

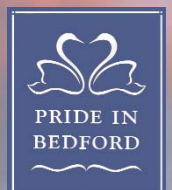


# BEDFORD BOROUGH COUNCIL

## Air Quality Action Plan and Progress Report for the Bedford Borough Council

April 2008

- Technical Services Group
- Environmental Health Service
- Pollution Control Section



# **YOUR AIR QUALITY**



## **Bedford Borough Council**

### **Introduction**

Clean air is essential for a good quality of life and progress has been made since the smogs of the 1950s by regulating industry and introducing smoke control areas. However, there are still problems with certain pollutants, particularly from vehicles. In July 1995, the Environment Act 1995 received Royal assent. Part IV of the Act established a new framework for improving air quality, embracing the National Air Quality Strategy, and incorporating health based standards and systems for the management of air quality.

In keeping with the objectives of the Environment Act and as part of a commitment to sustainable development, Bedford Borough Council approved a Local Air Quality Strategy. A corner stone of this Strategy is the Review and Assessment of Bedford's air quality. The objective is to undertake monitoring and evaluation of air quality throughout the borough in a staged process in order to reduce pollution hot spots and integrate air quality into strategic decision making and policies on a local basis. Review and Assessments of local air quality are required every three years and, if necessary, Air Quality Management Areas (AQMA) declared where pollution levels are found likely to exceed national standards. This continual need to review air quality is because of the consequence of changing circumstances including new and expanding industry and increasing vehicular use which could all potentially impact on local air quality.

### **Air Quality Review & Assessment (2004-2005)**

Two Detailed Assessments carried out as part of the second round of Review and Assessment confirmed that emissions of Nitrogen Dioxide from the traffic within three locations in Bedford (High Street, Prebend Street and the A421 running through the village of Great Barford) were such that the annual mean National Standard for Nitrogen Dioxide was likely to be exceeded by the objective date of 31<sup>st</sup> December 2005. In addition, it was concluded that the emissions from the Stewartby Brickworks were such that all three National Standards for Sulphur Dioxide were likely to be exceeded by their respective objective dates, the earliest being 31<sup>st</sup> of December 2004.

In 2005 the Borough Council declared four AQMA's and commenced two Further Assessments with which to inform the two Action Plans that will be needed to bring about the improvements in air quality necessary to ensure the National Standards are met. A Progress Report in 2005 provided further confirmation of the highlighted exceedances and also identified a need to expand the Nitrogen Dioxide passive air quality monitoring resources, particularly for those sites in London Road and Dame Alice Street. A commitment was also made to install new, more accurate, real time air quality monitoring stations in key locations to monitor both Sulphur Dioxide and Nitrogen Dioxide.

### **Air Quality Update and Screening Assessment (2006)**

As part of its continuing obligations under the Environment Act 1995, Bedford Borough Council commenced the third round of Review and Assessment in 2006 with an Update and Screening Assessment. The purpose being to re-examine the local air quality within the whole Borough to establish if there had been any changes since the second round of Review and Assessment which could threaten air quality elsewhere in the Borough other than those areas where AQMA's had been previously declared. This report incorporated the results of the newly expanded passive air quality monitoring resources for Nitrogen Dioxide. It concluded that, as a consequence of emissions from traffic, there may be a need to expand the existing AQMA's on the High Street and Prebend Street, Bedford. In addition, concerns were raised over the air quality on part of Goldington Road and Ampthill Road Bedford where again, emissions from traffic could threaten achievement of the annual mean National Standard for Nitrogen Dioxide.

### **Air Quality Further Assessment (2006)**

Bedford Borough Council has now completed two Further Assessments in respect of the air quality situation in the previously declared AQMA's. These in depth studies have been conducted to characterise the sources of pollution so as to enable effective targeting within the Action Plans. The Further Assessment for Nitrogen Dioxide has supplemented information the Borough already had on the need to either designate further AQMA's or expand those already existing. The Further Assessment has outlined areas outside of the AQMA's where the National Standards are being exceeded. Following completion of the Detailed Assessments, Bedford Borough Council will identify if an AQMA needs to be declared for the whole town Centre, or if expansion of the existing areas is adequate to encompass the areas where exceedances are identified. The Further Assessment for Sulphur Dioxide has shown that the National Standards are still being exceeded in and around the Stewartby area. The existing AQMA incorporates the area of exceedance which the Action Plan will work towards improving in the future.

