

**TITLE OF REPORT:** Air Quality Proposals: The Clean Air Plan for Newcastle, Gateshead and North Tyneside

**REPORT OF:** Sheena Ramsey, Chief Executive;  
Peter Udall, Acting Strategic Director, Economy, Innovation and Design

---

### **Purpose of the Report**

1. The report provides feedback on the public consultation on air quality proposals held during October and November 2019 and sets out the proposed measures.

### **Background**

2. Outdoor air pollution is a major risk to human health. As outlined in prior reports to Cabinet, based on national estimates, poor air quality is considered to be responsible for hundreds of deaths each year across Newcastle, Gateshead and North Tyneside. The main cause of roadside nitrogen dioxide is road transport, which also has wider impacts on public health and is a significant contributor to carbon emissions and climate change. Cabinet has previously agreed that our approach in responding to the Government's legal Direction to improve air quality in the shortest possible time should also look more broadly than government's narrow focus.
3. Consultation feedback on different options earlier this year and on a proposed option in October and November has enabled councils to develop a revised proposal.

### **Proposal**

4. The latest consultation attracted 2,777 questionnaire responses from individuals, businesses, community groups and voluntary organisations, with additional written representations from major stakeholders such as bus operators, Highways England, and Client Earth. This builds on over 20,000 responses to the previous consultation earlier in the year.
5. In line with our approach to the previous consultation, an independent analysis of responses was carried out and is available at [www.breathe-cleanair.com](http://www.breathe-cleanair.com). Some key messages from this are:
  - 47% agree with the geography of the Clean Air Zone (CAZ) area (compared to 27% in the previous consultation);
  - 56% agree with the overall principle of the CAZ; and
  - there was greater agreement than disagreement for every supporting measure, with peaks for exemptions and fleet planning support and non-financial measures tending to generate greater support than grants.

6. Based on the recent consultation and that earlier in the year, along with further analysis, a revised proposed package of measures and is set out in the Business Case in accordance with the Legal Direction<sup>1</sup> has been developed. This package is shown to achieve compliance with air quality standards while also reducing many negative impacts.
7. In summary, the proposed package is a Clean Air Zone Class C together with traffic management changes to reduce capacity on the Tyne Bridge, its approaches and the CME. It also includes a wide range of mitigation and support measures including grants for affected businesses/individuals, public transport priority measures, and the development of a School Streets initiative to improve air quality near schools. This report recommends the referral of the Business Case to Full Council in line with the Gateshead Council Charter.

## **Recommendations**

8. It is recommended that Cabinet:
  - (i) note the response to the consultation conducted between October and November 2019;
  - (ii) note the contents of the proposed package, including the bid for funding for mitigation measures to the Clean Air Fund; and
  - (iii) refer the Business Case to Council for decision in advance of formal submission to the Joint Air Quality Unit as the proposed option for delivering compliance with legal limits for nitrogen dioxide in the shortest possible time, in adherence to the Council's obligations under the Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017 and the Environment Act 1995 (Gateshead Council, Newcastle City Council and North Tyneside Council) Air Quality Direction 2019.

For the following reason

- To improve air quality in Gateshead, Newcastle and North Tyneside

---

**CONTACT:     Anneliese Hutchinson                    extension: 3881**

---

<sup>1</sup> the Environment Act 1995 (Gateshead Council, Newcastle City Council and North Tyneside Council) Air Quality Direction 2019

## APPENDIX 1

### Policy Context

1. The proposals in this report are consistent with the Council priorities and the overall strategic approach for Gateshead as set out in “Making Gateshead a Place Where Everyone Thrives” and its policy objectives. In particular, ‘Put people and families at the heart of everything we do’ and ‘Work together and fight for a better future for Gateshead’. They also support the Core Strategy and Urban Core Plan, and the aims and objectives of the Tyne and Wear Local Transport Plan 3.
2. Outdoor air pollution is a major risk to human health. As outlined in prior reports to Cabinet, based on national estimates, poor air quality is considered to be responsible for hundreds of deaths each year across Newcastle, Gateshead and North Tyneside. The main cause of roadside air pollution, including nitrogen dioxide is road transport, which also has wider impacts on public health and is a significant contributor to carbon emissions and climate change.

