



Report of: Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive	17.1.19	All

Delete as appropriate:	Exempt	Non-exempt
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SUBJECT: Improving Air Quality – Diesel Surcharge Changes

1. Synopsis

- 1.1 The Council is committed to improving air quality and continues to take the lead in reducing pollution harmful to health. The health effects, particularly of diesel fumes, are well known and the science and the scale of diesel pollution in Islington is well established(1). The Council has been a leading campaigner on the harm caused by diesel fumes, calling for a London wide diesel ban by 2025. The Council also strongly supports the Mayor of London’s implementation of the Ultra-Low Emission Zone in 2019 which together with the T-Charge will go some way to help remove older more polluting diesel vehicles from the borough’s roads.
- 1.2 A new Islington Transport Strategy is currently being developed replacing the current Council Transport Strategy. The new strategy aims to reduce traffic volumes, traffic congestion, and the negative environmental impacts of unnecessary car use within Islington. The Council is also in the process of updating its Air Quality Strategy and Action Plan.
- 1.3 This report builds upon the current diesel surcharge policy on paid for parking through further considering the adverse health impacts of diesel vehicles and proposes an increase to the levy

¹ Supporting evidence: Islington’s air pollution source apportionment study
www.islington.gov.uk/~media/sharepoint-lists/public-records/environmentalprotection/information/adviceandinformation/20172018/20170811airqualitymonitoringreport1.pdf.

https://d3n8a8pro7vhmx.cloudfront.net/labourclp64/pages/3150/attachments/original/1521794044/Islington_Manifesto_2018_web_version_1.0.pdf?1521794044 (page30)

on 'paid for parking' for visitors with diesel/heavy oil vehicles, in order to further deter the use of such vehicles and thereby reduce the harmful emissions arising. This report also proposes changes to the resident parking permit banding structure and associated fees.

2. Recommendations

- 2.1 To agree an increase in the diesel surcharge on paid for parking by £1 per hour with effect from 1st March 2019, as set out in paragraph 3.4 below.
- 2.2 To agree with effect from 1st April 2019 a specific new resident's parking permit banding for electric vehicles and that the annual permit cost for such vehicles should remain at zero.
- 2.3 To also agree with effect from 1 April 2019 the introduction of a fee of £20 per annum for Band A resident permits, and that this band should apply to all vehicles with CO2 emissions of 1-100g/km.
- 2.4 To also agree with effect from 1 April 2019 that the fee for Band B permits be increased to £22 per annum in order to align with 2.3 above and to maintain the differential charging structure for emissions based resident permits

3. Background

- 3.1 The Council implemented a diesel surcharge policy in 2015 and added a levy on resident permit holders with vehicles having diesel and heavy oil engines. That decision was based on extensive research and pollution data, such as:
 - a) Real World Exhaust Emissions from Diesel Cars – by The International Council on Clean Transportation
 - b) Air Quality in Islington – A Guide for Public Health Professionals - GLA
 - c) Carcinogenicity of diesel-engine and gasoline-engine exhausts and some nitroarenes - The Lancet
 - d) The International Agency for Research on Cancer – press release about diesel carcinogenicity
 - e) Mortality effects of long term exposure to Particulate Air Pollution in the UK – Committee on the Medical Effects of Air Pollutants (COMEAP)

Further studies by the University of Oxford, as recently cited by the Mayor of London, have shown the health damage from cars and vans costs £6 billion annually to the NHS and society, with the bill arising from London vehicles totalling £650 million a year.

A further diesel surcharge of £2 per hour was agreed in 2017 for paid for parking. Both these measures were introduced as an incentive to reduce the use of these types of vehicles that emit emissions harmful to health.

