi-climate-guide_oct-2021_final.pdf)

Community Energy State of the Sector 2021 Report - <https://www.communityenergyengland.org/pages/state-of-the-sector>

The Local Electricity Bill - <https://powerforpeople.org.uk/read-the-local-electricity-bill>

## APPENDICES:

- Appendix 1: Ofgem Renewable Energy Guarantees of Origin (REGO) scheme certificate (attached separately)
- Appendix 2: Recent large-scale solar planning applications in the Winchester district
- Appendix 3: Existing Local Plan policies on climate change and renewable energy proposals.

## Appendix 2

### Recent large-scale solar planning applications in the Winchester district

Case	Address	Proposal	Notes
13/01805/FUL	Proposed PhotoVoltaic Park Whitehill Lane Alresford Hampshire	Solar farm with an installed maximum capacity of approximately 12 MW on land near the village of Bishop's Sutton, Hampshire (THIS APPLICATION MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)	Built
13/02304/FUL	Proposed Solar Park Southwick Estate Belney Lane Southwick Hampshire	Construction of an 82 hectare Solar park, to include the installation of solar panels to generate electricity with associated plant buildings, perimeter fencing, cameras, landscape and other associated works (THIS APPLICATION MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)	Built
15/00082/FUL	Forest Farm Winchester Road Waltham Chase Southampton Hampshire SO32 2LL	The installation of ground mounted photovoltaic solar panels, central inverter housings and perimeter fencing to create a 3 MWp solar park	Built
15/00786/FUL	Proposed Solar Farm Site Winchester Road Bishops Waltham Hampshire	Development of ground mounted solar photovoltaic panels and associated equipment including inverter / transformer buildings, DNO / substation building, control / storage building, customer switchgear buildings, security fencing, camera equipment, access tracks and associated landscaping (THIS APPLICATION MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)	Built
20/02311/FUL	Land To The East Of The A272 And West Of	Construction of a solar farm and battery storage facility together with all associated works, equipment	Approved May 2021 – works to begin shortly

Case	Address	Proposal	Notes
	The A34 Christmas Hill Worthy Down	and necessary infrastructure	
20/02832/FUL	Land Adjacent Godsfield Copse Godsfield Lane Old Alresford Hampshire	Full planning permission for the construction of a temporary 11.77MW Solar Farm with transformers, a substation, security fence and gate (incorporating infra-red beam system) and other associated infrastructure including vehicular access and proposed landscaping scheme (MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)	Currently under consideration and awaiting amended documents
21/01391/FUL	Land At Locks Farm Botley Road Bishops Waltham	Solar farm and associated development (MAY AFFECT THE SETTING OF A PUBLIC RIGHT OF WAY)	Currently under consideration, awaiting amended documents.
20/02494/SCREEN	Waller's Ash Farm Alresford Drove South Wonston Hampshire	EIA Screening Opinion in relation to the proposed development of solar farm and associated development	Screening opinion provided, no application submitted yet
21/02206/SCOPE	Land South Of Lovedean Electricity Sub Station Broadway Lane Lovedean Waterlooville	EIA Scoping Opinion Request related to the proposed 'solar farm and battery storage facility with associated infrastructure' at Denmead Farm.	Scoping opinion currently under review, applicant holding consultation with local community (mostly in Lovedean, East Hants)



**Appendix 3****Winchester District Local Plan Part 1 - Core Strategy (Adopted March 2013)****Policy CP11 - Sustainable Low and Zero Carbon Built Development**

Developments should achieve the lowest level of carbon emissions and water consumption which is practical and viable. Specifically, the Local Planning Authority will expect:

- New residential developments to achieve Level 5 for the Energy aspect of the Code for Sustainable Homes (CSH) and Level 4 for the water aspect of the CSH from adoption of this Plan. If this is shown not to be feasible or viable the Council will accept an on-site carbon reduction of not less than the relevant Carbon Compliance levels stipulated by the Zero Carbon Homes policy, with the remaining reduction of regulated emissions<sup>46</sup> to be provided by means of Allowable Solutions;
- Non-residential development that requires an Energy Performance Certificate to meet 'BREEAM Excellent' standard from adoption of this Plan and 'BREEAM Outstanding' standards from 2016.

In meeting these requirements developments should follow the hierarchy below, except where it can be demonstrated that it would be more practical and achieve greater carbon reductions, to utilise measures further down the hierarchy:

- Be designed to maximise energy efficiency and design out the need for energy use by means of the scheme layout and the orientation and design of individual buildings, making full use of passive heating and cooling systems as far as is practical;
- Connect to existing combined heat and power (CHP) and District Heating/Cooling networks, or contribute to their future development;
- Use renewable energy technologies to produce required energy on-site;
- Make use of Allowable Solutions to deal with any remaining CO<sub>2</sub> emissions up to the relevant Code for Sustainable Homes/Zero Carbon Homes level.

**CP12 – Renewable and Decentralised Energy**

The Local Planning Authority is supportive of the generation of renewable and decentralised energy in the District. It will support the creation of CHP/district heating/cooling systems and the development of larger-scale renewable energy developments, especially where there is a strong degree of community benefit

and/or community ownership. When assessing proposals for large-scale renewable energy and decentralised energy schemes, account will be taken of:

- Impact on areas designated for their local, national or international importance, such as Gaps and the South Downs National Park, conservation areas and heritage assets, including their setting;
- Contribution to national, regional & sub-regional renewable energy targets and CO2 savings;
- Potential to integrate with new or existing development, whilst avoiding harm to existing development and communities;
- Benefits to host communities and opportunities for environmental enhancement;
- Proximity to biomass plants, fuel sources and transport links;
- Connection to the electricity network;
- Effect on the landscape and surrounding location.

# Energy Label Business Renewable: REGO Backed

100% Renewable Electricity

Winchester City Council

**Supply Period:** 01 October 2020 - 31 March 2022

	Electricity Source	CO <sub>2</sub> /kWh emissions	Consumption
<b>A</b>	Renewable	0g	<b>A</b>
<b>B</b>	Low Carbon/CCS	<200g	
<b>C</b>	Gas CHP	<300g	
<b>D</b>	CCGT Gas	<400g	
<b>E</b>	UK Average/Gas	<600g	
<b>F</b>	Coal/Oil	<800g	
<b>G</b>	Coal	>800g	

Winchester City Council

has chosen to use the npower Business Renewable product for its supply of electricity. This meets the quality criteria of the GHG Protocol (2015) for reporting zero carbon emissions and has been independently assured by Carbon Clear.



**Business  
Solutions**

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REPORT TITLE: MANAGEMENT OF OPEN SPACE – SCOPING REPORT

19 JANUARY 2022 (RESCHEDULED FROM 7 DECEMBER 2021)

REPORT OF PORTFOLIO HOLDER: Councillor Hannah Williams, Cabinet Member for Climate Emergency

Contact Officer: Steve Lincoln Tel No: 01962 848110 Email [slincoln@winchester.gov.uk](mailto:slincoln@winchester.gov.uk)

WARD(S): ALL

PURPOSE

The work programme for the committee includes an item to consider the management of open space. This is a broad subject, so this paper considers some specific subjects for inclusion in a revised work programme for the coming year.

RECOMMENDATIONS:

1. That the Policy Committee agrees the inclusion of the following future reports related to the management of open space:
  - a. March 2022 – Tree strategy
  - b. September 2022 - Management of open spaces of ecological importance

## 1 RESOURCE IMPLICATIONS

- 1.1 None directly resulting from this report.
- 1.2 Tree ownership (and therefore budgets/financing) is complex as different sites and trees fall under town, district & HRA. The report which comes forward in March 2022 will reflect existing budgets and workload as well as possible future financial implications.

## 2 SUPPORTING INFORMATION:

- 2.1 The work programme for the committee was agreed at the beginning of the administrative year and includes an item to consider the management of open space. This is a broad subject and a huge amount of work is undertaken; planned and responsive, routine and developmental; statutory and discretionary.
- 2.2 There are some specific issues within the broader subject of open space management which are in need of review, or for which new policy is emerging. These are areas in which the views of the committee can help shape future approaches and reflect on effective use of resources.

### March 2022

- 2.3 It is proposed that the report to the March 2022 meeting focusses on the emerging Tree Strategy. Winchester City Council has both a legislative and managerial role in the protection and enhancement of the district's tree stock and is committed to managing its own tree stock in a sustainable and appropriate manner.
- 2.4 Whilst the council has many procedures and processes for managing and responding to tree issues, there is a need for a single document which clearly sets out the council's position and policies. This tree strategy will be the main point of reference for any works in relation to trees which come under the remit of the city council, including trees owned and managed by the council and those in private ownership where the council has a role in their safeguarding or management. The document will achieve this by identifying appropriate works and policies which balance the need for the management of risk associated with trees with the many benefits they provide.

### September 2022

- 2.5 The council's approach to the management of open spaces of ecological importance that it owns has been changing over the last few years. Ecology and biodiversity carries greater prominence, which has led to additional sites coming forward to be maintained under our direct ownership and others being managed in partnership.

- 2.6 It is proposed that later in 2022 officers provide a brief overview of the current sites owned and managed by the council and whether they are achieving biodiversity enhancements. This will allow members to examine whether the current arrangements are effective and to provide comment on efforts to achieve biodiversity enhancements on our own land holdings. This work will support the Biodiversity Action Plan and will be included in the action plan for delivery in year 2.

3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 The committee work programme included an item to update on delivery of the biodiversity action plan. The plan was published early in 2021 and work is well underway to deliver on the actions set out within. This will be the subject of an all member briefing early in 2022.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

None.

Other Background Documents:-

None.

APPENDICES:

None.

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HEP020  
HEALTH AND ENVIRONMENT POLICY COMMITTEE

REPORT TITLE: FUTURE OF WASTE AND RECYCLING

19 JANUARY 2022 (RESCHEDULED FROM 7 DECEMBER 2021)

REPORT OF PORTFOLIO HOLDER: Councillor Martin Tod – Cabinet Member for Economic Recovery

Contact Officer: Campbell Williams Tel No: 07591 814617 Email [cawilliams@winchester.gov.uk](mailto:cawilliams@winchester.gov.uk)

WARD(S): ALL

PURPOSE

The purpose of this report is to provide an update on the direction of travel that the city council is now making on how the waste management system in Hampshire will respond to, and meet, the forthcoming Environment Bill in order to drive significant improvements in performance.

Following discussion at HEP, verbal feedback will be provided to support the cabinet decision scheduled for the 25<sup>th</sup> January 2022.

RECOMMENDATIONS:

That the HEP review the information contained within this report and the presentation that will go with it, and identify the key issues to be addressed in Winchester during the development of the City Councils response.

## 1 RESOURCE IMPLICATIONS

- 1.1 There are likely to be significant financial implications for the city council, but as yet the details of these are not known. Indications from central government are that there is likely to be significant funding to support the improvement of recycling and waste management across England but that the exact distribution and make up of this funding is not yet known.

## 2 SUPPORTING INFORMATION:

All 14 of the waste authorities of Hampshire (Disposal and Collection) are partners, along with Veolia, in Project Integra, the partnership established in the mid-1990s to deliver an integrated waste management service.

Overall performance, particularly in terms of recycling, has stagnated in the last few years. This, combined with the release of the Government's Resources and Waste Strategy and the scale of change it is expected to have on all local authorities means that a review of the partnership strategy is now necessary.

The Resources and Waste Strategy will be implemented via the forthcoming Environment Bill which is expected to become law in late 2021 with the first implementation dates in late 2023/24.