### Background

3. Successive national governments have failed to tackle air pollution in the UK effectively, leading to a series of legal actions against the government. One of these, in May 2017, led to the Department for Environment, Food and Rural Affairs (Defra) issuing legal directions to a number of local authority areas across the country requiring them to improve air quality on specific stretches of road “in the shortest possible time”. Newcastle, Gateshead and North Tyneside local authorities received Directions requiring us to improve air quality, with a particular focus on roads which had been modelled by government (using a national air quality model) not to be in compliance. These were parts of the Central Motorway and its approaches to the Tyne Bridge, and areas on the Coast Road. Government guidance required authorities to look for solutions that would deliver compliance as quickly as possible, putting in place charges for polluting vehicles (a charging Clean Air Zone). It also defined the categories of the charging zones that authorities should test.
4. Following a government-issued legal direction to identify the option that will deliver compliance with legal limits for nitrogen dioxide (NO<sub>2</sub>) in the area for which the authority is responsible, in the shortest possible time, Gateshead, Newcastle, and North Tyneside councils have worked together to develop the Business Case in line with Government guidance. All options had to be compared to a charging Clean Air Zone in how quickly they could deliver compliance. Potential impacts on the economy could only be considered as a determining feature if more than one option delivered in the same time frame.
5. While it is not specifically required by government, cabinets of all three authorities have been clear that success should also be measured by whether we achieve sustainable changes in air quality and in travel behaviour for the long term. Our aim is also to ensure that solutions are fair, support the economy and improve public health, rather than following a direction to focus solely on specific stretches of road for one pollutant.
6. We have also worked together and with other cities across the country to highlight the challenge of progressing this work within constrained timescales and have consistently highlighted concerns that Defra’s narrow approach to NO<sub>2</sub> (and only on

specific road links) could exacerbate rather than resolve public health and climate change issues.

7. The councils have also been clear that not enough action is being taken at a national level to address these problems. Urgent action is needed to eliminate air pollution of all kinds, not just NO<sub>2</sub>. The councils recommend establishing programmes that provide financial support for the poorest in our society and for small businesses to switch to cleaner vehicles; shared transport or active travel by support through schemes such as grants/mobility credits; extending electric vehicle subsidies and offering a national scrappage scheme to help combat harmful levels of pollution. It has also called on government to implement the recommendations of the National Infrastructure Commission, which would give certainty to infrastructure budgets over a longer period, enabling local authorities to plan and deliver works (such as cycling and walking infrastructure) with more certainty and less focus on meeting specific funding requirements.
8. Achieving continuous improvement in public health in the region, and addressing the challenges presented by climate change in line with the Council's declaration of a climate emergency will require further action over and above this plan. In the consultation, residents and stakeholders clearly recognised, and supported, action being taken to improve air quality but wanted better reliability and affordability in alternative transport choices and support in upgrading vehicles before charging for private vehicles was introduced. It is important therefore to consider the proposed package of measures in the context of wider investment proposals across Tyneside, including:
  - New Metro fleet carriages to be introduced by 2023;
  - Substantial improvements to public transport, walking and cycling as part of the £377m Transforming Cities proposals submitted by the seven north east local authorities and Nexus (to be delivered by the end of 2023); and
  - Improvement to the A1 north and south of the Tyne.
9. Our aim has been to select the option most consistent with the three authorities' ambitions on fairness, public health improvement and minimising economic impact that also delivers legal compliance in the shortest possible time. In line with the Cabinet paper considered in September 2019, the core elements of this package are:
  - a charging Clean Air Zone category C (geography outlined in Appendix A) affecting non-compliant buses, coaches, taxis (Hackney Carriages and private hire vehicles), heavy goods vehicles and vans from 2021;
  - changes to the road layout on the Central Motorway, that will prevent traffic from merging on and off the slip lane between the New Bridge Street and Swan House junctions from 2021; and
  - lane restrictions on the Tyne Bridge and Central Motorway. These restrictions will be put in place from 2021 to support air quality work but the councils are also asking government for £40m funding to ensure essential maintenance works take place at the same time, this work is one of 12 schemes which the government is developing as part of the Major Road Network Fund and the funding is managed through a separate process.
10. Many options that would have delivered changes in longer periods of time such as adjusting land use patterns or developing park and ride sites and associated rapid transit (bus or light rail) and integrated ticketing infrastructure would not have been an acceptable solution. This is because they do not deliver compliance in the

