

**Chorley's Clean Air Strategy
2021**



Executive Summary

The quality of the air we breathe plays a big part in the health of our local communities. It is our vision that people who live in, work in and visit Chorley should be able to enjoy an environment which is clean and safe with air quality which is not harmful to their health.

The current legal limits on ambient air quality in Chorley are currently being met, however it is important that we fully understand the levels of pollutants across the borough and ensure that the situation does not deteriorate.

The strategy set's out Chorley Council's aspirations for improving and maintaining healthy air quality across the borough. The strategy is a living document and will be reviewed on a regular basis to enable updated actions to be included as technology and understanding improves

This document forms part of Chorley Council's wider Green Agenda, which aims to improve the borough's environment and contributing to the Council's evolving commitment to developing a strong and environmentally sustainable economy for future generations. Improving and maintaining Air Quality is a priority for Chorley Council as it is an important factor in preserving and enhancing health and wellbeing and reducing harm to health.

We are delighted to endorse this strategy to improve air quality in Chorley, and the benefits it will deliver to the health of our residents' and people who visit and work in our borough.



Councillor Alistair Bradley,
(Executive Leader)



Councillor Alistair Morwood
(Executive Member Public Protection)

The Council's Vision

The Council has a vision to act

“A proactive community leader, supporting the borough and all its residents, whether in rural or urban areas, to reach their full potential through working in partnership to deliver services that achieve the best outcomes for local people and protect vulnerable people.”

Through this Clean air strategy, the Council has a vision that

“all Chorley residents and visitors will have clean air that allows them to lead healthy and fulfilling lives.”

The Council will strive to understand the full extent of poor air quality across the borough and identify the impacts this is having on our residents and visitors, particularly those who are vulnerable.

The strategy will identify actions and partner organisations who can assist in reducing the adverse impact of air pollution on the borough.

Helping to achieve the Council's overall vision and to protect and improve/maintain the lives of those who live and work within the borough.

Aims

1. To strive to maintain compliance with the national air quality standards.
2. To reduce average concentrations of NO_x and particulate matter across the Borough.
3. To reduce the estimated proportion of disease and deaths attributed to air pollution.

Objectives

1. To engage residents and businesses in the improvement of air quality initiatives
2. Enable the shift to zero and low emission transport to reduce emissions by providing the necessary infrastructure
3. Reduce, minimise and prevent emissions from industrial, commercial, agricultural and domestic sources and activities
4. Ensure all Council decisions have regard to the impact upon air quality

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1. Introduction

- 1.1. Air Quality is a priority for Chorley Council in addition to the Council's legal responsibilities, ensuring good air quality is an important factor in preserving and improving health and wellbeing and reducing harm to health.
- 1.2. The good news is that the monitoring and modelling data over the last few decades demonstrates that the air pollution levels in Chorley are below the current national air quality objectives. These are detailed in Appendix 1.
- 1.3. However, any level of air pollution can have a negative impact on the health and welfare of the population and there is always more that can be done to improve the quality of the air that we breathe.
- 1.4. Poor air quality contributes to both mortality and ill health in the population, with poor air quality leading to an estimated 36,000 premature deaths each year across the UK and accounting for 4.2%¹ of all mortality in Chorley, the 4th highest in Lancashire.
- 1.5. In order to tackle poor air quality within the borough the Council has committed a capital budget of £200,000 to both implement a more detailed monitoring programme of key air quality pollutants, across the borough to help inform our future actions, and to progress many of the identified actions which will contribute to air quality improvements.
- 1.6. The Chorley Clean Air Strategy will help to identify the key areas for intervention, promote a partnership approach to air quality with health colleagues and provide a mechanism for engagement with key stakeholders
- 1.7. The most important element of the strategy will be publicity and communications, to educate, inform and motivate the public to effect behavioural change, as this is the key to long term improvements in air quality. The development of a communications strategy will be a primary consideration and action for the Authority to support its endeavours to improve air quality.

