

Report of: Executive Member for Environment & Transport

Executive	Date: 18 th October 2018	Ward(s): ALL
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SUBJECT: Health Impacts of Poor Air Quality – Executive Member’s response to the Health and Care Scrutiny Committee’s recommendations

1.	Synopsis
1.1	On 19 th April 2018, the Executive received a report from the Health and Care Scrutiny Committee regarding the health impacts of poor air quality. The Scrutiny Committee’s report sets out a number of recommendations directed towards a range of council Departments and services, as well as to external partners, reflecting the cross cutting nature of this public health issue. This report summarises the Executive’s response to these recommendations, and gives an overview of actions already being taken to address the Committee’s recommendations.
2.	Recommendations
2.1	To agree the Executive’s responses to the recommendations of the Health and Care Scrutiny Committee report into the health impacts of poor air quality, as set out in section 4 of this report.
3.	Background
3.1	In July 2017 the Health and Care Scrutiny Committee commissioned a review of the health impacts of poor air quality in the borough, and what further actions could be taken to tackle poor air quality and mitigate its detrimental effects on the health of residents.
3.2	The review ran from September 2017 until March 2018 and evidence was received from a variety of sources, including:- <ul style="list-style-type: none"> – Presentations from Council Officers in Public Health, Environment and Regeneration and from Islington Clinical Commissioning Group – Documentary evidence, including the findings of the Air Quality Review conducted in 2013, and the report on progress against the 2013 review’s recommendations (May 2014)

	<p>– Information from external expert witnesses (Dr Ian Mudway, Kings College London; Sam Longman, Transport for London, and Andrea Lee, Client Earth)</p>
3.3	<p>The Scrutiny Committee’s final report on the health impacts of poor air quality, received by the Executive in April 2018, contains eleven recommendations covering a range of topics, including general information provision and awareness raising, the coordination of action within the local authority, and some specific project proposals.</p> <p>http://democracy.islington.gov.uk/ieDecisionDetails.aspx?ID=858</p>
4.	Response to the recommendations
4.1	<p>Recommendation 1: Car transport - Roll out electric charging points as speedily as possible across the borough. Continue with the policy of increased parking charges for diesel vehicles. Implement a staged introduction of higher charges for higher polluting vehicles.</p> <p>Response: The Council is committed to expanding its network of electric vehicle charging points to encourage residents and businesses to switch to electric vehicles, along with the existing charging points. The Council has a target of installing 100 new charging points each year for the next four years. In collaboration with TfL, London Councils, and private network operators, the Council is continuing the rollout of various types of charging points such rapid chargers (~50kW approximately 20-30 minutes to charge), free standing chargers (~7kW approximately 4-5 hours to charge) and lamp column chargers (3kW – approximately 8 hours to charge).</p> <p>The Council is committed to maintaining the policy of differential parking charges for higher polluting vehicles. The Council will regularly consider the level of differential parking charges and look to increase the annual diesel surcharge where this will further reduce diesel vehicle use in the borough. This policy will disincentivise the use of higher polluting vehicles, support the Council’s objectives of improving air quality and protect residents from the health risks associated with diesel emissions.</p> <p>This recommendation has been approved.</p>
4.2	<p>Recommendation 2: Schools</p> <ol style="list-style-type: none"> a. Parking near schools: Implement a ‘zero tolerance’ approach to parking near schools for parents dropping off and picking up children from school, including abolishing the ‘10-minute grace’ informal rule currently applied, with the only exception being disabled/blue badge holders. b. Close roads near schools: At the beginning and end of the school day, as is currently being piloted in Hackney and Camden. c. Educate parents: Support schools to educate parents on the health benefits of walking and cycling to school. d. Air quality monitoring: Monitor air quality outside all schools (including PM2.5), and use results to leverage Local Safety Scheme funding from TFL, and to support applications for physical environmental improvements. <p>Response:</p> <p>Parking near Schools The council works with Islington schools to implement a range of programmes to educate parents, pupils and schools regarding school travel and parking near schools, including measures to close roads outside schools.</p> <p>Grace Period The 10-minute grace period is not an informal rule. The Civil Enforcement of Parking Contraventions (England) General (Amendment) Regulations 2015 amended Regulation 4 of The Civil Enforcement of Parking Contraventions (England) General Regulations 2007 introduced a 10-minute grace period</p>

prior to the imposition of a Penalty Charge Notice for a parking contravention where the vehicle is left in an on-street or off-street permitted parking place beyond the permitted parking period. The council therefore does not have the authority to abolish the 10-minute grace period, without a change to current legislation. The Executive Member for Environment and Transport will write to the Department for Transport to request the abolishment of the grace period.