shortest possible time and as such, could only be taken forward outside of the context of this work. As noted in section 8, we continue to work with our neighbouring authorities and Nexus to develop proposals for longer term significant infrastructure improvements such as light rail extensions.

11. The options we considered had to be tested in both transport and air quality models which were developed and validated to national standards. It is the outputs from these models that are used to inform how effectively different options perform. This approach was defined by government and is in line with their 'Green Book' appraisal of public investments.
12. In February 2019 cabinets approved two principal options for consultation with the public (referred to throughout the remainder of this report as "the original options"). These were:
  - A Clean Air Zone in which vehicles of all types that did not meet minimum emissions standards would be charged to enter the zone (a CAZ D). The proposed area covered all the routes identified by government as having high levels of air pollution, and other areas where air quality was known to be an issue; and
  - A Low Emission Zone forbidding more polluting buses, Heavy Goods Vehicles (HGVs) and taxis/private hire vehicles from entering Newcastle city centre, combined with tolls for all vehicles crossing the Tyne, Swing and Redheugh bridges.
13. Based on our transport and air quality modelling at that time, neither option was able to reduce air pollution sufficiently across all key roads by the end of 2021, with pollution levels on the Central Motorway proving particularly challenging to address.
14. Economic impact analysis highlighted that a CAZ D had significant negative impacts. Re-routing (particularly into certain residential areas and onto the A1 and A19) and the size of the clean air zone area also led to marginal improvement in air quality and public health across the whole area in the initial years. The Low Emission Zone & toll option was also estimated to impose a negative economic impact (though lower than the clean air zone proposed initially) because it also led to very significant rerouting and negative impacts on the A1.
15. As referred to in the September Cabinet report, further discussions with government led to adjustments in the projections of how many diesel vehicles were expected to be on the city's roads in future years. This took into account lower diesel vehicle sales (as opposed to the government's models which projected growth) and subsequently reduced the modelled pollution levels for all options. As such it opened up the possibility that a lower level Clean Air Zone with additional measures would deliver similar improvements as the original options but with less rerouting or negative economic implications. This change and consideration of feedback from the initial consultation led to the proposed package on which consultation has recently ended. This revised proposal is shown to deliver compliance in the same timeframe as the original options.
16. The authorities are proposing not to charge private vehicles in the first year of a charging scheme but we must keep all potential measures under consideration. The authorities will be required to consider extending or upgrading any CAZ to incorporate private vehicles (or introduce more general tolls) if compliance is not achieved or could do so in response to other environmental concerns.

