

MAYOR AND CABINET			
Report Title	Air Quality Campaign 2017		
Key Decision	Yes	Item No.	
Ward	All wards		
Contributors	Executive Director for Community Services,		
Class	Part 1	Date:	19 th July 17

1. Summary

- 1.1 Local Authorities have a statutory requirement with regards to air quality and the Mayor approved the draft Air Quality Action Plan 2016 – 2021 in Dec 16 to meet these requirements. The Plan detailed measures to help improve air quality in the declared Air Quality Management Areas (AQMAs).
- 1.2 Whilst it is important to focus on these areas, it is clear that a borough wide approach and focus is required to help reduce emissions and reduce exposure.
- 1.3 This wide scale ambitious Campaign is proposed to help bring about behavioural change by all whilst providing a focused approach with children, schools, transport and infrastructure projects coupled with an evidenced based approach and knowledge generating where research is undertaken.

2. Purpose

- 2.1 To provide a detailed communications Plan to build on the agreed Air Quality Action Plan 2016-2021; focusing on strong leadership, supports behavioural change promoting sustainable transport infrastructure, and Public health approach and awareness raising.

3. Recommendation

- 3.1. That the Mayor is asked to approve this report.

4. Policy context

4.1. The Air Quality Campaign supports the following Council Priority:

- Clean, Green and Liveable – improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment.

4.2. The Air Quality Campaign also supports the following Sustainable Community Strategy priority:

- Clean, green and liveable – where people live in high-quality housing and care for and enjoy their environment.

4.3. The Air Quality Campaign aligns with the approved Air Quality Action Plan (AQAP) which provides actions that work towards the above priorities, promoting sustainable transport infrastructure that supports behavioural change and increasing opportunities for walking and cycling, which is also a goal of Lewisham's Transport Local Implementation Plan (LIP). 'Public health and awareness raising' is one of the action category areas within this AQAP and supports the Health and Wellbeing Strategy. It will have a positive influence on mental health and wellbeing and with lifestyle changes in transport could bring improvements to the level of obesity within the borough. Improving local air quality is also part of the Lewisham Local Development Framework Core Strategy.

4.4. Cabinet and Councillor identified champions are driving this Campaign to set foundations in place to look to support our ambition of reduced exposure and reduced emissions in the decade to come.

5. Background – link to the Air Quality Action Plan 2016-2021

5.1. European legislation (Directive 2008/50/EC) details the pollutants that occur in ambient air which have the potential to impact on human health. The Directive sets concentration values for each pollutant and a date by which the limit values should be achieved. Failure to meet the limit values by the deadlines can result in fines being levied against an EU member state by the European Commission.

5.2. Local authorities in the UK have a statutory duty to manage local air quality under Part IV of the Environment Act 1995. Following this Act, a National Air Quality Strategy was published in 1997 (reviewed in 2007) and the Air Quality (England) Regulations 2000 set objectives for several pollutants including NO₂. The dates for compliance with limit values in the Air Quality Directive, was extended for NO₂, to January 2015. The UK has failed to meet these limit values.

5.3. A European Supreme Court ruling on the Government's breach of NO₂ limits

required work on a comprehensive plan to meet pollution limits as soon as possible. The Department of the Environment, Fisheries and Rural Affairs (DEFRA) submitted an Air Quality Action Plan to the European Commission for their assessment at the end of 2015. This provided extra powers to the Mayor of London to manage air quality within London.

- 5.4. The Mayor of London has recently introduced the London Local Air Quality Management (LLAQM) framework, which is the statutory process used by London local authorities to review and improve air quality within their areas and replaces the previous requirement for yearly reporting to DEFRA.
- 5.5. The areas of Air Quality Action presented in the GLA guidance are within the following categories:
 - Controlling emissions from development and buildings (including construction);
 - The involvement of Public Health and raising public awareness on air quality;
 - Reducing emissions from delivery servicing and freight (including Councils procurement);
 - Reducing our own Borough fleet vehicle emissions; and
 - Actions that encourage and enable transport modal shifts away from conventional car use (with the necessary infrastructure).
- 5.6. Guidance from GLA provides each London borough with Focus Areas; this allows for an enhanced focus on problem areas within a wider AQMA. Some areas have been identified within the AQAP but it is anticipated that further actions will be introduced during the course of the 5 year period as and when funding is made available. The S106, CIL and LIP funding are being considered for resourcing future actions within these Focus Areas.
- 5.7. The Council was successful in a London Mayor Air Quality Funding (MAQF) bid for £200,000 for the production, implementation and monitoring of a Framework Construction Logistic Plan along the Evelyn Corridor. This is to bring reduction in emissions from construction traffic in an area where a lot of development is taking place. It also falls within one of the boroughs designated Focus Areas. This action has been included in the AQAP.
- 5.8. To be successful in any future bids for MAQF money we must maintain our Cleaner Air Borough Status (CABS). The criteria for CABS is grouped under six themes: political leadership; taking action; leading by example; using the Planning system; informing the public; integrating air quality into the public health system. It requires a continued commitment to air quality monitoring.
- 5.9. All of the air quality action areas required consultation across many teams and agreed sign off for the actions being implemented. A steering group with specific working groups was set up to preview the actions and consider the implementation and monitoring, in line with the GLA guidance. The teams involved were, Transport Planning, Road Safety and Sustainable Transport, Parking, Highways, Planning

