

For General Release

| | |
|------------------------|--|
| REPORT TO: | CABINET 20 March 2017 |
| AGENDA ITEM: | 8 |
| SUBJECT: | New Air Quality Action Plan 2017-2022 |
| LEAD OFFICER: | Shifa Mustafa - Executive Director of Place Andy Opie – Director of Safety |
| CABINET MEMBER: | Councillor Stuart King Cabinet Member for Transport and Environment Councillor Louisa Woodley Cabinet Member for Families, Health and Social care |
| WARDS: | 'All' |

CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON

Include here a brief statement on how the recommendations address one or more of the Council's Corporate Plan priorities: [Corporate Plan 2015-18](#)

Croydon's Community Strategy 2016-2021

- Secure a safer, cleaner and greener borough
- Secure a good start in life
- A great place to work, learn and live
- Improving the environmental wellbeing of our residents and communities
- Promoting environmental sustainability
- Importance of providing a safe clean environment to a place of success and future growth
- To protect children and vulnerable people from harmful effects of air pollution

Corporate Plan/Priority projects

- Growth
- Independence
- Liveability
 - Creating a welcoming, pleasant place in which local people want to live
 - Promote sustainable forms of transport and reducing reliance on the private car. This will bring environmental, social and health benefits

FINANCIAL IMPACT

This report has no direct financial impact. Following the completion of the consultation on the draft Air Quality Action Plan 2017 – 2022, funding will be sought from different potential sources.

FORWARD PLAN KEY DECISION REFERENCE NO: this is not a key decision

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Approve the commencement of consultation on a draft Air Quality Action Plan for 2017-2022.

2. EXECUTIVE SUMMARY

- 2.1 Air quality is an important Public Health issue in London. It contributes to shortening the life expectancy of all Londoners, disproportionately impacting on the most vulnerable. It has been estimated that 9,400 deaths occur each year due to illnesses caused by long-term exposure to air pollution.
- 2.2 The whole of Croydon has been designated as an Air Quality Management Area (AQMA) since 2000 due to exceedances of the nitrogen dioxide air quality objective. As such we have a statutory requirement to produce an Air Quality Action Plan. Croydon has produced three Air Quality Action Plans with the current plan ending in 2017.
- 2.3 With the focus on air quality so high the time is now perfect to produce an integrated five year action plan to focus on local actions the Council can take to reduce emissions and minimise exposure of air pollutants to those who live and work in Croydon.
- 2.4 The Mayor of London is leading the way nationally on this issue and has recently launched ambitious and far ranging plans to improve air quality in the capital. Croydon supports those plans. We also want ambitious plans for our borough too, but we don't have all of the answers so this report recommends that we start public consultation to help shape the borough's next Air Quality Action Plan (AQAP).

3. London Mayor's action to tackle air pollution

- 3.1 In July 2016 the Mayor of London, Sadiq Khan, launched plans for the toughest crackdown on the most polluting vehicles by any major city around the world. He has made it clear air quality is one of his top priorities. With nearly 10,000 people dying early every year in London due to exposure to air pollution,

cleaning up London's toxic air is a major public health challenge that we must all seek to address.

- 3.2 The Mayor states that he is 'working hard to improve London's air through *'Clearing the air'*. His aim is for London to be one of the cleanest and greenest cities in the world. This will help ensure everyone who lives here can enjoy a great quality of life.
- 3.3 London breached its annual air quality limit just five days into 2017. The recent smogs in January and February 2017 prompted the Mayor to call for air quality alerts to be provided to the public in London and he has taken swift and decisive action to implement a new programme of air quality advice and alerts for the public. These alerts have been placed at bus stops, tube stations and road-sides across the capital to notify Londoners during the worst incidents of air pollution.
- 3.4 In addition to the 10 actions detailed below the Mayor believes that there is now a need for a new 21st Century Clean Air Act and he is calling on the Government to introduce new legislation for the 21st Century. Croydon emphatically supports this call and wants the Government to take urgent steps to introduce legislation that will empower London Boroughs and the GLA to take further and wider measures to improve air quality.
- 3.5 The Mayor has put in place ten measures to tackle air pollution in London:

i. Implementing the T-charge

The Mayor has confirmed that the £10 toxic 'T-Charge' (also known as the Emissions Surcharge) for the oldest most polluting vehicles travelling in central London will start in October this year. This will send a strong signal that now is the time to ditch the dirty diesel vehicles polluting our lungs. The T-Charge is a crucial part of tackling this public health emergency affecting the capital.

ii. Introducing the central London Ultra Low Emission Zone (ULEZ) in 2019, and then expanding it out to the North and South Circular

The Mayor will consult on introducing the central London ULEZ in 2019, which will tighten the emission standards for diesel vehicles. He is then proposing to make the ULEZ area 18 times larger and cover 3.8 million residents by expanding it out to the North and South circular roads. This is expected to reduce NOx emissions by about 50% in central London, 40% in inner London and 30% in outer London.

