



Liverpool City Region Combined Authority

Initial Air Quality Action Plan

November 2019

DRAFT FINAL – V7

FOR CONSIDERATION BY LCR CA – 1/11/19

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DRAFT FOREWORD

Ensuring that everyone can breathe clean air is one of the most fundamental issues facing us today and an issue that we must all address, together.

Earlier this year the Liverpool City Region Combined Authority declared a climate emergency and addressing poor air quality is at the heart of responding to it.

Many of us will remember when the city region's finest buildings were blackened by the emissions from our coal-fired economy. But while our buildings have been restored to their original glory and our air looks clearer, the reality is that air pollution continues to do us harm, with visible sulphur and soot replaced by invisible nitrogen dioxide and particulates.

As is so often the case, it is our most deprived communities, who already have to cope with multiple health problems, who suffer most from the effects of polluted air. In the Liverpool City Region, we have areas where men have a life expectancy seven years lower than the national average.

We have had some notable successes in tackling air pollution. We are home to pioneering work to develop buses and trains that run on hydrogen and we're building on our strength in offshore wind with the development of our potentially world-leading Mersey Tidal Power scheme. We also have big plans for encouraging much more walking and cycling across the city region.

But no one organisation or individual can address poor air quality alone.

That's why our Air Quality Task Force is made up of elected and other representatives from across the six local authority areas of the city region. And it's why this plan, the first result of its work, contains actions for the Combined Authority, for our constituent Local Authorities and partners, supported by the Combined Authority, for residents, communities and businesses and actions we need from central government and its agencies.

We all need to change the way we live, work and do business if we are to improve our air quality for ourselves and for future generations.

Now is the time for action.

[Signatures]

Metro Mayor and Lead Member for Transport and Air Quality

1. The aim of this action plan

- 1.1 **This document supports existing action by our local authority partners and other bodies across the city region to tackle the problem of poor air quality. It sets out a vision and series of actions to improve air quality. The Combined Authority, as a strategic body, has both direct and indirect influences and powers in this area. But the fundamental principle that only through joint commitment and co-ordinated action can we solve this longstanding problem.**
- 1.2 There is consensus locally, nationally and internationally around the need to take urgent action to address the significant challenges presented by poor air quality, and nitrogen dioxide specifically. This is a problem affecting most major towns and cities globally as a result of traffic and transport emissions in the main. Equally, the challenges presented by particulate matter (PM), especially from domestic sources and industry pose significant dangers, if not to the same extent at a city regional level.
- 1.3 [Public Health England](#) reiterate that air pollution has a significant impact on our health; between 28,000 – 36,000 deaths each year are attributable to human-made air pollution in the UK and that more action is needed. More specifically, Public Health England also [estimate](#) that air pollution contributes to around 700 deaths a year in the Liverpool City Region.
- 1.3 In the spring of 2018 the Combined Authority's Overview and Scrutiny Committee convened a task and finish group to examine the issue of poor Air Quality across the Liverpool City Region. This work entailed the collation of a [detailed body of evidence](#) on the causes and effects of poor air quality locally and the range of options to tackle the problem. This work drew on presentations by, and discussions with a large number of expert witnesses. This action plan does not seek to reproduce this important context in the interests of brevity, but the hyperlinks throughout the plan link to sources of further information.
- 1.4 The Overview and Scrutiny Committee developed a [report and a series of recommendations](#). These were presented to the Combined Authority in June 2018 and were unanimously agreed. A summary of these recommendations is set out in the Appendix.
- 1.5 Of the recommendations agreed by the Combined Authority, one commitment related to the development of this action plan. This was considered vital to clearly set out the Combined Authority's approach to taking action on a Liverpool City Region footing. Allied to this was the importance of working collaboratively with the constituent local authorities, local partners and central government to tackle the problem.
- 1.6 More specifically, it was agreed that this collaborative approach would be formalised through an [LCR Air Quality Task Force](#), convened by the

Authority, comprising elected members and officers from the local authorities, Combined Authority and Merseytravel, key government agencies and from business, to progress the actions needed in order to improve air quality. The establishment of this group recognised that, irrespective of legal responsibilities, no individual body holds all of the powers needed; effective actions to tackle the problem are dependent upon a co-ordinated, collaborative approach. This is also an approach that's better able to secure value for money and economies of scale when it comes to delivery or action.

- 1.7 This is an interim plan that has been developed to coincide with the Air Quality Task Force's initial 6-month work programme. It will be refined further ahead of the end of the financial year and updated in light of new considerations affecting the city region. A prominent consideration includes the "mandated" air quality study within Liverpool City Council that the Combined Authority is fully engaged with, but which is still underway at the time of drafting this action plan. Issues stemming from this will be reflected fully in the final version of the plan. Other emerging considerations include potential air quality legislative changes, budgetary changes locally and nationally, the growing number of "Climate Emergency" responses, and the development of the Local Industrial Strategy (LIS). These are highlighted in more detail in the sections that follow.

