ROYAL BOROUGH OF KINGSTON UPON THAMES

AIR QUALITY ACTION PLAN

2005 – 2006
Foreword

This Local Air Quality Action Plan [AQAP] is required under Part IV of the Environment Act 1995 following the decision of the Council to declare the Borough an Air Quality management Area in 2003. The decision followed the review and assessment of air quality in the Borough [Stages 1-3] which concluded that the National Air Quality objectives for 2005 would not be met for two pollutants, namely nitrogen dioxide and fine particles.

Local Authorities that have declared an Air Quality Management Area [AQMA] are required to undertake further assessments [Stage 4] to update the data gathered from previous assessments and to assist in targeting the action required to improve air quality.

The Stage 4 report confirmed the Council’s decision to declare the whole of the Borough an Air Quality Management Area although areas of exceedence and potential exposure were primarily adjacent to major through traffic routes.

The purpose of the AQAP is to ensure that the Council takes appropriate and proportional action to improve air quality within the AQMA. By declaring a Borough wide AQMA we ensure that our plans are holistic and impact upon everyone living or visiting the Royal Borough of Kingston upon Thames.

It is not a legal requirement to actually achieve the national air quality objectives; however our actions must be in pursuit of this aim. This Action Plan contains a series of measures that will help to improve air quality and work towards achieving the national objectives for reducing levels of air pollution within the Borough. Many of these actions are already being implemented but continued work will allow us to further achieve our objectives. These measures proposed depend not merely on the Council and its partners such as the Primary Care Trust but also individuals and organisations that live, work and visit Kingston today.
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INTRODUCTION

1.1 Research indicates that, whilst exposure to vehicle pollution will not cause asthma or other similar respiratory diseases, it may adversely affect those who have an existing predisposition or susceptibility. These effects may vary with pollution levels and studies show that when these increase, so do admissions to hospitals; particularly amongst the elderly and those having heart and lung disorders.

1.2 Overall in London it is estimated that 1,600 premature deaths and 1,500 breathing problem-related hospital admissions per year occur as a result of air pollution.

1.3 Pollution also reduces the quality of life generally by causing summer and winter smog and the smell and taste of petrol and diesel fumes from the traffic that largely causes it.

1.4 RBK is committed to improving the quality of life in the borough and the environment is at the heart of everything that the Council does. Three of the Council’s six strategic aims relate to the desirability of reducing levels of air pollution. These are:

- Working in Partnership
- Caring for the Environment
- Enhancing the Quality of Life

CURRENT TRENDS

2.1 When determining its Air Quality Action Plan it is necessary for the Council to have a realistic approach to what is achievable. It is also important to bear in mind that since the early 1990s air quality has generally improved despite the increase in the number of vehicles and the adoption of life styles that rely increasingly on them.

2.2 The reason for the improvement in air quality is the progressive lowering of permitted levels of emissions from new vehicles, the testing of older vehicles and cleaner fuels. However, even if this trend continues it will not in itself be adequate to meet all the legally binding EU air quality standards that have been set.

2.3 As vehicles become obsolete they are being replaced by cleaner and usually more fuel-efficient engines. It is nevertheless important that we do not ignore the decreasing number of older higher polluting vehicles which arouse public concern and contribute to local air quality.
3.0  KINGSTON’S AIR QUALITY MANAGEMENT AREA

3.1  The Council is required by the Environment Act 1995 to assess whether the specified levels of various pollutants as shown in the following table will be exceeded at the dates prescribed. This has been done by studies using existing and predicted traffic flows and evaluation of other possible sources such as industry and aviation.

Table 1 showing the National Air Quality Strategy Standards

<table>
<thead>
<tr>
<th>Pollutant</th>
<th>Standard</th>
<th>Measured as</th>
<th>Date to be achieved by</th>
</tr>
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<tbody>
<tr>
<td>Benzene</td>
<td>• 16.25 μg/m³</td>
<td>Running annual mean</td>
<td>• 31 Dec 2003</td>
</tr>
<tr>
<td></td>
<td>• 5 μg/m³</td>
<td>Annual mean</td>
<td>• 31 Dec 2010</td>
</tr>
<tr>
<td>1.3 Butadiene</td>
<td>• 2.25 μg/m³</td>
<td>Running annual mean</td>
<td>• 31 Dec 2003</td>
</tr>
<tr>
<td>Lead</td>
<td>• 0.5 μg/m³</td>
<td>Annual mean</td>
<td>• 31 Dec 2004</td>
</tr>
<tr>
<td></td>
<td>• 0.25 μg/m³</td>
<td>Annual mean</td>
<td>• 31 Dec 2008</td>
</tr>
<tr>
<td>Nitrogen Dioxide</td>
<td>• 200 μg/m³</td>
<td>1-hour mean [not exceeded more than 18 times per annum]</td>
<td>• 31 Dec 2005</td>
</tr>
<tr>
<td></td>
<td>• 40 μg/m³</td>
<td>Annual mean</td>
<td>• 31 Dec 2004</td>
</tr>
<tr>
<td>Small Particles</td>
<td>• 50 μg/m³</td>
<td>24 hour mean [not exceeded more than 35 times per annum]</td>
<td>• 31 Dec 2004</td>
</tr>
<tr>
<td></td>
<td>• 40 μg/m³</td>
<td>Annual mean</td>
<td>• 31 Dec 2004</td>
</tr>
<tr>
<td>Sulphur Dioxide</td>
<td>• 266 μg/m³</td>
<td>15-minute mean [not to be exceeded more than 35 times per annum]</td>
<td>• 31 Dec 2005</td>
</tr>
<tr>
<td></td>
<td>• 350 μg/m³</td>
<td>1-hour mean [not exceeded more than 24 times per annum]</td>
<td>• 31 Dec 2004</td>
</tr>
<tr>
<td></td>
<td>• 125 μg.m³</td>
<td>24-hour mean [not exceeded more than 3 times per annum]</td>
<td>• 31 Dec 2004</td>
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3.2  As a consequence it has been determined that in the locations shown in the map below, there will be exceedence of the permitted “annual average” for nitrogen dioxide and for the “24 hour mean” for small particles.
The roads shown in bold are those where air quality objectives are exceeded at kerbside but relevant exposure does not occur. The infilled areas adjacent to these roads indicate where exposure of residents is probable.
3.3 In March 2002 Cabinet considered a report on these findings and declared the whole Borough to be an Air Quality Management Area [AQMA]. The subsequent Order was made in January 2003.

