



COSTS, BENEFITS AND ECONOMIC IMPACTS OF THE EU CLEAN AIR STRATEGY AND THEIR IMPLICATIONS ON INNOVATION AND COMPETITIVENESS

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Abstract

Reducing air pollution has a number of benefits to society, improving health of the population and reducing damage to crops, forests, ecology and building and other materials. Quantification of the benefits of the revised emission ceilings indicates that they will exceed costs by a large margin. Taking a conservative position on the valuation of mortality leads to benefits:cost ratios in excess of 14, taking a less conservative position pushes the ratio above 50. Even this position is based on valuations that are low when compared to those recommended elsewhere.

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Executive Summary

Reducing air pollution has a number of benefits to society, improving health of the population and reducing damage to crops, forests, ecology and building and other materials.

The policy discussions on the revised Directive on National Emission Ceilings (NECD, 2016/2284/EU) were informed by systematic cost-effectiveness and cost-benefit analyses conducted around 2013 with the GAINS integrated assessment and ALPHA-Riskpoll benefits models. Since the time these analyses have been conducted, a number of important factors have changed. Complementing the 2017 outlook into future air quality in Europe (Amann M. et al. 2017), this report presents a re-assessment of the costs, benefits and economic impacts of the latest clean air strategies and their implications on innovation and competitiveness.

In addition to updates of the standard quantification of premature mortality and morbidity and their economic valuation, this report addresses work days lost due to the exposure to air pollution in more detail as it constitutes a potentially important element of a cost-benefits analysis. For the recent emission scenarios, it is estimated that working days lost due to air pollution decline from 0.63 per worker on average to 0.3 under the policy scenarios. For the EU28, costs associated with lost working days fall from €18.5 billion/year in 2005 to €8.5 billion/year by 2030 under the policy scenarios.

Quantification of the benefits of the revised emission ceilings indicates that they will exceed costs by a large margin. Taking a conservative position on the valuation of mortality leads to benefits:cost ratios in excess of 14, taking a less conservative position pushes the ratio above 50. Even this position is based on valuations that are low when compared to those recommended elsewhere.

Case studies demonstrate that there are clear winners from stricter environmental policy regulation. A strong domestic market – due to domestic environmental and energy policies – emerged as an important success factor in all cases. In this context it is surprising that enterprises that produce clean technology seem less involved in stakeholder consultations than the enterprises that have a vested interest and are required to take additional abatement measures (or are at least less vocal in the public debate).

List of acronyms

| | |
|-----------------|---|
| ALPHA-Riskpoll | Model to estimate monetized benefits of air pollution control strategies |
| CAPRI | Agricultural model developed by the University of Bonn |
| CBA | Cost-Benefits Analysis |
| EC4MACS | European Consortium for Modelling Air Pollution and Climate Strategies |
| EEA | European Environment Agency |
| ERR | Emission Reduction Requirements of the NEC Directive |
| EU | European Union |
| GAINS | Greenhouse gas - Air pollution Interactions and Synergies model |
| GDP | Gross domestic product |
| GEM-E3 | General Equilibrium Model for Economy – Energy - Environment |
| IIASA | International Institute for Applied Systems Analysis |
| JRC | Joint Research Centre for the EU |
| kt | kilotons = 10^3 tons |
| NEC | National Emission Ceilings (Directive) |
| NO ₂ | Nitrogen dioxide |
| NO _x | Nitrogen oxides |
| O ₃ | Ozone |
| PJ | Petajoule = 10^{15} joule |
| PM10 | Fine particles with an aerodynamic diameter of less than 10 µm |
| PM2.5 | Fine particles with an aerodynamic diameter of less than 2.5 µm |
| PRIMES | Energy Systems Model of the National Technical University of Athens |
| SO ₂ | Sulphur dioxide |
| SOMOxx | An ozone metric relevant for human health: Sum of means over xx ppb (daily maximum 8-hour concentrations) |
| TSAP | Thematic Strategy on Air Pollution |
| VOLY | Value of life year |
| VSL | Value of statistical life |

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Costs, benefits and economic impacts of the EU clean air strategies and their implications on innovation and competitiveness

1 Context

In its Clean Air Programme for Europe (COM(2013)918 final), the European Commission has laid out a comprehensive approach to improve air quality in Europe. It contains provisions for a regular tracking of the progress towards the programme objectives by 2020 and every five years thereafter.

The main legislative instrument to achieve the 2030 objectives of the Clean Air Programme is Directive 2016/2284/EU on the reduction of national emissions of certain atmospheric pollutants, which entered into force on 31 December 2016 (the NEC Directive or NECD). This directive sets national reduction commitments for the five pollutants (sulphur dioxide, nitrogen oxides, volatile organic compounds, ammonia and fine particulate matter) responsible for particulate matter and NO₂ concentrations and for acidification, eutrophication and ground-level ozone pollution, which leads to significant negative impacts on human health and the environment. The Commission proposal for the revised NECD, which was adopted by the European Commission on December 18, 2013, was informed by extensive cost-effectiveness and cost-benefits analyses with IIASA's GAINS (Greenhouse gas – Air pollution Interactions and Synergies) model (Amann et al. 2011) and cost-benefit analysis undertaking the ALPHA-Riskpoll model (Holland, 2013b). After that, additional technical analyses were conducted with the GAINS model to support negotiations in the Council and the European Parliament (Amann et al. 2014a); (Amann et al. 2014b) (Amann, M. et al. 2015).

In this context, this report presents a re-assessment of the costs, benefits and economic impacts of the latest clean air strategies and their implications on innovation and competitiveness. This report complements the Commission's Clean Air Outlook into the future of air quality in Europe as expected from the implementation of the revised NEC directive and other recent source-oriented emission legislation, and the more detailed underlying report 'Progress towards achievement of the EU's air quality and emissions objectives' (Amann M. et al. 2017). In particular, the Outlook takes into account retrospective changes of emission inventories for 2005 and their knock-on effects for later years, new projections of economic activities, and new source-oriented emission regulations that have been agreed after 2013.

This report examines the economic impacts for the following emission control scenarios for 2030:

- For the PRIMES 2016 REFERENCE scenario, emissions resulting from
 - the legislation in place in 2017,
 - the additional measures that would meet the Emission Reduction Requirements of the NEC directive at least costs (the ERR 2030 scenario); and
- For the PRIMES CLIMATE AND ENERGY POLICY scenario, emissions resulting from
 - the legislation in place in 2017,

- the additional measures that would meet the Emission Reduction Requirements of the NEC directive at least costs (the ERR 2030 scenario).

The analysis presented here is focused primarily on the assessment of health impacts across Europe in 2005 and 2030 for the scenarios listed above. Past work (e.g. Holland et al, 2011, 2014) has found that health impacts dominate European air pollution CBAs, though this is in part a function of the problem of quantifying ecosystem damage/benefits in monetary terms for integration to the CBA. The analysis is extended here to include effects on building materials in some applications (though excluding cultural heritage), forests, crops and ecosystems. It also provides additional detail on issues such as productivity losses and healthcare costs. Analysis of forests and ecosystems was not included in earlier CBA reports on air quality proposals for the Commission, with the methods used here having been developed under the ECLAIRE study funded by European Commission DG Research¹. It is noted that the ecosystem analysis should be considered preliminary at the present time, as quantification is based on a very limited set of valuation data. This and other emerging methodological details are also discussed in the report.

Macro-economic impacts of the emission control scenarios are also presented in Section 4.2 , based on results of the JRC-GEM-E3 model operated by the Joint Research Centre (JRC) of the EU.

The remainder of the report is organized as follows: Section 2 summarizes emission control costs for the scenarios for 2030 as estimated in the report 'Progress towards achievement of the EU's air quality and emissions objectives' (Amann et al., 2017). Section 3 discusses the benefits that can be computed for these emission control scenarios, for human health, productivity and non-health related damages. Section 4 compares costs and benefits. Section 5 discusses implications on competitiveness, and conclusions are drawn in Section 6.

Methodological details and results for individual Member States are documented in a supporting report, and are available in an Excel workbook that accompanies this report.

¹ <http://www.eclaire-fp7.eu/>

2 Emission control costs

The European Union has established a comprehensive framework to manage air quality, including ambient air quality limit values, source-oriented emission legislation, and national emission ceilings. Assuming the PRIMES 2016 REFERENCE scenario in 2030, it is estimated that costs for implementation of all source-oriented legislation in force (as of 2017) will amount to € 79.2 bn/year in the EU-28, which constitutes about 0.53% of GDP or 153.8 €/person/year (Table 1). Compliance with the Emission Reduction Requirements (ERR) of the NECD Directive (REF) will increase these costs by € 0.95 bn/year, i.e., by 0.006% of GDP or € 1.86/person/year. The lower consumption of fossil fuels in the CLIMATE AND ENERGY POLICY scenario would reduce air pollution control costs for implementation of the current legislation to € 71 bn/year. Additional measures required to meet the ERRs would increase costs by € 0.54 bn/yr, i.e., 0.004% of GDP or by € 1.05/person/year (for details see (Amann et al. 2017)).

TABLE 1: AIR POLLUTION CONTROL COSTS IN 2030

| | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|----------------|-----------------------|----------|---------------------|---------------------------|----------|---------------------|
| | 2017 legislation | ERR 2030 | Additional costs | 2017 legislation | ERR 2030 | Additional costs |
| million €/year | 79220 | 80180 | 960 | 71001 | 71540 | 539 |
| % of GDP | 0.527% | 0.533% | 0.006% | 0.472% | 0.476% | 0.004% |
| €/capita | 153.75 | 155.61 | 1.86 | 137.80 | 138.84 | 1.05 |

Air pollution control costs are unevenly distributed across the economic sectors (Table 2). More than 50% of total costs emerge for emission controls for road vehicles, while the power sector, industry and non-road mobile machinery carry about 13% of total costs each. In contrast, the share of agriculture in total costs is about 3%. However, 40% of the costs of all additional measures that are required to achieve the ERRs occur in agriculture, indicating the cost-effectiveness of additional emission reductions in this sector compared to the much higher costs of the remaining measures in other sectors. Note that the higher percentage of additional costs for agriculture in this analysis as compared with the original Commission proposal is largely due to the fact that additional costs for regulating domestic combustion under the NECD are lower than then assumed, because much of the costs are subsumed under the Ecodesign implementing acts for solid fuel stoves and boilers. The distribution of costs across Member States is presented in Table 3.

TABLE 2: AIR POLLUTION CONTROL COSTS IN 2030, BY SECTOR (MILLION €/YR)

| | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|---------------------------|-----------------------|--------------|------------------|---------------------------|--------------|------------------|
| | 2017 legislation | ERR 2030 | Additional costs | 2017 legislation | ERR 2030 | Additional costs |
| Power sector | 10257 | 10488 | 231 | 8752 | 8778 | 26 |
| Domestic | 4171 | 4228 | 57 | 3122 | 3154 | 32 |
| Industry | 10187 | 10468 | 281 | 10034 | 10141 | 107 |
| Road transport | 43180 | 43180 | 0 | 38602 | 38602 | 0 |
| Non-road mobile machinery | 9370 | 9377 | 6 | 8434 | 8439 | 5 |
| Agriculture | 2120 | 2505 | 385 | 2120 | 2488 | 369 |
| Total | 79285 | 80246 | 960 | 71063 | 71602 | 539 |
| Power sector | 13% | 13% | 24% | 12% | 12% | 5% |
| Domestic | 5% | 5% | 6% | 4% | 4% | 6% |
| Industry | 13% | 13% | 29% | 14% | 14% | 20% |
| Road transport | 54% | 54% | 0% | 54% | 54% | 0% |
| Non-road mobile machinery | 12% | 12% | 1% | 12% | 12% | 1% |
| Agriculture | 3% | 3% | 40% | 3% | 3% | 68% |
| Total | 100% | 100% | 100% | 100% | 100% | 100% |

TABLE 3: EMISSION CONTROL COSTS FOR THE 2017 LEGISLATION SCENARIO AND THE COST-EFFECTIVE ACHIEVEMENT OF THE EMISSION REDUCTION REQUIREMENTS IN 2030 (ERR 2030), FOR THE PRIMES 2016 REFERENCE AND THE CLIMATE AND ENERGY POLICY PROJECTIONS (MILLION €/YEAR)

| | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|--------------|-----------------------|--------------|------------------|---------------------------|--------------|------------------|
| | 2017 legislation | ERR 2030 | Additional costs | 2017 legislation | ERR 2030 | Additional costs |
| Austria | 1725 | 1730 | 5 | 1584 | 1589 | 5 |
| Belgium | 2365 | 2379 | 14 | 2133 | 2143 | 10 |
| Bulgaria | 1000 | 1004 | 3 | 905 | 908 | 3 |
| Croatia | 461 | 472 | 11 | 438 | 448 | 10 |
| Cyprus | 120 | 120 | 0 | 111 | 111 | 0 |
| Czech Rep. | 2114 | 2137 | 23 | 2008 | 2020 | 12 |
| Denmark | 1235 | 1236 | 1 | 1112 | 1113 | 0 |
| Estonia | 288 | 293 | 5 | 217 | 220 | 3 |
| Finland | 1214 | 1218 | 3 | 1105 | 1107 | 2 |
| France | 9924 | 9997 | 72 | 9055 | 9070 | 14 |
| Germany | 14218 | 14747 | 529 | 12402 | 12646 | 244 |
| Greece | 1463 | 1466 | 3 | 1338 | 1338 | 0 |
| Hungary | 939 | 948 | 10 | 868 | 874 | 6 |
| Ireland | 960 | 1000 | 40 | 877 | 915 | 38 |
| Italy | 8226 | 8267 | 41 | 7356 | 7382 | 26 |
| Latvia | 223 | 224 | 0 | 196 | 197 | 0 |
| Lithuania | 428 | 429 | 1 | 400 | 401 | 1 |
| Luxembourg | 296 | 298 | 2 | 258 | 259 | 1 |
| Malta | 41 | 41 | 0 | 39 | 39 | 0 |
| Netherlands | 3253 | 3329 | 76 | 3121 | 3185 | 64 |
| Poland | 9131 | 9181 | 50 | 7977 | 8016 | 39 |
| Portugal | 1155 | 1161 | 7 | 1061 | 1066 | 4 |
| Romania | 1833 | 1842 | 9 | 1737 | 1745 | 7 |
| Slovakia | 731 | 735 | 3 | 697 | 699 | 3 |
| Slovenia | 428 | 430 | 1 | 383 | 384 | 0 |
| Spain | 6794 | 6805 | 12 | 5935 | 5946 | 10 |
| Sweden | 1395 | 1396 | 1 | 1203 | 1204 | 1 |
| UK | 7257 | 7294 | 37 | 6482 | 6519 | 37 |
| EU-28 | 79220 | 80180 | 960 | 71001 | 71540 | 539 |

3 Benefits

While environmental measures entail certain pollution control costs, they are motivated by the interests of improved well-being, reduced damage to human health, and a cleaner environment to safeguard the sustainability of ecosystems and their services. Although monetary valuations of these aspects are challenging, a host of valuation studies show that the economic benefits of many air pollution control measures substantially exceed their costs (e.g., Holland, 2014). In such cost-benefit studies a broad definition of ‘welfare’ is applied, including elements that are not included in the formal definition of gross domestic production (GDP), such as changes in public health (premature death, pain and suffering) and the loss of natural capital. Past work (e.g., Holland et al, 2011, 2013a, 2014) has found that health impacts dominate European air pollution CBAs, though this is in part a function of the problem of quantifying ecosystem damage/benefits in monetary terms for integration to the CBA.