### **Air Quality Action Plan (2007)**

The AQAP drawn up by Bedford Borough Council details the measures that the Borough and its partners are taking to help improve the Air Quality of Bedford. The AQAP reflects the results of previously declared AQMA's by introducing schemes and measures to reduce the pollution emitted from vehicles and Stewartby Brickworks. The AQAP is a working document and will be continually reviewed and updated in order to achieve each new target set. The AQAP details the need of a multidisciplinary approach, involving all partners in order to improve Bedford Air Quality.

### **Air Quality Detailed Assessment 2007**

Bedford Borough Council has now completed a Detailed Assessment as part of the next step of the Local Air Quality Management process. The Detailed Assessment was also required as a result of the findings of the Council's 2006 Updating and Screening Assessment. The earlier screening assessment identified other parts of the Council which may exceed the government's annual mean. The purpose of this report was therefore to provide an accurate assessment of the likelihood of the objective being exceeded at locations with relevant exposure. The Detailed Assessment has identified that further AQMA's for London Road, Goldington Road and Newnham Avenue need to be declared. The report also identified the need to continue monitoring on Ampthill Road.

## **Air Quality Progress Report 2008**

The Air Quality Progress Report fulfils this part of the Council's commitment to the continuing Local Air Quality Management process. The report provides an annual update of recent air quality issues in Bedford as well as a focus on the Council's progress on reducing air pollution through its Air Quality Action Plan. The more up to date monitoring of nitrogen dioxide confirms that the Government's air quality objectives are still being exceeded widely at locations near the Bedford town centre with relevant public exposure. The Council will therefore maintain its AQMA's for this pollutant. As reported by the Council previously, the Stewartby Brickworks is the main source of emissions leading to the AQMA declaration, the Brickworks closed at the end of February 2008. We will continue to monitor until the end of December 2008 then produce an AQMA Revocation Order to formally revoke the AQMA, as discussed with Defra's consultants.

### **Moving Forward - Improving Local Air Quality**

To inform the Detailed Assessment, Further Assessment and Action Plan processes, the real time air quality monitoring resources are to be expanded further. The Borough Council currently only operates one real time air quality monitoring station measuring Sulphur Dioxide in Stewartby though this has recently been upgraded and modernized to improve the quality of the data obtained. Funding has been secured to install two more stations. These will be placed in the existing AQMA's and will monitor Nitrogen Dioxide as appropriate. In addition, a local company who operates a station in Kempston, is now supplying the Borough Council with their Sulphur Dioxide data. There are also the two stations measuring Sulphur Dioxide operated by the owners of the Brickworks which are based in Stewartby and Kempston Hardwick. Therefore, in total there will be four monitoring stations measuring sulphur Dioxide and two stations measuring Nitrogen Dioxide within the Borough. Monitoring for Sulphur Dioxide will continue until December 2008. This is a significant achievement and will ensure a good spread of accurate air quality monitoring data be continually obtained for years to come.

### **Our Commitment to You**

Bedford Borough Council's Corporate Plan identifies 6 key priorities to which the Council is fully committed, one of these is to provide a "Clean and Green Borough". As part of this commitment the Council strives for a continuing improvement of air quality within the Borough making it a safe and clean place to live, work, visit and enjoy. With this in mind the Council will use its best endeavours to secure the achievement of the National Standards.

David Logan

Head of Service (Environmental Health, Bedford Borough Council)



# **Air Quality and Action Plan Progress Report for the Bedford Borough Council**

**April 2008**

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## **Executive Summary**

This is the Air Quality and Action Plan Progress Report 2008 for the Bedford Borough Council (“the Council”). This report fulfils this part of the Council’s commitment to the continuing Local Air Quality Management (LAQM) process. This Report provides an annual update of recent air quality issues in Bedford, including an update on recent air quality in the Borough, obtained from its monitoring results as well as a focus on the Council’s progress on reducing air pollution through its Air Quality Action Plan.

The Council’s earlier Review and Assessments of air quality confirmed that there were locations across the Borough with relevant public exposure where the Government’s air quality objectives might be exceeded.