¹ <https://fingertips.phe.org.uk/indicator-list/view/uWvxADQhNU#page/0/gid/1/pat/302/par/E10000017/ati/301/are/E07000118/iid/30101/age/230/sx/4/cid/4/tbm/1/page-options/ovw-do-0>

Scale of the problem

It is estimated that **long-term exposure to man-made air pollution in the UK** has an annual effect equivalent to:



28,000 to 36,000 deaths

Over the following 18 years a **1 $\mu\text{g}/\text{m}^3$ reduction in fine particulate air pollution in England** could prevent around:



50,900 cases of coronary heart disease

16,500 strokes



9,300 cases of asthma

4,200 lung cancers

2. What is Air Quality

- 2.1. Air pollution can be defined as 'contaminant or pollutant substances in the air at a concentration that interferes with human health or welfare or produces other harmful environmental effects' [REF European Environment Agency].
- 2.2. Most outdoor air pollution in urban areas is man-made. Sources of air pollution chiefly comprise those involving combustion processes, and examples are:
- Transport, particularly road traffic
 - Industrial, commercial sources and
 - Domestic sources
 - Agricultural sources
 - Energy generation
 - Background and trans-boundary pollution (unavoidably brought into the area via weather systems).
- 2.3. Nine key pollutants have been identified which contribute towards poor air quality. These are:
- Nitrogen Dioxide
 - Particulate Matter
 - Sulphur Dioxide
 - Carbon Monoxide
 - Benzene
 - 1,3, Butadiene
 - Lead
 - Ozone
 - Water Vapour
- 2.4. The principle pollutants of concern across the UK are currently Nitrogen Dioxide (NO₂) and Particulate Matter (PM₁₀ & PM_{2.5}).
- 2.5. Nitrogen Dioxide are produced as a by-product of burning fossil fuels, particularly from vehicle exhausts, but also from boilers and some industrial processes.
- 2.6. Particulate Matter is made up of a collection of solid and/or liquid materials of various sizes that range from a few nanometres in diameter (about the size of a virus) to around 100 micrometres (100 µm, about the thickness of a human hair).
- 2.7. The size of the particle is directly linked to their potential for causing health problems. particles that are 10 micro meters in diameter or smaller generally pass through the throat and nose and enter the lungs. Once inhaled, these particles can affect the

heart and lungs and cause serious health effects. Within the air quality field these are known as PM₁₀ and concern is growing over the impact of even smaller particles PM_{2.5} (particles less than 2.5 micro meters).

- 2.8. Air pollution is associated with a number of adverse health impacts. Air pollution impacts on everyone's lives, increasing the risk of many diseases including cardiovascular disease, respiratory diseases like asthma and there is growing evidence that it can also increase the risk of dementia, low birth rates and diabetes. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.
- 2.9. According to the Department for Environment, Food & Rural Affairs (DEFRA), poor air quality is the largest environmental risk to our health. There is increasing evidence that poor air quality is a significant contributor to preventable illnesses and early deaths. Whilst legal limits of air pollutant levels are in place, there is no 'safe level' and health effects can be seen below these limits. Indeed, a recent annual report from the Chief Medical Officer clearly stresses that 'addressing pollution is...disease prevention.'

Understanding the problem

Source of air pollution

Need for a strong evidence based



3. Statutory Requirements

Legal Requirements

- 3.1. Section 82 of the Environment Act 1995 provides that every local authority shall review the air quality within its area, both at the present time and the likely future air quality. In two-tier local government areas such as Chorley, this duty sits with the District and Borough Councils.
- 3.2. This review takes the form of an Annual Status Report (ASR), which is submitted to DEFRA each year. The latest report can be view on the Council's website at https://chorley.gov.uk/media/850/Annual-Status-Report-ASR-/pdf/ASR_Chorley_2020_v2_1.pdf?m=637475053264000000
- 3.3. Section 83 requires local authorities to designate an Air Quality Management Area (AQMA) where air quality objectives are not being achieved (or are not likely to be achieved) as set out in the Air Quality (England) Regulations 2000. Once designated, Section 84 requires the local authority to develop an Action Plan detailing remedial measures to tackle the problem within the AQMA.

