

Kirklees Council Air Quality Strategy 2019

- It is the Vision of Kirklees Council to ensure that children have the best start in life, people are as well as possible for as long as possible and experience a high quality, clean, sustainable and green environment.
- Kirklees Council will consider the impact Air Quality in all decision making and make decisions which improve air quality
- Kirklees Council is committed to supporting the increase in active travel (walking, cycling and public transport) in order to improve air quality and the health and wellbeing of the public
- Kirklees Council will work to accelerate the uptake of ultra-low emission vehicles and reduce emissions from all vehicles

Forward by portfolio holders Cllr Mather and Cllr Khan

Clean air is one of the most basic requirements of a healthy environment. We need clean air in order to thrive – physically, mentally, socially and economically. Global, national and local directives, strategies and policies have led to massive improvements in air quality over the past 65 years. However, there is much more that we need to do – as a council, with our partners and as individuals. This Strategy is intended to be an overview of the background, current situation and future direction of the Council in terms of Air Quality

Within Kirklees we have 10 Air Quality Management Areas (AQMA's). These are 'hot spot' areas where pollution concentrations exceed health related limits. However, there are no safe levels of air pollution and we need to improve air quality across the district. Tackling the causes of air quality are complex – but there are things we can all do; improving the infrastructure of our roads, reducing congestion, improving the quality of our fleet vehicles to reduce emissions, working with business to control industrial emissions, educating the public on solid fuel use and supporting people to walk and cycle more. By working together across the council, with our partners, communities and individual residents we will continue to improve air quality for everyone.

We are passionate about improving air quality for the people who live, work and visit Kirklees. This strategy demonstrates our commitment to improving air quality and will outline the specific areas where we can all affect change for the benefit of Kirklees.

INTRODUCTION TO KIRKLEES

Kirklees Council is a Metropolitan District Council in West Yorkshire. The district is made up of one large town, Huddersfield, with a number of smaller towns such as Dewsbury, Batley, Mirfield, Cleckheaton and Holmfirth as well as a number of larger and smaller villages. The total population is approximately 440,000 and is a mix of dense urban and spatially populated rural areas.

There are a number of transportation links crossing the district linking up our towns and villages, as well connecting our population to the surround towns and cities of Manchester, Leeds, Wakefield, Halifax, and Bradford. The District is bounded on two sides by the Strategic Road Network - the M62 passing through the Northern boundary of the area and the M1 to the East.

The landscape of the district is characterised by deep valleys containing the Calder, Colne, Holme and Spen rivers and transportation routes are contained within these valleys where there is limited space for highway capacity. Transportation routes concentrate around bridges across these rivers again limiting capacity.

The district is historically industrialised centered on the textile industry. The textile industry has been in decline over the past number of decades, however, some textile industry still exists and there is a sizable engineering industry present as well as some chemical industry, cement batching and production is centred on the South Dewsbury locality.

Domestic heating was predominantly reliant on solid fuel burning within the district up until the mid-20th century. Since that time there has been a shift towards gas central heating being the primary way to heat properties. Furthermore, Kirklees urban areas have been Smoke Control Areas since the 1950's and this was expanded to the rural areas in the 1990's. As such the whole of the Kirklees District is a Smoke Control Area.

THE WIDER DETERMINANTS OF CLEAN AIR

The ability to experience clean air is complex and dependent on a broad range of factors. This can be described as the wider determinants of health, and is shown below:



Individuals, families and communities should be enabled to live so that they are supported to make choices which improve air quality. This is affected by a range of things – for example, how our houses and communities are designed and planned, how the physical infrastructure supports people to walk and cycle, having access to local parks and green space to enjoy and a public transport network which is affordable and accessible.

THE IMPACT OF POOR AIR QUALITY

Clean air is fundamental to healthy living and a safe environment. Whilst air quality has improved over recent decades, there are still areas of Kirklees where air pollution is having a significant effect on human health.

Exposure to high levels of air pollution has both short and long-term effects on health. Air pollution is the ninth leading risk factor for premature death and disability in both England and Yorkshire and Humber. This ranks air pollution above many other preventable mortality indicators, such as road deaths, excess winter deaths and communicable diseases.