Policy, Development Control, Sustainable Resources, Procurement and the Public Health.

- 5.10. Air pollution has harmful effects on human health, the economy and the environment. It is the largest environmental risk to public health and contributes to cardiovascular disease, lung cancer and respiratory diseases. Poor air quality affects everyone. It can have long term impacts on anyone living in areas of high pollution and short-term effects on vulnerable groups, such as the young, old and those with existing medical conditions. It is estimated that long-term exposure to air pollution reduces life expectancy by an average of six months. Evidence is emerging that air pollution can increase the risk of premature birth and low birthweight.
- 5.11. Many effective actions to address air pollution aim to reduce emissions by increasing levels of active transport, such as walking and cycling. Increased levels of active transport improves health and wellbeing, for example, by reducing levels of diabetes, cancer, obesity, heart disease, depression. Active travel can improve mental health and wellbeing, improve social and environmental connectedness. Consequently, the links between air quality and health should not be seen in isolation from a broader partnership agenda and action to improve health and wellbeing and reduce the burden of major diseases facing the local population.

6. The Campaign

- 6.1 The Campaign aims to galvanise borough-wide action to address air quality issues in Lewisham. It seeks to both reduce emissions to improve air quality, and reduce exposure to poor air quality. To achieve this, the campaign will:
- Show the Council as a best-practice example to inspire other organisations to take action e.g. cleaner council fleets, electric charging points, cycle racks, lobby TfL etc.
 - Have clear and consistent messaging that targeted at key audiences in the borough, is coordinated across the year and uses a range of appropriate channels
 - Take an evidence-based approach, drawing on available research to maximise effectiveness of actions and to build new knowledge through research partnerships with academic units investigating air quality issues
 - Encourage residents to sign a pledge of actions to improve air quality
 - Identify and support air quality champions to lead change in communities, contributing to an ethos of community development
 - Work with partners to support behaviour change e.g. NHS staff to encourage those with long term conditions to sign up to air pollution alerts.
 - Work with partners as critical friends e.g. Ella Roberta Foundation
- 6.2 **Key messages**
- We are making Lewisham the best place to live, work and learn in London by tackling air pollution to make our borough a clean and green place.
 - Everyone who lives and works in Lewisham can make our air cleaner by signing up to Lewisham clean air pledge.

6.3 Top air quality facts ¹

1. [Long term](#) exposure to air pollution reduces life expectancy by six months despite whether effects of exposure are experienced or realised at the time.
2. [Short term](#) exposure to air pollution tends to affect people with existing heart and lung conditions.
3. Walking not only reduces exposure to air pollution, it improves fitness levels, prevents diseases like heart attacks and diabetes, improves mental health and helps people connect with their local community and environment.

6.4 Lewisham Clean Air Pledge

All individuals, agencies, and businesses signing this pledge will show a strong commitment to tackling this issue.

(Sign the Lewisham Clean Air Pledge committing to do at least one of the following things to help improve air quality)

1. I will walk, cycle or use public transport instead of driving my car
2. I will sign up to get a daily air pollution text alert: www.airtext.info
3. I will make my next car an electric or a petrol & electricity-fuelled car
4. I will walk my children to school
5. I will switch off my car engine when stationary, loading or waiting

6.5 There may be a number of ACTIONS which demonstrate our collective commitment. Many of these have already been agreed via the Air Quality Management Plan 2016-2021.

