



Air Quality Assessment: 21-57 Willow Way (Site A), Sydenham

December 2022



Experts in air quality
management & assessment



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Report Prepared By:	Julia Burnell and Paul Outen
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Air Quality Consultants Ltd
23 Coldharbour Road, Bristol BS6 7JT Tel: 0117 974 1086
24 Greville Street, Farringdon, London, EC1N 8SS Tel: 020 3873 4780
aqc@aqconsultants.co.uk

Registered Office: 23 Coldharbour Road, Bristol BS6 7JT
 Companies House Registration No: 2814570

Executive Summary

The air quality impacts associated with the proposed employment led mixed-use development on land adjacent to Willow Way in Sydenham, Lewisham, have been assessed. The development will consist of commercial uses and residential units.

During the construction works, a range of best practice mitigation measures will be implemented to reduce dust emissions so that the overall effect will be 'not significant'. Appropriate dust mitigation measures have been set out in this report and will be included in a Dust Management Plan which will be adhered to during the construction works.

The proposed development will be 'car-free' and will not provide any car parking spaces beyond a small number (six) of blue-badge holder spaces. Heat and hot water at the proposed development will be provided by a combination of air source heat pumps and solar power. As such, there will be no significant effect upon local air quality with regards to development-generated emissions.

The suitability of the site for its proposed residential use has been considered and the assessment has demonstrated that pollutant concentrations are expected to be below the relevant air quality objectives. Therefore, future occupants will experience acceptable air quality.

The proposed development has also been shown to meet the London Plan's requirement that new developments are at least 'air quality neutral'.

Overall, the construction and operational air quality effects of the development are judged to be 'not significant'.

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1 Introduction

- 1.1 This report describes the potential air quality impacts associated with the proposed employment led mixed-use development at 21-57 Willow Way (Site A), Sydenham. The proposed development is described as consisting of:

“Demolition of existing buildings and redevelopment to provide employment floorspace (Use classes E(g)(i)(ii)(iii)) and residential dwellings including affordable housing and amenity space.”

- 1.2 The proposed development is in close proximity to an Air Quality Focus Area and three Air Quality Management Areas (AQMA). The closest AQMA (Lewisham AQMA) was declared by the London Borough (LB) of Lewisham for exceedances of the annual mean nitrogen dioxide (NO₂) objective and the 24-hour mean particulate matter (PM₁₀) objective. The proposed development will therefore introduce new residential exposure into an area of potentially poor air quality so an assessment is required to determine the air quality conditions that future residents will experience. The proposed development may also lead to changes in vehicle flows on the local road network. The main air pollutants of concern related to road traffic emissions are NO₂ and fine particulate matter (PM₁₀ and PM_{2.5}).
- 1.3 The location and setting of the proposed development is shown in Figure 1, along with the relevant nearby AQMAs and Air Quality Focus Areas.

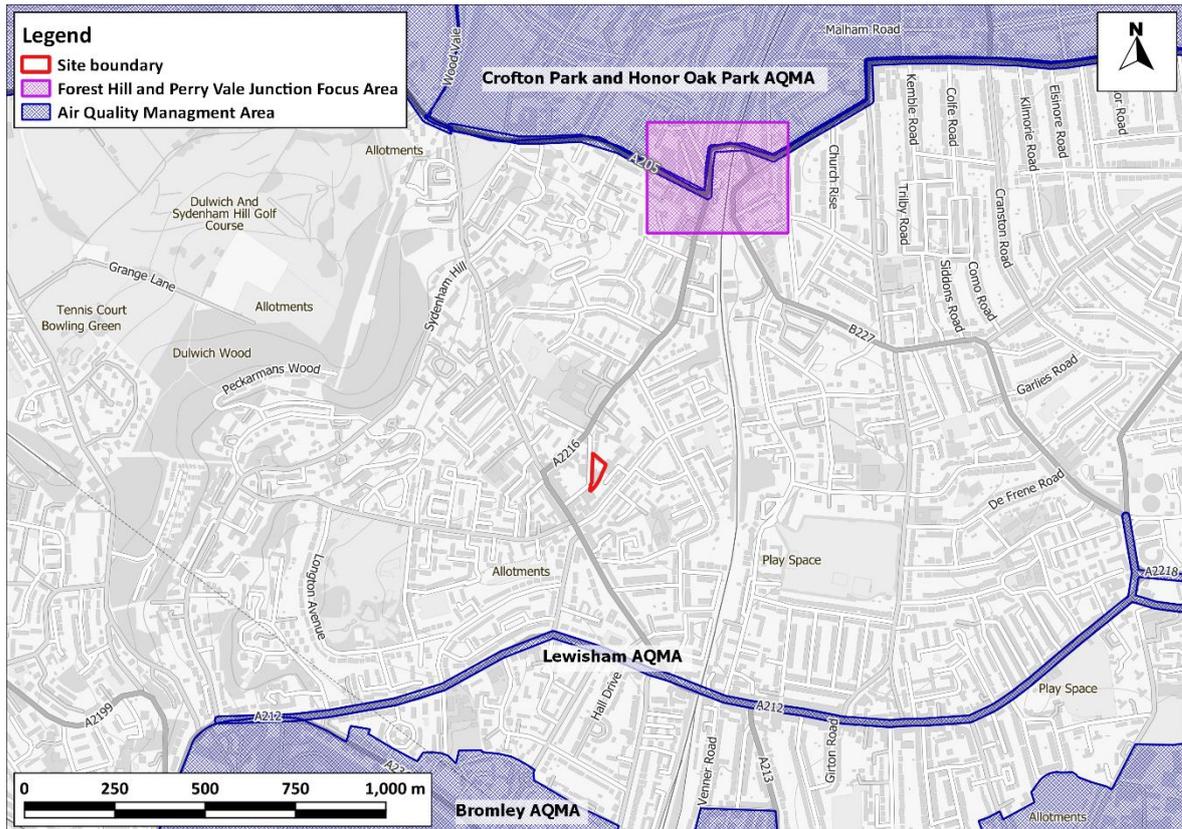


Figure 1: Proposed Development Setting in the Context of Air Quality

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- 1.4 The new homes within the proposed development will be provided with heat and hot water by a combination of air source heat pumps and solar power; there will be no centralised energy plant and thus no significant point sources of emissions within the proposed development.
- 1.5 The Greater London Authority's (GLA's) London Plan (GLA, 2021b) requires new developments to be air quality neutral. The air quality neutrality of the proposed development has been assessed following the methodology provided in the latest GLA's London Plan Guidance (Air Quality Neutral) (GLA, 2021), which is currently in consultation stage.
- 1.6 The GLA has also released Supplementary Planning Guidance on the Control of Dust and Emissions from Construction and Demolition (GLA, 2014). The SPG outlines a risk assessment approach for construction dust assessment and helps determine the mitigation measures that will need to be applied. A construction dust assessment has been undertaken and the appropriate mitigation has been set out.

- 1.7 This report describes existing local air quality conditions in 2019 (the latest year of available monitoring prior to the impact of the Covid-19 pandemic¹), and those in the earliest possible year of occupation (2025). The assessment of construction dust impacts focuses on the anticipated duration of the works.
- 1.8 This report has been prepared taking into account all relevant local and national guidance and regulations.

¹ The influence of the pandemic has generally been to reduce concentrations of the pollutants considered in this assessment.

2 Policy Context

- 2.1 All European legislation referred to in this report is written into UK law and remains in place.

Air Quality Strategy

- 2.2 The Air Quality Strategy (Defra, 2007) published by the Department for Environment, Food, and Rural Affairs (Defra) and Devolved Administrations, provides the policy framework for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. Local authorities are seen to play a particularly important role. The strategy describes the Local Air Quality Management (LAQM) regime that has been established, whereby every authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an AQMA, and prepare an action plan which identifies appropriate measures that will be introduced in pursuit of the objectives.

Clean Air Strategy 2019

- 2.3 The Clean Air Strategy (Defra, 2019) sets out a wide range of actions by which the Government will seek to reduce pollutant emissions and improve air quality. Actions are targeted at four main sources of emissions: Transport, Domestic, Farming and Industry. At this stage, there is no straightforward way to take account of the expected future benefits to air quality within this assessment.

Reducing Emissions from Road Transport: Road to Zero Strategy

- 2.4 The Office for Low Emission Vehicles (OLEV) and Department for Transport (DfT) published a Policy Paper (DfT, 2018) in July 2018 outlining how the government will support the transition to zero tailpipe emission road transport and reduce tailpipe emissions from conventional vehicles during the transition. This paper affirms the Government's pledge to end the sale of new conventional petrol and diesel cars and vans by 2040, and states that the Government expects the majority of new cars and vans sold to be 100% zero tailpipe emission and all new cars and vans to have significant zero tailpipe emission capability by this year, and that by 2050 almost every car and van should have zero tailpipe emissions. It states that the Government wants to see at least 50%, and as many as 70%, of new car sales, and up to 40% of new van sales, being ultra-low emission by 2030.
- 2.5 The paper sets out a number of measures by which the Government will support this transition, but is clear that the Government expects this transition to be industry and consumer led. The Government has since announced that the phase-out date for the sale of new petrol and diesel cars and vans will be brought forward to 2030 and that all new cars and vans must be fully zero emission at the tailpipe from 2035. If these ambitions are realised then road traffic-related NO_x emissions can

be expected to reduce significantly over the coming decades, likely beyond the scale of reductions forecast in the tools utilised in carrying out this air quality assessment.

Environment Act 2021

- 2.6 The UK's new legal framework for protection of the natural environment, the Environment Act (2021) passed into UK law in November 2021. The Act gives the Government the power to set long-term, legally binding environmental targets. It also establishes an Office for Environmental Protection (OEP), responsible for holding the Government to account and ensuring compliance with these targets.
- 2.7 The Act requires the Government to set at least one long-term target (spanning a minimum of 15 years), supported by interim targets set in a five year cycle, in each of four identified areas: Air Quality, Biodiversity, Water and Resource Efficiency and Waste Reduction. An additional target for mean levels of PM_{2.5} is also required. These were expected to have been set by November 2022, but are currently delayed with no fixed publication date. As the targets have not yet been either finalised or adopted by the Government, they cannot impact on current planning policy.

Planning Policy

National Policies

- 2.8 The National Planning Policy Framework (NPPF) (2021) sets out planning policy for England. It states that the purpose of the planning system is to contribute to the achievement of sustainable development, and that the planning system has three overarching objectives, one of which (Paragraph 8c) is an environmental objective:

“to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy”.

- 2.9 To prevent unacceptable risks from air pollution, Paragraph 174 of the NPPF states that:

“Planning policies and decisions should contribute to and enhance the natural and local environment by...preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air quality”.

- 2.10 Paragraph 185 states:

“Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health,

living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development”.

2.11 More specifically on air quality, Paragraph 186 makes clear that:

“Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. So far as possible these opportunities should be considered at the plan-making stage, to ensure a strategic approach and limit the need for issues to be reconsidered when determining individual applications. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan”.

2.12 The NPPF is supported by Planning Practice Guidance (PPG) (Ministry of Housing, Communities & Local Government, 2019), which includes guiding principles on how planning can take account of the impacts of new development on air quality. The PPG states that:

“Defra carries out an annual national assessment of air quality using modelling and monitoring to determine compliance with Limit Values. It is important that the potential impact of new development on air quality is taken into account where the national assessment indicates that relevant limits have been exceeded or are near the limit, or where the need for emissions reductions has been identified”.

2.13 Regarding plan-making, the PPG states:

“It is important to take into account air quality management areas, Clean Air Zones and other areas including sensitive habitats or designated sites of importance for biodiversity where there could be specific requirements or limitations on new development because of air quality”.

2.14 The role of the local authorities through the LAQM regime is covered, with the PPG stating that a local authority Air Quality Action Plan *“identifies measures that will be introduced in pursuit of the objectives and can have implications for planning”*. In addition, the PPG makes clear that *“Odour and dust can also be a planning concern, for example, because of the effect on local amenity”*.

2.15 Regarding the need for an air quality assessment, the PPG states that:

“Whether air quality is relevant to a planning decision will depend on the proposed development and its location. Concerns could arise if the development is likely to have an adverse effect on air quality in areas where it is already known to be poor, particularly if it could affect the implementation of air quality strategies and action plans and/or breach legal obligations (including those relating to the conservation of habitats and species). Air quality may also be a material consideration if the proposed development would be particularly sensitive to poor air quality in its vicinity”.

- 2.16 The PPG sets out the information that may be required in an air quality assessment, making clear that:

“Assessments need to be proportionate to the nature and scale of development proposed and the potential impacts (taking into account existing air quality conditions), and because of this are likely to be locationally specific”.

- 2.17 The PPG also provides guidance on options for mitigating air quality impacts, as well as examples of the types of measures to be considered. It makes clear that:

“Mitigation options will need to be locationally specific, will depend on the proposed development and need to be proportionate to the likely impact. It is important that local planning authorities work with applicants to consider appropriate mitigation so as to ensure new development is appropriate for its location and unacceptable risks are prevented”.

London-Specific Policies

- 2.18 The key London-specific policies are summarised below, with more detail provided, where required, in Appendix A1.