Essentially the 10-minute grace period applies in parking bays in the following instances:

- at the start of controlled hours when the bay reverts from being uncontrolled to controlled
- upon expiry of a paid for session during controlled hours
- upon expiry of a permitted 'free' parking period during controlled hours (e.g. a maximum stay)

The 10-minute grace period does not apply in the following instances:

- anywhere outside of a parking bay, for example on yellow lines, loading bans, footway, when double parked etc.
- where a vehicle is parked in a permitted parking bay during controlled hours without permission, without a permit or without having made payment (beyond the first 10 minutes of control)

Close roads near schools

The council has announced its intention to implement school streets in the borough. The council is currently consulting on a programme to restrict access for motor vehicles to roads outside of schools during pick up and drop of times. Engagement work with the schools, parents and local stakeholders in relation to the first seven school streets will be consulted on during July and October 2018. Traffic surveys are also being undertaken to assess the baseline traffic volumes, prior to the scheme commencing, and will be repeated following implementation to understand the impact of these road closures. Long term funding is being secured in order to facilitate a borough wide rollout.

Educate parents

The council is working with Imperial College London to gather the views and experience of parents regarding various measures to improve air quality, including walking and cycling to school. The results of this project will be shared with schools and parents to help them consider ways in which they can further help improve air quality, as well as reduce the exposure of pupils to pollution. The council will also promote cycle training in schools and look to offer every school the opportunity to have a bikeability training course each academic year. The council is also looking into the feasibility of undertaking an air quality audit for every school on an annual basis, so that actions and resources are prioritised.

Air quality monitoring

The Council will monitor pollution outside every school in Islington. We will also look to model air quality outside schools and use this monitoring and modelling data to inform and target further pollution measurement inside playgrounds and classrooms. Currently the council relies on the GLA to model pollution around schools based on their proximity to the road network, so this new monitoring at each and every school will allow a much more detailed and accurate picture of the levels of pollution affecting children across the borough.

This recommendation has been approved.

4.3 Recommendation 3: Through traffic - Council to investigate a borough-wide neighbourhood cellular zoning policy to both reduce rat-running and overall traffic volumes.

Response: The Council is looking at cellular zoning through the concept of Liveable Neighbourhoods, and is therefore committed to delivering Liveable Neighbourhoods across the borough, subject to the availability of external funding.

	<p>Liveable Neighbourhoods aim to rebalance the use of Islington’s streets away from private motor vehicles in favour of walking, cycling and public transport. Removing through traffic from residential areas is an important step in establishing Liveable Neighbourhoods.</p> <p>Liveable Neighbourhoods will be enjoyable. There will be no through traffic. Streets will be safe from road traffic danger. The air will be clean to breath. People will be physically active by walking cycling and using public transport.</p> <p>Each neighbourhood is different and would therefore would require its own approach to reducing through traffic, appropriate to its location.</p> <p>This recommendation has been approved.</p>
4.4	<p>Recommendation 4: Idling vehicles - Put up signs in zones where idling is a common problem asking people to switch off their engines. Investigate using Public Space Protection orders to give the Council greater powers to sanction engine idling, and also for the Council to enforce current legislation on engine idling more robustly. (See also recommendation 7 below).</p> <p>Response: Metal signs will be placed throughout the borough at hotspots and likely locations of idling. This will complement the lamp post sticker ‘reminder’ signs and the signs already outside schools in the borough.</p> <p>The council will conduct a review into the various different ways used by other local authorities, including Public Space Protection Orders (PSPOs), in order to effectively tackle engine idling. The Council will also deliver training to authorised officers to make sure that the council enforces current legislation on engine idling robustly.</p> <p>This recommendation has been approved.</p>
4.5	<p>Recommendation 5: Communications strategy</p> <ol style="list-style-type: none"> a. The Council to develop a communications strategy to inform and engage residents on the implications of poor air quality. b. Promote the use of mobile phone apps e.g. ‘Air text’ to advise residents of poor air quality days, and to assist those with respiratory problems. c. Promote the health benefits of active travel, walking, cycling, and the use of public transport. d. Educate residents about dangers of wood burning, open fires, and the impacts on air quality. e. Promote the issue of ‘less vehicles as well as less polluting vehicles’. <p>Response: The Council will develop a communications plan to inform and engage residents on the implications of poor air quality The council will take the committee’s recommendations and incorporate them into the new Air Quality Strategy and Transport Strategy that are due to be consulted on soon. Both of these Strategies will have accompanying communication plans. Officers from across the council will work together to combine relevant air quality and public health communications into a coherent Air Quality Communications Plan.</p> <p>This recommendation has been approved.</p>
4.6	<p>Recommendation 6: Officer Forum: Given that the work on air quality is often fragmented across different Council departments, establish an officer forum in order to more effectively coordinate the work on air quality and the establishment and implementation of new strategies, with Forum proposals being approved by the executive.</p> <p>Response: An Air Quality Action Board will be formed and chaired by a Director to coordinate work across the council on Air Quality. It will also have oversight of the Air Quality Communication Plan (Recommendation 5) as well as all other areas of work on Air Quality. This board will report regularly to the Executive Member for Environment and Transport.</p>

