

Meeting Minutes for Cleaner Air for Scotland Governance Group

Location: Glasgow Science Centre, 50 Pacific Quay, Glasgow, G51 1EA
Date: 18 Jan 2017
Time: 11:30 – 14:30

Present

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| Graham Applegate, GA (SEPA) | David Kernohan, DK (SG Health Protection) |
| Aileen Brodie, AB (Aberdeen City Council) | Martin Marsden, MM (SEPA) |
| Janet Brown, JB (City of Edinburgh Council) | Vincent McNally, VM (Glasgow City Council) |
| Lorna Bryce, LB (SEPA) | Eleanor Pratt, EP (SEPA/SG) |
| Gillian Dick, GD (Heads of Planning Scotland) | Colin Ramsay, CR (Health Protection Scotland) |
| Colin Gillespie, CG (SEPA) | Andrew Taylor, AT (Scottish Government) |
| Emilia Hanna, EH (Scottish Environment Link) | Stephen Thomson, ST (Transport Scotland) |
| Drew Hill, DH (Transport Scotland) | Iris Whyte, IW (Dundee City Council) |
| Alan Hills, AH (SEPA) | |

Chair

Martin Marsden (SEPA)

Apologies

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| James Curran, JC (Scottish Environment Link) | Janice Milne, JM (SEPA) |
| Bruce Kiloh, BK (SPT) | Neil Ritchie, NR (Scottish Government) |

| Item | Title | Action |
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| 1. | <p><u>Welcome and introductions</u></p> <p>MM opened the meeting and welcomed all. AH (unit manager for hydrography/modelling, SEPA) is coordinating much of the modelling work for the NMF.</p> | |
| 2. | <p><u>National Modelling Framework (NMF) – Presentation</u></p> <p>AH provided a presentation on the CAFS NMF work in Glasgow, where the modelling is furthest advanced. He provided an overview of:</p> <ul style="list-style-type: none"> - <u>Tasks completed to date</u>, including the collection/processing of traffic data, evaluation of the effects of wind patterns on dispersion of pollutants, assessment of source (traffic, rural etc.) and vehicle type (bus, HGV, car etc.) contributions and scenario testing of interventions on the bus and car fleets. A presentation of this initial work has been provided to the Glasgow NMF steering group. - <u>Example modelling outputs</u> showing how the model can be used to investigate the potential improvement in air quality due to changes in the composition of the traffic (e.g. all buses at Euro 6). - <u>Initial findings</u>, showing reasonable correlation between the ADMS (atmospheric dispersion modelling system) model, and automatic monitoring station data, and that cars and buses contribute most to poor air quality in Glasgow. - <u>Tasks to be completed</u>, including more detailed model evaluation, | |

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| | <p>inclusion of other pollutants in model output (initial focus on NO₂ and NO_x), deployment of the Spotfire applications to the Glasgow steering group (likely soon after 23rd Jan), supplying model outputs to support the NLEF work, and seeking feedback on additional requirements and scenario testing.</p> <p>Slides from AH's presentation are available here.</p> <p>Some discussion was held on the depth of the scenario testing, the need for this to be incorporated into the NLEF guidance, and potential for these outputs to be layered onto LA planning GIS layers to help inform planning outcomes.</p> <p>Future timescales: the Edinburgh model will have reached a similar level of detail to Glasgow in the next 2 months. Traffic data collection points for Dundee and Aberdeen are nearly confirmed, with traffic data collection expected to be conducted in March 2017. The Aberdeen model is mostly constructed, so will be complete around April, and Dundee by May. All NMF models to be complete by June 2017. CG's NMF briefing note was circulated with advanced papers for this meeting.</p> | |
| <p>3.</p> | <p><u>National Low Emissions Framework (NLEF) - Progress Report</u></p> <p><u>NLEF guidance documents and consultation</u></p> <p>ST provided an update on progress with the NLEF. The draft NLEF guidance will be completed by Atkins by the end of February, and followed by a 12 week consultation. Questions for the NLEF consultation are still to be confirmed; Transport Scotland may seek CAFS GG input to these. The guidance will then be adjusted, and put before ministers for approval by the end of June 2017. An NLEF update is going to ministers this month, with another due in February.</p> <p>An NLEF workshop to seek feedback on the draft guidance prior to consultation is scheduled for 30 January in Edinburgh at Dovecot studios. Papers for this workshop are due out shortly, including a draft agenda and executive summary of the main NLEF sections. All CAFS GG members have received an invite to this event.</p> <p>It was stated that DH is responsible for developing the technical NLEF documents ('inward looking'), while ST is responsible for the 'outward looking' elements of NLEF –stakeholder engagement, understanding legislation underpinning enforcement etc.</p> <p>An NLEF Steering Group meeting was held yesterday. A revised draft programme has been produced for implementation of an LEZ by 2018 and wider NLEF beyond 2018. It was emphasised that this is a draft document, with timetables open for debate.</p> | |

Action 1: ALL to provide comments on the revised NLEF timetable back to ST ASAP, ignoring '2018 LEZ' section, which will be updated further (see item 4 below).

