Toolkit

Communicating on air quality and health

Inspiring practices, challenges and tips
This toolkit is a product of the EU urban air quality partnership, as part of the implementation of action 5 of the partnership’s action plan of 2017.

The Partnership on Air Quality was founded in 2016 with the main objective of improving air quality in cities and bringing the ‘healthy city’ higher on the local, national and EU agendas as part of the urban agenda.

Members of the Partnership are:
- **Member States:** The Netherlands (coordinator), Croatia, Czech Republic, Poland;
- **Cities:** Helsinki/HSY (Helsinki Region Environmental Services Authority) (FI), London (UK), Utrecht (NL), Milan (IT), Constanta (RO), and Duisburg (DE - Representing the Consortium Clean Air Ruhr Area)
- **Stakeholders:** EUROCITIES, HEAL (Health and Environment Alliance);
- **European Commission:** DG Regional and Urban policy (coordinator), DG Environment, DG Research & Innovation, DG Agriculture, DG Growth, the Joint Research Centre (JRC)

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Introduction: why this toolkit?

In spite of the work carried out by the EU institutions, the Member States, many cities and grassroot movements in Europe, the general public is still not engaging enough in air quality policy initiatives and the level of awareness and knowledge of the effects of poor air quality on health is often low. Likewise, the general public has in some instances a low appreciation and acceptance of the measures adopted to improve air quality (e.g. traffic bans). The general public is often not aware of the impact of personal behaviour on air quality and on their own health. The Partnership has found that differences in the level of awareness about the negative impacts of pollution on health represent a barrier to the effectiveness of air quality policy measures. Such differences, however, could be alleviated by sharing examples of successful measures to trigger participation and to coproduce solutions. Increased public awareness about health benefits of clean air is therefore essential for improving social acceptance of and support for air quality management measures, and the Partnership agrees that providing cities with improved communication strategies and tools and with relevant examples of inspiring practices could contribute to deliver that result.

The toolkit is therefore a deliverable of the partnership’s action plan under action 5 on awareness raising and knowledge sharing, where the partnership has identified a list of possible actions to take in order to improve the knowledge among the general public and increase support for policy measures (See Annex 3).

Goal of the toolkit

The goal of this toolkit is to provide hands-on examples of how communication on air quality, the health links and (policy and behavioural) changes takes place, as an inspiration particularly for urban authorities wanting to communicate on clean air. The authors of the toolkit and the Partnership do not intend to provide a comprehensive and representative assessment on communication activities across the European Union.

In addition, this toolkit does not provide any ranking or judging of the various communication activities presented by the cities. It is a mere snapshot of an area which is hardly looked into by researchers, policy-makers including the European Commission, or experts working on air quality, and there are no agreed upon best practices on (successful) communication.

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1 In a 2013 Eurobarometer survey on Attitudes towards Europeans on Air quality, six out of ten respondents said they did not feel informed about air quality issues in their country. See: http://ec.europa.eu/commfrontoffice/publicopinion/flash/fl_360_sum_en.pdf
Method: Survey with local authorities

The tools for communicating and inspiring practices presented in this toolkit are taken from a survey for local authorities carried out by HEAL for the partnership.

From March to end August 2018, 66 local authorities from 13 EU countries provided information on ten (multiple choice and open) questions (see Annex 1) including:

- on the tools they use to communicate to residents,
- the messages on air quality and health that they give,
- what kind of improvements have taken place and
- what kind of challenges they've faced.

Respondents to the survey include capitals such as Warsaw in Poland, Zagreb in Croatia, Stockholm in Sweden and Helsinki in Finland, but also medium and small-sized cities, from the East and the West of the European Union. Unfortunately it was not possible to include information from at least one city from all EU-28 member states.

The survey’s focus on urban authorities was chosen as there is little information available how communication and gathering political support for clean air measures takes place at local level, and what kind of inspiring practice can be shared from across urban and national borders.

This toolkit is structured along response to a survey with urban stakeholders, and includes quotes from members of the Partnership and more detailed information from some cities.
EUROCITIES is the network of major European cities, bringing together local governments of over 140 Europe’s largest cities and over 45 partner cities. In the EUROCITIES network, cities have an opportunity to share knowledge and best practices, not only on how to best monitor air quality and develop effective solutions but also on how to engage and communicate with citizens. Efforts are being made to raising awareness among inhabitants, especially vulnerable groups about the dangers of poor air quality. Co-designing bottom up solutions together with citizens is an important factor which ensures acceptance to the necessary air quality measures which need to be implemented.