3.4 The reasons for declaring the whole Borough to be an AQMA were

- It allows an holistic approach which will enable the plan to address Borough wide issues
- It is consistent with existing boundaries
- It diffuses the issues of inconsistent blight of individual areas of housing
- It provides easier linkage with regional, national and local plans/strategies to deal with Borough wide considerations such as UDP and LTP
- It overcomes uncertainties in modelling data
- It allows use of vehicle emissions “stop and test “ powers Borough wide if required
- It recognises the impact that local traffic management solutions may have on wider areas
- It allows for “hot spot” areas to be dealt with on an individual basis if appropriate.

3.5 In accordance with the Council’s Local Air Quality Management responsibilities further reviews and assessments of air quality in the Borough have been carried out. A Stage 4 assessment has been undertaken together with an updated screening assessment [USA]. The stage 4 report confirmed initial findings that AQS objectives for NO$_2$ and PM$_{10}$ will be exceeded. The USA report again confirmed the risk of the annual mean objective being exceeded across the Borough. The updating and screening assessment for PM10 did not identify any additional risk of objectives being exceeded by 2004 but also identified that there is a risk that 2010 EU Stage 2 limit values will be exceeded across parts of the Council’s area. The projected 2010 exceedence should be noted for long term planning purposes but require no further action at this stage.

3.6 The results of these further reviews and assessments confirm no requirement for revocation or alteration of the Council’s declared Air Quality Management Area.
4.0 Sources of Exceedence

4.1 Whilst some fine particles (PM10) may be imported from outside the Borough and other local sources contribute to some degree, the principal cause of exceedence in the Borough is from road vehicles exhaust emissions. This traffic is generated from four main types of journey:

- People driving into the Borough to work or to use shopping or other facilities
- Traffic passing through the Borough using main distributor or link roads
- Local traffic generated by residents on short journeys within the Borough e.g. school or shopping trips
- Commercial and service vehicles operating within the Borough

4.2 Predicted exceedence correspond with the Boroughs major roads particularly the A3, A308, A240, A2043, A307, A238 and A243.

4.3 It is to be noted that some of the major and most heavily trafficked routes such as the A3 are not within the jurisdiction of the Council and come instead under the remit of TfL. Any policy that the Council agrees must therefore take into consideration the policies of those bodies of TfL and seek to work in co-operation with them where that is necessary.

4.4 Bearing in mind the foregoing, any policy must be based upon actions that are likely to achieve some improvement and are realistic in the context of the demands and expectations of the public and commerce.
5.0 LINKS WITH THE GREATER LONDON AUTHORITY [GLA]

The Mayor of London published his Air Quality Strategy “Cleaning London’s air” in September 2002. The strategy describes measures designed to assist in meeting national air quality objectives across the Greater London area. In turn, the London Boroughs are required to have regard to the strategy when determining their own Air Quality Action plan [AQAP].

As far as Kingston is concerned the main elements of the Mayor of London’s strategy that are of relevance are as follows:

5.1 Transport

- Facilitating a major improvement in public transport and a move from car travel to public transport, cycling and walking
- Ensuring that TfL and GLA vehicles set a good example for emissions reduction
- Encouraging businesses to reduce their emission impacts through transport activities
- Promoting the benefits of the rapid adoption of cost effective cleaner technologies and fuels, concentrating on the most polluting vehicles
- Developing and implementing traffic management measures that reduce emissions and energy use and encourage safe economical and considerate driving
- Funding and participating in a joint feasibility study with London Boroughs government, the Association of London Government on the viability of low emission zones
- Supporting balanced and appropriate local transport measures proposed by the London Boroughs in local implementation plans to meet air quality objectives

5.2 London Plan [Spatial Development Strategy for Greater London]

5.2.1 This plan is the strategic plan setting out an integrated social, economic and environmental framework for the future development of London, looking forward 15-20 years. It provides the strategic planning framework for London and replaces Regional Planning Guidance for London (RPG3).

5.2.2 The London Plan sets out policies to accommodate for London’s growth in a sustainable way, within London’s own boundaries and without encroaching on the cities own precious green spaces. Therefore growth can only be accommodated without encroaching on open spaces if development takes place more intensively, leading to higher densities and plot ratios on existing Brownfield sites. London must become a more compact city.
5.2.3 A more compact city will enable the more effective use of scarce resources, including land, energy, transport infrastructure, water and construction materials. The plan seeks to provide the spatial framework for the development of London’s transport system to ensure that development supports the Mayor of London’s Transport Strategy. The plan seeks to provide adequate transport facilities for a growing city. This includes an expansion of public transport facilities, improving both local and long distance opportunities. It also seeks to tackle congestion through levels of restraint of car use appropriate to different parts of London and the provision of alternatives, including the improvement of access on foot and cycling and better and safer facilities for pedestrians and cyclists.

5.3 Economic Development strategy

5.3.1 This strategy is designed to improve the economy of London whilst ensuring that future economic development is rooted in sustainability which means that development today takes into account needs of future generations. The policies most relevant to air quality will be the development of an efficient transport infrastructure.

The areas that will otherwise most impact on air quality are:

- promoting efficient energy use and encouraging renewable energy production
- audit of London’s environmental sector to establish potential and examine initiatives elsewhere
- promoting opportunities for the attraction, development and growth of environmental industries
- promoting green business management e.g. open spaces, waste reduction and reclamation energy efficiency and air quality
- collaboration with the London Development Agency and TfL to promote cleaner quieter and more efficient energy technologies.