The London Plan

- 2.19 The London Plan (GLA, 2021b) sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20-25 years. The key policy relating to air quality is Policy SI 1 on *Improving air quality*, Part B1 of which sets out three key requirements for developments:

“Development proposals should not:

- a) lead to further deterioration of existing poor air quality*
- b) create any new areas that exceed air quality limits, or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits*
- c) create unacceptable risk of high levels of exposure to poor air quality”.*

- 2.20 The Policy then details how developments should meet these requirements, stating:

“In order to meet the requirements in Part 1, as a minimum:

- a) development proposals must be at least Air Quality Neutral*
- b) development proposals should use design solutions to prevent or minimise increased exposure to existing air pollution and make provision to address local problems of air quality in preference to post-design or retro-fitted mitigation measures*

- c) *major development proposals must be submitted with an Air Quality Assessment. Air quality assessments should show how the development will meet the requirements of B1*
- d) *development proposals in Air Quality Focus Areas or that are likely to be used by large numbers of people particularly vulnerable to poor air quality, such as children or older people should demonstrate that design measures have been used to minimise exposure”.*

2.21 Part C of the Policy introduces the concept of Air Quality Positive for large-scale development, stating:

“Masterplans and development briefs for large-scale development proposals subject to an Environmental Impact Assessment should consider how local air quality can be improved across the area of the proposal as part of an air quality positive approach. To achieve this a statement should be submitted demonstrating:

- 1) *how proposals have considered ways to maximise benefits to local air quality, and*
- 2) *what measures or design features will be put in place to reduce exposure to pollution, and how they will achieve this.”*

2.22 The proposed development is not large-scale development, thus an Air Quality Positive statement is not required.

2.23 Regarding construction and demolition impacts, Part D of Policy SI 1 of the London Plan states:

“In order to reduce the impact on air quality during the construction and demolition phase development proposals must demonstrate how they plan to comply with the Non-Road Mobile Machinery Low Emission Zone and reduce emissions from the demolition and construction of buildings following best practice guidance”.

2.24 Part E of Policy SI 1 states the following regarding mitigation and offsetting of emissions:

“Development proposals should ensure that where emissions need to be reduced to meet the requirements of Air Quality Neutral or to make the impact of development on local air quality acceptable, this is done on-site. Where it can be demonstrated that emissions cannot be further reduced by on-site measures, off-site measures to improve local air quality may be acceptable, provided that equivalent air quality benefits can be demonstrated within the area affected by the development”.

2.25 The explanatory text around Policy SI 1 of the London Plan states the following with regard to assessment criteria:

“The Mayor is committed to making air quality in London the best of any major world city, which means not only achieving compliance with legal limits for Nitrogen Dioxide as soon as possible and

maintaining compliance where it is already achieved, but also achieving World Health Organisation targets for other pollutants such as Particulate Matter.

The aim of this policy is to ensure that new developments are designed and built, as far as is possible, to improve local air quality and reduce the extent to which the public are exposed to poor air quality. This means that new developments, as a minimum, must not cause new exceedances of legal air quality standards, or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits. Where limit values are already met, or are predicted to be met at the time of completion, new developments must endeavour to maintain the best ambient air quality compatible with sustainable development principles.

Where this policy refers to 'existing poor air quality' this should be taken to include areas where legal limits for any pollutant, or World Health Organisation targets for Particulate Matter, are already exceeded and areas where current pollution levels are within 5 per cent of these limits"².

- 2.26 The London Plan includes a number of other relevant policies, which are detailed in Appendix A1.

London Environment Strategy

- 2.27 The London Environment Strategy was published in May 2018 (GLA, 2018a). The strategy considers air quality in Chapter 4; the Mayor's main objective is to create a "zero emission London by 2050". Policy 4.2.1 aims to "reduce emissions from London's road transport network by phasing out fossil fuelled vehicles, prioritising action on diesel, and enabling Londoners to switch to more sustainable forms of transport". The strategy sets a target to achieve, by 2030, the guideline value for PM_{2.5} which was set by the World Health Organisation (WHO) in 2005. An implementation plan for the strategy has also been published which sets out what the Mayor will do between 2018 and 2023 to help achieve the ambitions in the strategy.

Mayor's Transport Strategy

- 2.28 The Mayor's Transport Strategy (GLA, 2018b) sets out the Mayor's policies and proposals to reshape transport in London over the next two decades. The Strategy focuses on reducing car dependency and increasing active sustainable travel, with the aim of improving air quality and creating healthier streets. It notes that development proposals should "be designed so that walking and cycling are the most appealing choices for getting around locally".

GLA SPG: The Control of Dust and Emissions During Construction and Demolition

- 2.29 The GLA's SPG on The Control of Dust and Emissions During Construction and Demolition (GLA, 2014) outlines a risk assessment based approach to considering the potential for dust generation from a construction site, and sets out what mitigation measures should be implemented to minimise

² The London Plan was developed based on a World Health Organisation guideline for PM_{2.5} of 10 µg/m³ (see Paragraph 2.27).

the risk of construction dust impacts, dependent on the outcomes of the risk assessment. This guidance is largely based on the Institute of Air Quality Management's (IAQM's) guidance (IAQM, 2016), and it states that "*the latest version of the IAQM Guidance should be used*".

Air Quality Focus Areas

- 2.30 The GLA has identified 183 Air Quality Focus Areas in London. These are locations that not only exceed the annual mean limit value for NO₂, but also have high levels of human exposure. They do not represent an exhaustive list of London's air quality hotspot locations, but locations where the GLA believes the problem to be most acute. They are also areas where the GLA considers there to be the most potential for air quality improvements and are, therefore, where the GLA and Transport for London (TfL) will focus actions to improve air quality. The proposed development is located within 700 m of the Forest Hill and Perry Vale Junction Air Quality Focus Area.

Local Policies

- 2.31 The LB of Lewisham Core Strategy (LB of Lewisham, 2011) was adopted in June 2011, and sets out the framework for development and regeneration in Lewisham until 2026. Within this, there is one main policy which refers to air quality. Core Strategy Policy 9 refers to improving local air quality and states that the Council will:

"...seek to improve local air quality and minimise any negative air quality impacts by:

a. supporting a co-ordinated and partnership approach to implement national policy, London Plan policy and the actions outlined in the Council's Air Quality Management Plan

b. working with Transport for London to manage and improve air quality along transport corridors and traffic congestion points

c. working with all businesses, including SELCHP, within Lewisham to manage and improve air quality."

- 2.32 To support the Core Strategy, the Lewisham Development Management Local Plan (DMLP) (LB of Lewisham, 2014) was adopted in November 2014 to help guide, assess and determine planning applications. Policy 23 for air quality states that:

"The Council will require all major developments that have the potential to impact on air quality to submit an Air Quality Impact Assessment (AQIA) considering the potential impacts of pollution from individual and cumulative development on the site and on neighbouring areas and detailing any appropriate mitigation measures that would reduce exposure to acceptable levels.

2. Applications for planning permission for all new developments that have the potential to impact on air quality in an Air Quality Management Area (AQMA) will not be permitted to include a biomass boiler."

Building Standards

- 2.33 Part F(1) of the Building Regulations 2010 (Ministry of Housing, Communities & Local Government, 2020) places a duty on building owners, or those responsible for relevant building work³, to ensure adequate ventilation is provided to building occupants. Compliance with the Building Regulations is not required for planning approval, but it is assumed that the Regulations will be complied with in the completed building.
- 2.34 Approved Document F, which accompanies the Building Regulations, explains that care should be taken to minimise entry of external air pollutants. Specific steps should be taken to manage ventilation intakes where the building is near to a significant source of emissions, or if local ambient concentrations exceed values set in the Air Quality Standards Regulations 2010 (see Paragraph 3.4, later). These steps include maximising the distance between emission source and air intake, considering likely dispersion patterns, and considering the timing of pollution releases when designing the ventilation system.

Air Quality Action Plans

National Air Quality Plan

- 2.35 Defra has produced an Air Quality Plan to tackle roadside NO₂ concentrations in the UK (Defra, 2017); a supplement to the 2017 Plan (Defra, 2018) was published in October 2018 and sets out the steps Government is taking in relation to a further 33 local authorities where shorter-term exceedances of the limit value were identified. Alongside a package of national measures, the 2017 Plan and the 2018 Supplement require those identified English Local Authorities (or the GLA in the case of London Authorities) to produce local action plans and/or feasibility studies. These plans and feasibility studies must have regard to measures to achieve the statutory limit values within the shortest possible time, which may include the implementation of a CAZ. There is currently no straightforward way to take account of the effects of the 2017 Plan or 2018 Supplement in this assessment; however, consideration has been given to whether there is currently, or is likely to be in the future, a limit value exceedance in the vicinity of the proposed development. This assessment has principally been carried out in relation to the air quality objectives, rather than the limit values that are the focus of the Air Quality Plan.

Local Air Quality Action Plan

- 2.36 The LB of Lewisham's Air Quality Action Plan (LB of Lewisham, 2022a) sets out a series of measures by which they will seek to improve air quality across the borough. The Air Quality Action Plan outlines seven main areas for action:

³ Building work is a legal term for work covered by the Building Regulations. With limited exemptions, the Regulations apply to all significant building work, including erecting or extending a building.

- monitoring and other core statutory duties;
- emissions from developments and buildings;
- public health and awareness raising;
- delivery servicing and freight;
- borough fleet actions;
- localised solutions; and
- cleaner transport.

2.37 The action area of most relevance is the “*emissions from developments and buildings*” and includes measures such as:

- ensuring emissions from construction are minimised;
- ensuring enforcement of non-road mobile machinery (NRMM) air quality policies;
- ensure smaller developments used ultra-low NOx boilers or other zero carbon low emission options;
- enforcement Air Quality Neutral policy; and
- installation of residential electric charge points on new developments.

3 Assessment Criteria

- 3.1 The Government has established a set of air quality standards and objectives to protect human health. The 'standards' are set as concentrations below which effects are unlikely even in sensitive population groups, or below which risks to public health would be exceedingly small. They are based purely upon the scientific and medical evidence of the effects of an individual pollutant. The 'objectives' set out the extent to which the Government expects the standards to be achieved by a certain date. They take account of economic efficiency, practicability, technical feasibility and timescale. The objectives for use by local authorities are prescribed within the Air Quality (England) Regulations (2000) and the Air Quality (England) (Amendment) Regulations (2002).
- 3.2 The UK-wide objectives for NO₂ and PM₁₀ were to have been achieved by 2005 and 2004 respectively, and continue to apply in all future years thereafter. The PM_{2.5} objective was to be achieved by 2020. Measurements across the UK have shown that the 1-hour NO₂ objective is unlikely to be exceeded at roadside locations where the annual mean concentration is below 60 µg/m³ (Defra, 2022e). Measurements have also shown that the 24-hour mean PM₁₀ objective could be exceeded at roadside locations where the annual mean concentration is above 32 µg/m³ (Defra, 2022e). The predicted annual mean PM₁₀ concentrations are thus used as a proxy to determine the likelihood of an exceedance of the 24-hour mean PM₁₀ objective. Where predicted annual mean concentrations are below 32 µg/m³ it is unlikely that the 24-hour mean objective will be exceeded.
- 3.3 The objectives apply at locations where members of the public are likely to be regularly present and are likely to be exposed over the averaging period of the objective. The GLA explains where these objectives will apply in London (GLA, 2019). The annual mean objectives for NO₂ and PM₁₀ are considered to apply at the façades of residential properties, schools, hospitals and care homes etc., the gardens of residential properties, school playgrounds and the grounds of hospitals and care homes. The 24-hour mean objective for PM₁₀ is considered to apply at the same locations as the annual mean objective, as well as at hotels. The 1-hour mean objective for NO₂ applies wherever members of the public might regularly spend 1-hour or more, including outdoor eating locations and pavements of busy shopping streets.
- 3.4 EU Directive 2008/50/EC (The European Parliament and the Council of the European Union, 2008) sets limit values for NO₂, PM₁₀ and PM_{2.5}, and is implemented in UK law through the Air Quality Standards Regulations (2010)⁴. The limit values for NO₂ and PM₁₀ are the same numerical concentrations as the UK objectives, whilst the limit value for PM_{2.5} is 20 µg/m³. Achievement of the limit values is a national obligation rather than a local one. In the UK, only monitoring and modelling carried out by UK Central Government meets the specification required to assess compliance with the limit values. Central Government does not normally recognise local authority monitoring or local

⁴ As amended through The Air Quality Standards (Amendment) Regulations 2016 and The Environment (Miscellaneous Amendments) (EU Exit) Regulations 2020.

modelling studies when determining the likelihood of the limit values being exceeded, unless such studies have been audited and approved by Defra and DfT's Joint Air Quality Unit (JAQU).

3.5 The relevant air quality criteria for this assessment are provided in Table 1.

Table 1: Air Quality Criteria for NO₂, PM₁₀ and PM_{2.5}

Pollutant	Time Period	Objective
NO ₂	1-hour Mean	200 µg/m ³ not to be exceeded more than 18 times a year
	Annual Mean	40 µg/m ³
PM ₁₀	24-hour Mean	50 µg/m ³ not to be exceeded more than 35 times a year
	Annual Mean	40 µg/m ³ ^a
PM _{2.5} ^b	Annual Mean	25 µg/m ³

^a A proxy value of 32 µg/m³ as an annual mean is used in this assessment to assess the likelihood of the 24-hour mean PM₁₀ objective being exceeded. Measurements have shown that, above this concentration, exceedances of the 24-hour mean PM₁₀ objective are possible (Defra, 2022e).

^b The PM_{2.5} objective, which was to be met by 2020, is not in Regulations and there is no requirement for local authorities to meet it.

