

AIR QUALITY FORUM

**16 January 2008, 1030 - 1230, 1A Page Street, London, SW1P 4PQ,
Room LG4 - 6**

Chair –Martin Williams, Defra

Apologies and Attendees at end of document.

MINUTES

1 Minutes/Actions from Forum meeting on 3 October 2007.

1.1 Actions in minutes (available at www.defra.gov.uk/environment/airquality/panels/forum/meetings/071003/index.htm):

1.2 Para 3.2 – Defra to keep members informed of progress on new air quality Directive – update provided under item 2.

1.3 Para 6.2 – Inform the group of final national indicator set. **Update:** Actioned, with further details on the draft emissions tool for PM₁₀ and NO_x (and CO₂) circulated to the group. See www.defra.gov.uk/environment/airquality/local/indicator.htm

1.4 Para 7.2 – Defra (Rob Arnold) to discuss with DfT implications of biofuels for NO_x levels. **Update:** ongoing discussions with DfT.

1.5 DfT (James Harries) to check that higher levels of primary NO₂ from newer diesel-engine vehicles would be taken into account in his analysis of air quality impacts of different new car CO₂ targets. Update provided under item 5.

1.6 Para 9.2 – Defra to circulate EA paper on Open Air Laboratory (circulated with agenda).

2 EU developments – Defra:

EU update paper (AQF 1/08) circulated prior to meeting.

- Air Quality Directive

2.1 Helen Ainsworth (Defra) – A presentation was made to the Forum on the current status of the new air quality directive. The European Parliament agreed a second reading compromise text in December 2007. These changes to the Common Position followed a number of meetings during the autumn between the Council of Ministers, the European Commission and the European Parliament. We now expect the Council to agree the revised text, and the latest advice to us is that the new Directive is likely to come into force in May of June 2008. Member states will have two years to transpose the directive, which would take us into May or June 2010.

2.2 Overall there is a good outcome from the second reading. The European Parliament proposed sixty seven amendments to the Common Position which were considered by the Council and the Commission. These covered a variety of concerns, but the main emphasis was on pressure for a tighter PM_{2.5} limit value than was in the Common Position. Given the lack of good data on PM_{2.5} concentrations across Member States, there was general reluctance to go further on this at the present time. It would be premature to impose a tighter obligation for 2015 without more information on baseline levels. However, some compromises have been made and we have ended up with a more complex suite of PM_{2.5} controls than in the Common Position.

2.3 In terms of other key areas of the Directive, no changes have been made to the derogation periods, on which there was pressure from the European Parliament for longer periods. Neither was there any change to the issue of where limit values apply. The directive is clear that limit values apply across a Member State, but compliance shall not be assessed where members of the public do not have access and where there is no fixed habitation. They also do not apply on the carriageway of roads and on central reservations, except where there is pedestrian access.

2.4 Directive balances new controls for fine particles to protect public health with compliance flexibilities for meeting limit values, which all Member States are likely to need. The draft directive aims to consolidate existing EU legislation on ambient air quality, and introduce the possibility of extended deadlines for achieving EU limit values, including PM₁₀ and NO₂.

2.5 The new PM_{2.5} limit value is 25µg/m³ to be met everywhere by 2015. The second stage limit value is 20µg/m³ to be met by 2020. A new Exposure Concentration Obligation of 20µg/m³ to be met as an average across all urban background locations in the national network by 2015 has been established. A target value of 25µg/m³ to be met everywhere by 2010.

2.6 An exposure reduction target is also included to reduce PM_{2.5} across the population as a whole, and not just in hotspots. Its central premise is that there is no safe level of exposure to such fine particulate matter. This has been amended in second reading and now is set according to a sliding scale (i.e. the higher the initial PM_{2.5} concentration, the greater the reduction target). Based on current information on initial PM_{2.5} concentrations, the UK expects to be in the category where a 15% reduction target applies, to be met by 2020, which is consistent with what has been set out in the Air Quality Strategy.

