

GREATER LONDON AUTHORITY

REQUEST FOR MAYORAL DECISION – MD2714

Title: Additional air quality programme activity (2020/21)

Executive Summary:

The Mayor has identified improving air quality as one of his key priorities given its impact on public health and health inequality. A comprehensive plan to achieve (and go beyond) legal air quality standards as quickly and effectively as possible has been set out in the London Environment Strategy (LES), draft London Plan and in the Mayor's Transport Strategy (MTS). The Mayor also has a number of legal duties, including in relation to the fulfilment by the London boroughs of their local air quality management (LAQM) functions.

Most of the activity and expenditure related to the air quality programme is authorised by project-specific Mayoral decisions. This decision invites the Mayor to approve the funding needed to deliver supporting elements (e.g. supporting schools, research, modelling and evaluation) of the air quality work programme in financial year 2020/21 as well as to undertake preparations for the expansion of the Ultra Low Emission Zone (ULEZ) in October 2021 and support work relating to delivering a Green Recovery in line with the London Recovery Board's missions. It approves expenditure of £260,000 in 2020/21. This will take total approved expenditure on air quality in the year to £692,000, from a budget of £740,000 with the remaining covering staffing costs.

Decision:

That the Mayor approves:

Expenditure of £260,000 to deliver the following supporting activities for the air quality programme:

- additional action to improve air quality at schools, nurseries and other sensitive sites (£70,000);
- evaluation, monitoring and research programme (£150,000); and
- London Atmospheric Emissions Inventory (LAEI) / London Greenhouse Gas Emissions Inventory (LEGGI) Analysis Tool (£40,000).

Mayor of London

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Date:

30/11/20

PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

1. Introduction and background

- 1.1 The air quality team within the Environment Unit is required to undertake a range of activities as part of delivering on statutory functions and manifesto commitments as well as supporting the implementation of the statutory London Environment Strategy, London Plan and Mayor's Transport Strategy. The team also provide inventories of data that are used to deliver Mayoral priorities and evaluate Mayoral policies.
- 1.2 Improving air quality is a public health priority. Air pollution is estimated to contribute to thousands of premature deaths and chronic health conditions caused by long-term exposure. There is also strong scientific evidence of the acute health effects of short-term exposure to very high levels of pollution, like those experienced during an air pollution episode. It is essential that coordinated action is taken to reduce exposure, especially by the most vulnerable such as school children and the elderly, as well as to reduce health inequalities. There is also emerging evidence linking air pollution with an increased vulnerability to the most severe impacts of COVID-19.
- 1.3 The London Environment Strategy sets out the Mayor's strategy for improving London's air quality in detail as well as providing more information on the public health impacts of poor air quality.

2. Objectives and expected outcomes

- 2.1 This work programme will contribute to the London Environment Strategy objectives:
- Objective 4.1 – Support and empower London and its communities, particularly the most disadvantaged and those in priority locations, to reduce their exposure to poor air quality;
 - Objective 4.2 – Achieve legal compliance with UK and EU limits as soon as possible, including by mobilising action from London boroughs, Government and other partners; and
 - Objective 4.3 – Establish and achieve new, tighter air quality targets for a cleaner London by transitioning to a zero emission London by 2050, meeting World Health Organization health-based guidelines for air quality.
- 2.2 The table below sets out the main elements of the work programme, expected outputs, overall costs and expenditure related decisions for 2020/21.