3.6 In March 2022, Defra began consultation on new targets for PM_{2.5} concentrations in England. One proposed target is to achieve PM_{2.5} concentration of 10 µg/m³ at relevant national monitoring sites by 2040. This would be accompanied by a target to reduce overall population exposure to PM_{2.5}, which will be assessed by national government using its own measurements. If adopted, these targets will apply to national government; it is not yet clear how these will apply to local government and, as such, are not considered further in this assessment.

GLA PM_{2.5} Target

3.7 As explained in Paragraph 2.27, the GLA has set a target to achieve an annual mean PM_{2.5} concentration of 10 µg/m³ by 2030. This target was derived from an air quality guideline set by WHO in 2005. In 2021, WHO updated its guidelines, but the London Environment Strategy (GLA, 2018a) considers the 2005 guideline of 10 µg/m³. While there is no explicit requirement to assess against the GLA target of 10 µg/m³, it has nevertheless been included within this assessment.

Construction Dust Criteria

3.8 There are no formal assessment criteria for dust. In the absence of formal criteria, the approach developed by the IAQM⁵ (2016) has been used (the GLA's SPG (GLA, 2014) recommends that the assessment be based on the latest version of the IAQM guidance). Full details of this approach are provided in Appendix A2.

⁵ The IAQM is the professional body for air quality practitioners in the UK.

Road Traffic Screening Criteria

- 3.9 Environmental Protection UK (EPUK) and the IAQM recommend a two-stage screening approach (Moorcroft and Barrowcliffe et al, 2017) to determine whether emissions from road traffic generated by a development have the potential for significant air quality impacts. The approach, as described in Appendix A3, first considers the size and parking provision of a development; if the development is residential and is for fewer than ten homes or covers less than 0.5 ha, or is non-residential and will provide less than 1,000 m² of floor space or cover a site area of less than 1 ha, and will provide ten or fewer parking spaces, then there is no need to progress to a detailed assessment.
- 3.10 The second stage then compares the changes in vehicle flows on local roads that a development will lead to against specified screening criteria. The screening thresholds (described in full in Appendix A3) inside an AQMA are a change in flows of more than 25 heavy duty vehicles or 100 light duty vehicles per day; outside of an AQMA the thresholds are 100 heavy duty vehicles or 500 light duty vehicles. Where these criteria are exceeded, a detailed assessment is likely to be required, although the guidance advises that *“the criteria provided are precautionary and should be treated as indicative”*, and *“it may be appropriate to amend them on the basis of professional judgement”*.

4 Assessment Approach

Existing Conditions

4.1 Existing sources of emissions and baseline air quality conditions within 1 km of the proposed development have been defined using a number of approaches:

- industrial and waste management sources that may affect the area have been identified using Defra's Pollutant Release and Transfer Register (Defra, 2022a);
- local sources have been identified through examination of the LB of Lewisham's Air Quality Review and Assessment reports;
- information on existing air quality has been obtained by collating the results of monitoring carried out by the LB of Lewisham;
- background concentrations have been defined using Defra's 2018-based background maps (Defra, 2022d). These cover the whole of the UK on a 1x1 km grid. The background annual mean NO₂ maps for 2019 have been calibrated against concurrent measurements from Inner London monitoring sites (AQC, 2020a). The calibration factor calculated has also been applied to future year backgrounds. Mapped background concentrations of PM₁₀ and PM_{2.5} have not been adjusted; and
- whether or not there are any exceedances of the annual mean limit value for NO₂ in the study area has been identified using the maps of roadside concentrations published by Defra (2020) (2022b). These are the maps used by the UK Government, together with the results from national Automatic Urban and Rural Network (AURN) monitoring sites that operate to the required data quality standards, to identify and report exceedances of the limit value. The national maps of roadside PM₁₀ and PM_{2.5} concentrations (Defra, 2022b), which are available for the years 2009 to 2019, show no exceedances of the limit values anywhere in the UK in 2019.

Construction Impacts

4.2 The construction dust assessment considers the potential for impacts within 350 m of the site boundary, or within 50 m of roads used by construction vehicles. The assessment methodology follows the GLA's SPG on the Control of Dust and Emissions During Construction and Demolition (GLA, 2014), which is based on that provided by IAQM (2016). This follows a sequence of steps:

- Step 1 is a basic screening stage, to determine whether the more detailed assessment provided in Step 2 is required.
- Step 2a determines the potential for dust to be raised from on-site works and by vehicles leaving the site. Step 2b defines the sensitivity of the area to any dust that may be raised.

Step 2c combines the information from Steps 2a and 2b to determine the risk of dust impacts without appropriate mitigation.

- Step 3 uses this information to determine the appropriate level of mitigation required to ensure that there should be no significant impacts.

4.3 Appendix A2 explains the approach in more detail.

Road Traffic Impacts of the Proposed Development

4.4 The change in vehicle traffic associated with the proposed development has been screened against the criteria set out in the EPUK/IAQM guidance (Moorcroft and Barrowcliffe et al, 2017), as described in Paragraph 3.9 and detailed further in Appendix A3. Where impacts can be screened out, there is no need to progress to a more detailed assessment.

Impacts of Road Traffic on Future Residents of the Proposed Development

4.5 The impacts of NO₂, PM₁₀ and PM_{2.5} concentrations on new residents of the development have been assessed qualitatively, taking account of local air quality monitoring data and proximity to local road traffic emissions.

4.6 The assessment examines air quality conditions in 2019 and assumes these are representative of air quality conditions at the time the development is occupied; this assumption is considered to be worst-case as it is generally expected that NO₂, PM₁₀ and PM_{2.5} concentrations will decline in future years.

Assessment of Significance

Construction Dust Significance

4.7 Guidance from the IAQM (2016) is that, with appropriate mitigation in place, the effects of construction dust will be 'not significant'. This is the latest version of the guidance upon which the assessment methodology set out in the GLA guidance (GLA, 2014) is based (the GLA guidance advises that the latest version of the IAQM guidance should always be used). The assessment thus focuses on determining the appropriate level of mitigation so as to ensure that effects will normally be 'not significant'.

Operational Significance

4.8 There is no official guidance in the UK in relation to development control on how to assess the significance of air quality impacts. The approach developed jointly by EPUK and the IAQM (Moorcroft and Barrowcliffe et al, 2017) has therefore been used. The overall significance of the air quality impacts is determined using professional judgement, taking account of the impact descriptors; the

experience of the consultants preparing the report is set out in Appendix A4. Full details of the EPUK/IAQM approach are provided in Appendix A3.

‘Air Quality Neutral’

- 4.9 The GLA’s London Plan Guidance (Air Quality Neutral) (GLA, 2021a) sets out guidance on how an ‘air quality neutral’ assessment should be undertaken. It also provides a methodology for calculating an offsetting payment if a development is not ‘air quality neutral’ and it is not possible to identify or agree appropriate and adequate mitigation. The document is currently in consultation draft.
- 4.10 The consultation draft guidance provides a simplified assessment approach for major developments which are car-free and have no onsite combustion, which has been followed in this report.

5 Baseline Conditions

Relevant Features

- 5.1 The proposed development is located approximately 600 m to the northwest of Sydenham rail station (overground). The existing site comprises of three businesses currently operating, including a vehicle repair / garage, storage / warehouse catering business and a drinks machine repair / servicing business. The sites contain a mix of single storey and double storey buildings with areas of hardstanding, parking, yard areas and shipping containers interspersed between the buildings. There are existing residential properties located to the north and east, and commercial premises to the south and west.
- 5.2 The proposed development is located 400 m north of the Lewisham AQMA and 630 m south of the Forest Hill and Perry Vale Junction Air Quality Focus Area, as highlighted in Figure 1. Two additional AQMAs (Bromley AQMA and Crofton Park and Honor Oak Park AQMA) are located within 1 km of the proposed development.

Industrial Sources

- 5.3 No significant industrial sources have been identified that are likely to affect the proposed development, in terms of air quality.

Local Air Quality Monitoring

- 5.4 The LB of Lewisham operates six automatic monitoring stations within its area; however, none of these are within 1 km of the proposed development. The Council also operates a number of NO₂ monitoring sites using diffusion tubes prepared and analysed by Gradko International (using the 50% TEA in acetone method). These include one deployed adjacent to the A2216, approximately 160 m north of the proposed development.
- 5.5 Annual mean results for the years 2015 to 2021⁶, where available, are summarised in Table 2. The monitoring locations are shown in Figure 2. The monitoring data have been taken from the LB of Lewisham's 2021 Annual Status Report (LB of Lewisham, 2022b).

⁶ While 2020 and 2021 results have been presented in this Section for completeness, they are not relied upon in any way as they will not be representative of 'typical' air quality conditions due to the considerable impact of the Covid-19 pandemic on traffic volumes and thus pollutant concentrations.

Table 2: Summary of Annual Mean NO₂ Monitoring (2015-2021) (µg/m³)

Site No.	Site Type	Location	2015	2016	2017	2018	2019	2020	2021
L34	Urban background	Sydenham, Dartmouth Road	27.0	27.6	26.4	23.8	24.2	18.3	17.2
L30	Roadside	Christchurch, Perry Vale	32.3	31.3	28.1	28.7	26.3	19.7	18.7
L13	Urban background	Mayow Road	27.3	27.3	26.6	23.8	24.4	19.5	17.8
SSDT_39	Roadside	Wells Park Road	-	-	-	-	-	19.3	18.3
SSDT_31	Roadside	38 Thorpewood Avenue	-	-	-	-	-	17.6	17.0
SSDT_38	Roadside	Dacres Road	-	-	-	-	-	17.4	15.8
SSDT_32	Roadside	155 Woolstone Road	-	-	-	-	-	20.5	18.2
SSDT_40	Roadside	22 Mayow Road	-	-	-	-	-	25.1	22.5
Objective			40						

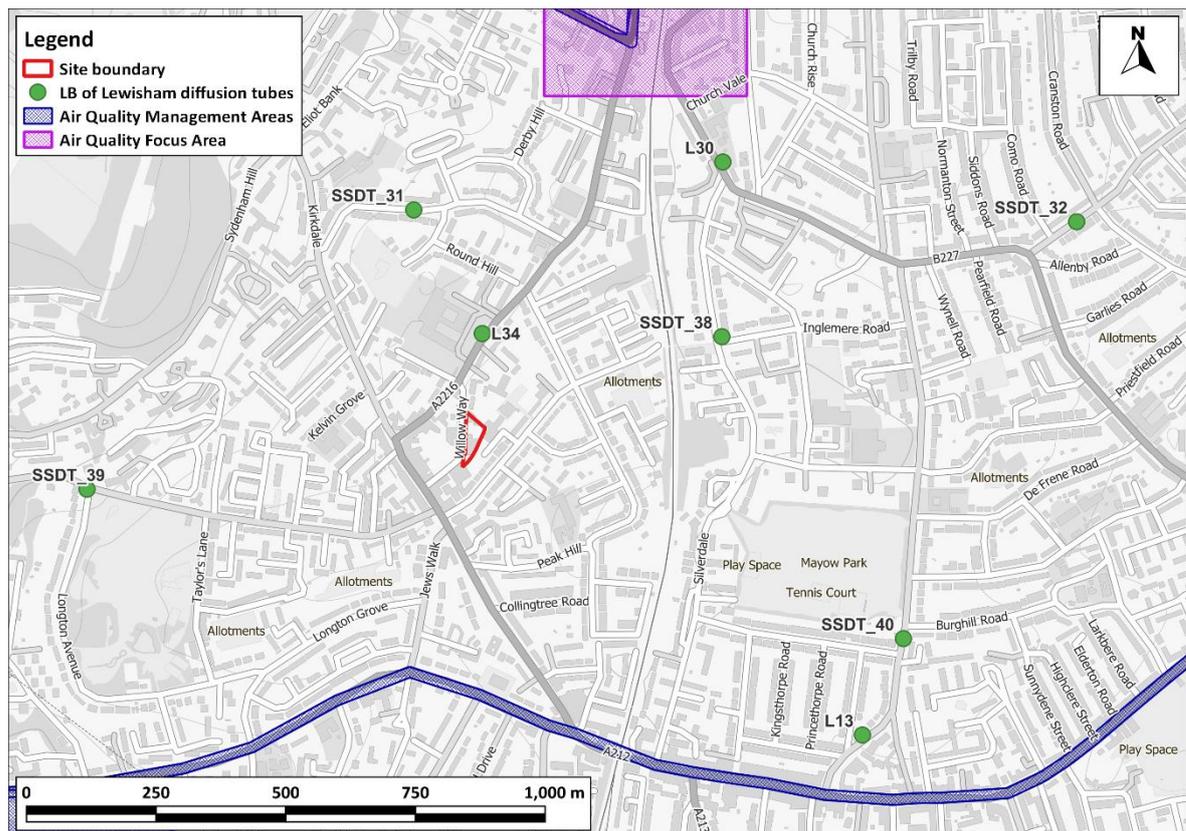


Figure 2: Monitoring Locations

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- 5.6 At all monitoring sites within 1 km of the proposed development, annual mean NO₂ concentrations measured across all years were below the objective. There is also a downward trend at sites which have monitored concentrations since 2015. As the annual mean NO₂ concentrations are all below 60 µg/m³, it is unlikely that the 1-hour mean NO₂ objective will have been exceeded (see Paragraph 3.2).
- 5.7 Monitoring of PM₁₀ and PM_{2.5} is undertaken at three of the LB of Lewisham's automatic monitoring sites; however, as discussed in Paragraph 5.4, none of these monitors are located within 1 km of the proposed development. All monitors which measure PM₁₀ and PM_{2.5} concentrations are located within AQMAs, and some are also with Air Quality Focus Areas and therefore are not considered representative of the proposed development.
- 5.8 Nonetheless, PM₁₀ and PM_{2.5} concentrations across all monitors between 2015 and 2021 have been below the respective air quality objectives. While there are some exceedances of the PM_{2.5} GLA target, these only occur at the automatic monitors within Air Quality Focus Areas.