3.4. There are obligations placed on the County Council however – detailed in the 2016 Defra Local Air Quality Management guidance.² In summary, the district/borough councils are accountable for monitoring air quality, designating AQMAs, preparing the annual reports and Action Plans. However, the Secretary of State expects county councils to actively engage at all stages of review, assessment and action planning, and ensure that all necessary measures to address air pollution in their local area are included.

² <https://laqm.defra.gov.uk/documents/LAQM-PG16-April-16-v1.pdf>

National Policy and Guidance

- 3.5. The recent publication of the Government's Clean Air Strategy³ sets out how the government will work to implement its 25-year environment plan, alongside its clean growth proposals. The cross-government plan is published by the Departments for Business, Energy and Industrial Strategy, Environment, Food and Rural Affairs, Transport, the Health and Social Care, the Treasury, and the Ministry of Housing, Communities and Local Government. Officers believe that this is a clear indication that poor air quality can only be tackled across services, departments and disciplines.
- 3.6. The Government Clean Air Strategy details a raft of new powers for local authorities and sets out a number of options which could be included in the Draft Environment (Principles and Governance) Bill 2018, although it is (at the time of writing) unclear who these duties would fall on within councils, nor how they would be funded. The Clean Air Strategy focusses on the importance of facilitating the sharing of best practice and knowledge between local authorities.
- 3.7. February 2019 saw the publication of the National Institute for Clinical Excellence (NICE) Quality Standard for outdoor air pollution and health, describing high-quality actions in priority areas for improvement. The standard is endorsed by The Department of Health and Social Care as required by the Health and Social Care Act (2012) builds on the 2017 publication of NICE air pollution guidance NG70⁴.
- 3.8. Public Health England published a review of interventions to improve outdoor air quality and public health in March 2019⁵, and was unequivocal in stating that the evidence for effective air quality interventions is developing all the time and can face challenges and limitations. This Strategy and Implementation Plan is mindful of this and recognises that ambition is of equal importance as setting out a public strategy that is achievable. The PHE review sets out a number of clear principles, which will further guide the development of the Implementation Plan, including:

