

General Licensing Committee Agenda



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Date: 4 December 2014

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A meeting of the

General Licensing Committee

will be held on Wednesday, 17 December 2014 at 2.00 pm
Meeting Room 1, The Abbey House, Abingdon, OX14 3JE

Members of the Committee:

Councillors

Charlotte Dickson (Chairman)

Marilyn Badcock (Vice-Chairman)

John Amys

Eric Batts

Jeanette Halliday

Anthony Hayward

Dudley Hoddinott

Bob Johnston

Bill Jones

Ron Mansfield

Aidan Melville

Elizabeth Miles

Gill Morgan

Val Shaw

Alison Thomson

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A handwritten signature in black ink, appearing to read "M Reed".

Margaret Reed

Head of Legal and Democratic Services

Agenda

Open to the Public including the Press

Council's vision

The council's vision is to take care of your interests across the Vale with enterprise, energy and efficiency.

1. Notification of substitutes and apologies for absence

To record the attendance of substitute councillors, if any, who have been authorised to attend in accordance with the provisions of standing order 17(1) with notification having been given to the proper officer before the start of the meeting and to receive apologies for absence.

2. Minutes

(Pages 3 - 4)

To adopt and sign as a correct record the minutes of the committee meeting held on 7 July 2014 (attached).

3. Declarations of interest

To receive any declarations of disclosable pecuniary interests in respect of items on the agenda for this meeting.

4. Urgent business and chair's announcements

To receive notification of any matters, which the chair determines, should be considered as urgent business and the special circumstances, which have made the matters urgent, and to receive any announcements from the chair.

5. Statements, petitions and questions from the public relating to matters affecting the general licensing committee.

Any statements, petitions and questions from the public under Standing Order 32 will be made or presented at the meeting.

6. Air Quality Action Plan

(Pages 5 - 52)

To consider the head of corporate strategy's report.

Exempt information under Section 100A(4) of the Local Government Act 1972

None

Minutes

of a meeting of the

General Licensing Committee



held on Monday, 7 July 2014 at 6.00 pm
at the Meeting Room 1, The Abbey House, Abingdon, OX14 3JE

Open to the public, including the press

Present:

Members: Councillors Charlotte Dickson (Chairman), Marilyn Badcock (Vice-Chairman), John Amys, Eric Batts, Anthony Hayward, Dudley Hoddinott, Bob Johnston, Bill Jones, Ron Mansfield, Elizabeth Miles, Val Shaw and Alison Thomson

Officers: Robert Draper, Margaret Reed, Jennifer Thompson

GL.4 Notification of substitutes and apologies for absence

Councillors Halliday, Melville and Morgan sent their apologies.

GL.5 Minutes

RESOLVED: to approve the minutes of the meeting of 14 May 2014 as a correct record and agree that the Chairman sign these as such.

GL.6 Declarations of interest

None.

GL.7 Street trading policy

The committee considered the report of the Head of Legal and Democratic Services, the revised draft street trading policy, and the summary of responses to the consultation on the original draft.

The head of legal and democratic services and the licensing team leader introduced the report, proposed revised recommendations and answered questions. The revised recommendations clarified the scope of the authorisation to make minor alterations to the policy before and after Council.

RESOLVED:

(1) to recommend Council to:

- (a) adopt the proposed street trading policy to come into force on 1 October 2014 and
- (b) authorise the Head of Legal and Democratic Services to make any further minor editorial changes to the policy.

(2) subject to Council adopting the policy in (1) above:

- a. to appoint sub-committees comprising any three members, or their appointed substitutes, of the General Licensing Committee;
 - b. that the sub-committees be known as street trading panels;
 - c. to appoint each member or substitute of the General Licensing Committee to serve on any street trading panel which is convened so as to include them in its membership;
 - d. to authorise each street trading panel to discharge all functions relating to matters referred to the panel by the council's licensing officer under the street trading policy;
 - e. that wherever possible, applications should be heard by a panel comprising the chairman or vice-chairman of the committee plus two other members of the committee, but that this should not affect the principle that any three members or their substitutes of the committee will constitute a properly appointed panel; and
 - f. to authorise the Head of Legal and Democratic Services to invite an appropriate panel to conduct a scheduled hearing having regard to members' availability and eligibility to take part and ensuring that as far as possible all members of the committee have the opportunity to conduct hearings.
- (3) to authorise the Head of Legal and Democratic Services to incorporate any changes to the proposed policy agreed by the committee and, in consultation with the chairman of the committee, any other minor alterations, for recommendation to Council.

The meeting closed at 6.25 pm

General Licensing Committee



Report of Head of Corporate Strategy

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Executive member responsible: Roger Cox

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To: General Licensing Committee

DATE: 28 November 2014



Air Quality Action Plan

Recommendation

- That the General Licensing Committee approves the Air Quality Action Plan.
- That the head of corporate strategy be given delegated powers to make any minor amendments to the plan in consultation with the Cabinet Member for Health and the Chairman of the General Licensing Committee.

Purpose of Report

1. To ask the committee to approve the Air Quality Action Plan and consider the report containing the responses to the public consultation.

Strategic Objectives

2. Support for communities.

Background

3. The European Union sets the national requirement for air quality management and has declared national Air Quality Objectives (AQO) for different types of pollutants. These have been incorporated into UK law.
4. Under the Environment Act 1995 the council has a duty to monitor air quality against these standards and report on local air quality to Defra. If an AQO is not

being met the council is required to declare an Air Quality Management Area (AQMA). This is the case in Abingdon and Botley.

5. In order to meet the AQO in those areas officers have produced an Air Quality Action Plan (AQAP), attached at Appendix One, in consultation with stakeholders
6. Levels of traffic related nitrogen dioxide close to or above the AQO of $40\mu\text{g}/\text{m}^3$ led to the designation of AQMAs in Abingdon and Botley. As the pollution is traffic related officers have consulted the highway authority during the production of the plan.
7. Officers developed a plan for Abingdon in 2009. When considering developing a separate plan for Botley officers decided instead to create a wider AQAP aimed at improving air quality across the district but with particular reference to AQMAs. This approach has been approved by Defra and can be updated with additional chapters for any subsequent AQMAs.
8. National guidance relating to action planning requires the council to consult on the AQAP before finalising it. Officers therefore carried out a public consultation exercise between June and August 2014 on the draft.
9. We received forty seven responses, which were broadly in favour of the measures included. The full consultation report is attached as Appendix Two.
10. Many of the respondents commented on the omission of Marcham from the AQAP. Marcham is not currently declared as an AQMA and there were therefore no measures specifically related to it. Officers will bring a report to this committee in early 2015 that will deal with air quality issues in Marcham.

Financial Implications

11. Where measures are the responsibility of this council, we will deliver them using existing officer time and budgets. If the measures require additional resources then officers will seek external funding via, for example, Defra grants.

Legal Implications

12. There is a legal requirement under the Environment Act 1995 for a local authority to produce an AQAP targeted at meeting air quality objectives where an AQMA has been declared.

Risks

13. The council would be failing in its duties under the Environment Act 1995 if it did not approve an AQAP targeted at meeting the AQO in Abingdon and Botley.

Other Implications

14. Officers are required to monitor and report on air quality and declare an AQMA where an AQO is exceeded. They also have to work with the highway authority in their action planning as only reductions in traffic emissions will have a material impact upon this issue. There is no legal obligation to achieve the AQO, only a requirement to work towards meeting the objective.

Conclusion

15. When the council declares an AQMA it has a duty to develop an AQAP. Officers have developed a district wide AQAP containing measures which will work towards meeting the objectives in Abingdon and Botley.