This report presents a re-analysis of earlier valuation studies on the benefits of clean air strategies in Europe, for the most recent projections of economic development, emissions and air quality that are presented in the progress report (Amann et al. 2017). The analysis is extended here to include effects on building materials in some applications (though excluding cultural heritage), forests, crops and ecosystems. It also provides additional detail on issues such as productivity losses and healthcare costs. Analysis of forests and ecosystems was not included in earlier CBA reports on air quality proposals for the Commission, with the methods used here having been developed under the ECLAIRE study funded by European Commission DG Research. It is noted that the ecosystem analysis should be considered preliminary at the present time, as quantification is based on a very limited set of valuation data. This and other emerging methodological details are also discussed in the report.

Some damage categories are included in traditional GDP figures, although they would not account for more than five percent of the total damage estimate including mortality and morbidity impacts (Amann et al. 2013):

- Damage to materials (iron, plastic) and cultural heritage: additional maintenance efforts are both an economic cost and expenditure in the construction sector.
- Damage to crops and forests: production losses generally lead to higher prices and additional management efforts (e.g., liming, pest control). The latter are both a cost and an expenditure that will add to the GDP.
- Healthcare costs associated with pollution: costs of medicines and of hospitalisation. These costs also entail incomes and employment in the health care sector.
- Sick leave and loss of working days due to air pollution: although the pain and suffering is not included in the GDP definition, sick leave reduces labour productivity, could lead to production losses, lower wages or higher production costs. The total direct cost of lost working days due to acute PM_{2.5} exposure in 2015 was valued at around €15bn (Holland, 2014). This damage category is of special interest as the loss of working days could have a longer-term impact on the economic performance of a country.

3.1 Health benefits

3.1.1 Method

The method used here follows the impact pathway approach developed under the ExternE project (ExternE, 1995, 1999, 2005) and the CBA for the Clean Air For Europe (CAFE) Programme, and applied in the 2013 analysis of the revision of the Thematic Strategy on Air Pollution (Holland, 2014). This approach follows a logical progression from emission, through dispersion and exposure to quantification of impacts and their valuation (Figure 1).

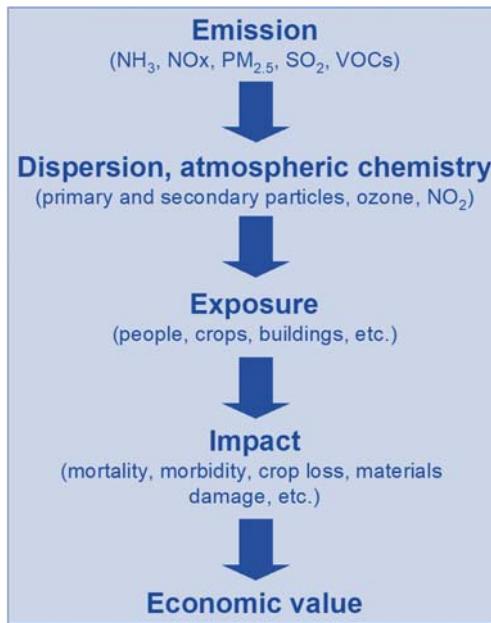


FIGURE 1: IMPACT PATHWAY APPROACH, TRACING THE CONSEQUENCES OF POLLUTANT RELEASE FROM EMISSION TO IMPACT AND ECONOMIC VALUE

The methods used by Holland et al (1999) and Holland and King (1998) for CBA of the original Gothenburg Protocol and EU NEC Directive were developed under the European Commission-funded ExternE (Externalities of Energy) project during the 1990s. Whilst that work had been extensively reviewed during its development it was considered appropriate for the EU's CAFE Programme to conduct a thorough review of the methods, to consult widely with stakeholders and to subject the methodology to a formal, independent and international peer review. This is documented as follows:

- Methodology Volume 1: Overview of Methodology (Holland et al, 2005a)
- Methodology Volume 2: Health Impact Assessment (Hurley et al, 2005)
- Methodology Volume 3: Uncertainty in the CAFE-CBA (Holland, 2005b)
- Peer review: Krupnick et al (2005)

Methods were reviewed and updated under the EC4MACS study (Holland et al, 2013b), *inter alia* to incorporate the conclusions from the REVIHAAP project of the World Health Organization (WHO) regarding updated mortality assessment for ozone and PM (WHO, 2013a). Subsequent work on the HRAPIE project (WHO, 2013b) provides further information on morbidity impacts (hospital admissions,

incidence of bronchitis, lost work days, etc.), and was used for the CBA for the revision of the TSAP in 2013. For the purpose of comparison with the earlier work it was agreed that the analysis presented here would follow the same method as used previously, unless significant new developments were identified. The health functions and unit values applied to health impacts have therefore been kept the same as for the 2013 analysis.

The final recommendations of the HRAPIE study are shown in Table 4. HRAPIE recommends that the functions for which confidence is highest be given an 'A' rating and those for which confidence is less (though still sufficiently high to be quantified) be given a 'B' rating. This is supplemented by '*' for effects that are additive for the purpose of the CBA. Effects that are not additive can be quantified to provide additional information, though this has not been performed here.

TABLE 4: LIST OF HEALTH IMPACTS – HRAPIE RECOMMENDATIONS

| Impact / population group | Rating | Population | Exposure metric |
|--|--------|-------------------|---|
| Ozone | | | |
| All cause mortality from chronic exposure | B | Over 30 years | O ₃ , SOMO35, summer months |
| All cause mortality from acute exposure | A*/A | All ages | O ₃ , SOMO35 (A*), SOMO10 (A) |
| Cardiac and respiratory mortality from acute exposure | A | All ages | O ₃ , SOMO35 (A*), SOMO10 (A) |
| Respiratory hospital admissions | A*/A | Over 65 years | O ₃ , SOMO35 (A*), SOMO10 (A) |
| Cardiovascular hospital admissions | A*/A | Over 65 years | O ₃ , SOMO35 (A*), SOMO10 (A) |
| Minor Restricted Activity Days (MRADs) | B*/B | All ages | O ₃ , SOMO35 (B*), SOMO10 (B) |
| PM2.5 | | | |
| All cause mortality from chronic exposure as life years lost or premature deaths | A* | Over 30 years | PM _{2.5} , annual average |
| Cause-specific mortality from chronic exposure | A | Over 30 years | PM _{2.5} , annual average |
| Infant Mortality | B* | 1 month to 1 year | PM _{2.5} , annual average |
| Chronic bronchitis in adults | B* | Over 27 years | PM _{2.5} , annual average |
| Bronchitis in children | B* | 6 – 12 years | PM _{2.5} , annual average |
| All cause mortality from acute exposure | A | All ages | PM _{2.5} , annual average |
| Respiratory Hospital Admissions | A* | All ages | PM _{2.5} , annual average |
| Cardiovascular Hospital Admissions | A* | All ages | PM _{2.5} , annual average |
| Restricted Activity Days (RADs) | B* | All | PM _{2.5} , annual average |
| Including lost working days | B* | 15 to 64 years | PM _{2.5} , annual average |
| Asthma symptoms in asthmatic children | B* | 5 to 19 years | PM _{2.5} , annual average |
| NO₂ | | | |
| All cause mortality from chronic exposure | B* | Over 30 years | NO ₂ annual mean >20ug.m ⁻³ |
| All cause mortality from acute exposure | A* | All ages | NO ₂ annual mean |
| Bronchitis in children | B* | 5 – 14 years | NO ₂ annual mean |
| Respiratory hospital admissions | A* | All ages | NO ₂ annual mean |

It is not yet possible to apply the HRAPIE recommendations in full. The main reasons for this are as follows:

- For ozone, SOMO10 exposure data are currently unavailable.
- For NO₂, there is a lack of agreement regarding the extent to which exposure data quantified using EMEP outputs properly reflect exposure of the population. Quantification of NO₂ effects has therefore not been attempted.
- For effects of chronic exposure to ozone and NO₂ (leaving aside the issues of exposure modelling) on mortality, protocols for dealing with the potential for double counting against the function applied for PM2.5 have not been agreed. Neither is therefore added into total benefits. The HRAPIE report states that: 'Some of the long-term NO₂ effects may overlap with effects from long-term PM2.5 (up to 33%).' This statement could of course be turned around to say that at least 67% of the NO₂ impact is not accounted for within the PM2.5 function, providing a bias to underestimation.

Valuation of health effects is performed by multiplying impacts (e.g., respiratory hospital admissions) by an appropriate estimate of the unit value of each impact (e.g., the cost of a respiratory hospital admission), as shown in Table 5. Unit values seek to describe the full economic effect of the impacts that they are linked with. For health impacts, for example, which dominate the analysis, this will include elements associated with the costs of health care, lost productivity amongst workers and welfare losses/ lost utility, reflecting aversion to premature death or ill health. The price year of 2005 has been retained for consistency with the cost-effectiveness analysis carried out by IIASA using the GAINS model. There is some evidence that the valuations adopted here are conservative, biasing to underestimation of impacts. This is discussed in more depth below.

Valuation of mortality generates the largest damage costs in the analysis. Sensitivity analysis is applied to demonstrate the effect of different assumptions on the balance of costs and benefits. Mortality is either valued against loss of life expectancy (life years lost) using the value of a life year (VOLY) or against deaths using the value of statistical life (VSL). In both cases median and mean estimates are available, leading to a range for the VOLY of €57,700 to €138,700 and for the VSL of €1.09 to €2.22 million. The results presented in this report mainly focus on the most conservative position, based on the median VOLY. This is not intended to reflect a preference for the median VOLY, but simply to provide a baseline for the assessment.

TABLE 5: VALUES USED FOR THE HEALTH IMPACT ASSESSMENT (PRICE YEAR 2005)

| Impact / population group | Unit cost | Unit |
|--|---------------------|----------------------------------|
| Ozone effects | | |
| Mortality from chronic exposure as: | | |
| Life years lost, or | 57,700 / 138,700 | €/life year lost (VOLY) |
| Premature deaths | 1.09 / 2.22 million | €/death (VSL) |
| Mortality from acute exposure | 57,700 / 138,700 | €/life year lost (VOLY) |
| Respiratory Hospital Admissions | 2,220 | €/hospital admission |
| Cardiovascular Hospital Admissions | 2,220 | €/hospital admission |
| Minor Restricted Activity Days (MRADs) | 42 | €/day |
| PM_{2.5} effects | | |
| Mortality from chronic exposure as: | | |
| Life years lost, or | 57,700 / 138,700 | €/life year lost (VOLY) |
| Premature deaths (all-cause and cause-specific mortality) | 1.09 / 2.22 million | €/death (VSL) |
| Mortality from acute exposure | 57,700 / 138,700 | €/life year lost (VOLY) |
| Infant Mortality | 1.6 to 3.3 million | €/case |
| Chronic Bronchitis in adults | 53,600 | €/new case of chronic bronchitis |
| Bronchitis in children | 588 | €/case |
| Respiratory Hospital Admissions | 2,220 | €/hospital admission |
| Cardiac Hospital Admissions | 2,220 | €/hospital admission |
| Restricted Activity Days (RADs) | 92 | €/day |
| Work loss days | 130 | €/day |
| Asthma symptoms, asthmatic children | 42 | €/day |
| NO₂ effects (though not quantified in this report) | | |
| Mortality from chronic exposure as: | | |
| Life years lost, or | 57,700 / 138,700 | €/life year lost (VOLY) |
| Premature deaths | 1.09 / 2.22 million | €/death (VSL) |
| Mortality from acute exposure | 57,700 / 138,700 | €/life year lost (VOLY) |
| Bronchitis in children | 588 | €/case |
| Respiratory Hospital Admissions | 2,220 | €/hospital admission |

Health care costs are presented separately, calculated using the information presented in Table 6. Overall, the positions adopted are conservative. There is also emerging information on a number of possible additional health impacts that could have major added costs - dementia, diabetes and obesity (see RCP, 2016). However, evidence on these effects is as yet not conclusive.