Exceedances of Limit Value

- 5.9 There are several AURN monitoring sites within the Greater London Urban Area that have measured exceedances of the annual mean NO₂ limit value (Defra, 2022c). Furthermore, Defra's roadside annual mean NO₂ concentrations (Defra, 2022b), which are used to identify and report exceedances of the limit value, identify exceedances of this limit value in 2019 along many roads in London, but not for the roads close to the proposed development. The Greater London Urban Area has thus been reported as exceeding the limit value for annual mean NO₂ concentrations. Defra's predicted concentrations for 2025 (Defra, 2020) also do not identify any exceedances within 1 km of the application site. As such, there is considered no risk of a limit value exceedance in the vicinity of the proposed development by the time that it is operational.
- 5.10 Defra's Air Quality Plan requires the GLA to prepare an action plan that will "*deliver compliance in the shortest time possible*", and the 2015 Plan assumed that a CAZ was required. The GLA has already implemented a Low Emission Zone (LEZ) and an Ultra-Low Emission Zone (ULEZ), thus the authority has effectively already implemented the required CAZ. These have been implemented as part of a package of measures including 12 Low Emission Bus Zones, Low Emission Neighbourhoods, the phasing out of diesel buses and taxis and other measures within the Mayor's Transport Strategy.

Background Concentrations

- 5.11 Estimated background concentrations at the proposed development are set out in Table 3 and are all well below the objectives.

Table 3: Estimated Annual Mean Background Pollutant Concentrations in 2019 and 2025 ($\mu\text{g}/\text{m}^3$)

Year	NO ₂	PM ₁₀	PM _{2.5}
2019	17.9	17.8	12.0
2025	14.0	16.3	11.0
Objective / GLA target	40	40	25/10 ^a

^a The 25 $\mu\text{g}/\text{m}^3$ PM_{2.5} objective, which was to be met by 2020, is not in Regulations and there is no requirement for local authorities to meet it. 10 $\mu\text{g}/\text{m}^3$ is the GLA target for annual mean PM_{2.5}; again, there is no requirement for local authorities to meet this.

6 Construction Phase Impact Assessment

Construction Traffic

- 6.1 The number of construction vehicles generated by the proposed development is not currently known, however, taking account of the size of the site, it is considered unlikely that the most stringent screening criteria of 25 AADT for heavy vehicles and 100 AADT for light vehicles recommended by EPUK/IAQM guidance (Moorcroft and Barrowcliffe et al, 2017) will be exceeded. In addition, these movements will be temporary and thus will not have a significant, lasting effect on local air quality.
- 6.2 It is, therefore, not considered necessary to assess the impacts of traffic emissions during the construction phase and it can be concluded that emissions from construction vehicles will not have a significant effect on local air quality.

On-Site Exhaust Emissions

- 6.3 The IAQM guidance (IAQM, 2016) states:

“Experience of assessing the exhaust emissions from on-site plant (also known as non-road mobile machinery or NRMM) and site traffic suggests that they are unlikely to make a significant impact on local air quality, and in the vast majority of cases they will not need to be quantitatively assessed. For site plant and on-site traffic, consideration should be given to the number of plant/vehicles and their operating hours and locations to assess whether a significant effect is likely to occur”.

- 6.4 The proposed development is relatively small, thus the number of NRMM able to operate at any one time will be limited. In line with the GLA's Control of Dust and Emissions During Construction and Demolition SPG, and as describe in Appendix A5, NRMM are expected to comply with emissions standards. Additionally, there will be no idling when vehicles are not in use, and machinery will be located away from sensitive receptors as far as possible. It is judged that there is no risk of significant effects at existing receptors as a result of on-site machinery emissions.

Construction Dust and Particulate Matter Emissions

- 6.5 The construction works will give rise to a risk of dust impacts during demolition, earthworks and construction, as well as from trackout of dust and dirt by vehicles onto the public highway. Step 1 of the assessment procedure is to screen the need for a detailed assessment. There are receptors within the distances set out in the guidance (see Appendix A2), thus a detailed assessment is required. The following section sets out Step 2 of the assessment procedure.

Potential Dust Emission Magnitude

Demolition

- 6.6 There will be a requirement to demolish the existing brick buildings on the site which have an approximate total volume of 6,500 m³ and height of 6 m above ground level. The method of demolition has not yet been decided but it is unlikely to involve on-site crushing.
- 6.7 Based on the example definitions set out in Table A2.1 in Appendix A2, and using elements of professional judgement, the dust emission class for demolition is considered to be *small*.

Earthworks

- 6.8 The characteristics of the soil at the site have been defined using the British Geological Survey's UK Soil Observatory website (British Geological Survey, 2022), as set out in Table 4. Overall, it is considered that, when dry, this soil has the potential to be dusty.

Table 4: Summary of Soil Characteristics

Category	Record
Soil Layer Thickness	Deep
Soil Parent Material Grain Size	Argillaceous ^a
European Soil Bureau Description	Prequaternary marine/Estuarine clay/Silt
Soil Group	Heavy to medium
Soil Texture	Clay to Silt

^a grain size < 0.06 mm.

- 6.9 The site covers approximately 2,200 m² and most of this will be subject to earthworks, involving removal of the foundations of the demolished buildings and breaking up of a paved area. Dust will arise mainly from vehicles travelling over unpaved ground and from the handling of dusty materials (such as dry soil).
- 6.10 Based on the example definitions set out in Table A2.1 in Appendix A2, and using elements of professional judgement, the dust emission class for earthworks is considered to be *medium*.

Construction

- 6.11 Construction will involve erection of concrete and brick-built commercial premises and residential properties, with a total building volume of approximately 21,000 m³. Dust will arise from vehicles travelling over unpaved ground, the handling and storage of dusty materials, and from the cutting of concrete. The construction will take less than one year and it is unknown whether it will involve onsite concrete batching.
- 6.12 Based on the example definitions set out in Table A2.1 in Appendix A2, and using elements of professional judgement, the dust emission class for construction is considered to be *medium*.

Trackout

- 6.13 The number of heavy vehicles accessing the site, which may track out dust and dirt, is currently unknown. Nonetheless, given the small size of the site, it is likely that there will be less than 10 outward heavy vehicle movements per day.
- 6.14 Based on the example definitions set out in Table A2.1 in Appendix A2, and using elements of professional judgement, the dust emission class for trackout is considered to be *small*.
- 6.15 Table 5 summarises the dust emission magnitude for the proposed development.

Table 5: Summary of Dust Emission Magnitude

Source	Dust Emission Magnitude
Demolition	Small
Earthworks	Medium
Construction	Medium
Trackout	Small

Sensitivity of the Area

- 6.16 This assessment step combines the sensitivity of individual receptors to dust effects with the number of receptors in the area and their proximity to the site. It also considers additional site-specific factors such as topography and screening, and in the case of sensitivity to human health effects, baseline PM₁₀ concentrations.
- 6.17 The IAQM guidance, upon which the GLA's guidance is based, explains that residential properties are 'high' sensitivity receptors to dust soiling and to human health effects, while places of work are 'medium' sensitivity receptors (Table A2.2 in Appendix A2). There are estimated to be more than ten residential units within 20 m of the site associated with apartments to the north and retirement housing (William Wood House) to the west (see Figure 3).

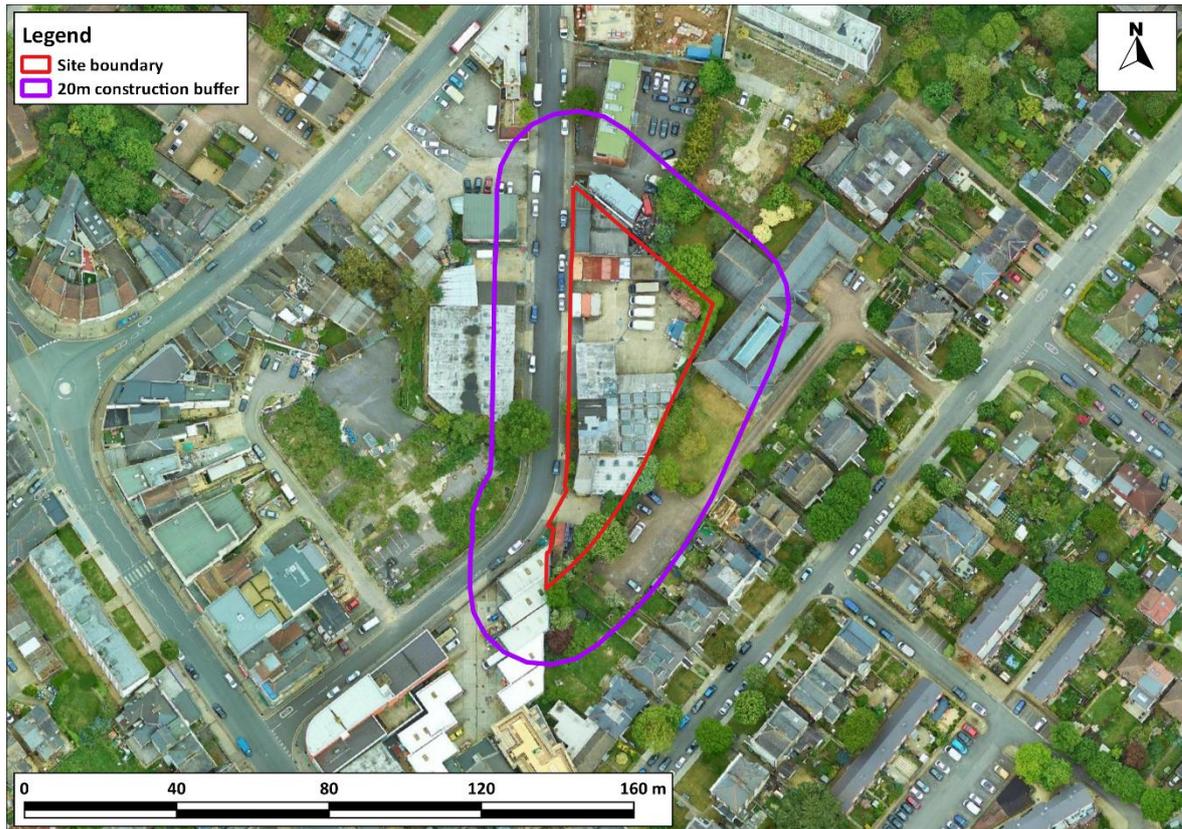


Figure 3: 20 m Distance Bands around Site Boundary

Imagery ©2022 Bluesky, Getmapping plc, Infoterra Ltd & Bluesky, Maxar Technologies, The GeoInformation Group.

- 6.18 Table 5 shows that the dust emission magnitude for trackout is *small* and Table A2.3 in Appendix A2 thus explains that there is a risk of material being tracked 50 m from the site exit. Since it is not known which direction construction vehicles will travel upon exiting the site, it has been assumed that routes both north and south from the site on Willow Way could be affected. There are approximately 12 residential properties within 20 m of the roads along which material could be tracked (see Figure 4).

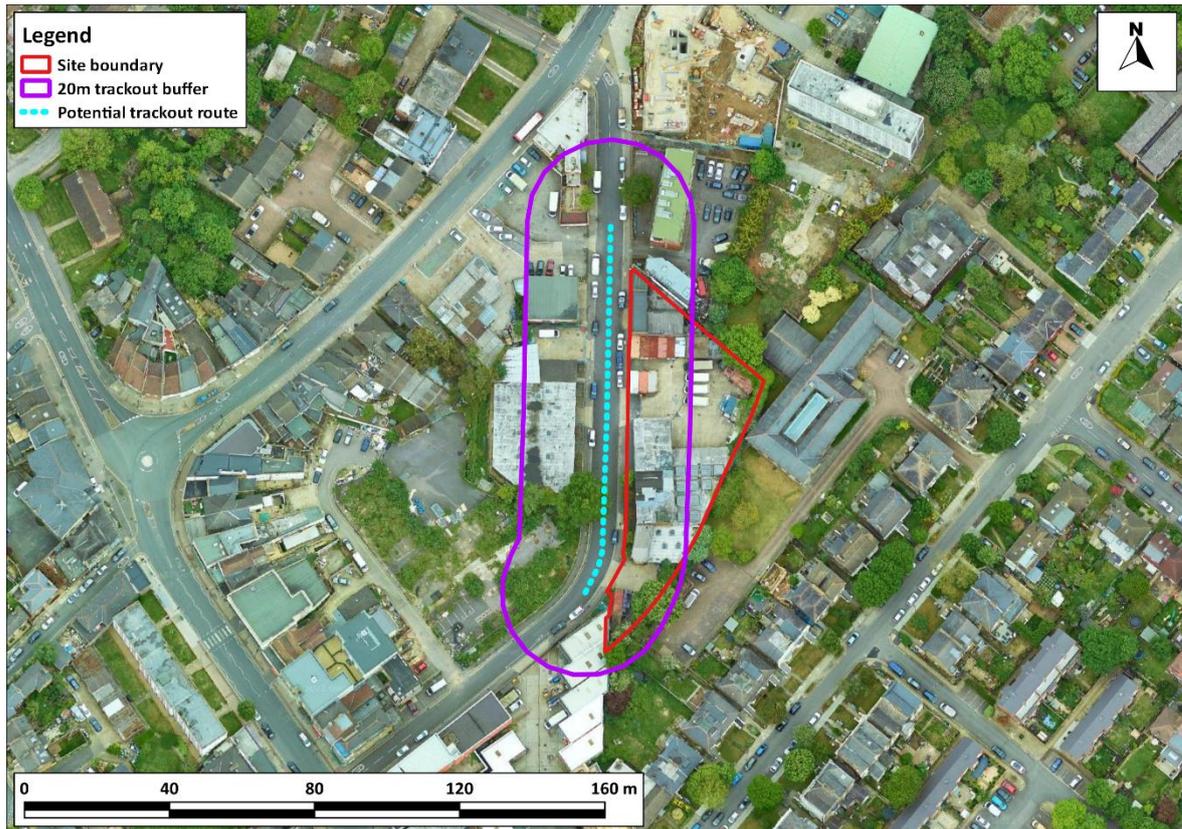


Figure 4: 20 m Distance Band around Roads Used by Construction Traffic Within 50 m of the Site Exit

Imagery ©2022 Bluesky, Getmapping plc, Infoterra Ltd & Bluesky, Maxar Technologies, The GeoInformation Group.