5.4 Sustainable development strategy

5.4.1 Many of the policies contained in the GLA sustainable development principles accord with the Mayor of London’s Air Quality strategy. Of particular relevance amongst the 35 objectives are:

- Focusing development at locations which are currently well served by public transport [with spare or expandable capacity], walking or cycling or where improvements are planned
- Reducing car dependency by improving transport choice
- Providing local services that reduce the need to travel
- Actively promoting new clean technologies, renewable energy production and pollution control
• Ensuring that development takes place on underused, derelict or vacant land (like former railway or quay side land)
• Promoting investment in the use of rail and water transport
6.0 LOCAL MEASURES TO IMPROVE AIR QUALITY

6.0.1 The exceedence of nitrogen dioxide and fine particle standards at locations in the Borough is primarily due to local road traffic. Other emissions into the atmosphere caused by industrial processes are already tightly controlled either through the Environment Agency, in the case of large industrial processes, or by the Council in the case of those that are small scale. The Local Air Pollution Control [LAPC] provisions are being regularly reviewed, improved and tightened by UK Government and EU developments but Kingston’s industrial base is very small and therefore the emission burden from these sources is insignificant in relation to road transport emission. Other local sources of fine particle emission such as construction and demolition works and bonfires will also contribute to a small degree but can be controlled by use of the Council’s powers under the Environmental Protection Act and Control of Pollution Act. Particle emissions from domestic chimneys are of limited consequence as the whole of the Borough is declared a Smoke Control Area under the Clean Air Act.

6.0.2 Obviously pollution is not constrained by Borough boundaries and neither are the vehicles that cause it. Therefore, the overall solution must be seen in a national and regional context with co-operation between Authorities and the Government. A major role does of course rest with Governments in introducing more stringent standards on permitted emissions level from new vehicles and reduction in contaminants in petrol and diesel fuel. The Government can also help to influence the size and type of vehicle engines by, for example, meaningful differentiation in road tax.

6.0.3 As indicated in paragraph 3.4 the rationale for declaring the whole Borough as an AQMA was that local solutions such as diverting traffic where there is exceedence may be impractical or only serve to move the problem elsewhere. Road vehicle emissions are a product not only of the number and age of vehicles, but also their speed and journey profile.

6.0.4 Because of the foregoing the Council’s Action plan to reduce pollution from nitrogen dioxide and fine particles seeks to tackle the fundamental reasons for traffic movements by;

- Reducing the need to travel by planning policies that ensure easy access to shops and facilities
- Tackling the source of emissions
- Encouraging the use of less polluting forms of transport
- Making more efficient use of transport
- Raising awareness of the links between Air quality and Health

6.0.5 Urban trees can have an impact on air pollution. Some species have a positive impact through absorbing pollutants; others have a negative impact because they emit pollutants. Trees and hedges adjacent to
heavily trafficked routes can also be used to intercept particulate pollutants to protect vulnerable groups from exposure. The impact of tree planting to reduce air pollution in Kingston is not likely to be significant. However where planting takes place consideration should be given to the type of tree and its impact on air quality.

**Action 1:** To provide information to developers, contractors and the public on the selection for planting of tree species that have a positive impact upon air quality. To use planning polices to promote such planting whenever situation and ground conditions are appropriate and adopt a proactive attitude toward air quality impact in the selection of Council tree planting schemes.

6.0.6 The Council is already proactive and forward thinking in many of these areas and this Plan builds on some policies that are in place.

**6.1.0 REDUCING THE NEED TO TRAVEL**

**Planning polices**

6.1.1 National planning guidance is produced in the form of Planning Policy Guidance notes (PPGs) and the new Planning Policy Statements (PPSs). The Planning and Compulsory Purchase Act 2004 has introduced PPSs, these statements are being produce to revise and replace the existing PPGs.

6.1.2 PPS6: Planning for Town Centres (formerly PPG6), PPG13: Transport and PPS23: Planning and Pollution Control are key planning policy documents influencing air quality. One of the main objectives of PPG13 is reducing the need to travel. This has resulted in land use planning policies that seek to direct high trip generating activities to those locations that are best served by public transport, walking and cycling and thus offer visitors transport choices. This aim is achieved through what has become known as the ‘sequential approach’ to site selection. Crudely put, a developer wishing to secure planning permission for an office or large leisure facility or retail scheme must use a town centre site. If it can be demonstrated that this is not possible then an edge of centre site must be used. Only after following such a sequence can an out-of-town site with good public transport accessibility be considered.

6.1.3 The Unitary Development Plan for the Borough was adopted in August 2005. The UDP contains two specific policies relating to pollution control [STR11] and Air Quality [MW6]. The Council is now in the process of producing its Local Development Framework (LDF), this will eventually replace the UDP. The Local Development Framework will consist of a suite of Local Development Documents. The Core Strategy and Development Control Policies documents will contain detailed policies relating to air quality.
Environmental Impact Assessments

6.1.4 The requirements for Environmental Impact Assessments are controlled by schedule 1 and 2 of the 1999 Environmental Impact Assessment Regulations, and guidance provided by Circular 02/99 ‘Environmental Impact Assessments’.

Land use policies

6.1.5 The Council’s UDP guides land use plans in the borough and aims to ensure an integrated approach and consistent approach between land use and transport planning. The strategic policy [STR13] seeks to “reduce the need for travels, especially that by private car, and to limit the length of journeys to be made, through appropriate land use policies”.

6.1.6 The Council will seek to provide accessibility through sustainable development of the various transport networks so as to secure an improved environment and reduced traffic congestion, and in particular has determined that in the development of local transport policies:

- public transport is managed and developed so as to provide the main means of meeting the continued demand for travel for most journeys;

- there will be an emphasis on the management and improvement of existing transport infrastructure; this will be complemented by supporting the use of the river Thames for a range of journeys and seeking innovative ways of meeting the Borough’s transport needs;

- facilities will be developed which enable greater use of walking and cycling and other environmentally friendly forms of transport including rail freight;

- the Council will seek to reduce reliance on car travel, particularly at peak hours, through managing the availability of car parking;

- the environment of all areas of the borough will be protected by the implementation of appropriate traffic calming measures;

- generally the construction of new highways will not be considered as the appropriate means of overcoming traffic congestion and meeting future demands. Exceptionally new local access roads may be considered.