2.7 The directive contains a requirement for the Commission to review the PM_{2.5} provisions by 2013.

2.8 The directive recognises that 25 Member States are reporting exceedences of PM₁₀ limit values which came into force in 2005. Member States are also projecting exceedences of the 2010 Limit Value for NO₂. There have been no changes to the Common Position extension periods.

These will only be permitted subject to approval by the Commission of detailed plans setting out how limit values will be achieved in the extended timeframes.

2.9 Directive clarifies that only man made sources of pollution can be addressed. Guidance from the Commission will be forthcoming on how to calculate the contribution to PM levels from natural sources.

2.10 There will be a Commission declaration on areas for Community action, such as Euro VI standards for HGVs, National Emissions Ceiling Directive, reduced emissions associated with re-fuelling petrol cars at service stations, and the sulphur content of fuels, including marine fuels.

2.11 On next steps, we will be working with Devolved Administrations to transpose the directive on time. The UK also expects to submit plans to secure compliance flexibilities to the Commission, which will be the subject of public consultation. The PM₁₀ plan is the most pressing as the UK is currently reporting PM₁₀ exceedences in some areas, and projections indicate that the UK needs to take action beyond that agreed in the Air Quality Strategy to achieve full compliance with limit values. We expect further discussion with the Commission and Member States in spring on the detail of compliance flexibility plans. Community, national and local measures will have a role to play. Note that 25 Member States reported PM exceedences in 2006, covering 40% of zones, and a number of Member States cannot envisage how the limit values could be met by 2011. On NO₂, 23% of zones have exceedences of the 2010 Limit Value reported for 2006 (19 Member States).

2.12 Simon Birkett (Campaign for Clean Air in London) – Thanks Martin Williams, Helen Ainsworth and other Defra staff for their work on the new air quality directive, acknowledging the difficulty involved in agreeing a directive. With the focus seeming to be increasingly on PM, we need to ensure that NO₂ does not fall off the radar.

2.13 David Muir (Bristol City Council) – There is a need to reinvigorate Local Air Quality Management as local authorities become more focused on CO₂ emissions. Jonathan Lartice (Defra) stated that the revised policy and technical guidance from Defra, to be consulted on in spring, will aim to do this.

2.14 Malcolm Watson (UKPIA) – asked what action the Commission was planning on the sulphur content of fuels (paragraph 2.10). Jonathan Simpson (MCA) responded that the IMO will need to take action on the sulphur content of marine fuels.

2.15 Noel Olsen (BMA) – COMEAP could usefully address the effects, such as cardiac effects, of new measures in terms of 'deaths brought forward'. Quality adjusted life years should be considered when calculating the effect of measures.

2.16 Huw Morgan (WLGA) – How will we average PM_{2.5}? John Rea and Janet Dixon (Defra) stated that Defra is working to establish the new

monitoring network consisting of over 50 PM_{2.5} urban background sites during 2008. Previous work by Defra and EPUK suggests that the statistics from such a network are likely to be fairly robust to any siting changes required for operational reasons over the period of the exposure reduction target (2010-2020).

2.17 Roger Worth (DfT) – are there any proposals on aviation fuels regarding sulphur? Malcolm Watson (UKPIA) – any future proposals to tackle this issue would likely be at international rather than EU level.

- National Emissions Ceiling Directive

2.18 John Rea (Defra) – Presentation by John Rea on revision of the National Emission Ceilings Directive.

2.19 UK projections had previously suggested that we were making good progress towards the 2010 national emission ceiling for NO_x, but the most recent projections suggest we may miss the target by 10%. There are several reasons for the change, such as the relative price of coal and gas, new information on emission factors from new cars and activity data in the non-road mobile machinery sector. This means we have a problem regarding the 2010 target.

2.20 Ed Dearnley (Environmental Protection UK) – Is the concern with PRIMES (referred to in the presentation) just a UK concern? John Rea – A number of Member States have expressed concern, including France, Netherlands, Sweden and Spain.