Action 2: ST to circulate 'crib sheet' on what questions NLEF should address, ALL to feedback.

Within that timetable, ST highlighted that a communications strategy is vital in good time before the 2018 LEZ implementation. It was highlighted that communications around a specific LEZ will need to be led by the LA adopting that LEZ, to ensure communications are consistent with their own set of circumstances, engagement with operators etc., and acknowledging the resource constraints of the CAFS Comms group. LA communications departments are very media focussed so rolling out an LEZ campaign is likely to fall to the technical officers.

Meetings with local authorities

Transport Scotland have held discussions with representatives of the transport and planning departments for each of the four key cities. Summary notes from those meetings will be circulated to the four CAFS GG local authority representatives by the end of this week. The intention of these meetings was to seek an early adopter for a 2018 LEZ; however no immediate lead/volunteer LA was identified. Funding challenges were cited, together with a reliance on modelling which was not yet completed for some areas.

In order to get LA committee agreement to a 2018 LEZ, much more information is required upfront on costs, procedures, expected levels of improvement, and levels of resource required to deliver and maintain an LEZ (including cost assessment of upgrading fleets etc.). Lack of certainty around funding is seen to be the main barrier to progression. Budget constraints within LAs mean many aren't recruiting but rather are reallocating existing resources. Speaking to operators is also vital to determining costs for retrofitting etc. The traffic modelling (to allow forecasting of future transport changes) will help make the case to operators that e.g. buses not car congestion are the main issue. Committee timescales are also more challenging this year due to local elections in May – earliest opportunity for committee approval is likely to be October 2017, when all costings/funding must be available.

ST will be producing a business case on funding covering:

- Hard civil engineering (cameras etc.)
- Resourcing (e.g. for enforcement, and covering issues where budget may be available, but no one to spend/implement as no new resource i.e. people available).
- Retrofitting costs (fleet etc.) and timescale issues.

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| | <p>This will be submitted to Transport Scotland directors at the end of January, after which the consultants will work up a more detailed paper on costings by mid Feb. By October the Cost Benefit Analysis NLEF tool will also be available which will allow LAs to conduct an LEZ CBA using detailed information from the NMF work.</p> | |
| <p>4.</p> | <p><u>How to deliver the 2018 LEZ</u></p> <p>It was noted that if the NLEF guidance is not published after the consultation until June 2017, it will be almost impossible for a LA committee to approve a 2018 LEZ by October 2017, due to the work required to undertake the NLEF appraisal (e.g. between June and October). In order for LAs to be able to progress towards a 2018 LEZ, an interim NLEF process based on procedures and guidance within the existing LAQM system in tandem with the learning achieved to date from the NLEF process development (perhaps in the form of an interim advice note as used within DMRB) was suggested by Scottish Government, SEPA and Transport Scotland.</p> <p>A draft paper on this interim guidance was produced, with suggested actions LAs could take to assess an LEZ within the current LAQM reporting arrangements, whilst remaining conscious of the NLEF documents under development, with the results of this process to be included in the LA's Annual Progress Report in June 2017.</p> <p>Feedback from the CAFS GG LA representatives however made it clear that it would not be possible to complete this work in time for inclusion in the June progress report. The CAFS commitment is to a <u>national</u> approach, which the LA representatives felt would be much preferable to an interim one, particularly if the full NLEF is to be available in June. Using an interim approach only brings this work forward by 3 months, does not resolve the issues with getting committee approval before October, and potentially leaves the participating LA vulnerable to internal challenge. It was highlighted that the first LEZ needs to be shown to be successful, and that Transport Scotland's NLEF progress report to ministers in late February should make it clear how difficult the 2018 timescale is for LAs to implement based on the various stages of decision making and challenge that might arise from the appraisal of an LEZ using NLEF, in conjunction with the application of a Traffic Road Order.</p> <p>The suggestion was made that we need to think about this issue as two separate 'products':</p> <ol style="list-style-type: none"> 1. The 2018 LEZ (e.g. using the interim approach suggested), which provides a legacy for: 2. Full NLEF involving assessment; committee approval; Traffic Road Orders (TROs); procurement; design; construction; testing; operation. <p>It was then highlighted that the focus should be on implementing actions to reduce emissions, and that we are perhaps being too prescriptive in how we</p> | |

define a LEZ. Do we need an LEZ with 'hard' infrastructure for enforcement etc. to build a case for action, rather than e.g. working with bus companies to build a business case for retrofitting?