2. Recap - what do we already know?

2.1 Responsibilities

2.1.1 Action to monitor and manage air pollution is governed by legislation stemming from European Directives. In legal terms, the main pollutant exceeding these defined standards across the LCR is nitrogen dioxide. However, as noted, particulate matter (PM), comprising microscopically small particles from combustion, vehicle brakes, tyres and road surfaces, chemical reactions, construction or agricultural processes, for example, is also a harmful pollutant affecting the city region.

2.1.2 Most nitrogen dioxide emissions stem from transport emissions from the combustion of petrol and diesel. The Scrutiny Panel's report contains more [detail](#) on these emissions and where Air Quality Management Areas have been declared. As transport movements are not confined to local authority boundaries, neither do the sources of these emissions follow or respect local authority boundaries.

2.1.3 At present, the Combined Authority is not specifically covered by local air quality management legislation. However, members have

agreed that the Authority can and must act in response to the problem and in order to raise the profile of the issue. Importantly, as the main nitrogen dioxide emissions locally stem from transport sources, and given the Combined Authority's statutory responsibilities for transport policy and funding, our policies and priorities have a direct bearing on transport, on transport emissions and local air quality. Equally, the Combined Authority's emerging economic strategies, spatial plans and housing plans, as examples, affect atmospheric emissions and air quality. The added value of the Authority as an "enabler" across a bigger area, and in being able to engage a wide range of partners is also critically important in terms of securing co-ordination and synergy and in helping to avoid any unintended consequences locally.

2.1.4 Under the emerging [Environment Bill](#), there is the potential for statutory responsibilities for tackling poor air quality to be amended. There is a strong possibility that the Combined Authority will be mandated with a duty to co-operate with other parties as part of this process. This would formalise the collaborative approach to tackling poor air quality to date (aligning powers, funds and delivery) in a way that is similar to land use planning legislation that places a duty for local authorities to co-operate with one another on strategic cross-boundary matters.

2.2 "Mandated" work on Clean Air Zones

2.2.1 Many cities across the UK have been mandated by Defra to undertake detailed studies to bring air quality within the prescribed limits within the shortest possible time. These mandates include a requirement to investigate Clear Air Zone options. [Liverpool City Council](#) is subject to this mandate. A highway link in Sefton was identified as being potentially problematic, but in the authority's 2019 Targeted Feasibility Study, concluded that the road link was compliant and that at this time, no further mandatory action is needed from Defra's perspective.

2.2.2 At the time of writing this interim report, the Clean Air Zones study in Liverpool is still in development, and implications will be addressed in a later iteration of the Action Plan. Sefton MBC are also considering options around how best to improve air quality within the borough. However, dependent upon the options that are ultimately shortlisted or mandated, these interventions are likely to be highly significant in both scale and impact.

2.2.3 The Combined Authority is actively supporting Liverpool City Council with the development of options development and potential

delivery as part of the process of developing an outline business case submission to Defra by the end of October 2019.

- 2.2.4 Other major towns and cities across the UK are also developing air quality plans in response to similar Defra mandates, notably [Greater Manchester](#) as the city region's nearest neighbouring city region. Discussions are underway to understand cross-boundary impacts (e.g. the displacement of 'clean' vehicles or other unintended consequences) and to understand and minimise the negative impact of their clean air plans on Liverpool City Region.

Best practice

- 2.3.1 The LCR Air Quality Task Force has identified a wealth of opportunities and best practice to address our air quality challenge. Some of these are ongoing activities, others would be new. And in many instances these actions need to apply more consistently across the city region. These include, but are not limited to the following examples under four main categories:-

Examples of best practice identified across the LCR	
Political commitment	<ul style="list-style-type: none"> • Most of the local authorities in the Liverpool City Region have declared climate emergency, including the Combined Authority itself. These declarations stems in response to the pressing threat of climate change and the urgent need to take action of climate change, air quality and the environment. For the LCRCA, this will build on the net zero carbon target of 2040. Tackling climate change and poor air quality are considered as two sides of the same coin. • Local partners are actively supporting LCR Year of the Environment 2019 and which includes the issue of air quality as one of its eight priority themes. • The development of effective partnerships to take collective action in response to complex problems and challenges, including the LCR Bus Alliance, the collaborative approach to Year of the Environment 2019, a technical group of expert air quality officers led by Wirral Council, and the Air Quality Task Force itself. • The Metro Mayor and Combined Authority have clear visions around a net zero carbon agenda and the role of clean growth, clean, renewable energy and clean fuels. Halton and St Helens Councils are also important sources of hydrogen as an alternative fuel source for vehicles, to support these aims.
Use of regulatory	<ul style="list-style-type: none"> • Many local authorities have proactive approaches to enforcing emissions from vehicles, including buses and taxis, together with