Programme	Outputs	Expenditure
Taking additional action to improve air quality at schools, nurseries and other sensitive sites	Since 2016 the number of state primary and secondary schools in areas which exceed the legal limit has reduced by 97 per cent. However, our modelling indicates there are 34 educational establishments, including 14 state primary and secondary schools, which still exceed the legal limit. There are also a number of other schools which remain in polluted areas even though they may be legally compliant or are located on busy main roads meaning that students have to travel to and from school along polluted roads. To support these schools and other educational establishments and sensitive sites still located in areas exceeding legal limits a new London Schools Pollution	£70,000

	<p>Helpdesk is proposed incorporating dedicated expert support to enable these institutions to take action to reduce exposure to air pollution and emissions. A programme of workshops to be undertaken by the Helpdesk is also proposed. £70,000 is allocated for this purpose.</p> <p>Schools, and particularly those in areas exceeding legal limits for air pollution, are priority locations for the purposes of Objective 4.1 of the London Environment Strategy.</p> <p>The previous round of schools' air quality audits were highly successful in delivering tailored interventions to reduce the exposure of vulnerable school children to poor air quality, as well empowering the school, and the community of parents and teachers to take additional local action to further reduce their own exposure. The aim is to replicate this success with the remaining schools exposed to some of the worst air pollution in London.</p>	
Evaluation, monitoring and research programme	<p>To support the delivery of ULEZ expansion in October 2021, enhance our understanding of the impacts of Covid-19 in relation to air pollution and support a Green Recovery, an additional programme of evaluation, monitoring and research is proposed which will include the following:</p> <ul style="list-style-type: none"> • detailed investigation on the links between air pollution and Covid-19 outcomes in London; • mapping health risks from air pollution in London; • understanding how the Covid-19 recovery would or could impact air quality (including how recovery assumptions influence the next round of the London Atmospheric Emissions Inventory); and • an update to the previous asthma study to look at how diagnosis and hospitalisations for chronic disease (such as asthma) have changed since 2016. <p>As part of ongoing evaluation of the effectiveness of Mayoral policies, funding will also be allocated to enable an evaluation of the Schools and Nurseries Air Quality Audits Programme, including the impact of green infrastructure.</p> <p>Research work in this programme will be procured through the existing TfL Health Safety and Environment framework, which contains a number of specialist air quality,</p>	£150,000

	<p>health and multi-disciplinary consultancy firms and academic institutions capable of delivering the work to a high standard.</p> <p>Objective 4.2 of the London Environment Strategy requires that we mobilise action from London boroughs, Government and other partners to support the Mayor in achieving his aims to reduce pollution in London. A key part of mobilising these stakeholders is ensuring that we can demonstrate the success of both broad initiatives, like the ULEZ, and local programmes like the schools' air quality audits. Mapping the health risks from air pollution, establishing reductions in chronic air quality related disease and evaluating the audit programmes will all directly build the case for the success of past action to improve air quality and for why we need to do more.</p> <p>It is also important to ensure that our policies and programmes remain correctly targeted in the evolving context of the Coronavirus pandemic: the remaining two research areas will do exactly this, supporting wider delivery against London Environment Strategy Objectives 4.1, 4.2 and 4.3.</p>	
<p>London Atmospheric Emissions Inventory (LAEI) / London Greenhouse Gas Emissions Inventory (LEGGI) Analysis Tool</p>	<p>Currently the two key GLA emissions inventories (LAEI and LEGGI) are not fully aligned, and this needs to be resolved. The LEGGI and LAEI are compiled separately, report on different timelines and focus on different sources. In the past this has led to a misalignment in emissions totals. The aim of this work is to bring together the assumptions in the LAEI into a tool that will produce the outputs for the LEGGI, so they are better aligned going forward.</p> <p>To achieve this, it is proposed to allocate £40,000 for specialist consultancy support to develop a new analysis tool which will align the base data for both inventories, reducing future costs and allowing more agile scenario testing. The project will be jointly funded by the Air Quality and Climate Mitigation Team.</p> <p>Work in this programme will be procured through the existing TfL Health Safety and Environment framework, which contains a number of specialist and multi-disciplinary consultancy firms and academic institutions capable of delivering the work to a high standard.</p> <p>In order to achieve Objective 4.1 of the London Environment Strategy: a zero-emission city, it is</p>	<p>£40,000</p>