³ <https://www.gov.uk/government/publications/clean-air-strategy-2019>

⁴ <https://www.nice.org.uk/guidance/ng70>

⁵

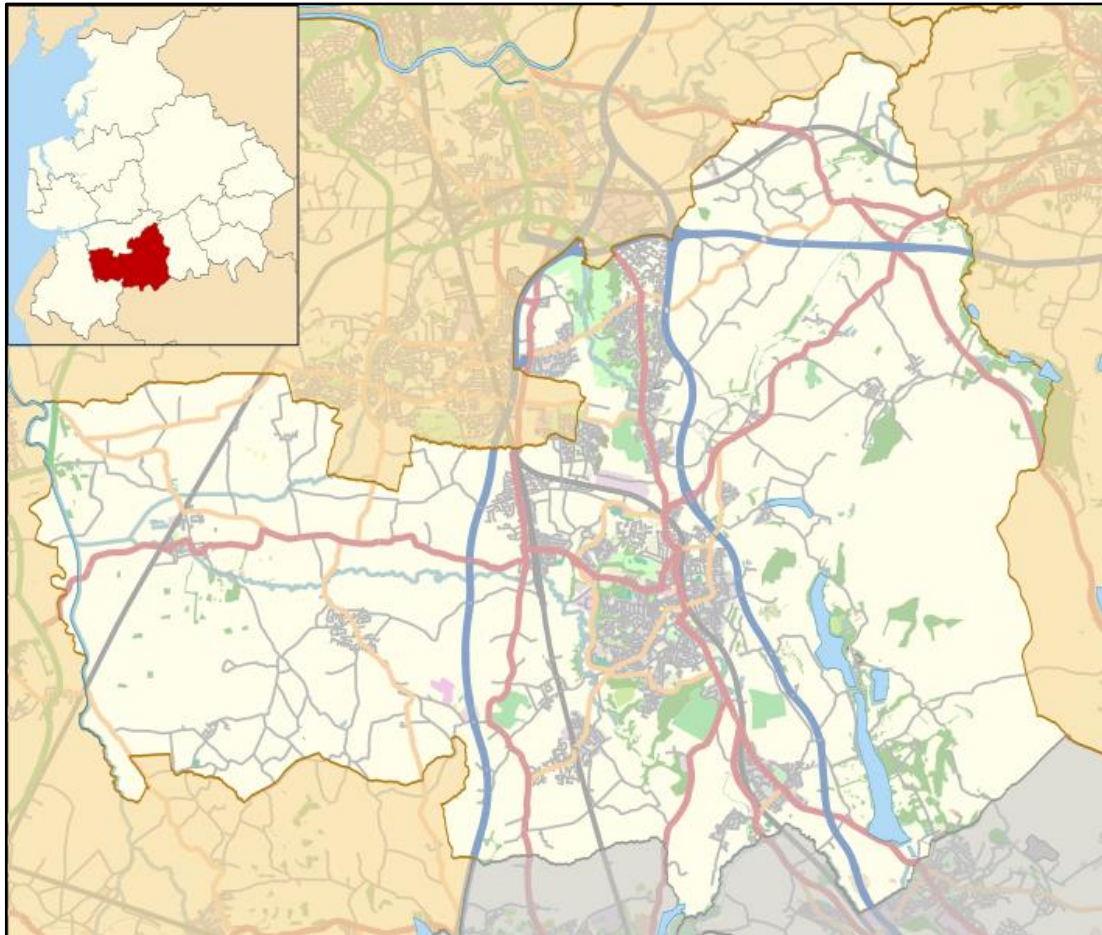
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/784055/Review_of_interventions_to_improve_air_quality.pdf

- Local authorities need to work together
- Effective Strategies require a coherent approach
- Everyone has a role to play
- It is better to reduce air pollution at source than to mitigate the consequences
- Improving air quality can go hand in hand with economic growth
- As action is taken some groups may need particular support

4. Air Quality in Chorley Council

Chorley Council Area

4.1. The borough of Chorley lies in the Northwest of England at the heart of Lancashire. It covers an area of 78.3 square miles with a population of ~118,500.



4.2. The borough has several busy motorways running through it including parts of the M6, M61 and M65, along with several nation trunk roads. The main west coast mainline also runs through the borough along with the east Lancashire line.

4.3. At the time of writing the Council currently monitors Nitrogen Dioxide emissions via a network of passive diffusion tubes at 21 strategic sites across the borough, where there is a potential exposure to identified receptor groups.

4.4. This sampling programme is being revised and it is anticipated that the monitoring network will be extended to more locations, potentially doubling the current level of monitoring.

- 4.5. In addition, the Council has committed to enhancing the monitoring programme to utilise real-time particulate monitoring at strategic locations close to receptor groups.
- 4.6. This extension of the monitoring programme will provide valuable information and insight into the wider pollutant levels across the borough, allowing a greater understanding of the air quality across the area and more targeted approach for future actions to tackle poor air quality.
- 4.7. Current monitoring across the borough has identified no areas of concern above the national objective values, with a generally downward trend over the years at all monitoring locations.
- 4.8. Currently there are no Air Quality Management Areas declared within the borough as consequently the Council has not been required to produce an Air Quality Action Plan.