Examples of best practice identified across the LCR	
powers	<p>actions to clean and retrofit vehicle fleets through e.g. taxi licensing regimes and Sefton's Council's ECOStars goods fleet accreditation scheme.</p> <ul style="list-style-type: none"> The Combined Authority is exploring the pros and cons of devolved powers available under the Bus Services Act in respect of bus service operations
Strong policies and funding packages	<ul style="list-style-type: none"> Many local authorities use planning guidance to tackle or mitigate against poor air quality (e.g. standards for new developments or assessments of proposals in air quality) Access to £172.5m over the next four year to enhance sustainable travel through the Transforming Cities Fund. LCR has extensive experience of bidding for and securing funds that tackle poor air quality, and to support the uptake of cleaner engines and fund sustainable travel options, including grant aid from sources such as the Office for low Emissions Vehicles The adoption of robust policy frameworks that promote clean growth have clean growth, modal shift and air quality and resilience at their core, including the Combined Authority's Transport Plan and agreement around a vision for bus to secure a sustainable network that delivers commitments to air quality and health improvements.
Education and awareness	<ul style="list-style-type: none"> The development of educational materials for schools and engagement with schools and parents (e.g. Sefton's Clean Air Crew initiatives through its EcoCentre and an educational pack led by St Helens Council). Engagement with, and support for businesses, to tackle the problems and highlight the benefits of greener forms of transport, clean growth and clean air The delivery of a range of campaigns, communications and events (e.g. on Clean Air Day and Car Free Day) The Better By Bus Campaign to make the bus a more attractive option and to encourage a switch from private car usage The use of innovative means of communicating complex public health messages to the public to raise the profile of the issues and target action

2.3 Building the evidence

2.3.1 As the Task Force was in the process of being established, the Combined Authority was concluding a high level study to better understand, and gauge the relative impacts of various measures available in which to tackle air quality problems. This was developed by AECOM consultancy. The final report was shared with the LCR Air Quality Ask Force at its first meeting in March 2019 and provided a valuable source of material in the identification

of potential “quick wins” and longer-term actions, pilots or developmental work.

2.3.2 The report outlines the technical details, and potential impacts of implementing a range of interventions to improve air quality. 40 potential transport and non-transport interventions were identified and were scored and ranked by AECOM as follows as per the table in Appendix Two.

2.3.3 This helped to identify a number of “quick wins” versus more complex, policy, delivery or funding-led approaches. These quick wins can be highlighted below, and several are behavioural or regulatory in their nature and align closely with many of the examples of best practice in section 2.3.1 and in the action plan that follows:-

- Engagement & Education
- Bus Fleet Upgrades
- Mersey Tunnel Tolls
- Fleet Management
- Travel Cards
- Web Resources
- Domestic Solid Fuel Burning
- Tackling the effect of diesel generators

2.3.4 A number of other high-scoring measures are more complex in their scope, but will have the potential to make significant improvements to local air quality. Measures like better urban traffic control traffic control systems, enhanced bus corridors and enhanced cycling infrastructure or piloting hydrogen fuelled buses are now being progressed via current funding opportunities (e.g. Transforming Cities Funding). There are also aspects identified that may form future asks of government as part of the development of the Local Industrial Strategy or as part of the Spending Review process. These are referenced in the action plan that follows.

2.3.5 Importantly, the study highlighted the importance of securing better data and evidence as a first step, together with enhanced air quality modelling capability for both the Combined Authority and the local authorities.

2.3.6 Allied to the mandated work” that is ongoing now (as set out in para 2.2), the AECOM study recognised the role of Clean Air Zones, and which a number of local authorities (including Liverpool) are considering as a measure to bring forward compliance with legal limits for nitrogen dioxide in the shortest possible time, and which entail a form of charging mechanism for non-compliant (“dirty”) vehicles.

- 2.3.7 From the high level study, CAZs were afforded a lower initial priority score by AECOM, preliminary areas that may be suitable for the implementation of a CAZ focused around Liverpool and Sefton, the greatest potential benefits may be achieved in terms of improved air quality and health. Critically, the need for a better level of data on vehicle classes and engine types was highlighted, to understand better how the application of the CAZ scenario may affect local and regional emissions. This is now reflected in the detailed business case being developed by Liverpool City Council and the options being explored by Sefton Council.
- 2.3.8 In March 2019, at the time that the task force was being established, Public Health England produced a further piece of timely evidence on the health risks arising from poor air quality and the interventions that would best address this – a [“Review of interventions to improve outdoor air quality and public health”](#).
- 2.3.9 It provides evidence-based advice on actions available locally and nationally to reduce air pollution and its impact on our health. It also challenges the view that actions to reduce air pollution run counter to economic growth and development, arguing that this is an opportunity for better air quality and economic prosperity to go hand in hand. This is consistent with the emerging vision in the Local Industrial Strategy around health and wellbeing, linked integrally to clean growth.
- 2.3.10 The following are highlighted as effective interventions to address traffic-related emissions:-
- Reducing emissions from existing vehicles (e.g. retrofitting)
 - planning for active travel and public transport use
 - Promoting low emission vehicles and reducing demand for more polluting forms of transport.
 - Using the planning process to reduce sources and exposure to pollution. (e.g. reducing the need for vehicle use by design and increasing the use of public transport and active travel)
- 2.3.11 Public Health England’s highlighted interventions align closely with issues identified in 2018 by the Overview and Scrutiny Committee and high-level recommendations to the Combined Authority. They also add further weight and validity to the measures identified in this action plan.

