

Item No. 7.	Classification: Open	Date: 31 January 2017	Meeting Name: Health and Wellbeing Board
Report title:		Draft Air Quality Strategy & Action Plan	
Ward(s) or groups affected:		All	
From:		Head of Regulatory Services	

RECOMMENDATION

1. That the Health & Wellbeing Board consider the Draft Air Quality Strategy & Air Quality Action Plan as attached at Appendix B and provide consultation comments to Regulatory Services.

BACKGROUND INFORMATION

2. The Environment Act 1995 requires the UK Government to produce a national air quality strategy containing pollutant objectives for improving ambient air quality. The first national strategy was published in 1997.
3. The government is obliged to achieve the requirements of European air quality directives. To take account of this, the national strategy was revised in 2007 and again in 2010 to establish the framework for achieving improvements in ambient air quality in the UK. The government strategy set health-based short and medium term objectives for eight air pollutants. The UK national strategy identified actions at local, national and international level to improve air quality.
4. The Environment Act 1995 Part IV requires local authorities to undertake Local Air Quality Management (LAQM). Southwark completed the initial review and assessment stages of LAQM in March 2000. It concluded that the air quality objectives for Particulates (PM₁₀) and Nitrogen Dioxide (NO₂) would not be met in the borough by the respective compliance dates (2004 for particulates and 2005 & 2010 for NO₂) without the designation of an Air Quality Management Area (AQMA). Southwark formally declared an AQMA in January 2003. The extent of the area is shown in Appendix A.
5. As a consequence of declaring an AQMA, Southwark was required to produce an Air Quality Strategy and Action Plan (AQS & AP). The council's current priorities are set out in the Southwark Air Quality Strategy & Action Plan 2012–17. These included actions to reduce NO₂, small particulate matter (PM₁₀) and fine particulate matter (PM_{2.5}).
6. Defra recognised that London faced particular challenges meeting the air quality objectives and in May 2016 agreed that London Boroughs should refer to the GLA air quality management policy and technical guidance, the London Local Air Quality Management Framework (LLAQMF). LLAQMF reflects that the Mayor has broad reserve powers of intervention under Section 85 of the Environment Act 1995. The London framework is designed to tackle the serious public health problem caused by poor air quality in London, to reduce the formal reporting burden on local authorities and to change the emphasis from monitoring and reporting to that of effective action to reduce pollutant levels.

7. All local authorities in England must have regard to the relevant air quality advice and guidance when discharging their functions under Part IV of the Environment Act 1995. To fulfil this requirement under LLAQMF Southwark is required to:
 - Continue to monitor and assess atmospheric NO₂ and PM₁₀.
 - Follow the LLAQMF policy¹ and technical guidance².
 - Ensure that an Air Quality Management Area (AQMA) is declared to cover any locations exceeding the air quality objective limit values.
 - Complete an Annual Status Report (ASR) and an Annual Status Summary Report (ASSR), its public-facing summary.
 - Ensure that a current Air Quality Strategy & Action Plan is in place for any declared AQMA.
 - Re-assess any GLA Air Quality Focus Areas declared within the borough.
 - Have clear and approved governance arrangements for air quality management in Southwark.
8. The current Air Quality Strategy & Action Plan (AQS & AP) expires in 2017 and is now due to be revised. The Authority is legally obliged to have regard to the revised air quality guidance for London boroughs and ensure that the AQS & AP remains relevant, therefore, the Authority has simplified the Air Quality Strategy and revised the action plan removing obsolete and achieved actions and including new actions. The revised Draft Air Quality Strategy and Action Plan can be viewed at Appendix B.

AIR QUALITY ACTION PLAN

9. The Health & Well-being board are being consulted on the revised Draft AQS & AP as part of the governance of air quality within the council as air quality is a local public health priority.
10. The revised and finalised AQS & AP, once approved by Cabinet, will replace the current Air Quality Strategy and Action Plan.
11. The Draft AQS&AP outlines the air quality improvement aims and objectives.
12. The action plan is split into the following sections: -
 - Management of air quality in Southwark;
 - Reduce emissions from buildings (both public and private);
 - Public health and awareness;
 - Cleaner transport;
 - Reduction of Carbon emissions
 - Regulation and enforcement
 - Supporting the Mayor of London's air quality objectives, and
 - Supporting public health framework objectives

¹ GLA (2016) DRAFT LONDON LOCAL AIR QUALITY MANAGEMENT (LLAQM) Technical Guidance 2016 (LLAQM.TG (16)) accessed at <https://www.london.gov.uk/what-we-do/environment/environment-publications/draft-london-local-air-quality-management-technical>.

² GLA (2016) DRAFT LONDON LOCAL AIR QUALITY MANAGEMENT (LLAQM) - Policy Guidance 2016 (LLAQM.PG (16)) accessed at <https://www.london.gov.uk/what-we-do/environment/environment-publications/draft-london-local-air-quality-management>.

13. Each of the sections has a number of aims, objectives, actions and targets that will work towards improving air quality. Each action has been considered with regard to the pollutant it will influence.

KEY ISSUES FOR CONSIDERATION

14. The Draft AQS & AP is appended at Appendix B. Further information is provided in the associated Technical Appendices at Appendix C. The Health & Well-being Board is requested to consider & comment on the draft documents.
15. The Authority has a legal duty to consult on the revised Draft Air Quality Strategy & Action Plan before it is finalised. The consultation plan is outlined in paragraphs 24 to 28 of this report.