Background Papers

None

Appendices

Appendix 1 - Air Quality Action Plan

Appendix 2 - Air Quality Action Plan 2014 - consultation responses

Air Quality Action Plan 2014



In fulfillment of Part IV of the Environment Act 1995

Local Air Quality Management

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Introduction

A big part of our job at Vale of White Horse District Council (VWHDC) is making sure the district is a place where people want to come to live, work and enjoy. For some issues, like air quality, we're unable to tackle them on our own and have to work with local communities and other organisations before we can make a difference. Action plans like this one help us do this.

Generally, air quality in the district is very good, but we have areas where, usually due to traffic issues, air pollution exceeds the levels set by European and UK regulations (see appendix one for the air quality standards).

When that happens, and we've established there's a risk of the public being significantly exposed to the pollution, we have to create what's known as an Air Quality Management Area (AQMA). We then have to come up with an action plan that sets out how we will work with others to tackle the air quality problems in these areas. Appendix three sets out the legislation on air quality.

Our two Air Quality Management Areas are in Abingdon and Botley. The draft plan covers both areas.

Consultation

How to comment on this document

This is a consultation document prepared by the Vale of White Horse District Council on our draft action plan.

The document proposes actions that the council and partners can take to improve air quality levels across the district and specifically in Abingdon and Botley.

Before we finalise this plan we want to hear what people have to say about what is in it and also those that we rejected as not being viable at this time (see appendix two).

The consultation runs from 26 June 2014 to 15 August 2014.

To send us your comments on the document, please visit our website <http://www.whitehorsedc.gov.uk/airquality> and complete the online form. Alternatively, you can collect a paper form from:

Abbey House
Abbey Close
Abingdon, Oxon
OX14 3JE

We will consider all comments received and use these to finalise the Air Quality Action Plan which we expect to publish towards the end of 2014 along with a summary of the consultation.

If you would like further information about this consultation, or have any questions please contact:

Tim Williams
Environmental health Officer
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Air pollution and health

The health effects of air pollution have been widely publicised and it is now recognised by the government as the country's second-biggest health threat, after smoking. Appendix one (table two) lists the sources of pollutants and their health effects.

Vale of White Horse District Council has declared two air quality management areas due to elevated levels of a pollutant called nitrogen dioxide (NO₂). The main cause of this in the Vale of White Horse is road traffic emissions. For the most part, road traffic actually emits nitric oxide (NO), but this becomes NO₂ over time. Together NO and NO₂ are referred to as NO_x.

So the best way of reducing NO₂ is to try and reduce total nitrogen oxide (NO_x) emissions in the first place.

The health risks of NO₂ because it's an irritant gas are that it can cause inflammation of the eyes, nose, throat and respiratory tract especially amongst those with existing respiratory problems. It can have both short-term 'acute' effects and long-term 'chronic' effects. The acute effects are caused by exposure to high levels of NO₂ in a short timeframe, but this is not a problem in the Vale of White Horse¹. Chronic effects are caused by exposure to lower levels of NO₂ over a long period of time. In the two areas we have declared as AQMAs NO₂ exceeds the standard of 40 micrograms per cubic metre of air (µg/m³) and over a long period of time could lead to chronic health effects, hence the need for this plan.

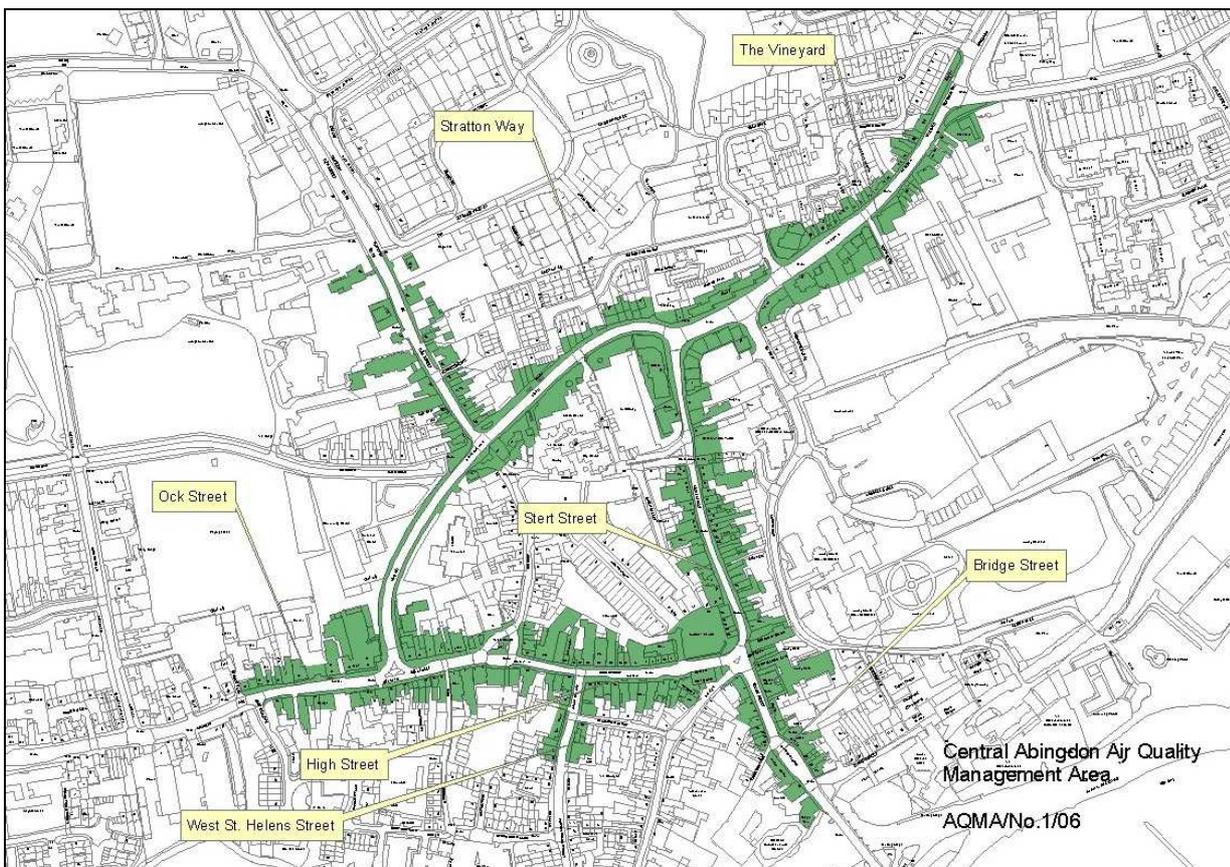
1

The short-term air quality standard for nitrogen dioxide is 200µg/m³ as an hourly average. This short term objective is not currently being exceeded within any of the AQMAs within the district.

Our AQMAs

ABINGDON

The Abingdon AQMA (illustrated below) was declared in 2006 covering the central ring of roads around the centre of Abingdon. These roads include Stratton Way, Stert St, High St, Vineyard, Bridge St, and parts of Ock St and Bath St which feed into the central ring.



BOTLEY

The Botley AQMA (illustrated below) was declared in 2008 and covers properties in close proximity to the A34 trunk road on Southern Bypass Road, Stanley Close and Westminster Way.



What's been done so far

ABINGDON

An action plan was produced for Abingdon in 2009.