Short-term exposure is associated with exacerbation of asthma, effects on lung function, increases in hospital admissions and reduced life expectancy. Long-term exposure to air pollution reduces life expectancy by increasing deaths from lung, heart and circulatory conditions. Whilst the short and long-term effects of air pollution are interrelated, at a population level the effects of long-term exposure to air pollution are much greater.

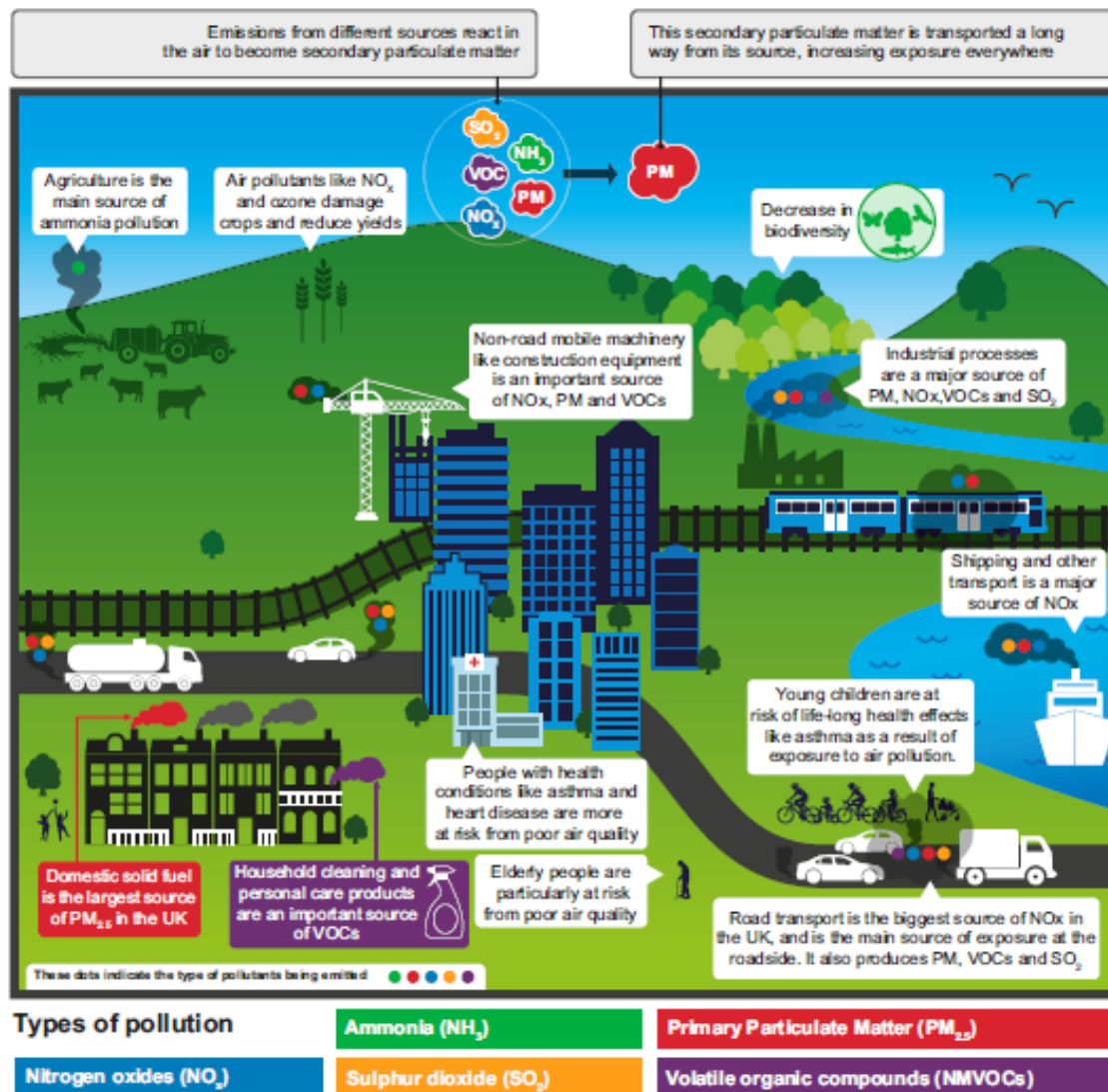
Our physical infrastructure and broader behaviours can also have an impact on air quality. Spatial planning, access to open and green space and the accessibility and confidence to walk and cycle all play a role in determining air quality.