The council supports the proposals to extend the ULEZ to the North and South Circular and will lobby the Mayor to extend the ULEZ London wide for large vehicles and buses.

iii. **More than doubling funding for air quality**

TfL's new Business Plan includes £875m to tackle air quality - this more than doubles that committed under the previous administration (£425m). There will be opportunities for Croydon to apply for funding and we are actively engaged with the GLA to identify funding streams and programmes for which we can apply.

iv. **Putting the cleanest buses on the dirtiest routes**

The Mayor has announced 12 Low Emission Bus Zones, putting the greenest buses on the capital's most polluted routes. The Streatham to Brixton Low Emission Bus Zone will help speed the conversion of Croydon's bus fleet to Euro VI or better resulting in low emission buses on the 50, 250 and 255 routes. Croydon will benefit from the Mayor of London target of the whole fleet being Euro VI or better by 2020. In its response to the Mayor's consultation on the Ultra-Low Emissions Zone, the Council welcomed the proposal to extend the Zone across outer London for heavy vehicles (HGVs, buses etc) as early as 2019. However, if the 2019 target was not going to be aimed for more Low Emission Bus Zones should be introduced in the Borough focused on the town centre and London Road.

v. **Funding five innovative new Low Emission Neighbourhoods**

Successful applicants will see their neighbourhoods benefit from a suite of measures including car-free days, green taxi ranks for zero emission-capable cabs, and parking reserved for the cleanest vehicles. The Mayor has secured £11 million for these initiatives, which will all be delivered in inner London boroughs, where air pollution in London is most acute.

vi. **Auditing 50 of the most polluted schools**

City Hall will deliver 50 air quality audits at primary schools in areas exceeding legal limits of nitrogen dioxide (NO₂), engaging with schools to identify the most effective local measures to lower emissions and exposure. In Croydon we are exploring ways we can support and extend the monitoring that currently occurs, as part of our AQAP.

vii. **Lobbying government to start a national diesel scrappage fund**

The Mayor is lobbying the Treasury to fund his proposals for a fund to scrap up to 70,000 polluting vans and minibuses in London. Under the Mayor's proposals to Government, there would also be support to scrap up to 130,000 cars.

viii. **Introducing the largest hybrid bus fleet in Europe**

There are now over 2,300 hybrid buses – 24% of the entire fleet - in operation on London's streets, which can emit up to 50% less NOx than standard diesel buses. Croydon already has London's first all electric bus route, the 312.

ix. **Investing in the Healthy Streets approach**

TfL is committing £2.1bn of funding to create a city that is more pleasant to walk, cycle and move around.

The Mayor of London has yet to publish his Transport Strategy but has made his policy direction clear '.... for the city to be green, healthy and more attractive, I will look to reduce traffic and encourage cycling and walking on 'Healthy Streets'. (A City for All Londoners, Mayor of London, 2016)

Once his Transport Strategy is published Croydon and other local authorities will quickly make plans (Local Implementation Plans (LIPs)) to implement it locally. It is clear from TfL that the money it provides to Croydon and other local authorities to help deliver projects in LIPs, will be directed towards support the Mayor's Healthy Streets and cleaner, more active travel objectives.

x. **Issuing alerts during high pollution events**

During high and very high pollution episodes you will now see notifications at Tube stations, bus stops, river piers, and on digital signs along major roads. You can also sign up to airTEXT to receive air pollution alerts by email, text and voice message.

Croydon pioneered the airTEXT service at the time it was the first of its kind in Europe and possible worldwide. The service became London wide in 2007. airText sends air pollution alerts to vulnerable people who are affected by air pollution. The alerts provide advice on how best they can manage their symptoms, improving quality of life and hopefully reducing the need for visits to the doctor or hospital.

3.6 The Mayor of London is providing clear and strong leadership on this issue at a national and London level. This administration is committed to providing clear and strong leadership here in Croydon. We will be exploring a wide ranging set options, via our forthcoming consultation exercise, which will be reflected in our new Air Quality Action Plan.

3.7 Air Quality in Croydon was discussed at the Scrutiny committee on 31st January 2017 and included presentations from the GLA and Client Earth, an environmental protection organisation. Initial ideas of the options available to local authorities for inclusion in their AQAPs were shared with the committee who were supportive of most of the draft proposals. Although the committee's conclusions and recommendations are still to be formally agreed they will be taken full account of as part of the consultation process and development of the final action plan.