17. Defra is required to fund the capital costs of introducing the preferred option through the Implementation Fund as a grant; the estimated costs of implementation are £21m between 2019/20 and 2021/22. This includes expenditure on infrastructure, staffing, signage, ICT and other matters.
18. Subsequent running costs between 2022/23 and 2026/27 are around £12m, principally on staffing and operations.
19. Defra may choose to fund mitigation measures necessary to delivery of the preferred option through their Clean Air Fund as a grant and subject to a bidding process. The proposed mitigation options set out in this paper comprise a demand of just under £40million from the Clean Air Fund. This is separate to the £40million being sought by from DfT for works to Tyne Bridge.
20. Any revenue received in excess of the costs of continuing to operate the charging CAZ scheme is required to be reinvested in transport to facilitate the achievement of transport policies in accordance with the terms of the legal order bringing the clean air zone scheme into force. The disbursement of any surplus funds is planned to be governed through a member-led joint committee to commence from June 2020, which will be constituted as appropriate. The current estimates for surplus revenue, over a 5-year period, range from between £4million to £12million.
21. As part of these proposals and taking into account feedback from the consultation and the outcomes of the impact assessment, we propose to bring forward across the 3 authorities:
  - a £1.4million programme of ‘School Streets’ – enabling children to be protected from poor air quality;
  - improvements to Newcastle’s cycling network plan; and
  - a bid for £7.3million to make changes to the local road network in Newcastle and Gateshead to provide additional public transport priority, these proposals have been designed to reflect the Tyne Bridge restrictions and create a visible improvement in public transport reliability, making it a more viable and attractive choice.
22. We also propose to take forward further requests to government to minimise the impact on affected businesses and individuals through a bid for:
  - £25.4m to provide grants to affected individuals and businesses;
  - £3.5m to provide a freight consolidation centre;
  - £1.5m to provide a lease scheme enabling access to Ultra Low Emission Vehicles for licensed Hackney carriage/private hire drivers; and
  - £0.8m for a pilot electric van scheme (along with a bid for funding from Highways England to support this).

### **Consultation**

23. An additional consultation took place over six weeks between 14 October and 25 November 2019. The consultation was widely publicised through a range of channels, including social media, emails to consultation panels in the three authorities, a range of media coverage, information made available in customer contact points and libraries, face to face meetings with stakeholders and community groups, and letters to every taxi or private hire driver licensed to operate in the three authorities.

24. This consultation attracted 2,777 questionnaire responses from individuals; businesses; community groups and voluntary organisations; with additional written representations from major stakeholders such as bus operators; Highways England; and Client Earth. This builds on over 20,000 responses to the previous consultation. Over 69% of respondents were from residents and commuters (41% were from Newcastle), with 9% living within the proposed CAZ and 13% running a business operating within the CAZ. The respondents were consistent with the commuting patterns for the major employment sites in the three local authority areas and were again strongly skewed towards car owners.
25. As with the previous consultation, demographic analysis shows that the proportion of respondents reporting a long-term health problem or disability was representative of the local population as a whole. However, older and higher income groups were more likely to respond to the consultation. As such, Cabinet may wish to consider analysis of impacts on younger and lower income groups less likely to give their views through the consultation process alongside the consultation responses. The impact assessment provides some basis on which to do so. It also indicates that the proposed option could have a negative impact around some schools, while also noting the potential for people on lower incomes to be impacted upon if charges or delays on the road network due to changes on the Tyne Bridge impact on the reliability and cost of public transport operations. The measures outlined in section 9 are in part designed to mitigate such impacts.
26. In line with our approach to the previous consultation, an independent analysis of responses was carried out and is attached to the Business Case. Some key messages from this are:
- 47% agree with the geography of the CAZ area (compared to 27% in the previous consultation);
  - 56% agree with the overall principle of the CAZ; and
  - there was greater agreement than disagreement for every supporting measure, with peaks for exemptions and fleet planning support and non-financial measures tending to generate greater support than grants.
27. During the course of the consultations, officers engaged directly with key business or representative groups potentially affected by the proposals, such as:
- a retail taskforce led by NE1 and Intu (representing both Eldon Square and the Metro Centre);
  - a representative group of professional services;
  - the Developing Consensus group;
  - major employers in health, education and the Police;
  - bus and coach operators;
  - sustainable transport and environmental groups;
  - Highways England;
  - freight operators and representative groups;
  - Hackney Carriage and private hire groups;
  - a series of working groups led by NE1 and the North East Chamber of Commerce that included hoteliers, leisure venues and smaller businesses in the potential CAZ area;

- Wholesalers and small retailers; and
- in Newcastle Council, attended the Overview and Scrutiny Committee

28. A point consistently raised was that until the package of funding provided by government to mitigate is known, the scale and to whom negative impacts will be impacted is difficult to determine. In addition, a selection of the views expressed included that:

- the property, retail, professional services, development community and certain groups such as those with people working shift patterns without access to alternative ways of travelling felt that the revised proposal had clearly taken into account many of the suggestions and representations that had been made by various groups but that challenges would remain particularly for specific types of businesses;
- Highways England noted that they were supportive of the aims of the CAZ and recognised that this option has less of an impact on the Strategic Road Network than the original options;
- ClientEarth, along with some other sustainable transport representative groups did not feel that the action the Council was taking would lead to compliance in the shortest possible time, with consequent risks, and they urged the councils to finalise their plan and implement measures to ensure compliance, while encouraging us not to implement measures that would negatively impact people;
- licensed private hire and Hackney Carriage drivers supported the principles of grants to support the transition but also raised significant concerns if the level of financial support was not secured from government. They also raised specific issues about how certain drivers would be able to access grant funding;
- small businesses and retailers indicated that it would be very difficult to absorb the costs of upgrade of their vehicles even with a grant or to pay the cost of charges. This may cause the business to fold, some would pass on costs to customers; and
- bus operators highlighted that even with access to grant funding, they would be unable to upgrade their vehicles in time for a 2021 start date, that charges could negatively impact on the number of services that they were able to run and impact on costs of services. They also noted that without priority measures the impact of changes to the Tyne Bridge could compound existing issues on the road network and that reliability of their services was the most important aspect of making public transport attractive and keeping fares low.

29. The consultation undertaken has affected the format of the proposed package of measures by:

- altering the scale and scope of exemptions proposed as part of the preferred option – particularly how ‘sunset periods’ would apply to taxi & private hire vehicles and commercial vehicles and around exempt vehicles;
- changing the scope of grants being offered, for example ensuring that hackney carriage and private hire grants were equal and that many small operators who provide Community Transport Services would be impacted are supported in accessing funding to upgrade vehicles;
- directing the focus of work regarding infrastructure improvements required to protect those using buses;

- enabling greater understanding of how people intend to respond to the measures and enabling us to learn lessons about how to communicate with specific groups to enable them to access grants or other initiatives;
- reducing the number of delivery hubs, following operator feedback; and
- introducing specific measures to protect schools and accelerate delivery of active and sustainable transport modes.

### **Alternative Options**

30. The Council is required by the legal direction to develop the Business Case for the clean air plan. A CAZ D and low emission zone with tolls have been considered and eliminated for the reasons set out above.
31. The proposed option (CAZ class C, traffic management supported by mitigation measures) is shown to enable compliance with air quality limits in 2021 on local roads. Taking account of feedback received, a full Integrated Impact Assessment is published alongside the Business Case. Key impacts, in comparison with the original options, are outlined below.
- 32. Public health**
  33. Public health impacts depend on the level and distribution of improvement in air quality, the shift from car use to active travel and public transport, and the impact on the wider determinants of health and health inequalities as a result of the economic cost of the CAZ.
  34. Our modelling shows that the CAZ C delivers the NO<sub>2</sub> limits in the Direction in the same timeframe as the CAZ D. It is important to note that the performance of the CAZ will be kept under review and the authorities are required to consider extending or upgrading any CAZ to incorporate private vehicles if compliance is not achieved. Councils could also choose to review the CAZ in response to other environmental concerns.
  35. The balance between air quality improvement in areas where traffic is reduced and risk of higher pollutant levels in areas to which any traffic is displaced is a key factor. Displacement of traffic under the preferred option is much lower than it would be under a larger CAZ, giving a clear overall public health benefit to the area from the outset regardless of whether the CAZ is a D or a C.
  36. Modelling of the smaller CAZ area shows improvements in air quality and public health.
  37. Over time, a CAZ D would become more favourable in terms of the impact of air pollution on health, as it would result in more vehicles being upgraded sooner. This would also result in a greater level of active travel.
  38. However, this does not account for any potential effect on public health caused by the overall economic impact of a CAZ D, which our analysis indicated would be significantly more negative in the short term than a CAZ C. This would be particularly felt amongst lower income groups, potentially increasing inequalities.
- 39. Fairness**
  40. The proposed option could have adverse fairness impacts for people using bus, taxi and private hire vehicles. This includes potential changes to prices or routes