Action 2: To continue to develop planning polices to protect air quality through planning process
6.2. TACKLING THE SOURCES OF EMISSIONS

6.3 TRANSPORT RELATED SOURCES

6.3.0 Clearly, some of the sources of pollution in the Borough cannot be controlled by local action. However, the main source of pollution, namely road vehicles can to some extent and it is on this aspect that the policy must concentrate, with the Council setting a good example and providing information.

Reduce emissions from badly maintained vehicles.

6.3.1 In 2003/4 the Council agreed to take part in a London Wide test project for the roadside testing of vehicles under the provisions of the Environment Act 1995. The project was funded by the DfT following submission of a bid by the London Boroughs and the Association of London Government.

6.3.2 The Environment Act 1995 allows a local authority that has declared an AQMA to stop and test vehicles. The maximum penalty is £60 but concessions are available for those that do not meet prescribed standards if the defect is remedied within 2 weeks. The project has now been completed and a review report published.

6.3.3 It is necessary to be cautious about the viability of continuing such a scheme on a stand-alone basis as the review demonstrated that the cost far outweighs income from penalty fees. Future resourcing of emissions tests in London will be a significant issue. The net cost will have to be weighed against air quality benefits, bearing in mind that, by 2007, the contribution of pre-Euro standard vehicles to Nitrogen Dioxide (NOX) emissions will be about 1% and this proportion will tail off quite quickly as these vehicles are replaced. (Since 1993 virtually all new road vehicles have had to comply with increasingly stringent EU emission standards).

Action 3: To support and promote the continuation of a London wide testing programme in collaboration with other authorities

Action 4: To actively seek to raise public awareness of any future programme for exhaust emission testing of vehicles and its implementation within the Borough if adopted London Wide.

Seek a reduction in emissions from buses and goods vehicles

6.3.4 Most bus services in RBK operate under contract to London Buses (part of TfL). It is a condition of contract that buses use low emission engines and low sulphur fuels. As most buses on these services are less than 3 years old they have “Euro2” or “Euro3” specification.
engines (the European Union Standard for emissions). Other bus services operate under licence from London buses and, as the licences are renewed, are applying conditions requiring vehicles to be fitted with lower emission engines.

6.3.5 Goods vehicles and buses entering the borough from other parts of the UK and from abroad could be influenced by the London low emission zone (LEZ).

6.3.6 A LEZ is an area into which vehicles may enter only if they meet certain exhaust emissions criteria (above what is required to pass a MOT). The London Low Emission Zone Feasibility Study has been undertaken on behalf of the Greater London Authority [GLA], Association of London Government [ALG], London Boroughs, Transport for London [TfL], Department for Transport [DfT] and the Department of the Environment, Food and Rural Affairs [DEFRA]. The findings of the study were published in July 2003. It investigated the feasibility of a LEZ for London, the costs and benefits, what it could achieve in terms of improvement of air quality in London and how it could be achieved. The recommended LEZ covering all the greater London Area would achieve modest benefits in improving overall emission levels and absolute air quality concentrations in London, but would make a larger contribution in reducing exceedence of the air quality targets. However a number of key resolutions associated with agreement, funding, collaboration and changes in legislation are under further investigation and consultation before the LEZ can be introduced. The Council are committed to support a London LEZ and have stated our commitment in our Local Implementation Plan.

**Action 5: To support a London low emission zone.**

**Reduce emissions from Council vehicles by moving to alternative fuels.**

6.3.7 The Council has developed a comprehensive procurement strategy, which was updated in 2002, and through this strategy the Council is actively seeking to secure the use of alternatively fuelled vehicles and ensure vehicle emissions are reduced by appropriate available technologies across the fleet of vehicles being used.

6.3.8 The use of grants available from the Energy Saving Trust’s “PowerShift” and “CleanUp” programmes is an important part of this strategy.

**Action 6: To continue to seek the use of alternatively fuelled vehicles and to minimise vehicle emissions across the fleet of vehicles being used.**
Reduce Road Traffic in Town Centres and in residential areas

6.3.9 Promoting a mode shift to other means of transport is the main way to reduce traffic congestion and overcome potential growth in the use of the car. However, from the air quality point of view it will be helpful to “smooth” traffic flow and speed changes and to reduce congestion whilst at the same time reducing “free flow” traffic speeds.

6.3.10 The creation of a home zone within a road or a group of roads has been used to alter perception of how the road space can be used as well as improving road safety. The aim of a home zone is to change the way that roads are used and to improve the quality of life in residential roads by making them places for people, not just for traffic.

6.3.11 Kingston has introduced two home zones in the Royal Borough of Kingston upon Thames so far, one north of Norbiton Station and the other east of the Fountain Roundabout in New Malden. There are plans to consider the introduction of other home zones in the South of the Borough.

6.3.12 A number of traffic calming measures may also reduce traffic speeds and volume of through traffic in residential roads. The other objectives of such measures are to reduce road casualties, improve safety and facilities for pedestrians and cyclists as well as improving “overall” air quality in those roads.

Action 7: To use the most appropriate form of traffic calming and traffic management measures which have maximum road safety and air quality benefits with the least adverse effects on the quality of life of road users.
6.4 NON TRANSPORT RELATED SOURCES

Reduce pollution from bonfires, building sites and industrial processes

6.4.1 Dust emissions from construction sites can be a common problem and small particles blown from such sites can represent a source of local pollution. Commercial and domestic bonfires also pollute the environment and are a source of complaint. The Council has a number of powers to tackle these problems, including the enforcement of statutory nuisance legislation and imposition of planning conditions.

