

Cornwall District and County Councils'

Air Quality and Land Use Planning

Information Document



AIR QUALITY UNIT

CAQF/AQU
July 2007



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Overview

1. Air quality considerations relating to land use and its development are a material planning consideration PPS23 Appendix 1G (ODPM 2004b). In determining a planning application, local planning authorities will consider the likely effect of the development, not only in terms of the air pollution it may cause directly, but also in terms of any increase or decrease in traffic it generates.
2. A new development application will require a Transport Assessment (TA) or Traffic Plan (TP).
3. If the criteria for a TA are met *and* the area is within or adjacent to the AQMA then an assessment of the impact of the development (adverse or beneficial) on local air quality may be required.
4. If Local Authority (LA) threshold criteria for the scale of a development are met then the LA will require supplementary information to the TA, and it is likely that an Air Quality Assessment (AQA) will be required.
5. If the development proposal falls into one of the categories listed in Schedules 1 and 2 of the Town and Country (T&C) Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (ODPM 1999b) then an Environmental Impact Assessment will be required.
6. In addition applications where air quality could be a material consideration include:
 - An application which would conflict with, or render unworkable, any Air Quality Action Plan (AQAP).
 - An application which requires an authorisation or a permit that falls under Part I of the Environmental Protection Act 1990 or the Pollution Prevention and Control (England and Wales) Regulations 2000.
 - A development application where emissions arising directly or indirectly from the development would cause the designation or extension of an AQMA.
7. With regard to the AQMAs PPS23 Appendix 1G (ODPM 2004b) “*Air Quality as a Material Consideration in Development Control Decisions*” states that:
 - *The impact on ambient air quality is likely to be particularly important: where the development is proposed inside, or adjacent to, an air quality management area (AQMA); where the development could in itself result in the designation of an AQMA; and where to grant planning permission would conflict with, or render unworkable, elements of a LA’s air quality action plan.*
 - *All such applications should be supported by such information as is necessary to allow a full consideration of the impact of the proposal on the air quality of the area.*
8. Planners should bear in mind that;
 - *Where AQMAs cover regeneration areas, developers should provide an air quality assessment as part of their application for planning.*
 - *Some developments may not require an EIA because they do not necessarily generate large volumes of traffic themselves but when proposals include developments such as housing, hospitals, schools, nurseries or elderly person’s homes, the LPA still needs to consider ventilation provision, the location of opening windows and doors in relation to the local exposure.*

- *Any Air Quality Assessment for a particular development should as far as possible take account of congestion predictions.*
 - *LPA's will need to consider the effects of multiple developments on the air quality of an area, and in particular, the overall effect of additional loads from further development proposals.*
9. For all developments, it is vital that AQAs take full account of the cumulative air quality impacts of committed developments. That is, proposals that have been granted planning permission at the time the assessment is undertaken and any other proposals which planning officers consider are likely to proceed. This will ensure that a realistic scenario of air quality in the AQMA is presented for both the "baseline" and "with development" predictions of the air quality impact of the development.
10. Planning permission should not be granted (in outline) before fully appreciating the adverse environmental matters that will have to be considered and satisfactorily resolved, through conditions if necessary, at the reserved matters stage.



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AIR QUALITY UNIT



1. Aims of the Information Document

1.1 This Information Document will complement and support a number of Implementation Plan Actions in the Cornwall Air Quality Strategy (<http://www.cornwall-airquality.org.uk>) specifically, Actions (2b), (2c), (2d), (2e) and (2f), which relate to the location of new urban developments and possible effects on air quality. **This Information Document is not intended to inform Mineral Planning or Waste Management Planning. This Information Document will also support the aims of Local Authority District Local Plan Objectives (a) and (q), and the Regional Spatial Strategy (RSS) which relate to air quality.**

1.2 This Document aims to provide information for applicants as to whether an air quality assessment is required to be submitted as part of an urban development planning application and additionally how one should be undertaken.

1.3 This Document also aims to be helpful to Local Authorities (LAs) and developers wherever air quality issues may arise in respect of urban development. At this stage it is proposed as an Information Document.

1.4 The Document aims to facilitate the more efficient processing of development proposals where air quality is an issue by:

- Promoting a transparent approach to air quality considerations of planning applications
- Speeding up the planning application process where air quality issues require resolution
- Highlighting existing information that may assist developers

1.5 This Information Document also seeks to assist developers to design schemes which will:

- Enable a more accurate estimation of development costs by evaluating the likelihood of any adverse air quality impacts.
- Demonstrate that air quality impacts associated with the development have been fully considered, thereby reducing the risk of valid objections.

1.6 By following the information in this document it is hoped to enable planning applications that adhere to the sustainable development principles embedded in National and Regional Planning Policy and Local Authority Development Plans. Hence the aims of minimising harmful environmental impacts will be achieved and the information supplied will demonstrate that impacts on air quality from major planned developments are being considered comprehensively and, where necessary, mitigated. Should applicants after reading this Document require assistance with defining the air quality impacts of a proposed development, a list of contacts and further sources of information is given in Appendix I.

2. Air Quality in Local Authority Areas

2.1 Under Part IV of the Environment Act 1995 Local Authorities (LAs) are required to follow a step-by-step approach to the assessment of local air quality. In the first instance, an "Update & Screening Assessment" (USA) has to be undertaken. If the USA suggests that the National Air Quality Strategy (NAQS, 2007) objectives (Appendix 2) for air quality are not being/will not be met by the prescribed date, then a more detailed assessment must be carried out over the ensuing 12-months. If the detailed assessment indicates that any of the "pollutants of concern" are, or are likely to exceed the thresholds set out in the NAQS then the Local Authority must declare an "Air Quality Management Area" (AQMA). The objectives for the "pollutants of concern" are health based and apply at locations where the population are likely to be exposed.

3. Development classification

3.1 The two broad types of developments likely to affect air quality are:

- Developments that generate significant extra vehicular traffic
- Industrial and/or commercial developments

3.1.1 *Developments that generate significant extra traffic*

3.1.1.1 Any proposed developments that may affect travel patterns will trigger the requirement for a Transport Assessment (TA) and subsequent Travel Plan (TP).

3.1.1.2 Planning Policy Guidance 13 (PPG13), *Transport* states that the Government considers that TPs should be submitted alongside planning applications which are likely to have significant transport implications, including those for:

- a. All major developments comprising jobs, shopping, leisure and services (using the same thresholds as set out in PPG 13, Annex D).
- b. Smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to an AQMA and in other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses.

3.1.2 *Industrial/commercial developments*

3.1.2.1 Proposed industrial/commercial developments that will produce emissions regulated by the Environment Agency or by the relevant Local Authority under the Environmental Protection Act, should follow the guidance outlined in the Government's Planning Policy Statement 23, (PPS23) *Planning and Pollution Control*. The requirements of the Environmental Protection Act 1990, and the Pollution Prevention and Control (England and Wales) Regulations 2000 may be relevant in the case of certain industrial developments.

PPG 13 *Transport*: ODPM website: www.communities.gov.uk/index.asp?id=1144015)

PPG 13, Annex D: ODPM website: www.communities.gov.uk/index.asp?id=1144015

PPS23 *Planning and Pollution Control*: ODPM website: (<http://www.communities.gov.uk/index.asp?id=1143916>)

4. Transport Assessment (TA)

4.1 Prior to the submission of an application as detailed in Section 3.1 above, it is advised that discussions begin with the relevant Local Authority's Development Control Team and Environmental Protection Service, and the Environment Agency as early as possible. It should be noted that these types of development may also increase road traffic and could fall into one of the categories defined in the Cornwall County Council Transport Assessment (Draft) Guidance.

The Cornwall County Council website, <http://www.cornwall.gov.uk/index.cfm?articleid=15310> (*Transportation Impact of the Development*) states that:

"A Transportation Assessment will be required in some form or other to accompany development proposals which may affect travel patterns. The purpose of a Transportation Assessment operates over several levels:

- *Strategic Impact: to determine the overall impact on the wider transport network including an assessment on accessibility and sustainability.*
- *Local Impact: to determine and demonstrate what the likely impact of the proposed development is in terms of additional traffic movements, by all travel modes, and whether the existing network with its present traffic patterns is capable of accommodating the additional imposition.*
- *Travel Plans – Adequate provision will need to be demonstrated in support of sustainable modes of travel.*
- *Mitigation measures: to assess the form of the highway infrastructure, including any changes to the existing layout, which will be required so that the impact of the development is both ameliorated and so that, most importantly, the appropriate sustainable routes for each mode of transport are provided”.*

4.2 In most cases residential developments will attract significant numbers of vehicle movements which may have an adverse impact on air quality. Therefore, where applications are for residential use only and where schemes are planned which meet the criteria detailed in Section 3.1 it is recommended that an informed estimation of likely vehicle numbers attached to the development should be carried out.

5. Supplementary Information to a TA

5.1 If a proposed development requires a TA and also meets the criteria specified by the Local Authority it will require supplementary information to be supplied with respect to air quality impacts (both adverse and beneficial) which may occur as a result of the development. This will take the form of an Air Quality Impact Assessment (AQIA).