	<p>This recommendation has been approved.</p>
<p>4.7</p>	<p>Recommendation 7: Lobby the Government - Work with other London Boroughs and campaigning organisations to lobby Government to introduce a new Clean Air Act, to include car tax penalties for diesel engines, a scrappage scheme to support people to dispose of diesel vehicles, to make engine idling an immediate offence, and to standardise legislation to include Canals and Waterways.</p> <p>Response: The council will maximise the impact of the Council’s drive to improve air quality in Islington by lobbying national Government, using the Council’s own regulatory powers, and working closely with London Councils. The Council will continue to play a key role in partnership with London Councils, and in particular working with the Transport and Environment Committee (TEC) which provides a powerful and united voice for the Councils to effectively lobby both national Government and other regulatory authorities.</p> <p>London Councils TEC is a statutory joint committee that represents all 32 London boroughs and the City of London. Transport for London is also a member. London Councils acts as a catalyst for effective sharing among boroughs, including ideas, good practice, policies and new approaches. TEC is the main voice of the London boroughs on a wide range of issues relating to transport and the environment in London and works closely with the Local Government Association and with many private, voluntary and public sector bodies.</p> <p>The Council will also work through various officer forums such as the Association of Directors of Public Health (ADPH), London Environment Directors' Network (LEDNet), and the Association of London Environmental Health Managers (ALEHM).</p> <p>Where appropriate, the Council will work with and support key third sector partners to further the goal of improving Air Quality.</p> <p>The Council has responded to consultations from both the government and the Mayor of London for, amongst other things, a new Clean Air Act, Changes to Vehicle Excise Duty (VED) to reflect the damage caused by diesel vehicles, a vehicle renewal scheme to support people to dispose of diesel vehicles, changes to the law around engine idling to make enforcement easier and to change legislation around pollution from canal boats. Details of the consultation responses can be found on the council website [www.islington.gov.uk/airquality].</p> <p>This recommendation has been approved.</p>
<p>4.8</p>	<p>Recommendation 8: Mayor of London’s Clean Air Strategy: Support the Mayor’s strategy in order to improve air quality and to reduce traffic, and to urge the Mayor to support additional funding for schemes to improve air quality in Islington.</p> <p>Response: The Mayor of London has made tackling air pollution a priority. As Early as June 2016 the Mayor released a Clean Air Action Plan which has informed a raft of key projects such as the electrification of the bus network. In turn, air quality, and the policies and actions to tackle air pollution, became the key pillar of the new London Environment Strategy and it also strongly affects the key elements of the Mayors Transport Strategy. The council is highly supportive of these strategies as well as complementary Mayoral policies and strategies, such as the Healthy Streets approach, the London Plan, the Health Inequalities Strategy as well as policies on improving taxi’s and buses, all of which impact on air quality or have air quality improvements at their heart.</p> <p>The Council also strongly supports individual measures and the tough decisions that the Mayor has taken to improve Air Quality such as the Introduction of the Toxicity-Charge, the soon to be introduced Ultra Low Emission Zone (ULEZ), the future expansion of the ULEZ to cover the whole of Islington and the strengthening of the Low Emission Zone.</p>

The Council has responded to consultations from the mayor regarding these measures, details of which can be found on the council website [www.islington.gov.uk/airquality].