WHAT IS IN AIR POLLUTION?

When we talk about air pollution in the UK we are generally talking about pollutants in the air we breathe which cause ill health in humans and are put into the air by human activity.

The most prominent air pollutants are Nitrogen Dioxide and Small Particulates (PM10, PM2.5 etc). The main sources of pollution are road transport, industrial emissions, domestic heating and agriculture.

The sources of air pollutants and their effects



More information can be found on the web pages of the Department of the Environment, Food and Rural Affairs (DEFRA) uk-air.defra.gov.uk

LOCAL CONTEXT

This document should be read in conjunction with other Policies, Strategies, Action Plans, and Annual Status Reports available on the Council's Website under the [Air Quality](#) section.

The most significant linked documents are:

- **Kirklees Council Corporate Plan 2018/20**
Containing the objectives of the Council including the shared outcomes. The Clean and Green Shared Outcome contains a commitment to improve Air Quality
- **Kirklees Council's Five Year Air Quality Action Plan 2019** (in development)
This document is the Council's 5 year strategy for reducing pollutants district wide and within the AQMA's
- **Kirklees Council Annual Status Report (current year 2018)**
This document is the Council's annual return to DEFRA outlining current pollution conditions within the district and improvement actions taken within the reporting year
- **West Yorkshire Low Emission Strategy**
This document is a regionally adopted strategic document aimed to reduce emissions
- **Kirklees Council Local Plan (in draft)**
This is the councils development control plan for the next 20 years
- **Kirklees Health and Wellbeing Plan 2018 – 2023**
The plan brings together partners to focus on the people who live in Kirklees (adults and children) and how, working collectively, the health and wellbeing of the whole population can be improved.
- **Kirklees Joint Strategic Assessment – Air Quality**
A summary of the intelligence and evidence around Air Quality at a local level, the health impacts, vulnerable groups, assets and future considerations.
- **NICE guidance – Air pollution: Outdoor air quality and health.**
This guideline covers road-traffic-related air pollution and its links to ill health. It aims to improve air quality and so prevent a range of health conditions and deaths.

NATIONAL CONTEXT

As a District Council, Kirklees Council is bound by the **Environment Act 1995** and has a number of duties:

- To monitor the quality of the air in its district
- To report the results of monitoring to the Government annually
- To declare 'Air Quality Management Areas' (AQMA) when monitoring shows that the Government's Air Quality Objectives are not being met
- To produce 'Action Plans' to show how Air Quality will be improved when AQMAs are declared

The Air Quality Objectives are the pollution limits set by Government contained within **The Air Quality Standards Regulations 2010** and contain the maximum allowed concentration of air pollutants before action is needed.

Other legislation such as the **Clean Air Act 1993** deals with industrial and domestic smoke emissions from chimneys and 'dark smoke' from open burning on industrial sites. As of 2018 this legislation is currently being reviewed by Government as it is inadequate in dealing with the problems associated with these sources of air pollution.

Part III of the **Environmental Protection Act 1990** enables the Council to deal with smoke which is a nuisance or prejudicial to health, for example from bonfires. The Act does not prohibit burning in the open, however, provides a procedure to deal with the nuisance effects of the smoke.

The **Environmental Permitting Act 1999** and its regulations control emissions to air from a number of prescribed industrial processes. Depending on the process, the Local Authority or the Environment Agency issue permits for these activities and control emissions via conditions and limits.

The **Town and County Planning Act 1990**. Regulations and guidance make air quality a material planning consideration.