	<p>necessary to ensure that climate change and air quality policy and analysis is fully aligned.</p> <p>The two emissions inventories underpin the wider suite of analysis and policy development and the analysis tool will ensure that we are able to robustly ensure that scenarios for reducing pollutant emissions are beneficial for climate change emissions and vice versa.</p> <p>This programme is separate to the delivery of an updated LAEI, which has been agreed under MD2347.</p>	
TOTAL		£260,000

- 2.3 It should be noted that this is not an exhaustive list of activity being undertaken by the air quality team in FY20/21. Other air quality programme activity, including the continuation of the Breathe London low-cost sensor network, to address emissions from buildings through the planning system, air quality alerts, and action to reduce exposure at schools and nurseries, are addressed through other Mayoral Decisions.

3. Equality comments

- 3.1 The GLA and other public authorities must have due regard to the need to eliminate unlawful discrimination, harassment and victimisation as well as to the need to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not, under section 149 of the Equality Act 2010. This involves having due regard to the need to remove or minimise any disadvantage suffered by those who share a relevant protected characteristic; taking steps to meet the different needs of such people; and encouraging them to participate in public life or in any other activity where their participation is disproportionately low.
- 3.2 The protected characteristics and groups are: age, disability, gender reassignment, pregnancy and maternity, race, gender, religion or belief, sexual orientation and marriage/ civil partnership status. Compliance with the Equality Act may involve treating people with a protected characteristic more favourably than those without the characteristic. The duty must be exercised with an open mind and at the time a decision is taken in the exercise of the GLA's functions. Conscientious regard must be had that is appropriate in all of the circumstances.
- 3.3 In January 2019 the GLA published analysis on exposure to air pollution which shows not only that there are huge health impacts of pollution but that these fall disproportionately on the most vulnerable, people living in the most deprived areas and Black, Asian and Minority Ethnic communities. This means that improving air quality is fundamentally about tackling social injustice and health inequalities.
- 3.4 The report considered pollution exposure in London and how exposure varies by age, indicators of relative deprivation and ethnic group. It also looks at total exposure (broken down by borough) and exposure at schools. Through this research, City Hall sought to understand inequalities in access to clean air in London and consider how this will be improved by planned air pollution controls.
- 3.5 The research showed on average that people living in the most deprived 10 per cent of London are exposed to concentrations of NO₂ which are 25 per cent higher than the least deprived 10 per cent. However, exposure is not completely uniform and there are also some prosperous areas with very high levels of exposure, e.g. those living in the areas of Westminster City Council or the Royal Borough of Kensington and Chelsea.

- 3.6 In terms of ethnicity, research has found there are on average higher concentrations of NO₂ in areas that have higher percentage of non-white ethnic groups, with a particularly skewed distribution for the Black/African/Caribbean/Black British population.
- 3.7 The programme of work set out in this MD will benefit all Londoners, but due to the unequal impacts of pollution on the most vulnerable Londoners there is likely to be a positive effect in tackling social and health inequality of this programme of activity. Having a better understanding of air pollution will also create new opportunities to take targeted and effective action.

4. Other considerations

Key risks and issues

- 4.1 Delays in undertaking any of the activities listed above (due to not having budgets or contracts in place) are likely to lead to an interruption in service provision that may have a negative reputational impact on the Mayor. Mitigation: The timelines and expected costs for all activities have been reviewed. In addition, risk registers will be drawn up for individual projects (where appropriate) to identify and monitor risks. High value / high risk projects will be monitored through existing corporate reporting and lower value / lower value risks will be monitored through the Environment Unit's monitoring and review process.