The council will continue to seek funding from the Mayor to improve air quality in Islington.

Current and recent projects for which the Mayor has provided funding, either via the GLA or TfL, towards the cost include:

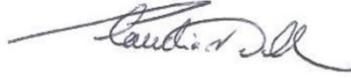
airText	We helped create this London-wide pollution alert system, to help the public prepare for high pollution. It provides alerts to vulnerable people, informing them of what action to take to be less exposed on high pollution days.
Car Free Day & National Clean Air Day	These events along with others such as walk to school and cycle to work weeks are used as promotional vehicles and to focus attention on air pollution and actions such as active travel options that reduce pollution. Events have included road closures lung function tests, pedal powered cinema, get to know your bike sessions, DrBike mechanics, police security marking, cycle demonstrations and route planning with Sustrans etc.
Anti-idling	A number of anti-idling events have been conducted across Islington. These events encourage drivers to turn off their engines when they are parked up to help improve local air pollution. We coordinate with other boroughs so that the impact is greater.
City Fringe ZEN	We are supporting over 1,000 businesses to improve local air quality, increase active travel and reduce energy and transport costs. Members have access to a range of free advice and services. This innovate scheme improves air quality and business efficiency across Islington, Hackney and Tower Hamlets. For Islington the area covered is Bunhill Ward.
City Fringe LEN	This project aims to deliver a superb urban environment, supporting residents and businesses to undertake sustainable travel, and address local air quality issues. One key area of work is in changing parking spaces into parklets to allow residents and workers to enjoy the locality whilst using pollution incepting planting to clean the air.
Ultra-Low Emission Vehicle (ULEV) Streets	Islington has closed roads to vehicles not classed as ultra-low emission at peak times on Tabernacle, Singer and Cowper Street as part of a nine-month trial starting September 2018. This is part of the City Fringe LEN initiative with Hackney and Tower Hamlets. This scheme will reduce air and noise pollution and make it easier, more enjoyable and safer to walk and cycle in these areas.
Archway ZEN	Following the success of the award-winning City Fringe ZEN we set up this project to help businesses in the Archway area improve their air quality.
Archway Business LEN	Working with business groups in Archway to improve signage to encourage more active travel journeys and to green the environment.
Clean Air Villages	A project in Archway and Old Street to working with businesses and communities to make deliveries and servicing more efficient through individual and collective action. This is being run in conjunction with Cross River Partnership and 4 other boroughs.
Vehicle Reduction	A new project operating in Archway, Angel and Old Street to deliver various measures to reduce vehicle movements. E.g. waste compactors, waste consolidation and electric cargo bike deliveries.
Air quality monitoring	The council conducts monitoring at locations across the borough. On top of the two main monitoring stations at Holloway Road and Gillespie Park there are over 130 NOx tubes including at every school in the borough.

	<table border="1"> <tr> <td>School Streets</td> <td>The council has instigated a programme of closing or restricting access to roads outside schools at pick up and drop off times – this is being rolled out across the borough.</td> </tr> <tr> <td>School Audits</td> <td>Following on from the Mayor of London funded audit of Prior Weston School and the implementation of the audit recommendations, the council is embarking on a project to deliver air quality audits at all schools in the borough.</td> </tr> </table>	School Streets	The council has instigated a programme of closing or restricting access to roads outside schools at pick up and drop off times – this is being rolled out across the borough.	School Audits	Following on from the Mayor of London funded audit of Prior Weston School and the implementation of the audit recommendations, the council is embarking on a project to deliver air quality audits at all schools in the borough.
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	This recommendation has been approved.				
4.9	<p>Recommendation 9: Whittington NHS Trust - Islington CCG and NHS Trusts should ensure that energy efficiency is considered and implemented, wherever possible, in all future proposals and strategies for the Whittington NHS Trust, and as already identified in their current Estates Strategy.</p> <p>Response: Islington Clinical Commissioning Group (CCG) does not own any properties. On the abolition of Primary Care Trusts (PCT), properties owned by Islington PCT were transferred to either Whittington Health or NHS Property Company. Other GP practices are privately owned or leased.</p> <p>Whittington Health owns the main hospital site and a number of health centres in Islington. The council will investigate the levers available, and use our influence with Whittington Health to ensure that energy efficiency is considered and implemented in the Trust's future estates proposals and strategies.</p> <p>Camden and Islington NHS Foundation Trust also owns buildings in Islington and the council will also work with this Trust to ensure that energy efficiency is considered and implemented in their future estates proposals and strategies.</p> <p>This recommendation has been approved.</p>				
4.10	<p>Recommendation 10: Health and Wellbeing Board policies: HWB to incorporate air quality considerations into its future policies, given the impact of poor air quality on health and the costs of the provision of services to deal with combating respiratory diseases.</p> <p>Response: Islington's Joint Health and Wellbeing Strategy (JHWS) 2017-2020 focuses on broad health and wellbeing priority areas, that reflect the population health issues and needs in the borough, their determinants and where there is opportunity to make an impact on outcomes and on inequalities in the short, medium and longer term. Whilst the current strategy does not include a specific focus on air quality, it does include a focus on increasing levels of physical activity in the borough, including through a shift towards more active forms of travel as part of preventing obesity, overweight and a range of long term conditions. The JHWS also references a number of other borough strategies that tackle a range of health determinants and risk factors, including the borough's transport strategy and Local Plan.</p> <p>The Council will work with partners on the Health and Wellbeing Board to make sure that air quality is considered when the JHWS is reviewed and refreshed, and when future actions are being formulated.</p> <p>This recommendation has been approved.</p>				
4.11	<p>Recommendation 11: Changes to the Parking Permit Surcharge: That the Executive Member's response report include consideration of applying a parking permit surcharge on SUVs because of their detrimental impact on the environment.</p> <p>Response: The Council will examine any additional impact that SUVs cause to the detrimental of the environment and will consider implementing a surcharge if any impacts are found.</p>				