An alternative 2018 LEZ approach using the Traffic Commissioner to impose traffic restrictions and set emission standards on certain vehicle types was suggested. This approach would reduce the time required and costs to LAs of using Traffic Road Orders etc. This approach is dependent on discussion with the Traffic Commissioner which will take place in late February (noting that until the discussion with the Traffic Commissioner is completed, the imposition of traffic licence to set emissions standards is only theoretical at this point in time).

Thoughts were sought from the NGO representative, who, setting aside concerns about funding, as well as the need to reflect and research the proposal and discuss it with the rest of her organisation, was broadly supportive, provided air quality improvements are shown, that the LEZ was enforceable, and that there was a mechanism in place to guarantee that the LEZ would be ratcheted up to apply to other vehicle classes as quickly as practicable. It was agreed this approach would only be taken for implementation of the 2018 LEZ, after which the full NLEF process would be used.

Discussion followed to confirm whether LA representatives would be interested in pursuing controls over buses, where evidence indicates this would be appropriate, as an interim measure using the Traffic Commissioner's powers (noting the points raised above in relation to the forthcoming discussion with the Traffic Commissioner).

All LA representatives were interested in this approach, but caveated this by highlighting that they cannot speak on behalf of transport and planning colleagues, and that this approach would have to be considered in conjunction with the contribution buses actually make to poor air quality in each of the areas concerned. It was considered to be helpful if all four cities were conducting the same process at the same time, in order to reduce the chance of unintended consequences (such as moving more polluting models of buses from one area to another). Bus operators need to be approached and timelines established for retrofitting, availability of technology etc, assuming that the enforcement powers that the Traffic Commissioner may possess are actually implemented.

It was highlighted that Glasgow has previously identified buses as a major contributor to poor air quality via their original LEZ feasibility study in 2010, but had difficulty taking any action forward as Euro 6 engines were not available, and they did not have the detailed level of modelling now provided by the NMF. However the question of funding for retrofitting buses remains.

ST has a series of meetings coming up which can explore the potential for this approach, including:

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| | <ul style="list-style-type: none"> - Meeting with the Traffic Commissioner prior to the next CAFS GG meeting to establish what LAs would need to do/what information the traffic commissioner requires to be able to make that decision. The meeting with the Traffic Commissioner has been set for the 28 February, as this is the first available date to meet in person, although a briefing note from TS to the Traffic Commissioner will be prepared in the meantime. - Confederation for Passenger Transport on 9 Feb – ST will seek feedback from them on this approach. Transport Scotland also chairs the bus stakeholders’ liaison group. - Transport Scotland colleagues on the Green Bus Fund and Bus Service Operators Grant on 24 Jan. Will need to be clear that significant funds are required for fleet upgrade. <p>Action 3: ST to develop 2018 LEZ note to go to Traffic Commissioner – ALL to provide support if required (VM/JB/DH/SEPA /SG expressed support at time of meeting).</p> <p>Action 4: Interim 2018 LEZ guidance note to be adjusted accordingly between TS/SEPA/SG and LAs.</p> <p>Action 5: EP to split future CAFS GG agendas between 2018 LEZ and full NLEF.</p> | |
| 5. | <p><u>Minutes and actions from last meeting</u></p> <p>Action 7: LB to circulate draft CAFS content for SAQ website to Governance Group for comment. Circulated with papers from 21 Nov meeting - comment required by 12 Dec – none received. LB will follow up re publication.</p> <p>Action 8: LB to develop CAFS/2018 LEZ materials ASAP and liaise with EP re: tying into publication of CAFS progress report. Given change of focus on 2018 LEZ discussed at Jan meeting, little point developing materials until approach approved with Traffic Commissioner etc.</p> <p>Action 9: EP to revise risk register to more clearly communicate risks, and circulate to ALL For input/comment. Some comment received - EP to revise again and circulate prior to Feb meeting.</p> <p><u>Outstanding actions 12 Oct 2016 meeting</u></p> <p>Action 1: ST/DH to approach Scottish Government and Transport Scotland procurement staff and develop proposals for consideration (i.e. central vs local procurement approach for NLEF): Preliminary discussions have been held with Transport Scotland directors and staff, but continued engagement is required. ST is now investigating the potential for Scotland Excel (centre of procurement expertise for local government) to provide central procurement advice for the NLEF, and also the Crown Commercial Service for procurement</p> | |

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| | <p>for traffic management technology.</p> <p>Action 4: ST to set up a focussed session with climate change sub group report authors and those involved in RPP3 (Scotland’s Climate Change Action Plan) and National Transport Strategy refresh. ST advised it would be preferable/more productive to wait until the consultation on the climate change action plan is open (Jan/Feb 2017), before setting up an initial meeting with transport colleagues, followed by one with the RPP3 team.</p> <p>OPEN.</p> <p>Open actions from previous meetings – see CAFS action log attached to papers.</p> | |
| 6. | Thanks and Close | |