

Item No. 8.	Classification: Open	Date: 18 July 2017	Meeting Name: Cabinet
Report title:		Air Quality Strategy and Action Plan (2017 – 2022)	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Ian Wingfield, Environment and the Public Realm	

FOREWORD - COUNCILLOR IAN WINGFIELD – CABINET MEMBER FOR ENVIRONMENT AND THE PUBLIC REALM

The impact of poor air quality on human health is significant and beyond doubt. We are fully committed to doing all we can to encourage our services, local businesses and residents to consider air quality in the choices they make and everything they do. Local air quality is a public health priority for Southwark and we already have performance indicators regarding improving air quality listed in the current council plan.

I am very pleased to endorse to you Southwark's revised and improved Air Quality Strategy and Action Plan 2017 – 2022. Our last Air Quality Action Plan, which covered the period for 2012 – 2017, and the many successful air quality improvement projects Southwark has initiated over and above that, has helped to improve local air quality, but we need to do more. This revised Air Quality Action Plan for 2017 – 2022 lists the minimum actions that Southwark will undertake under the new London Local Air Quality Management Framework that was announced by the GLA in 2016. It gives 113 clear actions and anticipated targets for actions we know will be deliverable. We anticipate that in the fast moving arena of air quality new research, new technology, new ideas, new partnerships and new funding opportunities will present themselves and we will consider how these can be applied for the benefit of Southwark residents as they come forward. We will also be working to ensure other relevant policies and strategies such as the Kerbside Strategy, Transport Plan and Local Plan, along with other documents, consider local air quality and act in consort to reduce pollution and improve health across the borough.

Southwark fully support the Mayor of London's aims for the improvement of air quality and we will be annually reporting to the Mayor on our progress with regard to the actions listed within this action plan and on any other extra actions we take.

RECOMMENDATION

1. That the Air Quality Strategy and Action Plan attached at Appendix A be agreed.

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 do this the national strategy was revised in 2007, again in 2010 and is

currently being revised again. The recent strategy proposed by Defra in 2016 has been repeatedly challenged in the courts and is currently subject to a Four Committees joint inquiry. The government's current 2010 strategy set health-based short and medium term objectives for eight air pollutants. The UK national strategies have 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. The review concluded that the air quality objectives for Particulates (PM) and Nitrogen Dioxide (NO₂) would not be met by the respective compliance dates of 2004 for particulates and 2005 and 2010 for NO₂. Southwark formally declared an AQMA in January 2003. The extent of the AQMA can be found on page 4 of Appendix B.
5. As a consequence of declaring an AQMA, Southwark was required to produce an Air Quality Strategy and Action Plan. The council's current priorities are set out in the Southwark Air Quality Strategy and Action Plan 2012–17. These include 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 of London 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 policy and technical guidance
 - Ensure that an 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 and Action Plan is in place for any declared AQMA
 - Assess the GLA Air Quality Focus Areas, declared in 2016, within the borough
 - Have clear and approved governance arrangements for air quality management in Southwark.
8. The current AQS and AP expires this year and is 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 and 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.
9. The AQS and AP was consulted with internal service areas whilst being drafted. The Draft AQS and AP was then presented to the Health and Wellbeing Board before for undergoing both public and statutory consultation. The results of the public and

statutory consultation are available at Appendix C. The draft was revised considering the consultation responses and then re-consulted with internal services to ensure deliverability. The final proposed AQS and AP can be viewed at Appendix A.

10. The AQS and AP 2017 – 2022, once approved by cabinet, will replace the current Air Quality Strategy and Action Plan 2012 – 2017.

KEY ISSUES FOR CONSIDERATION

Progress on air quality to date

11. As can be seen in Appendix B pages 7 to 10, NO₂ is trending slowly downwards in Southwark and across London. However, more needs to be done as measured and modelled levels remain well over the objective limit value, particularly in central London and at roadside on highly trafficked roads.
12. PM₁₀ is trending slowly downwards in Southwark and across London and is generally well below the European objective limit value of 25µ/m³. The very occasional breach of the limit values are due to city wide pollution events, usually due to polluted air moving into South East England from Northern Europe and occasionally North Africa.
13. For PM_{2.5} the current UK objective is a 15% reduction in urban background annual mean concentrations between 2010 and 2020. The responsibility for delivering this currently lies with the Secretary of State for the Environment and the trend data would suggest that this objective is on course to be met.
14. The Southwark Air Quality Strategy and Action Plan 2012 – 2017 contributed some improvement in local and city wide London air quality. The revised action plan is designed to go much further and is in line with the Mayor of London's change of emphasis from monitoring and individual air quality improvement projects to harnessing and embedding best practice in atmospheric pollution reduction in the activities of regional and local government, business and commerce and the actions of individuals and households.