Examples include:

- Green roof where evidence suggests support
- No driving to school day/ close roads for school start and end times
- Smart benches sharing messages
- Tree planting/ green corridors / creating green routes
- Council/ NHS/ Schools lead by example
- Signage to advise the Lewisham is a Clean Air Borough.
- Low emission logistics – The London boroughs of Lambeth, Croydon, Southwark, Wandsworth and Greenwich are all working together to reduce the number of deliveries made to its administrative buildings. By changing the way goods are purchased we can effectively reduce the number of delivery trips made by suppliers; this in turn will reduce congestion and improve air quality
- AQMP 16-21
 - 20mph roads
 - planting trees and providing green space
 - Fleet upgrade
 - Electric points roll out
 - Minimising emissions from New Developments’.
 - Expanding the Council’s Sustainable Transport Infrastructure’ – EVCPs / providing safe and low pollution walking and cycling routes/ ‘Raising Public Health and Awareness’ / ‘Collaboration with the GLA and other London Boroughs on Air Quality Initiatives’
 - improved use of planning for resourcing monitoring

¹ Londonair.org.uk

- Parking / CPZ differential charging

6.6 Working with children and within the School environment is seen as critical to the behavioural change approach. Working with young people through the young mayor's advisors and school councils the campaign will be peer led and developed. Examples include;

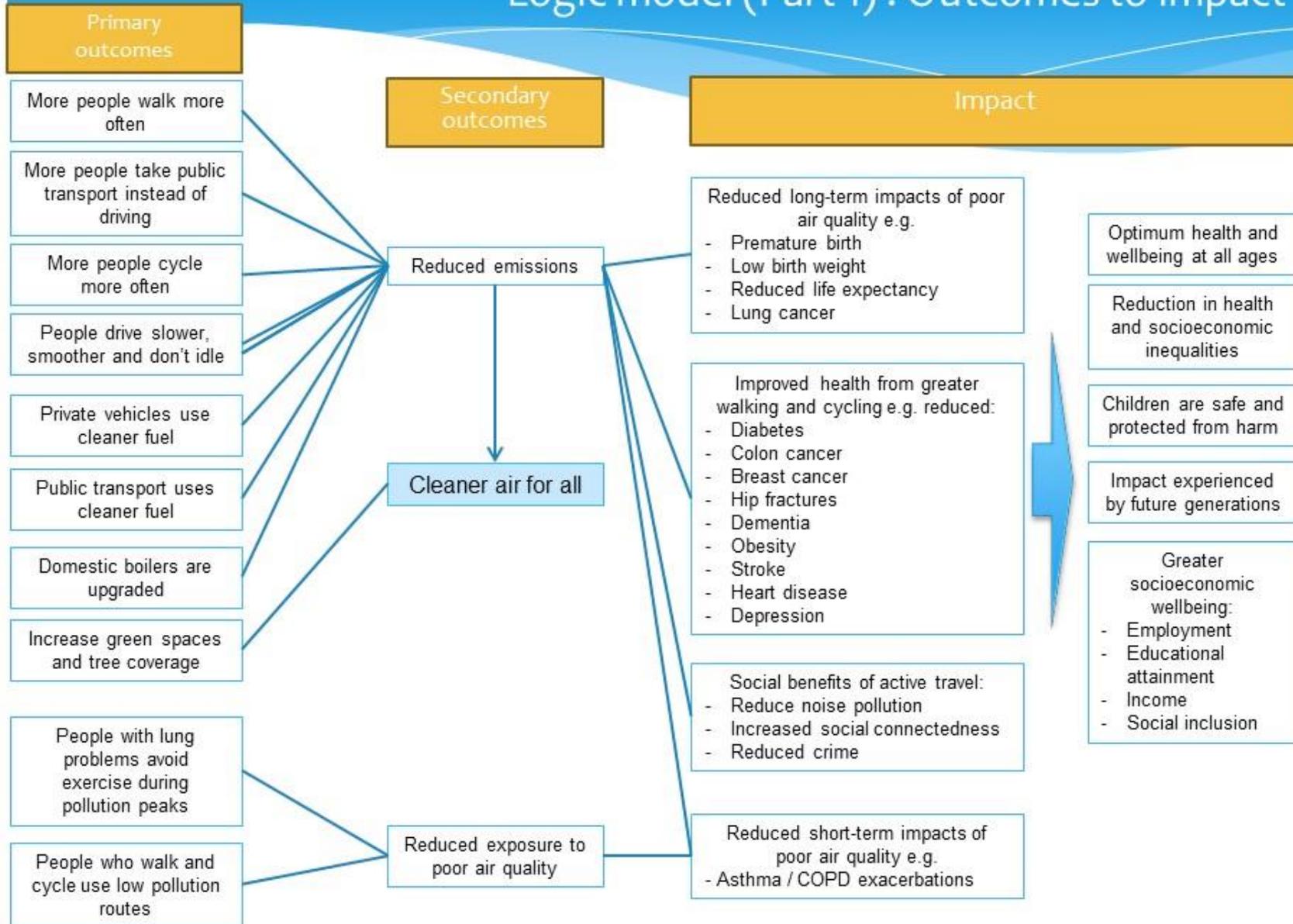
- School children measuring of air quality in their daily lives
- Anti-idling scheme
- Audit of schools in identified high areas and action
- walking to school / travel plans
- youth champions
- more schools signed up to the 'gold standard', school air quality champions recruited and fewer people driving to school
- pupils competitions to enhance the campaign and behaviour change
- Lewisham air text app – (see appendix B)