Sensitivity of the Area to Effects from Dust Soiling

- 6.19 Using the information set out in Paragraph 6.17 and Figure 3 alongside the matrix set out in Table A2.3 in Appendix A2, the area surrounding the onsite works is of 'high' sensitivity to dust soiling. Using the information set out in Paragraph 6.18 and Figure 4 alongside the same matrix, the area is also of 'high' sensitivity to dust soiling due to trackout.

Sensitivity of the Area to any Human Health Effects

- 6.20 The matrix in Table A2.4 in Appendix A2 requires information on the baseline annual mean PM₁₀ concentration in the area. The properties nearest the site are well away major roads and the existing annual mean PM₁₀ concentration is best described by the background concentration from Table 3 (17.8 µg/m³). Using the information set out in Paragraphs 6.17 and Figure 3 alongside the matrix in Table A2.4 in Appendix A2, the area surrounding the onsite works is of 'low' sensitivity to human health effects. Using the information set out in Paragraph 6.18 and Figure 4 alongside the same matrix, the area surrounding roads along which material may be tracked from the site is also of 'low' sensitivity.

Sensitivity of the Area to any Ecological Effects

- 6.21 The guidance only considers designated ecological sites within 50 m to have the potential to be impacted by the construction works. There are no designated ecological sites within 50 m of the site boundary or those roads along which material may be tracked, thus ecological impacts will not be considered further.

Summary of the Area Sensitivity

- 6.22 Table 6 summarises the sensitivity of the area around the proposed construction works.

Table 6: Summary of the Area Sensitivity

Effects Associated With:	Sensitivity of the Surrounding Area	
	On-site Works	Trackout
Dust Soiling	High Sensitivity	High Sensitivity
Human Health	Low Sensitivity	Low Sensitivity

Risk and Significance

- 6.23 The dust emission magnitudes in Table 5 have been combined with the sensitivities of the area in Table 6 using the matrix in Table A2.6 in Appendix A2, in order to assign a risk category to each activity. The resulting risk categories for the four construction activities, without mitigation, are set out in Table 7. These risk categories have been used to determine the appropriate level of mitigation as set out in Section 9 (step 3 of the assessment procedure).

Table 7: Summary of Risk of Impacts Without Mitigation

Source	Dust Soiling	Human Health
Demolition	Medium Risk	Negligible
Earthworks	Medium Risk	Low Risk
Construction	Medium Risk	Low Risk
Trackout	Low Risk	Negligible

- 6.24 The IAQM guidance does not provide a method for assessing the significance of effects before mitigation and advises that pre-mitigation significance should not be determined. With appropriate mitigation in place, the IAQM guidance is clear that the residual effect will normally be 'not significant' (IAQM, 2016).

7 Operational Phase Impact Assessment

Impacts at Existing Receptors

- 7.1 The proposed development will be car-free but will include six blue badge holder parking spaces in accordance with London Plan parking policies. The project transport consultants (Velocity Transport Consultants) have estimated that the total daily Light Duty Vehicle (LDV) trips as an annual average daily traffic flow (AADT) associated with the proposed development will be 12 AADT, which is well below the more stringent screening threshold of 100 LDVs recommended for use inside an AQMA in the EPUK/IAQM guidance (Moorcroft and Barrowcliffe et al, 2017) (see Paragraph 3.10). The Heavy Duty Vehicle (HDV) flows associated with the proposed development will also be below the more stringent screening threshold of 25 HDVs recommended for use inside an AQMA.
- 7.2 The current uses at the proposed development site (offices, a vehicle repair shop and catering equipment hire company) will have some vehicle movements associated with them which would be removed from the local road network as a result of the proposed development, potentially reducing the overall road traffic impact. This has not been taken into account in the traffic generation figures presented above, making them worst-case.
- 7.3 As such, in accordance with EPUK/IAQM guidance, there is no requirement for a detailed assessment of road traffic impacts at existing receptors and it can be concluded that the proposed development will not have a significant impact on local roadside air quality.

Impacts of Existing Sources on Future Residents and Users of the Development

- 7.4 As previously discussed in Section 5, the proposed development is located adjacent to Willow Way which is a minor road and bounds the site to the west.
- 7.5 Measured annual mean NO₂ concentrations at all diffusion tube monitoring sites within the vicinity of the proposed development show concentrations have been below the objective in recent years. The majority of these monitoring sites are located at roadside locations (within 15 m of the kerbside) on minor roads, outside of AQMAs and Air Quality Focus Areas, and therefore are considered representative of the proposed development site. As such, annual mean NO₂ concentrations at the proposed development are expected to also be below the objective.
- 7.6 As monitored annual mean NO₂ concentrations recorded at these representative diffusion tubes within the vicinity of the proposed development have remained well below 60 µg/m³, it is also unlikely that the 1-hour mean NO₂ objective will be exceeded at the proposed development site (see Paragraph 3.2).
- 7.7 Measured concentrations of PM₁₀ and PM_{2.5} at the automatic monitoring sites operated by the LB of Lewisham have also been below the respective objectives in recent years. As the automatic monitors

are in locations where pollutant concentrations are expected to be higher than at the proposed development site (within AQMAs or Air Quality Focus Areas), it is reasonable to conclude that PM₁₀ and PM_{2.5} concentrations at the proposed development will also be below the respective objectives.

- 7.8 Furthermore, background NO₂, PM₁₀ and PM_{2.5} concentrations are predicted to be well below the objectives at the proposed development site in 2019 and earliest possible opening year of 2025. While the background PM_{2.5} concentrations predicted at the site are above the GLA target of 10 µg/m³ in both years, exceedances of the target value are common throughout Greater London and its nationwide achievement is very unlikely to be possible before the 2030 target date, especially in London (Defra, 2019). As such, it is unsurprising that there are marginal exceedances. The GLA aims to meet this value by 2030 and has implemented a strategy to achieve this (see Paragraph 2.27).
- 7.9 Taking the above into account, it is judged that future users of the proposed development will experience acceptable air quality.
- 7.10 Pollutant concentrations are expected to continue to reduce in future years due to improvements in emissions standards, increased uptake of low emissions vehicles and the implementation of local and national measures, including those outlined in the LB of Lewisham's Air Quality Action Plan.

Significance of Operational Air Quality Effects

- 7.11 The operational air quality effects without mitigation are judged to be 'not significant'. This professional judgement is made in accordance with the methodology set out in Appendix A3, and takes account of the assessment that:
- pollutant concentrations within the proposed development will all be below the objectives, thus future residents will experience acceptable air quality;
 - annual mean PM_{2.5} concentrations at existing receptors may marginally exceed the GLA target, but this is a common occurrence across London and the proposed development will have a negligible contribution to existing PM_{2.5} concentrations; and
 - the proposed development is 'car-free' (with minimal vehicle trips associated with blue-badge holders which will be well below recognised screening criteria) and will not introduce any combustion plant to provide heat and power, and therefore will have an insignificant effect on local air quality.

8 'Air Quality Neutral'

- 8.1 The purpose of the London Plan's requirement that development proposals be 'air quality neutral' is to prevent the gradual deterioration of air quality throughout Greater London. The 'air quality neutrality' of a proposed development, as assessed in this section, does not directly indicate the potential of the proposed development to have significant impacts on human health (this has been assessed separately in the previous section). The air quality assessment has been undertaken using the latest GLA's London Plan Guidance (Air Quality Neutral) (GLA, 2021a), which is currently in consultation stage.
- 8.2 The proposed development is classified as a 'major' development; however it will be 'car-free'. With regards to transport emissions, Paragraph 4.1.3 of the GLA's Air Quality Neutral guidance states "*where major developments meet the definition of 'car-free', they can be assumed to meet the TEB*".
- 8.3 With regards to building emissions, the proposed development will utilise air source heat pumps and solar power for the provision of heat and hot water. Paragraph 3.1.3 of the GLA guidance states "*most non-combustion heat sources such as electric panel heaters and heat pumps (including air source and ground source heat pumps) are assumed to have zero heat-related NOx emissions*".
- 8.4 The proposed development therefore complies with the requirement that all new developments in London should be at least air quality neutral.

9 Mitigation

Good Design and Best Practice

9.1 The EPUK/IAQM guidance advises that good design and best practice measures should be considered, whether or not more specific mitigation is required. The proposed development incorporates the following good design and best practice measures:

- scheme design such that the most sensitive uses (residential) are the furthest from sources of pollution (roads), for example the ground floor use is commercial, with residential occupation only on the first floor and higher;
- provision of up to six car parking spaces, with these being blue badge holder spaces only, to discourage the use of private vehicles to access the proposed development;
- provision of one electric vehicle (EV) charging point with the potential for more to be installed if the demand arises for more blue badge holder spaces during the occupation of the development, as required by Policy T6.1 of the London Plan; and
- use of air source heat pumps and solar to avoid the need for on-site combustion.

Recommended Mitigation

Construction Impacts

9.2 Measures to mitigate dust emissions will be required during the construction phase of the development in order to minimise effects upon nearby sensitive receptors.

9.3 The site has been identified as a *Medium Risk* site during demolition, construction and earthworks and *Low Risk* for trackout, as set out in Table 7. The GLA's SPG on *The Control of Dust and Emissions During Construction and Demolition* (GLA, 2014) describes measures that should be employed, as appropriate, to reduce the impacts, along with guidance on what monitoring should be undertaken during the construction phase. This reflects best practice experience and has been used, together with the professional experience of the consultant who has undertaken the dust impact assessment and the findings of the assessment, to draw up a set of measures that should be incorporated into the specification for the works. These measures are described in Appendix A5.

9.4 The mitigation measures should be written into a dust management plan (DMP). The DMP may be integrated into a Code of Construction Practice or the Construction Environmental Management Plan (CEMP), and may require monitoring. The GLA's guidance suggests that, for a Medium Risk site, automatic monitoring of particulate matter (as PM₁₀) will be required. It also states that, on certain sites, it may be appropriate to determine the existing (baseline) pollution levels before work begins. However, the guidance is clear that the Local Authority should advise as to the appropriate air quality monitoring procedure and timescale on a case-by-case basis.

- 9.5 The IAQM guidance does also recognise that, even with a rigorous DMP in place, it is not possible to guarantee that the dust mitigation measures will be effective all of the time, for instance under adverse weather conditions. During these events, short-term dust annoyance may occur, however, the scale of this would not normally be considered sufficient to change the conclusion that overall the effects will be ‘not significant’.
- 9.6 Where mitigation measures rely on water, it is expected that only sufficient water will be applied to damp down the material. There should not be any excess to potentially contaminate local watercourses.

Road Traffic Impacts

- 9.7 The assessment has demonstrated that as the development is car-free and has no onsite combustion, there will be no significant emissions from the proposed development to mitigate. It will also not introduce any new exposure into areas of unacceptable air quality. It is, therefore, not considered appropriate to propose mitigation measures for this development.
- 9.8 Measures to reduce pollutant emissions from road traffic are principally being delivered in the longer term by the introduction of more stringent emissions standards, largely via European legislation (which is written into UK law). The proposed expansion of the ULEZ can reasonably be expected to lead to significant improvements and LB of Lewisham’s Air Quality Action Plan will also be helping to deliver improved air quality.
- 9.9 Policy T6.1 of the London Plan (GLA, 2021b) requires at least 20 per cent of all car parking spaces within residential developments to have active electric vehicle charging facilities, with passive provision for all remaining spaces. The proposed development will therefore include one EV charging point between two blue badge holder spaces with the potential for more to be installed if the demand arises for more blue badge holder spaces during the occupation of the development. This allowance for electric vehicle charging will assist in minimising the impacts of the development, as identified in Section 7, as the uptake of electric vehicles increases.

Air Quality Neutral

- 9.10 The assessment has demonstrated that the proposed development is air quality neutral, as required by the London Plan.

10 Conclusions

- 10.1 The assessment has considered the impacts of the proposed development on local air quality in terms of dust and particulate matter emissions during construction. It has also identified the air quality conditions that future residents and users will experience and whether or not the proposed development is air quality neutral (as required by the London Plan).
- 10.2 The assessment has been based on measurements made during 2019, and pre-pandemic activity, to ensure a worst-case assessment that does not take into account temporary reductions in pollutant concentrations as a result of reduced activity levels during the Covid-19 pandemic.