3. Structuring this into an action plan

3.1 Drawing the above considerations together, the action plan that follows is divided into three main sections:-

1. Actions by the Combined Authority
2. Recommended actions to local authorities and our partners
3. Actions for the LCR's residents, communities and businesses; and
4. Recommended actions to Central Government and its agencies

3.2 Where appropriate these are then divided into short term and longer term actions:-

- Short term – for action or delivery immediately or within the next 12 months
- Longer term – for action or delivery with the next 24-36 months

3.3 It is reiterated that this is an interim plan which will be refined further over the coming six months, but provides an important starting point for action to be taken by the Combined Authority and by partners.

3.4 This process of refinement and engagement will also help to strengthen emerging recommendations in the plan, recognising that many need further testing and exploration in order to make harder-hitting and more precise, to have the desired effect. Equally, issues arising from detailed clean air options-testing work within Liverpool will be factored into the draft final plan.

3.5 Importantly, it is an important start in drawing together partners across the city region as a whole together, and coalescing around a shared vision and action plan.

THE LIVERPOOL CITY REGION'S INITIAL AIR QUALITY ACTION PLAN

(1) Actions by the Combined Authority	
Short term actions (within the next 12 months)	Means to achieve or resource implications
<p>Supporting our partners to clean the air</p> <ul style="list-style-type: none"> We will work with Liverpool on the development of options around poor air quality and potential clean air zones as part of the “mandated” work with Defra, and seek to secure synergies and common approaches We will work with our colleagues at the Greater Manchester Combined Authority to understand the impact their clean air plans on the Liverpool City Region, to support complementary proposals. This will seek to avoid any unintended consequences, such as displacement and avoid adverse effects on the Liverpool City Region We will undertake a skills map of all local authority and Combined Authority staff working in the air quality area to identify where there is potential to share resources and support peaks in workloads or demand across the area. We will foster stronger links with the health sector to develop collective approach to measuring and taking action in response to poor air quality across the city region, building on the preventative principles and a shared approaches to data and evidence 	<p>We will utilise the skills of the LCR's Air Quality Technical Group and existing CA resources</p> <p>We will maintain close co-operation via the Air Quality Task Force and equivalent bodies and networks</p>
<p>Better data to support decision-making</p> <ul style="list-style-type: none"> We will supporting our local authorities in their duties to monitor and improve air quality, and seek to foster a more “high tech”, consistent and extensive air quality monitoring regime across the LCR. This will include air quality modelling (including modelling of carbon emissions) and data management capabilities, to allow scenarios to be tested and to inform decision-making processes. With Public Health England, we will develop a more nuanced local model for air quality impacts that can be run to forecast the likely outcome of numerous policy choices and 	<p>We will investigate options around direct funding support to collect new and improved data, or else reform existing data-related contractual frameworks that are already in place.</p> <p>We will utilise processes such as the SIF evaluation process to measure</p>

(1) Actions by the Combined Authority	
Short term actions (within the next 12 months)	Means to achieve or resource implications
<p>provide greater certainty about impacts on air quality in decision-making processes</p> <ul style="list-style-type: none"> We will help to build evidence around other potential pollutants of concern, including particulate matter (PM) and sulphur dioxide from all relevant sources (including shipping) and which could present future risks or problems 	<p>and better understand impacts</p>
<p>Effective plans and strategies to create clean, liveable and healthy places</p> <ul style="list-style-type: none"> In developing our plans and projects as a Combined Authority, we will ensure that issues of air quality are not considered in isolation and are fully woven into conversations and actions how we will deliver low carbon, clean and inclusive growth. Specifically, we will do this as a core part of our emerging Local Industrial Strategy, which will be focused around four priorities <ul style="list-style-type: none"> Good work, health and wellbeing for all; Vibrant and connected communities; More businesses innovating and growing; Clean growth These principles will be considered and woven fully into the development of other key strategies, such as the Spatial Development Strategy, Housing Statement and a future Mayoral Transport Plan We commit to championing the delivery of agreed policy statements (e.g. the 2019 Combined Authority Transport Plan) on the imperative to deliver sustainable transport enhancements and create a shift from polluting forms of transport to clean, zero carbon forms of transport as significant contributors to better air quality locally. 	<p>We will build the evidence gleaned on air quality into our strategies and plans and develop systems to assess the impact of policies and programmes on air quality. This will involve existing LCRCA staff and resources.</p> <p>We will target the use of funds that we manage as a CA to support the clean growth and clear air agenda and ensure that these are imperatives and not platitudes or tokenistic measures.</p>
<p>Boosting active travel (walking and cycling) levels, especially for short trips</p> <ul style="list-style-type: none"> We will commission and support the delivery of a radical and comprehensive 	<p>This will be commissioned through the £172m Transforming Cities Funding programme.</p>