In both cases, the decision was also taken not to allow any concession for owners of Euro 6 diesel vehicles, as the Council was concerned about the real-world nitrogen oxide emissions in urban driving conditions. The International Council on Clean Transportation published a paper that found that on average on-road nitrogen oxide emissions from new diesel cars were about seven times higher than the limits set by the Euro 6 standard. Consequently, it was felt that any diesel-powered vehicle was still liable to produce emissions that would add to the issues of poor air quality and adverse public health standards.

3.2 As an inner London borough, Islington suffers from some of the highest pollution levels in London due to its concentration of 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 for paid for parking**

The poor air quality in London is believed to result in around 9,000 premature deaths every year. Research conducted by Kings College and the Institute for Public Policy Research (IPPR) concluded in 2016 that 'Most air pollution in London is caused by road transport, of which diesel vehicles are the most polluting, emitting about 40 per cent of the capital's total NO_x emissions and a similar proportion for PM₁₀... As such, many diesel vehicles will need to be progressively phased out in order to bring air pollution to within acceptable levels. In the near term, this means legal limits; in the longer run, it will mean reducing emissions down to negligible levels' (<https://www.ippr.org/publications/lethal-and-illegal-solving-londons-air-pollution-crisis>). The World Health Organisation 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 impacts on 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 risk 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 average 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 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 campaign 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 had previously been estimated that between perhaps 25% and 30% of the 1.59 million short stay visitor parking sessions annually in Islington were made by diesel/heavy oil vehicles. However, once the diesel surcharge scheme was implemented from January 2018, the

evidence was that actually 60% of all paid for parking transaction were for diesel vehicles. Since the implementation of the diesel surcharge on paid for parking, this percentage has only decreased by 3% points to 57%. Thus, the objective of discouraging diesel uses and reducing the associated harmful emissions, especially as Islington is well served by public transport, is not being met.

It is therefore proposed to increase the surcharge to £3 per hour (an increase of £1 per hour) with effect from 1 March 2019, which is considered appropriate to achieving the outcomes of this policy.

3.5 When the initial surcharge was introduced, businesses did raise concerns about their visitors and suppliers in direct correlation to the diesel fees. However, the Council has worked with the town centre businesses to seek to address these issues 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 20 minutes free of charge.

3.6 **Resident parking permits**

Resident emission-based charging has been in place for many years in Islington, with a current 'Band A' annual permit being free. Band A permits are currently for any vehicle of 0-100g/km CO2 emissions, and include electric vehicles and hybrid vehicles.

3.7 With our clear focus and prioritisation on improving air quality in the borough and implementing electric charging vehicles infrastructure, the Council are proposing a specific new resident's parking permit banding for electric vehicles with effect from 1 April 2019, and that the annual permit cost for such vehicles should remain at zero. This is to encourage the take up of electric vehicles across the borough which have zero CO2 emissions.

3.8 To align with the above, it is proposed that the current Band A would be redesignated for any vehicle of 1-100g/km CO2 emissions, and that a relatively nominal annual charge of £20 be introduced for such vehicles with effect from 1st April 2019.

3.9 To ensure that the fee differential is maintained between emissions-based permits, it is proposed that the annual fee for Band B resident permits be increased from the current £18.20 to £22, also with effect from 1st April 2019.

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 impose a surcharge of £3.00 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.

Similarly, the above provisions enable the council to charge differentially for resident permits for electric, and hybrid vehicles and other vehicles in order to encourage the use of electric and hybrid vehicles.

The function of setting charges for pay and display parking places and residents' permits 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 in this report 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, 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 has been completed and is attached at Appendix 1. 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.

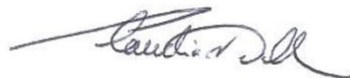
5. Reason for recommendations

- 5.1 The proposals in this report, both in respect of paid for parking and resident permits, will continue to reduce harmful emissions within the borough and thereby mitigate their adverse impact on the health of residents.

Appendix 1 – Residents Impact Assessment

Final report clearance:

Signed by:



8.1.19

Councillor Claudia Webbe
Executive Member for Environment and
Transport

Date

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