

Report of: Executive Member for Environment and Transport

Meeting of:	Date	Ward(s)
Executive	23 November 2017	All

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SUBJECT: Diesel Surcharge on Short Stay Parking

1. Synopsis

- 1.1 The Council's Sustainable Transport Strategy aims to reduce traffic volumes, traffic congestion, and the negative environmental impacts of unnecessary car use within Islington.
- 1.2 This report builds upon the current diesel surcharge policy on parking permits through further considering the particular adverse health impacts of diesel vehicles and proposes a levy on 'short stay parking' visitors with diesel/heavy oil vehicles, in order to deter the use of such vehicles and reduce the harmful emissions arising.
- 1.3 Islington is committed to improving air quality and continues to take the lead in reducing pollution harmful to health. Islington also strongly supports the Mayor of London's implementation of the Ultra-Low Emission Zone in 2019.

2. Recommendations

- 2.1 To approve the introduction of a surcharge of £2 per hour on 'short stay parking' for diesel and heavy oil vehicles, as set out in paragraph 3.4 below, with effect from January 2018.

3. Background

- 3.1 The Council implemented a surcharge policy in 2015 and added a levy on resident permit holders with vehicles having diesel and heavy oil engines, as an incentive to reduce the use of these types of vehicles that emit emissions harmful to health.
- 3.2 Islington, as an inner London borough, suffers from some of the highest pollution levels in London due to major transport routes. These attract significant numbers of visitors by car, resulting in complex urban

air quality problems with levels of nitrogen dioxide (NO₂) that exceed recommended health levels and very high levels of particulate matter (PM).

3.3 Diesel and Heavy Oil Emissions Pricing

The poor air quality in London is believed to result in around 9,000 premature deaths every year. Kings College London, the Institute for Public Policy Research (IPPR) and Greenpeace have all stated that diesel engines emit 40% of the capital's Nitrogen Dioxide (NO₂) and particulate PM₁₀ emissions. The World Health Organisation also has NO₂ on its list of "definite carcinogens".

Diesel engine exhaust includes soot, aerosols such as ash particulates, metallic abrasion particles, sulphates, silicates and nitrogen oxides. The black carbon element of diesel emissions has a particularly adverse effect on human health. Diesel exhaust also contains nanoparticles, which have additional health impacts, though not yet fully understood. The adverse health effects of diesel particulates are linked to cancer, heart and lung damage, and mental functioning. Exposure has also been linked with acute short-term symptoms such as headache, nausea, coughing, difficult or laboured breathing, irritation of the eyes, nose and throat and the onset of asthma in vulnerable individuals.

Diesel fuelled vehicles can emit up to four times more nitrogen oxides and up to more than twenty times more particulate matter than petrol fuelled vehicles. This has significant adverse health impacts and including for drivers who are particularly exposed to air pollution whilst in their vehicles. The most heavily polluted areas in Islington are also the most deprived wards, making reducing the health inequalities gap even more difficult. Whilst we can and do support residents to change lifestyle factors such as smoking and obesity, further interventions are still required to address environmental factors.

The biggest health inequalities issue in Islington is the large numbers of deaths from long-term conditions at relatively young ages. This accounts for the bulk of the gap in life expectancy between Islington and England. The main causes of death across all ages in Islington are cardiovascular disease, cancer and respiratory diseases (accounting for 33%, 28% and 13% of deaths in Islington respectively). Exposure to high levels of air pollution, particularly diesel emissions, is known to exacerbate these existing health conditions. This is particularly concerning given the number of young families and schools within the borough.

Healthy London Partnership and NHS England London recently launched a public awareness campaign #AskAboutAsthma to encourage small steps to help improve the quality of life for children and young people living with asthma in London. Part of this is for organisations to pledge to improve air quality and the Council has committed to this pledge and believes that the diesel surcharge is a step toward fulfilling this pledge.

