

HEALTH AND WELLBEING BOARD			
Report Title	NICE Quality Standard on air pollution – council recommendations		
Contributors	Geeta Subramaniam, Head of Public Protection and Safety and Christopher Howard, Senior Environmental Protection Officer	Item No.	7
Class	Part 1 (Open)	Date:	11 July 2019

1.0 Purpose of Briefing Note

- 1.1 To provide a briefing on the NICE Quality Standard on air pollution (outdoor air quality and health) <https://www.nice.org.uk/guidance/qs181/chapter/Quality-statements> and to address James Campbell's request to seek assurance from relevant colleagues across the local authority, public health, CCG and health providers that all aspects of this Quality Statement are either being met or have plans in place or in development for how they will be met, including ongoing monitoring of the measures.

2.0 Background and Summary of NICE Air pollution: outdoor air quality and health Quality Standard

- 2.1 This quality standard covers road-traffic-related air pollution and its impact on health. It describes high-quality actions in priority areas for improvement.
- 2.2 The report identifies 4 quality statements and identifies some quality measures.
- 2.3 The 4 quality statements are:

- *Statement 1:* Local authorities identify in the Local Plan, local transport plan and other key strategies how they will address air pollution, including enabling zero- and low-emission travel and developing buildings and spaces to reduce exposure to air pollution.

What it means to Local authorities: work with partners to ensure the Local Plan, local transport plan, and other key strategies identify the approach to addressing air pollution. Local authorities work together to prevent migration of traffic and emissions to other communities, which may result in areas of poor air quality

- *Statement 2:* Local planning authorities assess proposals to minimise and mitigate road-traffic-related air pollution in planning applications for major developments.

What it means to Local planning authorities: ensure planning applications for major developments include proposals to minimise and mitigate road-traffic-related air pollution during and after construction. Local planning authorities provide guidance for applicants and have a clear framework for assessing proposals in line with the Local Plan, local transport plan and other key strategies. Local guidance should make it clear that proposals to minimise or mitigate road-traffic-related air pollution must be evidence based. Local planning authorities monitor compliance with planning conditions or obligations to minimise and mitigate road-traffic-related air pollution. Local authority planning officers encourage applicants to modify their planning applications if necessary, to include evidence-based approaches to minimise or mitigate road-traffic-related air pollution.

- *Statement 3:* Public sector organisations reduce emissions from their vehicle fleets to address air pollution.

What it means to Service Providers (including Public Sector Fleet Managers and commissioners): consider a range of approaches including:

- replacing vehicles with zero- or ultra-low-emission vehicles over time
 - incentives to lease zero- or ultra-low-emission vehicles
 - training drivers to change their driving style
 - consolidating and sharing vehicles to ensure efficient use
 - action to minimise congestion caused by delivery schedules
 - specifying emission standards for private hire and other licensed vehicles.
- *Statement 4:* Children, young people and adults with chronic respiratory or cardiovascular conditions are given advice at routine health appointments on what to do when outdoor air quality is poor.

What it means to Service providers (such as general practices, community health services, hospitals and community pharmacies): ensure that healthcare professionals are aware that information on air quality is available, what it means and what actions are recommended. Service providers ensure that processes are in place to provide advice on what to do when outdoor air quality is poor to children, young people and adults with chronic respiratory or cardiovascular conditions (and their families or carers, if appropriate) at routine health appointments. Providers ensure that advice includes how to find out when outdoor air quality is expected to be poor such as from the Department for Environment, Food and Rural Affairs' Daily Air Quality Index.

What it means to Healthcare professionals (such as doctors, nurses, healthcare assistants and pharmacists): provide advice on what to do when outdoor air quality is poor to children, young people and adults with chronic respiratory or cardiovascular conditions who are attending a routine health appointment (and their families and carers, if appropriate). They also provide information on how to find out when outdoor air quality is expected to be poor, for example using the Department for Environment, Food and Rural Affairs' Daily Air Quality Index.

What it means to Commissioners (such as clinical commissioning groups and NHS England): commission services that provide advice on what to do when outdoor air quality is poor to children, young people and adults (and their families and carers, if appropriate) at routine health appointments.

What it means to People with long-term breathing or heart conditions (and their family and carers, if appropriate): are given advice at routine health appointments on what to do when outdoor air quality is poor and how to find out when it is likely to be poor.

2.4 The NICE report provides a quality standards service improvement template. This is in an excel format and provides column headings with specific questions (This is the document that was sent through by James Campbell for the board to consider).