Construction Impacts

- 10.3 The construction works have the potential to create dust. During construction it will therefore be necessary to apply a package of mitigation measures to minimise dust emissions. Appropriate measures have been recommended and, with these measures in place, it is expected that any residual effects will be 'not significant'.

Operational Impacts

- 10.4 The assessment has demonstrated that pollutant concentrations will be well below the objectives at the proposed development in the earliest possible opening year of 2025. PM_{2.5} concentrations may continue to marginally exceed the GLA target in 2025, but this is widespread throughout London.
- 10.5 As the proposed development is car-free and does not include any on-site combustion, it will have no significant effect on local air quality.
- 10.6 The overall operational air quality effects of the proposed development are judged to be 'not significant'.

Air Quality Neutral

- 10.7 As the development is car-free and has no onsite combustion, the proposed development is considered to be air quality neutral and therefore complies with the requirement that all new developments in London should be at least air quality neutral.

Policy Implications

- 10.8 Taking into account these conclusions, it is judged that the proposed development is consistent with Paragraph 185 of the NPPF, being appropriate for its location both in terms of its effects on the local air quality environment and the air quality conditions for future residents. It is also consistent with Paragraph 186, as it will not affect compliance with relevant limit values or national objectives.

10.9 The proposed development is compliant with Policy SI 1 of the London Plan in the following ways:

- it will not cause exceedances of legal air quality limits;
- it will not create unacceptable risk of high level of exposure to poor air quality; and
- it will be air quality neutral.

10.10 The proposed development is also consistent with Policy 9 of the LB of Lewisham's Core Strategy, as "*any negative air quality impacts*" associated with the proposed development, which are primarily associated with the construction phase, will be minimised through mitigation. The proposed development also aligns with a number of measures outlined in the LB of Lewisham's air quality action plan associated with reducing emission from developments and buildings.

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12 Glossary

AADT	Annual Average Daily Traffic
AQAL	Air Quality Assessment Level
AQC	Air Quality Consultants
AQMA	Air Quality Management Area
AURN	Automatic Urban and Rural Network
CAZ	Clean Air Zone
CHP	Combined Heat and Power
Defra	Department for Environment, Food and Rural Affairs
DfT	Department for Transport
DMP	Dust Management Plan
EFT	Emission Factor Toolkit
EPUK	Environmental Protection UK
EU	European Union
EV	Electric Vehicle
Exceedance	A period of time when the concentration of a pollutant is greater than the appropriate air quality objective. This applies to specified locations with relevant exposure
Focus Area	Location that not only exceeds the annual mean limit value for NO ₂ but also has a high level of human exposure
GLA	Greater London Authority
HDV	Heavy Duty Vehicles (> 3.5 tonnes)
HGV	Heavy Goods Vehicle
HMSO	Her Majesty's Stationery Office
IAQM	Institute of Air Quality Management
JAQU	Joint Air Quality Unit
LAEI	London Atmospheric Emissions Inventory
LAQM	Local Air Quality Management
LB	London Borough
LDV	Light Duty Vehicles (<3.5 tonnes)

LEZ	Low Emission Zone
LGV	Light Goods Vehicle
µg/m³	Microgrammes per cubic metre
NO	Nitric oxide
NO₂	Nitrogen dioxide
NO_x	Nitrogen oxides (taken to be NO ₂ + NO)
NPPF	National Planning Policy Framework
NRMM	Non-road Mobile Machinery
OEP	Office for Environmental Protection
Objectives	A nationally defined set of health-based concentrations for nine pollutants, seven of which are incorporated in Regulations, setting out the extent to which the standards should be achieved by a defined date. There are also vegetation-based objectives for sulphur dioxide and nitrogen oxides
OLEV	Office for Low Emission Vehicles
PHV	Private Hire Vehicle
PM₁₀	Small airborne particles, more specifically particulate matter less than 10 micrometres in aerodynamic diameter
PM_{2.5}	Small airborne particles less than 2.5 micrometres in aerodynamic diameter
PPG	Planning Practice Guidance
RDE	Real Driving Emissions
SPG	Supplementary Planning Guidance
Standards	A nationally defined set of concentrations for nine pollutants below which health effects do not occur or are minimal
TEA	Triethanolamine – used to absorb nitrogen dioxide
TfL	Transport for London
ULEZ	Ultra Low Emission Zone
WHO	World Health Organisation
ZEC	Zero Emission Capable

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A1 London-Specific Policies and Measures

London Plan

Design-led Approach

- A1.1 Policy D3 on optimising site capacity through the design-led approach states that “*development proposals should...help prevent or mitigate the impacts of noise and poor air quality*”. The explanatory text around this Policy states the following:

“Measures to design out exposure to poor air quality and noise from both external and internal sources should be integral to development proposals and be considered early in the design process. Characteristics that increase pollutant or noise levels, such as poorly-located emission sources, street canyons and noise sources should also be designed out wherever possible. Optimising site layout and building design can also reduce the risk of overheating as well as minimising carbon emissions by reducing energy demand”.

Development Plans

- A1.2 Policy SI 1 of the London Plan (GLA, 2021b) states the following regarding strategic development plans:

Development Plans, through relevant strategic, site-specific and area-based policies, should seek opportunities to identify and deliver further improvements to air quality and should not reduce air quality benefits that result from the Mayor’s or boroughs’ activities to improve air quality.

Electric Vehicle Charging

- A1.3 To support the uptake of zero tailpipe emission vehicles, Policy T6.1 of the London Plan states:

“All residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. At least 20 per cent of spaces should have active charging facilities, with passive provision for all remaining spaces”.

London Environment Strategy

- A1.4 The air quality chapter of the London Environment Strategy sets out three main objectives, each of which is supported by sub-policies and proposals. The Objectives and their sub-policies are set out below:

“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.

- *Policy 4.1.1 Make sure that London and its communities, particularly the most disadvantaged and those in priority locations, are empowered to reduce their exposure to poor air quality*

- *Policy 4.1.2 Improve the understanding of air quality health impacts to better target policies and action*

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

- *Policy 4.2.1 Reduce emissions from London's road transport network by phasing out fossil fuelled vehicles, prioritising action on diesel, and enabling Londoners to switch to more sustainable forms of transport*
- *Policy 4.2.2 Reduce emissions from non-road transport sources, including by phasing out fossil fuels*
- *Policy 4.2.3 Reduce emissions from non-transport sources, including by phasing out fossil fuels*
- *Policy 4.2.4 The Mayor will work with the government, the London boroughs and other partners to accelerate the achievement of legal limits in Greater London and improve air quality*
- *Policy 4.2.5 The Mayor will work with other cities (here and internationally), global city and industry networks to share best practice, lead action and support evidence based steps to improve air quality*

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

- *Policy 4.3.1 The Mayor will establish new targets for PM_{2.5} and other pollutants where needed. The Mayor will seek to meet these targets as soon as possible, working with government and other partners*
- *Policy 4.3.2 The Mayor will encourage the take up of ultra low and zero emission technologies to make sure London's entire transport system is zero emission by 2050 to further reduce levels of pollution and achieve WHO air quality guidelines*
- *Policy 4.3.3 Phase out the use of fossil fuels to heat, cool and maintain London's buildings, homes and urban spaces, and reduce the impact of building emissions on air quality*
- *Policy 4.3.4 Work to reduce exposure to indoor air pollutants in the home, schools, workplace and other enclosed spaces"*

A1.5 While the policies targeting transport sources are significant, there are less obvious ones that will also require significant change. In particular, the aim to phase out fossil-fuels from building heating and cooling and from NRMM will demand a dramatic transition.

Low Emission Zone (LEZ)

A1.6 The LEZ was implemented as a key measure to improve air quality in Greater London. It entails charges for vehicles entering Greater London not meeting certain emissions criteria, and affects diesel-engined lorries, buses, coaches, large vans, minibuses and other specialist vehicles derived from lorries and vans. Since 1 March 2021, a standard of Euro VI has applied for HGVs, buses and coaches, while a standard of Euro 3 has applied for large vans, minibuses and other specialist diesel vehicles since 2012.

Ultra Low Emission Zone (ULEZ)

A1.7 London's ULEZ was introduced on 8 April 2019. The ULEZ currently operates 24 hours a day, 7 days a week in the same area as the current Congestion Charging zone. All cars, motorcycles, vans and minibuses are required to meet exhaust emission standards (ULEZ standards) or pay an additional daily charge to travel within the zone. The ULEZ standards are Euro 3 for motorcycles, Euro 4 for petrol cars, vans and minibuses and Euro 6 for diesel cars, vans and minibuses. The ULEZ does not include any requirements relating to heavy vehicle (HGV, coach and bus) emissions, as these are addressed by the amendments to the LEZ described in Paragraph A1.6.

A1.8 The ULEZ will covers the entire area within the North and South Circular roads, applying the emissions standards set out in Paragraph A1.7.

Other Measures

A1.9 Since 2018, all taxis presented for licencing for the first time had to be zero emission capable (ZEC). This means they must be able to travel a certain distance in a mode which produces no air pollutants, and all private hire vehicles (PHVs) presented for licensing for the first time had to meet Euro 6 emissions standards. Since January 2020, all newly manufactured PHVs presented for licensing for the first time had to be ZEC (with a minimum zero emission range of 10 miles). The Mayor's aim is that the entire taxi and PHV fleet will be made up of ZEC vehicles by 2033.

A1.10 The Mayor has also proposed to make sure that TfL leads by example by cleaning up its bus fleet, implementing the following measures:

- TfL will procure only hybrid or zero emission double-decker buses from 2018;
- a commitment to providing 3,100 double decker hybrid buses by 2019 and 300 zero emission single-deck buses in central London by 2020;
- introducing 12 Low Emission Bus Zones by 2020;
- investing £50m in Bus Priority Schemes across London to reduce engine idling; and
- retrofitting older buses to reduce emissions (selective catalytic reduction (SCR) technology has already been fitted to 1,800 buses, cutting their NOx emissions by around 88%).

A2 Construction Dust Assessment Procedure

A2.1 The criteria developed by IAQM (2016), upon which the GLA's guidance is based, divide the activities on construction sites into four types to reflect their different potential impacts. These are:

- demolition;
- earthworks;
- construction; and
- trackout.

A2.2 The assessment procedure includes the four steps summarised below:

STEP 1: Screen the Need for a Detailed Assessment

A2.3 An assessment is required where there is a human receptor within 350 m of the boundary of the site and/or within 50 m of the route(s) used by construction vehicles on the public highway, up to 500 m from the site entrance(s), or where there is an ecological receptor within 50 m of the boundary of the site and/or within 50 m of the route(s) used by construction vehicles on the public highway, up to 500 m from the site entrance(s).

A2.4 Where the need for a more detailed assessment is screened out, it can be concluded that the level of risk is *negligible* and that any effects will be 'not significant'. No mitigation measures beyond those required by legislation will be required.

STEP 2: Assess the Risk of Dust Impacts

A2.5 A site is allocated to a risk category based on two factors:

- the scale and nature of the works, which determines the potential dust emission magnitude (Step 2A); and
- the sensitivity of the area to dust effects (Step 2B).

A2.6 These two factors are combined in Step 2C, which is to determine the risk of dust impacts with no mitigation applied. The risk categories assigned to the site may be different for each of the four potential sources of dust (demolition, earthworks, construction and trackout).

Step 2A – Define the Potential Dust Emission Magnitude

A2.7 Dust emission magnitude is defined as either 'Small', 'Medium', or 'Large'. The IAQM guidance explains that this classification should be based on professional judgement, but provides the examples in Table A2.1.

Table A2.1: Examples of How the Dust Emission Magnitude Class May be Defined

Class	Examples
Demolition	
Large	Total building volume >50,000 m ³ , potentially dusty construction material (e.g. concrete), on site crushing and screening, demolition activities >20 m above ground level
Medium	Total building volume 20,000 m ³ – 50,000 m ³ , potentially dusty construction material, demolition activities 10-20 m above ground level
Small	Total building volume <20,000 m ³ , construction material with low potential for dust release (e.g. metal cladding or timber), demolition activities <10 m above ground, demolition during wetter months
Earthworks	
Large	Total site area >10,000 m ² , potentially dusty soil type (e.g. clay, which will be prone to suspension when dry to due small particle size), >10 heavy earth moving vehicles active at any one time, formation of bunds >8 m in height, total material moved >100,000 tonnes
Medium	Total site area 2,500 m ² – 10,000 m ² , moderately dusty soil type (e.g. silt), 5-10 heavy earth moving vehicles active at any one time, formation of bunds 4 m – 8 m in height, total material moved 20,000 tonnes – 100,000 tonnes
Small	Total site area <2,500 m ² , soil type with large grain size (e.g. sand), <5 heavy earth moving vehicles active at any one time, formation of bunds <4 m in height, total material moved <20,000 tonnes, earthworks during wetter months
Construction	
Large	Total building volume >100,000 m ³ , piling, on site concrete batching; sandblasting
Medium	Total building volume 25,000 m ³ – 100,000 m ³ , potentially dusty construction material (e.g. concrete), piling, on site concrete batching
Small	Total building volume <25,000 m ³ , construction material with low potential for dust release (e.g. metal cladding or timber)
Trackout ^a	
Large	>50 HDV (>3.5t) outward movements in any one day, potentially dusty surface material (e.g. high clay content), unpaved road length >100 m
Medium	10-50 HDV (>3.5t) outward movements in any one day, moderately dusty surface material (e.g. high clay content), unpaved road length 50 m – 100 m
Small	<10 HDV (>3.5t) outward movements in any one day, surface material with low potential for dust release, unpaved road length <50 m

^a These numbers are for vehicles that leave the site after moving over unpaved ground.