Air Quality Strategy and Action Plan

15. The AQS and AP outlines the strategy and the aims and objectives to improve air quality in Southwark.
16. The main aims of the Air Quality Strategy are:
 - To comply with legislation
 - To comply with the GLA London Local Air Quality Management Framework
 - To support GLA air quality objectives
 - To support local public health objectives, of which local air quality is one.
17. The action plan is split into the following sections:
 - Management of air quality in Southwark
 - Reduction of emissions from buildings (both public and private)
 - Public health and awareness
 - Reduction of emissions from road traffic
 - Reduction of carbon emissions
 - Regulation and enforcement

- Supporting the Mayor of London's air quality objectives, and
 - Supporting public health framework objectives.
18. Each of the sections has a number of aims, objectives, actions and targets that will work towards improving local air quality. Each action has been considered with regard to the pollutant it will influence.
19. Key air quality improvement actions include:
- Reducing emissions from the council's estate and fleet
 - Discouraging the use of polluting vehicles
 - Encouraging cycling and walking, and
 - Reducing the exposure of young children to poor air quality.
20. The AQS and AP is appended at Appendix A. Further technical information is provided in the Appendices to the strategy and action plan at Appendix B.
21. The Authority has a legal duty to consult on the Air Quality Strategy and Action Plan before it is finalised.

Consultation process

22. There were three main groups of consultees during the development of the Air Quality Strategy and Action Plan these were:
- Internal services – who will deliver the actions
 - Statutory consultees – required by legislation
 - The public – due to significant public interest in local air quality.

Internal service areas

23. The draft consultation version of the current document had internal consultation from the action plan delivery service areas as it was being developed. The service areas were consulted again on the post-consultation final draft and all their comments and queries regarding content addressed. This included the following teams:
- Environmental protection
 - Environment and social regeneration service development
 - Communications
 - Public health
 - Transport policy
 - Sustainable travel and road safety
 - Procurement
 - Facilities management
 - Fleet services
 - Housing major projects
 - Development management
 - Planning policy
 - Noise and nuisance
 - Joint enforcement.

Statutory consultees

24. It is a legal duty under Environment Act 1995 and the London Local Air Quality Management Framework to consult specific parties and agencies during the development of any air quality strategies and action plans. The following parties were contacted directly by email:
- The Secretary of State/Defra – to ensure that the council's air quality strategy will dovetail with the national air quality strategy
 - The Environment Agency – as they are also involved in emissions control and regulating polluting processes
 - The Mayor of London – they must approve the London Local Authorities Air Quality Action Plans prior to publication
 - Transport for London – who provide a joint response with the Mayor of London
 - All neighbouring boroughs – To ensure any actions proposed by one authority do not compromise but compliment actions proposed by the other
 - Other public authorities as the borough considers appropriate – the Health and Well-being Board, the Clinical Commissioning Group and organisations representing local business interests were consulted – the local BIDs consulted included Better Bankside, Team London Bridge, We Are Waterloo, The Blue and South Bank. We also consulted Southwark Commerce.

The public

25. Using the Southwark Council Consultation Hub, supported by Facebook posts and items on the council's Twitter feed to raise awareness, the public were asked to give us their comments on the Draft Air Quality Strategy and Action Plan. This consultation ran from the 15 December 2016 – 31 January 2017.

The results of the consultation - Overview

Organisation/Agency/Group	Response
Defra	No
Mayor of London /GLA	Yes
Environment Agency	Yes
TfL	No
Lambeth, Croydon, Lewisham, Tower Hamlets, City of London, Bromley	No
Better Bankside	Yes
Team London Bridge	Yes
The Blue	No
We are Waterloo	No
South Bank BID	No

Organisation/Agency/Group	Response
Southwark Commerce	No
Clinical Commissioning Group	Yes
Health & Wellbeing Board	Yes
Public consultation	Yes – 34 responses

26. Over 110 comments were received from the consultation exercises set out above and the Draft AQS and AP was amended to incorporate many of the comments received. Once this work was complete, the final draft strategy and action plan was again shared with internal services to ensure the changes to the action plan were deliverable.
27. Full details of the consultation and responses can be found in Appendix C.

Policy implications

28. Improving air quality in Southwark is the responsibility of several service areas within the Council, therefore, the AQS and AP contains measures, the implementation of which falls beyond the remit of the environment and leisure department.
29. The AQS and AP will meet the legal responsibilities of the council with regard to air quality management.
30. The AQS and AP contribute to and compliment the council's carbon reduction and sustainability objectives.
31. The AQS and AP contributes to and compliments the council's public health framework objectives.