(1) Actions by the Combined Authority	
Short term actions (within the next 12 months)	Means to achieve or resource implications
<p>programme of walking and cycling upgrades within the next 4 years, linked to the Transforming Cities Funding programme and the development of a Local Cycling and Walking Investment Plan (LCWIP). The focus will be on a network of dedicated cycle routes, which are segregated from traffic, to encourage the switch from cars to bikes for short journeys. .</p> <ul style="list-style-type: none"> We will investigate measures to boost investment in behavioural change campaigns and initiatives to complement this investment. 	<p>This work will also be supported by our LRC Cycling and Walking Commissioner</p>
<p>Promoting clean fuels and technologies</p> <ul style="list-style-type: none"> We will accelerate plans to roll-out a network of alternative fuel facilities across the region, building on previous good examples such as the Project Charge electric vehicle charging facility, and also hydrogen fuelling facilities, linked to a £6.4 million OLEV grant from government for a pilot hydrogen bus fleet We will engage with the local university sector and bodies such as the Heseltine Institute to establish further research opportunities in this area to inform our plans and policies and support our local authority partners in tackling complex problems We will work with Highways England to explore the scope of rolling-out their electric van pilot scheme, working closely with all parties, including local Chambers of Commerce to engage local small businesses and end users 	<p>We are working to identify additional staff resources and sources of expertise amongst our local authority partners</p>

(1) Actions by the Combined Authority	
Longer term actions (within the next 24-36 months)	Means to achieve or resource implications

(1) Actions by the Combined Authority	
<i>Longer term actions (within the next 24-36 months)</i>	Means to achieve or resource implications
<p>A well-managed Key Route Network</p> <ul style="list-style-type: none"> We will help develop and deliver improved urban traffic control systems across the city region to better co-ordinate traffic movement and give intelligent priority, particularly for public transport and for active travel users. We will test and use our co-ordinating and funding powers over a Key Route Network to better plan and deliver measures across the city region that prioritise clean forms of transport over polluting forms of transport and that support modal shift to sustainable forms of travel. 	<p>We will test options for traffic control systems using Transforming Cities Funding initially</p>
<p>Joint working with Highways England to reduce emissions on the Strategic Road Network</p> <ul style="list-style-type: none"> We will investigate the potential expansion of the electric van pilot (under “Promoting clean fuels and technologies”) into a hydrogen HGV pilot, reflecting the LCR’s role as a major port and logistics centre We will work with HE on a programme to develop prominent signage to Park and Ride sites from the strategic road network, to complement the development of new transport facilities and services (e.g. at Birkenhead North, Bidston, Newton-le-Willows and Maghull North) and to maximise the success of the new Merseyrail train fleet that is being introduced in 2019/20 	<p>We will engage closely with HE staff and also identify opportunities through HE discretionary funds to support the implementation of measures</p>
<p>Bus, rail and ferries as the modes of choice for longer distance trips</p> <ul style="list-style-type: none"> We are in the process of investigating alternative models of bus delivery to best serve the needs of the city region and improve air quality and will begin to implement the preferred option over the lifetime of this action plan Through the Transforming Cities Fund’s Green Bus Route proposals, we will develop a new, holistic approach to bus quality, convenience and punctuality, by giving buses 	<p>Funding options for bus delivery re core to the options development work underway.</p> <p>Transforming Cities funding could be an appropriate use of funding to deliver enhancements to the</p>

(1) Actions by the Combined Authority	
<i>Longer term actions (within the next 24-36 months)</i>	<i>Means to achieve or resource implications</i>
<p>the right priority on our highways to make bus travel a more attractive opportunity</p> <ul style="list-style-type: none"> • We will explore lower-cost ways to cross the river by bus. • We are procuring new cleaner, greener Mersey Ferries vessels that will replace the existing, 60-year old vessels and which provide a vital link between Wirral and Liverpool, especially for cyclists • As part of the introduction of the new Merseyrail rolling stock, we will further enhance the Merseyrail cycle locker scheme to encourage many more short trips to rail stations to be made by bike • We will work to integrate new and existing cycle hire schemes within the new smartcard and ticketing system in development, to allow people to pay for their journeys quickly and easily and to 'mix and match' with other forms of travel • We will investigate and implement where appropriate, new park and ride sites or extend existing sites where these remove or reduce polluting journeys by private car by intercepting vehicles from the strategic road network 	<p>sustainable transport network</p>
<p>Vehicle scrappage and incentives to use clean vehicles, esp. taxis & light vans</p> <ul style="list-style-type: none"> • We will investigate options for an LCR scrappage scheme, working with LAs to look at phasing out dirty vehicles. This will include the examination of a scrappage scheme for taxis, private hire vehicles, and light goods vehicles, targeted at small local businesses. These could take the form of a leasing scheme, whereby clean vehicles are procured centrally, whether by the CA/LAs, a joint venture or privately, and leased to local business, to incentivise uptake and usage. • We will champion greater consistency of taxi and private hire vehicle standards across the city region, to create higher environmental standards overall, building on earlier scoping work led by sefton MBC in 2018. 	<p>Funding sources and models and means of delivery will be central to this investigative work. There may also be 'clean air' funding available through Government.</p> <p>Work on taxi standards would be policy-based and would not seek to change the governance of taxi and PHV licensing at a local authority level.</p>
<p>Tackling domestic emissions to clean the air</p>	<p>Funding sources and models and means of delivery will be central to</p>

