



## London Borough of Hammersmith & Fulham

CABINET

8 APRIL 2013

### SUBMISSION OF A BID TO THE MAYOR OF LONDON'S AIR QUALITY FUND

**Report of the Cabinet Member for Transport & Technical Services : Councillor Victoria Brocklebank-Fowler**

Open Report

**Classification** - For Decision  
**Key Decision:** Yes

**Wards Affected:** All

**Accountable Executive Director:** Nigel Pallace - Executive Director, Transport & Technical Services

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## 1. EXECUTIVE SUMMARY

- 1.1. The GLA has launched a new source of funding to support air quality improvement projects across London. The Mayor's Air Quality Fund will provide a total of £6 million over the next 3 years for boroughs to bid for either individually or in partnership with each other.
- 1.2. The Council need to make a pledge at Cabinet level to take action on improving air quality in order for the GLA to make this funding available and consider council bids.
- 1.3. Any bids to the GLA fund will need to be match funded; it is proposed that this match funding come from other grant provided by Transport for London for the Local Implementation Plan.
- 1.4. Once approval at Cabinet level is granted to apply to the GLA for this funding, details of any bids to the GLA will be agreed in consultation with the Cabinet Member for Transport & Technical Services prior to any submission to the GLA.

- 1.5. This is brought to Cabinet with short notice due to the GLA providing only 10 weeks between the bidding guidance and pro forma being released and the bid submission deadline of 12 April 2013.

## **2. RECOMMENDATIONS**

- 2.1. To pledge to take action on improving air quality in the borough, thus enabling the Council to access the Mayor of London's Air Quality Fund, including the Leader signing up to the Exemplar Borough qualifying criteria as set out in Appendix 1.
- 2.2. That approval be given to the submission of an application to the GLA to fund local air quality improvement measures, including joint bids with other partners such as neighbouring boroughs, subject to joint funding
- 2.3. That any bid made by the Council, which will be capped at a total of no more than £500,000, be approved by the Cabinet Member for Transport and Technical Services prior to submission to the GLA.

## **3. REASONS FOR DECISION**

- 3.1. The reason for the recommendations is to access a substantial new source of funding for air quality improvements.
- 3.2. At the time of writing, internal and external discussions are ongoing in terms of preparing suitable projects. The recommendations will therefore, ensure Member control of this process, by requiring the detailed project proposals be submitted to the Cabinet Member for Transport and Technical Services for approval before final submission of the Air Quality Fund application to the GLA on 12 April.

## **4. INTRODUCTION AND BACKGROUND**

- 4.1. The Council has a statutory duty to manage local air quality, as required by the Environment Act 1995. As part of these duties, the whole of the borough was designated as an Air Quality Management Area in 2000 for 2 pollutants – Nitrogen Dioxide (NO<sub>2</sub>) and Particulate Matter (PM<sub>10</sub>). An Air Quality Action Plan was developed and measures have been implemented since then with the aim of reducing emissions and improving local air quality. Measures have also been implemented in other boroughs and at national and London-wide level to try to cut emissions.
- 4.2. The public health outcomes framework indicator for air quality in 2010 shows that in the London Borough of Hammersmith and Fulham the all-cause adult mortality attributable to long-term exposure to current anthropogenic particulates air pollution was 7.9%; higher than the average for England. There has been some progress in reducing local emissions,

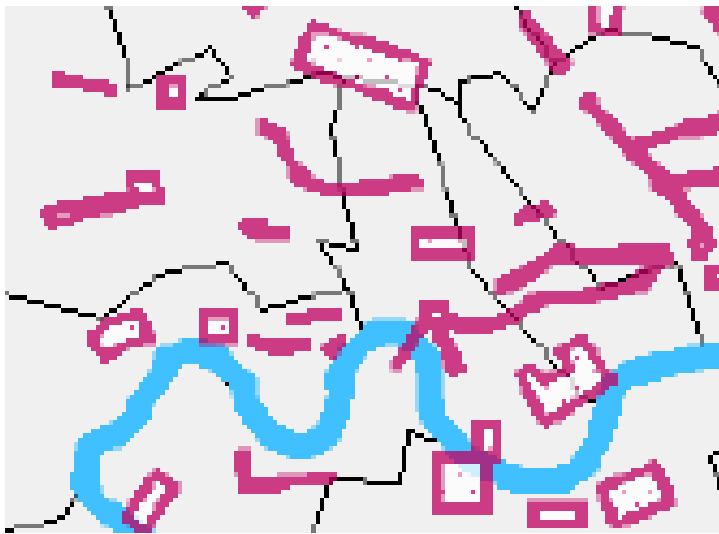
but exceedences of EU legislation and the Governments air quality objectives continue.