Step 2B – Define the Sensitivity of the Area

A2.8 The sensitivity of the area is defined taking account of a number of factors:

- the specific sensitivities of receptors in the area;
- the proximity and number of those receptors;
- in the case of PM₁₀, the local background concentration; and
- site-specific factors, such as whether there are natural shelters to reduce the risk of wind-blown dust.

A2.9 The first requirement is to determine the specific sensitivities of local receptors. The IAQM guidance recommends that this should be based on professional judgment, taking account of the principles in Table A2.2. These receptor sensitivities are then used in the matrices set out in Table A2.3, Table A2.4 and Table A2.5 to determine the sensitivity of the area. Finally, the sensitivity of the area is considered in relation to any other site-specific factors, such as the presence of natural shelters etc., and any required adjustments to the defined sensitivities are made.

Step 2C – Define the Risk of Impacts

A2.10 The dust emission magnitude determined at Step 2A is combined with the sensitivity of the area determined at Step 2B to determine the *risk* of impacts with no mitigation applied. The IAQM guidance provides the matrix in Table A2.6 as a method of assigning the level of risk for each activity.

STEP 3: Determine Site-specific Mitigation Requirements

A2.11 The IAQM guidance provides a suite of recommended and desirable mitigation measures which are organised according to whether the outcome of Step 2 indicates a low, medium, or high risk. The list provided in the IAQM guidance has been used as the basis for the requirements set out in Appendix A5.

STEP 4: Determine Significant Effects

A2.12 The IAQM guidance does not provide a method for assessing the significance of effects before mitigation, and advises that pre-mitigation significance should not be determined. With appropriate mitigation in place, the IAQM guidance is clear that the residual effect will normally be 'not significant'.

A2.13 The IAQM guidance recognises that, even with a rigorous dust management plan in place, it is not possible to guarantee that the dust mitigation measures will be effective all of the time, for instance under adverse weather conditions. The local community may therefore experience occasional, short-term dust annoyance. The scale of this would not normally be considered sufficient to change the conclusion that the effects will be 'not significant'.

Table A2.2: Principles to be Used When Defining Receptor Sensitivities

Class	Principles	Examples
Sensitivities of People to Dust Soiling Effects		
High	users can reasonably expect enjoyment of a high level of amenity; or the appearance, aesthetics or value of their property would be diminished by soiling; and the people or property would reasonably be expected to be present continuously, or at least regularly for extended periods, as part of the normal pattern of use of the land	dwellings, museum and other culturally important collections, medium and long term car parks and car showrooms
Medium	users would expect to enjoy a reasonable level of amenity, but would not reasonably expect to enjoy the same level of amenity as in their home; or the appearance, aesthetics or value of their property could be diminished by soiling; or the people or property wouldn't reasonably be expected to be present here continuously or regularly for extended periods as part of the normal pattern of use of the land	parks and places of work
Low	the enjoyment of amenity would not reasonably be expected; or there is property that would not reasonably be expected to be diminished in appearance, aesthetics or value by soiling; or there is transient exposure, where the people or property would reasonably be expected to be present only for limited periods of time as part of the normal pattern of use of the land	playing fields, farmland (unless commercially-sensitive horticultural), footpaths, short term car parks and roads
Sensitivities of People to the Health Effects of PM₁₀		
High	locations where members of the public may be exposed for eight hours or more in a day	residential properties, hospitals, schools and residential care homes
Medium	locations where the people exposed are workers, and where individuals may be exposed for eight hours or more in a day.	may include office and shop workers, but will generally not include workers occupationally exposed to PM ₁₀
Low	locations where human exposure is transient	public footpaths, playing fields, parks and shopping streets
Sensitivities of Receptors to Ecological Effects		
High	locations with an international or national designation and the designated features may be affected by dust soiling; or locations where there is a community of a particularly dust sensitive species	Special Areas of Conservation with dust sensitive features
Medium	locations where there is a particularly important plant species, where its dust sensitivity is uncertain or unknown; or locations with a national designation where the features may be affected by dust deposition	Sites of Special Scientific Interest with dust sensitive features
Low	locations with a local designation where the features may be affected by dust deposition	Local Nature Reserves with dust sensitive features

Table A2.3: Sensitivity of the Area to Dust Soiling Effects on People and Property ⁷

Receptor Sensitivity	Number of Receptors	Distance from the Source (m)			
		<20	<50	<100	<350
High	>100	High	High	Medium	Low
	10-100	High	Medium	Low	Low
	1-10	Medium	Low	Low	Low
Medium	>1	Medium	Low	Low	Low
Low	>1	Low	Low	Low	Low

⁷ For demolition, earthworks and construction, distances are taken either from the dust source or from the boundary of the site. For trackout, distances are measured from the sides of roads used by construction traffic. Without mitigation, trackout may occur from roads up to 500 m from sites with a *large* dust emission magnitude for trackout, 200 m from sites with a *medium* dust emission magnitude and 50 m from sites with a *small* dust emission magnitude, as measured from the site exit. The impact declines with distance from the site, and it is only necessary to consider trackout impacts up to 50 m from the edge of the road.

Table A2.4: Sensitivity of the Area to Human Health Effects ⁷

Receptor Sensitivity	Annual Mean PM ₁₀	Number of Receptors	Distance from the Source (m)				
			<20	<50	<100	<200	<350
High	>32 µg/m ³	>100	High	High	High	Medium	Low
		10-100	High	High	Medium	Low	Low
		1-10	High	Medium	Low	Low	Low
	28-32 µg/m ³	>100	High	High	Medium	Low	Low
		10-100	High	Medium	Low	Low	Low
		1-10	High	Medium	Low	Low	Low
	24-28 µg/m ³	>100	High	Medium	Low	Low	Low
		10-100	High	Medium	Low	Low	Low
		1-10	Medium	Low	Low	Low	Low
	<24 µg/m ³	>100	Medium	Low	Low	Low	Low
		10-100	Low	Low	Low	Low	Low
		1-10	Low	Low	Low	Low	Low
Medium	>32 µg/m ³	>10	High	Medium	Low	Low	Low
		1-10	Medium	Low	Low	Low	Low
	28-32 µg/m ³	>10	Medium	Low	Low	Low	Low
		1-10	Low	Low	Low	Low	Low
	24-28 µg/m ³	>10	Low	Low	Low	Low	Low
		1-10	Low	Low	Low	Low	Low
	<24 µg/m ³	>10	Low	Low	Low	Low	Low
		1-10	Low	Low	Low	Low	Low
Low	-	>1	Low	Low	Low	Low	Low

Table A2.5: Sensitivity of the Area to Ecological Effects ⁷

Receptor Sensitivity	Distance from the Source (m)	
	<20	<50
High	High	Medium
Medium	Medium	Low
Low	Low	Low

Table A2.6: Defining the Risk of Dust Impacts

Sensitivity of the Area	Dust Emission Magnitude		
	Large	Medium	Small
Demolition			
High	High Risk	Medium Risk	Medium Risk
Medium	High Risk	Medium Risk	Low Risk
Low	Medium Risk	Low Risk	Negligible
Earthworks			
High	High Risk	Medium Risk	Low Risk
Medium	Medium Risk	Medium Risk	Low Risk
Low	Low Risk	Low Risk	Negligible
Construction			
High	High Risk	Medium Risk	Low Risk
Medium	Medium Risk	Medium Risk	Low Risk
Low	Low Risk	Low Risk	Negligible
Trackout			
High	High Risk	Medium Risk	Low Risk
Medium	Medium Risk	Low Risk	Negligible
Low	Low Risk	Low Risk	Negligible

A3 EPUK & IAQM Planning for Air Quality Guidance

A3.1 The guidance issued by EPUK and IAQM (Moorcroft and Barrowcliffe et al, 2017) is comprehensive in its explanation of the place of air quality in the planning regime. Key sections of the guidance not already mentioned above are set out below.

Air Quality as a Material Consideration

“Any air quality issue that relates to land use and its development is capable of being a material planning consideration. The weight, however, given to air quality in making a planning application decision, in addition to the policies in the local plan, will depend on such factors as:

- *the severity of the impacts on air quality;*
- *the air quality in the area surrounding the proposed development;*
- *the likely use of the development, i.e. the length of time people are likely to be exposed at that location; and*
- *the positive benefits provided through other material considerations”.*

Recommended Best Practice

A3.2 The guidance goes into detail on how all development proposals can and should adopt good design principles that reduce emissions and contribute to better air quality management. It states:

“The basic concept is that good practice to reduce emissions and exposure is incorporated into all developments at the outset, at a scale commensurate with the emissions”.

A3.3 The guidance sets out a number of good practice principles that should be applied to all developments that:

- include 10 or more dwellings;
- where the number of dwellings is not known, residential development is carried out on a site of more than 0.5 ha;
- provide more than 1,000 m² of commercial floorspace;
- are carried out on land of 1 ha or more.

A3.4 The good practice principles are that:

- New developments should not contravene the Council’s Air Quality Action Plan, or render any of the measures unworkable;
- Wherever possible, new developments should not create a new “street canyon”, as this inhibits pollution dispersion;

- Delivering sustainable development should be the key theme of any application;
- New development should be designed to minimise public exposure to pollution sources, e.g. by locating habitable rooms away from busy roads;
- The provision of at least 1 Electric Vehicle (EV) “rapid charge” point per 10 residential dwellings and/or 1000 m² of commercial floorspace. Where on-site parking is provided for residential dwellings, EV charging points for each parking space should be made available;
- Where development generates significant additional traffic, provision of a detailed travel plan (with provision to measure its implementation and effect) which sets out measures to encourage sustainable means of transport (public, cycling and walking) via subsidised or free-ticketing, improved links to bus stops, improved infrastructure and layouts to improve accessibility and safety;
- All gas-fired boilers to meet a minimum standard of <40 mgNO_x/kWh;
- Where emissions are likely to impact on an AQMA, all gas-fired CHP plant to meet a minimum emissions standard of:
 - Spark ignition engine: 250 mgNO_x/Nm³;
 - Compression ignition engine: 400 mgNO_x/Nm³;
 - Gas turbine: 50 mgNO_x/Nm³.
- A presumption should be to use natural gas-fired installations. Where biomass is proposed within an urban area it is to meet minimum emissions standards of 275 mgNO_x/Nm³ and 25 mgPM/Nm³.

A3.5 The guidance also outlines that offsetting emissions might be used as a mitigation measure for a proposed development. However, it states that:

“It is important that obligations to include offsetting are proportional to the nature and scale of development proposed and the level of concern about air quality; such offsetting can be based on a quantification of the emissions associated with the development. These emissions can be assigned a value, based on the “damage cost approach” used by Defra, and then applied as an indicator of the level of offsetting required, or as a financial obligation on the developer. Unless some form of benchmarking is applied, it is impractical to include building emissions in this approach, but if the boiler and CHP emissions are consistent with the standards as described above then this is not essential”.

A3.6 The guidance offers a widely used approach for quantifying costs associated with pollutant emissions from transport. It also outlines the following typical measures that may be considered to offset emissions, stating that measures to offset emissions may also be applied as post assessment mitigation:

- Support and promotion of car clubs;
- Contributions to low emission vehicle refuelling infrastructure;
- Provision of incentives for the uptake of low emission vehicles;
- Financial support to low emission public transport options; and
- Improvements to cycling and walking infrastructures.

Screening

Impacts of the Local Area on the Development

“There may be a requirement to carry out an air quality assessment for the impacts of the local area’s emissions on the proposed development itself, to assess the exposure that residents or users might experience. This will need to be a matter of judgement and should take into account:

- *the background and future baseline air quality and whether this will be likely to approach or exceed the values set by air quality objectives;*
- *the presence and location of Air Quality Management Areas as an indicator of local hotspots where the air quality objectives may be exceeded;*
- *the presence of a heavily trafficked road, with emissions that could give rise to sufficiently high concentrations of pollutants (in particular nitrogen dioxide), that would cause unacceptably high exposure for users of the new development; and*
- *the presence of a source of odour and/or dust that may affect amenity for future occupants of the development”.*

Impacts of the Development on the Local Area

A3.7 The guidance sets out two stages of screening criteria that can be used to identify whether a detailed air quality assessment is required, in terms of the impact of the development on the local area. The first stage is that you should proceed to the second stage if any of the following apply:

- 10 or more residential units or a site area of more than 0.5 ha residential use; and/or
- more than 1,000 m² of floor space for all other uses or a site area greater than 1 ha.

A3.8 Coupled with any of the following:

- the development has more than 10 parking spaces; and/or
- the development will have a centralised energy facility or other centralised combustion process.