PICTURE OF AIR QUALITY IN KIRKLEES

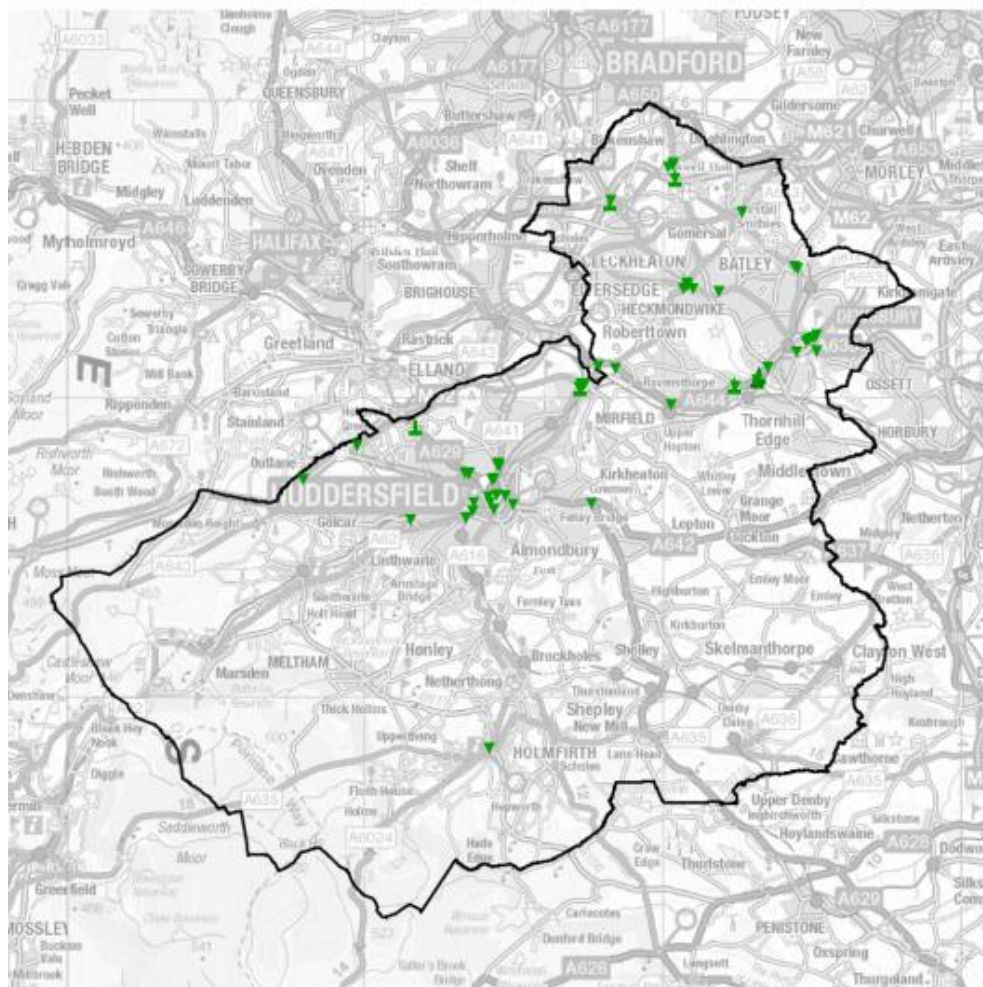
Poor air quality affects everyone but the health effects of air pollution are distributed unequally across the population. In general, levels of air pollution tend to be worse in more deprived communities because they are more likely to be close to busy polluted roads. Analysis by the Environment Agency into environmental quality and social deprivation looked at the social distribution of wards with the highest pollutant concentrations. This found that more than half of the most exposed 5% of the population lived in the 20% most deprived wards.

Children, older people, and people with chronic health problems are most at risk of the effects of air pollution. Where these groups live in more deprived communities located close to busy roads, the risk of health problems caused by exposure to air pollution will be further increased.

Monitoring

Kirklees Council currently monitors air pollution continuously at two road side locations. These air stations monitor for a range of pollutant, including Nitrogen Dioxide and Particulates and report this in real time i.e. every second. The number of real time monitors in Kirklees has decreased since 2008 due to the cost of maintaining and running these monitors.