5. What the Council are currently doing regarding air quality improvements

Air Quality Monitoring

- 5.1. A strong evidence base is essential to the understanding of the current air quality within the borough, not only to identify areas of concern but to assist developing actions for improvement and for ensuring areas to not deteriorate.
- 5.2. Council currently monitors Nitrogen Dioxide emissions from traffic sources using Passive Diffusion Tubes across the borough, which provide data on the level of Nitrogen Dioxide emissions at a number of sites and an indication of particulate levels.
- 5.3. This monitoring programme is currently under reviewed and some of the identified £200,000 funding will be utilised to purchase continuous monitors which will be used in the areas of greatest concern to establish a more detailed evidence base.

Reporting on Air quality

- 5.4. Chorley Council produce an Annual Status Report (ASR) which is submitted to DEFRA for approval and published on the Council's website, in line with its statutory requirements. This report provides an annual update on air pollution monitoring results and trends, updating on the progress of measures being implemented across the borough to improve air quality, not just by Chorley Council, but partners and outside agencies.

Planning and development

- 5.5. Chorley Council requests air quality assessments for planning applications where the development may impact on air quality or where the development is close to an existing source of air pollution. The assessments are required to identify if there are any potential impacts on air quality resulting for development in that location. It is recognised that the standard methodology used across the country is not fit for purpose and does little to prevent a gradual decrease in air quality and nothing to improve it.

- 5.6. A Lancashire wide draft policy document on how air quality impacts should be considered by developers has been produced. This policy will address some of the issues in the current modelling system.

Greener vehicles

- 5.7. Chorley Council introduced a Taxi policy in 2017 to require the updating of the fleet to less-polluting vehicles by 2021. This is not a static policy and we will continue to demand better performing and greener vehicles from the trade as new technology emerges.
- 5.8. In addition, Chorley Council have introduced greener vehicles within their own fleet, with a range of electric vehicles and the installation of charging points at the depot.

Reducing staff transport and encouraging active travel

- 5.9. Chorley and South Ribble Borough Council has opened an account with Northern rail to offer staff the opportunity to spread the cost of an annual rail season ticket over 12 months. The annual rail season ticket is charged at a regulated fare. The advantage to Chorley Council employees is to spread the cost of the season ticket over 12 months, through monthly salary deductions.
- 5.10. Chorley Council offer participation in a cycle to work scheme, allowing staff to spread the cost of a bicycle over 12 months.

Central Lancashire Local Plan

- 5.11. A key action for Chorley Council and the neighbouring local authorities of South Ribble Borough Council and Preston City Council is the revision and updating of the Central Lancashire Local Plan. This plan is being prepared in partnership with all 3 Councils and Lancashire County Council are also involved through their role in updating the Central Lancashire Transport Masterplan.
- 5.12. The production of the new Central Lancashire Local Plan is an immensely important factor in shaping our communities for the future and ensuring sustainable development.

- 5.13. Officers from all three authorities have been providing input and expertise in relation to air quality, with a particular focus on sustainable development, energy generation and conservation, alternative transport options and the infrastructure inclusions necessary to encourage behavioural change while still delivering economic growth.
- 5.14. This ambitious plan will then support the individual authorities to implement planning guidance that seeks to minimise any negative impact of development on air quality and strive to improve air quality.

Partnership working with Public Health Lancashire

- 5.15. Chorley Council works closely with Public Health colleagues at Lancashire County Council. Working with district councils, Lancashire County Council has an important role to play in taking action to reduce these health impacts of air pollution. Responsible for education, transport planning, network management, highway maintenance, public health and procuring local vehicle fleets, there are many ways Lancashire County Council supports local and county wide efforts to improve air quality.