	<p>The current permit and paid for parking policy places a surcharge on all vehicles, regardless of the type of vehicle. Resident permit holders are charged based on the emissions of the vehicle for plus a surcharge (£90) for diesel vehicles. Paid for parking (cashless) motorists are charged a diesel surcharge of £2 per hour when parking in short stay parking bays.</p> <p>This recommendation has been approved.</p>
5.	Implications
	Financial implications:
5.1	<p>Several recommendations suggest that tasks are undertaken that would require either procuring the services of an organisation or employing staff directly to undertake functions.</p> <p>It is not possible to precisely quantify the financial implications of these recommendations at this stage, although implementation will require officer capacity and some capital investment. Sources of potential capital investment will be explored, including external TfL and other funding sources.</p> <p>As many of these recommendations have a transport element they will be largely funded via the LIPs programme which will be going to Joint board in October 2018.</p>
	Legal Implications:
5.2	<p>The recommendations should be considered in the light of the council's general duty to take such steps as it considers appropriate for improving the health of the people in Islington (section 2B National Health Services Act 2006). Further, Part IV of the Environment Act 1995 requires local authorities in the UK to review air quality in their area and designate air quality management areas if improvements are necessary. Where an air quality management area is designated, local authorities are also required to work towards the Strategy's objectives prescribed in regulations for that purpose. An air quality action plan describing the pollution reduction measures must then be put in place. As required. Detailed legal advice and assistance will be provided on the implementation of the individual recommendations.</p>
	Environmental Implications
5.3	<p>Although there may be some environmental impact from works improve air quality (e.g. installing EV charge points), the works have a long-term positive environmental impact. Air quality improvements are very beneficial to the environment.</p>
	Resident Impact Assessment:
5.4	<p>The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.</p> <p>Where the proposals in this report may have equalities implications and other implications for residents. Resident Impact Assessments (including assessment of equalities implications) will be undertaken as part of the process of developing and implementing policies and actions arising from this report.</p> <p>However, an initial assessment suggests that there will not be any negative impacts on residents. Measures to increase air quality are most likely to have a beneficial effect on those who tend to be more economically disadvantaged or vulnerable.</p>

6.	Conclusion and reasons for recommendations
6.1	This report details the Executive's response to the recommendations of the Health and Care Scrutiny Committee report into the Health Impacts of Poor Air Quality.

Signed by:



9 October 2018

Executive Member for Environment & Transport Date

Appendices: None

Background papers: None

Report Author: Andrew Ford, Environmental Pollution Manger
Tel: 020 7527 2022
Email: andrew.ford@islington.gov.uk

Financial Implications Author: Steve Abbott
Tel: 020 7527 2369
Email: Steve.abbott@islington.gov.uk

Legal Implications Author: David Daniels
Tel: 020 7527 3277
Email: david.daniels@islington.gov.uk