

For General Release

REPORT TO:	CABINET 20 November 2017
SUBJECT:	New Air Quality Action Plan 2017-2022
LEAD OFFICER:	Shifa Mustafa, Executive Director - Place
CABINET MEMBER:	Councillor Stuart King Cabinet Member for Transport and Environment
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

- To secure a safer, cleaner and greener borough.
- To secure a good start in life for residents and children in the borough.
- To make Croydon a great place to work, learn and live.
- To improve the environmental wellbeing of our residents and communities
- To promote environmental sustainability.
- To protect children and vulnerable people from harmful effects of air pollution
- To contribute to increasing healthy life expectancy and reducing early death from cardio-respiratory diseases.

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 minimal direct financial impact on existing revenue budgets. Following the completion of the consultation on the draft Air Quality Action Plan 2017 – 2022, funding will be sought from a number of sources.

FORWARD PLAN KEY DECISION REFERENCE NO: 1717CAB. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Strategic Overview Committee by the requisite number of Councillors.

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 actions in the final draft Air Quality Action Plan 2017-2022 (AQAP) for purposes of consultation as set out in paragraph 4.1 and 4.2 and Appendix A
- 1.2 Note the further requirement for statutory consultation on the AQAP as detailed in paragraph 4
- 1.3 Delegate to the Executive Director of Place authority to undertake a consideration of the outcome of the statutory consultation and make a final determination in relation to the implementation of the AQAP, including any final amendments required to the AQAP consequent on the outcome of the consultation.

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) 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 now is perfect the time to produce and promote 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 Some of the proposed options will be delivered within existing budgets, however many of these options require new funding. Funding will be sought from a number of sources, see below:
 - Planning Section 106 Obligations (air quality, transport and public health)
 - Local Implementation Plan (transport related measures)

- Mayor's Air Quality Fund (MAQS) (next round of funding is 2018).
- DEFRA air quality grant.
- Growth Zone
- Public Health funding

2.5 We have already secured funding from section 106 agreements, with up to £200,000 identified for air pollution measures detailed in the action plan. We have also secured funding from the growth zone to manage the Town Centre logistics project arising from the redevelopment works. DEFRA will be announcing their air quality grant scheme for 2018 soon and there is a strong focus on partnership working so we will consider joint projects with other members of the South London air quality cluster group.

3. AIR QUALITY ACTION PLAN 2017-2022

3.1 It has been estimated that 9,400 deaths occur each year due to illnesses caused by long-term exposure to air pollution. A recent study has shown that there are 448 schools in London that are located in areas exceeding legal air quality levels, this includes three schools in Croydon.

3.2 A major reason for the non-compliance is the failure of diesel emission controls in real-world driving and an increase in the number of diesel vehicles on our roads. Diesel engines contribute to air pollution through the production of Particulate Matter and nitrogen dioxide.

3.3 A recent High Court ruling found that the Government has broken the law by failing to tackle illegal levels of nitrogen dioxide (NO₂) air pollution as quickly as possible. The ruling means that the Government's existing plan for improving air quality will be quashed. Instead, ministers will have to put in place, as quickly as possible, new measures to remove illegal levels of NO₂ air pollution.

3.4 Officers and the Cabinet Member for Transport and the Environment attended the Streets, Environment and Homes Scrutiny Sub-Committee on 31 January. The meeting was also attended by representatives from the GLA and Client Earth, both of whom presented information, answered questions and contributed to discussions. Suggestions from this meeting were then incorporated into the draft action plan.

Air Pollution in Croydon

3.5 As part of the Air Quality Review and Assessment Process all Local Authorities in the UK are required to produce periodic Updating and Screening Assessment (USA) reports of air quality in their area. The latest assessment undertaken by Croydon, [<http://lovecleanair.org/local-air/local-reporting/croydon-2/#>] concluded that both the annual and hourly average nitrogen dioxide (NO₂) concentrations will be exceeded around the busiest road junctions within the Borough.

3.6 The monitoring shows that the nitrogen dioxide annual mean air quality objective of 40µg/m³ are not met at busy roadside sites and there is no significant downward trends of nitrogen dioxide levels, which have remained

fairly level over a number of years.

- 3.7 The whole of the borough has been designated as an Air Quality Management Area due to nitrogen dioxide and therefore we have a statutory duty to produce an Air Quality Action Plan. The action plan sets out what the authority intends to do in pursuit of the air quality objective(s).