- 3.4 It is estimated that between 25% and 30% of the 1.59 million short stay visitor parking sessions annually in Islington are made by diesel/heavy oil vehicles. The Council considers it right to extend the Diesel Surcharge Policy to these short staying vehicles, with the objective of discouraging their use and reducing the associated harmful emissions, especially as Islington is well served by public transport. It is therefore proposed to add a surcharge on all existing Pay & Display charges for these vehicles and encourage a move to less polluting forms of travel, in a similar manner to the policy adopted for resident permit holders. A surcharge of £2 an hour is proposed, which is deemed appropriate to achieving the outcomes of this policy. The pay by phone system will automatically identify vehicle class via the DVLA.
- 3.5 The Executive Member for Environment & Transport and officers have had meetings with representatives from the Islington Chamber of Commerce, Angel Town Centre Board, Finsbury Park / Nags Head & businesses in Central Street to discuss the proposals and advise on the emerging policy to improve air quality in Islington.

The Council is looking to work with local businesses to try and ensure a reasonable transition away from the use of more polluting vehicles, offering to provide more parking for those less polluting vehicles such as electric vehicles. This includes the rollout of new charging points across the borough to make their availability more widespread. Where appropriate, the Council will also consider a review of existing loading provision such as yellow line marking to increase the number of pay and display bays, and also

consider a reduction of pay and display tariffs if bays are under-utilised. In appropriate areas, there remains the facility for active loading for 20minutes free of charge.

4. Implications

4.1 Financial implications:

The parking account is a ring-fenced account with any surplus generated from its activities invested in highways and transport related activities. Additional income received from the diesel surcharge will be allocated to the ring-fenced parking account, with the level of income dependent upon the success of the surcharge in encouraging a move to less polluting forms of travel. The impact of this will be modelled as part of the medium term financial planning process.

4.2 Legal Implications:

Sections 45 and 46 of the Road Traffic Regulation Act 1984 (the Act) enables the Council to designate pay and display parking places on the highway and to charge for parking in these places. The Council may differentiate in its charges between vehicles of different classes, including by reference to their level and type of emissions. Accordingly, the Council may lawfully introduce a surcharge of £2 per hour on diesel and heavy oil emission vehicles for pay and display parking in order to discourage the use of such vehicles and reduce the associated harmful emissions,

The function of setting charges for pay and display parking places must, like the other functions in the 1984 Act, be exercised to "secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking on and off the highway..." so far as practicable having regard to:

- (a) the desirability of securing and maintaining reasonable access to premises;
 - (b) the effect on the amenities of any locality affected and....;
 - (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
 - (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - (d) any other matters appearing to the local authority to be relevant [to the over-arching purpose].
- (section 122 of the 1984 Act)

Further, in setting charges the Council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality.

The Secretary of State's non statutory Operational Guidance on Parking recommends that authorities set charges which are consistent with the aims of their transport strategy including road safety and traffic management strategies.

The Executive is reminded that it is unlawful for the Council to set or increase charges for pay and display parking for the purpose of generating additional income to fund its traffic management functions.

In the event that the impact of the proposed new charge is to generate a surplus over and above the cost of administration and enforcement of pay and display parking places, the 1984 Act requires that surplus to be paid at the end of the year into the Special Parking Account and spent on the wider transport purposes listed in section 55(4). Any shortfall is required to be made good from the general fund.

4.3 Environmental Implications

The proposals will reduce harmful emissions from vehicular traffic within the Borough, particularly Nitrogen Oxides and particulates.

4.4 Resident Impact Assessment:

The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it

(section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment was completed on 12 May 2017. In summary, these proposals will mainly impact on those visitors to Islington who own diesel and heavy oil vehicles. All residents and visitors will benefit from better air quality and better health outcomes, especially older and young people. However, the additional cost may affect some residents on low incomes.

5. Reason for recommendations

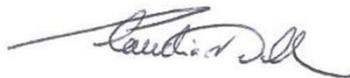
- 5.1 The proposals in this report will continue to reduce harmful emissions within the borough and thereby mitigate their adverse impact on the health of residents.

Appendices – None

Background papers – None

Final report clearance:

Signed by:



Executive Member for Environment and Transport Date: 10 November 2017

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