The more up to date monitoring of nitrogen dioxide in this report confirms that the Government’s air quality objectives are still being exceeded widely at locations near the Bedford town centre with relevant public exposure. The Council will therefore maintain its AQMAs for this pollutant.

Monitoring of sulphur dioxide has also continued at two sites. However as reported by the Council previously, the Stewartby Brickworks is the main source of emissions leading to the AQMA declaration. The Brickworks closed at the end of February 2008 and following recent discussions with Defra’s consultants, the Council will continue to monitor until December 2008 and then produce an AQMA Revocation Order to formally revoke the AQMA stating that the problem source has been removed.

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## **1 Introduction to Air Quality and Action Plan Progress Report**

### **1.1 Overview**

This is the Air Quality and Action Plan Progress Report 2008 for the Bedford Borough Council (the Council). This report fulfils this part of the Council's continuing commitment towards the Local Air Quality Management (LAQM) process.

### **1.2 Background**

The LAQM process forms a key part of the Government's Air Quality Strategy to achieve the air quality objectives prescribed in the Air Quality (England) Regulations 2000 and 2002. Air quality progress reports were introduced following a detailed evaluation of the first round of local authority Review and Assessment. This evaluation identified a need both to develop a longer-term vision for LAQM and encourage the integration of air quality into the routine work of local authorities.

Local Authorities are required by section 88 (2) of the Environment Act 1995 to have regard to the government's guidance documents when carrying out their LAQM duties. To assist local authorities and provide guidance for the overall LAQM process, the Department for Environment, Food and Rural Affairs (DEFRA) issued the following policy and technical guidance documents: LAQM PG (03), LAQM PG (S) (03), LAQM TG (03) and LAQM.PGA (05).

In earlier rounds of review and assessment (R&A) of local air quality management, the Council identified areas where objectives were exceeded and where there was relevant public exposure. As a consequence, it designated its area an Air Quality Management Area (AQMA) for the annual mean nitrogen dioxide objective and 15 minute mean SO<sub>2</sub> objective and produced a draft Action Plan.

LAQM PRG (03) supplemented the above guidance and assists in the production of air quality progress reports. Based on this, local authorities are required to produce Progress Reports in those years when they are not carrying out an Updating and Screening Assessment (USA) or a Detailed Assessment of air quality.

The guidance also advises that the Progress Report is not designed to represent a further USA, although it states that, if at any time a risk is identified that an air quality objective might be exceeded, a Detailed Assessment should be carried out without delay.

The overall aim of the Progress report is to report on progress on implementing LAQM and report progress in achieving, or maintaining concentrations below the air quality objectives. The guidance considers that these aims can be best achieved by reporting on new results and on progress with implementation of the Action Plan.

## 2 New monitoring results in the Bedford B.C area

### 2.1 Outline of monitoring undertaken

The Council continued monitoring sulphur dioxide (SO<sub>2</sub>) and nitrogen dioxide (NO<sub>2</sub>) in its area. The Government's adopted air quality objectives for each of these pollutants as shown in Table 1 below.

**Table 1** Air quality strategy objectives for NO<sub>2</sub> and SO<sub>2</sub>

Pollutant	Objective		Date to be achieved by
	Concentration	Measured as	
Nitrogen Dioxide (provisional)	200 µg m <sup>-3</sup> not to be exceeded more than 18 times a year	1 hour mean	31 Dec 2005
	40 µg m <sup>-3</sup>	Annual Mean	31 Dec 2005
Sulphur Dioxide (SO <sub>2</sub> )	350 µg m <sup>-3</sup> not to be exceeded more than 24 times a year	1 hour mean	31 Dec 2004
	125 µg m <sup>-3</sup> not to be exceeded more than 3 times a year	24 hour mean	31 Dec 2004
	266 µg m <sup>-3</sup> not to be exceeded more than 35 times a year	15 minute mean	31 Dec 2005

The Council undertakes continuous monitoring of SO<sub>2</sub> at two fixed long-term sites:

- Stewartby (BF1) – a rural site located close to a school and the brickworks in the village of Stewartby (this site has been operating since 2000)
- Kempston (BF2) - a site located downwind of the brickworks in the town of Kempston (this site started operating since late 2006).