3.8 The proposals that were presented to the Scrutiny committee and that are likely to feature as part of Croydon's draft AQAP are as follows:

- Reduce emissions from developments and buildings
- Review/update the supplementary planning document for air quality
- Raise public health awareness
- Reduce service deliveries and freight into Croydon during certain times
- Reduce emissions from our own fleet of vehicles and from contractors' vehicles
- Localised solutions such as planting more greenery.
- Engagement with businesses
- Cleaner transport

3.9 We cannot develop our plan in isolation though and we will need the active support and participation of residents, businesses and our partners if we are to succeed in improving air quality in our borough. We also want them to suggest ideas and ways in which they and we can tackle this problem. We therefore plan to kick off an extensive consultation exercise with local and regional stakeholders as well as seeking views from the businesses and the public. We will work closely with the GLA to formulate our final plan and to ensure that our proposals complement the Mayor's proposed actions. Building on our past excellent record, we will continue to lead the way in London and intend to become an exemplar borough, sharing our ideas and results across the city via the South London Cluster Group and pan-London meetings.

4. CONSULTATION

4.1 Our consultation will include a local Air Quality Summit and we will be inviting a range of experts to contribute to the event. Stakeholders will be invited, including:

- Greater London Authority
- Client Earth
- Chartered Institute of Environmental Health (CIEH)
- Healthy Schools
- Business groups (BIDs etc)
- Public health
- Transport Team
- Kings College – Environmental Research Group
- Clinical Commissioning Group (CCG)
- South London air quality cluster group members
- Local community groups
- Members of the public

4.2 Consultation on a draft Air Quality Action Plan should include:

- details of which pollutants the authority will be taking action on, and an indication of the pollutant emission source/s;
- what other local authorities are doing or will need to do to meet the action plan's objectives;
- the timescales for implementing each proposed measure and the emissions (and concentration, if possible) reductions expected by the end of the relevant review and assessment round (or by the specified date in the 2000 Regulations); and
- details of other individuals, bodies or agencies whose involvement is needed to meet the plan's objectives and what the authority is doing to encourage their co-operation.

4.3 In addition to the above the council proposes to engage with the public to garner their ideas on how we can best tackle this issue. Many of the ideas are likely to include the need for people to change their current behaviour so it is important that we understand how we can best support and achieve this.

4.4 Secretary of State guidance indicates that whilst Local authorities should decide the timescale for consultation the recommendation is that the consultation exercise should take place over an eight to twelve weeks period.

4.5 The final AQAP will be produced after discussion at the Air Quality Summit (date to be finalised) and formal consultation. The steps in this procedure are as follows:

1. Draft plan produced for discussion at the summit
2. Air quality summit – this will be attended by partners, stakeholders and members of the public
3. Final draft plan prepared including suggestions/ideas from the summit
4. Consultation for 8 – 12 weeks which includes sending the draft plan to the GLA, DEFRA and neighbouring boroughs as well as it being available to the public
5. Revision of plan if required, taking into consideration responses to the consultation
6. Return to Cabinet during autumn 2017 for the final plan to be approved
7. Implementation

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Revenue and Capital consequences of report recommendations

| | Current year | Medium Term Financial Strategy – 3 year forecast | | |
|---------------------------------------|------------------|--|------------------|------------------|
| | 2016/17 £'000 | 2017/18 £'000 | 2018/19 £'000 | 2019/20 £'000 |
| Revenue Budget available | | | | |
| Expenditure | 302 | 302 | 302 | 302 |
| Effect of decision from report | | | | |
| Expenditure | 0 | 0 | 0 | 0 |
| Remaining budget | <u>302</u> | <u>302</u> | <u>302</u> | <u>302</u> |
| Capital Budget available | | | | |
| Expenditure | 70 | 70 | 0 | 0 |
| Effect of decision from report | | | | |
| Expenditure | 0 | 0 | 0 | 0 |
| Remaining budget | <u>70</u> | <u>70</u> | <u>0</u> | <u>0</u> |

5.2 The effect of the decision

The revenue budget in the table above, relates to the staffing and supplies costs of the Air Quality team within Public Protection service.

Following the consultation results highlighted in section 4.1, additional funding will be sought. At this stage there is no impact on existing budgets and any additional work will not be undertaken until funding is secured.

TFL, through the LIP, has allocated £70k funding for both in 2016/17 and 2017/18 for air quality work. This funding covers an additional member of staff and air quality monitoring equipment.

5.3 Risks

There is a risk that if this report is not approved, there will be no funding secured to improve Air Quality, which will have financial consequences within the public health and social care budgets over a number of years.

5.4 Future savings/efficiencies

Although there are not expected to be future savings and efficiencies within the Air Quality teams revenue budget, improved air quality could result in efficiency savings in other council departments, for example public health, as a result of improved air quality and therefore the improved health of residents within the borough.