of bus services and reduced commercial viability of some services, albeit this may be offset by the reduced attractiveness of the private car for cross-Tyne travel. Subject to government funding, we propose to mitigate these through the provision of grants or access to leases as set out in Appendix 3. Those living and working in areas affected by traffic management changes will be supported through targeted packages at those locations including additional bus priority measures and junction changes at key locations, though again this is subject to government funding.

#### **41. Economic**

42. Government require that economic impacts of the proposed measures include the cost or benefit of changes in greenhouse gas emissions, the cost of inconvenience to residents and businesses of changing travel patterns due to charging, and the economic benefits of improved air quality.
43. This assessment does not take account of the economic impact on businesses of any change in attractiveness of Tyneside or the city centre as a place to do business. While many business interests had wished economic impact to be taken into account, this can only be done when more than one option delivers air quality compliance in the same year. An independent economic assessment undertaken for the authorities suggests that a CAZ C would have the lowest economic impact on businesses (less than a CAZ D) and the LEZ and toll option the highest.
44. Overall, using standard appraisal methodology it has been estimated that the preferred package of measures will have an overall impact of £-59m over 5 years and a CAZ D would have an overall impact of £-211m. This does not include the cost of paying any charges.

#### **How will success be measured?**

45. The primary measure of success will be through the reduction in exposure to air pollutants of the residents of Gateshead, Newcastle and North Tyneside. While a principal focus through this work is the attainment of pollution levels below the legal limit value thresholds again it must be reiterated that there is no safe level of exposure and that other pollutants such as particulate matter also causes significant public health issues.
46. We have worked with partners at Newcastle University Urban Observatory to deploy additional monitoring equipment across the area. This has included both high-precision stations and indicative sensors. Taken with the existing monitoring network, we believe that we have one of the most comprehensive urban sensing network in the UK.
47. As identified elsewhere in this report, authorities have identified a number of crucial secondary objectives to be met through this work; correspondingly, success will also be measured through:
  - Impacts on public health;
  - Impacts on the economy; and
  - Impacts on people, particularly the most vulnerable, in our society
48. The measures will be evaluated according to a comprehensive monitoring and evaluation plan, which is included in the Business Case. This complies with both Defra Joint Air Quality Unit (JAQU) guidance and the government Magenta Book.

## Timetable

49. If agreed, the decision and Business Case will be referred to Council.
50. The delivery of the measures required will be undertaken throughout 2020, and are anticipated to be in place in by January 2021, in order for the scheme to become active.
51. Effective delivery of the proposed package of measures is dependent on government action on a number of key issues, including:
  - Providing the necessary resources for implementation and mitigation in a timely fashion;
  - Confirmation of available funding in order to allow local authorities to procure both required new systems and relevant mitigation;
  - Provision of a national taxi and private hire database; and
  - Provision of central systems to allow payment and processing, in order that local authorities can deliver their own Clean Air Zones

## Implications of Recommended Option

### 52. Resources:

- a) **Financial Implications** – The Strategic Director, Resources and Digital confirms that the proposed option to implement the CAZ measures are estimated to cost £73m between 2019/20 and 2026/27; £33m to deliver a range of measures to improve local air quality and £40m to support people and businesses adversely impacted by the air quality improvement measures.
  - b) It expected that Government will fund the measures that are required to improve air quality through the Implementation Fund and a bidding process is required for the Clean Air Fund for the remainder. Further reports will be brought to Cabinet to support these bids. It should be acknowledged that if government funding is unsuccessful or at a reduced level, the measures would have to be reviewed and scaled back appropriately.
  - c) **Human Resources Implications** – There are no human resources implications.
  - d) **Property Implications** – No property implications have been identified.
53. **Risk Management Implication** – Poor air quality is impacting on people's lives and needs to be addressed. We have made a number of improvements in recent years but need to continue to do so through this plan and engaging with people about their travel choices. This is linked to wider work the Council is undertaking on climate change.
  54. A further risk is failure to achieve compliance with air quality standards as defined in EU directives, which have also been incorporated into UK law.
  55. With such significant policy changes, when implemented, one key risk is causing significant adverse impact on the residents of the city or protected groups. In order to identify and mitigate this risk, the authorities have undertaken impact assessments and identified appropriate mitigations proposed to be funded through the Clean Air Fund. These are outlined in the business case.
  56. In addition to the methodology we have had to adopt within the timescales, transport and air quality models are necessarily representations of reality, rather