### **The Mayor's Air Quality Fund**

- 4.3. In order to help Boroughs fund further local air quality improvement schemes in their areas, the GLA has recently launched a new air quality funding programme – the Mayor's Air Quality Fund. This provides a total of £6 million (over 3 years) for boroughs to bid for. An additional £20 million will be made available following the end of this initial funding round.
- 4.4. Boroughs are limited to submitting 1 individual bid, but there is no limit to the number of joint bids that can be made in partnership with other Boroughs or organisations. Borough bids are limited to a maximum level of £400,000 of funding over 3 years, but higher amounts can be made available to partnership bids as no maximum bid level has been set.
- 4.5. To qualify for funding support, projects must be based in designated 'Air Quality Focus Areas' (AQFAs), as identified by GLA air quality models. In total, there are 187 AQFAs in London, with 5 located in H&F, as shown in Map 1.
- 4.6. The AQFAs have been identified as the locations across London where GLA air quality models show that the highest levels of NO<sub>2</sub> are found, resulting in breaches of the national air quality objectives. The levels of human exposure have also been taken into account in identifying these areas as priorities for further action.
- 4.7. The Council monitors NO<sub>2</sub> in 4 of the GLA designated AQFAs - at Hammersmith Broadway, Fulham Broadway, Shepherds Bush Green and the Westway. In 2012, all of these sites breached the annual mean NO<sub>2</sub> limits with concentrations ranging from 70 to 90 µg/m<sup>3</sup> compared to the 40 µg/m<sup>3</sup> target which confirms the GLA models.
- 4.8. The Council monitoring station at Shepherds Bush Green has measured PM<sub>10</sub> exceeding the EU limit of no more than 35 days in a year when concentration are 50 µg/m<sup>3</sup> or higher. The station is the 3<sup>rd</sup> in London to breach this objective, which was supposed to be met across the UK by July 2011.
- 4.9. It is clear that additional measures are required at all levels – local, regional and national – in order to reduce emissions sufficiently to meet the NO<sub>2</sub> and PM<sub>10</sub> objectives in H&F and other parts of London. The Air Quality Fund provides an opportunity to fund the required measures.

### **Map 1 showing the Air Quality Focus Areas in H&F**

(Officers apologise for the poor resolution which is due to the scale of the original London-wide map provided by the GLA)



**Map Key: Lines and polygons show the extent of the AQFAs identified at and near the borough**

## **5. ISSUES AND PROPOSAL**

- 5.1 There are 2 key issues that drive the continuing need to take action on air quality issues: Firstly, air pollution is known to have detrimental health impacts and affect people's quality of life, particularly where the Government's objectives are breached, as is the case in parts of H&F. This is relevant because one of the Council's key priorities is to create a healthier borough and better environment for residents.
- 5.2 Also, if air quality objective targets continue to be breached, there is a possibility that the EU will issue fines to the UK Government. The Localism Act 2011 allows the Government to pass on fines for air quality breaches to local authorities. If this were to happen, the Council would be in a stronger position to defend itself against potential fines if it can demonstrate that it has continued to implement projects aimed at reducing local emissions.
- 5.3 In order to access the funds available, the GLA has stipulated that Councils must make a Cabinet level pledge to take significant action to improve local air quality. This requires signing up to a set of qualifying criteria as outlined in Appendix 1. The Council currently meets these criteria through normal business.
- 5.4 The GLA also requires bids to the Air Quality Fund to be match funded. Identified sources of funds include the LIP (Local Implementation Plan), s106, Defra, GLA and possibly the EU. LIP funding is considered to be the easiest and most appropriate way of match funding projects developed for the Air Quality Fund due to the direct links between transport measures and improving air quality. There is some unallocated funding in the LIP budget (£123,000) which could be used to match fund the 1<sup>st</sup> year of the

bid (2013/14). Similar levels of funding could potentially be made available for 2014/15 and 2015/16.

