

GREATER LONDON AUTHORITY

REQUEST FOR MAYORAL DECISION – MD2096

Title: Programmes to reduce public exposure to air pollution

Executive Summary:

This MD seeks approval for air quality programme activities to be delivered by GLA officers which will help reduce public exposure to air pollution (especially by school children) and raise awareness about pollution episodes. It also seeks approval for a call-on contract to provide expert technical support for the air quality team.

Decision:

That the Mayor approves:

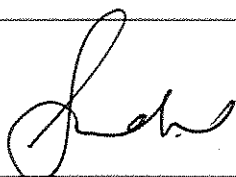
- The delivery of a Schools Air Quality Audits Project to be delivered by the GLA in partnership with Transport for London (TfL). The total cost of procuring consultants to carry out the audits will be £250,000, with funding to be received from TfL in 2016/17 and being carried forward to 2017/18.
- The delivery of a forecasting service (including a duty forecaster) to support the air quality alerts programme and related initiatives for four years (with a break clause each year). The total four year value of this contract is not expected to exceed £200,000.
- The delivery of a call-off technical support service providing modelling, planning advice and policy support for four years (with a break clause each year). The total four year value of this contract is not expected to exceed £500,000.

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:

31/4/17

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

Decision required – supporting report

1. Introduction and background

- 1.1 Improving air quality is a public health priority. Air pollution is contributing to over 9,000 premature deaths 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 amongst the most vulnerable such as school children and the elderly.
- 1.2 Since being elected the Mayor has already taken action to tackle pollution. He has also introduced a new system of air quality alerts to reduce exposure. These alerts warn Londoners during moderate, high and very high periods of air pollution, providing messages and information through social media, online and on TfL assets like bus countdown signs. The GLA currently obtains forecasts from the existing free services provided by airTEXT and King's College London. These are monitored by GLA staff, including on a voluntary basis on evenings and over the weekend. Given the growing expectation from Londoners for information on air quality the GLA requires a higher level of technical support and out of hours cover, including a Duty Forecaster, to ensure that the Mayor is issuing the right information in a timely fashion to Londoners on a consistent basis.
- 1.3 To tackle exposure specifically by primary school children, who are often the most vulnerable to the effects of air pollution, the Mayor has announced a new Schools Air Quality Audit Project. Under the new scheme, 50 primary schools will receive a detailed audit, carried out by an experienced transport and environment consultancy, which will review ways to lower emissions and reduce exposure of London's primary school children to NO₂ on their journey to and from school.
- 1.4 The Audits will identify the most effective local solutions to improve air quality and reduce exposure by understanding the travel behaviour of parents/carers, children, staff and other suppliers/services visiting the school and assessing the quality and accessibility of the physical environment surrounding the school. Examples of solutions could include running active travel promotion and 'no engine-idling' campaigns around the schools, installing green infrastructure, for example trees to 'shield' walking routes or more significant changes to road layouts. By engaging with the borough and school community, the audits will also increase awareness about local air pollution. The funding for this scheme is coming from TfL.
- 1.5 The Mayor wants to use the planning system to ensure that all new developments meet 'air quality neutral' standards and has asked officers to develop proposals for a new, stronger 'air quality positive' standard to build in reductions in emissions and exposure as part of the opportunity area planning framework process and for Housing Zones etc. These (and other) policies require expert technical support to design, implement and monitor. There are also an increasing number of major infrastructure schemes (Silvertown Crossing, Heathrow etc) which require specialist advice and input to inform GLA decision-making.
- 1.6 In May 2016 a new system of statutory London Local Air Quality Management was adopted. This new system puts in place a coherent London-wide structure for monitoring, reporting, and tackling air pollution at borough level. It reduces the administrative burden on London boroughs but required the GLA to provide a range of tools, data and other support.

2. Objectives and expected outcomes

2.1 Schools Air Quality Audit Programme

2.1.1 Objectives

- Help reduce exposure of primary schoolchildren to NO₂ on the journey to and from School in the 23 boroughs that contain at least one primary school over the EU limit for NO₂.
- Raise public awareness of the impacts of poor air quality on children's short and long term health and well-being.
- Engage school communities (children parents/carers/governors and ward councillors) in a programme that considers and adopts, as far as practicable, the recommendations of the audits.
- Engage the London boroughs and other relevant stakeholders through the provision of recommendations, guidance, support and best practice seek to influence Boroughs to adopt and implement measures that will reduce exposure to poor air quality for primary school aged children on the journey to school.