TABLE 6: AVAILABILITY OF HEALTHCARE COST DATA FOR HEALTH IMPACTS OF AIR POLLUTION

| Effect | Commentary |
|---|--|
| Mortality | |
| Acute Mortality | For adults it is assumed that there is no additional healthcare cost for 'acute mortality' beyond what would have been incurred had death occurred slightly later. In essence, the primary cause of death seems likely to be unchanged at least in the vast majority of cases. |
| Chronic Mortality | The position with respect to chronic mortality is more complicated than for acute given that air pollution would have a greater role in causing the ill-health that leads to early death. There is, however, a question of the aggregate effect on health services per individual, given that we all die at some time and so will likely need health care at some point. It is possible that prolongation of life may have no significant effect on overall demand for health services. |
| Infant Mortality | The small number of cases of infant mortality estimated here indicates that the aggregate of healthcare cost associated with these infant deaths will be low, even if the average treatment cost per child is high. However, like the situation with chronic mortality for adults, this is a 'tip of the iceberg' situation, given that we quantify no morbidity effects for this age group. It is quite illogical to consider that the only effect of air pollution on infant health is mortality, if we accept the link to mortality as robust. |
| Morbidity | |
| Minor Restricted Activity Days (acute) | Given that these are defined as 'minor' restricted activity days it is anticipated that whilst overall number are high, those experiencing the effect would be unlikely to seek medical intervention. |
| Chronic Bronchitis in adults | Healthcare costs for chronic bronchitis have been assessed systematically in a number of European countries in a major study reporting in 2003. Results varied significantly between countries: <ul style="list-style-type: none"> • France: €530/patient/year (Piperino et al, 2003) • Italy: €1,261/patient per year (Dal Negro et al, 2003) • Netherlands: €614/patient/year (Wouters, 2003) • Spain: €3,238/patient/year (Izquierdo, 2003) • UK €1,147/patient/year (Britton, 2003) The average figure across these countries is €1,358. Based on information provided by Holland (2014) an estimate of 10 years average duration is adopted. |
| Chronic bronchitis in children | Children with persistent symptoms would be taken to the doctor. Drawing on Netten and Curtis (2000, as reported by Hurley et al, 2005) the cost of a consultation would be in the order of €45. |
| Respiratory Hospital Admissions (acute) | Hospital admissions are valued at €2,220 per case. Of this, €1,000 is attributed to healthcare costs. However, this seems likely to be an underestimate given the average stay lengths linked to respiratory hospital admissions in WHO's Hospital Morbidity Database and costs indicated by WHO's CHOICE database. |
| Cardiac Hospital Admissions (acute) | Hospital admissions are valued at €2,220 per case. Of this, €1,000 is attributed to healthcare costs. However, this seems likely to be an underestimate given the average stay lengths linked to cardiovascular hospital admissions in WHO's Hospital Morbidity Database and costs indicated by WHO's CHOICE database. |

| Effect | Commentary |
|--|---|
| Asthma symptom days (children 5-19yr) | As a minimum it would be anticipated that children experiencing an asthma symptom day would receive some medication, valued previously at €1 per day (Hurley et al, 2005). |
| Restricted Activity Days (acute) | The broad definition of a 'restricted activity day' prevents attribution of an average cost for healthcare. In many cases it is envisaged that there would be no healthcare cost. However, given the large numbers involved a significant aggregate cost could arise if just a minority of cases involved some level of intervention. |

3.1.2 Results

Analysis has been performed for two sets of population data. The first uses a constant population, fixed at 2005 levels for consistency with the GAINS model. The use of a constant population permits change in the risk of adverse impacts to be assessed, and is appropriate to the objectives of the GAINS cost-effectiveness analysis, in line with the metrics used during the negotiations on the NECD. However, for a cost-benefits analysis, it is appropriate to consider changes in population over time, for consistency with the underlying demand and emissions modelling. Summary data for both sets of results are presented here, though the CBA is only applied to results that account for population change. Overall differences between the two sets of results (constant 2005 population, vs population adjusted by year) are small. The range for the constant 2005 population for 2030 baseline is €214-610 billion/year, which falls within the range for the 2030 baseline with 2030 population assumed (€201-724 billion/year).

Annual health impacts and their monetized equivalents are presented for the EU-28 as well for all of Europe, reflecting the impacts of EU emissions on non-EU countries (Table 7 to Table 12). Emissions from the EU28 will clearly impact other countries in the European region (Switzerland, Serbia, Russia, Ukraine, etc.). Inclusion of these countries would add roughly 60% to the total damage costs.

The economic analyses conducted for the Clean Air Policy package identified work days lost due to the exposure to air pollution as a potentially important element of a cost-benefits analysis (Holland, 2014). Across the scenarios considered, the direct economic value of the expected reduction of lost working days was estimated between € 0,7 bn/yr and almost € 3 bn/yr, substantially offsetting the emission control costs of the proposed reduction scenario. It was, however, acknowledged that this analysis was based on a limited literature, and so further consideration is given in Annex 1 to the validity of the estimates made earlier. The conclusion from the comparison is that the methods used in the core CBA analysis for the Commission are conservative and likely to underestimate impacts on productivity.

TABLE 7: ANNUAL HEALTH IMPACTS FOR THE EU28 IN 2030, THOUSAND EVENTS (DEATHS, CASES, DAYS, ETC.), CONSTANT 2005 POPULATION (ERR 2030: EMISSION REDUCTION REQUIREMENTS OF THE NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|--|---------|-----------------------|----------|---------------------------|----------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Acute mortality | 30 | 19 | 18 | 18 | 18 |
| Respiratory hospital admissions | 20 | 13 | 12 | 13 | 12 |
| Cardiac hospital admissions | 92 | 56 | 55 | 55 | 54 |
| Minor restricted activity days | 123,819 | 76,988 | 75,088 | 75,312 | 73,988 |
| PM2.5 | | | | | |
| Chronic mortality (years of life lost) * | 5,002 | 2,533 | 2,312 | 2,442 | 2,269 |
| Chronic mortality (deaths) * | 449 | 228 | 208 | 220 | 204 |
| Infant mortality | 1 | 1 | 0 | 1 | 0 |
| Chronic bronchitis (adults) | 365 | 186 | 169 | 179 | 166 |
| Chronic bronchitis (children) | 1,341 | 680 | 621 | 655 | 609 |
| Respiratory hospital admissions | 168 | 85 | 78 | 82 | 76 |
| Cardiac hospital admissions | 124 | 65 | 59 | 62 | 58 |
| Restricted activity days | 515,845 | 260,198 | 237,822 | 250,954 | 233,495 |
| Lost working days | 142,489 | 73,982 | 67,181 | 71,182 | 65,953 |
| Asthma symptom days | 14,138 | 7,162 | 6,541 | 6,907 | 6,424 |

Table 8: Monetised equivalent of annual health impacts for the EU28, €billion2005, constant 2005 population (ERR 2030: Emission reduction requirements of the NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|-----------------------------------|--------------|-----------------------|------------|---------------------------|------------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Acute mortality (median VOLY) * | 1.7 | 1.1 | 1.1 | 1.1 | 1.0 |
| Acute mortality (mean VOLY) * | 4.2 | 2.6 | 2.5 | 2.5 | 2.5 |
| Respiratory hospital admissions | 0.05 | 0.03 | 0.03 | 0.03 | 0.03 |
| Cardiac hospital admissions | 0.2 | 0.1 | 0.1 | 0.1 | 0.1 |
| Minor restricted activity days | 5.2 | 3.2 | 3.2 | 3.2 | 3.1 |
| PM2.5 | | | | | |
| Chronic mortality (median VOLY) * | 289 | 146 | 133 | 141 | 131 |
| Chronic mortality (medium VSL) * | 998 | 506 | 462 | 488 | 453 |
| Infant mortality (median VSL) | 1.8 | 0.9 | 0.8 | 0.8 | 0.8 |
| Infant mortality (mean VSL) | 3.7 | 1.8 | 1.6 | 1.7 | 1.6 |
| Chronic bronchitis (adults) | 19.6 | 9.9 | 9.1 | 9.6 | 8.9 |
| Chronic bronchitis (children) | 0.8 | 0.4 | 0.4 | 0.4 | 0.4 |
| Respiratory hospital admissions | 0.4 | 0.2 | 0.2 | 0.2 | 0.2 |
| Cardiac hospital admissions | 0.3 | 0.1 | 0.1 | 0.1 | 0.1 |
| Restricted activity days | 47.5 | 23.9 | 21.9 | 23.1 | 21.5 |
| Lost working days | 18.5 | 9.6 | 8.7 | 9.3 | 8.6 |
| Asthma symptom days | 0.6 | 0.3 | 0.3 | 0.3 | 0.3 |
| Total (low) | 385 | 196 | 179 | 189 | 176 |
| Total (high) | 1,099 | 559 | 510 | 539 | 501 |

TABLE 9: HEALTH CARE COSTS LINKED TO AIR POLLUTION FOR THE EU28, €MILLION2005/YEAR, CONSTANT 2005 POPULATION (ERR 2030: EMISSION REDUCTION REQUIREMENTS OF THE NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|--|---|-----------------------|--------------|---------------------------|--------------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Respiratory hospital admissions (>64) | 20 | 13 | 12 | 13 | 12 |
| Cardiovascular hospital admissions (>64) | 92 | 56 | 55 | 55 | 54 |
| PM2.5 | | | | | |
| Chronic Bronchitis (adults) | 4,182 | 2,125 | 1,939 | 2,049 | 1,904 |
| Bronchitis in children aged 6 to 12 | 60 | 31 | 28 | 29 | 27 |
| Respiratory Hospital Admissions (All ages) | 168 | 85 | 78 | 82 | 76 |
| Cardiac Hospital Admissions (>18 years) | 124 | 65 | 59 | 62 | 58 |
| Asthma symptom days (children 5-19yr) | 14 | 7 | 7 | 7 | 6 |
| Not quantified | | | | | |
| Effects assumed to have negligible healthcare costs | Acute mortality (NO_2 , O_3) Minor restricted activity days (O_3) | | | | |
| Unquantified effects that may have significant healthcare costs | Chronic morbidity (in addition to chronic bronchitis) (NO_2 , O_3 and $\text{PM}_{2.5}$) Infant morbidity ($\text{PM}_{2.5}$) Restricted activity days ($\text{PM}_{2.5}$) Child bronchitis (NO_2) Respiratory hospital admissions (NO_2) | | | | |
| Total where quantified | 4,661 | 2,382 | 2,270 | 2,178 | 2,297 |

TABLE 10: ANNUAL HEALTH IMPACTS FOR THE EU28 IN 2030, THOUSAND EVENTS (DEATHS, CASES, DAYS, ETC.), FORECAST POPULATION FOR 2030 (ERR 2030: EMISSION REDUCTION REQUIREMENTS OF THE NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|---|---------|-----------------------|----------|---------------------------|----------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Acute mortality | 30 | 23 | 22 | 22 | 22 |
| Respiratory hospital admissions | 20 | 20 | 19 | 19 | 19 |
| Cardiac hospital admissions | 92 | 87 | 84 | 85 | 83 |
| Minor restricted activity days | 123,819 | 82,439 | 80,424 | 80,653 | 79,252 |
| PM2.5 | | | | | |
| Chronic mortality (years of life lost) * | 5,002 | 2,279 | 2,082 | 2,197 | 2,043 |
| Chronic mortality (deaths) * | 449 | 274 | 250 | 264 | 245 |
| Infant mortality | 1 | 0 | 0 | 0 | 0 |
| Chronic bronchitis (adults) | 365 | 211 | 192 | 203 | 189 |
| Chronic bronchitis (children) | 1,341 | 659 | 602 | 635 | 591 |
| Respiratory hospital admissions | 168 | 90 | 82 | 87 | 81 |
| Cardiac hospital admissions | 124 | 70 | 63 | 67 | 62 |
| Restricted activity days | 515,845 | 288,525 | 263,879 | 278,290 | 259,085 |
| Lost working days | 142,489 | 68,614 | 62,419 | 66,033 | 61,266 |
| Asthma symptom days | 14,138 | 6,989 | 6,389 | 6,742 | 6,275 |

Table 11: Monetised equivalent of annual health impacts for the EU28, €billion 2005, forecast population for 2030 (ERR 2030: Emission reduction requirements of the NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|-----------------------------------|--------------|-----------------------|------------|---------------------------|------------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Acute mortality (median VOLY) * | 1.7 | 1.3 | 1.3 | 1.3 | 1.3 |
| Acute mortality (mean VOLY) * | 4.2 | 3.1 | 3.1 | 3.1 | 3.0 |
| Respiratory hospital admissions | 0.05 | 0.04 | 0.04 | 0.04 | 0.04 |
| Cardiac hospital admissions | 0.2 | 0.2 | 0.2 | 0.2 | 0.2 |
| Minor restricted activity days | 5.2 | 3.5 | 3.4 | 3.4 | 3.3 |
| PM2.5 | | | | | |
| Chronic mortality (median VOLY) * | 289 | 132 | 120 | 127 | 118 |
| Chronic mortality (medium VSL) * | 998 | 608 | 555 | 586 | 545 |
| Infant mortality (median VSL) | 1.8 | 0.6 | 0.5 | 0.6 | 0.5 |
| Infant mortality (mean VSL) | 3.7 | 1.2 | 1.1 | 1.1 | 1.1 |
| Chronic bronchitis (adults) | 19.6 | 11.3 | 10.3 | 10.9 | 10.1 |
| Chronic bronchitis (children) | 0.8 | 0.4 | 0.4 | 0.4 | 0.3 |
| Respiratory hospital admissions | 0.4 | 0.2 | 0.2 | 0.2 | 0.2 |
| Cardiac hospital admissions | 0.3 | 0.2 | 0.1 | 0.1 | 0.1 |
| Restricted activity days | 47.5 | 26.5 | 24.3 | 25.6 | 23.8 |
| Lost working days | 18.5 | 8.9 | 8.1 | 8.6 | 8.0 |
| Asthma symptom days | 0.6 | 0.3 | 0.3 | 0.3 | 0.3 |
| Total (low) | 385 | 185 | 169 | 178 | 166 |
| Total (high) | 1,099 | 664 | 606 | 640 | 595 |

TABLE 12: HEALTH CARE COSTS LINKED TO AIR POLLUTION FOR THE EU28, €MILLION2005/YEAR, FORECAST POPULATION FOR 2030 (ERR 2030: EMISSION REDUCTION REQUIREMENTS OF THE NECD)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|--|--|-----------------------|----------|---------------------------|----------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| Ozone | | | | | |
| Respiratory hospital admissions (>64) | 20 | 20 | 19 | 19 | 19 |
| Cardiovascular hospital admissions (>64) | 92 | 87 | 84 | 85 | 83 |
| PM2.5 | | | | | |
| Chronic Bronchitis (adults) | 4,182 | 2,413 | 2,204 | 2,327 | 2,164 |
| Bronchitis in children aged 6 to 12 | 60 | 30 | 27 | 29 | 27 |
| Respiratory Hospital Admissions (All ages) | 168 | 90 | 82 | 87 | 81 |
| Cardiac Hospital Admissions (>18 years) | 124 | 70 | 63 | 67 | 62 |
| Asthma symptom days (children 5-19yr) | 14 | 7 | 6 | 7 | 6 |
| Not quantified | | | | | |
| Effects assumed to have negligible healthcare costs | Acute mortality (NO_2 , O_3) | | | | |
| | Minor restricted activity days (O_3) | | | | |
| | Chronic morbidity (in addition to chronic bronchitis) (NO_2 , O_3 and $\text{PM}_{2.5}$) | | | | |
| Unquantified effects that may have significant healthcare costs | Infant morbidity ($\text{PM}_{2.5}$) | | | | |
| | Restricted activity days ($\text{PM}_{2.5}$) | | | | |
| | Child bronchitis (NO_2) | | | | |
| | Respiratory hospital admissions (NO_2) | | | | |
| Total where quantified | 4,661 | 2,716 | 2,487 | 2,620 | 2,442 |

3.2 Work days lost

The economic analyses conducted for the Clean Air Policy package identified work days lost due to the exposure to air pollution as a potentially important element of a cost-benefits analysis (Holland, 2014). Across the scenarios considered, the direct economic value of the expected reduction of lost working days was estimated between € 0,7 bn/yr and almost € 3 bn/yr, substantially offsetting the emission control costs of the proposed reduction scenario. It was, however, acknowledged that this analysis was based on a limited literature, and so further consideration is given in Annex 1 regarding the validity of the estimates. The conclusion is that the methods used in the core CBA analysis for the Commission and presented here are conservative, and likely to underestimate impacts on productivity.