- 5.5 Where possible, bids will endeavour to secure additional funding that can support existing LIP or other on-going council projects. For example, where possible, green infrastructure projects will be sought for areas where the council is currently intending to make improvements and will seek to offset existing maintenance costs with this Fund.
- 5.6 Officers have clarified with GLA that up to 10% of any grant awarded to the borough to implement projects can be used to cover officer costs in managing new projects. This is in line with the approach taken for funding and management of LIP funded projects.
- 5.7 It is proposed that that the Council should take advantage of the additional funding that is being made available for the next 3 years and approve the submission of a bid to the Air Quality Fund to help extend its activities in relation to improving local air quality.

## **6. POSSIBLE PROJECTS**

- 6.1 Early discussions indicate that boroughs in west and central London will be bidding for funding and are keen to work together on joint bids. At the time of writing, full details of potential schemes and expected costs are still being developed.
- 6.2 The GLA has provided guidance on the sorts of projects that boroughs are encouraged to submit proposals for. In brief, these include the following:
- Green infrastructure such as green walls/screens and "pocket parks"
  - Health campaign - e.g. with GP practices to promote walking/cycling
  - Optimise traffic signals and reduce emissions
  - Freight related measures - encourage more sustainable modes, retiming deliveries out of peak hours, improving routing efficiency, use of low emission vehicles
  - Use of dust suppressants to keep PM10 levels down
  - Enable car clubs to operate
  - Way finding strategy - promote key walking routes
  - School campaigns - expand current work to incorporate more local AQ issues
- 6.2 Many of these activities are already implemented to some degree in H&F, often as part of the Council's work on implementing the Transport Plan (LIP). However, the new Air Quality fund provides the opportunity to significantly expand or extend projects which will help the Council make progress on meeting the air quality objectives in the borough.

## **7. CONSULTATION**

- 7.1. External consultations have been undertaken with the GLA and TfL in relation to the details of the funding on offer and the qualifying criteria. Discussions have also been carried out with officers from neighbouring boroughs on the potential to work on joint projects.

## **8. EQUALITY IMPLICATIONS**

- 8.1. The borough's Joint Strategic Needs Assessment recognises that local environmental factors such as air quality can cause detrimental health impacts. Air quality potentially affects everyone, but some groups such as children and the elderly are more susceptible to health effects as a result of poor air quality. People with serious medical conditions associated with the cardiovascular or respiratory systems can also be more susceptible.
- 8.2. The public health outcomes framework indicator for air quality in 2010 shows that in the London Borough of Hammersmith and Fulham the fraction of all-cause adult mortality attributable to long-term exposure to current anthropogenic particulates air pollution was 7.9%; higher than the average in England. The implementation of additional air quality improvement measures therefore has the scope to significantly benefit everyone but particularly people in susceptible groups.

## **9. LEGAL IMPLICATIONS**

- 9.1. The Council is under a statutory duty as explained in paragraph 4.1 of the report. The draft proposals identified in paragraph 6.1 relating to the use of the highway fall within the Council's powers under the Highways Act 1980 and the Road Traffic Regulation Act 1984 and the more general schemes fall within the Council's powers under the Localism Act 2011."
- 9.2. Implications completed by: Alex Russell, Environmental Services Lawyer, 020 8753 2771.

## **10. FINANCIAL AND RESOURCES IMPLICATIONS**

- 10.1. The GLA has made £6 million available to boroughs for the next 3 years to help fund air quality projects across London. A maximum of £400,000 is available over this period to the Council if it makes an individual bid for funds, but joint bids with other Councils can attract more funding. At present, detailed bids are being developed for submission to the GLA. The match funding that is required for the bid can be sourced from the Council's Local Implementation Plan (LIP)<sup>1</sup> budget. For 2013/14 there is an unallocated budget- as part of the LIP funding programme- of £123,000 identified as streetscape improvements. This amount has been set aside

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<sup>1</sup> This budget is funded, through a mixture of capital and revenue grants, by Transport for London for integrated transport projects.

to fund projects that promote a high quality and decluttered urban realm. It is expected that part, or all of this budget would be used to cover any match funding requirements. It is expected that a similar amount would be available for match funding purposes in 14/15 and 15/16. Should the bid be successful appropriate adjustments will need to be made to capital and revenue estimates.