A clear strategy that covers the development and delivery of changes over this period and into the future is key to ensuring that the benefits are maximised for Hampshire, Portsmouth and Southampton, and all the local authorities within that area.

### 2.1 Project Integra Strategy

The new Project Integra strategy (the joint municipal waste management strategy (JMWMS)) will cover the period 2021 – 2035 and the overarching vision is set out below:

*"The Project Integra partners will work together to deliver high performing, forward looking recycling and waste management services which provide value for money for Hampshire taxpayers meeting local needs and recognising the climate emergency and need for a reduction in carbon emissions."*

This vision has been developed collaboratively by all Project Integra partners and reflects the need to work closely and collaboratively in order to deliver significant improvements in performance and ensure value for money.

The strategy sets out the current performance of the partnership clearly showing that recycling rates have plateaued over the last few years. Although

Winchester is performing well compared to other authorities in Hampshire, Hampshire has slipped down the national league tables as other authorities have developed new infrastructure and services to improve their performance.

## 2.2 National changes in the Environment Bill

There are three key new waste and recycling policies that will be introduced by the Environment Bill that will have a significant impact on how we operate and how the Hampshire strategy develops;

- Consistency of Household and Business Recycling Collections in England
- Extended Producer Responsibility (EPR) for packaging
- Introducing a Deposit Return Scheme (DRS)

The combined impact of these policies represents the most significant change for the waste management sector, and particularly Local Authorities, for more than a decade, requiring new collection and disposal services and the associated infrastructure.

## 2.3 Key objectives in the JMWMS

Engagement with key stakeholders across PI's partnering authorities was undertaken to identify and agree the JMWMS aims and objectives in light of these developing national policies. A series of engagement workshops were undertaken to firstly identify, and secondly assess, options available to the partnership, resulting in a shortlist of subjects to be incorporated into the JMWMS.

### Partnership Working

- Whole system thinking at PI level
- Development of and commitment towards the revised JMWMS Implementation Plan
- Setting agreed performance indicators and targets
- Revision to PI funding arrangements
- Identification of external funding opportunities

### Recyclable Material Management

- Introduction of two stream collections
- Reduced contamination
- Retained and maximised income share for materials

### Waste Reduction

- Development and delivery of waste prevention initiatives
- Increased reuse from bulky waste
- Continued promotion of home composting

### Best Practice

- Zero waste to landfill
- Evaluation and introduction of alternative fuels for vehicles

- Identification and evaluation of alternative technologies

#### Service Delivery

- Consistent, best practice approach to service provision
- Improved and consistent communications campaigns
- Consistent approach to staff training
- Increased cross boundary working

## 2.6 Action Plan

This JMWMS sets out the strategic direction for the Partnership and will be supported by a new operational partnership agreement and detailed action plan to take PI forward including meeting the requirements of the Environment Bill. The partnership will collaboratively develop a detailed implementation plan based on the key objectives covered within the Strategy and PI partners will engage and agree on the approach to be taken going forward.

The implementation plan once agreed will be managed by the PI Executive to setup any task and finish groups required for delivery of the plan, and to keep track of progress.

The table below sets out the key strategic actions that all PI Partners are signed up to by approval of this JMWMS, however it is not reflective of the final Action Plan.

<b>Strategic Objective</b>	<b>Strategic Actions</b>
Partnership Working	Approval of the Joint Municipal Waste Management Strategy Adopting a whole systems approach to waste services in Hampshire
Recyclables Material Management	Commitment to move to a twin stream system for dry recyclables. Commitment to reducing contamination of all waste streams through joint working.
Waste Reduction	Support the aim of reducing waste in Hampshire. Commitment to work together to increase the reuse of bulky waste.
Best Practice	Commitment to reviewing and sharing best practice to improve both performance and service delivery.
Service Delivery	Commitment to consistent communications to support service delivery across the partnership.

## 2.7 Approval of JMWMS

In order to be adopted the JMWMS requires approval by each of the individual Project Integra partner authorities and due to the timetable for formal decisions there is the potential for minor changes to the JMWMS wording. The final draft is being reviewed by Cabinet on the 25<sup>th</sup> January 2022, with a recommendation that it is approved.

The JMWMS also identifies the ongoing financial pressures that Local Authorities are experiencing and the need to ensure not only value for money but also that performance enhancements, particularly in terms of waste prevention and reduction are delivered, that reduce the cost of waste services overall.

## 2.8 Specific implications for Winchester

Compared to other authorities in the Project Integra Partnership, Winchester is relatively high performing.

The performance of Winchester is based on the following waste collection system.

- An alternate weekly collection of waste and recycling,
- a 4 weekly collection of glass, introduced in October 2019,
- a paid for garden waste service, introduced in February 21,
- a weekly collection of batteries and Waste Electrical Equipment introduced February 21,
- and small recycling centres, which include glass, textiles, and some carton banks.

Due to the nature of Winchester there are around 10,000 properties which are in flats or apartment types, plus around 1,200 properties which are difficult to access. These all have access to the full range of recycling and waste services, except where bin store size of accessibility issues restrict this.

The proposed collection system to operate across Hampshire would mean that the following changes to collection in Winchester would occur.

- The introduction of a weekly food waste collection to all properties in Winchester via a small food waste bin to be collected from kerbside, or larger bins in communal properties.
- Stopping the 4 weekly collection of glass, and adding glass to the fortnightly collection of recycling.
- Introduction of a container specifically for paper and card to be collected on a fortnightly basis
- Retention of a fortnightly residual waste collection, the charged for garden waste service, and the WEEE and battery collections

- The introduction of a wider range of recycling (pots tubs cartons and trays) into the recycling bin, along with the glass, previously collected separately.

Latest guidance from government is that the food waste systems that need to be introduced will be fully funded by government through their 'new burdens' approach, and under the Extended Producer Responsibility regulations there would be additional funding to local authorities from producers of packaging to cover the costs of delivering the collection and processing of packaging materials.

## 2.9 Impact on businesses

An interesting and potentially overlooked part of these government policies is the impact on businesses. The consistency part of the new policies identifies that the consistent in recycling is intended to apply equally in commercial premises, and the proposed deposit return scheme would have significant impact on those businesses selling and thereby potentially needing to take back containers which have been sold, and then store them.

Additionally any producers of packaging in Winchester would need to be made aware of, and then apply the requirement of the extended producer responsibility requirements, to cover the cost of dealing with any packaging waste which is produced.

Between these policies there are some serious implications for business to be aware of over the next 5 years as these policies become enshrined in legislation, and there will be a role for the city council in making business operating within the city council area aware of the need to respond and helping them to respond appropriately, once final details of the policies are known.

## 2.10 Financial Implications

The Project Integra partnership is discussing a new partnership agreement, alongside the development of the JMWMS, which will clearly identify how money flows between the partners, and this is intended to be on the basis that there are incentives for good performing authorities.

This is also dependent upon the nature of the incentives and finances which are delivered as part of the Environment Bill, where some significant financial changes, such as EPR and DRS are introduced.

However until this partnership agreement is finalised, and the national financial picture is clearer, no partners are committed to anything in the JMWMS, beyond the principles which are set out within.

## 2.11 Timescale

The County Council has now started the process of seeking formal planning permission to develop a site in central Eastleigh to act as the single material recycling facility to respond to the collections of waste in these types from across Hampshire.

The government is also progressing the Environment Bill through parliament, and any changes to the collection system in Winchester will be dependent on the infrastructure being available from the County Council and the finances being made available from the government.

These two factors will lead the development of the timetable for all authorities across Hampshire, including Winchester, and there may be some local authorities which choose, or need to move sooner or later depend upon their local circumstances. Once these two main drivers have clearer timescales, Winchester will need to work to develop its own timetable for change, and identify the decisions required.

## 2.12 Conclusion

The Joint Municipal Waste Management Strategy provides the high level structure for the Project Integra partnership to deliver the requirements of the Environment Bill and achieve a significant step forward in performance on all levels.

The Strategy seeks to maximise the benefit of a partnership approach in delivering high quality services to residents and achieving value for money in terms of the whole waste system of Hampshire, Portsmouth and Southampton.

By approving this strategy, Winchester City Council is demonstrating both its ambition to improve performance and commitment towards improving the service for residents, with a consistent Hampshire framework.

However there needs to be further work on the partnership agreement its associated financial agreement before any final decision can be made on changes to waste management across Winchester.

Once there are further details known, a significant piece of project work will be required over a number of years to respond to these changes, and to introduce them across Winchester so that our performance improves significantly, and residents and local businesses are aware of the changes and able to respond accordingly.

## 3 OTHER OPTIONS CONSIDERED AND REJECTED

- 3.1 An alternative is to not sign up to the direction of travel set out in the new joint waste management strategy, however this is likely to have severe reputational and performance issues if we do not sign up. In addition the direction of travel signified by the new strategy reflects the direction of travel of the national

policies being developed which have significant funding indicated to be attached to them, so this option is not preferred.

BACKGROUND DOCUMENTS:-

Previous Committee Reports:-

None

Other Background Documents:-

None

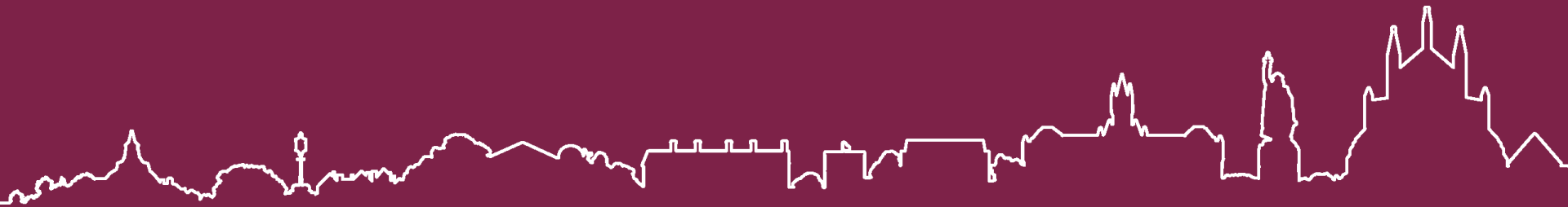
APPENDICES








# Health and Environment Policy Committee

## Changes to waste and recycling in Winchester

Campbell Williams  
Lead – Environmental Services  
Winchester City Council




-  Current position
-  National changes
-  Hampshire changes
-  Impact on Winchester
-  Next steps



## Current Position

 All local authorities run different waste and recycling systems.

 Authorities in Hampshire have consistent disposal systems and collect more or less the same things

Winchester has...