One of the major actions was the introduction of a traffic management system. This was an Oxfordshire County Council (OCC) initiative called Abingdon Integrated Transport Strategy (AbiTS), designed to smooth the traffic flow within Abingdon and reduce queuing times. We also worked with OCC to promote school and work place travel plans to reduce road traffic within the town centre. The good news is that levels of NO₂ have fallen since the introduction of AbiTS. In 2012 the majority of NO₂ levels were below the air quality standard and we will monitor the situation to see whether this continues. The general actions within this plan will have a positive effect on the air quality in Abingdon and if the situation improves or remains the same we will reduce or remove the AQMA.

BOTLEY

We've included an action for Botley in this action plan because it has not had one previously.

Specific actions to reduce NO₂ in Botley are very difficult because the pollution is created by a busy trunk road controlled by the Highways Agency. The Highways Agency has introduced a 50 mile per hour speed limit to reduce air pollution however levels remain above the air quality standard. We will continue to work with the Highways Agency to explore potential measures to reduce road traffic, improve air pollution and its impacts.

MARCHAM

We've been monitoring air quality in Marcham and close to the A415 we have recorded high levels of NO₂. A recent detailed assessment has modelled air quality in the area and

the recommendation is that an AQMA should be considered by the council. The council will be consulting on this in the near future.

Moving forward

The main aims of this action plan are to:

- improve air quality levels throughout the district and specifically within the AQMAs, to meet current air quality standards
- encourage a move towards more sustainable development within the district through the planning process
- encourage and enable low emission transport throughout the district
- reduce air pollution and contribute to the development of more sustainable communities in order to help improve the health and well being of our residents.

To inform appropriate actions to meet these aims and to measure success in the future we needed to establish baseline data particularly for the two AQMAs. We established this through measuring and monitoring pollution and traffic and the results can be found in the area specific sections of this plan.

The action plan approach

As we have two AQMAs in different locations within the Vale of White Horse we've decided to take a district wide approach to producing an air quality action plan, so that the whole of the district benefits from the improvements in air quality. This is particularly important given that air pollutants cannot be contained and can spread as a result of changing weather patterns.

Therefore we've produced one over-arching plan which includes district wide actions as well as actions specifically for the Botley AQMA.

Whilst targeted at emissions of NO_x, the actions in this plan are focused on moving towards more sustainable communities, which will lead to reductions in other pollutants such as carbon dioxide (CO₂) and particulate matter (PM) as well. PM is a mixture of solid particles and liquid droplets found in the air.

We aim to achieve this through a collaborative approach between ourselves, OCC, Highways Agency and the Oxfordshire Clinical Commissioning Group, Thames Valley Police alongside other key stakeholders and the public.

Some individual actions may have relatively little impact in isolation, but cumulatively could be significant in improving air quality.

COST BENEFIT

We've categorised the effects and predicted costs for individual air quality actions as follows:

	LOW	MEDIUM	HIGH
Air quality effects	0-1 µg/m ³	1-2 µg/m ³	>2 µg/m ³
Cost (£)	<100K	100-500K	>500K

District wide actions

GENERAL ACTIONS

1) Creation of a 'low emission strategy' and 'low emission zone' feasibility study

Action	Consider the recommendations identified in the low emission feasibility study that South Oxfordshire District Council (SODC) has commissioned to see if any of the actions would benefit the Vale in terms of improving air quality. The study includes looking at the possibility of introducing low emission zones (LEZ) where vehicles can only enter if they meet the required standards.		
Justification	We are not aware of LEZ studies for rural areas that could apply to the Vale of White Horse. However SODC has commissioned one which is underway that the Vale may benefit from. We will also review any similar studies we become aware of.		
Benefits & air quality impacts	<ul style="list-style-type: none"> the study could identify further actions to reduce NO_x, CO₂ and PM emissions 		
Costs/ barriers	<ul style="list-style-type: none"> the study may recommend actions that are not supported by businesses or that adversely affect the local economy the actions will have cost implications which the council and others will need to consider. 		
Target completion date	Cost	Responsible agency	Measurable impact
2017	LOW Use of existing studies currently being carried out	VWHDC OCC	Potential AQ impact: HIGH Study identifies further cost effective actions that the council and others can take to address air quality.

2) Installation of electric vehicle recharging points

Action	<p>Provide electric vehicle recharging points in council car parks.</p> <p>Require electric vehicle recharging points in new developments and private car parks through planning conditions.</p>		
Justification	<p>Electric vehicles create no exhaust emissions and therefore help to improve air quality. However there are limited electric vehicle recharging points in the district and studies have shown this to be a barrier to their use.</p> <p>If predictions are right the next few years will see a revolution in the motoring industry as tens of thousands of electric vehicles hit the road.</p> <p>Increased provision of electric charging points along with their promotion should increase electric vehicle uptake.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced NOx and PM emissions • increased uptake of low emission vehicles • reduced CO₂ emissions (according to the Department for Transport electric vehicles could reduce CO₂ emissions by up to 40 per cent compared to the average car). 		
Costs / barriers	<ul style="list-style-type: none"> • charging points not currently considered a selling point for developers • loss of annual revenue from council car parking of approximately £200 per space used to install a charging point • quicker charging points are more costly and more suited for short stays. 		
Target completion date	Cost	Responsible agency	Measurable impact
Dependant on funding & planning policies	LOW <£100 for domestic £6,000 for public £20,000 for quicker charging points	VWHDC (planning) developers	Potential AQ impact: LOW-HIGH (dependant on uptake) Number of charging points installed

3) Parking permit & pricing incentives for green vehicles

Action	<p>Offer free parking permits for electric vehicles.</p> <p>Offer cut price parking permits for low emission vehicles.</p> <p>Allow free parking for visitors in council car parks for electric vehicles.</p>		
Justification	<p>Electric vehicles create no exhaust emissions and therefore help to improve air quality.</p> <p>Offering incentives for using electric vehicles could increase their use.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • an increase in uptake of low emission vehicles • reduction in NO_x, PM and CO₂ emissions. 		
Costs / barriers	<ul style="list-style-type: none"> • the actions will have cost implications which the council will need to consider 		
Target completion date	Cost	Responsible agency	Measurable impact
2016	LOW	VWHDC (facilities)	<p>Potential AQ impact: LOW</p> <p>Number of permits issued</p>

4) Feasibility study for freight transport consolidation centre (FCC) / freight quality partnership

Action	<p>In partnership with Oxfordshire authorities, commission a study to investigate the potential for an out of town freight consolidation centre. This would be a centre, close to the strategic road network, where goods can be consolidated for onwards dispatch in smaller, low emission vehicles.</p> <p>Part of this study will look into creating partnerships with freight companies to agree actions to improve air quality like using low emission fleets and setting up route agreements.</p>		
Justification	<p>HGVs contribute between 14 and 45 per cent of road NOx within our AQMAs and FCCs and freight partnerships have proven to reduce pollution and congestion.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • study could identify actions freight companies could take to reduce NOx, CO₂, PM emissions, congestion and road noise 		
Costs / barriers	<ul style="list-style-type: none"> • the other councils do not agree to a joint study • the study may recommend actions that are not supported by businesses or that adversely affect the local economy • the study may suggest actions that are not cost effective or affordable • we might not secure funding for this project. 		
Target completion date	Cost	Responsible agency	Measurable impact
<p>2015 apply for funding</p> <p>Study completed 2016</p>	<p>LOW for study but HIGH for implementation</p>	<p>OCC and Oxfordshire authorities</p>	<p>Potential AQ impact: HIGH (if pursued)</p> <p>Study identifies further cost effective actions to improve air quality</p>