Health Impacts

- 3.8 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. In 2015 Kings College London produced a report 'Understanding the Health Impacts of Air Pollution in London'. This study shows that in 2010 there was the equivalent of up to 9,400 deaths across London associated with exposure to nitrogen dioxide (NO₂) and particulate matter (PM_{2.5}). The main source of these pollutants are from road transport and energy production in the borough therefore the actions included in the air quality action plan are aimed at reducing emissions from these sources by encouraging the use of cleaner vehicles and encourage modal shift, moving people to use public transport and walk and cycle more. Tackling air quality would contribute to increasing healthy life expectancy and reducing early death from cardio-respiratory diseases.
- 3.9 Studies 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)
- 3.10 In response to the current air quality problems in London the Mayor Sadiq Khan has launched plans for the toughest crackdown on the most polluting vehicles by any major city around the world. This includes implementing a £10 Emissions Surcharge (dubbed the 'T-charge') on the most polluting vehicles entering central London from October 2017 and introducing the central London Ultra-Low Emission Zone one year earlier in April 2019.

Proposed Actions

- 3.11 The aim of the new Air Quality Action Plan is to have a more integrated approach to include Transport and Public Health measures. Some of the actions will be building on existing successful actions and some are new. The most important actions considered are detailed below:
- **Revise Supplementary Planning Document** - to include new policies such as:
 - incorporate green infrastructure into policy for all new schools located adjacent to busy roads to require the installation of green screens;
 - incorporate green infrastructure at all new major developments;
 - incorporate requirement for construction sites to utilise new technology for diesel generators – such as hybrid power solutions which delivers both significant cost savings, cuts air pollution and are quieter.
 - **Smoke Control Zones** - ensure that Smoke Control Zones are appropriately identified and fully promoted and enforced. Only half the borough has been

designated a Smoke control zone and there is a need to consider the appropriateness of extending the area to the whole of the borough. Currently the only control for wood burning stoves in the south of the borough is under the Environmental Protection Act 1990 as a smoke nuisance. This legislation does not cover emissions of particulate matter. The proposed action is to consider the revision of the current smoke control order to cover the whole of the borough, subject to the necessary evidentiary basis and consultation requirements being complied with. This would require the installation of DEFRA exempted appliances (i.e. wood burning stoves) or to only use authorised fuels where an appliance is not exempted.

- **Installation of ultra low NO_x boilers** – to review procurement policy regarding replacing boilers in Council buildings, maintained schools and Council housing properties with ultra low NO_x boilers as part of a replacement programme.
- **Cleaner Air Champions** - This project delivers a comprehensive volunteer programme to help tackle air quality issues by empowering local people to raise awareness and understanding of problems around air quality in Croydon and promoting activities that people can undertake to help improve their local air quality. Proposed option is to support through funding to deliver a volunteer programme to tackle local air quality measures.
- **Idling vehicles** - Existing legislation (the Road Traffic Regulations 2002) provides all Councils powers to request drivers of vehicles which are idling unnecessarily to switch off their engines. If they refuse a £20 fixed penalty notice can be issued. Proposed option is to set up regular patrols to raise awareness at hotspot areas such as taxi ranks, schools and bus stands.
- **Air quality at schools** - promote sustainable travel to schools - working with schools to implement packages of measures to reduce pollution and minimise exposure. The proposed option is to seek long term funding to continue Clean air 4 Schools project; to target 5 schools each year; train Travel Plan champions at schools to promote sustainable travel and carryout idling vehicle checks; to encourage 80% of schools to sign up to the TfL STARS scheme by 2018/19.
- **Borough fleet actions** – the Council should show leadership and deliver cleaner fleet and hired fleet, and work towards a diesel free fleet. Proposed options:
 - To review procurement policies to consider including a requirement for suppliers with large fleets to have attained Fleet Operator Recognition Scheme (FORS) accreditation
 - To work towards a zero diesel fleet, by achieving:
 - All council fleet and hired fleet vehicles to meet Euro VI emission standards by 2019.
 - To require 25% of council fleet / hired fleet to be ultra low emission capable (i.e. electric, hybrid) by 2019
 - To require 75% of council fleet / hired fleet to be ultra low emission capable (i.e. electric, hybrid) by 2025.
- **Private Hirers' Vehicles** - Set up Ecostars project to encourage Private Hirers' Vehicles to be cleaner and greener by 2025 by encouraging diesel free vehicles.
- **Bonfires** – these have been identified as a contributing factor to emissions of smoke and other pollutants. Proposed option is to consider measures to reduce emissions by introducing time restrictions on bonfires subject to consultation requirements being complied with.
- **Green screens** - to install green screens at schools located along busy main

- roads.
- **Pocket parks** - encourage more pocket parks, play streets and provide more green infrastructure throughout the borough, with priority afforded to areas with poor air quality.