 Alternate weekly collection of waste and recycling

 Recycling paper, card, plastic bottles, tins and cans

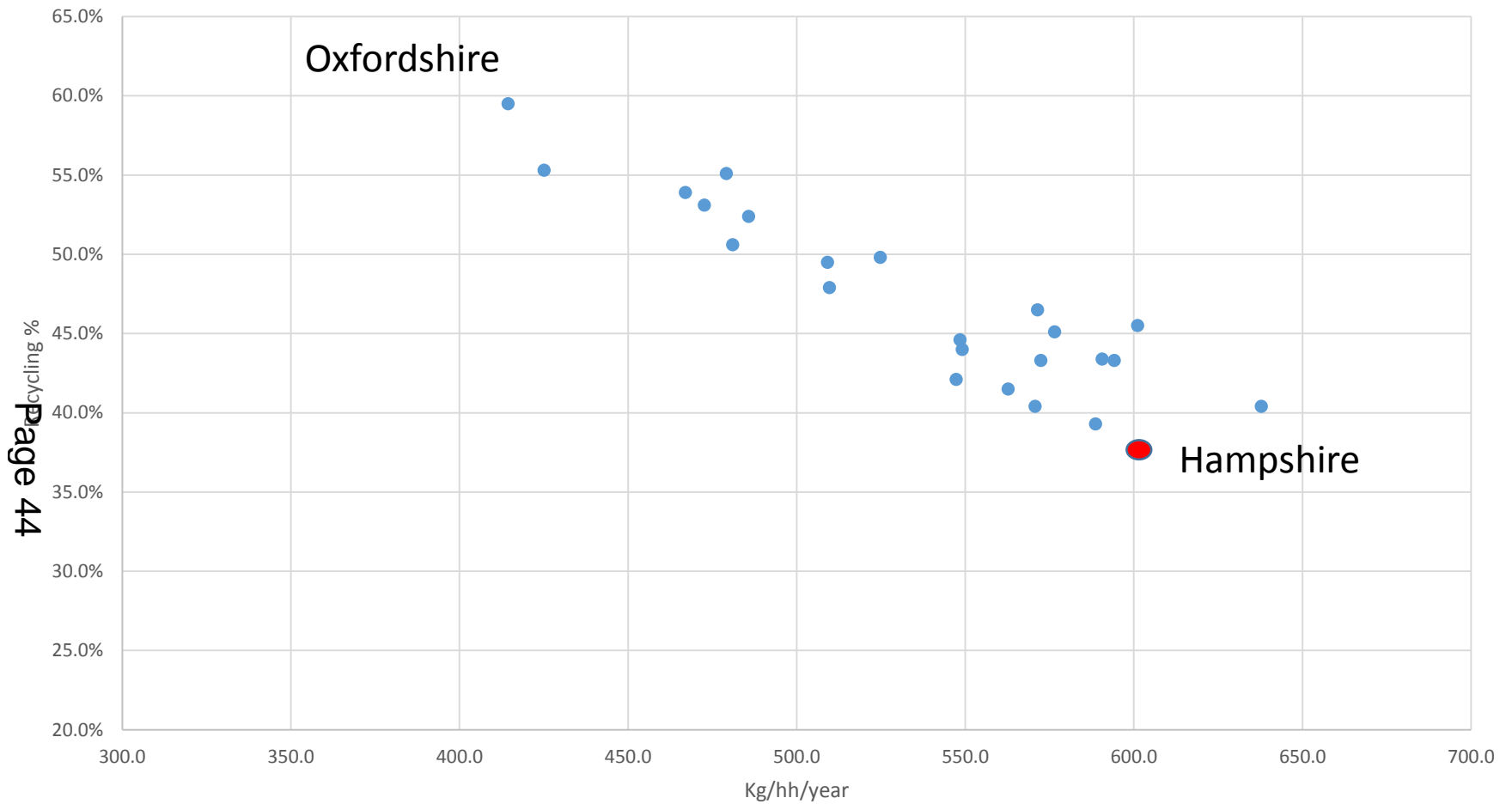
 4 weekly glass collection

 WEEE and batteries, plus some bring banks.

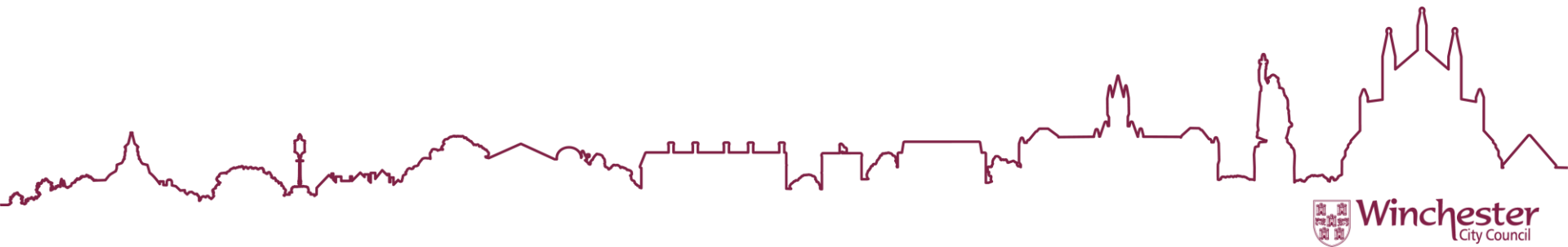
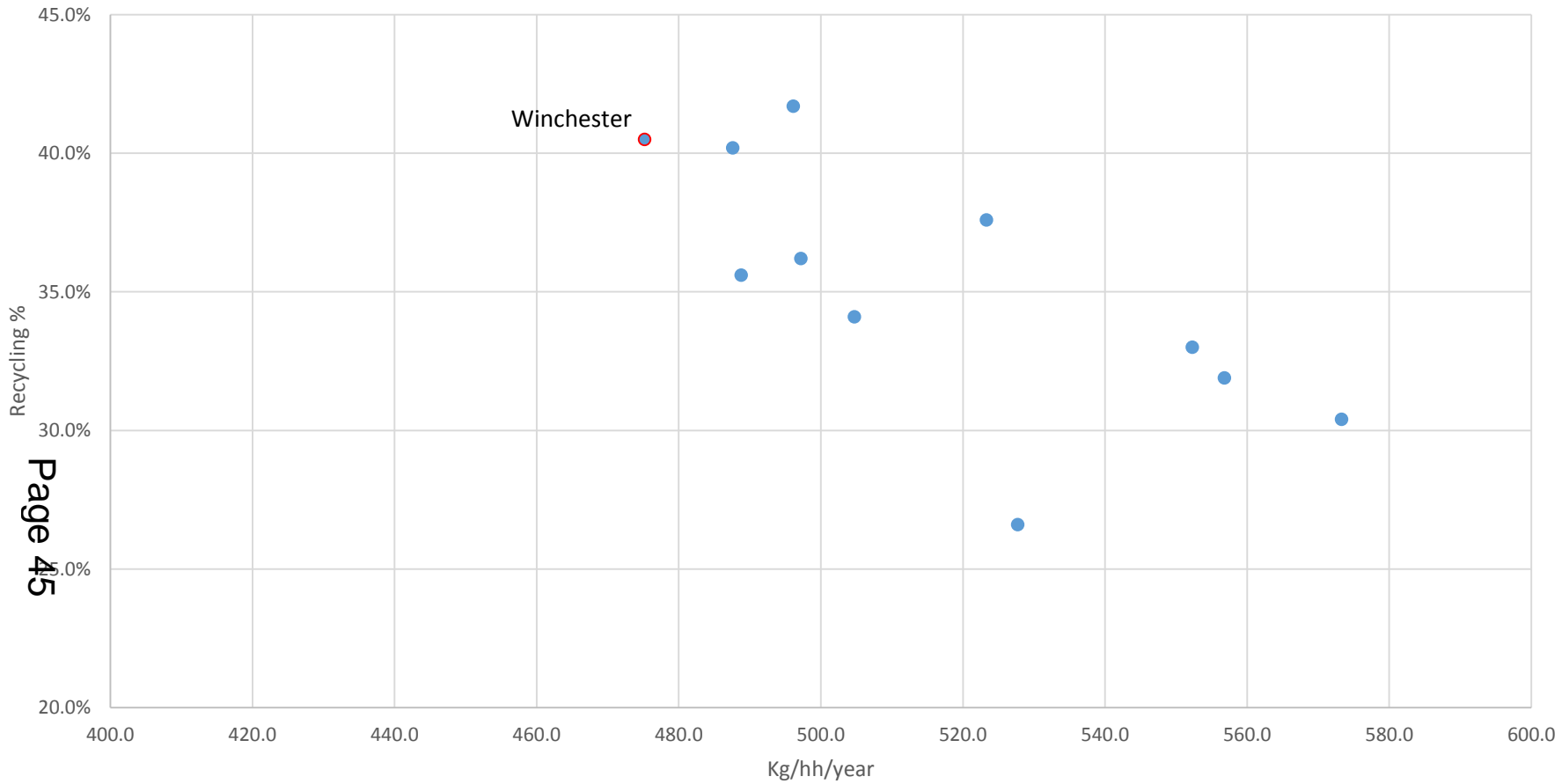
..... However.....



## Waste Disposal Authority performance



Hampshire Local Authority performance 2020/21



This variation exists nationally.. So major changes are coming through the Environment Bill.

 Consistency of Household and Business Recycling Collections in England

 Extended Producer Responsibility (EPR) for packaging






 Introducing a Deposit Return Scheme (DRS)

2<sup>nd</sup> Consultations concluded summer 2021.  
now awaiting results.....



# Consistency of Household and Business Recycling Collections

## Likely direction of travel

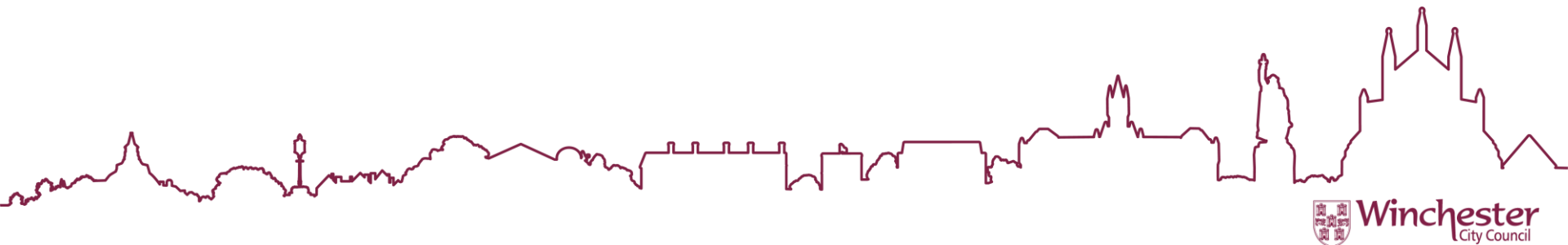
-  Frequency - Alternate weekly collections minimum,
-  Materials – Mandatory food, pots tubs and trays
-  Separation - multi stream, twin stream or co mingled, but with evidence of why multi stream not possible. Glass and fibre separate.
-  Labelling – consistent and clear
-  Same for businesses!

# Extended Producer Responsibility for packaging

## Likely direction of travel

packaging producers will be made responsible for the full cost of managing the packaging they place on the market. Government estimates that their costs will be in the region of £2.7bn in the first full year of implementation

will incentivise producers to question whether the packaging they use is necessary, could be reduced or not used at all.