5) Taxi licensing incentives for green vehicles

Action	<p>Consider introducing a sliding scale where licence fees are linked to emissions.</p> <p>Consider introducing a limit on the age of vehicles when our licensing policy is next reviewed.</p>		
Justification	<p>There are over 300 taxis operating in the Vale of White Horse and by encouraging taxi companies to use low emission vehicles we can reduce their impact on air quality.</p> <p>Older vehicles create more pollution and therefore by limiting the age of a vehicle we can reduce emissions further.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced NOx emissions • reduced CO₂ and PM emissions • taxi drivers may choose to purchase lower emissions vehicles if this policy is implemented. 		
Costs / barriers	<ul style="list-style-type: none"> • taxi companies may not support the change in policy to limit the age in vehicles due to the cost implications of buying new ones 		
Target completion date	Cost	Responsible agency	Measurable impact
2016	Officer time	VWHDC	<p>Potential AQ impact: LOW</p> <p>Changes to our licensing policy</p>

6) Improved use and enforcement of traffic regulation orders

Action	<p>Work with OCC to ensure current traffic orders, such as weight limits are being adhered to.</p> <p>Research the feasibility of issuing fixed penalty notices for engine idling or ignoring traffic orders.</p> <p>Research the potential effects of changing the existing weight restriction zone boundaries, or the impact of introducing further weight restriction zones.</p> <p>Enter into voluntary agreements with bus operators to prevent unnecessary idling.</p>		
Justification	<p>An idling engine releases twice as many fumes as a vehicle in motion and councils have the power to reduce this through issuing fixed penalties to those drivers who refuse to turn their engines off.</p> <p>Reducing the number of engines running unnecessarily will also reduce congestion and associated pollution.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced NOx emissions • reduced CO₂ and PM emissions • economic benefits to car owners in fuel savings. 		
Costs / barriers	<ul style="list-style-type: none"> • police and OCC have limited budgets so enforcement costs may fall to this council • likely to prove very unpopular with motorists. 		
Target completion date	Cost	Responsible agency	Measurable impact
2016	LOW	OCC Police VWHDC	Potential AQ impact: LOW Number of fixed penalty notices issued

7) Review of the council and contractors fleet

Action	<p>Explore the potential for bio diesel and low emission refuse collection vehicles.</p> <p>Consider updating our procurement policy to put greater emphasis on using low emission vehicles for council contracts.</p>		
Justification	<p>HGVs contribute up to 45 per cent of road NOx emissions within our AQMAs. Each refuse vehicle does approximately 25,000 miles through the district each year.</p> <p>If we introduce low emission vehicles not only would we make a modest contribution to reducing these emissions we would also lead by example.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced NOx emissions • reduced CO₂ and PM emissions • economic benefits to fleet operators. 		
Costs / barriers	<ul style="list-style-type: none"> • if we insist on low emission vehicles in contracts we could face higher costs 		
Target completion date	Cost	Responsible agency	Measurable impact
<p>Research completed 2016</p> <p>Actions are funding dependant</p>	<p>MEDIUM (subject to outcome of procurement of vehicles)</p>	<p>VWHDC OCC contractor</p>	<p>Potential AQ impact: LOW-MEDIUM</p> <p>Change in policy to promote uptake of low emission vehicles</p> <p>Low emission vehicles in operation</p>

8) Eco driver training

Action	To trial an eco driver scheme with council staff and if successful promote this to other transport operators.		
Justification	Trials of eco driver training have proved to reduce fuel use (up to 15 per cent) and emissions and we could achieve similar success if we piloted a scheme.		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced NOx emissions • reduced CO₂ and PM emissions • economic benefits to transport operators if they adopt the scheme • increased safety on roads. 		
Costs / barriers	<ul style="list-style-type: none"> • it could be difficult to get people to buy into the scheme unless it is compulsory • benefits could be short tem and refresher courses may be needed. 		
Target completion date	Cost	Responsible agency	Measurable impact
2016 trial complete Further schemes are funding dependant	LOW (£20 each = £8,000 for current staffing levels)	VWHDC OCC contractors fleet operators	Potential AQ impact: LOW-MEDIUM Reduction in fuel use Number of drivers trained

9) Air quality planning guidance

Action	Include air quality requirements in development policies.		
Justification	<p>This council currently only gives advice on large developments or planning applications that relate to an AQMA and therefore we miss opportunities to control emissions from other developments outside of these areas.</p> <p>Planning applications are often delayed because air quality information isn't provided when they are first submitted.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • reduced emissions of NO_x, CO₂ and PM from buildings • quicker processing of planning applications • create more sustainable homes and communities. 		
Costs / barriers	<ul style="list-style-type: none"> • agents and developers building outside of the AQMAs may incur additional costs through carrying out air quality assessments and therefore they may not support this proposal 		
Target completion date	Cost	Responsible agency	Measurable impact
2015	Officer time	VWHDC	<p>Potential AQ impact: LOW-HIGH</p> <p>Number of planning applications with air quality assessments</p> <p>Increase in Community Infrastructure Levy funding received, to offset air pollution caused by developments</p> <p>Reduction in time taken to process planning applications for developments in AQMAs</p>

10) Community involvement projects

Action	<p>Work with and support local groups on air quality projects.</p> <p>Raise awareness of air quality issues to promote behavioural change.</p> <p>Work with other Oxfordshire authorities and public health bodies on future county wide initiatives to improve air quality.</p>		
Justification	<p>We cannot improve air quality on our own because it involves people changing their behaviours and some of the causes are outside of our control. Therefore we need to encourage others to take action with us to improve air quality.</p>		
Benefits & air quality impacts	<ul style="list-style-type: none"> • working collaboratively with communities and partners is more likely to attract additional funding into the district and deliver more projects to improve air quality • increased awareness of air quality to drive behavioural change • reduced emissions of NO_x, CO₂ and PM. 		
Costs / barriers	<ul style="list-style-type: none"> • it can be difficult to get people to buy in to partnership working. 		
Target completion date	Cost	Responsible agency	Measurable impact
ongoing	Unknown based on grant funding	VWHDC Oxfordshire Clinical Commissioning Group health bodies community groups town and parish councils	<p>Potential AQ impact: LOW-MEDIUM</p> <p>Number of air quality improvement projects</p> <p>Public awareness of air quality issues</p>

11) Introduce south facing slip roads to Lodge Hill interchange

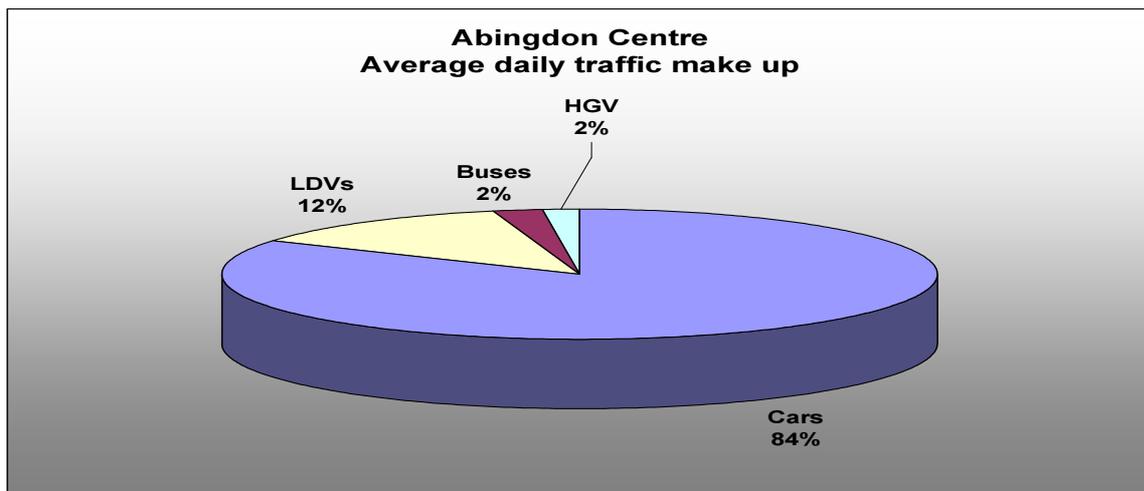
Action	Seek to make the A34 Lodge Hill interchange a four way interchange by providing south facing slip roads.		
Justification	Increasing the two way interchange into a four way one will remove the need for much of the traffic from northern Abingdon to have to pass through the town and the AQMA to access the A34.		
Benefits & air quality impacts	<ul style="list-style-type: none"> Reduction in NO_x, CO₂ and PM emissions in the town centre and principle routes to the town centre 		
Costs / barriers	<ul style="list-style-type: none"> The estimated cost, based on the knowledge of similar projects, would be in the region of £8 million Funding would be dependent on S106 contributions however there are currently no proposals in our draft local plan for developments of the scale needed to generate this level of funding Possible increased use of A34 by local traffic may not be welcomed by Highways Agency. 		
Target completion date	Cost	Responsible agency	Measurable impact
Long term objective	£8 million	OCC Highways Agency	Reduced through traffic in Abingdon.