5.2 The criteria threshold above which supplementary information will be required will be determined by each Local Authorities Environmental Health Department with reference to PPG13 –Transport Guidance. PPG13 states that planning applications which are likely to have significant transport implications include:

- a. All major developments comprising jobs, shopping, leisure and services (using the same thresholds as set out in PPG13, Annex D;
- b. Smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, AQMAs and in other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses.

6. Environmental Impact Assessment (EIA)

Town and Country Planning (Environmental Impact Assessment (EIA))

6.1 Should any of the criteria specified by the relevant Local Authority be met it is likely that an Air Quality Assessment (AQA) will be required, particularly when the development is within, or adjacent to an AQMA. The criteria for an EIA are listed in Schedules 1 and 2 of the Town and Country (T&C) Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (ODPM 1999b). In addition applications where air quality could be a material consideration include:

- An application that would conflict with, or render unworkable any Air Quality Action Plan (AQAP).

- All new or extended industrial developments that will require an authorisation or a permit that fall under Part I of the Environmental Protection Act 1990 or the Pollution Prevention and Control (England and Wales) Regulations 2000. (Applicants should note that due regard should be given to all of the pollutants specified in the Air Quality (England) Regulations 2000, not just nitrogen dioxide. This is especially important for industrial developments.)
- Emissions arising directly or indirectly from the development causing the designation or extension of an AQMA.

6.2 Further supporting air quality information might be required when a number of individual applications are received within an area. Individually, these applications may not have a significant impact on air quality, but the combined cumulative effect of emissions from the developments may be significant.

6.3 The Town and Environmental Impact Assessment: Guide to Procedures (ODPM 2000a) gives a series of flow charts detailing the processes that a developer must go through to assess if there is a need for an air quality Impact Assessment. The flowcharts and Schedule Table are included in Appendix 3.

6.4 A detailed study of the effects of any development on air quality (Air Quality Assessment (AQA)) will normally be required for projects that require an Environmental Impact Assessment (EIA), but most planning applications submitted will not require an AQA. However, should the trigger criteria (determined by the LA, or the T&C EIA criteria be met it is likely (but not inevitable) that an AQA will be required, each application will be screened and assessed on its own merits.

Air Quality Assessments and AQMAs

6.5 The requirement for a detailed study will apply particularly to areas where the development may impact on an Air Quality Management Area (AQMA). Where this is the case, Circular 02/99: Environmental Impact Assessment (EIA) provides guidance on the T&C Regulations 1999 for local planning authorities. The Guidance states in paragraph 40 (EIA for Schedule 2 development; General considerations), that with regard to air quality and AQMAs:

“In considering the sensitivity of a particular location, regard should also be had to whether any national or internationally agreed environmental standards are already being approached or exceeded. An example is where a proposed development might affect air quality in a designated Air Quality Management Area.”

6.6 Therefore, designation of an AQMA means that special consideration should be given to the sensitivity of the area when assessing the criteria required for an air quality EIA as defined under the T & C Regulations and Planning Policy Statement PPS23 (OPDM 2004a) should be consulted for further guidance.

Air Quality as a Material Consideration in Development Control Decisions (Planning Policy Statement 23 (PPS23))

6.7 In 2004, the Office of the Deputy Prime Minister (ODPM) published Planning Policy Statement 23 (PPS23) (ODPM 2004a) and various Annexes, including Annex I: Pollution Control, Air and Water Quality) (ODPM 2004b). Appendix 1G of Annex I, “Air Quality as a Material Consideration in Development Control Decisions” highlights the fact that the impact on ambient air quality is likely to be particularly important:

- Where the development is proposed inside or adjacent to an AQMA, particularly where this covers regeneration areas,
- Where the development could in itself result in the designation of an AQMA; and
- Where to grant planning permission would conflict with, or render unworkable, elements of a LA’s air quality action plan.

6.8 Appendix IG clearly states that the planning guidance described is not intended to stifle development within AQMAs, but it is equally clear that development should not proceed without due consideration of local air quality, both in terms of the effects of the new development on the surrounding community, and in terms of those who will ultimately work in or inhabit the new development, who may effectively be “*brought to pollution*”, especially within Sensitive Developments, e.g. schools, hospitals and housing.

6.9 PPS23 Annex I, Appendix IG can be accessed from the ODPM website:

http://www.communities.gov.uk/pub/921/PPS23AnnexIPollutionControlAirandWaterQualityPDF3419Kb_id1143921.pdf

Matters for Consideration in Preparing Local Development Documents and Taking Decisions on Individual Planning Applications

6.10 PPS23, Appendix A, “Matters for Consideration in Preparing Local Development Documents and Taking Decisions on Individual Planning Applications”, also offers guidance to planners in respect of air quality in planning considerations, highlighting:

“...the need for compliance with any statutory environmental quality standards or objectives (including the air quality objectives prescribed by the Air Quality Regulations 2000 (ODPM 2000b) and Amending Regulations 2002 (ODPM 2002).”

6.11 PPS 23 Appendix A expressly states that consideration should be given to:

“...existing, and likely future, air quality in an area, including any Air Quality Management Areas (AQMAs) or other areas where air quality is likely to be poor” and “...existing action and management plans with a bearing on environmental quality including: Air Quality Management Area Action Plans” should be included in the decision-making process.

6.12 PPS23 Appendix A can be accessed from the ODPM website:

http://www.communities.gov.uk/pub/918/PlanningPolicyStatement23PlanningandPollutionControlPDF262Kb_id1143918.pdf.

6.13 It should be realised that any proposed development that could adversely affect air quality does not inevitably mean a prohibition on the development. Each case will be decided on merit, taking account of all relevant considerations such as local circumstances, government guidance, approved planning policies, employment and economic benefits etc., prior to an assessment being made. Applicants should note that supporting air quality information may be required and this may take the form of an AQA.

6.14 Although PPS23 makes it clear that Local Planning Authorities (LPAs) should not seek to duplicate the pollution control responsibilities of other bodies, it also states that the planning system plays “*a key role in determining the location of development which may give rise to pollution*” (para. 1.31).

6.15 Planning Policy Guidance 6 (PPG6), *Planning for Town Centres* and PPG13 deal with air quality indirectly by promoting sustainable forms of development (i.e. development in locations such as town centres that are well served by public transport) in order to reduce traffic generation and emissions.

PPG6 Planning Policy Guidance 6 can be accessed from the ODPM website:

<http://www.communities.gov.uk/index.asp?id=1143820>)

6.16 A full list of relevant Planning Policy Statements and Guidance Notes (PPS/PPGs) is given in Appendix 4.

Is the proposed development (PD) within or adjacent to an AQMA?

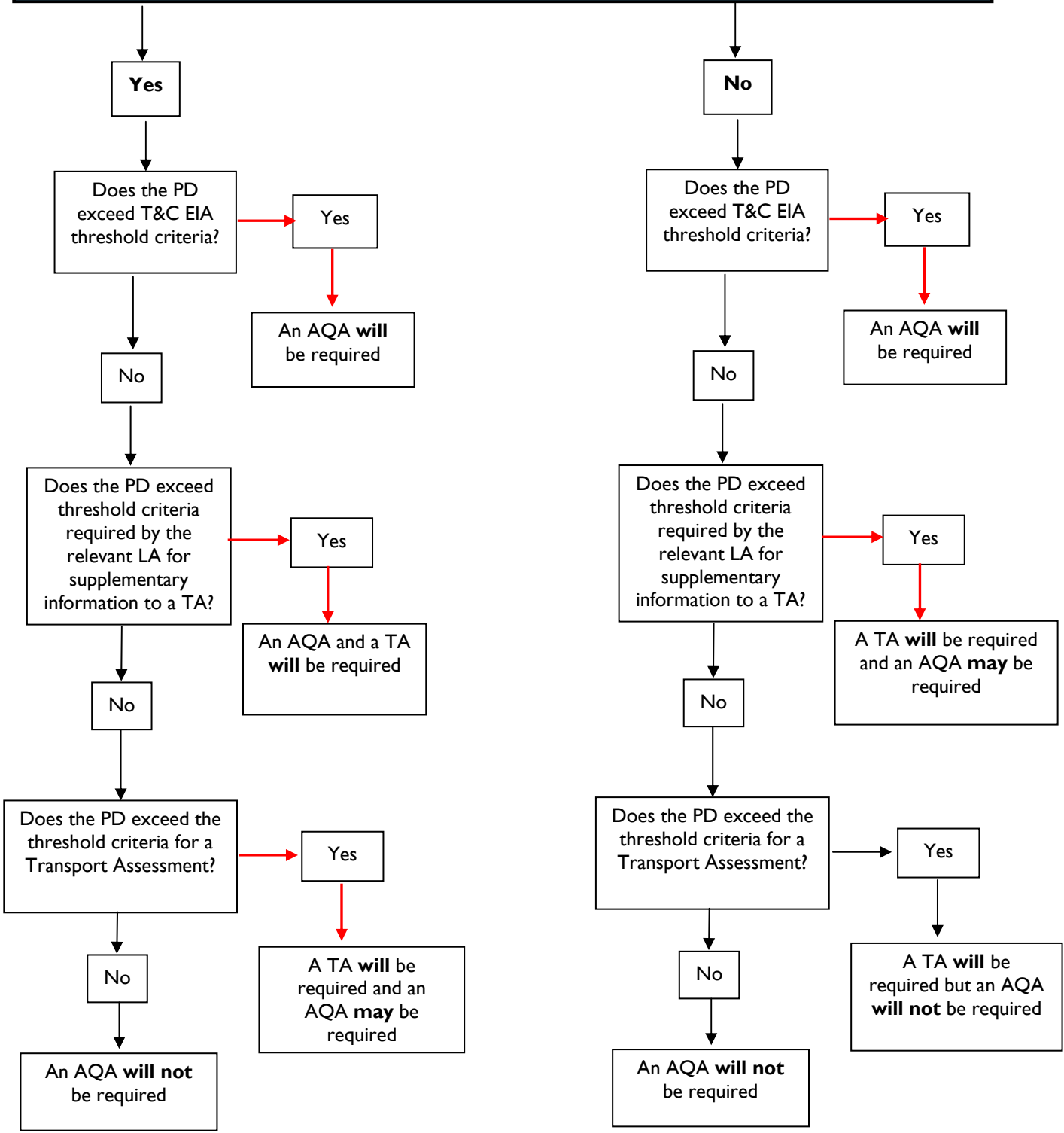


Figure 1. Flowchart to determine whether a proposed development will require an AQA.