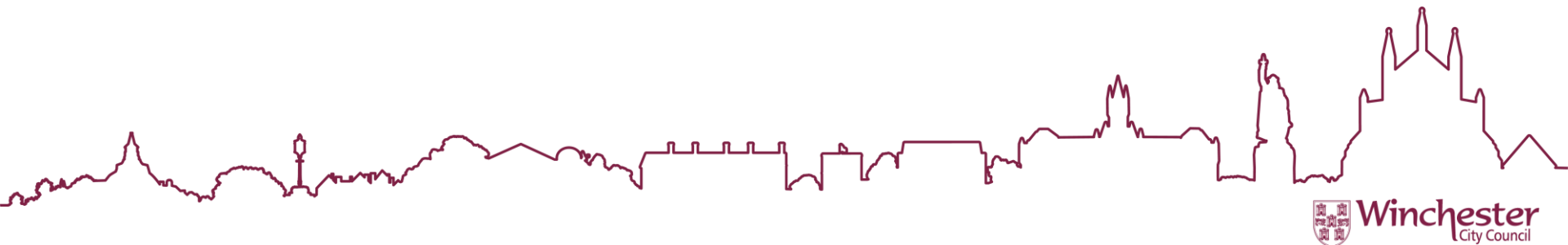








# Introducing a Deposit Return Scheme

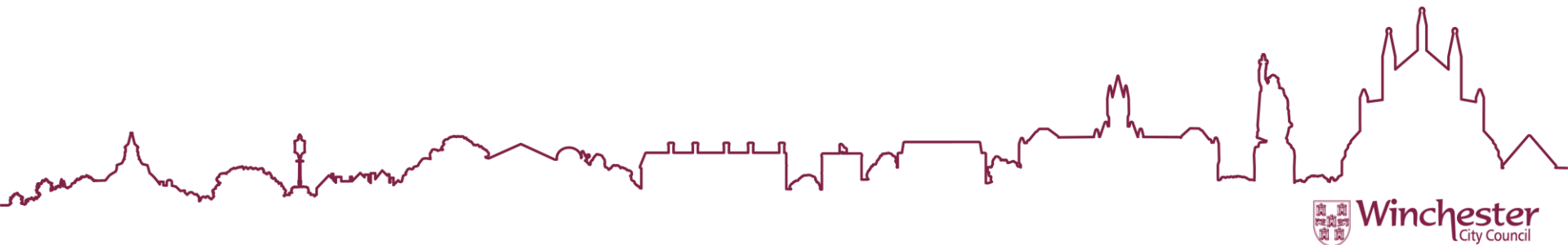
## Likely direction of travel

- the scheme includes PET plastic bottles, glass bottles, and steel and aluminium cans
- all-in scheme (including drinks containers up to 3L in size) or an on-the-go (drinks containers under 750ml in size and excluding multipacks)
- Deposit Management Organisation has the ability to set a fixed or variable rate deposit, but circa 20p









# Hampshire Changes

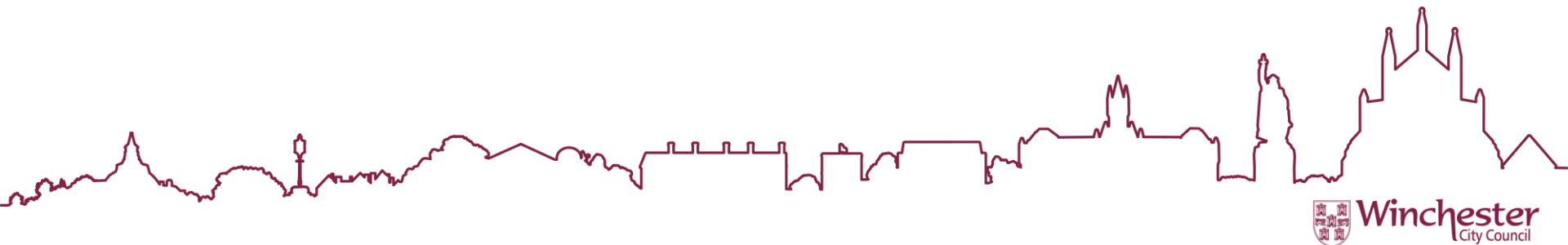
-  Hampshire, Southampton and Portsmouth are waste disposal authorities and jointly manage the waste disposal infrastructure in Hampshire.
-  Project Integra is the partnership of the disposal and collection authorities across Hampshire
-  All collection authorities collect what can go into the disposal infrastructure, but in different ways.
-  To respond to national picture the disposal authorities are developing infrastructure that can respond to national direction of travel





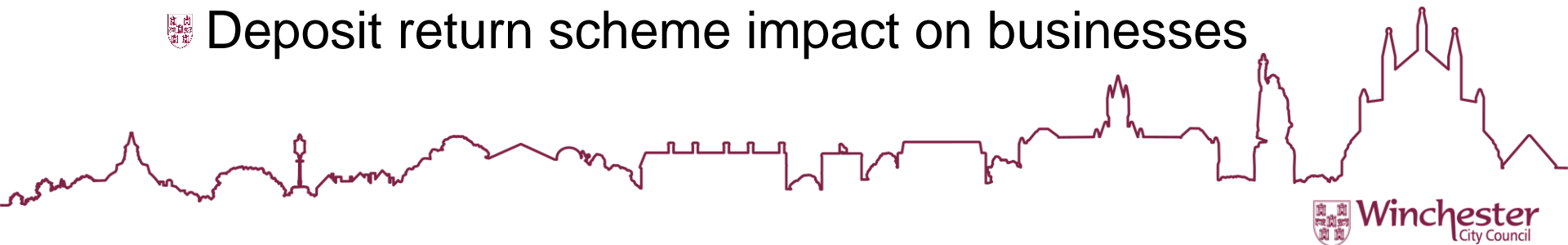
## Hampshire Changes (2)

-  HCC beginning planning process for a new single recycling facility in central Eastleigh
-  To take glass pots tubs trays cans plastic bottles
-  Paper and card separately collected and handled.
-  Changes to the partnership arrangement across all Hampshire authorities
-  Changes to financial incentives amongst partners
-  Aimed at increasing recycling and reduce residual waste







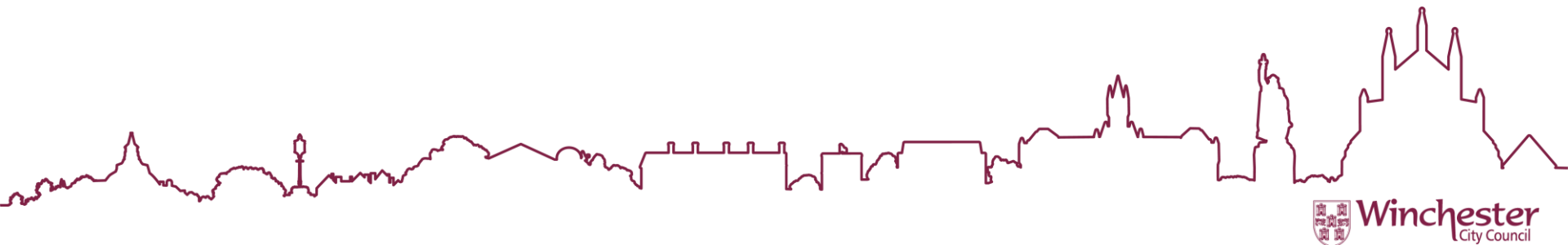
# Impact on Winchester

- Introduction of weekly food waste collection
- Introduction of pot tub tray and carton collection from kerbside
- Cessation of glass box recycling
- Glass placed in fortnightly recycling bin
- Paper and card removed to new container from recycling bin
- No change to green waste, residual service, battery or WEEE collections
- Consistent communications nationally and regionally
- Deposit return scheme impact on businesses

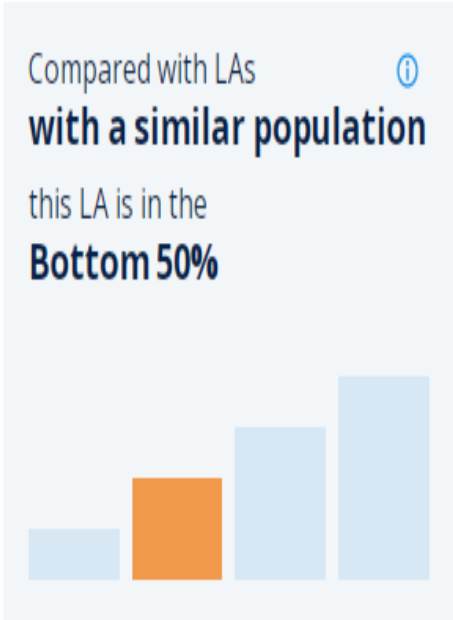
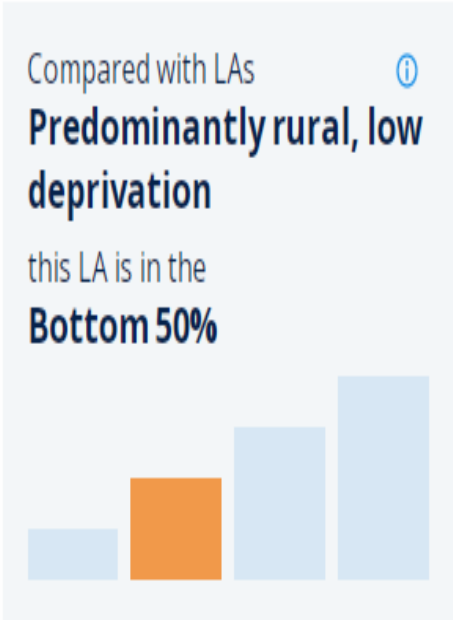
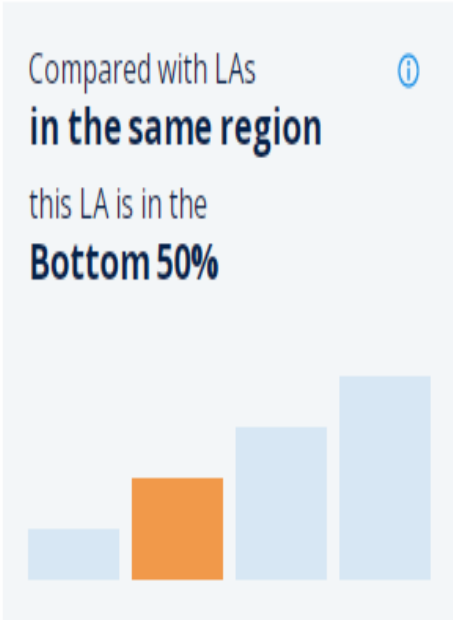
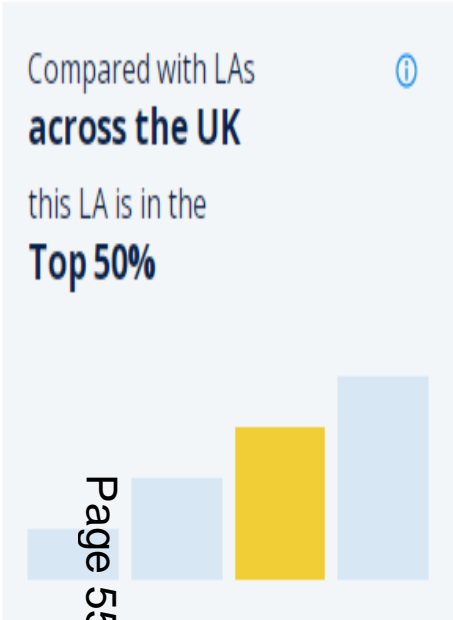


## Impact on Winchester (2)

-  New burden funding from government for food waste
-  Direct funding from Enhanced Producer responsibility
-  New financial incentives from relationship with county council and Project Integra.
-  Potentially significant income.... But potentially significant cost



# Ranked Performance (Winchester)



## Recycling Breakdown

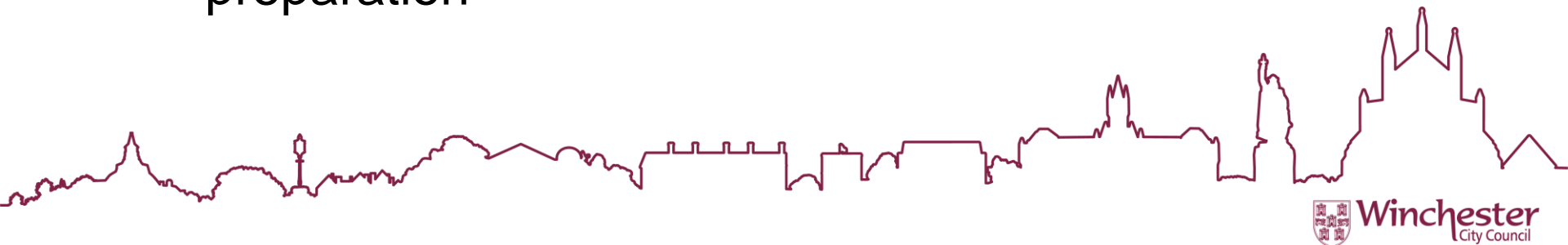
Avg. yields	% difference
-------------	--------------