In addition to this Kirklees Council has over 80 diffusion tubes which measure the average concentration of Nitrogen Oxides over a month. Diffusion Tubes are a cost effective way of measuring air pollution. These tubes are strategically located around the district at locations with heavy or relatively heavy road congestion. The number of diffusion tube locations has increased over recent years to reflect the need to monitor more widely across the district. Kirklees Council review their monitoring network on an annual basis and allocate resources where we anticipate pollutant levels may be elevated by using professional experience and modelling software.



Crown Copyright

Pollution Hot Spots / Air Quality Management Areas

In Kirklees, certain geographical areas are of concern due to high levels of air pollution. Historical measuring of Air Quality is reported in the Council's Annual Status Reports issued to, reviewed by and accepted by Government each year. These are summaries of the year's monitoring results and proposed actions by the local authority. If the pollution limits are breached in a location then this is a hot spot and an Air Quality Management Area (AQMA) must be declared. Kirklees has 10 AQMA's:

- Bradley AQMA (2008) Nitrogen Dioxide
- Scout Hill AQMA (2009) Particulates
- Ainley Top, Huddersfield Nitrogen Dioxide
- Birkenshaw, Bradford Nitrogen Dioxide
- Eastborough, Dewsbury Nitrogen Dioxide
- Edgerton, Huddersfield Nitrogen Dioxide
- Liversedge Nitrogen Dioxide
- Outlane, Huddersfield Nitrogen Dioxide
- Huddersfield Town Centre Nitrogen Dioxide
- Thornton Lodge, Huddersfield (to be declared in 2018) Nitrogen Dioxide

The full details of the AQMAs can be found at <http://www.kirklees.gov.uk/beta/crime-and-safety/air-pollution.aspx>.

WHAT ARE WE ALREADY DOING?

- **Planning Policy and Development Management** - Kirklees Council's Air Quality officers helped develop Kirklees Council's Draft Local Plan. Environmental Health also provide influence and input to new development proposals - proposals are assessed both on their exposure to air pollution and their impact on air quality.
- **ECOSTars** - Kirklees Council is leading on the ECOSTars freight recognition scheme, a West Yorkshire project in pursuance of WYLES. The project aims to cut emissions from heavy goods vehicles by fleet renewal, better driving and awareness.
- **West Yorkshire Strategic Electric Taxi Charge Point Project** – an Office for Low Emission Vehicles (OLEV) funded project which aims to deliver up to 88 dual taxi and public Electric Vehicles charge points throughout West Yorkshire – approximately 17 will be located in Kirklees.

- **West Yorkshire Clean Bus Project** – Kirklees is a partner in a West Yorkshire, Clean Bus Technology Fund funded project to improve emissions from buses throughout the region.
- **Bradley Traffic Light Rationalisation project**
An award winning project by Kirklees Urban Traffic Management and Control to add technology to existing traffic lights to improve the efficiency of the system and reduce pollution.
- **Kirklees Walking and Cycling Strategic Framework** – The framework outlines a range of outcomes and action areas which will work to ensure that Kirklees is recognised as a great place to walk and cycle, inspiring more people to walk and cycle more often as a mode of transport, for work, leisure or for sport.
Kirklees Walking and Cycling Infrastructure Plan (LCWIP) – Kirklees Council wants to provide an infrastructure which will enable walking and cycling to be as easy as possible by developing the infrastructure of its streets, roads and highways.

WHAT ELSE DO WE STILL NEED TO DO?

Kirklees Council recognises that there are significant challenges facing the local authority to protect the health of its residents and improve air quality.

By law once a local authority declares an AQMA it must publish an action plan showing how the pollution in that area will be reduced below legal limits. Kirklees Council is developing a new Five Year Action Plan which will cover all AQMAs.

A partnership approach is required both internally in the Authority and with external partner organisations and businesses. Key internal partners such as Public Health, Transportation Planners, Highways, Development Management are critical in reducing emissions. External partners such as NHS Organisations, local Universities all have their part to play.