A3.9 If the above do not apply then the development can be screened out as not requiring a detailed air quality assessment of the impact of the development on the local area. If they do apply then you proceed to stage 2, which sets out indicative criteria for requiring an air quality assessment. The stage 2 criteria relating to vehicle emissions are set out below:

- the development will lead to a change in LDV flows of more than 100 AADT within or adjacent to an AQMA or more than 500 AADT elsewhere;
- the development will lead to a change in HDV flows of more than 25 AADT within or adjacent to an AQMA or more than 100 AADT elsewhere;
- the development will lead to a realigning of roads (i.e. changing the proximity of receptors to traffic lanes) where the change is 5m or more and the road is within an AQMA;
- the development will introduce a new junction or remove an existing junction near to relevant receptors, and the junction will cause traffic to significantly change vehicle acceleration/deceleration, e.g. traffic lights or roundabouts;
- the development will introduce or change a bus station where bus flows will change by more than 25 AADT within or adjacent to an AQMA or more than 100 AADT elsewhere; and
- the development will have an underground car park with more than 100 movements per day (total in and out) with an extraction system that exhausts within 20 m of a relevant receptor.

A3.10 The criteria are more stringent where the traffic impacts may arise on roads where concentrations are close to the objective. The presence of an AQMA is taken to indicate the possibility of being close to the objective, but where whole authority AQMAs are present and it is known that the affected roads have concentrations below 90% of the objective, the less stringent criteria are likely to be more appropriate.

A3.11 On combustion processes (including standby emergency generators and shipping) where there is a risk of impacts at relevant receptors, the guidance states that:

“Typically, any combustion plant where the single or combined NO_x emission rate is less than 5 mg/sec is unlikely to give rise to impacts, provided that the emissions are released from a vent or stack in a location and at a height that provides adequate dispersion. As a guide, the 5 mg/s criterion equates to a 450 kW ultra-low NO_x gas boiler or a 30kW CHP unit operating at <95mg/Nm³.

In situations where the emissions are released close to buildings with relevant receptors, or where the dispersion of the plume may be adversely affected by the size and/or height of adjacent buildings (including situations where the stack height is lower than the receptor) then consideration will need to be given to potential impacts at much lower emission rates.

Conversely, where existing nitrogen dioxide concentrations are low, and where the dispersion conditions are favourable, a much higher emission rate may be acceptable”.

A3.12 Should none of the above apply then the development can be screened out as not requiring a detailed air quality assessment of the impact of the development on the local area, provided that professional judgement is applied; the guidance importantly states the following:

“The criteria provided are precautionary and should be treated as indicative. They are intended to function as a sensitive ‘trigger’ for initiating an assessment in cases where there is a possibility of significant effects arising on local air quality. This possibility will, self-evidently, not be realised in many cases. The criteria should not be applied rigidly; in some instances, it may be appropriate to amend them on the basis of professional judgement, bearing in mind that the objective is to identify situations where there is a possibility of a significant effect on local air quality”.

A3.13 Even if a development cannot be screened out, the guidance is clear that a detailed assessment is not necessarily required:

“The use of a Simple Assessment may be appropriate, where it will clearly suffice for the purposes of reaching a conclusion on the significance of effects on local air quality. The principle underlying this guidance is that any assessment should provide enough evidence that will lead to a sound conclusion on the presence, or otherwise, of a significant effect on local air quality. A Simple Assessment will be appropriate, if it can provide this evidence. Similarly, it may be possible to conduct a quantitative assessment that does not require the use of a dispersion model run on a computer”.

A3.14 The guidance also outlines what the content of the air quality assessment should include, and this has been adhered to in the production of this report.

Assessment of Significance

A3.15 There is no official guidance in the UK in relation to development control on how to describe the nature of air quality impacts, nor how to assess their significance. The approach within the EPUK/IAQM guidance has, therefore, been used in this assessment. This approach involves a two stage process:

- a qualitative or quantitative description of the impacts on local air quality arising from the development; and
- a judgement on the overall significance of the effects of any impacts.

A3.16 The guidance recommends that the assessment of significance should be based on professional judgement, with the overall air quality impact of the development described as either ‘significant’ or ‘not significant’. In drawing this conclusion, the following factors should be taken into account:

- the existing and future air quality in the absence of the development;
- the extent of current and future population exposure to the impacts;
- the influence and validity of any assumptions adopted when undertaking the prediction of impacts;
- the potential for cumulative impacts and, in such circumstances, several impacts that are described as '*slight*' individually could, taken together, be regarded as having a significant effect for the purposes of air quality management in an area, especially where it is proving difficult to reduce concentrations of a pollutant. Conversely, a '*moderate*' or '*substantial*' impact may not have a significant effect if it is confined to a very small area and where it is not obviously the cause of harm to human health; and
- the judgement on significance relates to the consequences of the impacts; will they have an effect on human health that could be considered as significant? In the majority of cases, the impacts from an individual development will be insufficiently large to result in measurable changes in health outcomes that could be regarded as significant by health care professionals.

A3.17 The guidance is clear that other factors may be relevant in individual cases. It also states that the effect on the residents of any new development where the air quality is such that an air quality objective is not met will be judged as significant. For people working at new developments in this situation, the same will not be true as occupational exposure standards are different, although any assessment may wish to draw attention to the undesirability of the exposure.

A3.18 A judgement of the significance should be made by a competent professional who is suitably qualified. A summary of the professional experience of the staff contributing to this assessment is provided in Appendix A4.

A4 Professional Experience

Dr Ben Marner, BSc (Hons) PhD CSci MEnvSc MIAQM

Dr Marner is the Director of Air Quality Modelling and Assessment at AQC and has over 20 years' relevant experience. He has been responsible for air quality and greenhouse gas assessments of road schemes, rail schemes, airports, power stations, waste incinerators, commercial developments and residential developments in the UK and abroad. He has acted as expert witness at public inquiries, where he has presented evidence on health-related air quality impacts, the impacts of air quality on sensitive ecosystems, and greenhouse gas impacts. He has developed a range of widely-used air quality models and contributed to the development of best practice. Dr Marner has provided support and advice to foreign governments, Highways England, Transport Scotland, Transport for London, Greater London Authority, the Joint Nature Conservation Committee, the Environment Agency, and numerous local authorities. He is a Member of the Institute of Air Quality Management and a Chartered Scientist. He currently advises the UK Government on air quality as part of its Air Quality Expert Group (AQEG), where his specific area of expertise relates to air quality assessment in the development control process.

Paul Outen, BSc (Hons) MEnvSc MIAQM

Mr Outen is a Principal Consultant with AQC, with over 13 years' experience in the assessment of air quality and odours. He undertakes air quality and odour assessments covering residential and commercial developments, industrial installations, road schemes, energy centres and mineral and waste facilities. These involve qualitative assessments, and quantitative modelling assessments using the ADMS dispersion models, for both planning and permitting purposes. He has also presented evidence at public hearings. Mr Outen has a particular interest in odour assessment, and has extensive experience in the assessment of odours across a wide range of industries throughout the UK, Europe and Asia. He also has experience in pollutant monitoring techniques. He regularly undertakes site audits for various installations to advise on pollution control and mitigation strategies. He is a Member of both the Institution of Environmental Sciences and Institute of Air Quality Management.

Julia Burnell, MEnvSci (Hons) MEnvSc MIAQM

Miss Burnell is a Senior Consultant with AQC with over six years' experience in the field of air quality. She has experience of undertaking a range of air quality assessments for power, transportation, and mixed-use development projects both in the UK and internationally. She is also experienced at preparing environmental permit applications for medium combustion plant/specified generator sites and has commissioned and maintained numerous ambient air quality monitoring surveys. Prior to her work with AQC, Julia completed an MEnvSci (Hons) in Environmental Science (four-year

integrated master's). She is a Member of both the Institute of Air Quality Management and the Institution of Environmental Sciences.

A5 Construction Mitigation

A5.1 Table A5.1 presents a set of best-practice measures from the GLA guidance (GLA, 2014) that should be incorporated into the specification for the works. These measures should be written into a Dust Management Plan. Some of the measures may only be necessary during specific phases of work, or during activities with a high potential to produce dust, and the list should be refined and expanded upon in liaison with the construction contractor when producing the Dust Management Plan.

Table A5.1: Best-Practice Mitigation Measures Recommended for the Works

Measure	Desirable	Highly Recommended
Site Management		
Develop and implement a stakeholder communications plan that includes community engagement before work commences on site		✓
Develop a Dust Management Plan (DMP)		✓
Display the name and contact details of person(s) accountable for air quality pollutant emissions and dust issues on the site boundary		✓
Display the head or regional office contact information		✓
Record and respond to all dust and air quality pollutant emissions complaints		✓
Make a complaints log available to the local authority when asked		✓
Carry out regular site inspections to monitor compliance with air quality and dust control procedures, record inspection results, and make an inspection log available to the Local Authority when asked		✓
Increase the frequency of site inspections by those accountable for dust and air quality pollutant emissions issues when activities with a high potential to produce dust and emissions are being carried out and during prolonged dry or windy conditions		✓
Record any exceptional incidents that cause dust and air quality pollutant emissions, either on or off the site, and ensure that the action taken to resolve the situation is recorded in the log book		✓
Preparing and Maintaining the Site		
Plan the site layout so that machinery and dust-causing activities are located away from receptors, as far as is possible		✓
Erect solid screens or barriers around dusty activities or the site boundary that are at least as high as any stockpiles on site		✓
Fully enclose site or specific operations where there is a high potential for dust production and the site is active for an extensive period		✓
Install green walls, screens or other green infrastructure to minimise the impact of dust and pollution	✓	
Avoid site runoff of water or mud		✓
Keep site fencing, barriers and scaffolding clean using wet methods		✓

Remove materials that have a potential to produce dust from site as soon as possible, unless being re-used on site. If they are being re-used on-site cover as described below		✓
Cover, seed, or fence stockpiles to prevent wind whipping		✓
Carry out regular dust soiling checks of buildings within 100 m of site boundary and provide cleaning if necessary	✓	
Put in place real-time dust and air quality pollutant monitors across the site and ensure they are checked regularly		✓
Agree monitoring locations with the Local Authority		✓
Where possible, commence baseline monitoring at least three months before work begins		✓
Operating Vehicle/Machinery and Sustainable Travel		
Ensure all on-road vehicles comply with the requirements of the London LEZ (and ULEZ)		✓
Ensure all Non-road Mobile Machinery (NRMM) comply with London's NRMM emission standards. Currently, NRMM used on any site within Greater London are required to meet Stage IIIB of EU Directive 97/68/EC (The European Parliament and the Council of the European Union, 1997) and its subsequent amendments as a minimum, while NRMM used on any site within the Central Activity Zone, Canary Wharf or one of London's Opportunity Areas are required to meet Stage IV of the Directive as a minimum. The proposed development is <u>not</u> within an area where this stricter requirement applies. From January 2025, NRMM used anywhere in London will be required to meet stage IV, while from January 2030 the stage V standard will apply. From January 2040 only zero emission machinery will be allowed.		✓
Ensure all vehicles switch off engines when stationary – no idling vehicles		✓
Avoid the use of diesel- or petrol-powered generators and use mains electricity or battery-powered equipment where practicable		✓
Impose and signpost a maximum-speed-limit of 15 mph on surfaced and 10 mph on un-surfaced haul roads and work areas (if long haul routes are required these speeds may be increased with suitable additional control measures provided, subject to the approval of the nominated undertaker and with the agreement of the local authority, where appropriate)	✓	
Produce a Construction Logistics Plan to manage the sustainable delivery of goods and materials		✓
Implement a Travel Plan that supports and encourages sustainable staff travel (public transport, cycling, walking, and car-sharing)		✓
Operations		
Only use cutting, grinding or sawing equipment fitted or in conjunction with suitable dust suppression techniques such as water sprays or local extraction, e.g. suitable local exhaust ventilation systems		✓
Ensure an adequate water supply on the site for effective dust/particulate matter suppression/mitigation, using non-potable water where possible and appropriate		✓
Use enclosed chutes, conveyors and covered skips		✓

Minimise drop heights from conveyors, loading shovels, hoppers and other loading or handling equipment and use fine water sprays on such equipment wherever appropriate		✓
Ensure equipment is readily available on site to clean any dry spillages, and clean up spillages as soon as reasonably practicable after the event using wet cleaning methods		✓
Waste Management		
Reuse and recycle waste to reduce dust from waste materials		✓
Avoid bonfires and burning of waste materials		✓
Measures Specific to Demolition		
Soft strip inside buildings before demolition (retaining walls and windows in the rest of the building where possible, to provide a screen against dust)	✓	
Ensure water suppression is used during demolition operations.		✓
Avoid explosive blasting, using appropriate manual or mechanical alternatives		✓
Bag and remove any biological debris or damp down such material before demolition		✓
Measures Specific to Earthworks		
Re-vegetate earthworks and exposed areas/soil stockpiles to stabilise surfaces as soon as practicable	✓	
Use Hessian, mulches or trackifiers where it is not possible to re-vegetate or cover with topsoil, as soon as practicable	✓	
Only remove the cover from small areas during work, not all at once	✓	
Measures Specific to Construction		
Avoid scabbling (roughening of concrete surfaces), if possible	✓	
Ensure sand and other aggregates are stored in bunded areas and are not allowed to dry out, unless this is required for a particular process, in which case ensure that appropriate additional control measures are in place		✓
Ensure bulk cement and other fine powder materials are delivered in enclosed tankers and stored in silos with suitable emission control systems to prevent escape of material and overfilling during delivery	✓	
For smaller supplies of fine powder materials ensure bags are sealed after use and stored appropriately to prevent dust	✓	
Measures Specific to Trackout		
Regularly use a water-assisted dust sweeper on the access and local roads, as necessary, to remove any material tracked out of the site	✓	
Avoid dry sweeping of large areas	✓	
Ensure vehicles entering and leaving sites are covered to prevent escape of materials during transport	✓	