The above sites are representative of relevant exposure. Both sites are part of the Hertfordshire & Bedfordshire Air Pollution Monitoring Network and therefore the standards of QA/QC are similar to those of the government's AURN sites. Regular calibrations are carried out, with subsequent data ratification undertaken by the ERG at King's College London. In all cases the data are fully ratified unless reported otherwise. Details of the sites can be found at <http://www.hertsbedsair.org.uk/hertsbeds/asp/Home.asp>

The Council also previously operated an ozone analyser at its Stewartby site until midway through 2006. The results were reported in earlier Bedford reports and are not reported again here.

The Council also undertakes non-continuous monitoring across its area.

### 2.2 SO<sub>2</sub> Monitoring

The following table provides the results for the period 2001 – 2004 at the Council's monitoring site. The data capture for each year exceeded 85% (full details for the site are given in Table 8 in Appendix 1).

**Table 2** Number of periods exceeding SO<sub>2</sub> objective standards (2001 – 2007) at Stewartby

Objective	2001	2002	2003	2004	2005	2006	2007
15min mean	25	26	118	135	43	38	56
Hourly mean	1	2	4	8	3	0	5
24hr mean	0	0	0	0	0	0	0

(NB 2007 results are provisional)

**Table 3** Number of periods exceeding SO<sub>2</sub> objective standards (2006 – 2007) at Kempston

Objective	2006	2007
15min mean	3	5
Hourly mean	0	0
24hr mean	0	0

(NB 2007 results are provisional; italics indicates that data capture less than 75%)

The results show that the 15-minute objective of not more than 35 periods with concentrations greater than 266 µg m<sup>-3</sup> was easily exceeded for all years at Stewartby. The other objectives for the one-hour and 24-hour mean were not exceeded, although periods exceeding the hourly standard arose during all years other than 2006.

The results for the Kempston site show that the 15-minute objective of not more than 35 periods with concentrations greater than 50 µg m<sup>-3</sup> was not exceeded during 2006 and 2007, although there was limited data capture only in 2006 of 24%.

For 2008 to date (based on provisional data and 305 data capture) neither site has exceeded the 15 minute standard and the brickworks closed at the end of February.

### 2.4.3 Diffusion tube monitoring of NO<sub>2</sub> in Bedford

The Council also undertook monitoring using diffusion tubes at sites across the Borough. The diffusion tubes are currently exposed at 46 locations. The sites include roadside, background and rural sites. The locations include sites within the AQMAs, as well outside of the AQMAs. Twenty monitoring sites were started in 2004 close to the façade of existing properties representing relevant exposure. (see Appendix 1). There was more than 75% data capture for all the sites reported and these sites mostly represented locations relevant for public exposure. The biased results of diffusion tube monitoring for 2007 are given below.

The diffusion tubes were analysed by Gradko International. The method of preparation was 50% TEA in acetone. The unbiased results of the diffusion tube monitoring monitored in the Borough, with the location of the sites and reference number are given in Appendix 1 (see Table 6).

The Council does not currently operate a continuous monitoring site and therefore it has not undertaken a co-location study. The LAQM. TG03 guidance however recommends use of a bias correction factor to produce data that are comparable to reference methods wherever possible. The adjustment is made through a comparison of results from a continuous analyser relative to those from diffusion tubes over a period of a year in accordance with LAQM. TG03. Appropriate correction factors (to allow for bias) have been derived from the latest default factor spreadsheet (March 2008) from DEFRA's helpdesk. These factors are derived from series of co-location studies undertaken elsewhere and are as follows:

Year	Bias adjustment factor
2004	1.10
2005	1.10
2006	1.01 ( <i>1.04</i> )
2007	0.93

The factors indicate the diffusion tube measurements are under reading for all years compared to continuous measurements, other than 2007, where the results are over reading slightly. The results presented in Table 5 are the bias adjusted results. It should be noted that results are those sites with less than 75% data capture are marked using italics and those in bold exceed the AQS objective. The locations in italics are those that are sited within the AQMA's.

**Figure 1** NO<sub>2</sub> diffusion tube results for sites in Bedford (2006)

Predictions of concentrations in 2010 were made using the DEFRA year adjustment factors, based on 2007 measurements (in purple).