2.4.1 Initial Assessment: How does the current service compare with the statement?

2.4.2 What is the source of evidence to support this?

2.4.3 What are the risks associated with not making these improvements? This should be an initial high-level assessment.

2.4.4 Has this statement been prioritised for quality improvement? If no, record a date for the review of the decision; if yes, use the remaining columns to record an action plan and monitor delivery

3.0 Council's Air Quality Action Reporting and Monitoring

3.1 The Council has had an Air Quality Action Plan (AQAP) formally adopted since February 2008, with its current AQAP 2016-2021 approved by Lewisham's Mayor and Cabinet in December 2016.

3.2 The AQAP follows the guidance by GLA, which includes a matrix of actions they require all London boroughs to consider and report on. The Actions address emissions from developments and buildings; public health and awareness raising; delivery servicing and freight; borough fleet actions; cleaner transport and specific actions within Air Quality Focus Areas.

3.3 As part of the Local Government statutory function we report yearly on action we carry out, in addition to monitoring data. These reports are submitted for review and comment to the GLA. These actions are across all areas of the Council, particularly in areas of Planning development, Public Health, and Transport.

3.4 The Air Quality progress reports or Annual Status Reports (ASR) (as they are now termed) are available on the following link:

<https://www.lewisham.gov.uk/myservices/environment/air-pollution/Pages/Air-quality-reviews.aspx>.

- 3.5 The ASR for 2018, is currently being compiled and a draft of the report will be submitted to the Health Protection Committee for the 26th June 2019 meeting, prior to submission to the GLA for 3rd July 2019. It reports on progress against over 40 Air Quality Actions to the GLA, which includes monitoring. **A substantial part of the Quality Statements within the NICE report are incorporated within this report.** It recommends monitoring measures on progress by use of emissions/concentration data, benefits, negative impacts / complaints, performance indicators etc., wherever possible.
- 3.6 In addition to following the recommended actions by the GLA the Council's overarching aims are to galvanise borough-wide action to address air quality issues in Lewisham, seeking to both reduce emissions to improve air quality, and reduce exposure to poor air quality and enable and encourage active travel.
- 3.6 The Council priorities has been to focus on behavioural change, providing a focused approach with children, schools, transport and infrastructure projects coupled with an evidenced based approach. An Air Quality Champion has been appointed by the Mayor which has shown the political importance and commitment to this issue. The [Lewisham Air App](#) was launched in April 2018, as a free service for Lewisham residents to provide pollution alerts, with tailored health advice and also an active mapping service for travel to reduce air pollution exposure. Health professionals share information at routine health appointments with people with chronic respiratory conditions.
- 3.7 The Council has made significant steps in prioritising air quality and introducing strategies, measures and actions around road-traffic-related air pollution to manage and reduce its impact on health.
- 3.8 The Council is currently active in specific projects to:
- Control emissions from construction traffic and site activity within the Evelyn Corridor,
 - Raise awareness and interventions around schools, including anti-idling events, STARS and a public health led school Superzone project.
 - Controlling transport emissions from businesses within Lewisham Town Centre and Deptford High Street (Air Quality Focus Areas), as the lead authority for Cleaner Air Village 2, a collaborative project with 6 other London boroughs.
 - Bring traffic reduction and increased walking and cycling through the Deptford Parks Liveability Neighbourhood, Healthy Neighbourhoods, Quietways and other planning development initiatives.

The majority of funding for these projects has been obtained externally through successful bid applications.

- 3.9 There have been recent strategies and policies that are being developed including:
- Lewisham Council has been developing a dedicated 'Low Emissions Vehicle Charging strategy 2018-2022' for the Borough in direct response to the growing appetite for electric and hybrid vehicles in both the private and commercial

communities.

- Parking policy review that includes an emission based charging mechanism, will go through consultation in summer 2019 with a planned submission to Mayor and Cabinet in autumn/winter 2019.
- Delegated powers for enforcement of idling vehicles by civil enforcement officers with a planned submission to Mayor and Cabinet in autumn 2019.
- Preparing a new Local Plan for Lewisham, to be available in draft in summer 2019.