2.1.1 Expected outcomes

- The wider school community at all 50 audited schools are better educated, more informed and engaged on air quality in their local area. There is a greater understanding of the potential health risks of exposure to poor air quality and the best ways to reduce exposure to it as well reducing their own contribution to it.
- Participating Boroughs to have adopted and implemented the recommendations detailed in the audit reports.
- Opportunities provided to reduce levels of exposure to NO₂ for pupils on their journey to and from school at audited schools.
- Participating Boroughs and schools to have shared best practice with all boroughs and schools in London by producing best practice guidance, sharing their achievements via TfL's STARS programme and presenting at appropriate forums such as 'Pan London' Borough officer events and Urban Design London events etc.
- Boroughs and other relevant stakeholders to adopt and roll out the audit programme to additional schools/boroughs.

2.2 Forecast and duty forecaster service

2.2.1 Objectives

- Provide accurate and timely air pollution forecasts.
- Provide direct alerts to schools, hospitals and care homes across London.
- Provide information and advice to help organisations and individuals respond to high pollution incidents.
- Appointment of a duty external air quality forecasting expert to ensure timely information and support is provided to the Mayor, GLA/TfL officers and other public bodies, including ensuring consistency of public messaging from providers like King's College London, airTEXT and on the GLA's own website.

2.2.2 Outcomes

- Increased preparedness and resilience by Londoners, particularly of those most impacted by poor air quality
- Improved collaboration between statutory bodies to ensure joined up messaging particular to schools, hospitals and care homes.
- A more informed public as a result of the improved communication such as the airTEXT website.

2.3 Technical support call-on contract

2.3.1 Objectives

- Provide technical modelling, planning and policy support to the Air Quality Team
- Review technically complex planning applications to ensure that 'air quality neutral', and if appropriate 'air quality positive', are fully incorporated into the proposed development.
- Provide additional support as required in the design and development of Opportunity Area Planning Frameworks (OAPFs), Housing Zones etc.
- Provide specialist technical advice and input to manage and mitigate the potential air quality impacts of major infrastructure, such as Heathrow.
- Monitor implementation, effectiveness and resulting air quality benefits of policies like 'air quality positive' to inform the London Atmospheric Emissions Inventory and other reporting.
- Provide advice and support in relation to the execution of the Mayor's statutory London Local Air Quality Management duties.

2.3.2 Outcomes

- An ambitious and tested suite of policies to be included in the London Plan to improve air quality in the built environment.
- Developments which fulfil the air quality requirements set out in the London Plan, contributing to a reduction in emissions and reduced public exposure.
- A strategic approach to major infrastructure, OAPFs and Housing Zones ensuring signature mayoral developments maximise the opportunities to improve air quality.
- Successful execution and fulfilment of the Mayor's statutory London Local Air Quality Management duties.

3. Equality comments

- 3.1 The GLA has recently published an analysis on exposure to air pollution undertaken by Aether which shows that not only are there huge health impacts of pollution but the way these fall on the most vulnerable means that improving air quality is fundamentally about tackling social injustice.
- 3.2 The updated report considers pollution exposure in London in 2013 and considers how exposure varies by age, indicators of relative deprivation and ethnic groups in London. It also looks at total exposure (broken down by borough) and exposure at schools. Through the research described in this report, City Hall is seeking to understand inequalities in access to clean air in London and to consider how this will be improved by planned air pollution controls.
- 3.3 The research shows on average that the most deprived 10th of the population are exposed to concentrations of NO₂ which are 25 per cent higher than the least deprived 10th of the population. It is important to note that hidden within this you also have pockets of extreme wealth with very high levels of exposure, e.g. those living in Westminster or in Royal Borough of Kensington and Chelsea.
- 3.4 In terms of ethnicity, whereas there is a normal distribution of exposure for 'white' people, the pattern shows increasing exposure in areas that have higher percentage of non-white ethnic groups, with a particularly skewed distribution for the Black/African/Caribbean/Black British population. A greater proportion of mixed, black and other ethnic groups are exposed to levels of pollution that exceed the NO₂ limit value than their proportion of the total population.
- 3.5 For schools, in 2013, there were 802 educational institutions serving young people which exceeded legal NO₂ limits, of which 360 were primary schools and 78 were secondary schools. Note: In the previous study published in 2010 it was found that, there were 1777 primary schools in London of which 433 were in locations where average concentrations exceed the NO₂ EU limit value. Of these

433 primary schools, 82% were deprived schools. By contrast, of the 1344 primary schools that were not exposed to above EU limit values of NO₂, 39% were deprived.

- 3.6 The design of the policies 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.