Abingdon specific actions

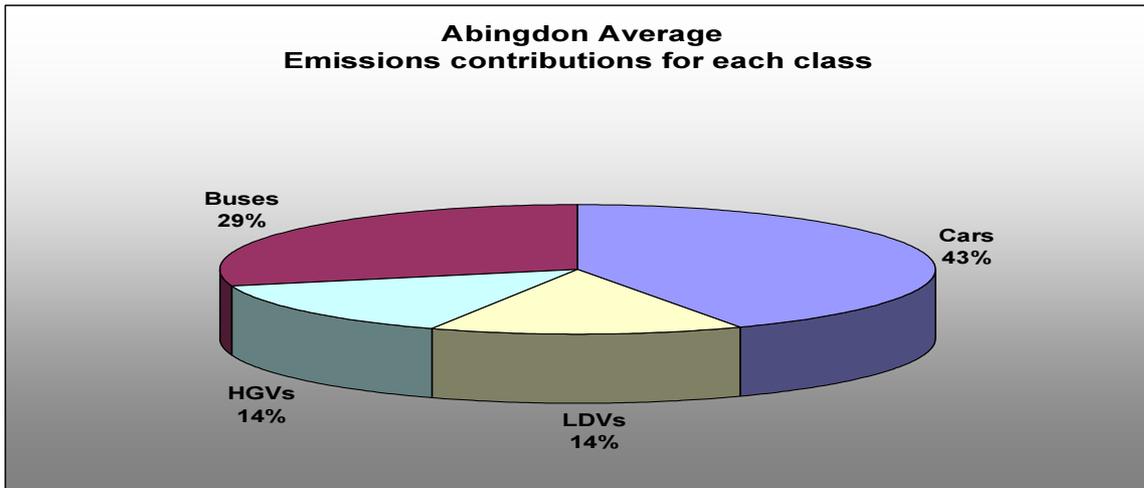
BREAKDOWN OF EMISSIONS AND TARGETS FOR REDUCTION

IN 2013 air quality levels were within the air quality standards by 2 per cent (reaching $39\mu\text{g}/\text{m}^3$ against the standard of $40\mu\text{g}/\text{m}^3$).

To understand the contribution of different sources to the overall concentrations of NO_x we carried out a source apportionment exercise illustrated in the charts below. These show that the majority of the traffic in the centre of Abingdon are cars but they only contribute 43 per cent of the road NO_x levels. Conversely HGVs and buses make up just four per cent of the traffic but contribute 43 per cent of the total road NO_x emissions. We need to continue to focus on all vehicle types in order to maintain the improvements.



Recent monitoring indicates that we are currently meeting the air quality standards in the majority of areas in the centre of Abingdon and if further monitoring shows similar results we will reduce or remove the AQMA in the future.

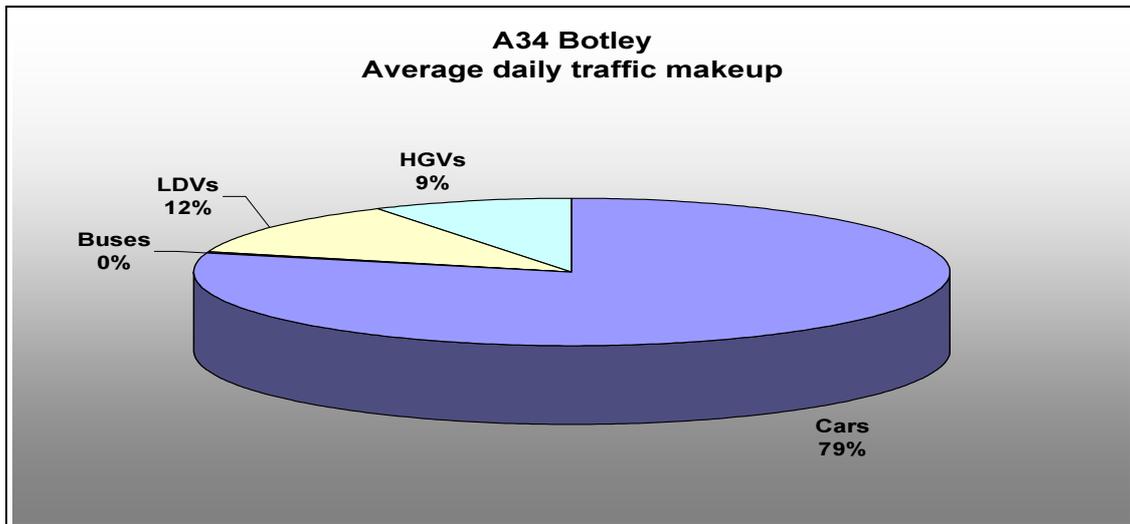


Botley A34 specific actions

BREAKDOWN OF EMISSIONS AND TARGETS FOR REDUCTION

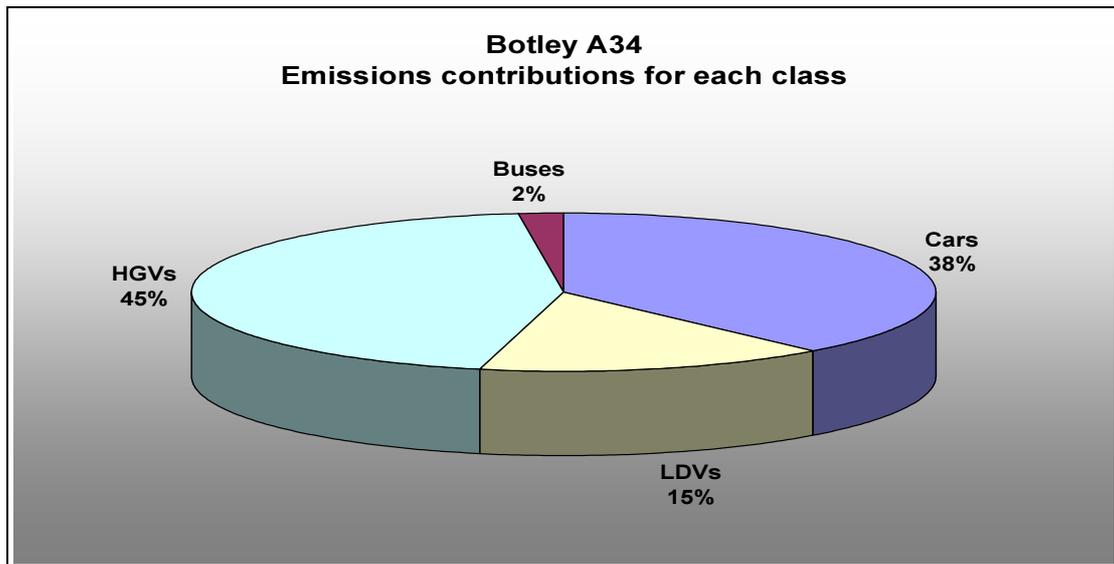
IN 2013 air quality levels were exceeding the air quality standards by 15 per cent (reaching $46\mu\text{g}/\text{m}^3$ against the standard of $40\mu\text{g}/\text{m}^3$).