Links to Mayoral strategies and priorities

- 4.2 In addition to the wider objectives listed at paragraph 2.1 the London Environment Strategy sets out the following commitments relating to schools and the London Atmospheric Emissions Inventory:

- **Proposal 4.1.1.b The Mayor will aim to do more to protect London's young and disadvantaged people by reducing their exposure to poor air quality, including at schools, nurseries, other educational establishments, care homes, and hospitals**

Reducing the exposure of young people to pollution is a priority because younger children are among the most vulnerable to its health impacts. Eight and nine year-olds living in cities with high levels of fumes from diesel cars have up to ten per cent less lung capacity than normal. More must be done to reduce exposure at schools – or on the school commute – wherever possible, and also at nurseries, colleges, universities, and other educational establishments.

- **Proposal 4.1.2.a The Mayor will produce and maintain the London Atmospheric Emissions Inventory (LAEI) to better understand pollution sources in London**

To tackle air pollution effectively, it is necessary to understand its sources. The Mayor will produce and maintain the LAEI. This will help us understand the key emissions sources and how they contribute to poor air quality, both now and projected into the future. It will be used to calculate health impacts, exposure and health inequalities.

Impact assessments and consultations

- 4.3 A comprehensive Integrated Impact Assessment was undertaken to support the London Environment Strategy (LES) which covered air quality. The Integrated Impact Assessment (IIA) found that the GLA had considered aspects for improving London's air quality based on four policy options. This was recognised in the LES IIA as the most effective approach for addressing human health impacts. The LES includes targets for some of the pollutants identified in the IIA recommendations.

Conflicts of interest

- 4.4 No conflicts of interest have been identified for any staff involved in the preparation of this form.

5. Financial comments

- 5.1 Mayoral approval is sought for the proposed expenditure of £260,000, supporting the delivery of the activities listed in section 2 of this decision. The cost of this programme of work will be funded from the Environment Programme budget for 2020-21, specifically via the Air Quality Programme budget (£240,000) and the Zero Carbon budget (£20,000), held within the Environment Unit. It should be noted that the consultancy services associated with this programme of activity will be procured under the Health & Safety Services and Environment Framework Agreement.

6. Legal comments

- 6.1 The Mayor has a wide range of specific legal functions (duties and powers) in connection with London's air quality including:
- The achievement of limit values for air pollutants through policies, proposals and other measures contained in the LES, London Plan and MTS under the Greater London Authority (GLA) Act 1999, including achieving limit value compliance as soon as possible by the most effective means;
 - Supervision of the London LAQM System under which the boroughs fulfil their local air quality management duties under the Environment Act 1995;
 - Undertaking other specific measures and activities for the improvement of air quality which promotes the economic development, environmental and social improvement of Greater London under section 30 of the GLA Act 1999.
- 6.2 The proposed activities and associated expenditure to deliver the supporting activities for the air quality programme as set out in section 2 of this form are consistent with the Mayor's functions.

7. Planned delivery approach and next steps

Activity	Timeline
Discussions with boroughs and schools	Underway
Discussion with potential project partners for educational establishment workshops	Underway
Developing specifications for evaluation, monitoring and research projects	Underway
Procurement of project partners	November - December 2020
London Schools Pollution Helpdesk to begin	January 2021
Projects complete and final reports prepared	March 2021

Appendices and supporting papers:

None.

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 - Deferral**Is the publication of Part 1 of this approval to be deferred? YES**

If YES, for what reason: To enable the Authority to achieve best value when procuring relevant external or consultancy support it is not proposed that this MD is published until all procurement activity is complete. This is expected to be done by February 2021.

Until what date: (a date is required if deferring): 28 February 2021

Part 2 - Sensitive information

Only the facts or advice that would be exempt from disclosure under FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form - NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to
confirm the
following (✓)

Drafting officer:

Stephen Inch has drafted this report in accordance with GLA procedures and confirms the following:

✓

Sponsoring Director:

Philip Graham has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

Shirley Rodrigues has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

Corporate Investment Board

This decision was agreed by the Corporate Investment Board on 23 November 2020.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature

D. Gene

Date

25 November 2020

CHIEF OF STAFF:

I am satisfied that this is an appropriate request to be submitted to the Mayor

Signature

D. Jellany

Date

23 November 2020