6.4.2 Under the Environmental Protection Act 1990, certain types of industry must have an authorisation to operate. This authorisation is issued by either the Environment Agency or the council. Larger industries which have the capacity to pollute to the air, water or to land are regulated by the Environmental Agency, whilst those that may pollute to the air are controlled by the Council.

| Action 8: To continue to enforce the provisions of the Environmental Protection Act in relation to dust and smoke nuisance from building sites |
| Action 9: To impose standard planning conditions [F1] where appropriate in relation to large scale demolition and construction sites to minimise particle and dust nuisance during and on completion of a development. |
| Action 10: To continue to regularly inspect or cause to be inspected all part B industrial processes and vapour recovery systems in petrol stations. |
6.5 ENCOURAGING LESS POLLUTING FORMS OF TRANSPORT

6.5.1 Many car journeys are less than two miles, which is a distance that is easily walked or cycled by reasonably fit people of any age.

6.5.2 Promotion of Walking and Cycling potentially has the dual benefit of reducing the number of motor vehicle journeys and therefore emissions, and of improving health and fitness and hence the capacity to tolerate air pollution. People with heart disease, and respiratory complaints are at risk from high levels of pollution. Obesity can contribute to both. Along with other measures to promote walking Kingston has a Walking for Health programme. The Borough’s Local Implementation Plan provides more details on these matters.

6.5.3 Additionally, use of well utilised public transport will reduce pollution if the users would otherwise have travelled by car. This is particularly relevant where the journey by car is less than a few miles since in this period the engine is least efficient and catalytic converters do not work effectively.

6.5.4 Successfully promoting walking, cycling and public transport in such circumstances can significantly reduce pollution in the Borough overall. The Council run a number of environmental events each year that promote alternative forms of transport, which include the Walking to School campaign, “Bike Week” in June and “Good Going Week” in September.

6.5.5 A travel awareness section of the Council’s website has been developed to allow residents and visitors a central place to find information about sustainable transport options.

**Promotion of the use of public transport**

6.5.6 There will always be the type of journey for which there is no real alternative to the car. However, to secure a move away from private vehicle use public bus services must be made more accessible and user friendly. For example through:

- expansion and enforcement of bus lanes
- expanding routes and improving accessibility
- improving safety
- providing more travel information.

6.5.7 Older and disabled people are more likely to be reliant on public transport and its quality is therefore a critical issue in their ability to get around.
**Action 11: To continue to work in partnership with London Buses and Surrey County Council for better services and provide bus priority wherever possible on highways.**

**Promotion of cycling**

6.5.8  The Council is committed to encouraging cycling, as it is an economic and efficient means of transport that does not have a detrimental effect on the environment. It makes an important contribution to the Council’s transport and health objectives. With local bicycle ownership rates some of the highest in London there is potential for many more local journeys to be undertaken by bicycle.

6.5.9  The Council’s Cycling Strategy was published in August 2005. (A Cycling Strategy for the Royal Borough of Kingston, 2005). It aims to raise the modal share of cycling to 6% in 2011 (2001 modal share 3%).

6.5.10 The Council supports the London Cycling Action Plan and the work of the Cycling Centre of Excellence, both dedicated to an ultimate trebling of cycle use by 2020 from the 1.4% of Londoner’s trips made by cycle in 2001. RBK already has well above average levels of cycling. The essential principles of the Cycling Strategy are that the whole road network bar the A3 should be safe for use by cyclists, that utility cycling is the priority ‘market’ and that additional off-road routes should be provided whenever possible.

6.5.11 The Strategy concentrates on:

- the provision of cycle friendly infrastructure on the highway network
- securing adequate funding and maximising the benefits for cyclists from all traffic management schemes
- providing training and support to all members of the community to cycle safely, confidently and considerately
- monitoring the outcomes and effectiveness of policies
- providing promotion and publicity on the real benefits of cycling for individuals and the wider community
- seeking effective law enforcement.

6.5.12 The Council is aware that many utility and leisure cycle trips cross local authority boundaries and it will work closely with neighbouring Boroughs and Surrey County Council to achieve continuity of cycle routes. It therefore has a policy to continue enhancing the network of LCN+ and other on and off-street cycling routes and providing more facilities to promote cycle use. This includes RBK provided on-street secure cycle parking for general public use service existing businesses, shops, stations, libraries etc. A steady increase in off-street cycles parking provision will be achieved through the application
of minimum standards to new developments. To encourage cycling to rail stations the council will seek more cycle parking within stations and supports reallocations of space in station car parks for use by cyclists.

6.5.13 The Council supports the TfL strategy to concentrate on completing a 900 kilometre London Cycle Network Plus known as the LCN+ by 2009/10. 57 kilometres of the original LCN network lie within the Borough and form part of the 80 kilometre RBK cycle network. The Council will continue to draw up schemes designed in accordance with TfL’s London Cycling Design Standards to develop these routes.

**Action 12: To implement the Cycling Strategy for the Royal Borough of Kingston**

**Promotion of walking**

6.5.14 The walking strategy for the borough starts from the basis that pedestrians are at the top of the transport hierarchy and that improvements to facilities and safety/security can provide many transport and health gains. It will help the Borough contribute to the Mayor of London’s aim of making London one of the world’s most walking friendly cities. The Walking Plan for London published in 2004 sets out a strong strategy for London as a whole which RBK supports and is keen to assist in implementing.

6.5.15 The Council’s walking strategy includes a target compatible with the London wide target that, per person, Londoner’s will be making 10% more trips on foot by 2015 relative to 2001.

6.5.16 The policy is to comprehensively improve pedestrian facilities on the highway so that almost the whole road network can safely be used. Only the A3, which operates much like an urban motorway, is not suitable for this approach and instead requires subways or bridges to allow pedestrians to cross in safety.

6.5.17 The Council’s draft walking strategy contains the following measures to make walking more popular:

**Roads and footpaths:**

- Increased pedestrianisation
- Footway improvements
- New crossing facilities
- Adequate timing of pedestrian phases at traffic signals (for the slowest user)
- Convenient pedestrian access to bus and train stations
- Increasing the number of streets with home zones or 20 mph zones
• Filling gaps in leisure routes

Maintenance and management:

• Thorough and responsive Council approach to pavement and footpath cleaning; gulley and drain clearing
• Adequate, safe quality of pavement surfaces
• Increased enforcement by Council wardens to prevent pavement parking
• Avoiding obstructive street furniture, advert boards and overhanging vegetation. Enforced removal when necessary
• Reconciling pedestrian and cyclist needs, e.g. clear signing of any paths that allow joint use or separate side by side use
• Providing reassurance about security through CCTV and sufficient lighting

Supported Walking Schemes

• Developing further the “Walking Bus” programme for travel to school
• Regular promotion of “Walking to School”
• Further development of the “Walking for Health” programme.