The charts below show that the majority of the traffic on the A34 in Botley are cars but they only contribute 38% of the road NO_x levels. Conversely HGVs and buses make up just nine per cent of the traffic but contribute 47% of the total road NO_x emissions. Therefore we need to focus on HGVs, LDV's and cars in order to make improvements.



Recent monitoring indicates that in order to meet the air quality standards for Botley A34 we need to reduce NO₂ by $7\mu\text{g}/\text{m}^3$

In order to achieve this we need to reduce road NO_x emissions by 23 per cent or total NO_x emissions by 15 per cent.



Proposed actions

B1) Assess Feasibility of Barriers			
Action	Commission a feasibility study to identify potential air quality impacts of installing barriers near the southbound carriageway.		
Justification	Barriers have been used successfully to reduce air pollution levels elsewhere.		
Benefits & Air Quality Impacts	<ul style="list-style-type: none"> • reduced NOx emissions • reduced CO₂ and PM emissions. 		
Cost/ barriers	<ul style="list-style-type: none"> • Dependant on funding 		
Target Completion date	Cost	Responsible Agency	Measurable Impact
Dependant upon funding	LOW	VWHDC	Potential AQ impact: HIGH Study complete

Implementation

In order to deliver some of the more expensive actions in this plan, the council will need to secure external funding to supplement money that we allocate from our general funds. We will apply to grant giving organisations and seek contributions from developers through section 106 agreements, where appropriate. We will consider using funding gained through the Community Infrastructure Levy once this is in place. We will support OCC in applications for funding towards its transport actions.

The success of the action plan depends on all of the partners delivering their specific actions and contributing to joint ones.

Evaluation and monitoring

The government accepts that it is not always possible to achieve air quality standards but expects councils to demonstrate that they are working towards them. By delivering the actions in this plan we are showing our commitment to achieving them and improving air quality.

We will continue to monitor air quality across the district to assess the impact of the actions contained in this plan and will publish the results annually on our website.

Every three years we will review our plan to assess improvements in air quality and progress on delivering the actions. We will consult on any changes to actions in the plan as a result of the findings of the reviews.

Appendix 1

AIR POLLUTION OBJECTIVES TABLE

We have to do an annual review of all of the objectives set out in the Air Quality Regulations 2003. This review is sent to DEFRA for approval. The latest review has shown NO₂ is the only pollutant that is above the objective in the vale of white horse district. The other pollutants are well within the objectives and so no action is required. These are listed below:

- Benzene
- 1,3 Butadiene
- Carbon monoxide
- Lead
- Particles (PM₁₀)
- Sulphur dioxide.

The objective for NO₂ is as follows

Pollutant	Air Quality Objective		Date to be achieved by
	Concentration	Measured as	
Nitrogen dioxide	200 µg/m ³ not to be exceeded more than 18 times a year	1 hour mean	31.12.2005 - achieved
	40 µg/m ³	annual mean	31.12.2005 – not

			achieved
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HEALTH EFFECTS OF AIR QUALITY: TABLE TWO

Sources of pollutants and health effects		
Pollutant	Sources	Health Effects
Nitrogen Dioxide	Nitric oxide (NO) is mainly derived from road transport emissions and other combustion processes such as the electricity supply industry. Nitric oxide is not considered to be harmful to health. However, once released to the atmosphere, NO is mostly very rapidly oxidized, mainly by ozone (O ₃), to nitrogen dioxide (NO ₂), which can be harmful to health. NO ₂ and NO together are referred to as nitrogen oxides (NO _x).	Nitrogen dioxide can irritate the lungs and lower resistance to respiratory infections such as influenza. Continued or frequent exposure to concentrations that are typically much higher than those normally found in the ambient air may cause increased incidence of acute respiratory illness in children.
Fine Particles (PM₁₀, PM_{2.5} and PM₃)	Fine particles are a complex mixture of extremely small particles and liquid droplets made up of a number of components, including acids (such as nitrates and sulfates), organic chemicals, metals, and soil or dust particles.	Particles are measured according to their mean aerodynamic diameter. Most monitoring is currently focused on PM ₁₀ , but monitoring of the finer fractions PM _{2.5} and PM ₃ is increasing due to their effects on health. Fine particles can be carried deep into the lungs where they can cause

		inflammation and aggravate existing heart and lung diseases. They may also carry surface-absorbed carcinogenic compounds into the lungs.
Sulphur Dioxide	Sulphur dioxide (SO ₂) is produced when a material, or fuel, containing sulphur is burned. In the UK the predominant source is power stations burning fossil fuels, principally coal and heavy oils. Widespread domestic use of coal can also lead to high local concentrations of SO ₂ .	Even moderate concentrations may result in reduced lung function in asthmatics. High levels can cause people to experience tightness in the chest and coughing, and in asthmatics reduce lung function to the extent they may require medical attention. Sulphur dioxide pollution is more harmful when particulate and other pollution concentrations are high.

Benzene	Benzene is a volatile organic compound which is found in small quantities in petrol. Motor vehicle exhaust is the single biggest source of this pollutant.	Possible chronic health effects include cancer, central nervous system disorder, liver and kidney damage, reproductive disorders, and birth defects.
1,3-Butadiene	1,3-butadiene, like benzene, is a volatile organic compound emitted into the atmosphere principally from fuel combustion of petrol and diesel vehicles.	Possible chronic health effects include cancer, central nervous system disorder, liver and kidney damage, reproductive disorders, and birth defects.
Carbon Monoxide	Carbon monoxide is a colourless, odourless, tasteless, poisonous gas produced by incomplete, or inefficient, combustion of fuel. It is predominantly produced by road transport, in particular petrol-engine vehicles.	This gas prevents the normal transport of oxygen by the blood. This can lead to a significant reduction in the supply of oxygen to the heart, particularly in people suffering from heart disease.
Lead	Since the introduction of unleaded petrol in the UK there has been a significant reduction in lead levels. Recently industries recycling metals without iron in them, have become the most significant contributors to emissions of lead.	Lead poisoning builds up slowly over time from repeated exposure to small amounts of lead. Over time, even low levels of lead exposure can harm a child's mental development. The health problems get worse as the level of lead in the blood gets higher. Lead is more harmful to children

		<p>than adults because it can affect children's developing nerves and brains. The younger the child, the more harmful lead can be. Unborn children are the most vulnerable.</p>
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Appendix 2

OPTIONS CONSIDERED BUT NOT VIABLE AT THIS TIME:

ABINGDON BYPASS AND NEW OCK/THAMES RIVER CROSSING

Desired outcome

To encourage traffic to use the bypass/river crossing instead of entering the town centre.

Reason for rejecting this option

This is an aspiration in OCC's local transport plan as it is dependant on section 106 funding from major developments in the town. However there are currently no proposals in our draft local plan for any developments of the scale needed to generate this level of funding. For these reasons we've rejected this option as not being viable at the present time.