There are a total of 50 actions in the action plan, the above list sets out the most important actions that have been discussed. The actions have been allocated against a series of categories, listed below:

- Emissions from developments and buildings
- Planning policy
- Public health and awareness raising
- Delivery servicing and freight
- Borough fleet actions
- Localised solutions
- Engagement with businesses
- Cleaner transport

For full details of all the actions propose please see Appendix A: draft Air Quality Action Plan 2017-22.

ENGAGEMENT EXERCISE

- 4.1 The first phase was an initial engagement / consultation exercise to discuss with residents, stakeholders etc to develop the actions to be included in the plan, which included holding an Air Quality summit. We wanted the opportunity to allow residents and local businesses to have a say in the development of the action plan.

We held an Air Quality summit on the 26th June 2017, and invited local community groups, schools, members of the public, resident associations, cycle groups, internal stakeholders such as transport and public health and external stakeholders including the GLA and Client Earth to attend. Invites were also made using the council's webpage, on the plasma screens in BWH and in Access Croydon and via social media platforms. The summit included a brief presentation followed by informal discussion groups. We asked people who attended what they would like to see in our action plan and these comments were incorporated into the comments made following the air quality survey.

The air quality survey was developed on 'Get Involved' and was advertised on the plasma screens in the lift lobby and in Access Croydon, a link to the survey was placed on the council's website with regular tweets being distributed by the communications team, in addition press releases were issued. In addition we carried out an engagement exercise at Purley Festival, Surrey Street market and Croydon central library to encourage people to complete the survey.

The engagement exercise ran from 26th June 2017 to 21st August 2017. In total we achieved 599 responses, well in excess of the anticipated response rate. Overall the results from the engagement exercise indicated that 89% of respondents considered that air quality an important issue. A summary of the

results are provided below and the full results are available in the Appendix B.

Once the plan has been finalised we are required to undertake a further 8 week statutory consultation which will include the Secretary of State, the Environment Agency, Transport for London and the Mayor of London, all neighbouring local authorities, other public authorities as appropriate, bodies representing local business interests and other organisations as appropriate and residents.

Results of the Engagement Exercise

- 4.2 In total there were 599 responses to the engagement exercise, the results of which are set out in the table below:

Air Quality Engagement exercise results

How important do you think the issue of air quality is in Croydon?	Very important/important	89.3%
Development of supplementary guidance for developers to improve air quality	Strongly agree / agree	78.7%
Incorporation of green infrastructure (such as trees, plants, walls / screens into new developments	Strongly agree / agree	89.2%
Continued improvement of control of dust, smoke and emissions at construction sites	Strongly agree / agree	87.4%
How strongly do you agree or disagree that the smoke control zone should be extended across the whole of the borough	Strongly agree / agree	72.4%
Provide air pollution alerts	Strongly agree / agree	82.6%
Improve air quality awareness at schools	Strongly agree / agree	84.5%
Provide cleaner air champions that raise awareness of air quality in the community	Strongly agree / agree	68.5%
How strongly do you agree or disagree with the council taking measures to clean their own vehicle fleet and contractor fleet by setting tighter emission limits for new vehicles?	Very important / important	89.6%
Bonfires create substantial amounts of smoke and other pollutants. We are considering various options to control bonfires. Which of the following options do you think the council should choose?		
Ban between 6am and 8pm	Yes	55.4%
	No	34.0%
Complete ban	Yes	36.1%
	No	54.3%
Take no action	No	72.1%
How strongly do you agree with the council taking action on idling vehicles at hot spot locations such as schools, taxis and bus stands?	Strongly agree / agree	84.4%
How strongly do you agree or disagree with the council's proposals to make Croydon's streets healthier?	Strongly agree / agree	88.1%

Bonfires have been identified as a contributing factor to emissions of smoke and other pollutants. Three options were suggested regarding bonfires. These were: a total ban; a ban during specific timings (no bonfires between 6am and sunset, Sunset has been chosen as this is a set time each day therefore

making it easier for residents to know the times and easier to enforce). The other option was to do nothing. Fifty four percent of respondents did not support a total ban. 55% wanted the ban between 6am and sunset.72% said no to doing nothing. The Action Plan proposes to introduce a ban on bonfires between 6am and sunset. The effectiveness of the ban will be reviewed after two years.

There were a number of responses on the redesignation of smoke control zones, these are areas where the use of wood burning stoves / fireplaces are controlled under the Clean Air Act. Kings College London have undertaken a review of wood burning stoves. The study looked at London boroughs of Bexley, Ealing, Greenwich, Islington, Kensington & Chelsea and Westminster. The figures show that home stoves, used in 16% of households, produce up to a third of all the capital's fine-particle pollution and in some pollution episodes they can contribute to half the toxic emissions in some areas of London. The report indicated they are most popular in south-east England, where 16% of households have them, compared with 5% nationally. The Mayor of London Sadiq Khan has recently issued a request to the environment secretary to provide extra powers on this to improve air quality.