2.21 Malcolm Watson (UKPIA) – Do Member States buy into the EU's ambitions with the thematic strategy? Setting a target at what is seen at the time as the most ambitious target practicable can lead us into trouble, as with the NO_x target. John Rea – the thematic strategy sets out the Commission's aims. But the modelling on which it was based used input assumptions that have now changed. There is a strong case for more action, but this needs to be a realistic balance between health and environmental benefits and cost.

2.22 David Muir (Bristol City Council) - Regarding NO_x from non-road vehicle emissions, Defra could consider how the London best practice guidance on managing emissions from construction sites could be referenced in Defra guidance.

2.23 Martin Williams and Helen Ainsworth (Defra) – Defra will engage stakeholders further, and may look to establish a smaller group of experts to engage.

- Paints Directive

2.24 Update included in the paper circulated at the meeting.

- IPPC Directive

2.25 Martin Williams (Defra) – Commission published proposals on 21 December 2007. No UK position on the proposals yet given how recently they were published.

2.26 Jim Storey (Environment Agency) – Expressed the view that the UK position on BAT being sector and location specific should be protected.

2.27 Diane Mitchell (NFU) – 170 farms have been identified as having additional conditions in their PPC permits, some not gaining permits at all. What cost-benefit analysis of ammonia critical level has been undertaken? Farmers are uncertain on costs and awaiting advice. Martin Williams (Defra) – Critical level is science-led, and responsibility for assessing risks and putting into practice rests with the Environment Agency. Jim Storey (Environment Agency) – When PPC permits were first under consideration by the EA, the focus was on deposition of ammonia. There has been a move from considering critical loads to critical level as they've moved more in line.

3 MARPOL and Sulphur Content of Liquid Fuels – Jonathan Simpson (MCA)

3.1 Paper circulated prior to meeting. MARPOL consultation to be published at the end of January/early February. Forum members to get in touch with Jonathan Simpson for more information.

3.2 IMO will be taking further action to reduce emissions from shipping. Report published in the week prior to the meeting covered a number of options but did not make any recommendations on which option should be supported. The options will be considered at a meeting of IMO's BLG Committee in February.

3.3 Ed Dearnley (Environmental Protection UK) – Is the MCA considering modelling the impact of ports congestion and power generation at ports? Jonathan Simpson (MCA) – Ports policy review by DfT may consider this. We're looking at a 10-20% emissions reduction across the board.

4 Local air quality – Jon Lartice

- Local air quality management (LAQM)

4.1 Paper circulated prior to meeting. DfT guidance on Local Transport Plan reporting requirements for 2008 has now been published. National air quality indicator NI194 has now also been agreed as one of the 198 national indicators published by CLG.

4.2 Jim Storey (Environment Agency) – Highways Agency action on lane widening appears to have been successful in reducing pollution.

4.3 David Lemon (EIC) – It is worth visiting www.lowemissionzone.eu. Would also like Defra to re-consider its position on retro-fitting.

4.4 Sarah Legge (GLA) – Report on LAQM best practice to be published for the GLA workshop on 25 January.

4.5 Simon Birkett (Campaign for Clean Air in London) – It isn't ideal that NO_x is not part of the Low Emission Zone, due to lack of agreed testing methods to enable its inclusion.

4.6 Rhona Munck (TfL) – There have been supply issues over abatement equipment for vehicles to which the Low Emission Zone will apply from February. Operators will be given a 28 day extension to comply. Non-compliant operators will receive a warning first, which was already planned as part of the LEZ.

5 DfT update

- EU CO₂ emissions for new cars – update – DfT

5.1 James Harries (DfT) - Current CO₂ voluntary agreements look unlikely to be met so the European Commission is proposing mandatory targets. There is uncertainty as to what diesel uptake will be. Netcen have been carrying out modelling work looking at the potential impact on air quality exceedences. The dieselisation scenario in the paper circulated at the last meeting was taken as a 'worse case' scenario. Whether the dieselisation takes place for 2012 (the first year of compliance under the proposed regulations) or 2015 (more aligned with the Eurostandards) could have a significant impact. The level of the fine in the proposals needs to be at a level that works as a disincentive for manufacturers not to comply. DfT analysis suggests that the fine levels being proposed (starting low in 2012 and ramping up to €95 per gCO₂/km in 2015) mean that the target may not be met until 2015.

