

My understanding is that an Air Quality Action Plan was published in 2007 and is in the process of being updated. Could the Council confirm the position and the progress that has been made in meeting the air quality limits for nitrogen dioxide?’

Could the Council also please comment on whether the Local Plan has considered the matters referred to in paragraph 002 of the Planning Practice Guidance on Air Quality and also whether it would be consistent with national policy as set out in paragraph 124 of the National Planning Policy Framework.

Progress on the Air Quality Action Plan

- 1.1 The Council’s Air Quality Action Plan (AQAP) (2007) is currently being updated and a draft document will be consulted on in Autumn 2017. It is expected that a final version will be adopted in early 2018. The AQAP has not met all of the national air quality limits for nitrogen dioxide (NO²) near busy main roads. This is largely because the majority of NO² emissions in the borough come from vehicles on major roads managed by Transport for London (TfL) and the Highways Agency (HA) where traffic flows must be maintained.
- 1.2 The target of reducing NO² emissions to an annual average of 40 ug^m³ (micrograms) as per the AQAP has not been met at specific borough locations from which data is collected. However, the emerging AQAP contains a number of more focused actions ranging from raising local awareness, enforcing air quality neutral policies, to encouraging schools to join a TfL accredited travel planning programme through the Mayor’s Air Quality Fund schools projects, and the creation of Low Emissions Neighbourhoods (LEN), with GLA match funding. It is also hoped that the Mayor of London’s forthcoming Ultra Low Emission Zone (ULEZ), which is to be extended to the north circular in the south west of the borough, will achieve NO² limit compliance in the coming years. The Council is lobbying to have the ULEZ extended throughout Redbridge, whilst reviewing and updating its own Air Quality Action Plan.
- 1.3 In terms of local transport projects, a series of improvements at the junction with the A406 (North Circular) on the Transport for London Roads Network and A118 (Romford Road) on the Strategic Road Network will be partly funded by the Mayor’s Air Quality Fund (MAQF) Low Emission Neighbourhood (LEN) which will contribute towards limiting NO²?. Furthermore, the Ilford Garden Junction initiative will create a green gateway for walking and cycling opportunities into Redbridge and Newham boroughs that removes barriers and enables regeneration opportunities in Little Ilford and Loxford. It involves upgrades to footways and crossing points; carriageway alterations to include lane width and lane number reductions; the introduction of a segregated two-way cycle route through the junction to improve safety; the introduction of green landscaping to include trees and shrubs on redundant land, and the creation of planted buffers between pedestrians and vehicles, among other alterations. The funding was announced on 19 July 2017 and the project will be delivered over the next three years. As a LEN funded scheme, this initiative responds directly to a key action

in the Air Quality Action Plan mentioned above, and which will lead to reducing emissions in the Ilford Garden Junction neighbourhood.

- 1.4 In response to the Client Earth case outcome, the government is about to publish a new National Air Quality Plan. It has been reported that the government has outlined its intention to set a 'national framework of clean air zones' which include steps local authorities need to take to set up clean air zones locally. Councils are also being offered 'direct financial support' to implement measures aimed at tackling air pollution, including a £255 million 'implementation fund', whilst £40 million will be made available "immediately" to support local authorities to take action 'in the shortest time possible'. This government initiative could help the Council tackle emissions in the borough directly and help reduce pollutants in areas with the poorest air quality where they have proven difficult to address.

Local Plan Policy and National Planning Policy and Guidance

- 2.1 Paragraph 002 in Planning Practice Guidance (PPG) states that in plan making it is important to take account of air quality management areas (AQMA) where there might be specific requirements or limitations on new development.
- 2.2 Supporting text of Policy LP24 Pollution, at page 93, paragraph 4.14.3 does consider that the local AQMA takes in the entire borough boundary, and that the Council has produced an Air Quality Action Plan (AQAP). The Local Plan also includes key requirements from the AQAP in Policy LP24 criteria, in relation to the need for development to be air quality neutral, and when proposals for development will be required to submit air quality assessments.
- 2.3 These requirements in the policy criteria relate to other parts of the AQAP strategy in relation to development proposals likely to create increased volumes of traffic (trip generation), identified areas of poor air quality, and demolition and construction phases of development. But Policy LP24 does not explicitly link requirements within its criteria to the AQAP, neither does the policy or supporting text state that the AQAP contains specific requirements and limitations for development likely to have an impact on air quality.
- 2.4 Paragraph 002 in the PPG also states that Local Plans 'may' need to consider
- *'the potential cumulative impact of a number of smaller developments on air quality as well as the effect of more substantial developments'*;
 - *'the impact of point sources of air pollution'*; and
 - *'ways in which new development would be appropriate in locations where air quality is or likely to be a concern'*
- 2.5 PPG further states that Local Plans could identify measures for offsetting the impact on air quality from new development, which could include supporting measures in an air quality action plan. Local Plan Policy LP24 and its supporting text does make reference to these issues but not explicitly, and again not in a manner that relates directly to the Council's AQAP.

- 2.6 Paragraph 124 in the National Planning Policy Framework (NPPF), states that planning policies should comply with and contribute to:

'...EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.'