7. How significant is the air quality impact?

7.1 Section 7 is largely based upon the guidance produced by the National Society for Clean Air (http://www.nasca.org.uk/pages/topics_and_issues/air_quality_guidance.cfm).

7.2 The LPA must be able to assess the significance of any air quality issue presented by a particular proposed development to enable proper weight to be given to this issue during the decision making process. Information is given below to set out generally how significance will be assessed in relation to other material considerations and also how this will influence the determination of the application.

7.3 The factors to be considered in determining significance for both new “Sensitive Developments” and new “Polluting Developments”(as defined in the NSCA Guidance) are set out below. For Sensitive Developments (such as housing, school, hospitals etc.) the main impact results will occur from either introducing new sensitive uses or increasing the number of people who may be exposed to poor air quality as a result of the development. For a Polluting Development, the main impact will be to cause deterioration in the existing air quality at pre-existing sensitive sites. Some mixed use developments that give rise to significant emissions or generate significant additional traffic flow could fall into both categories.

7.4 Whether permission for a development can be granted will partly depend upon the extent to which a developer is able to mitigate or design out the air quality issues and hence, where air quality is likely to be of at least medium priority significance.

7.5 It is important to recognise that any given development may give rise to some negative air quality impacts for example on a local scale, whilst being neutral or positive at the wider scale and that air quality is only part of the assessment of the material effects of the development that may include a range of likely significant adverse effects and community, economic and environmental benefits.

Sensitive Development

7.6 Sensitive Development checklist

- Are National Air Quality Strategy (NAQS)/EU Objectives likely to be exceeded on the development site?
- How significant is any breach of the criteria?
- How many members of the public may be exposed to air quality in breach of these criteria?
- Could the development interfere with or prevent the effective implementation of any actions in any proposed Action Plan or Local Transport Plan?
- Whether, and the extent to which, any of the actions in any final Air Quality Action Plan or Local Transport Plan can be shown as likely to reduce or prevent any public exposure above the criteria?
- Whether the site is located in an area with significant existing residential development already experiencing similarly poor air quality?

Polluting Development

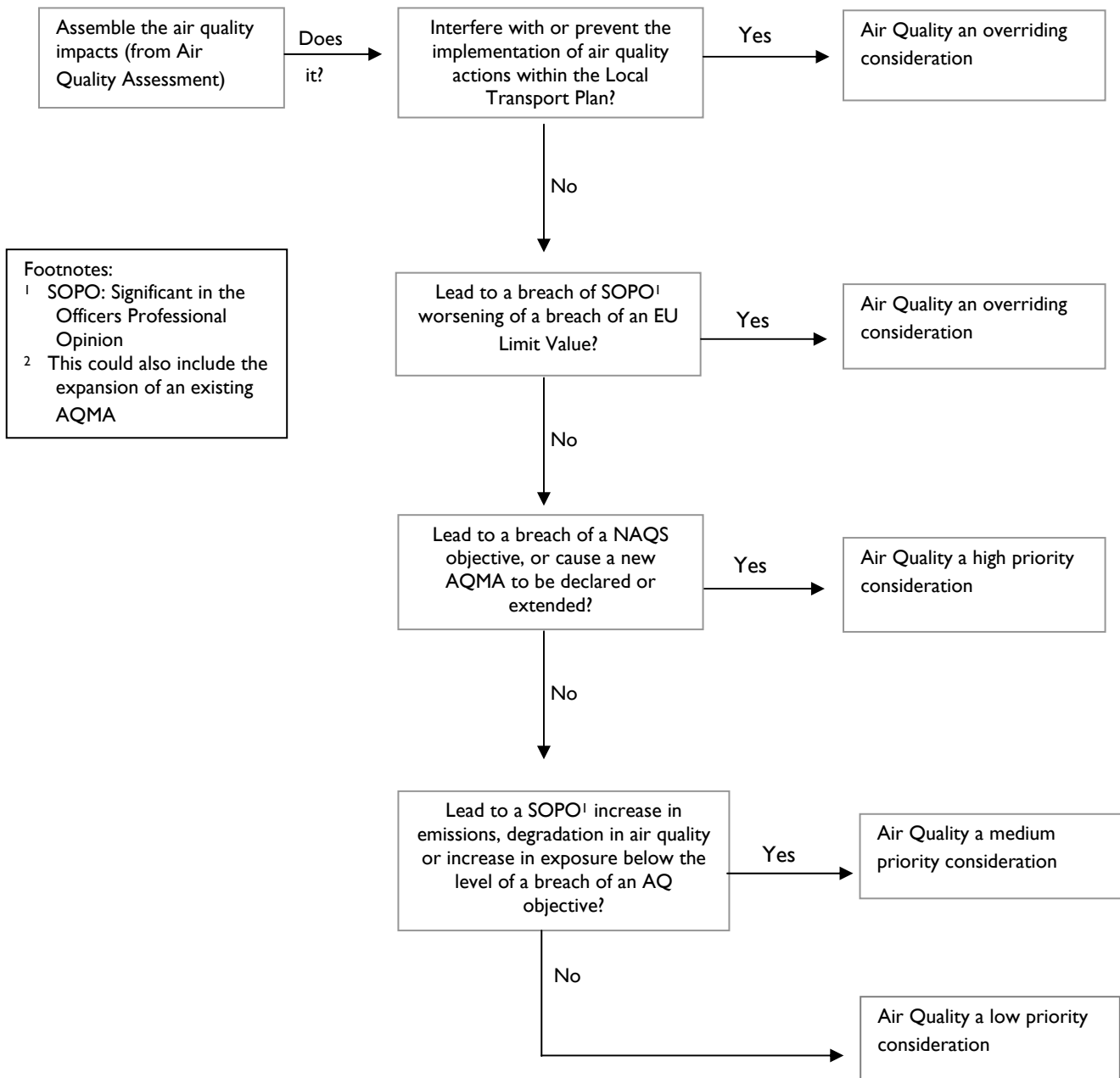
7.7 Polluting Development checklist

- Are National Air Quality Strategy (NAQS)/EU Objectives likely to be exceeded as a result of the development?
- How significant is any breach of the criteria?
- How many members of the public may be exposed air quality in breach of these criteria?

- Could the development interfere with or prevent the effective implementation of any actions in any proposed Action Plan or Local Transport Plan?
- How significant is the deterioration in air quality?

7.8 The developer has the responsibility for providing information to enable the LPA to determine significance. The LPA will take a precautionary approach when uncertainty exists over the likely impact upon air quality or the expected concentrations. Figure 2 below is based on NSCA Guidance and is intended for use by the LPA as a tool to assist them in determining significance.

EFFECT OF DEVELOPMENT



Footnotes:

- ¹ SOPO: Significant in the Officers Professional Opinion
- ² This could also include the expansion of an existing AQMA

Note on SOPO

The factors to be considered in deciding if the increase is significant include:

- Relative size of increase compared to pre-existing levels
- Extent to which the increase approaches or exceeds objectives
- Likelihood of other developments causing worsening or improvements in air quality
- Number of people who may be affected by the increase

Figure 2: Assessing the significance of air quality (Based upon NSCA Guidance)

8. What measures can be taken to reduce the significance of the harmful air quality impact to an acceptable level?

8.1 NAQS air quality objectives are set for both short-term (hourly and 24-hour) and long-term (annual) periods and apply to “. . . non-occupational near-ground level outdoor locations where a person might reasonably be expected to be exposed over the relevant averaging period” and hence the annual mean nitrogen dioxide objective of 40 µg m⁻³ applies at the façade of residential properties, schools, hospitals, libraries, etc.

8.2 The information below is focused mainly on the issue of land use in relation to NAQS objectives. Exceedences of short term objectives may however also be an issue with certain types of development (NAQS hourly mean objective for nitrogen dioxide of 200 µg m⁻³ also applies at kerbside sites (e.g. pavements of busy shopping streets).

8.3 Irrespective of the significance of air quality issues for a particular proposal, developers should formulate development proposals which seek to minimise additional air pollution and to conserve or enhance the existing air quality in the District and provide the highest quality environment for people to live and work.