5.2 Sarah Love (DfT) – Impact Assessment will consider air quality in terms of social, environmental and economic costs.

5.3 Malcolm Watson (UKPIA) – UKPIA expects 2 tonnes of diesel to be sold for every tonne of petrol in 2020. In response to question from Ed Dearnley (Environmental Protection UK), expects emissions from refineries to increase as well, although the importation of fuel needs to be factored into consideration.

- Heathrow/AQ update – Roger Worth

5.4 There have been a number of events around the Heathrow consultation. All are invited to respond to the consultation at www.dft.gov.uk/consultations/open/heathrowconsultation/ . Consultation closes 27 February 2008.

6 AOB

- AQEG report on NO₂ (Martin Williams, Defra)

6.1 This has now been published at www.defra.gov.uk/environment/airquality/publications/primaryno2-trends/index.htm

- Particles analysis – David Muir (IAQM)

6.2 Paper presented on particulate matter from bonfires.

6.3 Martin Williams – Defra publishes press notices prior to anticipated high levels of air pollution around 5 November.

6.4 Noel Olsen – pollution around firework displays would be interesting, such as those related to the National Fireworks Competition in August.

- Remote emissions testing – David Muir (Bristol City Council)

6.5 Presentation on emissions testing of vehicles.

6.6 Malcolm Watson (UKPIA) – throttle openings need to be factored into the calculations when modelling emissions from vehicles using data from remote emission testing.

Attendees list

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| Martin Williams | Defra (Chair) |
| John Murlis | Environmental Industries Commission |
| Karen Lawrence | LACORS |
| Rhona Munck | Transport for London |
| Andrew Mair | Freight Transport Association |
| Diane Mitchell | National Farmers Union |
| Sarah Legge | GLA |
| Simon Birkett | Campaign for Clean Air in London |
| Huw Morgan | Welsh Local Government Association |
| Monika Bomba | Society of Motor Manufacturers & Traders |
| Malcolm Watson | UK Petroleum Industries Association |
| David Acres | Association of Electricity Producers |
| David Muir | Institute of Air Quality Management |
| Ed Dearnley | Environment Protection UK |
| Noel Olsen | British Medical Association |
| David Lemon | Environmental Industries Commission |
| Sasha Maguire | BERR |
| Victoria Waite | Dept for Transport |
| James Harries | Dept for Transport |
| Andrew Gilheany | Dept for Transport |
| Roger Worth | Dept for Transport |
| Sarah Love | Dept for Transport |

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|------------------|-----------------------|
| Andrew Whitcombe | Department for Health |
| Jim Storey | Environment Agency |
| Andrew Taylor | Scottish Executive |
| Shaun Drummond | SEPA |
| Jonathan Simpson | MCA |
| Steven Inglese | Defra |
| Roald Dickens | Defra |
| Helen Ainsworth | Defra |
| Sarah Dudgeon | Defra |
| John Rea | Defra |
| Janet Dixon | Defra |
| Jonathan Lartice | Defra |
| Chris Snary | Defra |
| Stuart Gibbons | Defra |

Apologies

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|-------------------|--------------------------------------|
| Tim Everett | Local Government Association |
| Colin Copelin | Confederation of Passenger Transport |
| Chris Parkin | Department for Transport |
| Joanna Warner | Cabinet Office |
| James Davey | Defra (Climate Change) |
| Simon Bareham | JNCC |
| Heather Walton | HPA |
| Inga Mills | HPA |
| Ashleigh Brigden | HMT |
| Andrew Leadbetter | Passenger Transport Executive Group |