- 2.7 These issues essentially reflect those highlighted in paragraph 002 of the PPG referred to above. With regard to compliance with and contribution towards EU and national objectives, the Local Plan, through Policy LP24, and as discussed above, does include local AQAP requirements, which in turn is compliant with national and EU objectives, including the UK Air Quality Strategy (AQS) (July 2007), which takes into account EU Directives that set limit values that member states are legally required to achieve.

Modifications to LP24 Pollution

- 3.1 In light of the above, and to ensure policy LP24 aligns with paragraph 124 of the NPPF and paragraph 002 of the PPG, the following modifications to policy LP24 and supporting text are proposed.

'4.14.3 Improving local air quality, mitigating the impact of development on air quality and reducing exposure to poor air quality is vital in safeguarding public health and the environment. The focus of Policy LP24 is to mitigate the impact of development on air quality and other pollutants, and to ensure exposure to poor air quality is reduced in the borough. The Council seeks to neutralise the impact of major development schemes, and the cumulative impact of smaller developments on air quality, as well as the impact of air pollution originating from specific sources or areas within the borough. It is important that development likely to have a negative impact on air quality can be fully assessed and measures taken to make it acceptable, particularly in parts of the borough where air quality is or likely to be a concern.

4.14.4 The whole of Redbridge is an Air Quality Management Area (AQMA) and the Council ~~has therefore produced an~~ is currently reviewing and updating the Redbridge Air Quality Action Plan (2007) that sets out how it intends to improve air quality and work towards complying with the Government's air quality objectives. Proposals for major development and development likely to have a negative impact on air quality must demonstrate that it is compliant with requirements set out in the Air Quality Action Plan and does not impede or encumber its aims and objectives.'

'LP24: Pollution

±. The Council will ensure that the health of Redbridge residents is not jeopardised through exposure to pollutants or other hazardous substances or their quality of life is not degraded through exposure to excessive noise or light nuisance by:

- a) Seeking major new development to be at least "air quality neutral";

- b) Requiring an Air Quality Assessment for development consisting of 10 or more new homes, where:
- i. It is likely to have a significant and harmful impact on air quality (i.e. it will increase pollutant concentrations outlined in the Council's Air Quality Action Plan and annual Air Quality Status Reports) either through the operation of the proposed development or trip generation arising from the development;
 - ii. It is located in an area of poor air quality, including the following Air Quality Focus Areas, identified by in the Council's Community Protection Team Air Quality Action Plan:
 - A12 Eastern Avenue at Wanstead (east and west of Tunnel)
 - Ilford A123 and Ilford Hill
 - A12 Eastern Avenue from Redbridge to A12/Aldborough Road
 - Hermon Hill
 - iii. Demolition or construction phases for development will have a significant impact on the local environment (i.e. through fugitive dust and exhaust emissions from non-road mobile machinery); and
 - iv. The development prevents the implementation of measures in the Air Quality Action Plan.
- c) Seeking air quality assessments to include an emissions assessment that takes into account Air Quality Action Plan objectives and emissions targets, and current baseline data for pollutants set out in the annual Air Quality Status Reports for the Redbridge AQMA. particularly for Where assessments show development is likely have a negative impact on air quality, a mitigation plan will be required, planning permission will be refused where air quality exposure is not reduced to acceptable levels. & Developments proposing Combined Heat and Power (CHP) or biomass- This must demonstrate compliance with the Mayor of London's emissions limits for CHP and biomass;

'Implementation

1. In order to help mitigate the impact of development on air quality within the borough the Council will implement actions set out in the Air Quality Action Plan schedule of actions relating to 'emissions from development and buildings'.
2. ~~±~~ The Council will work corporately and holistically to align the various regulatory regimes relating to pollution; this will include those relating to the use of land (i.e. planning/development) and the ongoing use of premises (i.e. regulated activities under the Licensing Act 2003, such as live music and the provision of late night refreshment.'

'4.15 Air Quality Assessments

~~4.15.1 The Council will require Air Quality Assessments (AQA) where any of the following apply:~~

4.15.1 ~~±~~ The Council will seek an air quality assessment on developments of 10 or more units. There may be cases where an assessment would not be required,

but much will depend on individual site circumstances and the nature and scale of development proposed. The Council is mindful of the cumulative impact of development in the borough and will therefore seek to ensure that all proposals adequately address air quality issues.

4.15.2 The Council will also seek assessments for development in areas of poor quality, in particular those areas stated in the policy as Air Quality Focus Areas. These are areas in locations that have been identified as having high levels of pollution and human exposure, where the Council is particularly committed to reducing emissions. The list of four Focus Areas shows that they are at major roads in the borough, and the Council will prioritise these areas when developing and implementing actions listed in the Air Quality Action Plan wherever relevant, and will work with TfL in delivering measures to improve air quality.

4.15.3 Air Quality Assessments must outline the predicted and forecast pollutant concentrations at the proposed development, and the planned mitigation measures, and demonstrate that the development does not impede the progress of objectives outlined in the Council's Air Quality Action Plan, or weaken daily or annual average emissions outlined in annual Air Quality Status Reports for the Redbridge AQMA. The Council will also consider wider cumulative impacts on air quality arising from a number of smaller developments. In order to help reduce air pollution and adhere to London Planning policy, developments must demonstrate that they comply with Policy 7.14 of the London Plan (to be at least air quality neutral).'