3.10 The Council is part of the London Local Air Quality Network. Along with the three continuous monitoring sites within the London Local Air Quality Network, Lewisham expanded its network of nitrogen dioxide diffusion tube locations in 2018 to 50 locations around the borough, The Council contributed towards the installation of an Air Quality Supersite, at Honor Oak Park Sports Ground. This is a new million pound air pollution research lab, with primary funding from Natural Environment Research Council (NERC), which started receiving data in January 2019. The Council is continually reviewing its monitoring capabilities and has plans to commission a new continuous monitoring site in Deptford.

3.11 The Council will continue to prioritise working with the GLA and neighbouring boroughs, as much of the issue with air quality is due to the London road network and travel patterns and behaviour of people across the City. The Council is for instance, campaigning for the extension of the proposed Bakerloo Line to improve public transport in the south of the borough.

3.12 The introduction of the Ultra-Low Emission Zone, in 2020, London wide for heavy vehicles and 2021 for the Inner Area for all other vehicles, will bring the air pollution levels down, and is going to be the most effective solution to meeting health criteria levels. The Council is, over the coming months, working with TfL to ensure the adoption can take place with minimal disruption and inconvenience and that a strategy to mitigate any adverse local impacts will be in place.

4.0 Recommendations

4.1 The responsibility for delivery of air quality actions identified in the NICE report and also within the Council's Air Quality Action Plan, for road transport emissions control and exposure, primarily lies with Planning, Transport and Public Health, with Environmental Protection providing the monitoring and reporting for these initiatives.

4.2 The Council has a regular quarterly Air Quality Working Group with lead officers from different services along with the Cabinet Member for air quality, Cllr McGeevor and the Mayor's Air Quality Champion, Cllr Krupski, to monitor internally the progress against actions.

4.3 The Air Quality Actions are reviewed against any new requirements and standards, for instance the London Local Air Quality Management (LLAQM) is currently under review and the Council responded to the recent consultation in April 2019.

- 4.4 In the LLAQM consultation the revised policy guidance requires Action Plans to be clear, measurable and focused. The Air Quality Matrix (recommended actions) provides a list of the general sources and/or actions to be implemented. The revised Policy Guidance emphasises that the Action Plan should not just relist these actions, but should identify clear steps on how actions will be implemented in the borough, including locations, mechanisms, timescales and wherever possible, projected benefits.
- 4.5 Once the finalised LLAQM is adopted, the Council will be reviewing the actions required under this management system and at this stage to look at how these align to the measures included within the NICE report.
- 4.6 It is not envisaged by officers to have separate reporting structure, but to use the existing LLAQM process and with the assistance and input from Public Health consider how the quality standards from NICE report can be incorporated.

5. Financial implications

- 5.1 The existing budgets for Environmental Protection and Public Health includes allocated resourcing for reporting on air quality actions. There are therefore no further financial implications from this report.

6. Legal implications

- 6.1 Section 82 of the Environment Act 1995 provides that every local authority is under a duty to review the air quality within its area. Section 83 of the 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.
- 6.2 Following designation of an AQMA, an air quality “Action Plan” should be completed. Under the 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.
- 6.3 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 has broad powers of intervention under section 85 of the 1995 Act... Specifically, under section 85(5), the Mayor 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). This is particularly relevant in the context of the current breach of NO₂ air quality objectives and limit values under the EU Ambient Air Quality Directive (2008/ 50/ EC) in parts of London.’ Also the Localism Act 2011, enables the Government, if a fine is imposed on the UK by

the European Court of Justice, to require public bodies it considers responsible for the infraction to pay a financial penalty. 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.'

7. Crime and Disorder Implications

- 7.1 The London Borough of Lewisham has a statutory responsibility under the Crime and Disorder Act 1998 to work with partners to reduce crime, disorder and substance misuse.
- 7.2 There are no crime and disorder implications associated with this report.

8. Equalities Implications

- 8.1 The majority of the AQMAs declared are to the north of A205, encompassing all of the north of the borough.
- 8.2. 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.
- 8.3. The AQAP will apply across the areas designated as AQMAs. Measures 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 is no adverse equalities implications associated with this report.

9. Environmental Implications

- 9.1 The NICE recommendations and the Annual Status Report monitoring and management of the air quality action 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.

If you have any difficulty in opening the links above or those within the body of the report, please contact James Bravin (Stewart.Weaver-Snellgrove@lewisham.gov.uk 0208 314 8393), who will assist.

If there are any queries on this report please contact Christopher Howard, Senior Environmental Protection Officer, Lewisham Council, on 020 8314 6418, or by email at: christopher.howard@lewisham.gov.uk