This LAs average yield per household

6 Core Materials	Paper	Cardboard	Cans	Plastic Bottles
138.9kg	86.5kg	32kg	8.3kg	12.2kg

## Next steps

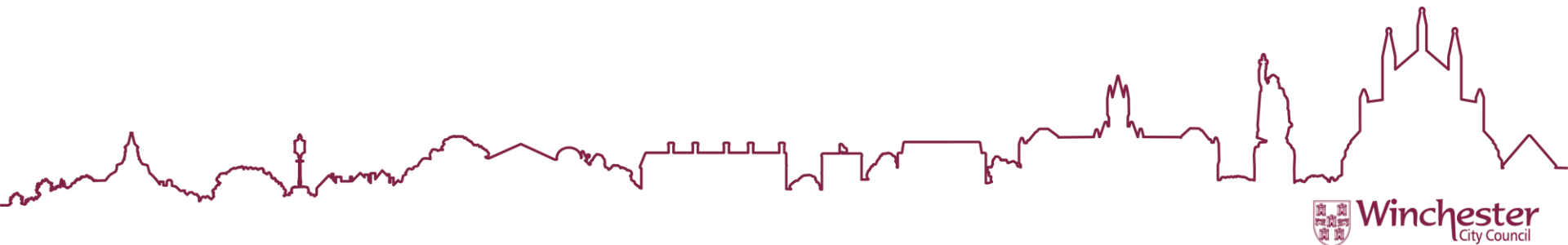
- Part of the Environment Bill going through government
- Government response to consultations not yet announced
- Spring?
- Indications are that funding and systems will start 2023/24
- Awareness that not everyone can move at the same time
- Very significant changes... very significant preparation





## Next steps (2)

- All Hampshire authorities making decisions about direction of travel to support Hampshire investment
- Winchester Cabinet meeting 25th January 2022
- All other authorities deciding between October and January
- Developing the Hampshire financial model
- Understanding impact of new burden and EPR funding
- Understanding outcome of 2<sup>nd</sup> stage consultation
- Business awareness of how changes affect them



# Project planning

 Will need resources

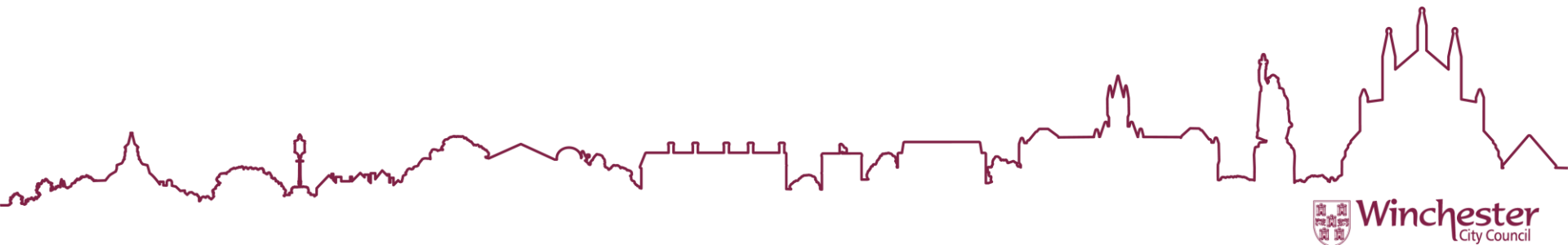
 Timescale

 Decisions

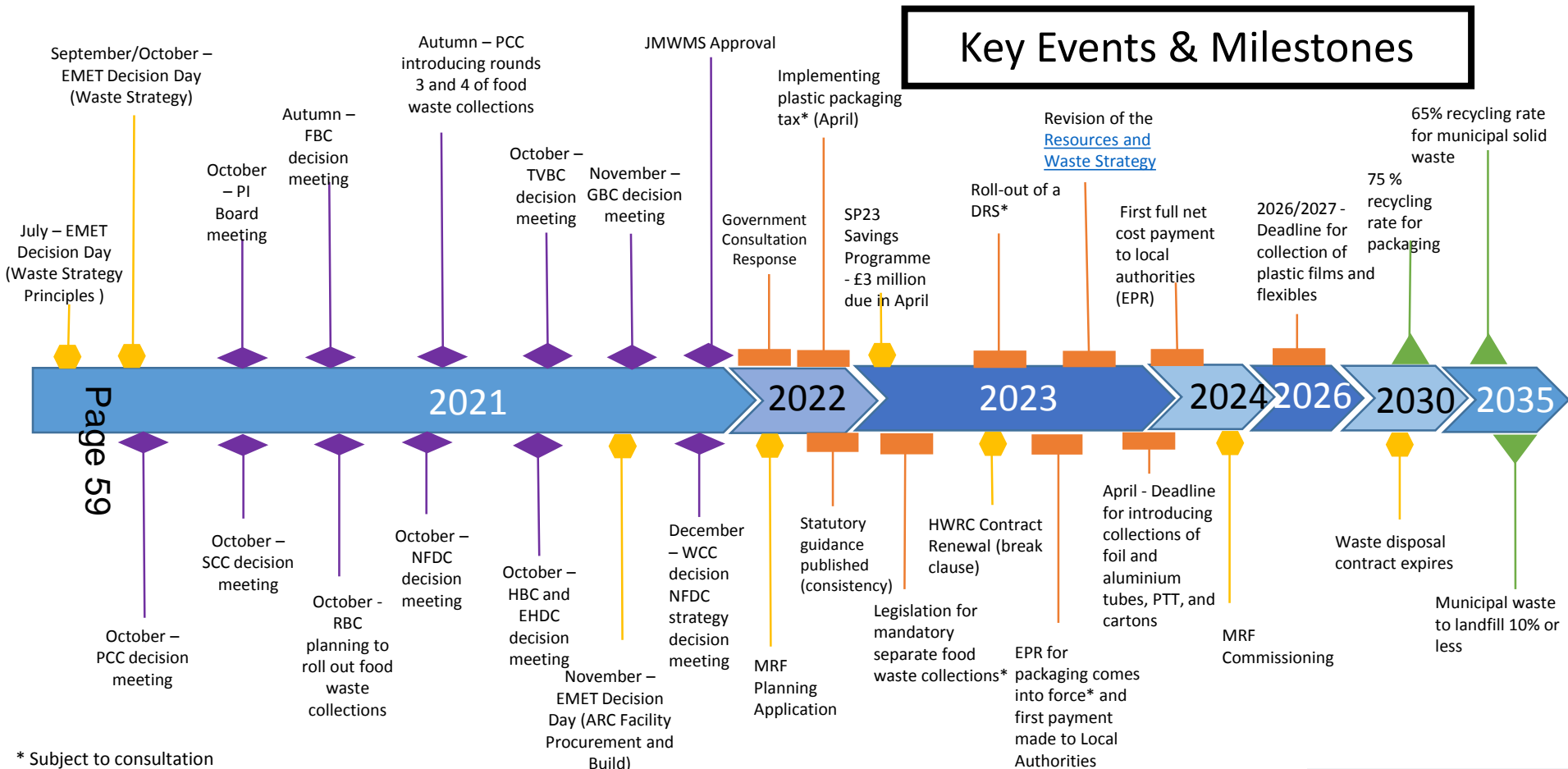
 Communications

 All indicatively funded

 Likely to begin in earnest in 2022.

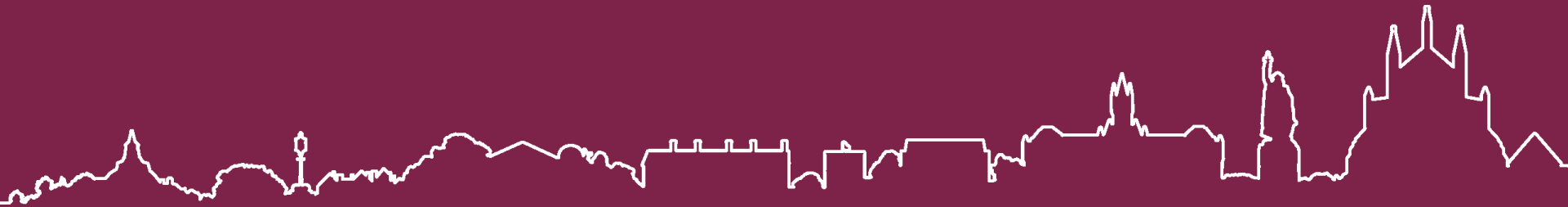


# Key Events & Milestones



\* Subject to consultation

# Questions



HEP019  
HEALTH AND ENVIRONMENT POLICY COMMITTEE

REPORT TITLE: AIR QUALITY BRIEFING UPDATE

19 JANUARY 2022 (RESCHEDULED FROM 7 DECEMBER 2021)

REPORT OF PORTFOLIO HOLDER: Councillor Hannah Williams, Cabinet Member for Climate Emergency

Contact Officer: David Ingram Tel No: 01962 848479 Email [dingram@winchester.gov.uk](mailto:dingram@winchester.gov.uk)

WARD(S): ALL

PURPOSE

The purpose of this report is to brief the Committee members on the state of the air quality within the Air Quality Management Area and the wider district, the 'recent' impacts of the Covid pandemic on air quality and to provide some insight as to the potential future approach for Air Quality Management by the Council.

RECOMMENDATIONS:

1. That the Policy Committee note the current position regarding air quality in the air quality management area and wider district and provide any comments on the report including the possible future approach to air quality management by the council.

## 1 RESOURCE IMPLICATIONS

- 1.1 The delivery of the Council's air quality management responsibilities are delivered from existing officer resources and from within existing budgets. Should the council subsequently commit to more stringent local air quality targets (particulate matter and/or nitrogen dioxide – NO<sub>2</sub>) or if national standards become more stringent, a separate resource assessment will be completed, which will be reflected in the subsequent Cabinet paper where the council's approach to air quality management will be formally agreed.

## 2 SUPPORTING INFORMATION:

### **Background**

- 2.1 In delivering on its legal duties as set down by the Environment Act 1995, Winchester City Council declared an Air Quality Management Area (AQMA) in 2003 and adopted its first Air Quality Action Plan in 2006. This has subsequently been updated by a new AQAP in 2017, which remains the current plan and which will be subject to review in 2022.
- 2.2 The AQMA covers all of the City Centre and the 8 primary routes entering and leaving the City. A single AQMA was declared to cover the primary area of concern within the City, noting that not all areas inside it fail the statutory standards.