3.2.1 Approach taken for this study

The HRAPIE (Health Response to Air Pollutants in Europe) study carried out by the World Health Organization for the revision of the Thematic Strategy on Air Pollution of the European Commission did not provide specific response functions for absenteeism, but referred to the logic of the impact being present and to the quality of the core study referenced (Ostro, 1987) – see Table 13. It was noted that the confidence interval for this effect is very tight around the best estimate (relative risk of 1.046 in a range of 1.039 to 1.053 per $10\mu\text{g.m}^{-3}$). Given the limited literature considered for this effect, the range was expanded in the uncertainty analysis subsequently performed as part of the CBA, though the best estimate was retained. The applied range for Monte Carlo analysis was +/-80% of the best estimate with a uniform distribution.

TABLE 13. SUMMARY OF RECOMMENDATIONS FOR EFFECTS OF SHORT TERM PM_{2.5} EXPOSURE ON THE INCIDENCE OF ABSENTEEISM (WORK DAYS LOST)

| Work days lost | |
|-------------------------------|--|
| Group | B* (lower confidence than category A effects, but still to be included in CBA) |
| Pollutant metric | Annual average PM _{2.5} with no threshold |
| Population | Working age (20-64). |
| Effect | Work days lost. |
| Relative risk | 1.046, 95%CI 1.039 to 1.053 per $10\mu\text{g.m}^{-3}$. Range based on results for a population of 12,000 adults aged 20-64 from 49 metropolitan areas of the USA. Result to be subtracted from estimate of RADs where both are applied together. |
| Population and incidence data | UN mid estimates for population. For baseline rates, country-specific data on absenteeism from work due to illness is provided by WHO's European Health for All database (HFA-DB) (http://data.euro.who.int/hfadb/). Though the baseline rates are available for most countries, the definitions and criteria used for registering sick leave differ between countries increasing uncertainty of burden estimates. |
| References | Ostro (1987) |

3.2.2 Results

The impacts on workdays lost of the air pollution control scenarios presented in the Outlook and report have been estimated here by applying the same broad method (with updates on employment and absence statistics) as used for the evaluation of the Thematic Strategy on Air Pollution (TSAP) in 2013 (Holland, 2014). Impacts on lost working days, not accounting for mortality, are shown in Table 14. Across the EU in 2005, it is estimated that 142 million work days were lost as a result of exposure to air pollution. Results are calculated for a uniform population, identical to 2005, to factor out the impacts of demographic change (this is accounted for elsewhere in the study outputs). By 2030 it is forecast that the number of lost working days will have declined to 74 million under current legislation. The policy scenarios considered here then further reduce impacts to around 66 million lost working days per year.

To put these figures into context, they correspond to a decline from 0.63 working days lost to air pollution per worker on average to 0.3 under the policy scenarios.

Costs associated with lost working days are shown in Table 15, with costs for the EU28 in 2005 of €18.5 billion/year, falling to €8.5 billion/year by 2030 under the policy scenarios.

As noted in Annex 1, analysis elsewhere (e.g., USEPA, 2011; Ricardo/IOM, 2014; World Bank, 2016), suggests additional impacts on productivity beyond those described by the response function for acute exposure to PM_{2.5} and work days lost. These arise from impacts on mortality amongst those in the workforce and other morbidity impacts. A broad indication of the costs arising from the wider assessment of lost productivity can be gained by applying the ratio of total impact from the Ricardo/IOM study to their estimate of costs associated specifically with the loss of working days quantified for PM_{2.5} using the function from Ostro, as recommended by HRAPIE. Results are shown in Table 16, with costs for the EU28 in 2005 of €66 billion/year, falling to €30 billion/year by 2030 under the policy scenarios.

TABLE 14: WORK DAYS LOST (THOUSANDS) UNDER THE SCENARIOS CONSIDERED. CONSTANT 2005 POPULATION ASSUMED

| | 2005 | PRIMES 2016 REFERENCE 2017 legislation | ERR 2030 | CLIMATE AND ENERGY POLICY 2017 legislation | ERR 2030 |
|-------------------------|----------------|---|---------------|---|---------------|
| EU countries | | | | | |
| Austria | 2,003 | 1,091 | 1,007 | 1,045 | 976 |
| Belgium | 3,317 | 1,927 | 1,632 | 1,852 | 1,607 |
| Bulgaria | 2,631 | 1,004 | 949 | 966 | 915 |
| Cyprus | 201 | 130 | 129 | 130 | 129 |
| Czech Republic | 4,412 | 2,427 | 2,195 | 2,346 | 2,159 |
| Germany | 30,749 | 18,329 | 16,127 | 17,718 | 15,985 |
| Denmark | 878 | 475 | 447 | 457 | 434 |
| Estonia | 157 | 107 | 103 | 103 | 100 |
| Spain | 11,088 | 4,360 | 4,215 | 4,194 | 4,071 |
| Finland | 612 | 433 | 426 | 404 | 399 |
| France | 14,303 | 7,107 | 6,583 | 6,756 | 6,394 |
| United Kingdom | 7,692 | 3,531 | 3,270 | 3,506 | 3,265 |
| Greece | 4,323 | 1,707 | 1,673 | 1,651 | 1,636 |
| Croatia | 1,655 | 735 | 677 | 717 | 667 |
| Hungary | 3,258 | 1,705 | 1,492 | 1,666 | 1,475 |
| Ireland | 480 | 244 | 234 | 239 | 229 |
| Italy | 18,846 | 10,025 | 9,067 | 9,681 | 9,001 |
| Lithuania | 533 | 321 | 309 | 310 | 301 |
| Luxembourg | 107 | 58 | 52 | 56 | 52 |
| Latvia | 367 | 226 | 219 | 219 | 213 |
| Malta | 48 | 26 | 25 | 26 | 25 |
| Netherlands | 4,991 | 2,674 | 2,419 | 2,586 | 2,387 |
| Poland | 18,561 | 10,120 | 9,072 | 9,426 | 8,769 |
| Portugal | 2,455 | 1,038 | 981 | 1,018 | 968 |
| Romania | 5,775 | 2,459 | 2,277 | 2,389 | 2,215 |
| Sweden | 863 | 574 | 555 | 558 | 542 |
| Slovenia | 692 | 341 | 301 | 322 | 294 |
| Slovakia | 1,489 | 808 | 746 | 842 | 747 |
| Non-EU countries | | | | | |
| Albania | 640 | 338 | 334 | 336 | 333 |
| Bosnia and H. | 807 | 409 | 396 | 405 | 394 |
| Belarus | 1,760 | 1,348 | 1,321 | 1,331 | 1,311 |
| Switzerland | 1,508 | 1,031 | 986 | 1,009 | 980 |
| Serbia and M. | 3,008 | 1,378 | 1,337 | 1,365 | 1,330 |
| Moldova | 842 | 563 | 550 | 558 | 546 |
| TFYR Macedonia | 97 | 45 | 44 | 44 | 44 |
| Norway | 517 | 411 | 405 | 409 | 404 |
| Russian Federation | 21,047 | 18,721 | 18,683 | 18,694 | 18,665 |
| Ukraine | 4,217 | 3,223 | 3,185 | 3,208 | 3,176 |
| EU total | 142,489 | 73,982 | 67,181 | 71,182 | 65,953 |
| Non-EU total | 34,443 | 27,466 | 27,241 | 27,358 | 27,182 |
| Total | 176,932 | 101,447 | 94,422 | 98,540 | 93,135 |

TABLE 15: VALUE OF LOST WORKING DAYS (€MILLION/YEAR)

| | 2005 | PRIMES 2016 REFERENCE | | CLIMATE AND ENERGY POLICY | |
|-------------------------|---------------|-----------------------|---------------|---------------------------|---------------|
| | | 2017 legislation | ERR 2030 | 2017 legislation | ERR 2030 |
| EU countries | | | | | |
| Austria | 260 | 142 | 131 | 136 | 127 |
| Belgium | 431 | 250 | 212 | 241 | 209 |
| Bulgaria | 342 | 130 | 123 | 126 | 119 |
| Cyprus | 26 | 17 | 17 | 17 | 17 |
| Czech Republic | 574 | 316 | 285 | 305 | 281 |
| Germany | 3,997 | 2,383 | 2,097 | 2,303 | 2,078 |
| Denmark | 114 | 62 | 58 | 59 | 56 |
| Estonia | 20 | 14 | 13 | 13 | 13 |
| Spain | 1,441 | 567 | 548 | 545 | 529 |
| Finland | 80 | 56 | 55 | 53 | 52 |
| France | 1,859 | 924 | 856 | 878 | 831 |
| United Kingdom | 1,000 | 459 | 425 | 456 | 424 |
| Greece | 562 | 222 | 218 | 215 | 213 |
| Croatia | 215 | 96 | 88 | 93 | 87 |
| Hungary | 424 | 222 | 194 | 217 | 192 |
| Ireland | 62 | 32 | 30 | 31 | 30 |
| Italy | 2,450 | 1,303 | 1,179 | 1,259 | 1,170 |
| Lithuania | 69 | 42 | 40 | 40 | 39 |
| Luxembourg | 14 | 8 | 7 | 7 | 7 |
| Latvia | 48 | 29 | 28 | 28 | 28 |
| Malta | 6 | 3 | 3 | 3 | 3 |
| Netherlands | 649 | 348 | 314 | 336 | 310 |
| Poland | 2,413 | 1,316 | 1,179 | 1,225 | 1,140 |
| Portugal | 319 | 135 | 128 | 132 | 126 |
| Romania | 751 | 320 | 296 | 311 | 288 |
| Sweden | 112 | 75 | 72 | 73 | 70 |
| Slovenia | 90 | 44 | 39 | 42 | 38 |
| Slovakia | 194 | 105 | 97 | 109 | 97 |
| Non-EU countries | | | | | |
| Albania | 83 | 44 | 43 | 44 | 43 |
| Bosnia and H. | 105 | 53 | 51 | 53 | 51 |
| Belarus | 229 | 175 | 172 | 173 | 170 |
| Switzerland | 196 | 134 | 128 | 131 | 127 |
| Serbia and M. | 391 | 179 | 174 | 177 | 173 |
| Moldova | 109 | 73 | 71 | 73 | 71 |
| TFYR Macedonia | 13 | 6 | 6 | 6 | 6 |
| Norway | 67 | 53 | 53 | 53 | 52 |
| Russian Federation | 2,736 | 2,434 | 2,429 | 2,430 | 2,426 |
| Ukraine | 548 | 419 | 414 | 417 | 413 |
| EU total | 18,524 | 9,618 | 8,734 | 9,254 | 8,574 |
| Non-EU total | 4,478 | 3,571 | 3,541 | 3,557 | 3,534 |
| Total | 23,001 | 13,188 | 12,275 | 12,810 | 12,108 |

TABLE 16: UPPER BOUND ESTIMATE OF PRODUCTIVITY IMPACTS (€MILLION/YEAR)

| | 2005 | PRIMES 2016 REFERENCE 2017 legislation | ERR 2030 | CLIMATE AND ENERGY POLICY 2017 legislation | ERR 2030 |
|-------------------------|---------------|---|---------------|---|---------------|
| EU countries | | | | | |
| Austria | 923 | 503 | 464 | 482 | 450 |
| Belgium | 1,529 | 888 | 752 | 854 | 741 |
| Bulgaria | 1,213 | 463 | 438 | 445 | 422 |
| Cyprus | 93 | 60 | 59 | 60 | 59 |
| Czech Republic | 2,034 | 1,119 | 1,012 | 1,081 | 995 |
| Germany | 14,175 | 8,449 | 7,435 | 8,168 | 7,369 |
| Denmark | 405 | 219 | 206 | 211 | 200 |
| Estonia | 72 | 49 | 47 | 48 | 46 |
| Spain | 5,112 | 2,010 | 1,943 | 1,933 | 1,877 |
| Finland | 282 | 199 | 196 | 186 | 184 |
| France | 6,594 | 3,276 | 3,035 | 3,114 | 2,948 |
| United Kingdom | 3,546 | 1,628 | 1,507 | 1,616 | 1,505 |
| Greece | 1,993 | 787 | 771 | 761 | 754 |
| Croatia | 763 | 339 | 312 | 330 | 307 |
| Hungary | 1,502 | 786 | 688 | 768 | 680 |
| Ireland | 221 | 113 | 108 | 110 | 106 |
| Italy | 8,688 | 4,621 | 4,180 | 4,463 | 4,149 |
| Lithuania | 246 | 148 | 142 | 143 | 139 |
| Luxembourg | 49 | 27 | 24 | 26 | 24 |
| Latvia | 169 | 104 | 101 | 101 | 98 |
| Malta | 22 | 12 | 12 | 12 | 12 |
| Netherlands | 2,301 | 1,233 | 1,115 | 1,192 | 1,101 |
| Poland | 8,556 | 4,665 | 4,182 | 4,345 | 4,042 |
| Portugal | 1,132 | 479 | 452 | 469 | 446 |
| Romania | 2,662 | 1,133 | 1,050 | 1,101 | 1,021 |
| Sweden | 398 | 265 | 256 | 257 | 250 |
| Slovenia | 319 | 157 | 139 | 149 | 136 |
| Slovakia | 686 | 372 | 344 | 388 | 344 |
| Non-EU countries | | | | | |
| Albania | 295 | 156 | 154 | 155 | 153 |
| Bosnia and H. | 372 | 188 | 182 | 187 | 181 |
| Belarus | 811 | 622 | 609 | 614 | 604 |
| Switzerland | 695 | 475 | 455 | 465 | 452 |
| Serbia and M. | 1,387 | 635 | 616 | 629 | 613 |
| Moldova | 388 | 260 | 253 | 257 | 252 |
| TFYR Macedonia | 45 | 21 | 20 | 20 | 20 |
| Norway | 238 | 189 | 187 | 188 | 186 |
| Russian Federation | 9,703 | 8,630 | 8,613 | 8,618 | 8,605 |
| Ukraine | 1,944 | 1,486 | 1,468 | 1,479 | 1,464 |
| EU total | 65,687 | 34,105 | 30,970 | 32,814 | 30,404 |
| Non-EU total | 15,878 | 12,661 | 12,558 | 12,612 | 12,531 |
| Total | 81,564 | 46,766 | 43,528 | 45,426 | 42,935 |

3.2.3 Main findings

There is broad consensus that air pollution affects productivity in the economy, with studies carried out in Europe, the USA, and by international organisations including WHO, OECD and World Bank.

There are a variety of mechanisms by which productivity can be affected:

- Effects of short term (acute) exposure on morbidity, leading to an inability to attend work
- Effects leading to reduced performance at work (presenteeism)
- Reduction in the size of the labour force through impacts on mortality
- Inability to work through longer term health issues (e.g. associated with cardiovascular or respiratory illness)

Existing analysis for the European Commission for the CBA is limited to the first of these mechanisms. Results appear to be of a reasonable order of magnitude, averaging around 0.5 work days lost per year per employee from air pollutant exposure. There is broad consistency between the response function adopted for this analysis and the response functions adopted for other health conditions.