6. Proposed Actions

- 6.1. The actions identified by this strategy fall within several distinct themes and can also be categorised as meeting short, medium and long-term delivery goals. In the interests of working with partner Council's within Central Lancashire these themes have been identified are in line with those used within our neighbouring authority of South Ribble, with whom Chorley Council already have several shared services and a shared management team.
- 6.2. The identified themes are:
- Planning Development
 - Infrastructure & Transport
 - Internal Actions to address Air Quality
 - Engagement
- 6.3. This strategy is a living document and therefore the key identified actions will continue to be monitored and evolve as we progress, and technological and scientific understanding and development occurs.
- 6.4. The identified actions are included within the table in Appendix 2.
- 6.5. The strategy and air quality actions will be reviewed every 12 months to update it with the progress made to the identified actions and to detail any improvements or changes identified.
- 6.6. The actions proposed are ambitious but realistic, although they will depend on a commitment of resources and funding to ensure delivery to meet our overriding vision of improving air quality within Chorley.
- 6.7. One of the key actions is to develop a communications and engagement strategy. Alongside policy changes, improved monitoring and working with partners to develop infrastructure and access to green technologies, behavioural change is fundamental. This modal shift by society to embrace active travel and alternatives to our current transport use and energy generation requires a commitment from individuals as well as support for sustainable infrastructure. But the benefits are significant.

Potential barriers to implementing the Strategy's actions

6.8. There may be several barriers and difficulties to overcome in order to meet our goal:

- Apathy from the public needs to be addressed by providing more information and engaging with different groups of people to encourage behavioural change. There is a need to develop a sophisticated communications strategy alongside and in support of Chorley's Clean Air Strategy.
- Inaccurate data resulting in unclear or alarmist messages that may ultimately detract from the overall aims of the strategy. Data and communications need to be properly managed.
- Financial constraints that restrict our ability to implement change or gather accurate data and evidence to support our proposals. Identify funding options and research the most cost effective but appropriate tools to support our strategy. The Council has committed £200,000 towards the air quality agenda.
- The fear that sustainable development policies will have a negative impact on the local economy, discouraging investment in Chorley.
- Diversion of staff, particularly in partner organisations, away from general public health work (inc. air quality) to deal with the pandemic.
- The necessary steps required to implement new policy to ensure compliance with the democratic and legal process may be barrier to expedient delivery of some actions.

Appendix 1 – National Objective Values

Pollutant	Objective	Averaging Period
Nitrogen Dioxide - NO ₂	200 µg/m ³ not to be exceeded more than 18 times/year	1-hour mean
	40 µg/m ³	Annual mean
Particles - PM ₁₀	50 µg/m ³ not to be exceeded more than 35 times/ year	24-hour mean
	40 µg/m ³	Annual mean
Sulphur Dioxide (SO ₂)	266 µg/m ³ not to be exceeded more than 35 times/year	15 minute mean
	350 µg/m ³ not to be exceeded more than 24 times/year	1 hour mean
	125 µg/m ³ not to be exceeded more than 3 times/year	24 hour mean
Benzene ⁴⁷	16.25 µg/m ³	Running annual mean
	5.00 µg/m ³	Annual mean
1,3-butadiene	2.25 µg/m ³	Running annual mean
Carbon Monoxide	10.00 mg/m ³	Maximum daily running 8-hour mean
Lead	0.5 µg/m ³	Annual mean
	0.25 µg/m ³	Annual mean

Appendix 2 - Proposed Air Quality Actions

The actions identified by this strategy fall within a few distinct themes and we will also identify which actions will fall within **short (0-12 months)**, **medium (12-36 months)** and **long (+36 Months)**-term delivery goals

TABLE 1: CHORLEY CLEAN AIR STRATEGY ACTION PLAN

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
Engagement								
1.	Develop an engagement strategy to support the AQ agenda across the borough	Develop a communications and engagement strategy to raise awareness of air quality across the borough and to help achieve identified actions under the strategy.	Public Protection/ Comms/ Spatial Planning	TBD	Jan 21	Jul 21	Consider joint engagement strategy with Climate change agenda. Involve all sectors of the borough inc. businesses, schools, voluntary groups	
Planning								
2.	Ensure all new development	Publish the draft Lancashire Air Quality	Service Lead Planning	Shared Director of		Dec 2021	Revise the draft Lancashire	