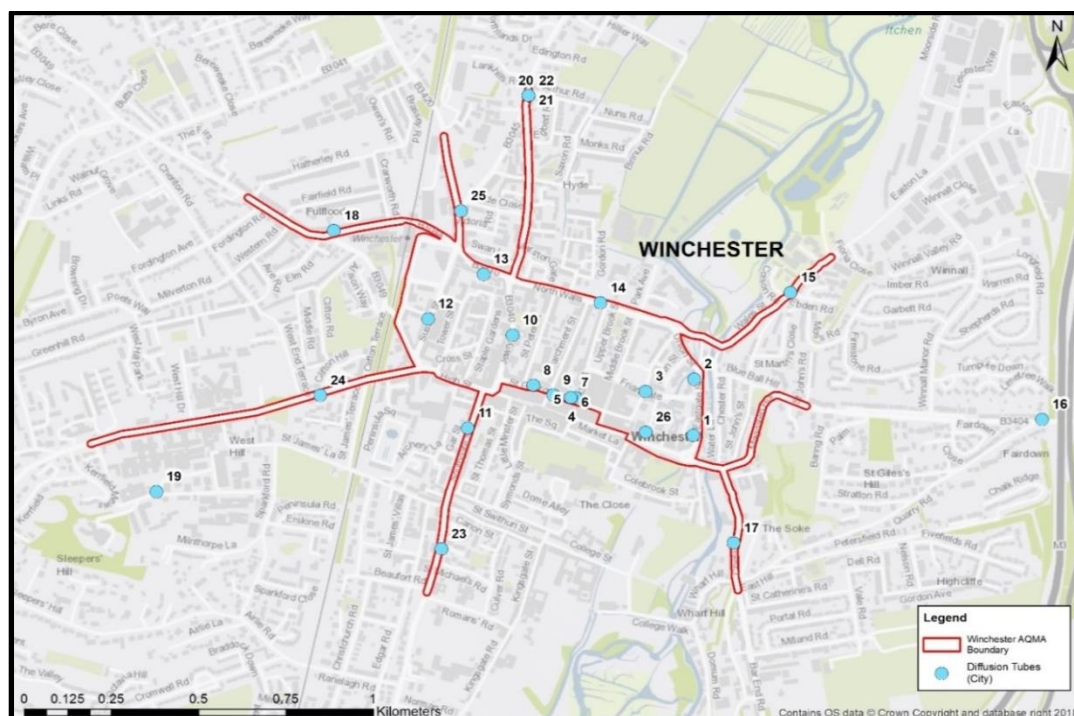


Fig 1 - Air Quality Management Area – declared in 2003

- 2.3 For much of the subsequent period, the City Council has monitored two air quality parameters, particulate (PM<sub>10</sub>) and nitrogen dioxide (NO<sub>2</sub>), using a

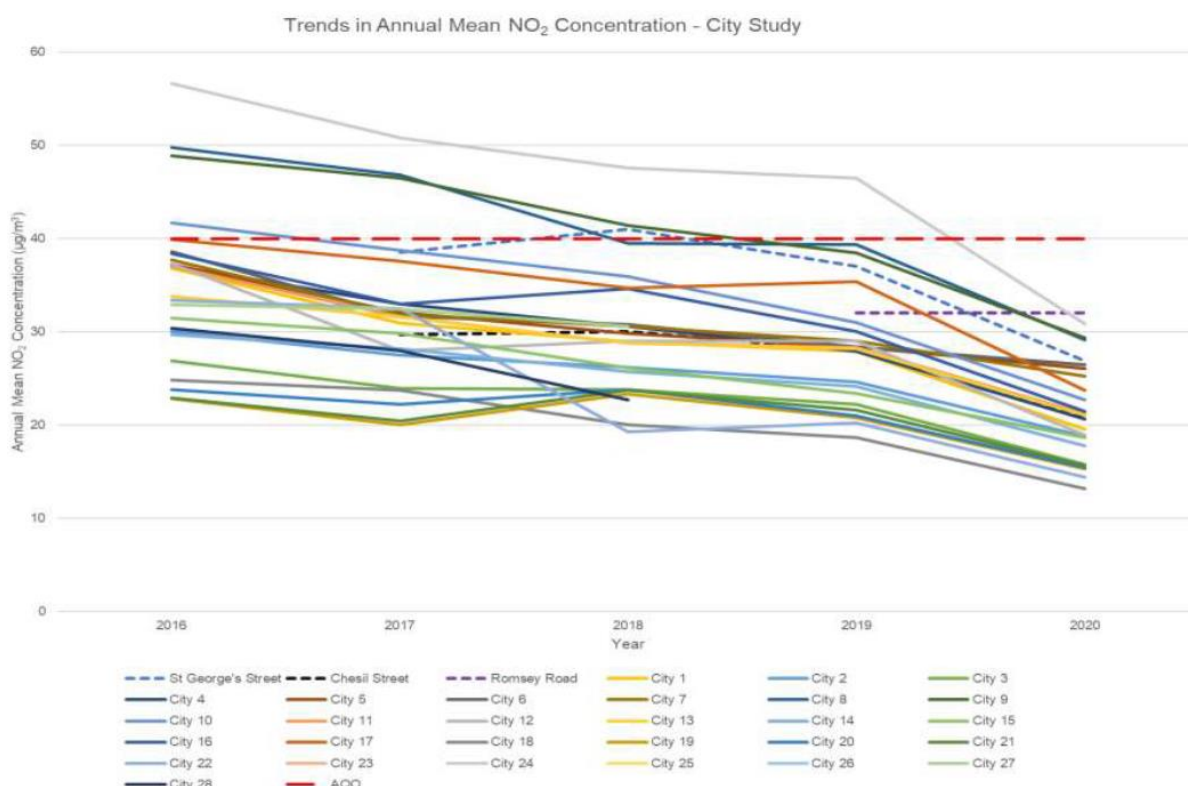
combination of static air quality monitoring stations (AQMS) and a network of NO<sub>x</sub> diffusion tubes. However due to PM<sub>10</sub> levels consistency falling within statutory levels, in 2013 the Council 'un declared' on having to monitor PM<sub>10</sub> particulates and is currently not required to report on such levels to DEFRA in its Annual Status Report (ASR). Each ASR can be accessed via the City Council's web pages (<https://www.winchester.gov.uk/environment/air-quality/historical-air-quality-reports-for-government>) with the latest ASR appended to this report.

- 2.4 Currently, there are 2 static air quality monitoring stations located on Chesil Street and St Georges Street, which monitor 'live' NO<sub>2</sub> levels to MCERTS standards, supported by a network of 28 tubes located in the City and a further 8 tubes in the wider district, which monitor annual mean NO<sub>2</sub> trends over time.
- 2.5 The AQMA has consistently met the NO<sub>2</sub> hourly mean standard of no more than 18 incidences of exceeding 200 µg/m<sup>3</sup> in any 12 month period, but it has struggled to demonstrate compliance with the annual mean NO<sub>2</sub> standard of 40µg/m<sup>3</sup>, in some areas, most notably Romsey Road.
- 2.6 In addition, back in 2019 officers installed an AQMesh NO<sub>2</sub> and particulates analyser on Romsey Road to provide additional data on that arterial route in support of the NO<sub>2</sub> tubes, which were showing a failing of the statutory NO<sub>2</sub> standard.
- 2.7 Lastly in early 2020, in response to growing concerns that particulate levels were again rising with the increase in diesel engines within the Winchester 'fleet', officers installed a FIDAS 200 particulates monitor into the St Georges Street AQMS. This FIDAS 200 monitors both PM<sub>10</sub>, which is the current statutory particulate parameter, and PM<sub>2.5</sub> the finer particulate over which there is growing public health concern. It is expected that there will be new statutory standards for PM<sub>2.5</sub> through the long awaited Environment Bill, which is currently undergoing its final parliamentary stages prior to receiving Royal Assent.

### **Current Air Quality in Winchester**

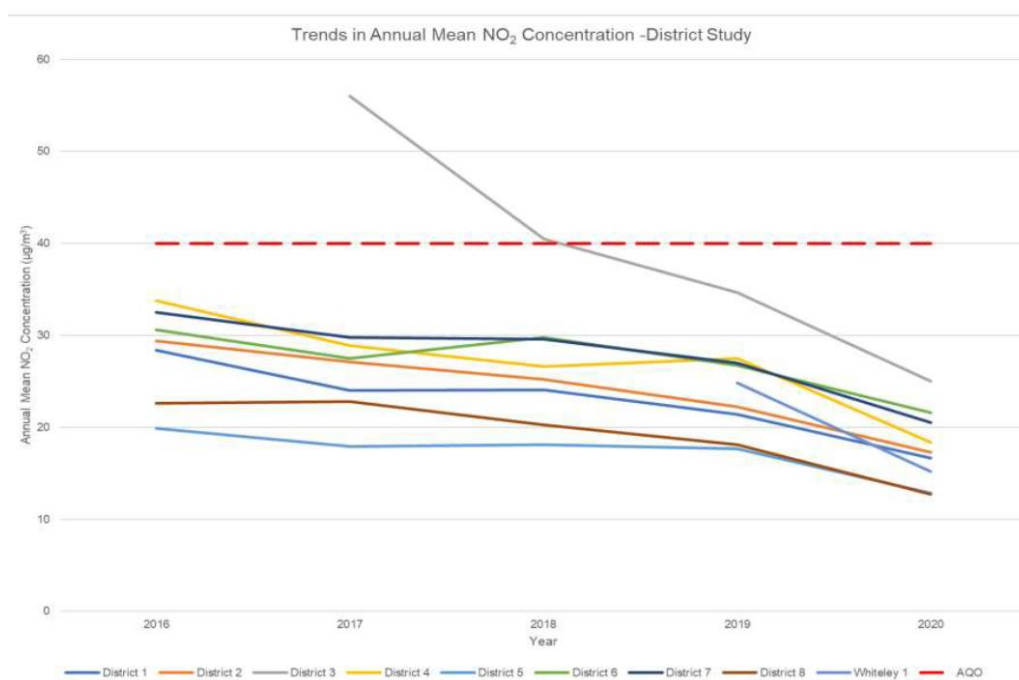
- 2.8 Between the years 2016 and 2020 a decreasing trend in NO<sub>2</sub> concentrations have been observed at all monitoring locations. There are some year to year variations in concentrations, which are likely due to meteorological influences and there was a significant decrease in levels of NO<sub>2</sub> in 2020, largely due to the Covid 19 pandemic and the associated lockdowns which significantly reduced traffic in the AQMA.
- 2.9 Although all monitoring locations met the annual mean NO<sub>2</sub> standard of 40µg/m<sup>3</sup> in 2020, the Romsey Road, West End Terrace exceeded that standard, but when distance corrected to the relevant exposure location, it was found to be compliant.

- 2.10 Although compliant during 2020 for the first time, there are 4 NO<sub>2</sub> diffusion tube locations on Romsey Road, which are still comparatively high, when compared to the rest of the AQMA. This indicates a remaining risk of exceedance of the statutory annual mean standard, so these sites will continue to be closely monitored.
- 2.11 Levels of NO<sub>2</sub> annual mean concentrations were significantly lower at all monitoring locations in the city and across the district, which is considered mainly due to the Covid 19 lockdowns and consequential changes in working and other behaviours which reduced traffic levels. However there has already been a notable increase in traffic accessing the City throughout 2021 and as a national trend traffic levels are increasing again towards pre pandemic levels. It is therefore premature to expect the corresponding NO<sub>2</sub> annual mean levels to remain as per 2020 and, as such, officers will require the 2021 data before any meaningful clarity of overall air quality position can be obtained.
- 2.12 Below is a graph showing the annual mean NO<sub>2</sub> concentrations in the City monitoring locations. Note 'City 24' is the Romsey Road (Clifton Hill) location, which in 2019 showed an exceedance of the annual mean standard.



- 2.13 The following graph, shows the annual mean NO<sub>2</sub> trends for the district locations and from which it can be seen that all locations are compliant with the annual mean standard. Note 'District 3' is Kings Worthy (Martyr Worthy Road) which was an additional location introduced in 2017, and which was subsequently found to be in compliance with the standard.