Policy implications

16. Improving air quality in Southwark is the responsibility of several service areas within the Council, therefore, the Draft AQS & AP contains measures, the implementation of which, will fall beyond the remit of the Environment and Leisure Department.
17. The AQS & AP contributes to the Council's Carbon reduction objectives.
18. The AQS & AP contributes to the Council's public health framework objectives.

Community impact statement

19. All members of the community within Southwark's AQMA are affected by poor air quality. A report by the Environment Agency found that areas of the worst exposure to poor air quality generally correlated with areas of deprivation. There are a number of localities within Southwark that fall within the Government's definition of being an area of deprivation. (Source - Official National Statistics)
20. In London there is a complex link between air quality and inequality. In general, more deprived areas are likely to experience higher levels of pollution but there is considerable local variation. The link between inequality and poor air quality is stronger in outer London than in inner London as in inner London there are high levels of atmospheric pollution across the board affecting affluent and deprived areas equally.
21. Fine particles (PM_{2.5}) have the greatest impact on health as they reach the bloodstream via the lungs. Young children, those with compromised health and the elderly are the most susceptible to the negative health impacts of atmospheric pollution.

Resource implications

22. There are no additional resource or funding implications introduced by this report as the implementation of the AQS & AP will be achieved within existing Council resources. The improvement of air quality in the Borough will be achieved through policies and proposals in the Air Quality Action Plan, the Local Transport Plan, the Local Development Framework Plan, the Sustainability Strategy and various other Southwark strategies and policies.

23. Services will pursue funding opportunities making bids to fund action plan measures where no current budget is identified.

Consultation

24. There has been initial internal consultation associated with this Draft Air Quality Strategy & Action Plan. The comments of relevant departments and service areas associated with the delivery of measures in the action plan have been incorporated in the draft.
25. When the local authority is carrying out its Environment Act 1995 part IV functions with regard to air quality management, Schedule 11 of the Act requires a statutory consultation of the Draft AQS & AP with a range of agencies and organisations. Therefore, the following have been approached for consultation comments:-
- The Secretary of State
 - The Environmental Agency
 - The Mayor of London
 - Transport for London
 - All neighbouring boroughs (Lewisham, Bromley, Croydon, Lambeth, City of London & Tower Hamlets)
 - Other public authorities as the Borough considers appropriate
 - Bodies representing local business interests, including the BIDs in the Borough and the Chamber of Commerce
 - Clinical Commissioning Group
 - Southwark Health & Well-being Board
26. The public will be consulted via Southwark Council's Consultation Hub.
27. The consultation period will close on the 7th February 2017.
28. Following consultation and a review of comments received the final documents will be presented to Cabinet.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

29. The Air Quality Strategy for England, Scotland, Wales and Northern Ireland sets out a way forward for work and planning on air quality issues; sets the air quality standards and objectives to be achieved; introduced a policy framework for tackling fine particles; and identified potential new national policy measures which modelling indicated could give further health benefits.
30. Under Part IV of the Environment Act 1995 local authorities are required to review and assess the current and likely future air quality in their areas. Where local authorities consider that any air quality standards or objectives are not being achieved, or are not likely to be achieved within the relevant period, they must declare an air quality management area (AQMA) covering the area where the problem is expected. These local authorities must then take action, along with other agencies and organisations, to work towards meeting the air quality objectives.

31. At present, there are 644 air quality management areas in England. There are some local authorities with several AQMA's for multiple pollutants. The majority have been declared due to levels of Nitrogen Dioxide (NO₂) and/or Particles (PM₁₀ & PM_{2.5}).
32. Under the London Local Air Quality Management Framework (LLAQMF) boroughs are required to:
- Manage and improve air quality at a local level
 - Annually review and assess air quality in their area
 - Declare air quality management areas in locations where air quality objectives will not be met and produce action plans setting out how they will work towards meeting the air quality objectives in those declared areas; and
 - Consult the Mayor of London on air quality issues.
33. The Mayor of London is legally required to review all reports produced by London boroughs. The Mayor considers the quality of the work and has powers of direction to boroughs when work and reports are not completed satisfactorily. This is to ensure that there is a consistent approach across London.
34. The Mayor also requires boroughs to incorporate relevant points from the Mayor's Air Quality Strategy for London.

Strategic Director of Finance and Governance (EL16/022)

35. The Strategic Director of Finance & Governance notes the Draft Air Quality Strategy & Action Plan set out in this report and confirms that there are no direct financial implications arising. Officer time to implement this decision can be contained within existing resources.

BACKGROUND PAPERS

Background Papers	Held At	Contact
Air Quality Strategies for England, Scotland, Wales and Northern Ireland (DEFRA) Southwark Air Quality Management Area Order 2003 London Local Air Quality Management Framework Policy & Technical Guidance (GLA)	Environment & Leisure Services Regulatory Services 3 rd Floor Hub 1 P. O Box 64259 London SE1P 5LX	Name: Mrs Kirty Read Phone number: 020 7525 5748

APPENDICES

No.	Title
Appendix A	Map of the L.B. Southwark Air Quality Management Area
Appendix B	Draft Air Quality Strategy & Action Plan (circulated separately)
Appendix C	Draft Air Quality Action Plan – Technical Appendices (circulated separately)

AUDIT TRAIL

Lead Officer	David Littleton – Head of Regulatory Services	
Report Author	Sarah Newman – Team Leader Environmental Protection Team	
Version	Final	
Dated	16 December 2016	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Departmental Finance Officer	Yes	Yes
Director of Environment	Yes	Yes
Director of Planning	Yes	No comment received
Director of Public Health	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	20 December 2016	