(1) Actions by the Combined Authority

<i>Longer term actions (within the next 24-36 months)</i>	<i>Means to achieve or resource implications</i>
<ul style="list-style-type: none"> We will investigate options and measures to improve our housing stock and domestic emissions. Potentially, this could be around an energy retrofit programme and LCR domestic boiler scrappage scheme to help local residents reduce domestic consumption and tackle particulate matter emissions. This would also be through an approach targeted to help least affluent residents first, in order to address fuel poverty. 	<p>this investigative work (e.g. part of the Strategic Investment Fund (SIF) process. This will also link to the CA's emerging Housing Statement and Local Industrial Strategy.</p>
<p>Reducing freight emissions</p> <ul style="list-style-type: none"> We will develop with local authorities a local approach to make freight and logistics as sustainable as possible. This will include joint work with the National Infrastructure Commission and the development of local pilots linked to e.g. local supermarket delivery chains and last mile logistics, to explore the scope for rationalisation or increase uptake of shopping deliveries to home instead of car trips to supermarkets. This will also include actions to promote locally-sourced goods and produce that reduce "food miles" As part of the above, we will investigate models for urban consolidation for movement of goods focusing on options for 'last mile' delivery. With partners, we will seek to take forward a city region-wide vehicle accreditation schemes being effectively applied in selected local authorities, notably scheme in Sefton. 	<p>Funding sources and models and means of delivery will be central to this investigative work</p> <p>This will include engagement with relevant local authorities through the National Infrastructure Commission's joint learning programmes, to learn from best practice and innovation</p>

(2) Recommended actions by the local authorities and our partners	
Short term actions	Means to achieve or resource implications
<p>Joined-up communications and campaigns</p> <ul style="list-style-type: none"> Collectively, we recommend developing and delivering a consistent marketing campaign on Air Quality, including public information and an agreed calendar of events linked to consistent press and PR messaging (e.g. 'Let's Clean the LCR's Air') This will include a pilot across all local authorities of at least 2 schools per district to reduce the private car school run and associated emissions. A co-ordinated approach will be required to ensure that different approaches and different type of schools are being included (e.g. scoping a trial of staggered school hours to tackle peaks and troughs of demand). This could lead to a longer term strategy to extend this approach to all schools 	<p>Though pooled resources and early engagement</p>
<p>Local planning powers and the creation of create clean, liveable and safe places</p> <ul style="list-style-type: none"> We recommend and support the development of LCR-wide, consistent planning conditions and guidance for air quality that are agreed by each authority, e.g. policies around the sustainable design of new developments and means of access, management of car parking and vehicle movements, installation of low emission boilers, electric vehicle charging points, dust suppression controls during building stage etc. This will also be considered as part of the development of the Combined Authority's Spatial Development Strategy. We consider that the profile of health, air quality and "climate emergency" considerations should be clearly factored into the policies, designations and major planning decisions made by local planning authorities. 	<p>Through LCR Chief Planning Officers' Group</p>
<p>Enforcement of idling vehicles to reduce pollution at source</p> <ul style="list-style-type: none"> We recommend the co-ordination of a consistent and collective approach to enforcing and ultimately, reducing numbers of idling vehicles, particularly around schools and at taxi ranks, to strengthen public messaging, and to tackle a root cause of emissions. 	<p>Through the LCR Air Quality Technical Group</p>

(2) Recommended actions by the local authorities and our partners

<i>Longer term actions (within the next 24-36 months)</i>	<i>Means to achieve or resource implications</i>
<p>Green infrastructure and the mitigation of pollution</p> <ul style="list-style-type: none"> • We recommend the piloting of an approach to greening development across all districts and where further greening can be part of this approach, e.g. targets for tree planting as part of new development or interventions, green walls, green roofs, tree planting and soft landscaping. This will also be considered as part of the development of the Combined Authority's Spatial Development Strategy. • We recommend the investigation of Air Quality Barriers where appropriate on parts of the KRN and or the Highways England's network that are close to schools and housing • To work to 'green' existing public infrastructure, including bus shelters and railway stations • To work to mitigate against poor air quality outside schools with greening-up and planting on a consistent footing across the city region 	<p>We will work with expert bodies such as the Mersey Forest and relevant partners</p>
<p>Speed management to encourage modal shift and cleaner air</p> <ul style="list-style-type: none"> • We encourage all LCR local authorities to test and adopt a policy of 20mph on all local residential roads following on from positive outcomes experienced in Liverpool and parts of Sefton, to encourage walking and cycling, especially for short trips. 	<p>Through the Merseyside Road Safety Partnership Group and the Transport Advisory Group</p>

(3) Recommended actions for residents, communities and businesses

<i>Short term actions</i>	<i>Means to achieve or resource implications</i>
<p>Joined-up communications and campaigns – “we’re all doing our bit”</p> <ul style="list-style-type: none"> • Through the umbrella of the Air Quality Task Force, we will work together to align our public-facing communication and publicity plans to secure greater targeting of messages and co-ordination of public campaigns, messages and incentives on means to take action to improve air quality. • The public sector will maintain effective engagement with businesses on the air quality agenda and on the benefits of “responsible business” that reduces air quality emissions. This will include early and meaningful engagement and consultation on publicly funded proposals that have a significant bearing on movement or business operations across the city region. • Members of the Air Quality Task Force will work with Chambers of Commerce to seek to establish air quality “consultancy” and awareness-raising sessions for local businesses so that they can understand the need to change behaviour or practices, and the cost and business opportunities associated with this. This will be aligned with existing business support or outreach activities. • With our Chambers of Commerce and business support groupings, we will engage local small businesses and end users on clean vehicle fleets and reducing air quality from their activities, linked to the Highways England electric van trial scheme as an example. • Members of the Air Quality Task Force will support grassroots and community groups with the provision of factual information, advice and joint campaigns and communications in order to take action to improve local air quality (e.g. Car Free Days, walking buses, green infrastructure, home insulation and energy efficiency). • We recommend joint action to raise the profile amongst residents and businesses of wood burning stoves and their implications on particulate matter emissions, linked to the need for better national regulations on definitions and standards. 	<p>Though pooled resources and early engagement</p> <p>Through our joint campaigns and marketing initiatives</p> <p>As part of the plans that we make for building a legacy from 2019’s Year of the Environment activities.</p> <p>Through the identification and creation of a community fund or similar</p>