- 2.14 There is a high degree of confidence that there are no locations outside the AQMA, but within the wider Winchester district, that currently exceed the  $40\mu\text{g}/\text{m}^3$  NO<sub>2</sub> annual mean standard.
- 2.15 The current 2017 AQAP committed to the delivery of 9 core and 9 complimentary measures, a number of which have now been delivered, but equally some, such as the introduction of a north Park and Ride facility, are contingent on the delivery of the Movement Strategy, work for which continues. Notable measures that have been implemented include:
- Differential parking tariffs to discourage parking inside the AQMA, completed and in place;
  - Investigation of the feasibility of a 'Clean Air Zone' for HGVs. This was conducted and discounted due to costs and the relatively short period of efficacy due to a national freight transition to Euro V and Euro VI engines;
  - Adoption of an Air Quality Supplementary Planning Document by Cabinet in October 2021;
  - Monitor performance of AQAP and reassess whether additional measures will be required to meet objectives. A review of AQAP will be conducted in 2022.
  - Delivery of the Electric Vehicle Charging Strategy with 34 fast chargers and one rapid charger on Council owned car parks across the district;
  - Adoption of a Sustainable Procurement Strategy to underpin the Council's carbon reduction and air quality aspirations.

- Review of taxi policy to incentive the uptake of 'plug in' taxis;

### **Next Steps**

- 2.16 In 2020 there was some discussion as to whether the size of the AQMA could be reduced, in view of many of the NO<sub>2</sub> diffusion tubes inside the AQMA, demonstrating compliance with the statutory NO<sub>2</sub> annual mean standard. Based on the historical and NO<sub>2</sub> data the size of the current AQMA could substantially be reduced to a linear length of highway along Romsey Road, High Street and St Georges Street.

- 2.17 A presentation was made to the HEP Committee held on 13<sup>th</sup> January 2020 posing one of two recommendations, that:

Officers submit an application to DEFRA in March 2020 to reduce the AQMA in 2020 then, if supported by subsequent data; submit a second application in the spring of 2021 to achieve further reductions in the size of the AQMA.

Or

Option 2 - Officers await the clarity of position from the ratified 2020 data set and submit a single application to the spring of 2021 which is expected to support a significant reduction in the size of the AQMA.

- 2.18 These two options were subsequently presented to Cabinet on 22<sup>nd</sup> January 2020, when it was resolved that:

*Cabinet note the positive progress made in the delivery of the Air Quality Action Plan; and*

*That the ratified 2020 data set is reviewed in due course and if appropriate an application is submitted to DEFRA in the spring of 2021 to revoke the current Air Quality Management Area and to submit a new declaration for a significantly reduced Air Quality Management Area.*

- 2.19 Shortly afterwards in March 2020, Winchester was affected by the start of the Covid 19 pandemic and the national lockdowns which radically affected community behaviour and with it, air quality within the AQMA. It was subsequently decided that the 2020 data set was so atypical that it could not be relied upon on to make a decision to revoke the current AQMA and declare a new significantly reduced AQMA.

### **Statutory duty to Review AQAP**

- 2.20 Local Authorities that have an AQAP are statutorily required to review and update that plan at least once every 5 years. As the council's current AQAP was adopted in 2017, this means that it must now be updated in 2022. Given the 2020 data set is atypical, officers will await the full 2021 air quality data set, which is expected at the end of January 2022, after which they can commence a properly informed review of the AQAP. This will necessitate a

corresponding review of the AQMA and whether it can be reduced to those areas that remain a concern i.e. Romsey Road. Such a review will be conducted using the current statutory air quality standards set down the Air Quality Standards Regulations 2010.

- 2.21 As part of this work, officers will engage the services of a specialist air quality consultant to undertake a study to identify the sources of NO<sub>2</sub> that are affecting the remaining areas of poor air quality. This study is also expected to identify additional actions that can be delivered to further improve levels of NO<sub>2</sub> and these will form part of revised AQAP. The initial draft of the revised AQAP is expected by the autumn of 2022, when it will be considered by Cabinet for its agreement to go to public consultation prior to final adoption in early 2023.

### New impending air quality standards

- 2.22 The Environment Act 2021 was enacted on 10<sup>th</sup> November which requires central government to set, by regulation, new statutory standards for fine particulates PM<sub>2.5</sub>, by the end of October 2022. Given effective measures to control PM<sub>2.5</sub> emissions at a local level are limited, it has been suggested that the new regulations may require all local authorities, regardless of whether they have a current AQMA, to adopt certain measures to control PM<sub>2.5</sub> emissions, in order to reduce emissions across the country. Depending on the standards and or control measures set by central government, this may necessitate a further review of how this affects Winchester's situation and any amendments that may be needed to the existing AQMA and associated AQAP.
- 2.23 Until recently it was expected that the UK would either adopt the European Union PM<sub>2.5</sub> annual mean standard of 25µg/m<sup>3</sup> or the WHO standard of 10µg/m<sup>3</sup>. However in September of 2021, the World Health Organisation issued a suite of Global Air Quality Guidelines, which set new much more stringent guideline standards for various pollutants including PM<sub>10</sub>, PM<sub>2.5</sub> and NO<sub>2</sub>, as follows:

Pollutant µg/m <sup>3</sup>	Averaging Time	Interim Target*				Air Quality Guideline level (AQG)
		1	2	3	4	
PM <sub>2.5</sub>	Annual	35	25	15	10	5
	24 hr	75	50	37.5	25	15
PM <sub>10</sub>	Annual	70	50	30	20	15
	24 hr	150	100	75	50	45
NO <sub>2</sub>	Annual	40	30	20	-	10
	24 hr	120	50	-	-	25

\*The WHO Air Quality Guidelines document cites the 'Interim Targets' as being targets that were 'introduced in 'Global update 2005' as additional integral elements of guidance, designed to complement the WHO air quality guidelines and can be defined as **air pollutant concentrations associated with a specific decrease in health risk that serve as "incremental steps in progressive reduction of air pollution [...] intended for use in areas where pollution is high"** (WHO Regional Office for Europe, 2006). As stated in Global update 2005, "countries may find

these interim targets helpful in gauging progress over time in the difficult process of steadily reducing population exposures [to air pollution]”.

- 2.24 It is worth noting that the WHO Air Quality Guidelines, as highlighted above, would represent a significant tightening on existing UK statutory standards.
- 2.25 Although it is noted that these are WHO guidelines are not UK statutory standards, they are nevertheless based on a broad position in public health research, that there is no ‘safe’ level of pollutants. It therefore remains to be seen what new statutory standards the government will adopt through regulation from 2022 onwards.

### **Aspirational local air quality targets**

- 2.26 It is not currently known what new standards the Government are likely to adopt, or exactly when this will happen. Nevertheless the council is considering the possibility of moving toward more stringent local air quality targets in support for the broader public health position that there is no ‘safe’ level of pollutants. Officers have therefore been tasked with investigating what new local air quality targets might be adopted beyond the current national standards, to further mitigate public health impacts. It is considered that these will need to be realistically deliverable within the next few years.
- 2.27 As part of this work officers have engaged with Oxford City Council which in 2021 adopted an NO<sub>2</sub> annual mean standard of 30µg/m<sup>3</sup> which is 10µg/m<sup>3</sup> below the current national standard. This standard was set subsequent to a detailed independent source apportionment study, which determined the main sources of air pollution in Oxford city, from which there were several recommended ‘actions’, which were then incorporated into the City’s updated 2021 Air Quality Action Plan.
- 2.28 In broad terms, trying to achieve more stringent air quality targets which go beyond the current statutory standards will almost inevitably require more radical steps to reduce pollutants at source including how the road networks inside the AQMA are managed to reduce the local traffic levels. This would be implemented in concert with other actions which might include measures like the development of sustainable transport options, zero emission last mile freight delivery and a public education campaign to encourage walking and cycling.
- 2.29 Should the council chose to adopt new more stringent air quality targets than any current and/or future statutory standards, then this would need to be reflected within a separate albeit parallel plan to the Council’s latest AQAP. Although as of yet undecided, this may be separately be referred to as an Air Quality Improvement Plan and would be a policy of intent, but without statutory backing.
- 2.30 In order to progress the adoption of local air quality targets, officers will need to commission an air quality consultant to conduct a broader study to identify the sources of both NO<sub>2</sub> and PM<sub>2.5</sub> within the City and the wider district and

identify actions that would be deemed necessary to achieve more stringent NO<sub>2</sub> and PM<sub>2.5</sub> targets. The time scale to achieve these targets will also need to be considered and agreed.

- 2.31 This work is expected to be conducted in addition to the review of the existing AQMA, albeit the work can be conducted concurrently and will form part of the same commission. The commissioning process is expected to commence before Christmas 2021, the consultant engaged in early February with the ensuing report received late spring 2022.
- 2.32 Once received it is expected that this report will inform the City Council's new approach to managing and improving air quality and would form the basis for a separate Air Quality Improvement Plan (AQIP) that would be in support of and aligned to any new AQAP.
- 2.33 Any proposed AQIP will need to be agreed in draft by Cabinet, before going out to public consultation, and a second hearing by Cabinet before adoption, the time line for which may or may not align with the review of the current AQAP. Whilst the primary focus of air quality has been on Winchester's City Centre, the adoption of a new AQIP may, depending on the local targets adopted, bring into scope other areas of the district hitherto complying with the statutory standards.

### **Conclusions**

- 2.34 Whilst air quality within the current AQMA has been steadily improving, and for the most part levels in 2020 demonstrate compliance with current statutory air quality standards, the Covid 19 pandemic has affected community behaviours. Therefore the 2020 results are so atypical that they cannot be relied upon to make an informed decision as to whether the AQMA should be reduced in size. Consequently officers will wait to receive the fully ratified 2021 air quality data set, before reviewing the size of the current AQMA and development of any new or revised AQAP, prior to formal adoption by Cabinet.
- 2.35 In addition, new PM<sub>2.5</sub> standards are expected to be brought in by the government following its enactment of the Environment Act 2021 on 10<sup>th</sup> November, which will require that Local Authorities take steps to improve levels of finer particulate levels beyond current standards and which may have implications for the existing AQMA.
- 2.36 Furthermore, officers have been tasked with investigating the potential to adopt, by local policy, new more stringent local air quality targets intended to further mitigate public health impacts. This will necessitate an independent study to be commissioned in spring of next year and which will inform a way forward.

### **3 OTHER OPTIONS CONSIDERED AND REJECTED**

- 3.1 The reduction of the current AQMA based on existing statutory standards was considered and discounted at this time, due to atypical 2020 data and pending new national and potentially new local air quality standards being adopted. The council is required to review its AQAP every five years and so need to complete this work in 2022.