- 10.2. Implications completed by: Gary Hannaway, Head of Finance (Environment), 020 8753 6071.

## 11. RISK MANAGEMENT

11.1. There are no direct implications with the report proposals. Indirect implications relate to meeting the objectives as set in the qualifying criteria (detailed in Appendix 1). Risks associated with these would be managed within the T&TS project management arrangements.

- 11.2. Implications completed by: Mike Sloniowski, Head of Risk Management, 020 8753 2587.

## 12. PROCUREMENT AND IT STRATEGY IMPLICATIONS

12.1. The report sets out the principles to be adopted if the Council receives funding. Currently, there are no procurement related issues contained in the report. The Corporate Procurement Team will provide advice and guidance as and when the projects are developed.

- 12.2. Implications completed by: Alan Parry, Procurement Consultant, 0208 753 2581.

### LOCAL GOVERNMENT ACT 2000

#### LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	Air Quality Fund Bidding Guidance (published)	Paul Baker	TTS Dept, 5 <sup>th</sup> Floor ,HTHX

#### LIST OF APPENDICES:

**Appendix 1 – Exemplar Borough Qualifying Criteria**

# Appendix 1 – Exemplar Borough Qualifying Criteria

## Exemplar Borough qualifying criteria

### **Cleaner Air Boroughs**

#### Criteria

To access funding from the new Mayor's Air Quality Fund, boroughs are asked to commit to make progress against each of the following criteria. Those that demonstrate significant improvement towards or achievement of the criteria will then be designated a "Cleaner Air Borough". The first Cleaner Air Boroughs will be announced in January 2014.

#### **1. Political leadership**

- To become a Cleaner Air for London Borough the authority will have to pledge (at cabinet level) to take significant action to improve local air quality and sign up to specific delivery targets.
- This includes having an up-to-date air quality action plan, fully incorporated into LIP funding and core strategies.

#### **2. Taking action**

*Examples include:*

- Taking decisive action to address air pollution, especially where human exposure and vulnerability (e.g. schools, older people, hospitals etc) is highest.
- Developing plans for business engagement (including optimising deliveries and supply chain), retrofitting public buildings using the RE:FIT framework, integrating no engine idling awareness raising into the work of civil enforcement officers, etc.
- Integrate transport and air quality, including by improving traffic flows on borough roads to reduce stop/start conditions
- Making additional resources available to improve local air quality, including by pooling it's collective resources (s106 funding, LIPs, parking revenue, etc).

#### **3. Leading by example**

*Examples include:*

- Investing sufficient resources to complement and drive action from others
- Maintaining an appropriate monitoring network so that air quality impacts within the borough can be properly understood
- Reducing emissions from council operations, including from buildings, vehicles and all activities.
- Adopting a procurement code which reduces emissions from its own and its suppliers activities, including from buildings and vehicles operated by and on their behalf (e.g. rubbish trucks).

#### **4. Using the planning system**

*Examples include:*

- Fully implementing the Mayor's policies relating to air quality neutral, combined heat and power and biomass.
- Collecting s106 from new developments to ensure air quality neutral development
- Additional enforcement of construction and demolition guidance, with regular checks on medium and high risk building sites.

#### **5. Integrating air quality into the public health system**

*Examples include:*

- Including air quality in the borough's Health and Wellbeing Strategy, including measures to promote adaptation amongst vulnerable groups.

#### **6. Informing the public**

*Examples include:*

- Ensuring consistency of branding by using the "Cleaner Air for London" marque.
- Raising awareness about air quality through the active promotion of airTEXT.
- Building a network of air quality champions in schools, businesses, public sector and social housing linked to the Mayor's programme.