Community impact statement

32. 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)
33. 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 communities alike.
34. 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

35. There are no additional resource or funding implications introduced by this report as the implementation of the AQS and AP will be achieved within existing council resources. The improvement of air quality in Southwark will be achieved through taking the actions 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 that are already in place with their associated budgets and funding streams.
36. Services will pursue all external funding opportunities, making bids to fund action plan objectives for air quality improvement projects where no relevant budget can be identified.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

37. 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.
38. 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 in the AQMA.
39. 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 and PM_{2.5}).
40. 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.
41. The Mayor of London is legally required to review all air quality reports produced by London boroughs. The Mayor considers the quality of the work and has powers of direction to boroughs when work or reports are not completed satisfactorily to ensure that there is a consistent approach across London.
42. The Mayor also requires boroughs to incorporate relevant points from the Mayor's Air Quality Strategy for London into their action plans.

Strategic Director of Finance and Governance (FC17/054)

43. This report is requesting cabinet to agree the Air Quality Strategy and Action Plan attached at Appendix A. Full details are provided within the main body of the report.
44. The strategic director of finance and governance notes that there are no direct financial implications arising from this report and officer time to implement this decision need to be contained within existing departmental revenue budgets.
45. Any other costs connected with this report to be contained within existing departmental revenue budgets.

Director of Public Health

46. The director of public health welcomes and fully endorses the Air Quality Strategy and Action Plan.
47. Very poor air quality can exacerbate existing health conditions for example common respiratory conditions such as asthma and chronic obstructive pulmonary disease. There is emerging evidence that it may also affect other conditions such as heart disease and very high blood pressure. As highlighted in the strategy, action plan and associated annexes, the air quality in Southwark is poorer in some parts of the borough and along the main arterial roads. The Director of Public Health strongly supports the measures taken in the strategy and the action plan to improve air quality. They include supporting active travel, promoting cleaner transport, reducing emissions from non-transport sources and improving timely information such as air quality alerts to affected populations, in particular to people with pre-existing respiratory conditions and others who are especially susceptible to air pollutants.
48. The key roles identified in the strategy and action plan to provide public health advice and public health support in implementing the strategy are also welcomed. To effectively tackle the poor air quality in the borough will require a multi-faceted approach across the council, with other partners such as TfL and the NHS, schools, local businesses, local communities and others. The strong partnership approach that is being advocated is strongly supported.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Air Quality Strategies for England, Scotland, Wales and Northern Ireland (Defra)	Environment and Social Regeneration Regulatory Services 3 rd Floor Hub 1 P. O. Box 64259 London SE1P 5LX	Mrs. Kirty Read 020 7525 5748
Link: (copy and paste links into browser) https://www.gov.uk/government/publications/the-air-quality-strategy-for-england-scotland-wales-and-northern-ireland-volume-1 and http://webarchive.nationalarchives.gov.uk/20130123162956/http://www.defra.gov.uk/publications/files/pb12670-air-quality-strategy-vol2-070712.pdf		

Background Papers	Held At	Contact
Southwark Air Quality Management Area Order 2003	As above	Mrs. Kirty Read 020 7525 5748
Link: http://www.southwark.gov.uk/air-quality/how-we-re-improving-air-quality		
London Local Air Quality Management Framework Policy and Technical Guidance (GLA) Policy	As above	Mrs. Kirty Read 020 7525 5748
Link (please copy and paste into your browser): https://www.london.gov.uk/sites/default/files/llaqm_policy_guidance_llaqm.pg_16.pdf		
Technical Guidance	As above	Mrs. Kirty Read 020 7525 5748
Link (please copy and paste into your browser): https://www.london.gov.uk/sites/default/files/llaqm_technical_guidance_llaqm.tg_16.pdf		
Southwark Air Quality Strategy and Action Plan 2012 – 2017	As above	Mrs. Kirty Read 020 7525 5748
Link (please copy and paste into your browser): https://www.southwark.gov.uk/assets/attach/1003/AQIS_29_May_12.pdf		

APPENDICES

No.	Title
Appendices A – C circulated separately	
Appendix A	Air Quality Strategy and Action Plan 2017 – 2022
Appendix B	Appendices to Air Quality Strategy and Action Plan
Appendix C	Consultation responses

AUDIT TRAIL

Cabinet Member	Councillor Ian Wingfield, Environment and the Public Realm	
Lead Officer	David Littleton, Head of Regulatory Services	
Report Authors	Sarah Newman, Environmental Protection Team Leader	
Version	Final	
Dated	6 July 2017	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Director of Public Health	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		6 July 2017