8.4 The extent to which air quality should influence the development proposals will depend upon the significance of any adverse effects (Figure 2). Having determined the significance of any air quality issue, Table I provides a guide to possible actions and outcomes.

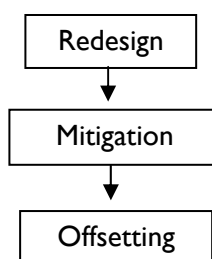
Table I: Action and outcome guideline (based on NSCA Guidance (NSCA 2004))

| Significance | Action necessary by developer | Outcome |
|--------------|--|--|
| Overriding | Developer must normally re-design or where this is not possible, introduce measures to mitigate the impact of poor air quality. | Normally refuse where impact remains overriding. |
| High | Developer normally must redesign. Where this is not possible measures to mitigate the impact of poor air quality should be included. Measures to offset any air quality issues should be included. | May refuse where the impact remains high. |
| Medium | Developer should redesign if possible or develop measures to mitigate the effects of the deterioration in air quality as far as possible. Inclusion of measures to offset any air quality issues should be included. | May refuse if additional measures have not reasonably been included. |
| Low | Developer may redesign or mitigate any impacts. | Application would proceed as normal. |

8.5 Where the LPA considers that the air quality issues are of at least medium significance it will expect developers to demonstrate that they have taken this issue into account. Where impacts are overriding or high, preference should be given to a fundamental re-design of the project. Avoiding air quality impacts that have overriding or high impacts should be a key driver in this process.

8.6 Where redesign cannot reasonably reduce the significance of the air quality issue, it may be acceptable to include measures to mitigate as far as possible any air quality issues that arise. These measures should not be considered as an alternative option to fundamental redesign but as a fallback position. By definition mitigation, will still result in a significant air quality impact remaining and therefore additional measures to offset the potential consequence of a development should also be considered. The ultimate planning decision will be influenced by the degree to which any air quality impact has been designed out, or mitigated, and the package of offsetting measures proposed. The decision will balance the residual significance against any other economic, social or environmental objectives of the LPA.

9. Hierarchy of methods for addressing air quality issues:



9.1 The relevant LPA may accept that for some cases it may not be possible or desirable to redesign a development proposal for a new Sensitive Development to reduce any adverse air quality impacts to a moderate or low significance. This is likely to be the case with small urban infill developments where existing sensitive uses are immediate neighbours and the development is in no worse a position than the neighbouring uses. In these cases the focus may be on mitigation and offsetting. However, mitigation based upon sealed and artificially ventilated building designs are not considered a desirable option and will only be accepted as a last resort.

9.2 With development sites where trigger criteria (LPA, EIA) are exceeded, or sites where future occupants might be exposed to higher air pollution concentrations than immediate neighbours, applicants should design acceptable solutions by considering in particular, site and internal layout. The aim should be to ensure that sensitive façades are a suitable distance from pollution sources such as busy roads. For mixed-use sites, generally sensitive uses should be placed in the least polluted parts of the site. This may result in sensitive uses being located at greater horizontal or vertical distances from busy roads. For such sites the relevant Local Authority may be unlikely to support proposals for residential developments that rely upon artificially ventilated and sealed buildings to protect the occupants. This may be because in the relevant Local Authority's view, sealed residential buildings that cannot be naturally ventilated are not desirable or sustainable.

9.3 Any proposed engineering measures, must be presented at the planning application stage as a sufficiently complete design to allow the district council to assess their adequacy.

9.4 The following part of this Information Document sets out some principles of good design and measures that can be used to mitigate and offset against adverse air quality impacts. The list is not comprehensive and developers should explore innovative measures.

10. Sensitive Development

Redesign of Scheme

10.1 Factors to consider here include:

- Increasing the distance between the development façade and the pollution source.
- For larger or mixed use sites, arrange site layout to ensure Sensitive Development is not within the areas of poorest air quality.
- Place sensitive uses at higher storeys only. There is no precise way of determining for any development site what an acceptable height is and a precautionary approach should be taken. It is important to ensure that uses at lower storeys are compatible with sensitive uses.
- Internal arrangement to present non-habitable rooms to polluted façades with suitable ventilation and fixed glazing.

- Avoid features encouraging residents to spend significant parts of their time in polluted external environments e.g. balconies.
- Where integral car parks are proposed sufficient distance must exist between residential uses and ventilation systems. This may require a detailed assessment.
- Provision of car free areas.
- Avoid providing external doors communicating directly with habitable rooms on polluted façade.

Mitigation

10.2 In some cases the use of fixed (sealed) glazing with a system for suitable artificial ventilation is proposed. Development that relies upon this measure is undesirable and will only be accepted as a last resort. Suitable ventilation systems will need to:

- Take air from a clean location.
- Be designed to minimise energy usage.
- Be sufficient to prevent summer overheating.
- Have robust arrangements for maintenance.
- Be designed to ensure satisfactory internal acoustics and prevent loss of amenity to neighbouring uses.

Offsetting

10.3 Measures to offset air quality impacts may include:

- Providing on- and off-site measures to encourage and facilitate cycling including well designed secure cycle stores and improved cycle routes.
- Provide a contribution to improve bus services, bus stop provision or facilities.
- Provide a contribution to allow new or improved traffic management measures (e.g. improved signalling and signing etc).
- Commit to establishing and funding car club set-ups.
- Provide a contribution to allow footways to be widened.

11. Polluting Development

Design

11.1 Factors to consider include:

- Increasing the distance between any significant pollution source and existing sensitive uses.
- For larger or mixed use sites, arrange site layout to ensure Sensitive and Polluting Development is adequately separated.
- Ensure that the development design allows for the effective dispersion of pollutants and ensure high emission sources are not compromised by tall buildings.
- For large developments consider carefully the best location for car parks and significantly trafficked access roads.
- Ensure that car park control systems minimise queuing in entry/exit and that car parks have well designed circulation patterns.
- In mixed use schemes consider provision of car free areas.
- Design commercial/industrial premises to allow for 24-hour servicing.
- Consider the impact of the development on the wider road network.

Mitigation

11.2 Mitigating measures may:

- Positively encourage the use of public transport and low emission transport and commit to monitoring air pollution through a transport management strategy (e.g. green travel plan).
- Minimise the need for travel.

Offsetting

11.3 Measures to offset air quality impacts may include:

- Provide a contribution to allow improvements in traffic management systems to reduce congestion, re-route traffic etc.
- Provide a contribution to allow changes in road design, e.g. increasing kerb width, one way systems, changed speed limits and improved signing.
- Provide a contribution to allow development of improved public transport, and facilities to encourage cycling and walking.

12. Air Quality Assessment Information

Information required

12.1 Applications for developments that will attract significant extra traffic movements should include detailed information. This should include:

- Site description and location.
- An assessment of existing air quality in the area, referring to the Air Quality Review and Assessment undertaken by the relevant Local Authority.
- If air quality modelling/ monitoring is used in the assessment, a full description of the methodology.
- Details of the types and amounts of emissions together with physical characteristics of the source (for example: chimney height/diameter, temperature of emission, OR traffic flow predictions, vehicle types, emissions factors, etc).
- A comparison of model outputs against the pollutants specified in the NAQS (England) 2007 and other relevant standards.
- An assessment of the interaction of the emissions from the proposal with other emission sources in the area.

12.2 Consideration should be given to:

- Requiring the proposed and future occupiers of the development to sign up to a Travel Plan.
- Building in public transport, cycling and walking infrastructures in the initial stages.
- Ensuring the proposed and future occupiers of the development use clean fuel fleets.
- Installation of measures to minimise emissions, together with air quality monitoring equipment where appropriate.
- Implementation of control systems to mitigate emissions during the construction phase.

12.3 An Air Quality Assessment should clearly indicate the likely change in air pollutant concentrations relevant to the objectives arising from the proposed development. **The factor of greatest importance will generally be the change in air quality resulting from the proposed development. All of the pollutants listed in the Air Quality (England) Regulations (2000) should be included, with special attention being paid to nitrogen dioxide and PM₁₀.**

12.4 It may be appropriate in some circumstances for the developer to fund mitigating measures elsewhere to offset any increase in emissions as a consequence of the proposed development. This would normally be in the form of a Section 106 Legal Agreement attached to a planning consent. Conditions may be imposed which seek to safeguard air quality.

Contents of an Air Quality Assessment

12.5 As stated, an assessment should demonstrate how a development would affect pollution levels relevant to the air quality objectives.

- Assessing the current air quality situation in the locality;
- Predicting statistics relevant to the Air Quality objectives *without* the development in place;
- Predicting statistics relevant to the air quality objectives *with* the development in place.

12.6 An air quality impact assessment should clearly indicate the likely change in pollutant concentrations relevant to the air quality objectives arising from the proposed development.

12.7 An Air Quality Assessment should clearly indicate the likely change in ambient pollutant concentrations (relevant to the air quality objectives) arising from the proposed development. **The factor of greatest importance will, generally, be the change in air quality resulting from the proposed development.**

12.8 There is no single, definitive method for carrying out a detailed Air Quality Assessment. However, the method must be appropriate to both the location and the scale of the development.

12.9 You are strongly recommended to agree the proposals for your Air Quality Assessment in advance with the Environmental Protection Service. The Service will be happy to assist you, wherever possible, with any other queries and to advise you on the latest local air quality information that is available.