4. Other considerations

	Risk description (cause, risk, event, potential impacts)	Prob abilit y (1- 5)	Impac t (1- 5)	RAG	Mitigation/risk response (state if the response is done or pending)	GLA Owner
1	For the Schools Air Quality Audits Project-delivery is delayed due to extended EU procurement process	4	3	R	Procurement expected to take around 6 months. Draft procurement specifications are being prepared alongside this document to expedite procurement subject to the MD being approved.	Annette Figueiredo
2	For the Schools Air Quality Audits Project expert contractors lack staffing to fulfil contract and/or are unwilling to carry out requested duties out-of-hours.	3	2	A	Contract can be split into 2-3 parts to be fulfilled by different providers. EU tender will be able draw expertise for a wide pool of candidates.	Annette Figueiredo
3	For multi-year projects risk of market uncertainty resulting in higher prices. Budget may be changed to reflect changing priorities.	3	2	G	Break clauses to be incorporated in to contracts to allow re-negotiation or switching to a cheaper provider.	Elliot Treharne
4	For the Schools Air Quality Audits Project and the Forecasting Project difficulty engaging with dispersed network of schools, hospitals and care homes	3	1	G	Existing networks to be used where possible. Officers to liaise with GLA Resilience team and Public Health England to identify.	Elliot / Treharne Annette Figueiredo

Impact assessment

- 4.1 In June 2016 the Mayor undertook a consultation with Londoners which explored the ideas included in this. Around 15,000 Londoners participated in the biggest response to a GLA Talk London consultation exercise. In particular, there was overwhelming support for providing the right information to Londoners to reduce exposure to pollution.
- 4.2 A comprehensive Integrated Impact Assessment is now being undertaken to support the London Environment Strategy which will cover air quality. This is expected to be published in Spring 2016. However, given the need to take urgent action to reduce exposure and protect public health it is proposed that delivery commences in parallel with the strategy and impact assessment process.

- 4.3 As a rough indication of the potential reach of the alerts, the numbers of schools, hospitals and care homes currently in London are as follows:
- 4.4 Maintained nursery, primary and secondary schools: 3,307 organisations; 1,246,539 pupils (GLA Datastore) Care homes: 754 care homes, c.22,500 residents (ONS 2011 census) Hospitals: 247 hospitals (UKMap).

Links to Mayoral Strategies

- 4.5 Tackling air pollution is one of the Mayor's top priorities and is covered in detail in the Mayor's manifesto. A City for all Londoners has started the process of translating the manifesto into the formal statutory strategies adopted by the Mayor. These include a commitment to providing enhanced information to Londoners, taking action to improve air quality in and around schools and using the planning system to improve air quality in the built environment.

5. Financial comments

- 5.1 Approval is being sought for expenditure of up to £700,000 to procure forecasting and technical support services for Air Quality Programmes.
- 5.2 The contract will be procured over four financial years from 2017-18 to 2018-19 with a break clause each year.

Projects	2017-18	2018-19	2019-20	2020-21	Total
	£	£	£	£	
Forecasting Service	50,000	50,000	50,000	50,000	200,000
Technical Support	125,000	125,000	125,000	125,000	500,000
	175,000	175,000	175,000	175,000	700,000

- 5.3 The proposed expenditure will be funded from the Air Quality budget in the relevant years.
- 5.4 In addition, this report is seeking the receipt of income from Transport for London totalling £250,000 to be carried forward to 2017-18 to fund the procurement of consultants for the Schools Air Quality Audits Project.

6. Legal comments

- 6.1 The Schools Air Quality Project, forecasting service and related technical work for which expenditure approval is sought facilitate the Mayor's responsibilities for air quality in London together with his role in London's Local Air Quality Management system and are authorised under section 30 and 34 of the GLA Act 1999.
- 6.2 Officers must ensure that the procurement activity is undertaken through the TfL Commercial team and that the applicable contract documentation is put in place and executed by the successful bidder(s) and the GLA before the commencement of the services.

7. Planned delivery approach and next steps

Activity	Timeline
Procurement of contract <ul style="list-style-type: none"> Schools Air Quality Project Forecast and duty forecaster service Technical support call-on contract 	<ul style="list-style-type: none"> April to September 2017 April to July 2017 (using existing TfL framework) April to July 2017 (using existing TfL framework)
Announcement	Audits have been announced, no further announcements planned.
Delivery Start Date <ul style="list-style-type: none"> Schools Air Quality Project Forecast and duty forecaster service Technical support call-on contract 	<ul style="list-style-type: none"> September 2017 July 2017 July 2017
Final evaluation start and finish	
Delivery End Date [for project proposals]	September 2018 (air quality audits) September 2021 (duty forecaster and technical expert support)
Final evaluation start and finish (self/external)	September - October 2018 (self-evaluation of air quality audits) September – December 2021 (external evaluation of duty forecaster and technical expert)
Project Closure:	December 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 (FOI Act) 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 approval 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:

Until all contracts are in place to ensure that the authority can secure best value for money in negotiations with potential suppliers.

Until what date: (a date is required if deferring) 30 September 2017

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be 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:

Elliot Treharne has drafted this report in accordance with GLA procedures and confirms the following:

✓

Sponsoring Director:

Fiona Fletcher-Smith 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 27 March 2017.

EXECUTIVE DIRECTOR, RESOURCES:

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

Signature

M. D. Allg

Date

27.3.17

CHIEF OF STAFF:

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

Signature

D. Bellamy

Date

29/3/2017