Overall, it is considered that the restricted analysis performed for the European Commission to date is likely to be conservative, providing a lower bound for impacts on productivity.

Taking a range based largely around the question of whether or not mortality is included in the analysis of productivity losses gives the following estimates for the EU28:

- 2005: €19 - €66 billion/year
- 2030, current legislation: €10 - €35 billion/year
- 2030, policy scenarios: €8.5 - €30 billion/year

Associated damage is therefore significant. This paper provides a rationale for considering the estimates made so far for the European Commission to be conservative.

3.3 Non-health benefits

The impact assessment of the EU air policy package only describes the physical damage of air pollution to nature, i.e., the percentage of Natura2000 areas in a grid cell with an exceedance of the critical load of nitrogen is used as a proxy for potential biodiversity loss. In the FP7 project ECLAIRE, efforts were made to monetise the loss of biodiversity (ECLAIRE, 2015). Several methods were explored, such as

- monetisation of damage to the local economy (e.g., reduced wood production); lost opportunities of carbon sequestration;
- reduced value of nature due to species loss (derived from stated preference surveys);
- increased costs of nature management to remove excess nitrogen; or
- the implied costs of sufficiently reducing nitrogen emissions in and around the assigned Natura2000 areas to guarantee a ‘favourable’ conservation status for these areas (the so-called regulatory revealed preference method).

Whatever method was used, the estimated damage to nature was modest compared to the monetised mortality figures. While the low-end (willingness to pay based) estimates of the damage to nature would be more than twice the sum of damage to crops and materials, the monetised damage to nature would be ‘only’ 3-12% of the damage to health.

A sensitivity analysis with the GAINS-model showed that the incremental benefits of adding an additional 75% gap-closure target for nature conservation (on top of a 70% gap-closure for health protection) would exceed the 1% increase in abatement costs. Such a strategy would imply additional

ammonia measures for large farms at a cost of €23 million for the EU28, while additional nature benefits would be worth €35-2500 million (ECLAIRE, 2015b).

For the purpose of this assessment, and in line with earlier benefit analyses for the Clean Air Policy package, monetized benefits have been estimates for crops, forest production, carbon sequestration, ecosystems and materials, both for the EU-Member States and the non-EU countries (Table 17).

TABLE 17: NON HEALTH IMPACTS, BY SCENARIO. €MILLION2005/YEAR

| | 2005 | PRIMES 2016 REFERENCE 2017 legislation | ERR 2030 | CLIMATE AND ENERGY POLICY 2017 legislation | ERR 2030 |
|--|---------------|--|---------------|--|---------------|
| Crops: EU | 8,649 | 6,515 | 6,448 | 6,430 | 6,390 |
| Crops: Non-EU | 2,613 | 2,159 | 2,151 | 2,149 | 2,143 |
| Crops: total | 11,262 | 8,674 | 8,599 | 8,579 | 8,533 |
| Forest production: EU | 2,911 | 2,398 | 2,381 | 2,377 | 2,367 |
| Forest production: non-EU | nq | nq | nq | nq | nq |
| Forest production: total | 2,911 | 2,398 | 2,381 | 2,377 | 2,367 |
| Forest C sequestration: EU | 1,536 | 5,054 | 5,019 | 5,009 | 4,989 |
| Forest C sequestration: non-EU | nq | nq | nq | nq | nq |
| Forest C sequestration: total | 1,536 | 5,054 | 5,019 | 5,009 | 4,989 |
| Ecosystems: EU | 3,435 | 2,826 | 2,570 | 2,791 | 2,542 |
| Ecosystems: non-EU | nq | nq | nq | nq | nq |
| Ecosystems: total | 3,435 | 2,826 | 2,570 | 2,791 | 2,542 |
| Materials: EU | 1,501 | 356 | 314 | 322 | 302 |
| Materials: non-EU | nq | nq | nq | nq | nq |
| Materials: total | 1,501 | 356 | 314 | 322 | 302 |
| Total non-health: EU | 18,032 | 17,149 | 16,733 | 16,929 | 16,590 |
| Total non-health: non-EU | 2,613 | 2,159 | 2,151 | 2,149 | 2,143 |
| Total non-health, all countries | 20,645 | 19,308 | 18,883 | 19,077 | 18,733 |

4 Comparison of costs and benefits

4.1 Comparison of costs and health benefits

The comparison of costs and benefit focuses on the results based on 2030 population, to be consistent with the demand, and hence cost data, for 2030 (hence based on the health impacts quantified in Table 10 onwards, above).

A number of comparisons are possible using the results generated here. In this report we focus on the benefits of moving to the revised ceilings from different starting points.

The tables that follow include totals for the EU28. Benefits of actions by EU Member States on countries outside of the EU28 are not accounted for here, though they are included in the overall analysis to the extent covered by the EMEP dispersion modelling on which the benefits assessment is based. The comparison of costs and benefits accounts for quantified benefits to health, crops, forests, ecosystems and materials. Results demonstrate that the emission ceilings generate a substantial net benefit, with benefit:cost ratios for the EU28 as a whole exceeding 14 in all cases for the lower valuation of mortality (based on use of the median VOLY) and in excess of 50 for the higher valuation of mortality (based on use of the mean VSL).

TABLE 18: COMPARISON OF COSTS AND BENEFITS TO EU MEMBER STATES OF ACHIEVING THE REVISED EMISSION CEILINGS, RELATIVE TO DIFFERENT BASELINES

| Activity projection | PRIMES 2016 REFERENCE | CLIMATE AND ENERGY POLICY |
|-----------------------|-----------------------|---------------------------|
| Emission controls | 2017 legislation | 2017 legislation |
| Median VOLY | | |
| EU benefit | 16,258 | 12,682 |
| EU cost | 960 | 539 |
| EU net benefit | 15,298 | 12,143 |
| EU benefit cost ratio | 16.93 | 23.53 |
| Mean VSL | | |
| EU benefit | 58,355 | 45,397 |
| EU cost | 960 | 539 |
| EU net benefit | 57,395 | 44,858 |
| EU benefit cost ratio | 60.77 | 84.24 |

A number of factors indicate a bias against overestimation of the benefits through the methods applied here:

- Mortality valuation elsewhere (OECD, USEPA) follows use of the VSL only.
- The VSL adopted here is roughly 50% lower than that recommended by OECD (2012) following a major meta-analysis of available estimates based on stated preference methods. USEPA prefers use of VSL estimates based on revealed preference (wage-risk) studies that generate higher values still.
- A number of possible health impacts of air pollution are omitted from the analysis, several of which (effects of NO₂, impacts identified by RCP (2016) on dementia, obesity, diabetes) could be substantial.
- The methods used for quantification of productivity impacts in this analysis omit a number of pathways by which air pollution may affect productivity.

- The valuation of damage to ecosystems adopts the most conservative position of those elaborated under the ECLAIRE study.
- Exclusion of impacts of EU emissions on non-Member States: a strict interpretation of the polluter pays principle would require that these are included in the analysis.

In conclusion, the magnitude of the benefit:cost ratios and the potential for underestimation in the benefits analysis, indicate that the conclusion that benefits of the actions identified using the GAINS model will exceed costs is robust. Estimates of cost would need to be underestimated by more than an order of magnitude (and depending on the assumptions adopted in the benefits analysis, possibly by substantially more than an order of magnitude) to reach a different conclusion.

4.1.1 Equity issues

While comparing total costs with total benefits is informative, it will be not sufficient to understand all political trade-offs and conflicting interests of stakeholders. It is also important to know who pays and who benefits. What are the differences in marginal costs and benefits among countries? Who profits most? For which countries are the marginal benefits lower than the marginal costs?

As shown in Section 2, air pollution control costs are unevenly distributed across the economic sectors (Table 2). The current legislation implies that more than 50% of total costs emerge for emission controls at road vehicles, while the power sector, industry and non-road mobile machinery carry about 13% of total costs each. In contrast, the share of agriculture in total costs is about 3%. However, 40% of the costs of all additional measures that are required to achieve the ERRs occur in agriculture, indicating the cost-effectiveness of additional emission reductions in this sector compared to the much higher costs of the remaining measures in other sectors. Thus, the EU air policy package involves increases in direct emission control costs for agriculture and some other sectors, which however carry currently only a small portion of costs (Figure 2).

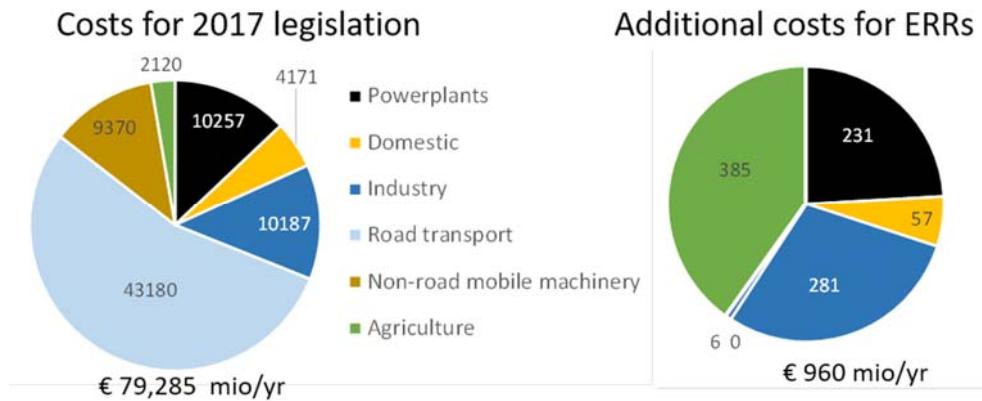


FIGURE 2: DISTRIBUTION OF EMISSION CONTROL COSTS IN 2030 ACROSS SECTORS (MILLION €/YR), LEFT PANEL: FOR THE IMPLEMENTATION OF ALL MEASURES REQUIRED BY THE 2017 LEGISLATION, RIGHT PANEL: THE ADDITIONAL COSTS IMPLIED BY THE ERRs OF THE NECD

As shown in Amann et al. (2017), additional control costs of the EU air policy package amount to € 960 million/year (or € 539 million/year for the 2030 Climate and Energy Policy scenario). This is 0.006% of total GDP in the EU28. However there are large differences between Member States: (Figure 3). At the same time, the analysis of benefits presented above clearly demonstrates that even in these

countries the additional benefits will exceed the additional costs, based on the assumption of a uniform willingness-to-pay for reducing mortality risks across Europe.

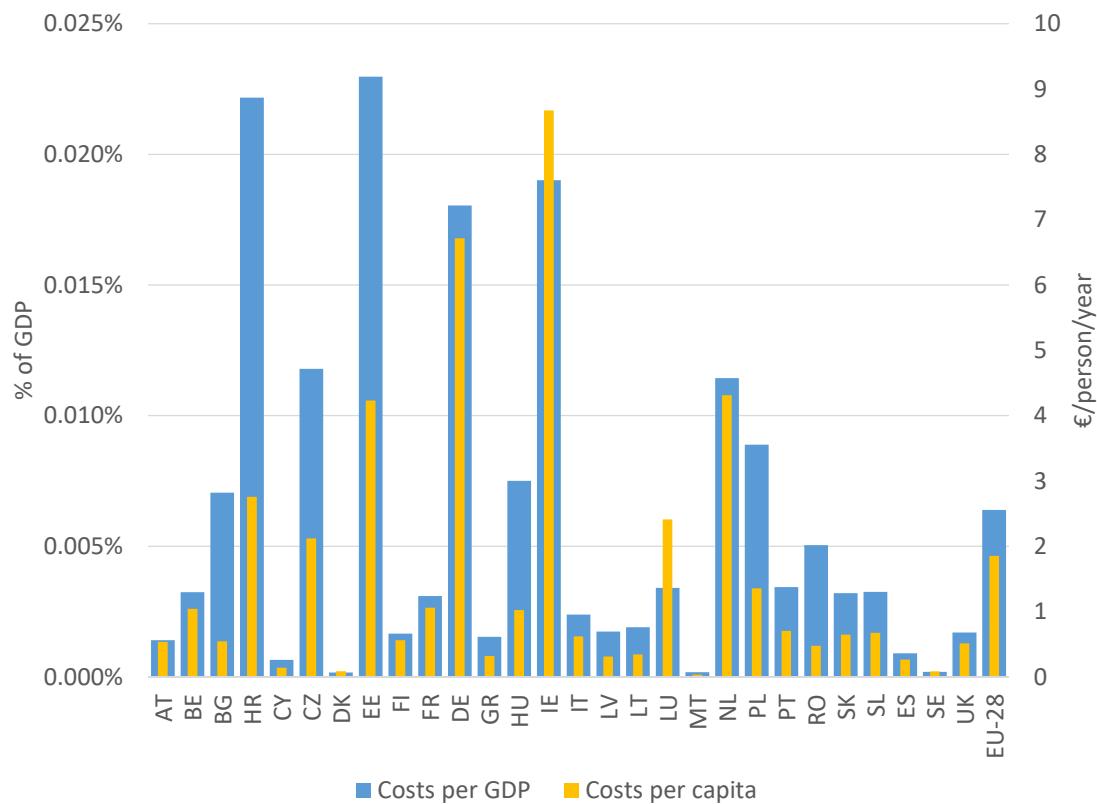


FIGURE 3: ADDITIONAL EMISSION CONTROL COSTS TO ACHIEVE THE ERRs IN 2030 BY MEMBER STATE, PER GDP AND PER-CAPITA

4.2 Market-based costs and benefits: macro-economic and sector-specific assessment

The JRC-GEM-E3 model has been employed by the JRC to assess market costs and benefits of the clean air policy measures in a macro-economic context. To this end, the analysis was restricted to lost work days and improved agricultural crop yields. This section thus studies the costs and benefits of meeting the air pollution reduction targets set out in the new NECD in a general equilibrium context, which means that not only *direct* emission control costs and benefits in terms of reduced number of sick leave days and agricultural crop yields are taken into account, but also *indirect* effects, capturing several relevant mechanisms. First, affected sectors use intermediate inputs. Therefore the changes in one industry can propagate to other sectors via linkages throughout the supply chain. In addition, pollution abatement generates demand for output of those sectors that deliver goods and services related to the abatement activity. Second, firms provide employment opportunities. Air pollution policy may affect the number of jobs and the wages, influencing households' disposable incomes and welfare. If reducing sick leave leads to increases in income and employment, a positive feedback loop arises where households spend more money on consumption, further boosting economic activity. Third, air pollution control costs may affect the competitiveness of sectors that are active in an international market,

leading to changes in international trade flows. The JRC-GEM-E3 model (described in full in Capros et al., 2013) is designed to capture abovementioned mechanisms. The methodology adopted here follows EC (2013b) and Vrontisi et al. (2016)

The results are summarised in Figure 4 and indicate that the implementation of the emission reduction requirements of the NECD lead to net societal gains (both in GDP and household consumption), even when only accounting for market benefits. The positive effect of avoided lost work days due to air pollution-related illness is the key mechanism to achieve these gains. Two sets of results are shown, reflecting different starting points to reach the agreed emission ceilings. Both include the air pollution legislation in place in 2017, but they differ in terms of climate policy (Reference versus 2030 climate and energy package).