Kirklees Council will aim to:

- Ensure that Air Quality is a consideration in all relevant council **decision making** and policy development.
- Complete its **Action Plan** required by law – this action plan will not only meet the minimum legislative requirements, but be an ambitious plan identifying project which may be possible if funding is available – this can be used as a shopping list of project as and when funding becomes available.
- **Increase Resources** - Kirklees Council will aim to increase the number of FTE Air Quality Officers so capacity is present to meet the ongoing challenges. Capital funds is required to improve monitoring and fund project work.
- **Increase Monitoring** - Kirklees Council will review its monitoring network with a focus on increase its particulate monitoring.

- **Modal Shift** - Kirklees Council will aim to enable more people to use active travel in all parts of life.
- **Electric Vehicle Policy** - Kirklees Council will develop a strategy for the uptake of Electric Vehicles, through education, charging location and fleet change.
- **Improve Partnership working** – better partnership working between internal departments of the Council to imbed Air Quality in the planning and delivery of all aspects of Local Authority work. Develop and maintain good relationships with external organisations in Kirklees, particularly anchor institutions and local business.
- **Urban Traffic Management and Control** – build on the award winning and successful UTMC project at Bradley AQMA, where funding allows, to improve the technology on other UTMC junctions, prioritising AQMAs, to reduce emissions at junctions by improving flow, limit stop/start and heavy breaking and acceleration. This will also have economic benefits by reducing journey times.
- **Implement the WYLES** - Kirklees Council was successful in a Government funding bid to fund a Project Officer to deliver the WYLES throughout the region.
- **Identify and bid for external funding** – there are a number of Government funding opportunities - Kirklees Council – will identify and bid for appropriate opportunities.
- **Deliver the Electric Taxi Charge Point Network** - Kirklees Council will work with regional partners in the delivery of this project with the aim of increasing the number of electric vehicle and reduce emissions
- **EcoStars** – Continue to project manage this initiative on behalf of West Yorkshire authorities.
- **Improve Regional Working** - Kirklees Council through the WYLES delivery group will aim to improve the coordination of the regional authorities on Air Quality.
- **West Yorkshire Transport Fund + Highways development**
Air Quality will be considered at all stages of highway development projects. The aim of new project development will be to improve air quality
- **Kirklees Council Local Plan** the draft Local Plan includes Policies to protect the Public from Air Pollution. These Policies will be implemented in full and ensure that new development does not increase emissions and where possible improves reduces them. The development of Supplementary Planning Documents will include additional specific measure to improve Air Quality
- **Domestic Fuel** Kirklees will work with the Public to improve emissions from domestic heating, development of projects for district heating, education and enforcement to ensure that solid fuel use is in accordance with the law, and current best practice and gas boilers are maintained.
- **Government Consultations** – Kirklees will keep up the pressure on National Government to implement Policies which tackle Air Pollution on a National Scale and provide funding for local projects

WHAT CAN THE PUBLIC DO TO IMPROVE AIR QUALITY?

The council wants to ensure that individuals and communities are enabled to make decisions which improve air quality. Whilst the council is working to ensure that this happens, there are also a range of measures that the Public can do to help to improve air quality.

Kirklees Council recognises that sometimes people have limited choices other than to use their car, for example to travel long distances or where public transport is not possible.

- **Walking.** Walking short journeys instead of using the car is a good way to reduce car emissions and improve health. There are a range of walking opportunities available in Kirklees. Click [here](#) for more information.
- **Cycling.** There are a range of cycling opportunities available in Kirklees. For more information click [here](#).
- **Public Transport.** Using public transport instead of the car is one way to improve air quality. You can find your best journey options [here](#).
- **Reduce the use of your car.** Kirklees has a car share scheme, find out more [here](#).
- **Go electric.** If possible, driving an efficient low polluting vehicle e.g. electric/hybrid can help improve air quality.
- **Forget the garden bonfire – do not have bonfires at all.** Compost all garden waste and recycle rubbish rather than burn it. Find out more about how to get rid of garden waste [here](#).
- **Boilers.** Ensure that boilers are serviced regularly and kept in good working order. If a boiler needs replacing then purchase one that has a low NOx emission rating. Make your house more energy efficient so that you need to use your boiler less to heat your home. Find out more information [here](#).
- **Burn smokeless fuel and use the most efficient stove possible such as an EcoStove**