6.7 The campaign aims to use an evidence-based approach to ensure that it has the greatest impact to improve air quality and public health. This will include:

- Using evidence to inform policy. Where research has been undertaken to understand air pollution and how best to tackle it, it will be incorporated into the evolving campaign. The NICE guidance "Air Pollution: outdoor air quality and health" will further influence this campaign following its publication later this month.
- Supporting leaders to understand and use the latest evidence: A series of masterclasses held by leading researchers in air quality and public health will be arranged for councillors and senior managers.
- Supporting residents to understand and use the latest evidence: In addition to the general communications plans, we will be hosting a number of events to link residents with academics. For example, the Council has worked with the MRC-PHE Centre for Environment and Health at King's College London to host a public engagement event in borough in June 2017 that will focus on air quality. This will be followed by a public conference in 2018 that will aim to showcase the Council's and partners' actions to address air quality in the borough and further co-develop actions for future years.
- Generating new knowledge on air quality: Through our partnership with the Environmental Research Group at King's College London, the campaign include undertaking research in the borough to generate new knowledge. For example, projects to monitor air pollution levels that include school children as part of their curricula.
- Understanding the impact of the campaign: Evaluations will be embedded within interventions undertaken as part of the campaign to understand their impact and shape their further development.
- Learning from other boroughs: Action will be informed by collaborations with other boroughs that are focusing action on improving air quality.

6.8 Measuring impact and outcomes across short, medium and long term will be essential to the campaign. The following outlines the approach for demonstrable change.

Logic model (Part 1) : Outcomes to impact



Logic model (Part 2): Action to Outcomes

Selected actions

- Public information / awareness campaigns e.g. year round comms, school children measure local air quality
- Supporting walking to school schemes
- Active Design – comprehensive planning policy to facilitate walking and cycling
- Awareness campaigns e.g. No Driving to School Day
- Audit schools in high-risk areas > focal action
- Expanding the Council's Sustainable Transport Infrastructure – EVCPs
- Schools sign up to "gold standard"
- Anti-idling campaigns
- Council-based action: better cycling facilities
- 20mph roads
- Cleaner Council fleets
- Council action: electric charging points
- Council-based action: lobby TfL for cleaner, easier public transport
- Tree planting
- Green roof
- Improved and added green spaces
- Residents informed about peaks in air pollution
- Smart benches to inform about pollution levels

Selected high impact actions

Primary outcomes

- Domestic boilers are upgraded
- People who walk and cycle use low pollution routes
- More people walk more often
- More people cycle more often
- People drive slower, smoother and don't idle
- Private vehicles use cleaner fuel
- More people take public transport instead of driving
- Public transport uses cleaner fuel
- Increase green spaces and tree coverage
- People with lung problems avoid exercise during pollution peaks