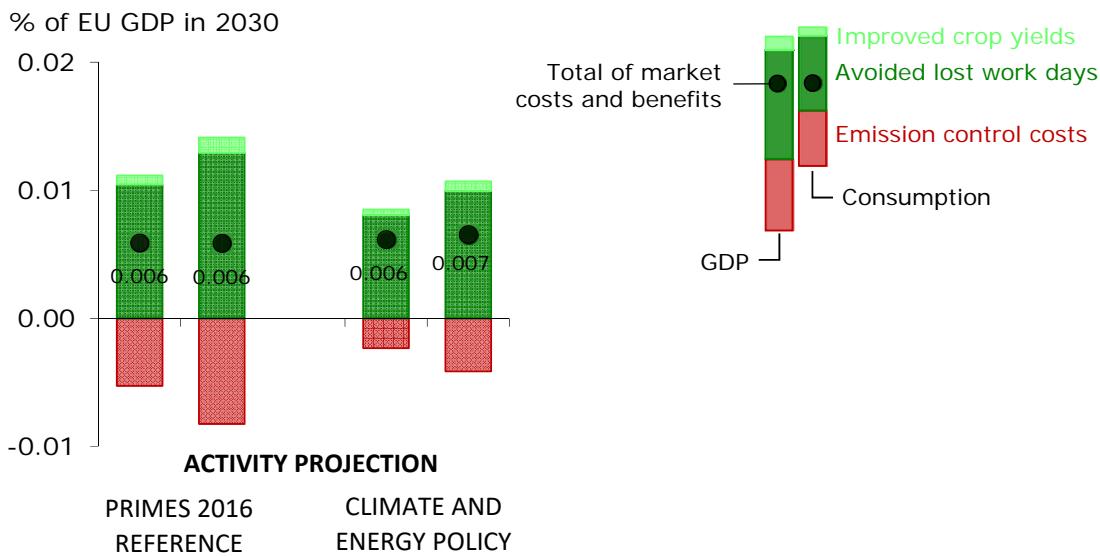


FIGURE 4: MACRO-ECONOMIC ASSESSMENT OF MARKET COSTS AND BENEFITS: GDP AND HOUSEHOLD CONSUMPTION. RESULTS SHOW THE IMPACT OF REACHING THE AGREED EMISSION CEILINGS FROM TWO DIFFERENT STARTING POINTS: THE PRIMES 2016 REFERENCE AND THE 2030 CLIMATE AND ENERGY POLICY PACKAGE. SOURCE: JRC-GEM-E3 MODEL

Detailed sector-level impact on output, employment and trade flows are shown in Table 19 to Table 21.

As shown in Section 2, roughly 40% of the additional pollution control costs to reach the emission ceilings (assuming Reference climate policy) are borne by the agricultural sector. The results on sector-specific output levels presented in Table 19 indicate that this translates into 0.08% output reduction. Taking into account the benefits on avoided lost work days and especially crop yields mitigates the output loss in agriculture by improving the competitiveness position, which leads to increased net exports (Table 21) compared to the cost-only assessment. For all other sectors, policy action to meet the emission reduction targets leads to increased output levels when the benefits on lost work days are accounted for. The overall cost estimate is in the same order of magnitude (but slightly larger) as the numbers presented by Brink and Smeets (2017).

TABLE 19: IMPACT (% IN 2030 COMPARED TO BENCHMARK) ON GDP AND SECTOR OUTPUT.
SOURCE: JRC-GEM-E3

| Activity projection Emission controls | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|--|-----------------------|--------------|------------------|---------------------------|--------------|--------------|
| | 2017 legislation | | 2017 legislation | | | |
| Health benefits included?* | No | Yes | Yes | No | Yes | Yes |
| Crop benefits included? | No | No | Yes | No | No | Yes |
| GDP | -0.005 | 0.005 | 0.006 | -0.002 | 0.006 | 0.006 |
| Sector output | | | | | | |
| Agriculture | -0.08 | -0.07 | -0.05 | -0.07 | -0.06 | -0.05 |
| Coal, oil & gas | -0.01 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Electricity supply | 0.03 | 0.04 | 0.04 | 0.03 | 0.04 | 0.04 |
| Ferrous and non-ferrous metals | -0.01 | 0.01 | 0.01 | 0.00 | 0.02 | 0.02 |
| Chemical Products | 0.01 | 0.02 | 0.02 | 0.01 | 0.02 | 0.02 |
| Other energy intensive | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |
| Electric Goods | 0.02 | 0.04 | 0.04 | 0.02 | 0.03 | 0.03 |
| Transport equipment | 0.00 | 0.02 | 0.02 | 0.00 | 0.02 | 0.02 |
| Other Equipment Goods | 0.01 | 0.04 | 0.04 | 0.01 | 0.03 | 0.03 |
| Consumer Goods Industries | -0.01 | 0.00 | 0.00 | -0.01 | 0.00 | 0.00 |
| Construction | 0.02 | 0.03 | 0.03 | 0.01 | 0.02 | 0.02 |
| Transport | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |
| Market Services | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |
| Non Market Services | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |

* Only the reduction in lost work days due to avoided air pollution-related illness is considered here.

Importantly, taking into account the positive effects on sickness leave implies a boost for EU-wide employment (Table 20). When only looking at the cost side, the results indicate a shift of employment opportunities from agriculture towards other sectors, which a small reduction in jobs overall. Clearly, in a real-world setting, such a shift may require re-training and corresponding human capital investments, which indicates the importance of complementary labour market and human resource policies to smoothen the transition. When the positive feedback of clean air on reduced sickness leave are included in the analysis, the numbers in Table 20 highlight that the improved productivity of workers can boost EU-wide employment, in turn driving up disposable incomes and consumption levels.

The impact on competitiveness and international trade is illustrated in Table 21. Expenditures on pollution control mechanisms lead to higher imports, particularly of agricultural goods. Net exports of energy intensive goods are slightly reduced because abatement expenditures affect relative prices compared to non-EU producers. Nearly a quarter of all expenditures (assuming Reference climate and energy policy, see Section 4.2) are done in electricity generation. As electricity volumes that are traded beyond EU's borders are very small, these expenditures have a limited direct impact on EU aggregate exports, but also affect the energy costs in the rest of the economy.

A number of sectors (Other energy intensive, Electric Goods, Transport equipment) hardly face costs of abatement expenditure. Moreover, these sectors deliver a substantial share of the 'abatement good' (75% for households, 15% for firms). In addition, these sectors benefit from reduced labour and capital costs brought about by lower labour and capital demand from other sectors. As a result, these sectors see an increase in output and exports. The shift of labour to export-oriented sectors leads to a positive

impact on aggregate EU exports, albeit very small. As there may be some constraints to labour and capital mobility across sectors in a real-world setting in the short run, this result should not be overly stressed. When the 2030 climate and energy policies are considered as a starting point (without benefits), costs borne by energy-intensive export-oriented (e.g. Ferrous and non-ferrous metals, Other energy intensive, Chemicals) are substantially lower than in the other scenario, further contributing to a positive impact on exports.

When the benefits of avoided work days lost are taken into account, exports are higher than in a situation without air quality regulation on the aggregate level, but there is substantial variation across sectors.

TABLE 20: IMPACT (IN 2030 COMPARED TO BENCHMARK) ON HOUSEHOLD CONSUMPTION (%) AND SECTOR EMPLOYMENT ('000 JOBS). SOURCE: JRC-GEM-E3

| Activity projection | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|------------------------------------|-----------------------|--------------|------------------|---------------------------|--------------|--------------|
| | 2017 legislation | | 2017 legislation | | | |
| Emission controls | No | Yes | Yes | No | Yes | Yes |
| Health benefits included?* | No | Yes | Yes | No | Yes | Yes |
| Crop benefits included? | No | No | Yes | No | No | Yes |
| Household consumption (%) | -0.008 | 0.005 | 0.006 | -0.004 | 0.006 | 0.007 |
| Sector employment ('000) | | | | | | |
| Agriculture | -9 | -7 | -7 | -9 | -7 | -7 |
| Coal, oil & gas | 0 | 0 | 0 | 0 | 0 | 0 |
| Electricity supply | 1 | 1 | 1 | 1 | 1 | 1 |
| Ferrous and non-ferrous metals | 0 | 1 | 1 | 0 | 1 | 1 |
| Chemical Products | 1 | 2 | 2 | 0 | 1 | 1 |
| Other energy intensive | 0 | 1 | 1 | 0 | 1 | 1 |
| Electric Goods | 0 | 1 | 1 | 0 | 1 | 1 |
| Transport equipment | 0 | 1 | 1 | 0 | 1 | 1 |
| Other Equipment Goods | 1 | 4 | 4 | 1 | 3 | 3 |
| Consumer Goods Industries | -1 | 1 | 2 | -1 | 1 | 1 |
| Construction | 5 | 8 | 8 | 3 | 6 | 6 |
| Transport | 0 | 3 | 3 | 0 | 3 | 3 |
| Market Services | 0 | 13 | 13 | 1 | 10 | 11 |
| Non Market Services | 1 | 9 | 9 | 1 | 7 | 7 |
| Aggregate employment ('000) | -1 | 39 | 39 | -1 | 30 | 30 |

* Only the reduction in lost work days due to avoided air pollution-related illness is considered here.

TABLE 21: IMPACT (% IN 2030 COMPARED TO BENCHMARK) ON AGGREGATE AND SECTOR-SPECIFIC TRADE

| Activity projection | PRIMES 2016 REFERENCE | | | CLIMATE AND ENERGY POLICY | | |
|--------------------------------|-----------------------|--------------|------------------|---------------------------|--------------|--------------|
| | Emission controls | | 2017 legislation | 2017 legislation | | |
| Health benefits included?* | No | Yes | Yes | No | Yes | Yes |
| Crop benefits included? | No | No | Yes | No | No | Yes |
| Aggregate imports | 0.007 | 0.007 | 0.007 | 0.005 | 0.006 | 0.005 |
| Sector imports | | | | | | |
| Agriculture | 0.23 | 0.24 | 0.18 | 0.23 | 0.24 | 0.20 |
| Coal, oil & gas | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |
| Electricity supply | 0.15 | 0.17 | 0.17 | 0.03 | 0.04 | 0.04 |
| Ferrous and non-ferrous metals | 0.04 | 0.03 | 0.03 | 0.00 | -0.01 | 0.00 |
| Chemical Products | 0.02 | 0.02 | 0.03 | 0.00 | 0.00 | 0.00 |
| Other energy intensive | 0.02 | 0.02 | 0.02 | 0.00 | 0.01 | 0.01 |
| Electric Goods | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.01 |
| Transport equipment | -0.02 | -0.03 | -0.02 | -0.01 | -0.02 | -0.02 |
| Other Equipment Goods | -0.02 | -0.02 | -0.02 | -0.01 | -0.02 | -0.02 |
| Consumer Goods Industries | 0.03 | 0.03 | 0.02 | 0.03 | 0.03 | 0.02 |
| Construction | 0.02 | 0.03 | 0.03 | 0.01 | 0.01 | 0.01 |
| Transport | 0.00 | 0.01 | 0.01 | 0.00 | 0.01 | 0.01 |
| Market Services | -0.02 | 0.00 | 0.00 | -0.01 | 0.00 | 0.00 |
| Non Market Services | 0.00 | -0.01 | -0.01 | 0.00 | -0.01 | -0.01 |
| Aggregate exports | 0.003 | 0.016 | 0.016 | 0.005 | 0.016 | 0.015 |
| Sector exports | | | | | | |
| Agriculture | -0.38 | -0.37 | -0.29 | -0.37 | -0.36 | -0.31 |
| Coal, oil & gas | -0.05 | -0.06 | -0.06 | -0.02 | -0.03 | -0.03 |
| Electricity supply | -0.05 | -0.06 | -0.06 | 0.00 | 0.00 | 0.00 |
| Ferrous and non-ferrous metals | -0.03 | -0.01 | -0.01 | 0.00 | 0.02 | 0.02 |
| Chemical Products | 0.00 | 0.01 | 0.00 | 0.01 | 0.01 | 0.01 |
| Other energy intensive | -0.01 | 0.00 | -0.01 | 0.00 | 0.01 | 0.01 |
| Electric Goods | 0.03 | 0.04 | 0.04 | 0.02 | 0.03 | 0.03 |
| Transport equipment | 0.01 | 0.04 | 0.03 | 0.01 | 0.03 | 0.03 |
| Other Equipment Goods | 0.03 | 0.06 | 0.06 | 0.02 | 0.05 | 0.05 |
| Consumer Goods Industries | -0.03 | -0.02 | -0.01 | -0.03 | -0.02 | -0.01 |
| Construction | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 |
| Transport | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 | 0.00 |
| Market Services | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 | 0.01 |
| Non Market Services | 0.01 | 0.02 | 0.02 | 0.01 | 0.02 | 0.02 |

* Only the reduction in lost work days due to avoided air pollution-related illness is considered here.

5 Innovation and competitiveness implications of clean air strategies

Even with a least-cost allocation of emission control measures, environmental regulation could entail higher production costs and negative employment effects in some sectors. But there are also positive economic impacts, as environmental measures will lead to additional expenditures and employment in e.g. equipment and construction. Rayment et al (2009) concluded that the net effects of environmental policies on employment are positive or neutral.

According to the JRC-GEM-E3 model, the net employment impact of the EU air policy package is positive for many sectors, with the exception of agriculture and refineries (Section 4.2). In this estimate environmental regulation outside the EU is assumed to be unchanged. In such case it is harder for these ‘exposed’ sectors to pass through additional costs to their customers (Vrontisi et al, 2016).

Positive economic impacts can become larger when comparable additional environmental measures are assumed abroad. This would improve the relative competitiveness of the EU and could stimulate the export of environmental technologies. There are multiple examples of this so-called ‘first mover advantage’, e.g. the export of Dutch sewage water treatment technology throughout the world in the 1970s, the export of German FGD-technology in the 1990s (and more recently of CCS) and the export of Danish wind power technology in the 2000s.

Crippa et al (2016) show that European vehicle standards triggered regulations in China, India and the Middle East. However data on future trade of environmental technologies between countries is highly uncertain and data about price differences are lacking. According to future global abatement scenarios (e.g., IEA, 2016) an important potential export market for clean technology could be Asia, but actual export of technology depends on the speed in which technological know-how is copied and improved by local producers. For several clean technologies (e.g. manure injection techniques) intellectual property rights are not protected.