### 3 New local developments

This section outlines those local developments that may take place and may affect air quality. These are not for consideration now but are listed for a more thorough assessment during the next round of Review and Assessment. The guidance identifies the following developments that should be considered:

- New industrial processes included in the list of Appendix 2 of LAQM. TG 03.
- New developments with an impact on air quality, especially those that will significantly change traffic flows. Only include those developments with planning permission granted.
- New landfill sites, quarries, etc with planning permission granted and nearby relevant exposure.

**Table 4** New Local Developments since 2007

<b>Development</b>	<b>Location</b>
New Part A or B industrial processes	None
New retail or mixed residential/ commercial development	See below
New road scheme	None
New mineral or landfill development	None

#### Prospective major development sites within the Bedford

The Council is committed to the revitalisation of the Town Centre and has placed it at the top of its agenda. To this end it has produced the Town Centre Area Action Plan to set out the spatial strategy for the regeneration of the town centre. This is a critical element of the emerging development framework. Bedford Town Centre West, Riverside Square and Castle Lane have all been identified as key development sites as part of the emerging proposals.

The Council have numerous other large development proposals, including the Wixams, Biddenham Loop, land West of Kempston, land North of Bromham Road, Shortstown, Stewarty and Wootton.

In consultation with local business it has been recognized that Bedford's connectivity can be improved even further by developing enhanced east west road links. Following on from the construction of the highly successful Bedford Southern Bypass, the next phase of improvements has now been completed. This is the construction of the Great Barford Bypass linking the southern bypass to the A1, dramatically reducing journey time.

Consultation is also underway for widening of the A421 between Bedford and junction 13 of the M1 to create a dual carriageway. This development should drastically reduce the journey time between the A1 and M1 and in doing so will further enhance the Bedford as a business location.

Other forthcoming improvements include the Western Bypass and the A428 - A6 link. This will provide the link between the A6 and the A421 and hence M1 and A1, consequently reducing Town centre traffic in the process. Work should commence in the next two to three years.

#### 3.1 Bedford Local development framework (LDF)

The Planning & Compulsory Purchase Act 2004 introduced a new development plan system. This is intended to streamline the local planning process and enable a Local Development Framework (LDF) to replace previous Unitary Development Plans (UDP).

The documents, which will make up the Bedford LDF, were published as Submission Development Plan Documents. These are to help shape the future of the Borough, making it a better place to live and work.

The Core Strategy and Rural Issues Plan is now adopted. The Town Centre Area Action Plan was submitted to the Secretary of State in July 2006. The examination into the plan commenced in April 2008.

## **4 Action Plan Progress Report**

### **4.1 Introduction**

The Bedford Air Quality Action Plan was published in draft form in 2007. Initial consultation was with statutory consultees. It was subsequently sent out for public consultation purposes and the final Action Plan was adopted in November 2007.

The Action Plan focused on measures to reduce emissions from the brickworks industry, traffic flow and vehicle that are consistent with other Council wide policies, principally in relation to both transport and planning. The main aim is to reduce NO<sub>x</sub> and SO<sub>2</sub> emissions. Other actions include reducing emissions from buildings and industry, measures to raise public awareness of air pollution and greener travel. The Council through its Action Plan, and other policies, also supports other initiatives proposed and undertaken by other authorities to reduce emissions in the Borough.

### **4.2 Achievement of objectives**

The Council's Action Plan applies to the Air Quality Management Areas, which covers the whole of Bedford. This recognises that, although not everyone in the Borough will be exposed to concentrations that exceed the air quality objectives, it is the intention of the Action Plan is to reduce pollution levels, wherever possible, in pursuit of the achievement of the objectives.

### **4.3 Summary of key measures**

This section provides a brief summary of some of the key measures to be included in the Action Plan and also the Council's progress on these actions.

#### **4.3.1 Monitoring air quality**

The Council has maintained its commitment to monitoring air quality in the Borough and reporting to other bodies, including DEFRA since release of its draft plan. As reported earlier the Council monitors air quality using 2 real-time monitoring static stations, as well as with nitrogen dioxide passive diffusion tubes which are located around the Borough. The Council is part of the Hertfordshire & Bedfordshire Air Pollution Monitoring Network and current monitoring data and historic data for the sites can be viewed on the [www.hertsbedsair.org.uk](http://www.hertsbedsair.org.uk) site.