RESTRICT DELIVERY VEHICLES DURING THE DAY IN ABINGDON

Desired outcome

To reduce congestion particularly at peak times where parked delivery vehicles are holding up traffic.

Reason for rejecting this option

Following the introduction of more delivery parking bays as part of the AbITS we've not identified any significant problems with peak time deliveries that would merit further restrictions.

CLOSE ST HELENS WHARF

Desired outcome

To reduce traffic in the town centre.

Reason for rejecting this option

According to OCC this proposal would create more congestion and air pollution within the AQMA.

Appendix 3

LEGISLATION

Concern over the effects of modern day pollution, mainly from industrial and road transport sources, led to the introduction of the EU Directive on air quality.

The UK adopted this in the form of the Environment Act 1995. Part IV of this act sets out the requirements on local authorities to review and assess the air quality within their boundaries against national measures of air quality known as air quality objectives. These objectives are set out in the Air Quality (England) Regulations 2000.

When a local authority establishes, through its annual review and monitoring that an objective is not likely to be met it must declare an Air Quality Management Area (AQMA). It must then prepare and implement a remedial action plan to work towards achieving the air quality.

County councils must put forward transport related actions that could contribute to meeting the objectives.



**Vale
of White Horse**

District Council

Air Quality Action Plan 2014

Consultation Summary

A summary of consultation undertaken by the council between June and August 2014 to help shape proposals to improve air quality across the district

NOVEMBER 2014

SUMMARY

This report provides a summary of the consultation that Vale of White Horse District Council (VWHDC) undertook between June and August 2014 to prepare an air quality action plan (AQAP) for the district.

The consultation sought the views of various organisations, local communities and individuals on draft proposals intended to bring about air quality improvements throughout the district.

Opportunities were created for members of the public to provide feedback via our online consultation tool and in writing.

A total of 47 people and organisations responded to the consultation.

A range of issues and concerns were identified from the consultation responses. The most prevalent are shown below along with our response.

A particular concern mentioned by 40 per cent of respondents was the fact that Marcham had not been declared as an Air Quality Management Area (AQMA) and that no measures were included in the plan to address air quality issues in this settlement. We are aware of the air quality issues in Marcham and we are now considering evidence which supports the need to declare an AQMA for Marcham. Marcham residents affected by any proposed AQMA will soon be consulted on some specific proposals.

THE AIR QUALITY ACTION PLAN

The draft air quality action plan was published by the council on 26 June 2014. The action plan was produced as a result of the national air quality objective for nitrogen dioxide not being met in Abingdon and Botley. It proposed a series of potential actions for the district, some general and some area specific which all aimed to reduce levels of air pollution by tackling current sources and by better managing potential new sources.

THE CONSULTATION

We consulted on the draft action plan between 26 June and 15 August. Vale of White Horse District Council is committed to working collaboratively with organisations, the local community and individuals to ensure that a targeted workable action plan is produced that can be implemented with the support of all those involved.

Following the completion of the draft plan we consulted the public to gather feedback useful for the purposes of improving the proposed measures outlined in the action plan. We approached a wide range of stakeholders, including both statutory and non-statutory consultees. A full list of the people and organisations that we consulted is shown in **Appendix 1 – Consultees**.

To raise an awareness of the consultation we issued a press release, published details on our website and sent email notifications to our key stakeholders.

Members of the public were able to submit comments online using the council's consultation system during this period (<http://www.southoxon.gov.uk/airquality>) We also accepted comments made in writing to the Council Offices, Benson Lane, Crowmarsh Gifford, Wallingford, OX10 8NL.

CONSULTATION RESPONSES

47 responses were received in response to the consultation from members of the public and organisations interested in the draft plan.

General consultation comments

CONCERN THAT NO ACTIONS WERE PROPOSED FOR MARCHAM

The majority of comments (40 per cent) relate to Marcham which had not been declared an Air Quality Management Area (AQMA) and therefore did not feature in the draft plan.

Respondents felt that there was an air pollution problem in Marcham and expressed concern that nothing was being done by the council to address this.

Please be sure to include Marcham in your plans.

I am amazed that you are ignoring the problem of the levels of traffic and resulting air pollution are causing in Marcham.

Don't forget Marcham. Packhorse Lane has a very severe air quality problem.

We are considering evidence which supports the need to declare an AQMA for Marcham. If this happens, the overall plan for the district will be amended accordingly.

THE PLAN IS NOT AMBITIOUS ENOUGH

A number of respondents thought that the plan was not ambitious enough for tackling the problem of air pollution in the district.

The proposed actions seem unambitious, given that the population of the Vale will lead to increased traffic on all local roads.

Re the Botley AQMA:- the action plan does not seem nearly enough to begin to approach the problem of poor air quality in this area.

The actions in the draft Action Plan, while related to several best practice measures lack commitment.

We have considered actions which we think could have a positive impact on air quality; the actions proposed have to be realistic and practical. Many of the proposed actions depend on feasibility to assess that they will be effective and can be put in place. Some proposals will not be able to be implemented without funding being identified.

ACTIONS RELATING TO DEVELOPMENT IN BOTLEY

There were a few specific comments on the West Way development proposed for Botley and the impact this would have on air pollution in this area. These respondents felt that the plan did not include sufficient actions to deal with this.

Plans for the new Westgate development and the misguided West Way development proposals are likely to increase traffic and exacerbate air quality problems around Botley

Planning permission for the proposed development in Central Botley should be refused on the grounds that it will increase air pollution in the Botley AQMA.

Air Quality is a consideration as part of the planning process particularly for larger developments such as the proposed West Way development. There is a procedure for assessing the significance of impacts on air quality and the air quality impact of the proposed development has been assessed as not significant.

PROPOSED BARRIER IN BOTLEY

I note that the only proposal for Westminster Way in Botley is simply to raise the barrier which separates it from the A34. This is not good enough and doesn't address the current and future traffic movements along Westminster Way itself.

The Botley measures (more barriers) are unlikely to solve the problem there. It is difficult to see how the Botley air quality problems could be resolved. In view of this it is imperative that new sources of air pollution are not added

The options for improving air quality in Botley are very limited. The proposal to look at the feasibility of additional barriers needs further clarification. The proposal is not to raise the existing barrier but to consider if it could be feasible to provide a barrier alongside the

southbound carriageway where air pollution is more significant and where there are additional challenges of access to nearby properties.

OTHER

There were some specific comments about wording used in the AQAP

Refer to 'low emission' rather than 'green' vehicles

There is no relevance to the statement "doubts remain about the overall economic benefit of the scheme" in relation to AbITS in the air quality action plan.

We have amended the AQAP to reflect these comments. A list of amendments is included in Table 3.

Views on actions proposed in the draft plan

Excluding single issue comments about Marcham, the majority of actions proposed in the draft action plan were supported by respondents to the consultation.

The most popular action was the production of air quality planning guidance. 36 per cent of respondents expressed a preference in favour of this.

Our proposal to trial 'eco-driver' training with council staff and possibly with other transport operators was also particularly popular.

The only action that was not favoured was our proposal to assess the feasibility of barriers in Botley. A quarter of respondents expressed concern or opposition to this proposal. Some respondents assumed that this meant that we would increase the height of the existing barrier alongside Westminster Way. This is not something that we are considering. Our proposal is to consider the feasibility of barriers on the southbound side of the A34 where there is no barrier but where pollution levels are greatest. We will assess the feasibility of this and it will remain in the plan but the wording will be changed to make it clearer.

The table below shows the distribution of positive and negative comments in relation to all of the actions proposed in the draft plan.