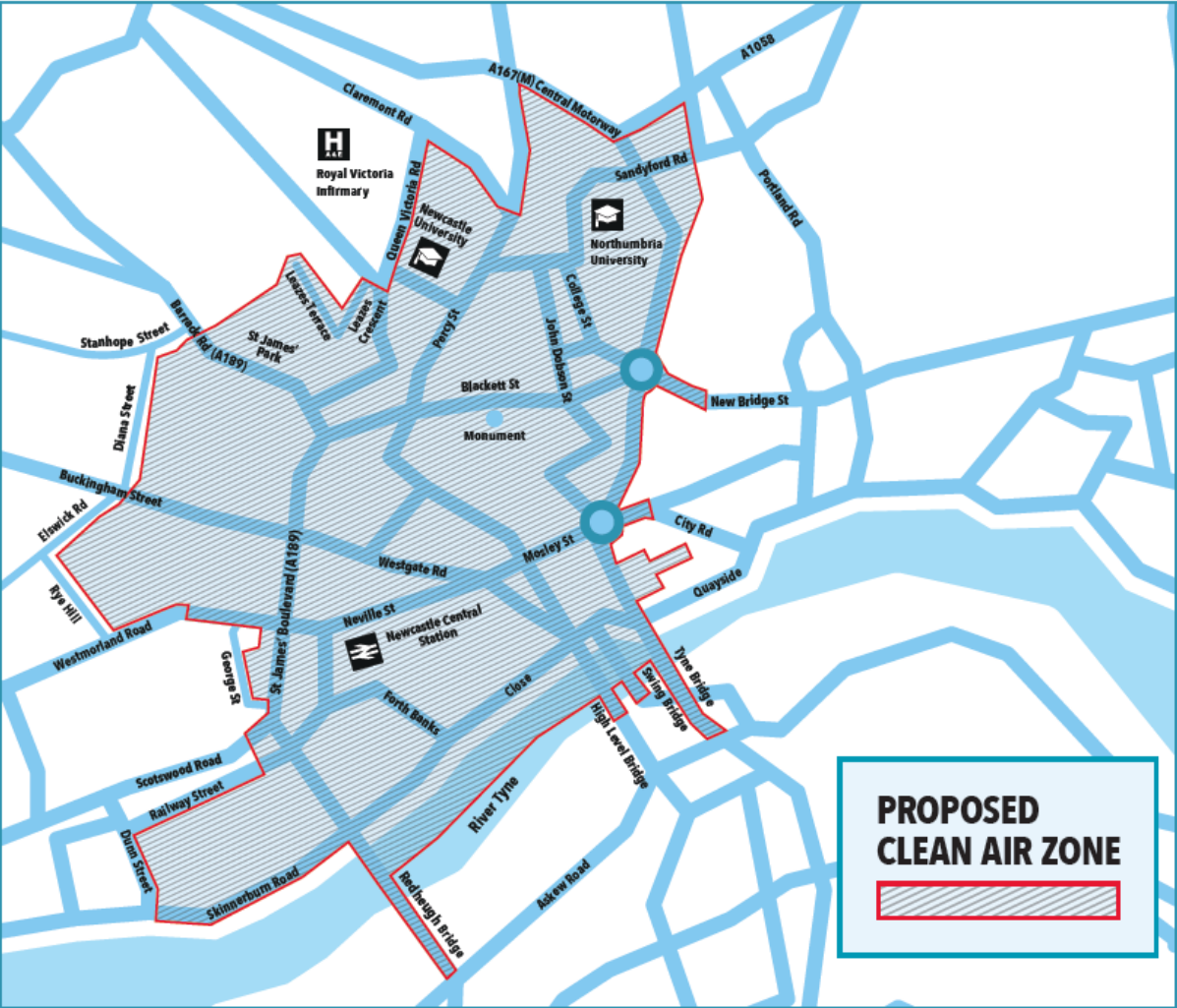
than expressions of on the ground conditions. While proportionate updates and calibrations have been undertaken with models in order to reduce risk, no model is 100% accurate.