7. Financial Implications

- 7.1. The agreed Air Quality Action Plan 2016-2021 identified that costs will be funded from the original budget, but will require additional funding through S106 or CIL and Lip. Many of the actions within the Action Plan are transport projects which the Council is already committed too, and where LIP funding has already been allocated. In relation to costs and as an example, the Council has committed cost from LIP to the sum of £2.5 million for the Quietways project, which is identified as a priority area for the Air Quality Action Plan delivering associated air quality improvements; £1.2 million committed costs from LIP for the 20 mph remedial intervention, which has the potential for bringing air quality improvements by reducing congestion. There is in the region of £2 million LIP funding/year of which some projects will provide wider air quality benefits and integration of this campaign with LIP is being considered to maximise funding, particularly in the GLA identified Air Quality Focus Areas. The MAQF project along the Evelyn Corridor is within one of the Air Quality Focus Areas and has been match funded through Transport funding to provide an additional £100,000 over the 3 year period 2016-19.
- 7.2. In relation to other areas of air quality actions to be delivered, the S106/CIL is currently being considered as a potential source of funding, over the five year term of this campaign.
- 7.3. There is also a need to maintain our existing air quality monitoring commitment which requires ongoing maintenance and replacement costs. This is currently partly being covered through the S106 funding process (which is limited to expenditure on monitoring at locations where a large development is taking place), but there has been a bid to the Regeneration and Capital board for a more guaranteed funding stream for replacement of old equipment and for future further air quality monitoring requirements.
- 7.4. For the campaign additional funding is identified of £39K to support the communications, Low emission logistics, apprentice to help deliver this work, academic research support, and events/ conferences. (see appendix A for full details)

8. Legal Implications

- 8.1. Section 82 (1) of the Environment Act 1995 provides that every local authority “shall from time to time cause a review to be conducted of the quality for the time being, and the likely future quality of air within the authority’s area.” Section 83 (1) of the said 1995 Act requires local authorities to formally designate an “air quality management area” (“AQMA”) where air quality objectives are not being achieved, or are not likely to be achieved within the relevant period, as set out in the Air Quality (England) Regulations 2000.

- 8.2. Following designation of an AQMA, an air quality “Action Plan” should be completed. With the newly adopted London Local Air Quality Management process, London Boroughs are to provide Annual Status Reports to the GLA on progress with Air Quality Actions and reporting on air quality monitoring. Previously Progress Reports were submitted to DEFRA.
- 8.3. In the Mayor of London’s Policy Guidance 2016 (LLAQM.PG (16)) it states the following: ‘The establishment of the LLAQM system reflects the fact that the Mayor [of London] has broad powers of intervention under section 85 of the 1995 Act... Specifically, under section 85(5), the Mayor [of London] may give directions to boroughs requiring them to take such steps specified in the directions as he considers appropriate for the implementation of any European Union air quality obligations (e.g. under relevant EU directives).
- 8.4. As was noted within paragraph 5.3 above, the Supreme Court ruled in favour of a party (ClientEarth) against the UK Government for failing to achieve minimum air quality standards. It concerned, particularly a breach of Nitrogen dioxide limits and objectives set under the EU Ambient Air Quality Directive (2008/ 50/ EC) in parts of London. The Government in the judgment that was handed down on 29th April 2015, was ordered by the Supreme Court to prepare new air quality plans to achieve the nitrogen dioxide limits as soon as possible. The 2016 Mayor of London’s Policy Guidance which is noted above, reinforces the objectives. Further, the Mayor of London’s Policy Guidance states: ‘Proper participation in the LLAQM system and compliance with the relevant Mayoral advice and guidance should render statutory intervention by the Mayor unnecessary.’
- 8.5 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.6 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.

It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed above.

8.7 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

8.8 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice>

<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

8.9 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

- [The essential guide to the public sector equality duty](#)
- [Meeting the equality duty in policy and decision-making](#)
- [Engagement and the equality duty: A guide for public authorities](#)
- [Objectives and the equality duty. A guide for public authorities](#)
- [Equality Information and the Equality Duty: A Guide for Public Authorities](#)

8.10 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

9. Crime and Disorder Implications

9.1. There are no crime and disorder implications associated with this report.

10. Equalities Implications

10.1. The majority of the AQMAs declared are to the north of A205, encompassing all

of the north of the borough.

- 10.2. Poor air quality is often associated with areas of deprivation and consequently tends to disproportionately affect the health of the most disadvantaged. There is no data on the specific households affected by the exceedances of NO₂ within the AQMAs but the Index of Multiple Deprivation suggests that there are many areas to the north of the borough that are deprived which fall within an AQMA.
- 10.3. This campaign is aimed at tackling poor air quality however tend to have wider benefits and actions introduced will also improve air quality throughout the borough. Therefore, there are no adverse equality implications associated with this report.

11. Environmental Implications

- 11.1. The Air Quality Action Plan will allow the local authority to fulfil its statutory obligations under the Environment Act 1995 which are aimed at improving air quality.
- 11.2. An Air Quality campaign will have positive benefits for the environment. A synergy exists between actions aimed at improving the quality of the air we breathe locally and tackling carbon emissions and improving public health and well-being.