Information and publicity:

• Maps to publicise utility and leisure routes
• Signing for pedestrians showing distance and average walk time
• Joint working with health, education and other sectors to promote walking as a way to combat obesity, improve personal health and aid the wider environment.

**Action 13: To approve and adopt the walking strategy by Spring 2006**

**Encourage a reduction in car use for school**

6.5.18 RBK a travel plan co-ordinator and a School Travel Plan officer in post.

6.5.19 RBK also has an active “Walking Bus” programme, with an ever-increasing uptake in new walking buses for schools. A walking bus is where a number of children are accompanied by an adult “driver” at the front and an adult “conductor” at the rear. The children walk to school in a group along a set route picking up additional passengers. This is an extremely successful method of reducing car journeys to schools and simultaneously enhancing the health and road safety awareness skills of those children subsequently walking.

6.5.20 RBK promotes Walking to School three times a year. All Junior and Infant Schools are encouraged to participate and the promotions are much enjoyed. During the summer term as part of a South West
London partnership RBK promotes Walking to School using the popular mascot Debra the Zebra. Debra the Zebra also appears at other borough events, where she further promotes Walking to School.

6.5.21 A series of banners with slogans such as “Walking to School is cool” and “Don’t use the car, it’s not that far” are rotated around school in the borough as an ongoing reminder.

6.5.22 RBK participates in the Safer Routes to School [SRTS] Project. Money is made available by TfL to make highway alterations that will improve the road safety for those that walk or cycle to school. These measures in due course will encourage more families and children to travel in a sustainable way. Schools to be worked with in future will be obliged to develop and maintain a Travel Plan, a number of schools did developed a plan when they were worked with previously. The entire school community is consulted upon their needs when a SRTS project is initiated and the project can be supported by Road Safety training.

6.5.23 RBK is proactive in policy to reduce speed. Schemes include 20mph zones in residential areas and outside schools and interactive digital speed displays. The reduction of speed results in walking and cycling become a more positive travel option.

Action 14: To implement Walking Bus programmes where appropriate and to continue to participate in the Safer Routes to School Project

Encourage a reduction in the use of the car for travel to work and promote green travel plans

6.5.24 RBK has a Workplace Travel Plan officer in post and is actively promoting travel plans with a wide range of public and private sector organisations throughout the borough. A travel plan is a means by which an organisation can manage the transport needs of their staff in order to reduce the environmental of travel to and from work. The majority of new travel plans are initiated through S106 agreements, forming part of the legal planning conditions required for new developments.

6.5.25 Other organisations, and more recently an increasing number from the private sector, establish new travel plans on a voluntary basis. They may be aiming to reduce dependency on the car to their sites and ease local congestion, release land for new development through the reduction in car parking spaces, enhance the health of the workforce or simply create a more pleasant local environment.

6.5.26 Whilst actively promoting cleaner and greener travel alternatives to the car, travel plans are thus tailored to the needs of individual sites and can be applicable for the largest or smallest of employers.
6.5.27 Indeed, RBK is the lead member of a wide group of public and private sector organisations throughout Kingston, known collectively as the Kingston Travel Plan Network. The network is formed of predominantly larger employers, who pool resources to the benefit of all members and convene quarterly to discuss travel plan ideas and initiatives, aiming to benefit wider Kingston as a whole.

**Action 15:** To continue to promote travel plans with a wide range of organisations across the borough.
6.6  MAKING MORE EFFICIENT USE OF TRANSPORT

6.6.1  It is reasonable for people to suppose that any contribution to reducing pollution that they may make by more efficient use of their car is so insignificant that it will make no difference. However, the message needs to be conveyed that, taken together, a change of attitude by a number of people will collectively improve the situation – particularly at a local level.

6.6.2  The RBK travel plan, which is currently being revitalised, has begun to manage the travel needs of staff, enabling them to travel to/from work by more sustainable means and reducing dependency on the car. Flexible working hours and telecommuting work options have been introduced. Additionally, RBK has for many years aimed to inform all visitors of the various public transport options available to them, and also facilities available on-site for cyclists in order to reduce the number of trips made by car.

6.6.3  Many car journeys are made with only the driver as the sole occupant of the vehicle. Car sharing can help to reduce traffic congestion and pollution. On the 7th January 2004, a web site (www.sharethecar.org) service was launched in the South East including Kingston on Thames that provides a directory of those seeking car sharers.

Action 16: To promote car sharing to businesses, schools and other organisations in Kingston upon Thames as part of their travel plans.
6.7 RAISING THE AWARENESS OF THE LINKS BETWEEN AIR QUALITY AND HEALTH

6.7.1 It must be recognised that the motor car is an integral part of the lives of most people and is seen as an indispensable tool for meeting social and business responsibilities and recreational needs. It is also the case that however good public transport is made it will not meet the needs of the public for many types of journeys and the reasons for them. In today’s society time and convenience are two very important factors.

6.7.2 Earlier in the proposals we have dealt with policies to allow better choice and reduce the need for travel by car. We have also set out how the Council will seek to encourage travel by more sustainable means and to promote better driving.

6.7.3 Underlying this, however, is a need to widen knowledge of the link between health and pollution and provide readily available information on what each individual can do through their own actions. People may feel that any contribution to reducing pollution that they may make by leaving the car at home or making more efficient use of their car is so insignificant that it will make no difference overall. However, the message needs to be conveyed that, taken together, a small contribution by a large number of people will collectively improve the situation – particularly at local level.