Table 1

Action	Measure	Number of responses
1	Low emission strategy and low emission zone feasibility study	8 for 1 against
2	Installation of electric vehicle charging points	8 for
3	Parking permit and pricing incentives for green vehicles	7 for
4	Feasibility study for freight consolidation centre FCC/ freight quality partnership	7 for 1 against
5	Taxi licensing incentives for 'green' vehicles	7 for
6	Improved use of traffic regulation orders	8 for
7	Review of the council and contractors fleet	8 for
8	Eco driver training	9 for
9	Air Quality planning guidance	10 for
10	Community involvement projects	8 for
11	Introduce south facing slips to Lodge Hill interchange	8 for 1 against
B1	Assess feasibility of barriers in Botley	4 for 7 against

Other actions suggested by consultees

We asked consultees if they had any further suggestions for actions to be included within the plan. A total of 26 suggestions were made which are detailed in Table 2 below, along with our response.

Table 2

Proposal	Proposed action	Feedback to proposal
1	Further action required to address air quality issues in Marcham	There will be consultation on the issue of air quality in Marcham in the near future.
2	Impose weight restrictions	The feasibility of imposing weight restrictions to roads with air quality issues, where this is practical will be investigated with OCC.
3	Re-route refuse lorries away from Abingdon via Heyford Hill/Nuneham Courteney	This relates to measure 7 and will be given consideration, but any changes may have other knock on affects which could make it unfeasible.
4	By Pass for Marcham	This has been a long standing wish and a route for a by-pass has been identified by OCC. There is no funding allocated to this project, which is only likely to be forthcoming if there is significant development in the area. This will be considered further as part of the considerations for an AQMA and AQAP for Marcham
5	Discourage burning of garden waste and coal	This can have a local impact but does not impact significantly on our AQMAs. Where traffic emissions dominate. Where significant nuisance is caused by such burning we have powers to address this.
6	Action should extend beyond the AQMAs	Many of the actions will, if successful, have impacts beyond the AQMAs.
7	More consideration needs to be given to particulates	Particulates are detrimental to health but studies indicate that for the most part particulate levels are not above the AQO outside very busy roads in major conurbations. Monitoring of PM2.5 is undertaken by Defra.
8	There should be no development which increases traffic in an AQMA	Measure 9 addresses planning guidance and significant air quality impacts are considered in the planning process. It is not possible to stop an increase in traffic but there should be an overriding aim to minimise emissions where possible.
9	Plant more trees	Trees between an emission source and receiver can have a positive impact on air quality, and where space allows the planting of trees could be encouraged. However where air quality impacts are worst is where houses are very close to busy roads where planting trees is not an option.
10	Speed limit enforcement in Marcham	The speed through Marcham is self limiting due to the narrowness of the road and the bends. If however speed is an issue this could be investigated further as part of future AQMA considerations.
11	Need more options for Botley	Unfortunately given the nature of this road and the

		proximity of houses, options for improving air quality close to the A34 are extremely limited. This is a major freight and transport route. In Botley there is already a speed restriction and a barrier to the north bound carriageway.
12	Restrict HGVs from Westminster Way	We are not aware that this is a particular issue, but if it is we could consider it alongside 2 above.
13	LEZ for A34	This is unlikely given the nature of the A34 and the lack of suitable alternative north-south routes. However this will be given further consideration in measure 1 of the AQAP
14	Improve monitoring	The level of monitoring in Marcham is in line with monitoring in other AQMAs across the. Previous monitoring has indicated that the only pollutant of concern is nitrogen dioxide. The current level of monitoring gives sufficient information for assessment of air quality. However the location of monitoring sites is regularly reviewed to ensure that it is appropriate.
15	Encourage school and business transport and travel plans	This proposal is included under measure 10 as a county wide initiative in the AQAP.
16	Cheap frequent public transport	Abingdon is well served with bus links to Oxford. It is not clear that improving public transport would have any impact upon the A34 in Botley, but cheap frequent public transport could have benefits in reducing road traffic emissions generally, if it is well patronised.
17	Cover the A34 and remove the NO2	This is an innovative idea but is unlikely to be developed as the costs could be prohibitive and it would probably not be feasible for reasons of health and safety and planning.
18	Have more proactive public information and real time pollution level indicators	The council is developing a joint website with other Oxfordshire authorities which will contain up to date monitoring including real time data from continuous monitoring sites.
19	Refer to low emission rather than 'Green' vehicles	This point is noted and the AQAP will be amended accordingly.
20	Have a freight partnership/ecostar scheme	This will be considered along side measure 4 in the AQAP.
21	Consider other 'Green' technologies	As we become aware of other 'green' technologies which are likely to have a positive impact on improving air quality, we will give them consideration.
22	Planning guidance for all developments	Planning guidance will be overarching but it will also have a particular focus on development within AQMAs.
23	Consider traffic and emission forecasts	Traffic and emission forecasting is already used as a useful tool in assessing air quality impacts of proposed developments.
24	Consider measures for S.Hinksey	The principle air pollution source in S.Hinksey is the A34, however monitoring indicates that nitrogen

		dioxide levels are below air quality objectives.
25	Schedule commercial deliveries outside busy periods	This will be considered as part of measure 4 in the AQAP.
26	Improve natural gas re-fuelling network	The lack of availability of gas re-fuelling stations will limit take up of gas powered vehicles. We will consider lobbying for greater availability.

To summarise, there is broad support for the measures proposed in the AQAP. With regard to the general consultation comments, they have been addressed;

- We are currently considering declaring an AQMA in Marcham. Relevant stakeholders and Marcham residents within or close to the proposed AQMA will be consulted on this.
- The AQAP has to include measures which have a realistic potential of improving air quality and are practical. The plan contains measures to assess the feasibility of some options, if options are identified as feasible and practical, then further consideration will be given to how they can be implemented
- The West Way development impacts are being assessed as part of the planning process
- There is misunderstanding about the measure relating to the feasibility of barriers in Botley. Any study will be focussed on the southbound carriageway of the A34 where there is no barrier, where pollution levels are greatest and where there are significant challenges with access. The AQAP will be amended to make this clearer.

NEXT STEPS

The AQAP has been amended in the light of the consultation and the amendments are listed in the Table 3.

Table 3

number	Page	request	action
1	8	Remove 'Although the air quality benefits have been positive doubts remain about the overall economic benefit of this scheme'	Statement removed from AQAP
2	8	Update 'Marcham'	Delete second sentence and replace with; 'A recent detailed assessment has modelled air quality in the area and the recommendation is that an AQMA should be considered by the council. The council will be consulting on this in the near future.'

3	13, 15,17	Replace 'green' with 'low emission'	Amendments made
4	24	Provide more detail on the area under consideration for barrier assessment	Change 'Action' to read; 'Commission a feasibility study to identify potential air quality impacts of installing barriers near the southbound carriageway.'
5	17	Change 'would' to 'could'	'Costs/barriers' section amended
6	11	Amend statement re no LEZ studies for rural areas	Statement updated to indicate that we are not aware of rural LEZ studies and we will review studies we become aware of

Defra has been consulted on the draft AQAP and are happy with the overall approach. Once the AQAP has been approved, this along with the consultation responses will be forwarded to Defra.

APPENDIX 1: CONSULTEES

Statutory

Defra
Oxford County Council
Highways Agency
Environment Agency
Thames Valley Health Protection Unit
Oxford City Council
South Oxfordshire District Council
West Oxfordshire District Council
West Berkshire District Council
Swindon Borough Council
Abingdon Town Council
North Hinksey Parish Council
Marcham Parish Council

Non statutory

Enterprise Mouchel
Chamber of Commerce
District Councillors
General Public
Freight Transport Association