Modelling:

12.10 A suggested method for air quality modelling is outlined below:

- Choose a Dispersion Model that is suitable for the scenario being modelled.
- Use local data for time-varying emissions, if available.
- Supplement traffic data with a Transport Assessment approved by the relevant Local Authority.
- Take meteorological data from an appropriate site.
- Agree with the Local Authority whether 'typical' or 'worst-case' meteorological data should be used.
- Use at least one year of hourly-sequential meteorological data.
- Agree input parameters with the relevant Local Authority.
- Account for potential 'background' pollution from outside the area.
- Validation – you may be required to demonstrate the model's performance in relation to measured pollution concentrations in a similar environment.
- Predict statistics relevant to the Air Quality objectives without the development in place.
- Predict statistics relevant to the Air Quality objectives *with* the development in place.
- For SO₂: choose a method suitable to give 15-minute concentrations.
- For NO₂: include NO_x predictions; ensure that a relevant conversion scheme for NO_x: NO₂ is used, with appropriate input data.
- For PM₁₀: present a *gravimetric* estimate of PM₁₀; include secondary and coarse PM₁₀.
- Present outputs on a suitably scaled detailed map.
- Include the effects of local, committed developments.
- Allow for an audit trail.

Methods of assessing air quality

12.11 Baseline ambient air quality values must be determined. These may already be available, for example the relevant local authority may have monitoring data or modelled values.

12.12 Should monitoring be required there are several methods available. Table 2 shows some of the most commonly used methods of traffic-related pollution monitoring.

Table 2: Commonly used methods of traffic-related pollution monitoring.

| Pollutant | Technique | Advantages | Disadvantages |
|--|--|---|--|
| Nitrogen dioxide (NO ₂) | Diffusion tubes | <p>Low capital and operating costs.</p> <p>Possible to carry out surveys over wide geographical areas to provide information of the spatial distribution of NO₂ concentrations.</p> <p>Require no power supply, and minimal training of site staff. Site calibrations are not required.</p> <p>Lower detection limit of ~2-3 µg m⁻³ for a 4-week exposure period.</p> | <p>Only provide concentrations averaged over the exposure period (typically 4 weeks).</p> <p>Accuracy of the method, and bias relative to the reference sampler, is dependent upon the method of tube preparation and the laboratory completing the analysis.</p> <p>Results need to be 'bias-corrected' before comparison with limit values and objectives.</p> |
| Nitrogen dioxide (NO ₂) | Chemiluminescence | <p>The reference method specified in the EU First Daughter Directive.</p> <p>Lower detection limit of ~1 µg m⁻³.</p> <p>Provides real-time data with short time resolution (<1 h) that can be used for public information.</p> | <p>Relatively high capital cost.</p> <p>High operating costs.</p> |
| Nitrogen dioxide (NO ₂) | Electrochemical Sensors | <p>Portable samplers that can be easily deployed in the field.</p> | <p>Lower detection limit of some samplers (~200 µg m⁻³) makes them unsuitable for ambient monitoring.</p> |
| Particulate matter (PM ₁₀) | Tapered Element Oscillating Microbalance (TEOM) | <p>Continuous monitoring of ambient airborne particulate concentrations.</p> <p>Real-time 15-minute data.</p> | <p>Relatively high capital cost.</p> <p>High operating costs.</p> |

Table 3: Air Quality Assessment Checklist

12.13 Table 3 gives a checklist of actions to be carried out when compiling an Air Quality Assessment.

| CHECK | ACTION | DETAILS | COMMENTS |
|-------------------------------|---|--|---|
| ✓ <input type="checkbox"/> | Description of the site and its location. | Maps and OS Grid References. | Applicant may need to have regard to other air pollution sources in the area. |
| ✓ <input type="checkbox"/> | An assessment of the existing air quality in the area. | Refer to the Air Quality Review and Assessment document produced by the relevant Local Authority. If extra data is needed the applicant should consider extra monitoring or modelling. In addition, a description of traffic flows and volumes on roads likely to be affected as a result of the proposed development may be required. | Agree the scope with the relevant Local Authority. |
| ✓ <input type="checkbox"/> | A description of the assessment methodology. | Refer to government guidance on monitoring and modelling of air quality. | Agree the methodology with the relevant Local Authority. |
| ✓ <input type="checkbox"/> | The types and quantities of emissions likely to be produced. | Information on vehicle emissions factors should be obtained from a reliable database and clearly detailed. For industrial applications properties such as chimney dimensions and emission characteristics must be clearly detailed. | Agree the details required with the relevant Local Authority. |
| ✓ <input type="checkbox"/> | A comparison with the objectives in the Air Quality (England) Regulations 2003 should be made. | In order to do this there must be a modelling exercise carried out, as the Regulations are designed to assess future air quality e.g. by 2005. | Clearly state and justify the conclusions reached. |

Please Note: Due to the potentially complex nature of Air Quality Assessments, a period of up to ten working days (upon receipt by the Environmental Protection Service) should be allowed for a response. This response will be in written form sent to the planning case officer and copied to the appellant.

When commenting on Air Quality Assessments the Environmental Protection Service will not accept responsibility for the effectiveness of the design of control measures. This responsibility must remain with the developers and their professional advisors.

Appendix I. Contacts

Local Authorities in Cornwall

| | |
|---|--|
| Caradon District Council Environmental Health Department Luxstowe House, Liskeard Cornwall, PL14 3DZ | 01579 341000 |
| Carrick District Council Environmental Health Department Pydar Street Truro, TR1 1EB | 01872 224400 |
| Kerrier District Council Environmental Health Department Dolcoath Avenue Camborne Cornwall, TR14 8SX | 01209 614000 |
| North Cornwall District Council Environmental Health Department Trevanion Road Wadebridge Cornwall, PL27 7NU | 01208 893333 |
| Penwith District Council Environmental Health Department St Clare Penzance Cornwall, TR18 3QW | 01736 362341 |
| Restormel Borough Council Environmental Health Department 39 Penwinnick Road St Austell Cornwall, PL25 | 01726 223300 |
| Cornwall County Council Planning Transportation and Estates New County Hall Truro Cornwall, TR1 8AY | 01872 322000 |
| Air Quality Information Cornwall Air Quality Forum (CAQF) Air Quality Unit Cornwall College Trevenson Road Pool Cornwall, TR15 3RD www.cornwall-airquality.org.uk | 01209 616194 caqf@cornwall.ac.uk |

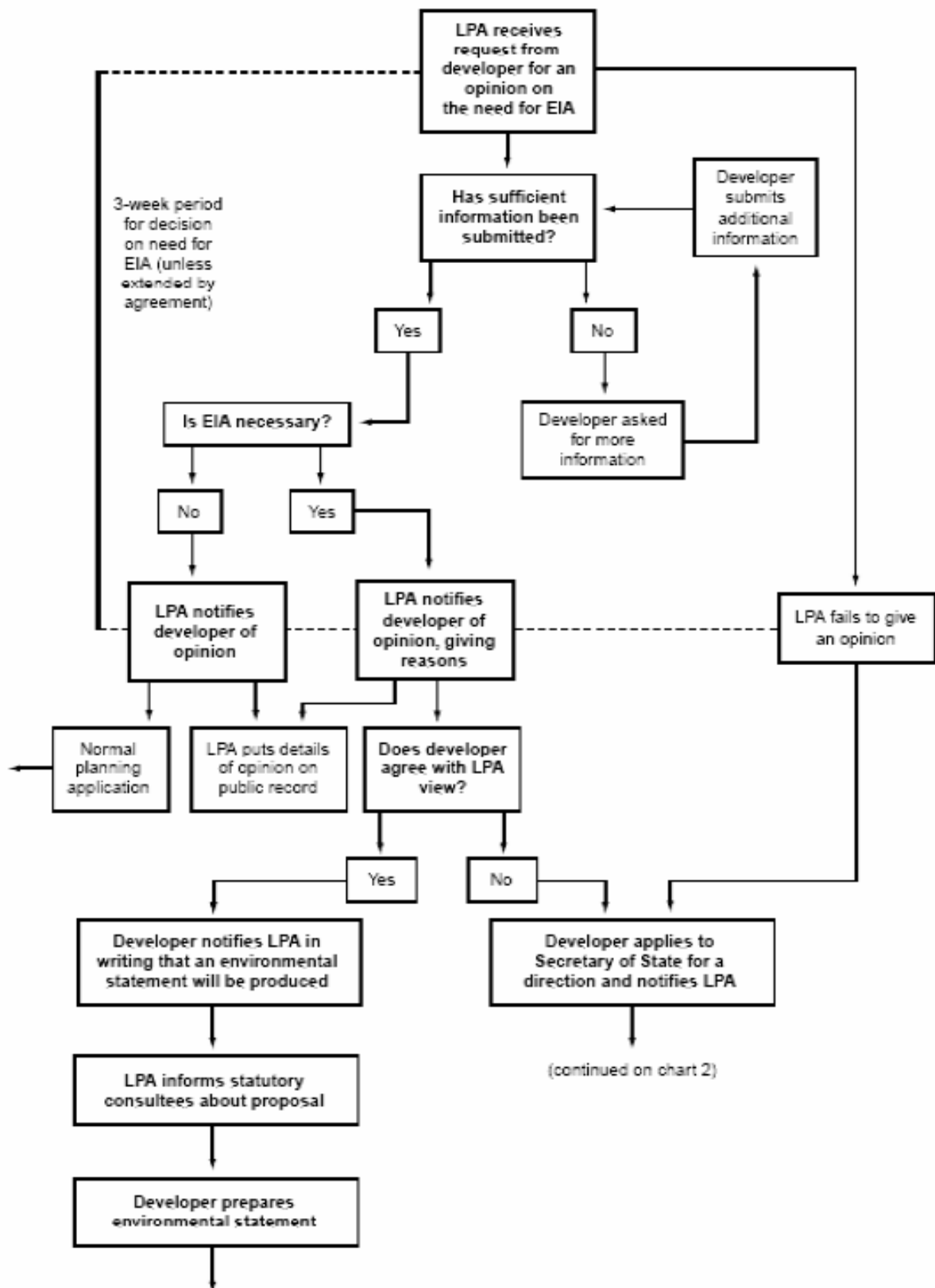
Appendix 2. NAQS objectives

Table 4: National Air Quality Strategy Objectives (NAQS, 2007)