57. A further risk relates to the availability of funding to implement a solution. While the authority is required to submit business cases to Government, it is not guaranteed to receive funding, particularly for the Clean Air Fund, which is a competitive fund.
58. There are risks to the deliverability of any CAZ package of measures on a complex existing urban road network. These will be mitigated through continued dialogue between Traffic Managers, the Traffic Penalty Tribunal and Joint Air Quality Unit, installation of new signage and provision of information.
59. **Equality and Diversity Implications** – The Council has fulfilled its duties under the Public Sector Equality Duty by undertaking an Integrated Impact Assessment on the Charging Clean Air Zone.
60. **Crime and Disorder Implications** – None
61. **Legal implications** – The Council is required to submit a Feasibility Study identifying a single option for delivering compliance with legal limits for NO<sub>2</sub> in the shortest possible time pursuant to the Air Quality Direction 2017. The Council, as part of its Feasibility Study, is also required to prepare a full Business Case and submit such to the Secretary of State. The Council has the power to create a Clean Air Zone, as set out in the Transport Act 2000 and Local Transport Act 2008, subject to carrying out public consultation and giving consideration to the necessity of holding a public inquiry. Other measures set out in this report are within the powers of the Council, subject to consultation and the relevant statutory procedures, including the making of Traffic Regulation Orders.
62. **Health Implications** – Improving air quality should have a positive impact on health because of the harms caused by air pollution. Air pollution is increasingly recognised as a causal factor in a range of diseases, including cardiovascular disease, respiratory disease and cancers, levels of which are higher in Gateshead than across the country as a whole. There would also be positive impacts to health as a result of any mode shift to walking or cycling as a result of the traffic management measures.
63. **Sustainability Implications** – The proposed option will likely lead to positive impacts in terms of the council's commitment to achieving net zero. This is due to the fact fewer trips will be made and that vehicles will be upgraded to newer models, which emit lower levels of carbon. Over 5 years, it has been estimated that the CAZ C will result in lower carbon emissions of around 249,000 tonnes across the study area.
64. However, the Government's Clean Air Zone Framework, which does not charge older petrol vehicles, may lead to some users switching to older petrol vehicles with greater greenhouse gas emissions and this will need to be considered by the Climate Change Commission and associated groups as their work progresses in 2020.
65. **Human Rights Implications** – None.
66. **Area and Ward Implications** – All wards will be affected.

### **Background Information**

67. Background documentation relating to the Full Business Case and responses to the air quality consultation will be available prior to the cabinet meeting at <https://www.breathe-cleanair.com>
68. The DEFRA Air Quality Plan July 2017 - <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

Geographical scope of the proposed Clean Air Zone



**Summary of grants**

69. For private hire and Hackney carriage drivers:
- £2,000 to upgrade to a compliant new vehicle
  - £10,000 to upgrade to a compliant new wheelchair accessible vehicle
  - £3,500 to upgrade to a compliant new ultra low emission vehicle
70. For LGV drivers / owners:
- £4,000 to upgrade to a compliant new vehicle
  - £8,000 to upgrade to a compliant new ultra low emission vehicle
71. For HGV/bus/coach drivers or owners
- £16,000 to upgrade to a compliant new vehicle