If all the funding requested for air quality is secured, it is estimated that an improvement (as an annual mean) in the levels of PM₁₀ of up to 4µg/m³ and in levels of NO₂ of up to 2 µg/m³ by the end of 2022.

(Approved by: Lisa Taylor, Director of Finance, Investment, and Risk, and Deputy S151 officer)

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

6.1 The Acting Solicitor to the Council comments that as this report is simply proposing a commencement of consultation on a draft plan as part of the statutory process of implementing an Air Quality Action Plan in line with the Council's obligations within the Council's Air Quality Management Area as detailed within the Consultation section. As such, provided the consultation requirements are adhered to, there are no direct legal consequences arising from the recommendations within this report.

6.2 (Approved for and on behalf of Jacqueline Harris-Baker Acting Council Solicitor and Acting Monitoring Officer)

7. HUMAN RESOURCES IMPACT

7.1 There are no immediate human resource impacts arising from the recommendations within this report.

7.2 Approved by: Jason Singh, Head of HR Employee Relations on behalf of the Director of HR.

8. EQUALITIES IMPACT

8.1 An equalities analysis has been carried out for the draft Air Quality Action Plan 2017 – 2022. Air quality is an important Public health issue in Croydon, it contributes to shortening the life expectancy of all Londoners and disproportionately impacts on the most vulnerable population, in particular the young and elderly. The aim of the plan is to put measures in place to improve the health and wellbeing of everyone living and working in Croydon.

8.2 The new plan will be consulted on with the following stakeholders: District Centres and Regeneration Team, Public health, Planning and Strategic Transport, Commissioning and Procurement Team, Healthy Schools, local community groups such as British Lung foundation, local residents, visitors, cycle forum, local businesses, developers and contractors. The council will be holding an Air Quality Summit and will be inviting representatives from these groups. Findings from this consultation will be used to inform the development of the Air Quality Action Plan. Any equality implications will be outlined in the Action Plan and assess the proposed actions to mitigate any negative impacts that have identified.

8.3 A close link has been shown between areas of high deprivation and pollution. Research has demonstrated that those living in more deprived areas are exposed to higher concentrations of air pollution, often because homes and residences of these groups are situated next to roads with higher

concentrations of emissions. Deprived communities suffer greater burdens from air-pollution-related death and sickness.

- 8.4 Studies also show that the greatest burden of air pollution usually falls on the most vulnerable in the population, in particular the young and elderly. Those particularly at risk include those with existing respiratory problems and chronic illnesses such as asthma and chronic obstructive pulmonary disease (COPD). There are approximately 690,000 asthma sufferers in London and 230,000 individuals suffering from COPD.
- 8.5 There is growing evidence showing that prenatal exposure to air pollution is associated with a number of adverse outcomes in pregnancy.
- 8.6 The main outcomes and benefits from the plan is making Croydon a secure and safer, cleaner and greener borough and make it a great place to work, learn and live. The actions are aimed at improving the environmental wellbeing of our residents and communities and to protect children and vulnerable people from harmful effects of air pollution. By tackling air quality this would contribute to increasing healthy life expectancy and reducing early death from cardio-respiratory diseases.
- 8.7 Improved air quality will have a beneficial effect on vulnerable groups with heart and lung disease. All the actions in the plan will have a positive impact on all residents, businesses and people coming to Croydon.

9. ENVIRONMENTAL IMPACT

- 9.1 Air quality Action Plans should include a quantification, where possible, of the improvement to air quality that each measure, proposed or implemented, is expected to have over time, with a clear date for meeting this target. However, in some cases it may be difficult to quantify the impact that certain measures have. For example, it is likely that it will not be possible to calculate the impact on concentrations of PM₁₀ and NO₂ that a permitting scheme to encourage low emission vehicles will have, but the definition of low emission vehicle that is used (relevant Euro standards, for example) and the number of permits issued will be useful information to include.

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 The recommendations within this report do not give rise to crime and disorder reduction impacts.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

As Croydon has declared an Air Quality Management Area there is a statutory requirement to submit an Air Quality Action Plan designed to improve the air quality within the area in accordance with statutory requirements and Secretary of State guidance. Once the plan is agreed the Council is required to undertake the actions identified within the plan.

12. OPTIONS CONSIDERED AND REJECTED

The only other option would be not to update the Air Quality Action Plan. It is a statutory requirement under the Environment Act 1995 for Local Authorities to submit an up to date Action Plan where they have, like Croydon has, declared an AQMA.

CONTACT OFFICER: Linda Johnson, Pollution team manager 0208726 6000 ext 61931.

BACKGROUND PAPERS: None