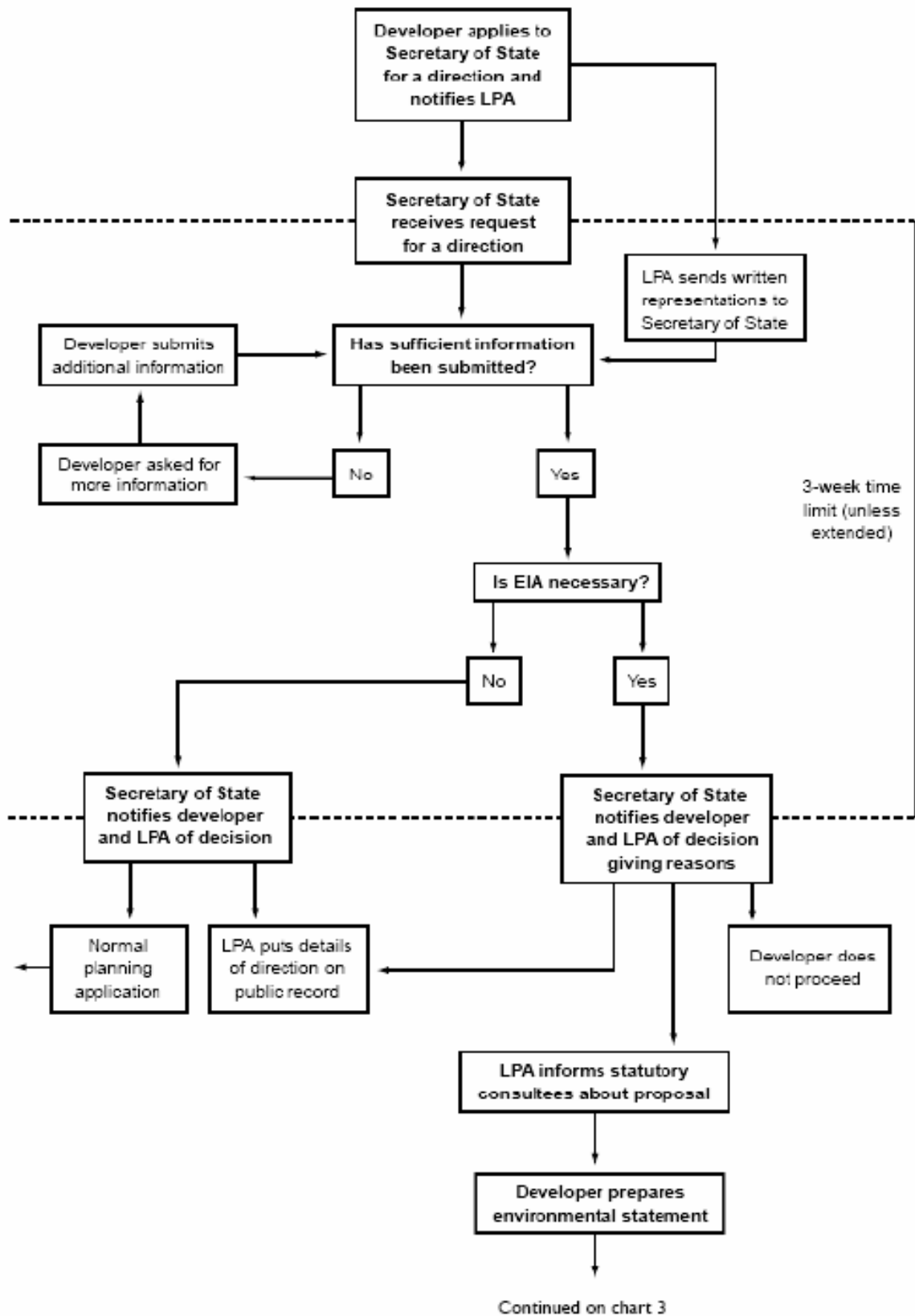
| Pollutant | Objective | Concentration measured as | Date to be achieved by and maintained thereafter |
|----------------------------------|---|-----------------------------------|--|
| Benzene | 16.25 $\mu\text{g m}^{-3}$ | Running annual mean | 31 st December 2003 |
| | 5 $\mu\text{g m}^{-3}$ | Annual mean | 31 st December 2010 |
| 1,3-butadiene | 2.25 $\mu\text{g m}^{-3}$ | Running annual mean | 31 st December 2003 |
| Carbon monoxide | 10 mg m^{-3} | Maximum daily running 8-hour mean | 31 st December 2003 |
| Lead | 0.5 $\mu\text{g m}^{-3}$ | Annual mean | 31 st December 2004 |
| | 0.25 $\mu\text{g m}^{-3}$ | Annual mean | 31 st December 2008 |
| Nitrogen dioxide | 200 $\mu\text{g m}^{-3}$ not to be exceeded more than 18 times a year | 1-hour mean | 31 st December 2005 |
| | 40 $\mu\text{g m}^{-3}$ | Annual mean | 31 st December 2005 |
| Particulates (PM ₁₀) | 50 $\mu\text{g m}^{-3}$ not to be exceeded more than 35 times a year | 24-hour mean | 31 st December 2004 |
| | 40 $\mu\text{g m}^{-3}$ | Annual mean | 31 st December 2004 |
| Sulphur dioxide | 266 $\mu\text{g m}^{-3}$ not to be exceeded more than 35 times a year | 15-minute mean | 31 st December 2005 |
| | 350 $\mu\text{g m}^{-3}$ not to be exceeded more than 24 times a year | 1-hour mean | 31 st December 2004 |
| | 125 $\mu\text{g m}^{-3}$ not to be exceeded more than 3 times a year | 24-hour mean | 31 st December 2004 |
| Ozone | 100 $\mu\text{g m}^{-3}$ not to be exceeded more than 10 times a year | 8-hour mean | 31 st December 2005 |
| Polycyclic aromatic hydrocarbons | 0.25 ng m^{-3} B[a]P | Annual average | 31 st December 2010 |

Appendix 3. Town and Country Regional Planning Guidance Flowcharts

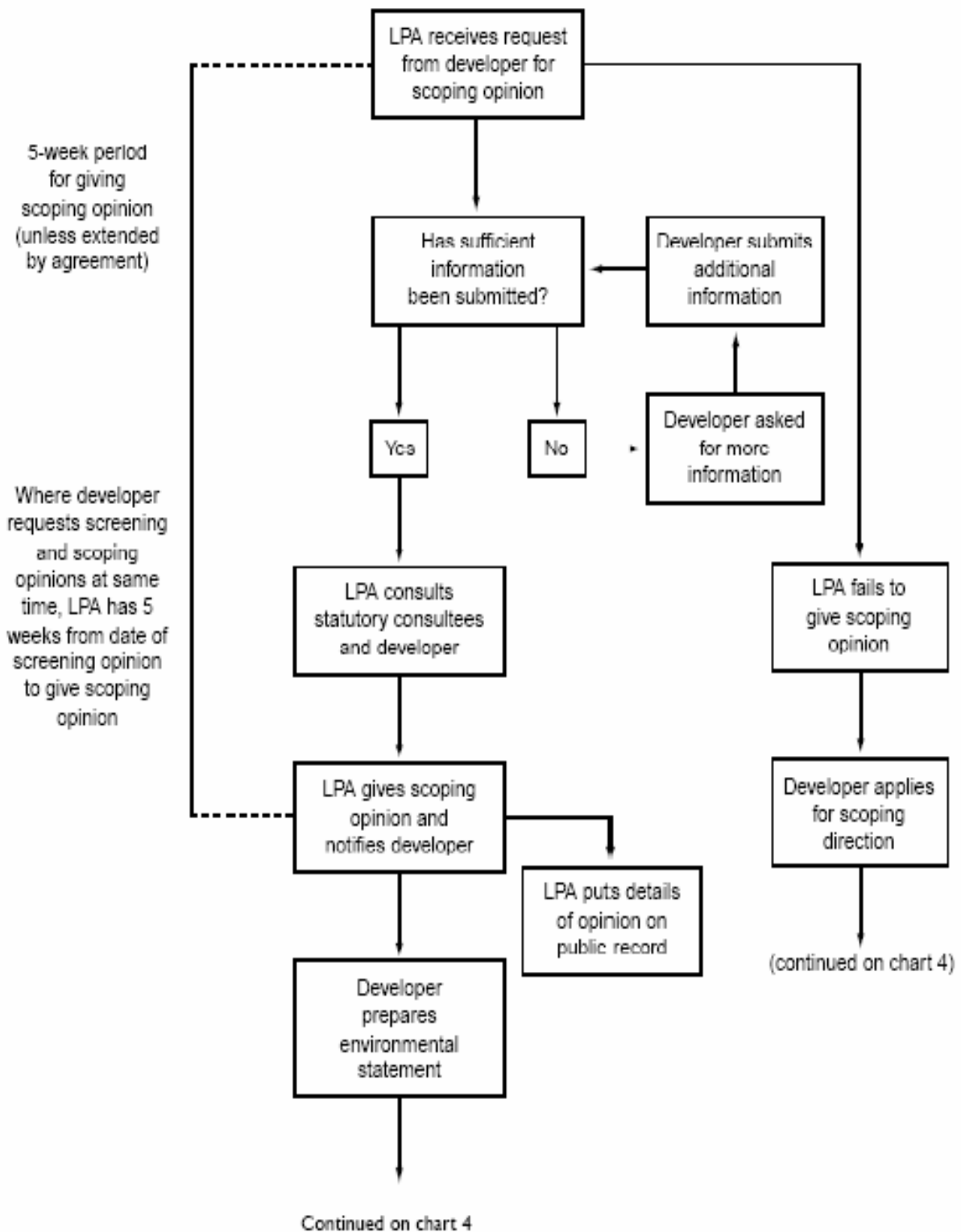
1. PRE-APPLICATION REQUEST BY DEVELOPER TO LOCAL PLANNING AUTHORITY FOR SCREENING OPINION