According to the Porter-hypothesis, strict environmental standards induce efficiency and encourage innovations that help to improve competitiveness. First movers would be able to exploit innovations via patenting and fast learning, make a more efficient use of resources, and attain a strong competitive position compared to countries that introduce environmental regulations later.

Recent literature presents evidence that environmental policy does not harm and can even stimulate economic development (Albrizio et al, 2017). Morales-Lage et al (2016) showed that stringent environmental regulations stimulate R&D-expenditures, patent applications and resource productivity. Earlier, Dekker et al (2012) demonstrated how international air policy agreements triggered new patents and knowledge transfers.

A joint report of the Nordic competition authorities demonstrates that a positive relationship between economic and environmental policy requires prices to reflect environmental externalities, e.g., via environmental taxes. Also green public procurement would be a powerful tool to stimulate the development of markets for green goods.

As urban areas contain an accumulation of industrial activities, traffic, waste production, population, and exposure to noise and air pollution, environmental expenditures are higher in cities. Muller and Jha (2017) recently found that reducing air pollution in urban areas does not decrease the economic benefits of urbanization and that environmental goals and economic goals are not at odds with each other.

The OECD report on Green Growth prepared for the G7 Environment ministers (2017) gives several examples of positive links between jobs, growth and green policies. The OECD emphasizes that potential skill mismatches between sectors that lose jobs and sectors that will grow should not be overestimated as green policies tend to create and destroy similar job types, although training policy remains important to ensure a smooth transition of workers across sectors.

5.1 Case studies

5.1.1 Flue gas desulphurization

The high dependency on coal and increasingly stringent emission regulations around the globe drove investments in flue-gas desulfurization (FGD) system installations. Wet scrubbers have a removal efficiency of more than 90% and are mainly applied at larger plants (>400MW). Dry scrubbers have a removal efficiency of less than 80% and are applied at smaller plants.

Around 30% of the market for FGD is currently in Asia, 20% in the Middle East and 20% in Latin America (Marketsandmarkets.com, 2016). Total global sales are around \$15-20 billion. This is less than 5% of the size of the global coal market. The average growth rate was 5-6%. Future expectations are mixed and will depend whether countries will try to reduce their dependency on coal in view of the Paris Climate Agreement, although some market analysts expect a further demand in China and India (Future market insights, 2017).

The 2017 World Energy Outlook of the International Energy Agency (IEA, 2017) suggests a substantial global growth in FGD and SCR installations for the coming decades, to a large extent in China and India (Figure 5). In addition to new installation, the market will also demand for replacement of already installed equipment after the end of its lifetime.

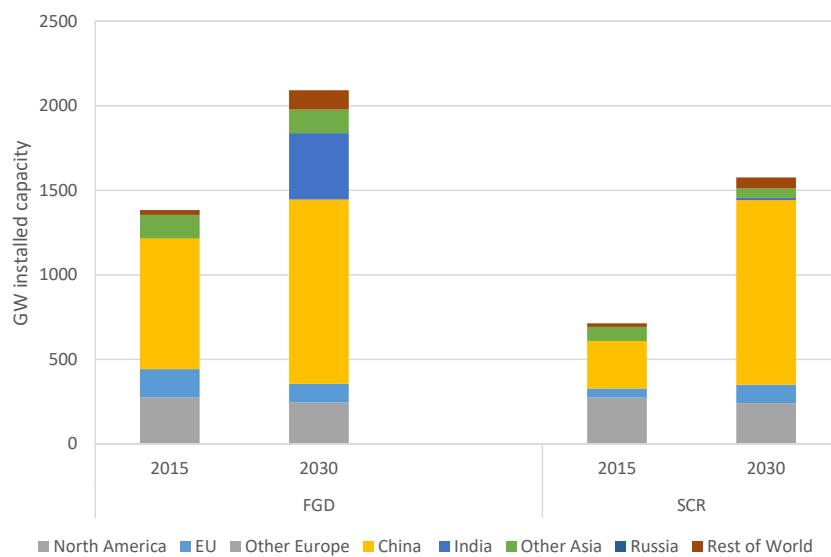


FIGURE 5: PLANT CAPACITY (MW EL) INSTALLED WITH FGD AND SCR IN 2015 AND THE BASELINE PROJECTION FOR 2030 OF THE 2017 WORLD ENERGY OUTLOOK OF THE INTERNATIONAL ENERGY AGENCY (IEA, 2017)

Flue gas desulphurization installations in the power sector are mainly produced by large (internationally operating) manufacturers. Smaller enterprises such as construction companies and enterprises that deliver components or specialized support have profited from additional investments in abatement technology, but whether this off spin employment is significantly more compared to other investments remains doubtful.

The larger manufacturers have gained a strong competitive position in international trade and will be able to profit from stricter environmental regulation outside Europe. Five of the ten largest vendors of flue gas desulphurization installations are based in the US. European companies operating in the global flue gas desulfurization system market include Alstom SA (France), FLSmidth & Co. A/S (Denmark), Hamon Corporation (London) and Siemens AG (Germany). Outside the EU and the US, Mitsubishi Electric Corporation, Ltd. (Japan) and Thermax Limited (India) are large players. The latter shows that the technology is also available within Asia, which could potentially reduce the opportunities for European producers on the Asian market.

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5.1.2 Selective catalytic reduction

According to Global Market Insights Inc (2016), the global market for stationary catalytic systems was over \$3 billion in 2015 and will grow at more than 6% from 2016 to 2024. The SCR market is around one fifth of the current flue gas desulphurization market.

The market in China contributed over 30% and is expected to grow over 4%, subject to increasing implementation of coal fired power plants. As of 2016, China has over 900 GW of coal fired power plant installed and 200 GW capacity of coal fired plant under construction. Growing demand for construction and renovation of port, railway and road infrastructure will favour the growth of the market from stationary catalytic systems in India. In Europe, stationary catalytic systems market size is expected to grow with stringent government regulations for industry particulate emission. Germany contributed over 25% of regional revenue share in 2015, and is predicted to exceed \$320 million by 2024. Most vendors of stationary catalytic systems are based in North America. Major European producers include Amec Foster Wheeler (UK), Johnson Matthey (UK) and BASF (Germany).

The catalytic converter market for vehicles is considerably larger, and is projected to grow by 8% per year, to reach a market size of \$55 billion by 2021 (or around \$500 per light vehicle sold). The market for catalytic converters is primarily driven by the stringent emission regulations, increasing vehicle production, and composition of the vehicle park. The global selective catalytic reduction market for diesel commercial vehicles is expected to grow more than 9% per year during the period 2016-2020 (Research and Markets, 2016)

Large producers dominate the global market. North American producers cover almost 45% of the global market, European producers 30% and Asian producers 25%. Large European catalytic converter manufacturers include Faurecia SA (France), Eberspacher Group (Germany), Benteler International AG (Germany), and Magneti Marelli S.p.A. (Italy). Faurecia's customers include Citroen, Volkswagen, Renault, BMW, Fiat, Ford, General Motors, Toyota and Hyuni-Kia.

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Research and Markets, 2016, Global Selective Catalytic Reduction Market for Diesel Commercial Vehicles 2016-2020"

5.1.3 Manure application

Strict regulations for manure application in the Netherlands and Flanders created a new market both for manure injection technology and treatment of manure to make it into an export product.

In the Netherlands, manure injection has contributed to a shift in employment from family run farms to larger contractor firms. This coincided with a lack of family successors that was experienced by many farmers. Together with the relative high environmental costs for small scale farmers, this caused a further increase in the scale of the remaining farms.

In the early 1990s, manure injectors were developed and produced by some 50 agro-technical enterprises with on average almost 100 employees. Thanks to the so-called early mover advantage, several of these enterprises have developed into exporters of the technology. The technology is actively transferred outside the Netherlands and Europe. As the manure injection technology is not protected under intellectual property rights, ultimately production of such machines will take place in the countries with the lowest production costs.

Export of dried manure to countries with a negative soil nutrient balance is potentially a growing market that could compete with artificial fertilizers. Much will depend on the buying power of receiving farms and the costs of alternative ways to get rid of surplus manure of livestock farms.

5.1.4 Chemical air scrubbers for stables

The market for chemical air scrubbers is a relatively new market. Currently, the Dutch market is among the largest in the EU. There are around 15 specialized producers of air scrubbers. Some of the larger enterprises (with more than 100 employees) also started to export air scrubbers.

5.1.5 Wood pellet burners in the residential sector

The heating pellet sector has grown steadily in the past decade. The heating pellet markets are primarily driven by the comparative costs of heating fuels. Pellets have historically been the lowest cost fuel for

heating in most regions. Low oil prices have recently challenged pellets' position as the lowest cost heating fuel. If recent trends in oil prices continue, pellets will soon again be the lowest cost heating fuel (Strauss, 2017).

Currently Italy, followed by Germany, Sweden, France and Austria, are the largest users of pellets and account for almost 80% of the EU-market. In the EU, around 300.000 pellet burners are sold every year, of which 50% in Italy. Emerging markets are Germany, France and Spain. Palazzetti is the largest pellet burner producer in the EU. Italian producers had a first mover advantage. The early and widespread availability of pellet burners and pellet wood caused that Italy became the country with the largest penetration of pellet burners (Palazzetti, 2011).

The pellet burner market is growing fastest in Germany. Almost 25% of the households in Germany use a wood pellet central heating system. Of the new installed installations, only 15% are traditional individual fireplaces, 85% are pellet central heating systems. In Germany, the average price for pellet burners has decreased over time to about 3000 Euro. Despite the low oil and gas prices, the market of wood pellets is steadily increasing. The use of wood pellet burners is expected to further increase as they are a popular part of the energy transition (Biomass.de, 2016).

Austria and the Scandinavian countries still have a relatively low penetration of pellet burners, but a high availability of pellet wood. These countries have a long and strong wood burning tradition, which can explain the slower growth rate of pellet burners. As the number of houses that use wood for heating is not much increasing, the growth of the use of pellet burners depends on the replacement of traditional stoves. Such investments are mainly done by higher income groups.

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6 Conclusions

The quantification of the benefits of reducing air pollution in the EU28 has considered effects on a range of receptors, including human health, crops, forests (via effects on both productivity and carbon sequestration), natural ecosystems, and materials.

The analysis of health impacts follows the methods as reported by Holland (2014) for quantification of the benefits of revisions to the Thematic Strategy on Air Pollution of December 2013. Analysis of some other receptors, notably crops, forests and natural ecosystems, has been revised, drawing on the conclusions of the ECLAIRE study funded by DG Research. The addition of a number of additional non-health endpoints does not have a major effect on the outcome of the CBA, with associated impacts contributing roughly 6% to overall damage estimates.

The review of the health impact assessment and valuation methods against recent literature indicates that the assumptions and values adopted in the analysis are in many cases conservative. This concerns the valuation of both morbidity and mortality. With respect to mortality, even the highest values adopted here are below those now recommended by OECD and adopted by USEPA. A number of impacts are omitted from the analysis at the present time, either because methods for assessment of exposure do not currently align with the modelling framework (NO_2) or because available evidence in the peer reviewed literature is limited and hence has not been subject to review by health experts similar to the WHO-led HRAPIE and REVIHAAP studies. Some of these effects, on obesity, diabetes and dementia particularly, could add significantly to both welfare losses and health care costs.

However, the analysis concludes that benefits at the level of the EU28 will substantially exceed the costs of attaining the revised ceilings, with a low estimate of the benefit:cost ratio calculated at 14, and extending beyond 50 for alternative assumptions on quantification. Whilst the extent to which benefits exceeds costs varies depending on the starting position (current legislation with or without additional measures introduced since the revision of the TSAP was agreed, or the EUCO30 scenario that integrates effects of the Climate and Energy Package), the conclusion that quantified benefits exceed costs holds firm.

The social gains from reaching the agreed air pollution reduction outweigh the private costs. This conclusion holds even when excluding the non-market benefits for ecosystems and avoided premature mortality. A reduction in the number of lost work days due to air pollution-related illness is the key mechanism providing net economic gains.

The estimates of damage to ecosystems are modest compared to health effects. However, they are sufficient to justify additional targeted action on reducing air pollutant exposure of ecosystems. Alternative approaches to valuation of ecosystem damage identified in the ECLAIRE study would lead to increased estimates of ecosystem damage, though the general method followed here, being based on expression of personal preference rather than repair costs or the (implicit) views of regulators, is most robust from an economic perspective. It is possible that the scenarios described in the valuation studies do not adequately reflect the risk faced by European ecosystems from nitrogen deposition, given the widespread extent of critical loads exceedance in Europe.

Case studies demonstrate that there are clear winners from stricter environmental policy regulation. A strong domestic market – due to domestic environmental and energy policies – emerged an important success factor in all cases. It is surprising that enterprises that produce clean technology seem less involved in stakeholder consultations than the enterprises that have a vested interest and are required to take additional abatement measures. At least, they are less vocal in the public debate.

Annex 1: Work days lost

The economic analyses conducted for the Clean Air Policy package identified work days lost due to the exposure to air pollution as a potentially important element of a cost-benefits analysis (Holland, 2014). It was, however, acknowledged that this analysis was based on a limited literature, and so further consideration is given here to the validity of the estimates made earlier.

A1.1 Results from other studies

A1.1.1 USEPA (2011)

Analysis of Amendments to the US Clean Air Act estimates benefits of 13 million avoided lost work days in 2010, rising to 17 million in 2020, as well as 3.2 million avoided lost school days in 2010, rising to 5.4 million in 2020. The analysis covers several endpoints in addition to the explicit quantification of work days lost associated with acute exposures. Analysis also factors in impacts on the labour force associated with mortality, which provide the largest contribution to productivity impacts (50% of the total). Overall, the study estimates that the U.S. labour force would be 0.34% smaller in 2010 and 0.57% smaller in 2020 if the Clean Air Act Amendments had not been enacted.