#### **4.3.2 Planning Policy and Control**

The Council is using the planning system to bring air quality benefits, through imposing planning conditions and through using section 106 agreements and for new developments for car free developments.

#### **4.3.3 Traffic control and management**

#### **4.3.4 Travel Plans in Bedford**

#### **4.3.5 Bedford fleet**



## 5 Conclusion

This Air Quality and Action Plan Progress Report for 2008 fulfils the requirements of the DEFRA PRG 03 guidance and has updated monitoring results in the Borough and noted new relevant local developments and other initiatives. It also advises on the Council's progress in implementing its Action Plan, the final version of which will be published later this year.

The up to date monitoring results continue to indicate that the Government's current annual mean air quality objective for NO<sub>2</sub> is exceeded at locations across the Bedford town centre where there is relevant public exposure.

For SO<sub>2</sub> the main source of emissions resulting in the 15-minute mean objective being exceeded, i.e. the Stewartby brickworks closed this February. Following consultation with Defra's consultants, the Council will produce an AQMA Revocation Order to formally revoke the AQMA stating that the problem source has been removed.

The Council will continue its air quality monitoring programme and action plan as part of its continuing local air quality management regime.

**Appendix 1****Table 5** SO<sub>2</sub> data capture for year (%)

Site	2001	2002	2003	2004	2005	2006	2007
Stewartby	90	95	91	95	90	88	98
Kempston						25	89

**Table 6** Diffusion tube sites in Bedford

	Site Code	Class.	OS Ref X	OS Ref Y	Address
1	BF06	R	505030	249870	20 High Street, Bedford UK NO2 NETWORK 1
2	BF07	UB	506170	250190	135 George St, Bedford
3	BF08	S	506660	251660	Arrowleys, Bedford UK NO2 NETWORK 3
4	BF09	S	503530	247380	61 The Links, Kempston UK NO2 NETWORK 2
5	BF10	R	503830	250070	Bromham Road, Bedford
6	BF11	R	506720	250260	Goldington Road, Bedford
7	BF12	R/UB	503160	247690	Bunyan Road, Kempston
8		UB			Churchville Road
9	BF14	UB	507530	249740	Riverfield Drive, Bedford
10		R/UB			Kirkstall Close
11	BF16	S	512770	252410	Great Barford
12	BF17	S	516320	256640	The Lane, Wyboston
13	BF22	S	504790	248790	Great North Road, Wyboston (A1) South
14		R			River Street
15	BF23	R/UB	505840	249870	Woburn Road, Kempston
16	BF24	R	505590	250620	Kempston Road, Bedford
17	BF25	R	504570	249510	Amphill Road, Bedford
18	BF28	UB			Castle Road, Bedford
19	BF29	R			Kimbolton Road, Bedford
20	BF30	K			Prebend Street, Bedford
21	BF18	R	516450	256630	Great North Road, Wyboston (A1) North
22	BF20	R	503020	247150	Great North Road, Wyboston (A1) North
23	BF21	R	504590	248980	Great North Road, Wyboston (A1) North
24		K			Great Barford no. 10
25		R			London Road crossroad
26		R			Great Barford opposite restaurant
27		R			High Street (Ladbrooks)
28		R			Prebend St (corner of commercial road)
29		R			Goldington Road (opposite University)
30		K			High Street (Collins jewellers)
31		R			High Street (Luddingtons)
32		R			Prebend St (opposite no. 8)
33		R			Shakespeare Road
34		R			High Street (Kings Arms PH)
35		R			Prebend St (new residential)
36		R			Ashburnham Road
37		R	504780	248702	Amphill Road
38		R			Prebend St (opposite no. 35)
39		K			Great Barford no. 37
40		R			Tavistock Street

41	R	Great Barford (6-10 Roxton Road)
42	R	High St (opposite old BT building)
43	R	Dame Alice Street
44	R	Midland Road- outside No. 137,139A
45	R	End of Prebend St (opposite roundabout)
46	K	Midland Rd (outside Beegees opposite Priory St)