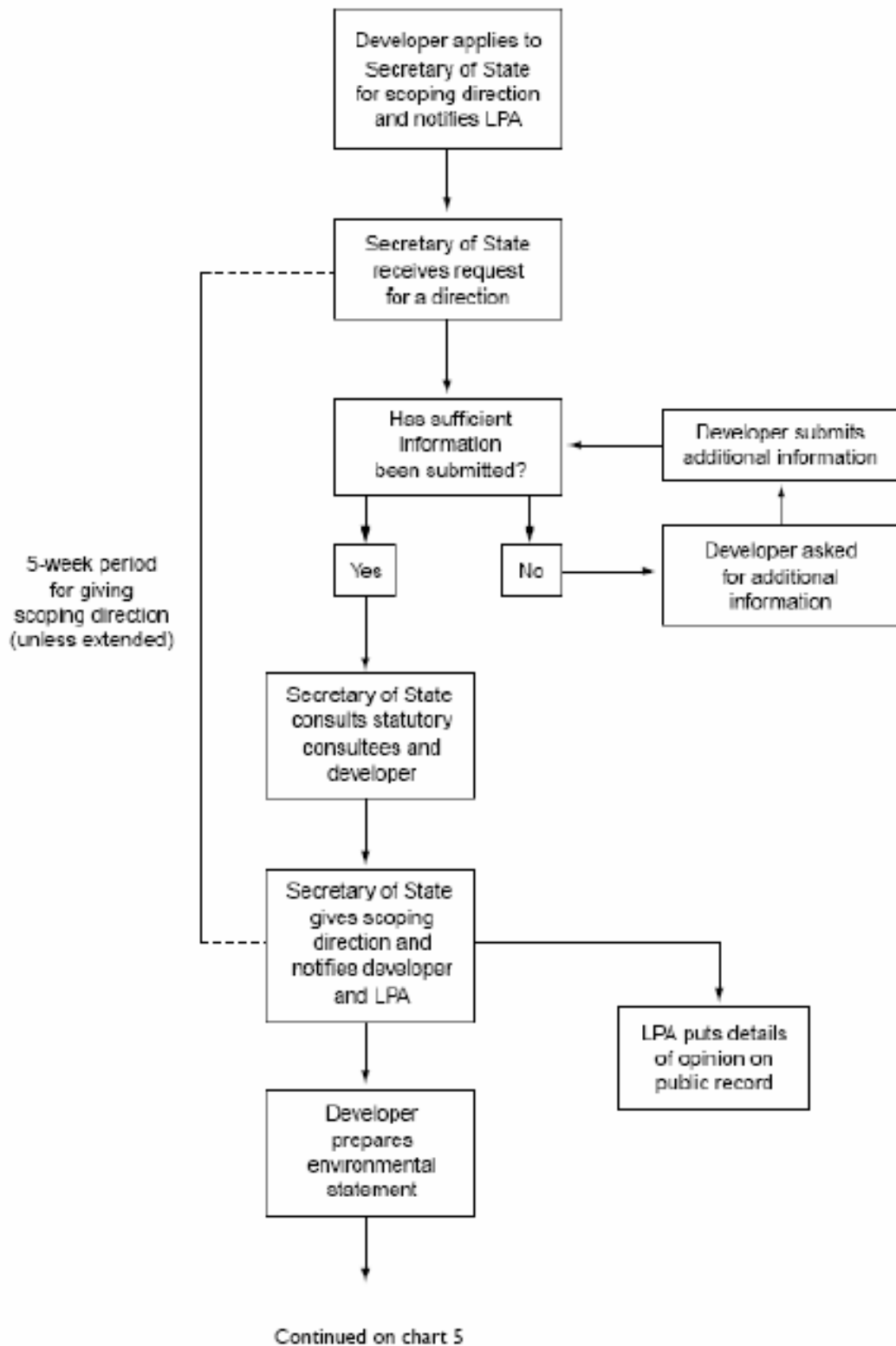
2. PRE-APPLICATION REQUEST TO SECRETARY OF STATE FOR SCREENING DIRECTION



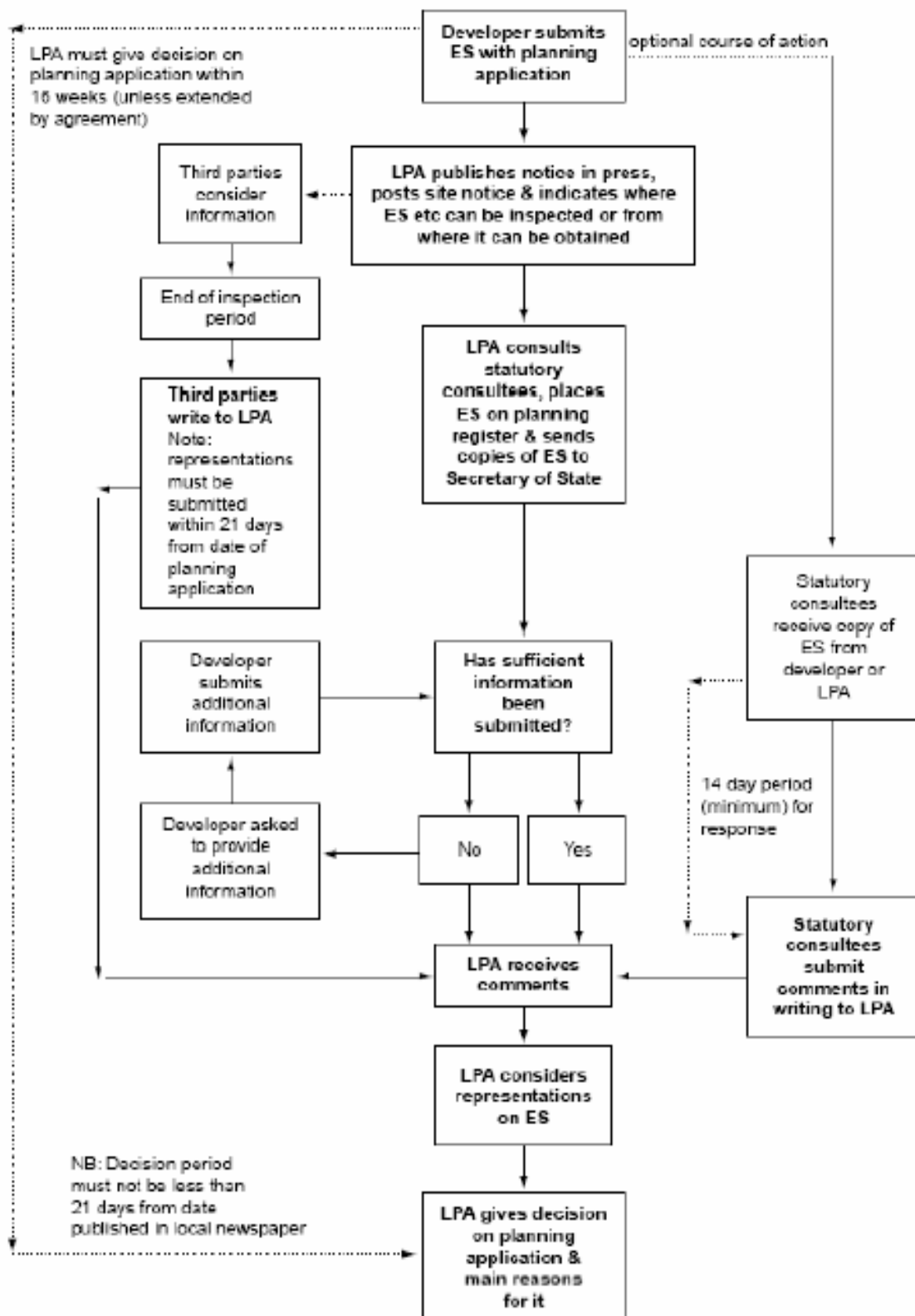
3. APPLICATION BY DEVELOPER TO LOCAL PLANNING AUTHORITY FOR SCOPING OPINION



4. APPLICATION TO SECRETARY OF STATE FOR SCOPING DIRECTION



5. SUBMISSION OF ENVIRONMENTAL STATEMENT TO LOCAL PLANNING AUTHORITY IN CONJUNCTION WITH PLANNING APPLICATION



| Column 1 Description of development | Column 2 Applicable thresholds and criteria | Column 3 Indicative thresholds and criteria |
|---|--|---|
| 10. Infrastructure projects | | |
| (b) Urban development projects, including the construction of shopping centres and car parks, sports stadiums, leisure centres and multiplex cinemas; | The area of the development exceeds 0.5 hectare. | <p>In addition to the physical scale of such developments, particular consideration should be given to the potential increase in traffic, emissions and noise. EIA is unlikely to be required for the redevelopment of land unless the new development is on a significantly greater scale than the previous use, or the types of impact are of a markedly different nature or there is a high level of contamination.</p> <p>Development proposed for sites which have not previously been intensively developed are more likely to require EIA if:</p> <ul style="list-style-type: none"> ● the site area of the scheme is more than 5 hectares; or ● it would provide a total of more than 10 000 square metres of new commercial floorspace; or ● the development would have significant urbanising effects in a previously non-urbanised area (e.g. a new development of more than 1000 dwellings). |
| (c) Construction of intermodal transshipment facilities and of intermodal terminals (unless included in Schedule 1); | The area of the development exceeds 0.5 hectare. | In addition to the physical scale of the development, particular impacts for consideration are increased traffic, noise, emissions to air and water. Developments of more than 5 hectares are more likely to require EIA. |
| (d) Construction of railways (unless included in Schedule 1); | The area of the works exceeds 1 hectare. | For linear transport schemes, the likelihood of significant effects will generally depend on the estimated emissions, traffic, noise and vibration and degree of visual intrusion and impact on the surrounding ecology. EIA is more likely to be required for new development over 2 kilometres in length. |

Appendix 4. Planning Policy Statements and Guidance Notes (PPS/PPGs)

Guidance relevant to LPAs' air quality responsibilities is set out in the following national Planning Policy Statements and Guidance Notes (PPS/PPGs):

- PPS1: Planning Policy Statement 1: Delivering Sustainable Development. PPS1 sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. Published February 2005. This replaces PPG Note 1: General Policies and Principles (published February 1997).
- PPS6: Planning Policy Statement 6: Planning for Town Centres. PPS6 sets out the Government's policy on planning for the future of town centres. Published March 2005. This replaces Revised PPG Note 6: Town Centres and Retail Developments (published 1996) and subsequent policy statements.
- PPS11: Planning Policy Statement 11: Regional Spatial Strategies. PPS11 sets out the procedural policy on Regional Spatial Strategies. Published September 2004. This replaces PPG Note 11: Regional Planning
- PPS12: Local Development Frameworks. PPS12 sets out the Government's policy on the preparation of local development documents which will comprise the local development framework. Published September 2004.
- PPS23: Planning Policy Statement 23: Planning and Pollution Control (2004). PPS23 is intended to complement the new pollution control framework under the Pollution Prevention and Control Act 1999 and the PPC Regulations 2000. Published November 2004. This replaces PPG Note 23: Planning and Pollution Control (published 1994).
- PPG3: Planning Policy Guidance: Housing. Published March 2000. Two updates published January 2005.
- PPG3: Update to PPG3: Housing: Planning for Sustainable Communities in Rural Areas (2005)
- PPG3: Update to PPG3: Supporting the Delivery of New Housing (2005)
- PPG4: Industrial, Commercial Development and Small Firms (1992). Published November 1992
- PPG6: Town Centres and Retail Developments' (1996)
- PPG12: Development Plans. Published December 1999. This PPG has been replaced by Planning Policy Statement 12: Local Development Frameworks. However, this PPG will remain in operation for development plans still being prepared under the 1999 Development Plan Regulations.
- PPG13: 'Transport' (March 2001)
- PPG23 Annex 1: Pollution Control, Air and Water Quality (2004)

PPSs and PPGs can be accessed at <http://www.odpm.gov.uk/index.asp?id=1143104>

Appendix 5. Glossary of Air Quality Terminology

| | |
|--------------------------------------|---|
| Air Quality Assessment (AQA) | An assessment of the impact of a development on the levels of certain pollutants in the local area. |
| Air Quality Management Areas (AQMAs) | Areas where the air quality objectives are likely to be exceeded. Declared by way of an order issued under the Section 83(1) of the Environment Act 1995. |