#### BACKGROUND DOCUMENTS:-

##### Previous Committee Reports:-

- [Agenda Item 8](#) Health and Environment Policy Committee 13<sup>th</sup> January 2020
- [CAB3217](#) Air Quality Action Plan Update 22 January 2020

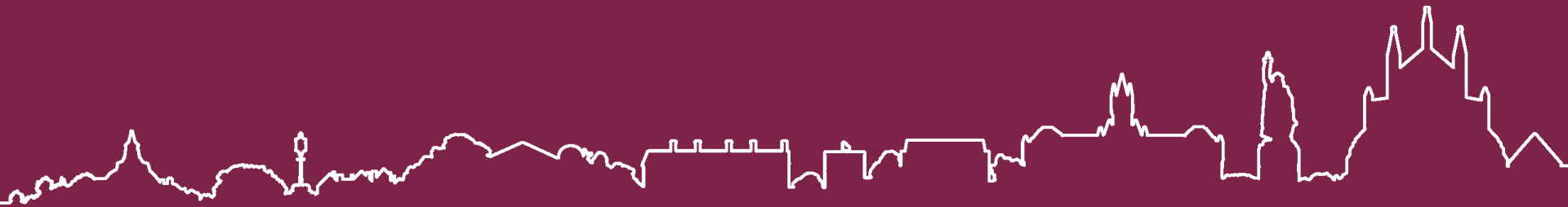
##### Other Background Documents:-

- [2021 Air Quality Annual Status Report](#)

##### Appendices:

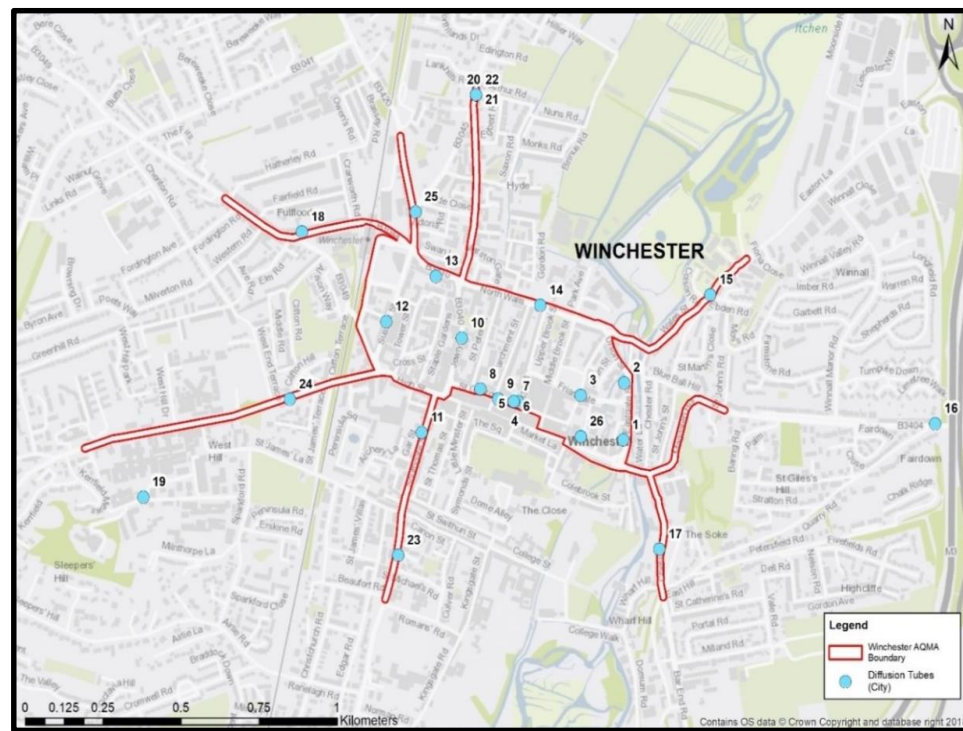
None

# Air Quality Update Health and Environment Policy Committee 7<sup>th</sup> December 2021

















# Background

- 2003 WCC declared an Air Quality Management Area
- 2006 WCC Adopted its first AQAP
- 2017 AQAP updated
- AQMA covers the City Centre and 8 arterial routes
- Monitored particulates  $PM_{10}$  and nitrogen dioxide  $NO_2$
- 2 static AQMS, 28 City and 8 district diffusion tubes
- In 2020 installed a FIDAS 200 particulate monitor to measure  $PM_{2.5}$
- Recent exceedances of  $NO_2$  annual mean standard of  $40\mu g/m^3$  – Romsey Road





# Current Air Quality in Winchester

-  2016 - 2020 decreasing trend in NO<sub>2</sub> in all areas of the City and District
-  Significant improvement (circa 26%) in air quality in the AQMA in 2020 due to Covid 19 lockdowns
-  All areas met the statutory air quality standards during 2020
-  NO<sub>2</sub> diffusion tubes show that Romsey Road is comparatively high, so remains an area of concern
-  All district NO<sub>2</sub> showed to be well within compliance of annual mean standard
-  Notable increase in traffic during 2021 approaching pre pandemic levels. 2020 data therefore atypical and cannot be relied upon
-  However high degree of confidence that all district areas remain compliant
-  AQAP committed to deliver several core and complimentary actions, to date:
  -  Differential Parking tariffs
  -  Investigation of CAZ (discounted)
  -  Air Quality Supplementary planning document
  -  Delivery of EVCP network in Council Car Parks
  -  Adoption of a sustainable procurement strategy
  -  Review of taxi policy to encourage uptake of plug in fleet

# Next Steps

## Statutory Duty to Review the AQAP

- 2020 pre pandemic discussion to review the size of AQMA with Cabinet agreeing that officers review 2020 data set to see if AQMA can be reduced
- Covid then hit, so national lock downs have caused atypical data set for 2020 which cannot be relied upon to un declare current AQMA
- WCC statutory duty to review its AQMA every 5 years, so must be done in 2022.
- However since 2020 data set is atypical officers will need full 2021 set before reviewing AQMA and AQAP i.e. 1 year delay on previous expectation
- Will require AQ Consultant to undertake a review of the data and recommend a new AQMA
- Further conduct a source apportionment study model from which it can make recommendations for further actions for control
- This study will then inform the Annual Status Report required by June 2022 and the new AQAP for the new AQMA, expected in the autumn

# New Impending Air Quality Standards

## Environment Act 2021 (Royal Assent 10<sup>th</sup> September '21)

- Empowers government to set new PM<sub>2.5</sub> standards
- New regulatory standards unknown but expected by the end of 2022
- May necessitate further review of AQMA and AQAP in 2023

## New World Health Organisation Air Quality Guidelines

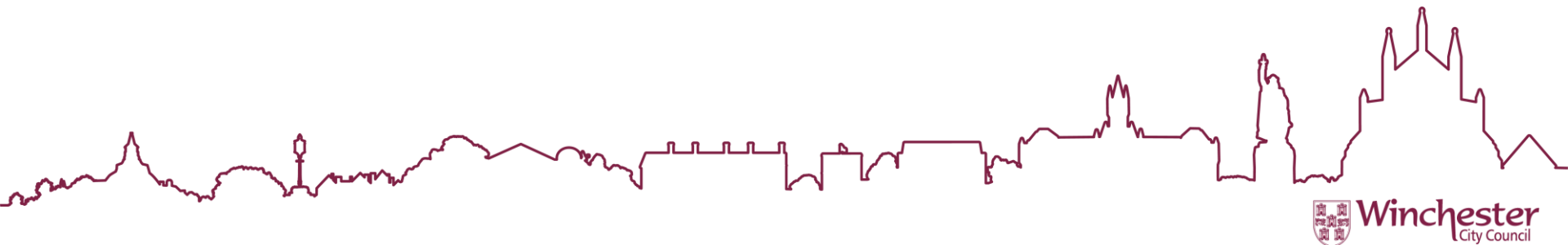
Sept '21 WHO adopted new stringent Air Quality Guideline standards for both NO<sub>2</sub>, PM<sub>10</sub>, and PM<sub>2.5</sub> based on no 'safe' level of pollutants

Pollutant µg/m <sup>3</sup>	Averaging Time	Interim Target*				Air Quality Guideline level (AQG)
		1	2	3	4	
PM <sub>2.5</sub>	Annual	35	25	15	10	5
	24 hr	75	50	37.5	25	15
PM <sub>10</sub>	Annual	70	50	30	20	15
	24 hr	150	100	75	50	45
NO <sub>2</sub>	Annual	40	30	20	-	10
	24 hr	120	50	-	-	25









# New Impending Air Quality Standards

## Aspirational Local Air Quality Targets

- Officers tasked with investigating new local air quality targets
- Previous standards were Oxford City Council has adopted its own 30µg/m<sup>3</sup> standard based on an independent AQ Consultancy report
- Adoption of more stringent AQ standards will require both additional resource and more radical measures in controlling NO<sub>2</sub> and particulates at source.
- Officers will need to commission an independent study to identify the relative public health benefits from more stringent targets, how they can be delivered and by when.
- Study would be conducted concurrently with AQMA/AQAP, however the adoption of any Policy (AQIP) will likely take longer to achieve

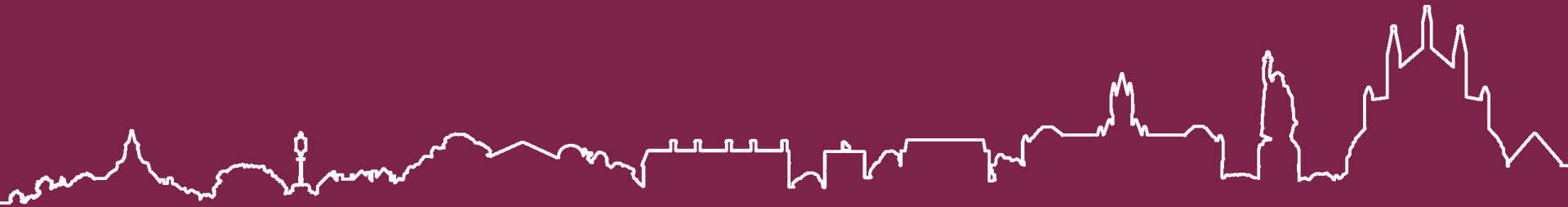


# Conclusions

-  Air Quality in Winchester AQMA and wider district is steadily improving and in majority of locations is compliant with statutory standards
-  However 2020 data is atypical so cannot be used to un declare current AQMA
-  2021 data set to be used to review current AQAP in 2022
-  New fine particular PM<sub>2.5</sub> statutory standards expected soon, which will likely place new and additional demands on Local Authorities
-  New stringent WHO Air Quality Guidelines issued in 2021
-  Winchester may seek to go beyond current statutory standards in recognition of no 'safe' level of pollutants
-  To commission an independent air quality consultant study to inform both the AQAP review and local AQ targets
-  Adoption of a new AQAP by early 2023



# Questions



## HEALTH AND ENVIRONMENT POLICY COMMITTEE – SCHEDULED ITEMS OF BUSINESS ETC

19 JANUARY 2022 (RESCHEDULED FROM 7 DECEMBER 2021)					
	BUSINESS	LEAD OFFICER	COMMITTEE DATE		STATUS/COMMENT
	Carbon Neutrality Programme – Energy policies/actions	Steve Lincoln/Adrian Fox	7 December 2021		HEP016 (to include Links with Local Plan and how its addressing carbon/environment)
	Management of Open Space – scoping report	Steve Lincoln	7 December 2021		HEP017
	Future of Waste and Recycling	Campbell Williams	30 September 2021	7 December 2021	HEP020 and Presentation
	Air Quality Briefing Update	David Ingram	7 December 2021		HEP019 and Presentation
2 MARCH 2022					
	BUSINESS	LEAD OFFICER	COMMITTEE DATE		STATUS/COMMENT
	AQMA Annual Update	David Ingram	2 March 2022		
	Carbon Neutrality Programme – -Housing/Property policies/actions (to include update re council homes energy	Susan Robbins	2 March 2022		

	Carbon Neutrality Programme – Carbon Offsetting	Steve Lincoln/Alex Eburne	2 March 2022		
	Movement Strategy - Emerging actions	Andy Hickman	7 December 2021	2 March 2022	HEP018
	Review of Sports and Leisure provision	Steve Lincoln	7 December 2021	2 March 2022	Item added as requested by Chair
	Draft Tree Strategy	Susan Croker	2 March 2022		

**Other reports are provisionally listed to come forward to the Health & Environment Policy Committee during 2021/22 or 2022/23 are as follows: (Meeting date to be confirmed)**

Enforcement Policy	Date TBC
Local Plan Update	Date TBC
Review of Health & Wellbeing provision	July 2022