TABLE 22: WORK DAYS LOST PER CASE FOR DIFFERENT MORBIDITY ENDPOINTS, AS ASSUMED BY USEPA (2011, TABLE 8.3).

| PM ² | | |
|--|--|---|
| Acute Myocardial Infarction ³ | Age <25: N/A Age 25-34: 17.7 days Age 35-44: 14.5 days | Age 45-54: 23.7 days Age 55-65: 137.0 days Age>65: 0 days |
| Chronic Bronchitis ³ | Age <25: N/A Age 25-34: 50.3 days Age 35-44: 42.2 days | Age 45-54: 55.5 days Age 55-65: 73.5 days Age >65: 0 days |
| Hospital Admissions, Cardiovascular ⁴ | Age 0-14: N/A Age 15-44: 18.3 days | Age 45-64: 17.9 days Age >64: 7.0 days |
| Hospital Admissions, Respiratory ⁴ | Age 0-14: N/A Age 15-44: 30.7 days | Age 45-64: 30.1 days Age >64: 7.5 days |
| Emergency Room Visits, Respiratory ⁵ | Average across all age groups: 0.2 days | |
| Work Loss Days | Average among working age population: 1 day | |
| Ozone ⁶ | | |
| School Loss Days ⁷ | Average across all age groups: 0.7 days | |
| Worker Productivity | Not applicable ⁸ | |
| Hospital Admissions, Respiratory ^{9,10} | Age <2: 0 days Age >64: 7.5 days | |
| Emergency Room Visits, Respiratory ⁵ | Average across all age groups: 0.2 days | |

A1.1.2 World Bank (2016)

The World Bank / Institute of Health Metrics (2016) study quantifies impacts on productivity through assessment of mortality and the reduction in working lives. No account is taken of morbidity effects on productivity, though the USEPA (2011) study suggests that impacts will be dominated by effects linked to mortality in those of working age. The focus on mortality is partly a result of the study following the

methods of the Global Burden of Disease for health impact assessment. Lost income is estimated at \$225 billion globally for 2013, with \$30 billion in the region ‘Europe and Central Asia’. Demographic and economic factors influence the lost labour output, with increasing life expectancy in regions such as Europe and North America reducing the likelihood of death during one’s working life, offsetting increases in income over time.

A1.1.3 OECD (2016)

The market impacts of outdoor air pollution, which include impacts on labour productivity, health expenditures and agricultural crop yields, are projected to lead to global economic costs that gradually increase to 1% of global GDP by 2060. The projected increase in concentrations of PM2.5 and ozone will in turn lead to substantial effects on the economy. According to the calculations in this report, global air pollution-related healthcare costs are projected to increase from USD 21 billion (using constant 2010 USD and PPP exchange rates) in 2015 to USD 176 billion 2005 in 2060. By 2060, the annual number of lost working days, which affect labour productivity, are projected to reach 3.7 billion (currently around 1.2 billion) at the global level. Assessment of impacts on labour productivity are undertaken using two methods, the first focused on estimates of work days lost (in line with the HRAPIE recommendation) and the second concerning impacts on the work force associated with mortality. Both give a similar estimate for OECD-Europe of a reduction in GDP of about 0.2%, with the second approach giving a higher estimate, around 1% of GDP, for ‘Rest of Europe and Asia’. Overall, it is concluded that impacts on productivity are small compared to welfare losses.

A1.1.4 UK

The UK has adopted a more extensive analysis of impacts on productivity than has so far been carried out for the European Commission based on a report by Ricardo and IOM (2014). The approach is broadly similar to USEPA (2011). Whilst analysis for the EC is limited to quantification of the impacts of fine particles on lost working days from those in paid employment, Ricardo/IOM considers:

- Lost working days by volunteers and carers, in addition to those in paid employment
- Lost working days through illness
- Lost working days through the premature death of those in employment
- Presenteeism (attendance at work when unwell and unable to operate at normal levels of effectiveness) from those in paid employment
- Direct impacts on productivity of lost work days
- Indirect impacts on productivity through lost work days leading to reduced customer satisfaction

Results are shown in Table 23. The most important effect is associated with chronic exposure to PM2.5 and mortality, accounting for 45% of the total (and a further 13% when volunteers and carers are accounted for), with absenteeism linked to acute PM2.5 exposures accounting for 28%. Presenteeism linked to acute exposure to PM2.5 accounts for a further 10%. NO₂ and ozone are also included in the analysis, though to a lesser degree. For both, mortality is accounted for using functions for acute exposures, with the emerging COMEAP position on NO₂ and chronic mortality unavailable at the time that the report was produced.

The analysis includes some significant innovation, especially linked to the impacts of chronic exposure to PM2.5 on mortality. To describe these effects on the workforce it is necessary to take a view on lost life expectancy within those participating in the labour market. A critical part of this analysis concerns

assumptions on the number of individuals affected, how much life expectancy they lose, and when they lose it (i.e., whether they are still active in the labour market). Following COMEAP (2010), the authors consider that typical estimates of the number of ‘air pollution deaths’ represent not an actual number of individuals, but an aggregate across the population representing the mortality burden in terms of ‘equivalent attributable deaths’. This concept recognises that air pollution will interact with other stresses on the body, for example from poor diet, lack of exercise and smoking, together leading to death at an earlier age than would otherwise have been the case in the absence of stress. The study thus quantifies the number of deaths that may be linked in part to air pollution, based on the number of deaths associated with cardiovascular disease, and assuming an average loss of life expectancy linked to air pollution for these deaths of two years (explaining the high number of deaths brought forward in the top row of the table). Response functions used for both mortality and morbidity are similar to those adopted for use by the Commission under the HRAPIE study.

Questions remain about several positions adopted in the analysis:

- The number of premature deaths amongst those actually in work, recognising that those most likely to die early may well be unable to work to the same age as others.
- The link between chronic morbidity, expressed against a function for chronic bronchitis, and premature retirement, which requires a position to be taken on the severity of impacts linked specifically to pollution exposure.
- The behaviour of different groups (paid workers, volunteers, carers) with respect to illness and working time.
- The valuation of indirect as well as direct impacts on productivity.
- The valuation of non-market impacts incurred by volunteers and carers.
- The inclusion of impacts on consumption (it is unclear how these are factored into the analysis, given apparent inconsistencies in the text of the report).

Beyond impacts on productivity per se, there is a further issue of the quantification and valuation of impacts of days of restricted activity more generally. It is also noted that there is no valuation provided of the loss of school days through sickness.

Application outside of the UK requires further consideration of certain aspects of the analysis. A prominent issue concerns the effect of death of workers. The Ricardo/IOM analysis assumes full employment, which is reasonable for the UK given prevailing rates of unemployment.

These questions are not intended to detract from the Ricardo/IOM report. It remains an interesting study that pushes the boundaries of quantification. The omission of estimates of impacts on productivity from CBA on air pollution policies, either wholly or in part, clearly biases results, leading to underestimation of the benefits of reducing emissions. Further debate on the study is important to refine the methods adopted. However, it can be noted here that the analysis provides a firm logic for concluding that the methods used in the core CBA analysis for the Commission are conservative and likely to underestimate impacts on productivity.

TABLE 23. DISAGGREGATED ESTIMATES OF ANNUAL PRODUCTIVITY LOSSES FROM AIR POLLUTION FOR THE UK FROM RICARDO/IOM (2014)

| | | | Life years lost | Deaths brought forward | Working years lost | Work days lost ('000s) | Care hours ('000s) | Volunteering hours ('000s) | Productivity loss (£M, PV, 2012 prices) | % of total productivity loss |
|-------------------|-----------|--|-----------------|------------------------|--------------------|------------------------|--------------------|----------------------------|---|------------------------------|
| Chronic mortality | PM2.5 | All employed (productivity), all persons (consumption) | 420,426 | 210,213 | 47,033 | | | | 1,210 | 44.6% |
| Acute mortality | NO2 | All employed (productivity), all persons (consumption) | 5,123 | 5,123 | 599 | | | | 16 | 0.6% |
| Acute mortality | O3 >35ppb | All employed (productivity), all persons (consumption) | 993 | 993 | 116 | | | | 3 | 0.1% |
| Absenteeism | PM2.5 | All employed (productivity) | | | | 6,522 | | | 765 | 28.2% |
| Presenteeism | PM2.5 | All employed (productivity) | | | | 2,250 | | | 264 | 9.7% |
| Presenteeism | O3 >35ppb | All employed (productivity) | | | | 431 | | | 51 | 1.9% |
| | | All above | 426,542 | 216,329 | 47,748 | 9,203 | - | - | 2,308 | 85.2% |
| Chronic mortality | PM2.5 | Carers | | | | | 13,431 | | 238 | 8.8% |
| Acute mortality | NO2 | Carers | | | | | 167 | | 3 | 0.1% |
| Acute mortality | O3 >35ppb | Carers | | | | | 32 | | 1 | 0.0% |
| Absenteeism | PM2.5 | Carers | | | | | 1,760 | | 32 | 1.2% |
| | | All carers | - | - | - | - | 15,390 | - | 273 | 10.1% |
| Chronic mortality | PM2.5 | Volunteers | | | | | | 10,698 | 119 | 4.4% |
| Acute mortality | NO2 | Volunteers | | | | | | 133 | 2 | 0.1% |
| Acute mortality | O3 >35ppb | Volunteers | | | | | | 26 | 0.3 | 0.0% |
| Absenteeism | PM2.5 | Volunteers | | | | | | 735 | 8 | 0.3% |
| | | All volunteers | - | - | - | - | - | 11,592 | 129 | 4.8% |
| Total | | | 426,542 | 216,329 | 47,748 | 9,203 | 15,390 | 11,592 | 2,711 | |

A1.2 Review of the epidemiological literature on lost work days

Over 60 papers relevant to the endpoint of lost productivity were identified (Table 24). Around half of these papers concerned epidemiological studies investigating the loss of school days. The popularity of assessing lost school days is likely a consequence of the interest in investigating impacts on the young, and the comparatively ready availability of data on many individuals (school children) from a small number of organisations in any area. The literature review collated information from all of the papers, with key issues for each of the endpoint areas discussed below.

TABLE 24: OVERVIEW OF PAPERS ON RESTRICTED ACTIVITY DAYS REVIEWED FOR THIS STUDY

| Endpoint | Total number | Epidemiology | HIA | Other |
|--------------------------|--------------|--------------|-----|-------|
| Work days lost | 12 | 10 | 1 | 1 |
| School days lost | 34 | 31 | 2 | 1 |
| Restricted activity days | 12 | 2 | 11 | 0 |
| Presenteeism | 3 | 3 | 0 | 0 |
| Economic | 6 | 0 | 6 | 6 |

Work days lost

Given that the literature review covered a period back to the 1970s the small number of studies identified for work days lost from air pollution is disappointing. However, studies have been conducted in several countries (USA, Finland, Canada, New Zealand, Netherlands, etc.) and for a range of pollutants (SO₂, NO₂, PM, O₃, sulphates, “air pollution”). There is some greater focus on those working outside, which is to be expected as these are the group likely to be most exposed to air pollution, particularly if they are undertaking strenuous activities. A mix of significant and insignificant results is reported, depending on the pollutant considered. Ponka (1990) for example found a significant relationship with SO₂ but not NO₂. Charante and Mulder (1996) found ozone was related to absence but not significantly, whilst Brauer and Brook (1997) report a significant adverse reaction to ozone amongst farm workers.

From this limited set of studies, the work of Ostro and his colleagues seems to provide the most reasonable basis for quantification, despite the age of the study, on the following grounds:

- From a mechanistic perspective, assessment of other impacts demonstrates the potential for air pollutants, especially fine particles, to affect health.
- Given the breadth of health impacts associated with air pollution, especially fine particles, it would be illogical to conclude that there is no potential for an effect on work attendance.
- Data presented in the Ostro paper permit development of a response function.
- The response function (4.6% change per 10 µg.m⁻³ PM_{2.5}) is of the same broad magnitude as the functions for other impacts, suggesting broad consistency in outcomes.

School days lost

As noted above, the literature on school absence and air pollution is more extensive than that for work days lost. Again, studies are available from countries in Asia, Europe, North and South America. Again, studies are available for a range of pollutants or activities (NO_2 , SO_2 , road traffic, PM_{10} , urban air pollution, ozone, coal dust, sulphate, sugar cane burning, CO, NO_x , ‘poor animal health’, presence of smokers in houses). Several studies found no relation with NO_x/NO_2 (Ponka, 1990; Gilliland et al, 2001; Park et al, 2002), though others did (Makino, 2000; Hwang et al, 2000; Duki et al, 2003, Lu et al, 2013).

Given the variability in the situations and pollutants considered, and variability in the way that results are reported, no attempt is made here to provide a meta-analysis of the studies, though this may be possible. It is concluded here that there is a sufficient weight of evidence for including school absence in policy analysis in some way. Given the uncertainties, the position taken by the Ricardo/IOM study of using functions from Ransom and Pope (1992) for PM, and Chen et al (2000) for ozone in sensitivity analysis seems reasonable. However, valuation should be focused on the value of lost education, rather than an indirect valuation of associated lost working time of those responsible for affected children (which may be considered in the estimate of work days lost in any case). No data on the value of a day of schooling have been identified.

Results of these studies substantiate the findings of the more limited number of studies on work days lost, in demonstrating that air pollutants influence both major health conditions (life expectancy, hospital admissions, etc.) but also what are, at the level of the individual, less serious impacts.

Restricted activity days

Most of the studies identified that provide some quantification of restricted activity days generally, as opposed to work loss days specifically, were health impact assessments rather than original epidemiological work, and do not add significantly to work previously reviewed under HRAPIE, beyond showing a general acceptance of quantification of restricted activity days.

Presenteeism

There is only a limited literature on presenteeism (Gill et al, 1977; Crocker and Horst, 1981; Zivin and Neidell, 2012; Chang et al, 2016). However, these papers all report effects, and for different parts of the workforce (mail workers, fruit pickers, agricultural workers and call centre workers respectively). Zivin and Neidell report a 5.5% reduction in average productivity from agricultural workers for a 10 ppb increase in ozone levels, indicating that the effect on presenteeism can be significant. Crocker and Horst found a 1.4% change in earnings per 10% change in ozone. A study by Chang et al is notable as it describes impacts of air pollution on those working indoors, whilst other studies, both of presenteeism and absenteeism, have focused on those in more strenuous activities outdoors.

Economic assessments

Most of the economic studies identified took the form of impact assessments, with the most notable being described elsewhere in this paper (e.g. USEPA, 2011; Ricardo/IOM, 2014). A recent exception is the work by Isen et al (2017), which claims to provide the first empirical quasi-experimental examination of the relationship between individuals’ in-utero and early childhood exposure to environmental toxins and their labour market outcomes measured 30 years later, drawing on a reduction in air pollution levels linked to the introduction of the US Clean Air Act in 1970. Analysis compared cohorts in nonattainment counties born just before and after the legislation-mandated reductions in air pollution relative to the same difference among cohorts in attainment counties. It was found that an individual’s exposure to lower ambient air pollution levels in the year of birth positively

impacts earnings 30 years later, with a 10% reduction in total suspended particle levels generating a one percent increase in age-30 earnings among affected cohorts in our sample states, equivalent to \$4,300 average cumulative lifetime income gain in present value terms, implying that early-life air quality contributes a total of \$6.5 billion in lifetime earnings for each affected cohort. It is suggested that benefits are linked to both improvements in educational attainment and improvements in health later in life.

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