6.7.4 The Council promotes healthy living in partnership with the Primary Care Trust. A good example of this type of work is the current “Walking for Health” initiative jointly managed by the two organisations. The “Walking for Health” is a national initiative of the British Heart Foundation and the Countryside Agency. It aims to improve the health and fitness of more than a million people especially those who do little exercise, have limited mobility, or who live in areas of poor health.

**Action 17:** To continue to promote healthy living in partnership with the Kingston Primary Care Trust through such initiatives such as Walking for Health.
7.0 FINANCIAL IMPLICATIONS OF ACTION PLAN

7.1 The estimated costs of the actions in the plan are indicated in the summary table. The majority of the actions will be financed through existing budgets e.g. the development of planning policies; through Transport for London and the Borough Spending Plan process e.g. upgrading cycle routes; through the normal budgets processes at renewal of contracts e.g. the use of alternatively fuelled vehicles for council services; and through negotiations with partners. Where actions and the financial costs are not fully developed e.g. support for a London low emission zone, the council will take a view of the costs and air quality benefits at the appropriate time.

8.0 MONITORING AND REVIEW

8.1 The Council will fulfil its legal responsibilities in relation to the Local Air Quality Management regime and will produce an annual air quality report in accordance with LAQM guidance in 2005 before undertaking a further updating and screening assessment by the end of April 2006.

8.2 The Council will continue to report recorded pollution levels from monitoring carried out within the Borough in the Annual Monitoring Report. An officer working group will be established to ensure that the AQAP is embedded within all areas of Council service delivery and procurement and to monitor progress in achieving action targets. Officers will report annually to the Executive on progress against the Air Quality Action Plan targets.

| Action18: Establish an officer working to compile the annual review and monitor Corporate implementation of the AQAP and performance against action targets. |

8.3 The Council will publish air quality data on its web site and provide links to daily air quality information from monitoring carried out in Kingston and London wide.

9.0 CONSULTATION AND AMENDMENTS

The draft AQAP was sent out to Statutory consultees, including the Mayor of London, Transport for London, the Department of the Environment and Rural Affairs (DEFRA), neighbouring Local Authorities and presented at local level at all Neighbourhood Committee meetings. The comments received have largely been reflected in the final version of the Plan.
10.0 SUMMARY

10.1 Many of the activities contained in this Action Plan will be collaborative efforts involving several Council departments and outside organisations (i.e. TfL). Many of the activities are also part of other Council strategies and policies that are already in place or being introduced. A summary of these actions is contained in Table 2 with a brief appraisal of the cost, air quality impact and likely main partners.

These appraisals are based on officers’ best estimates of the likely cost to the Council and the air quality benefit of each action rather than on a highly detailed analysis. Many of the actions contained in this Action Plan are being delivered primarily for reasons other than air quality and estimates of their cost and impact on air quality are therefore, in that context, of secondary importance.
<table>
<thead>
<tr>
<th>No</th>
<th>Action</th>
<th>Potential Air Quality Impact</th>
<th>Estimated Cost to RBK</th>
<th>Lead Service Area</th>
<th>Main Partners</th>
<th>Target date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>To provide information to developers, contractors and the public on the selection for planting of tree species that have a positive impact upon air quality. To use planning polices to promote such planting whenever situation and ground conditions are appropriate and adopt a proactive attitude toward air quality impact in the selection of Council tree planting schemes.</td>
<td>Minimal</td>
<td>Low</td>
<td>DES Planning and Development</td>
<td>Developers, Contractors and Public</td>
<td>December 05 followed by annual review</td>
</tr>
<tr>
<td>2</td>
<td>To continue to develop planning policies to protect air quality through planning process</td>
<td>Low</td>
<td>Low</td>
<td>DES Planning Policy</td>
<td>Developers</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>3</td>
<td>To support and promote the continuation of a London wide testing programme in collaboration with other authorities</td>
<td>Low</td>
<td>Medium</td>
<td>DCS Environmental Health</td>
<td>ALG, London Boroughs</td>
<td>Following completion of a review of the LW testing project no date is available for further partnership at this time.</td>
</tr>
<tr>
<td><strong>No</strong></td>
<td><strong>Action</strong></td>
<td><strong>Potential Air Quality Impact</strong></td>
<td><strong>Estimated Cost to RBK</strong></td>
<td><strong>Lead Service Area</strong></td>
<td><strong>Main Partners</strong></td>
<td><strong>Target date</strong></td>
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<tr>
<td>4</td>
<td>To actively seek to raise public awareness of programme for roadside testing of vehicles and its implementation within the Borough if adopted London wide</td>
<td>Low</td>
<td>Medium</td>
<td>DCS Environmental Health</td>
<td>ALG, London Boroughs</td>
<td>To be progressed with action 2</td>
</tr>
<tr>
<td>5</td>
<td>To support a London low emission zone if London as a whole decides to proceed with it</td>
<td>Moderate</td>
<td>High</td>
<td>DES Highways and Transportation</td>
<td>ALG, GLA, TfL</td>
<td>Further consultation by GLA consultants in progress. No implementation date available.</td>
</tr>
<tr>
<td>6</td>
<td>To continue to seek the use of alternatively fuelled vehicles and to minimise vehicle emissions across the fleet of vehicles being used</td>
<td>Moderate</td>
<td>Medium</td>
<td>DES Environment and Sustainability</td>
<td>Council Contractors</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>7</td>
<td>To use the most appropriate form of traffic calming and traffic management measures which have maximum road safety and air quality benefits with the least adverse effects on the quality of life of road users</td>
<td>Low</td>
<td>Medium</td>
<td>DES Highways and Transportation</td>
<td>Public consultation</td>
<td>on-going/annual review</td>
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<tr>
<td>No</td>
<td>Action</td>
<td>Potential Air Quality Impact</td>
<td>Estimated Cost to RBK</td>
<td>Lead Service Area</td>
<td>Main Partners</td>
<td>Target date</td>
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<tr>
<td>8</td>
<td>To continue to enforce the provisions of the Environment Protection Act in relation to dust and smoke nuisance from building sites</td>
<td>Low</td>
<td>Low</td>
<td>DCS Environmental Health</td>
<td>London Boroughs, GLA, DEFRA</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>9</td>
<td>To impose standard planning conditions where appropriate in relation to large scale demolition and construction sites to minimise particle and dust nuisance during and on completion of a development</td>
<td>Moderate</td>
<td>Low</td>
<td>DES Planning Development Control</td>
<td>DCS Environmental Health</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>10</td>
<td>To continue to regularly inspect or cause to be inspected all part B industrial processes and vapour recovery systems in petrol stations</td>
<td>Low</td>
<td>Low</td>
<td>DCS Environmental Health</td>
<td>Environment Agency, DEFRA</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>11</td>
<td>To continue to work in partnership with London Buses and Surrey County Council for better services and provide bus priority whenever possible on highways</td>
<td>Moderate</td>
<td>Medium</td>
<td>DES Environment and Sustainability</td>
<td>Surrey CC, London Buses</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>12</td>
<td>To implement the Cycling Strategy for the Royal Borough of Kingston.</td>
<td>Low</td>
<td>High</td>
<td>DES Environment and Sustainability</td>
<td>London Cycling Network</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>No</td>
<td>Action</td>
<td>Potential Air Quality Impact</td>
<td>Estimated Cost to RBK</td>
<td>Lead Service Area</td>
<td>Main Partners</td>
<td>Target date</td>
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</tr>
<tr>
<td>13</td>
<td>To approve and adopt the walking strategy by Spring 2006</td>
<td>Low</td>
<td>Low</td>
<td>DES Environment and Sustainability</td>
<td>TfL</td>
<td>Spring 2006</td>
</tr>
<tr>
<td>14</td>
<td>To implement Walking Bus programmes where appropriate and to continue to participate in the Safer Routes to School project</td>
<td>Low</td>
<td>Medium</td>
<td>DES Environment and Sustainability</td>
<td>TfL, Local schools</td>
<td>on-going/annual review</td>
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<tr>
<td>15</td>
<td>To continue to promote green travel plans with a wide range of organisations across the Borough</td>
<td>Moderate</td>
<td>Low</td>
<td>DES Environment and Sustainability</td>
<td>Kingston Travel Plan Network</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>16</td>
<td>To promote car sharing to businesses, schools and other organisations in Kingston upon Thames as part of their travel plans</td>
<td>Low</td>
<td>Low</td>
<td>DES Environment and Sustainability</td>
<td>Kingston Travel Plan Network, Sweltrac</td>
<td>on-going/annual review</td>
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<tr>
<td>17</td>
<td>To continue to promote healthy living in partnership with the Kingston Primary Trust through such initiatives such as Walking for Health</td>
<td>Low</td>
<td>Low</td>
<td>DES Environment and Sustainability</td>
<td>Kingston Primary Care Trust</td>
<td>on-going/annual review</td>
</tr>
<tr>
<td>18</td>
<td>Establish an officer working to compile the annual review and monitor Corporate implementation of the AQAP and performance against action targets.</td>
<td>N/A</td>
<td>Low</td>
<td>DES Environment and Sustainability</td>
<td>All RBK Directorates</td>
<td>Dec 2005 and quarterly thereafter.</td>
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### Glossary