(4) Recommended Actions by Central Government and its agencies	
Longer-term actions (within the next 24-36 months)	Means to achieve or resource implications
<p>Joint work with Highways England</p> <ul style="list-style-type: none"> We recommend an investigation into the potential for speed reductions on the local motorway network, to reduce emissions at source, leading to potential ask of Government to implement We will engage HE to invest in prominent signage to public transport park and ride sites from the HE network to coincide with the introduction of complementary public transport enhancements 	<p>Engagement with Highways England and with Central Government</p>
<p>Long term funding confidence to support clean air interventions and modal shift</p> <ul style="list-style-type: none"> We will work with Government and through our collective network groups to make the case for long-term funding certainty to support the delivery of measures that support clean air and extend above and beyond compliance standards, so as to support wider quality of life and wellbeing objectives. This includes both capital and revenue spend. 	<p>With influencing umbrella bodies such as UK100, BCC, The Urban Transport Group, other Metro Mayoral areas and Core Cities Group</p>
<p>Streamlining local enforcement of pollution and emissions</p> <ul style="list-style-type: none"> We will engage with government to encourage the timely introduction of updated national regulations and guidance to address issues such as idling vehicle engines, dark smoke and smoke control areas, as identified in the clean air strategy 2019. This is to address existing cumbersome legislative provisions that can make local enforcement complex or bureaucratic. 	<p>Engagement with Central Government and through the provision of input to the development of the Environment Bill</p>
<p>Fiscal support for low emission vehicles</p> <ul style="list-style-type: none"> We will make the case for financial incentives to be made available to freight and public service fleet operators to invest in low emissions vehicles, scarp existing “dirty vehicles” or to retrofit existing polluting engines through a targeted programme We will work with the government to ensure that taxation and regulatory systems support the uptake of clean vehicles and clean fuels, through regimes such as the Bus Services Operators Grant (BSOG), which currently incentivise the use of diesel rather than hydrogen 	<p>With influencing umbrella bodies such as UK100, BCC, The Urban Transport Group, other Metro Mayoral areas and Core Cities Group</p>

(4) Recommended Actions by Central Government and its agencies	
Longer-term actions (within the next 24-36 months)	Means to achieve or resource implications
<p>or electrical power</p> <ul style="list-style-type: none"> We will engage government and industry on initiatives to remove the oldest and dirtiest engines from the vehicle fleet through scrappage schemes or similar for domestic vehicles. Building on experiences of the past, this must be done in ways that do not lead to unintended consequences (e.g. social exclusion, the creation of incentives to drive or be car-dependent, or that creates displacement from one pollutant to another). 	
<p>Aiding co-ordination and communication on clean air</p> <ul style="list-style-type: none"> We will impress upon Government the need to urgently embed air quality and climate emergence more effectively across government departments and on a “prevention is better than cure” principle to actively avoid the creation of emissions at source whether from industry, from homes or from transport. We will seek support from central government, NHS and health bodies to bring greater cohesion to LCR health boundaries and a “single voice” with the health sector, to work more effectively across currently complex health boundaries and aligns budgets more effectively 	<p>With influencing umbrella bodies such as UK100, The Urban Transport Group, BCC, other Metro Mayoral areas and Core Cities Group</p>
<p>Cleaner, greener national and inter-city connectivity</p> <ul style="list-style-type: none"> We will reiterate our evidenced work on the importance of national and inter-regional enhancements to our rail networks to facilitate modal switch to rail and reduce emissions, through schemes such as High Speed 2, Northern Powerhouse Rail. We will reiterate the role that enhanced northern rail capacity and connectivity plays in supporting the rebalancing of the UK’s economy and in reducing wasteful haulage-related emissions from an over-reliance on south eastern ports. With other relevant local authorities and alliances, we will formulate an approach to reduce emissions from local aviation and from shipping (freight and cruise liners), particularly through measures that support the use of low emission fuels when taxiing/idling airside or berthed in port, respectively. 	<p>With Transport for the North, industry and with Central Government</p>



(4) Recommended Actions by Central Government and its agencies

Longer-term actions (within the next 24-36 months)