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
	contributes to delivering Clean Air Strategy	Low Emission developer guidance document air quality. Start to role this out now and embed the guidance as part of the review of the Local Plan.	Services / Public Protection	Planning and Development			guidance for Chorley and start to implement now. Embed the guidance with the Local Plan which is in the progress of being developed.	
	Work with County on the review and update on the Lancashire Local Transport Plan and Central Local Plan team on measures to be introduced locally on transport options	Liaise with Policy makers on development of transport policy at both County and Local Plan level. Ensure policies support move to sustainable and active travel and a move away from reliance of road transport. This will also	LCC Transport planners/ Central Lancs Local Plan Team	Chris Sinnott	Dec 20	Dec 23	Ongoing process through the Local Plan and wider engagement on County Transport planning and the Central Lancashire Transport Masterplan	

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
		need to include review of road layout and traffic light sequencing to improve traffic flows.						
Internal Actions								
3.	Review the Air Quality Monitoring programme across the borough.	Revise and increase the level of air quality monitoring across the borough. Investigate the potential for a continuous analyser.	Team Leader Public Protection	Shared Director of Communities	Apr 21	Ongoing		
4.	All council decisions include an assessment of Air Quality impacts	Council report templates to require an assessment of the impact of any proposal on Air Quality in the borough.	Service Lead Democratic Services	Director of Governance	Dec 2020	Jan 2021	Quick amendment to existing reports to update in line with corporate policies	
5.	Promote flexible and	Review working from	HR Manager	Service Lead	Apr 21	Sept 21	Changes may have	

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
	home-working to reduce commuting and avoidable travel by staff	home policy		for Transformation and Partnerships			implications for staff working arrangements and CLT need to be involved in any discussions on this.	
4.	Promote Active Travel for staff	Look at staff policies to encourage active travel to work and support this through the provision of secure bike storage and changing/shower facilities for staff as part of the building improvement and maintenance programme	Property Services/ Human Resources	Hollie Walmsley/ David Taylor	Apr 21	Sept 21	Changes may have implications for staff working arrangements and CLT need to be involved in any discussions on this.	
Infrastructure and Transport								
5.	Promote Active Travel	Develop strategies and	Spatial	Zoe Whiteside	Jan 21	Dec 22	Need to consider	

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
	across the borough	promote movement away from the reliance on the car as a primary mode of transport	Planning				improvements required on cycle networks and increased safety on PRoW	
	Increase the provision of EV Charging Points across the borough	Investigate the potential locations for on and off street EV charging	Public Protection		Apr 21	Sept 21		
6.	Review Taxi Policy	Investigate changes to the current policy to insensitive the uptake of low and zero emission vehicles	Enforcement Team	Asim Khan	Dec 20	Dec 21	The current Chorley Taxi Policy is due to be reviewed in 2020. Lancashire EPG – air quality group have a template for introduction across Lancashire, backed by PHL.	
7.	Improved access to	Review car park	Commercial	Mark Lester/	Apr 21	Oct 21		

No	Objective	Description	Lead Officer /Team	Senior Officer	Start Date	Target Date	Comments/ Progress	Completion Date
	Electric vehicles Charging options	charging policy relating to EV's and consult with public on measures to incentivise alternative travel Look at ways to provide better access to EV on and off-street parking	Services	Shared Director (Commercial)				
8. .	Electric Vehicles Charging Points	Source funding to implement additional installation.	Public Protection		Jun 21	On-going		

Glossary

Abbreviations	Description
AQAP	Air Quality Action Plan – a detailed description of measures, outcomes, achievement dates showing how the local authority intends to achieve air quality limits.
AQMA	Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives.
ASR	Annual Status Report
DEFRA	Department for Environment, Food and Rural Affairs
EU	European Union
LAQM	Local Air Quality Management
LCC	Lancashire County Council
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
PM10	Airborne particulate matter with an aerodynamic diameter of 10µm or less
PM _{2.5}	Airborne particulate matter with an aerodynamic diameter of 2.5µm or less