12. Conclusion

- 12.1. This Campaign links to the already agreed Air Quality Action Plan 2016-2021 and aims to develop a borough wide behavioural change programme to bring about reductions in emissions and reduction in exposure to all those in Lewisham. This focus, Political leadership, and focused public health approach meets some of the requirements within the Air Quality Action Plan.

GLOSSARY

Particulate Matter – Dust, soot, and other tiny bits of solid materials that are released into and move around in the air. Particulate matter sources include burning of diesel fuels, road construction, and industrial processes. Particulates 10 microns or less in diameter (approximately seven times smaller than human hair) are classified as PM₁₀. PM_{2.5} is potentially more hazardous and is defined as particulate matter smaller than 2.5 microns.

Nitrogen Dioxide – It is a product of combustion, with sources including petrol and diesel fuels. It has a variety of environmental and health impacts. It is a respiratory irritant which may exacerbate asthma and possibly increase susceptibility to infections.

µg/m³ - A measure of concentration in terms of mass per unit volume. A concentration of 1 µg/m³ means that one cubic metre of air contains one microgram (millionth of a gram) of pollutant.

Annual Mean - The annual mean is the average concentration of a pollutant measured over one year. This is normally for a calendar year.

S106 – Is a funding agreement mechanism, which make a development proposal acceptable in planning terms that would not otherwise be acceptable.

CIL - Community Infrastructure Levy is a planning charge, introduced by the Planning Act 2008 as a tool for local authorities in England and Wales to help deliver to support the development of their area.

LIP – Local Implementation Plan is TfL allocated money to the London boroughs to spend on projects which support the Mayor's Transport Strategy.

Background documents

Appendix A – financial breakdown

Appendix B – Air Quality Action Plan 2016-2021

If there are any queries on this report please contact Christopher Howard, Senior Environmental Protection Officer, at christopher.howard@lewisham.gov.uk or on 020 8314 6418 OR Geeta Subramaniam-Mooney, Head of Crime Reduction and Supporting People, Geeta.Subramaniam@lewisham.gov.uk, 0208 314 9569 OR Katie Cole, Consultant Public Health, Katie.cole@lewisham.gov.uk

Appendix A

Expenditure Commitments	Location	Supplier	Costs	LIP/S106 Funding	Existing Budget	Outstanding Amount
Anti Idling campaign	3 or 4 individual events included in contract	Idling Action London	£3,000		£3,000	
	School promotion and materials for events	Miscellaneous	£5,000	£5,000		
Branding and Marketing	Borough wide	Youtube film £3k, Facebook ads £2k, animation £500, JC Decaux posters £600	£6,000			£6,000
Apprentice for Air Quality campaign	Borough wide	Internal	£10,000			£10,000
Low Emission Logistics	Council and Business	London Borough partnership	£13,000			£13,000
Schools audit	Nominated schools through \gla work		£100,000	*£100,000		
Academic input / local app / research	Borough wide	Kings	£15,000	**£15,000		
Events/ Conferences	Borough wide	LBL	£10,000	£5,000		£5,000
TOTAL			£162,000	£125,000	£3,000	£34,000

* TfL Audit of three primary schools in Lewisham will require funding from Lip and S106 to pay for AQ measures. We will seek to identify funds within Lip in 18/19 for actions arising from the audit, but figure is an estimate of potential costs. There is the potential allocation of funds from S106 of £50,000 which may be able to be used in 2017/18. **The [Kings App](#) would be used for school routes and for publicity material and is proposed to be allocated via S106 funds.

Appendix B



- Map centered on Lewisham switchable between Nowcast / Annual Map and monitoring sites.
- Monitoring site info including current levels, historic data and comparison to UK objectives
- Transport points on map (Tube/Bus/Bike hire)
- Ability for Lewisham to add 'Points of interest' to the map (pop-up shops, new green spaces, events, walking & cycling routes etc).
- Low pollution routing – allowing residents to find the lowest pollution walking or cycling route between two points in Lewisham.
- News page for Lewisham to feed news stories and events into app. (upcoming weekend events etc)
- Daily pollution forecast from Kings
- App notifications (selectable by user) for:
 - Pollution forecasts (daily or only moderate>)
 - Monitoring stations (when changes banding levels)
 - News items
 - Ad-hoc messages (Lewisham can send any text to users)