*Means to achieve or
resource implications*

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4. Next steps

- 4.1 This interim plan coincides with the end of the Air Quality Task Force's initial 6-month work programme. It is considered a programmatic and robust approach that guides the work of the Combined Authority and its partners in the imperative to tackle the cause and effect of poor air quality. It also forms a key input to other Combined Authority's emerging plans and programmes, notably the Local Industrial Strategy, Climate Change Action Plan, Housing Statement and Spatial Development Strategy, as prominent examples.
- 4.2 This plan has been informed and overseen by the LCR's Air Quality Task Force and will be presented to the Combined Authority in November 2019. Recognising the important work undertaken by the Combined Authority's Overview and Scrutiny Committee on air quality in 2018, and the transposition of this work into the this action plan, this interim plan will also be presented a future meeting of the Overview and Scrutiny Committee. This will be ahead of its finalisation by the Task Force and by the Combined Authority and its partners at the end of the current financial year.
- 4.3 A critical issue recognised in this plan concerns the importance of joint working and a collaborative approach. This stems from the clear realisation that no single body can resolve poor air quality in isolation. As such, it is recommended that this plan and the recommendations contained within it, are progressed through the governance and reporting structures of the Task Force's partner authorities in due course. This could also include local Health and Wellbeing Boards and the Combined Authority's Fairness and Social Justice Advisory Board (FASJAB), to secure the buy-in and alignment that is vital to deliver practical change.
- 4.4 This interim plan will be refined further ahead of the end of the financial year and updated in light of new considerations. These wider considerations include the "mandated" air quality study underway in Liverpool and which is likely to have the biggest impact on the shape of the plan. The plan will also be refined in light of legislative change, budgetary changes locally and nationally and also "Climate Emergency" responses and that cannot be considered in isolation of air quality considerations. It will then take the form of a Final Action Plan by March 2020 that will be kept under regular review.

Appendix Recap on Air Quality Recommendations Agreed by LCRCA in June 2018

1. That the Metro Mayor, on behalf of Combined Authority, acts as a political “champion” for a series of long term measures to improve air quality across the Liverpool City Region, involving a wide range of influential bodies and decision makers. The preliminary air quality feasibility study which is in the process of being finalised, and the action plan that needs to be developed in response, should be formally considered by the Overview and Scrutiny Committee in due course. This will come ahead of consideration by the Combined Authority.
2. Allied to this, the Metro Mayor and the Combined Authority should champion a communications plan to set out a commitment to engage with people across the LCR. This should be targeted as follows:-
 - a) to engage with schools and young people who are particularly vulnerable to the effects of poor air quality, aided by consistent educational materials and best practice across the LCR;
 - b) to engage with the public protection and public health sectors to jointly raise awareness, which could be through roadshows and events, as examples; and;
 - c) To promote National Clean Air Day and related campaigns.
3. The communications plan needs to explain clearly that the LCR has a problem and set out what can be done to both alleviate symptoms, and help address the root of the problem.
4. The Combined Authority needs to fully utilise and align its funding, transport, planning and economic development powers to create an environment where people have reduced reliance on road transport and make greater use of walking, cycling and public transport. For example, this could be linked to the Authority’s emerging digital strategy and the powers that it has over a Key Route Network of local roads. This also needs to be consistently applied through the Authority’s plans and strategies, e.g. through the Freight Strategy and Local Journeys Strategy.
5. The Combined Authority should use its emerging Spatial Development Strategy to address poor air quality and to raise air quality as a policy consideration.
6. The Combined Authority should give prominent and consistent consideration to air quality implications in its decision-making processes and in its investment decisions. This could include much better “before and after” analysis in project and programme evaluations.
7. The Combined Authority should support the six constituent local authorities in their statutory duties to monitor and address air quality, and seek to foster a more “high tech”, consistent and extensive air quality monitoring regime across the LCR. The Combined Authority also needs to work collectively with the constituent local authorities and with central government to tackle the problems caused by vehicles and engines that create the most pollution. This should take the form of an LCR air quality task force, convened by the Authority, comprising officers from the local authorities, Combined Authority and public health bodies, to progress the actions needed in order to improve air quality.

Appendix 2

AECOM Air Quality Feasibility Study - Ranking of measures

Measure	Rank score
Urban Traffic Management Control	72
Supplementary Planning Guidance	72
Engagement & Education	72
Building Standards	72
Cross Boundary Travel	64
Bus Fleet Upgrades	48
Mersey Toll	48
Fleet Management	48
Travel Cards	48
Web Resources	48
Domestic Solid Fuel Burning	48
NRMM ULEZ	48
Diesel Generators	48
Fleet Recognition Scheme	36
Car Clubs	36
Pollution Event Forecasting	36
Segregated Bus Corridors	32
Red Routes	32
Renewable Micro Energy Generation	32
Freight Coordination	24
Taxi Management	24
Real-time Passenger Info	24
Travel Planning Resources	24
Green Infrastructure	24
Commercial & Domestic Boilers	24
Air Quality Neutral	24
Variable Parking Charges	24
Cycling Infrastructure	24
Clean Air Zone	18
Construction Emissions	18
Street Works	18
Bus Layover Facilities	16
School Audits	16
Business Engagement	16
Shipping Emissions	12
Sustainable Procurement	12
Alt Fuel Infrastructure	12
Shared Space	8
Agricultural Emissions	8
Air Traffic Emissions	8