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ALG</td>
<td>Association of London Government</td>
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<tr>
<td>AQAP</td>
<td>Local Air Quality Action Plan</td>
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<td>AQMA</td>
<td>Air Quality Management Area</td>
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<tr>
<td>AQS</td>
<td>Air Quality Standard</td>
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<tr>
<td>DCS</td>
<td>Royal Borough of Kingston upon Thames, Directorate of Community Services</td>
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<tr>
<td>DEFRA</td>
<td>Government Department of Environment, Food and Rural Affairs</td>
</tr>
<tr>
<td>DES</td>
<td>Royal Borough of Kingston upon Thames, Directorate of Environmental Services</td>
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<tr>
<td>DfT</td>
<td>Government Department for Transport</td>
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<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>EURO 2/3/4…</td>
<td>Increasingly stringent emissions standards for diesel engines required by EU directive</td>
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<tr>
<td>GLA</td>
<td>Greater London Authority</td>
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<td>LAPC</td>
<td>Local Air Pollution Control</td>
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<td>LAQM</td>
<td>Local Air Quality Management</td>
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<td>LCN</td>
<td>London Cycle Network</td>
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<td>LCN+</td>
<td>London Cycle Network Plus</td>
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<td>LDF</td>
<td>Local Development Framework</td>
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<td>LEZ</td>
<td>Low Emission Zone -</td>
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<tr>
<td>LIP</td>
<td>Local (Transport) Implementation Plan</td>
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<tr>
<td>LTP</td>
<td>Local Transport Plan (p7)</td>
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<tr>
<td>NO₂</td>
<td>Nitrogen Dioxide</td>
</tr>
<tr>
<td>PM$_{10}$</td>
<td>Fine particles less than 10µg in diameter</td>
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<tr>
<td>Abbreviation</td>
<td>Description</td>
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<tr>
<td>PPG</td>
<td>Planning Policy Guidance Note</td>
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<td>PPS</td>
<td>Planning Policy Statement</td>
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<td>RBK</td>
<td>The Royal Borough of Kingston upon Thames</td>
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<td>TfL</td>
<td>Transport for London</td>
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<td>UDP</td>
<td>Unitary Development Plan</td>
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<tr>
<td>USA</td>
<td>Updated screening assessment</td>
</tr>
</tbody>
</table>
REFERENCES and BIBLIOGRAPHY

Environment Act 1995
RBK Declaration of Air Quality Management Area(s) Report to Cabinet 12 March 2002
Mayor of London Cleaning London’s Air The Mayor’s Air Quality Strategy September 2002
Mayor of London The Mayor’s Transport Strategy July 2001
RBK Unitary Development Plan
RBK Draft Local Implementation Plan
RBK Highways and Transportation Borough Spending Plan 2005/6
RBK A Cycling Strategy for the Royal Borough of Kingston 2005 August 2005