| Air Quality Objectives | <i>National policy targets set out in the Air Quality Regulations 2000. Objectives are expressed as pollution concentrations over certain exposure periods, which should be achieved by a specified target date. Some objectives are based upon long-term exposure (e.g. annual averages) other short term objectives are statistical. Objectives only apply where a member of the public may be exposed to pollution over the relevant averaging time.</i> |
| Best Available Techniques (BAT) | The basis for determining the appropriate technique for reducing pollution under the Prevention and Control of Pollution Regulations. |
| LAQM. TG(03) | Local Air Quality Management Technical Guidance (2003). This document provides national advice on how local authorities should assess air quality. |
| Exceedence | Concentrations of a particular air pollutant is expected to be greater than the appropriate Air Quality Objective. |
| LDD | Local Development Framework Document |
| LPA | Local Planning Authority |
| Limit Values/EU limit values | The maximum pollutant levels set out in the EU Daughter Directives on Air Quality. In some cases the limit values are the same as the national air quality objective but may allow a longer period for achieving. |
| Mitigation | The guidance places most emphasis on reducing significant harmful air quality impacts or issues by the correct design or redesign of the development. Where it is accepted that redesign cannot resolve the air quality issues satisfactorily mitigation may be acceptable. Mitigation measures will minimise (as far as it is feasible) the impact of or effect of poor air quality on a development. |
| National Air Quality Objectives | See Air Quality Objectives. |
| National Air Quality Strategy (NAQS) | The Air Quality Strategy for England, Scotland, Wales and Northern Ireland. The current version at the time of producing this Information Document was January 2003. This sets out the Government's strategy for improving air quality in the UK. It makes reference to the importance of the planning process. |
| NO ₂ | Nitrogen dioxide, a component of nitrogen oxide. |
| NO _x | Nitrogen oxide plus nitrogen dioxide. Many pollution sources emit both nitrogen oxide and nitrogen dioxide directly into the atmosphere. However, once in the atmosphere nitrogen oxide |

can be converted to nitrogen dioxide. Therefore it is important to know the amount of both NO_x and NO_2 .

| | |
|--------------------------|--|
| Offsetting | Measures which 'compensate' for anticipated increases in pollution in the area. This might be for example by funding more general measures to improve air quality in the District. |
| PM_{10} | Fine particulate matter with a diameter of less than 10 microns diameter (full definition available in the National Air Quality Strategy). |
| Part A1 and A2 Processes | Industrial processes which are regulated under the Pollution Prevention and Control Regulations for emissions to all media (i.e. atmosphere, land and water). |
| Part B processes | Industrial processes which are regulated under the Pollution Prevention and Control Regulations for emissions to air only. |
| Point source | A specific location where a known concentration of a certain pollutant is emitted such as a discharge stack. |
| Polluting Development | A proposal that if permitted and developed will directly or indirectly be likely to increase levels of relevant pollutants. This may include industrial processes but may also include developments which could cause increased traffic emissions within the District. These types of developments may increase pollution concentrations within the District. |
| PPC Regulations | Pollution Prevention and Control Regulations 2000 (as amended). |
| Risk Assessments | A comprehensive assessment of the risks associated with a particular hazard which is relevant to the development site. |
| Sensitive Development | A development which would allow users of the site to potentially be exposed to pollutants above the objective for the relevant period. For example, the introduction of a new residential development in an area where an air quality objective is already exceeded, would create the potential for the exposure of residents to poor air quality above the objective. Incidentally, this type of development may also generate significant additional traffic flow and also be a polluting development. |
| SPD | Spatial Planning Document |

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Acknowledgements

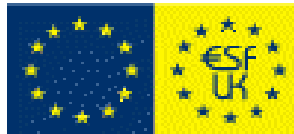
The Cornwall Air Quality Forum (CAQF) was established in 1995 and has representatives from five of the District Councils in Cornwall, Cornwall County Council, the Environment Agency and Cornwall College. The Air Quality Unit (AQU) at Cornwall College acts for the CAQF in a technical capacity.

This Information Document has been prepared by the AQU.

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Restormel Borough Council



EUROPEAN UNION
European Social Fund



"Serving the
Community"
Penwith District Council