Following approval of the plan we will be reviewing the evidence available and undertaking an assessment into the impact of wood burning stoves on air pollution in Croydon and the potential health risks associated with the burning of wood. We would then consider whether any further measures might be appropriate.

In addition to the survey questions we asked for additional comments on the proposed actions, this was answered by 307 respondents. Some of the main issues have been summarised below.

There was a high proportion of respondents wanting some action around diesel vehicles asking for a ban or restriction on diesel vehicles in certain locations across the borough and at certain times of the day.

A number of respondents wanted to see an improvement in public transport and measures to infrastructure to encourage people to walk and cycle more. Many stated they would like to cycle but felt unsafe to do so.

Idling vehicles was highlighted as an issue at schools, bus stands and taxis ranks with 84% wanted more enforcement action taken around these hot spot areas. The council have recently set up a new project on idling vehicle awareness which is aimed at looking for air quality champions in the local community to carryout awareness raising at hotspot locations.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Cost benefit analysis

5.1 Revenue and Capital consequences of report recommendations

	Current year	Medium Term Financial Strategy – 3 year forecast		
	2016/17	2017/18	2018/19	2019/20
	£'000	£'000	£'000	£'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

At this stage there is no impact on existing budgets and any additional work will not be undertaken until funding is secured.

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

Transport for London through the LIP, has again allocated £70k funding for 2018/19, but it is unknown at this stage what LIP funding will be awarded onwards. This funding covers an additional member of staff and funding towards an air quality project for the Town Centre logistics work.

Following the consultation results highlighted in section 4.1, additional funding will be sought via section 106 funding, Community Infrastructure Levy (CILs), funding through external projects such as the Mayor's Air Quality Fund, DEFRA air quality fund, EU projects.

Any changes made to a ban or partial ban on bonfires and amendments to the smoke control zones may have financial implications however if approved as part of the AQAP then we would undertake a separate consultation on any proposed implementation.

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.

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

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

6.1 The Solicitor to the Council comments that once the final draft version of the AQAP is approved by Cabinet the formal statutory consultation of between four eight to twelve weeks is recommended to be held with relevant stakeholders including the Mayor of London, the Secretary of State; the Environment Agency; Transport for London (who will provide a joint response with the Mayor); all neighbouring boroughs and/or neighbouring district and county councils; other public authorities as the Council considers appropriate; and bodies representing local business interests and other persons/ organisations as considered appropriate – such as for example residents.

6.2 Approved for and on behalf of Jacqueline Harris-Baker, Director of Law, Council Solicitor and 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 Sue Moorman, 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 There is a close link 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 closer to roads with higher concentrations of emissions. Residents in the north of the borough are impacted by disproportionately high levels of deprivation and air pollution compared to residents in the south of the borough.

We will work in close partnership with Public Health to develop and implement appropriate actions that deliver benefits to vulnerable people in Croydon.

- 8.3 The engagement exercise included discussions 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 held an Air Quality Summit on 26th June 2017 and invited representatives from these groups.

An air quality survey was developed on 'Get Involved' and was advertised on the plasma screens in the lift lobby and in access Croydon, a link to the survey was placed on the council's website with regular tweets being distributed by the communications team, in addition press releases were issued.

The survey ran from 26th June 2017 to 21st August 2017. In total with responses to the survey and the various engagement activities we achieved 599 responses.

Findings from the engagement exercise have been incorporated into the draft 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.

- 8.4 The air quality survey also asked the respondents whether air pollution affected their health and also provide information whether they had Chronic Obstructive Pulmonary Disease (COPD), asthma or other heart and lung problems and how this affected their daily life. There were 190 responses the majority said they had breathing difficulties and that they were affected by air pollution many found that their symptoms were exacerbated by air pollution
- 8.5 The aim of the proposed change is to achieve better air quality for the borough and surrounding areas. In considering options and funding decisions care will be taken to ensure fairness, equality and compliance with our statutory duties under the Equality Act 2010.

Improved air quality will have a beneficial impact on people belonging to all protected groups.

The main outcomes and benefits from the proposed change is to make 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.

9. ENVIRONMENTAL IMPACT

- 9.1 Each individual project and intervention has been or will be subject to an environmental impact assessment as part of the statutory planning process.
- 9.2 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 (for example, 'x' per cent reduction in emissions from 2009 levels by 2011 in the air quality management area). 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.

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BACKGROUND PAPERS: Equality Analysis Form

Appendices to this report:

Appendix A: Draft Air Quality Action Plan 2017-22