Joana Cruz, Eurocities

Strengthening communication efforts

As the size of the cities across Europe vary considerably, so do the budgets and staff local authorities have at their disposal for communicating on and working for clean air. These constraints are reflected in the toolkit’s section on challenges and should be kept in mind when considering the examples from the 66 cities.

The Partnership hopes that this toolkit will inspire not only local authorities to give greater prominence to communication on clean air but also everybody working for cleaner air in Europe.

If you would like to share further examples of inspiring communication to increase our knowledge base and evidence on good practice, please don’t hesitate to contact the author of this toolkit.

URBACT helps cities to develop pragmatic solutions that integrate economic, social and environmental urban topics. As part of URBACT method, local governments are encouraged to work closer with citizens and local stakeholders in identifying problems, designing strategies and implementing change. Air quality, like most urban challenges, can only be successfully addressed by mobilising across sectoral divides and with the aim to build a critical mass needed to protect our health and well-being. www.urbact.eu
Inspiring practices by cities in Europe

There is no one size fits all for successful communication on air quality at local level, with a guarantee to lead to a direct policy and/or behavioural change. Instead, as this survey and exchanges in the partnership as well as partners experience in communication and awareness raising has shown, urban authorities use a range of tools, messages and multipliers to bring information across, engage citizens and work towards change.

The following section presents some examples from the cities that are part of the partnership, and those which responded to the survey.

Tools and partnerships to inform residents and stakeholders on air quality

There are many options to choose from when informing the general public and certain groups of the population about air quality, be it about pollutant concentrations, general links to health or pollution peaks.

Most of the cities in the survey used a website, some in conjunction with an app.

© City of London: Official City Air App London
On its website, the city of London provides for useful information on air quality and health for its residents:


This web page informs on the link between health and exposure to air pollution. Information is shown on different types of pollutants and the health impacts of exposure to air pollution. It also offers insight into updated research on air pollution exposure in London as well as an air quality guidance for public health professionals.

https://www.london.gov.uk/what-we-do/environment/pollution-and-air-quality/clean-air-route-finder

The Cleaner Air Better Business (CABB) project has, with the support of the Mayor of London, developed an interactive map of London that allows citizens to put in any route and be shown a low pollution walking option. The Clean Air Route Finder can be used to choose the cleanest route to one’s destination.

https://www.london.gov.uk/what-we-do/environment/pollution-and-air-quality/your-views-how-can-we-clean-our-air

The Mayor of London is taking urgent action to help end London’s ‘public health crisis’. On this web page, Londoners’ can provide their views on how to clean up the air.
The city of Poznan in Poland runs a website “Atmosphere for Poznań” – an online service for informing the residents on a regular basis about the forecasted and real air quality in Poznań, in relation to the legal regulations in force in Poland. It is available for both desktop computers and mobile devices. The results of measurements and ecoforecast of PM10 concern only the area of Poznań. The service suggests behaviour adequate to the forecasted and real air quality. In addition, the service presents forecasts of the spread of PM10, Sahara dust and ozone throughout Europe; Ecoforecasts on local television – a three-day forecast of PM10 pollution in the form of maps for the city of Poznań and comparisons with the whole province.

The Riga airTEXT is a free service for the public providing air quality alerts by SMS text message and email and 3-day forecasts of air quality, pollen, UV and temperature.
People in the **Helsinki Metropolitan Area** can check the air quality online on a map (www.hsy.fi/airqualitymap) with also a 12 hour forecast. The map is presented also on displays in trams and metros. Air quality is described with an index which is based on the likelihood of related health effects.

Outi Vakeva, air quality expert at HSY, which is an organisation monitoring air quality in the Helsinki Metropolitan Area.

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**Zagreb**, in cooperation with the Institute of Public Health Dr. Andrija Štampar, develops the ZAGREB ECOLOGICAL MAP. It is an innovative program of the City of Zagreb, which aims is to unify many existing environmental monitoring data, networking of all city offices and competent institutions and informing citizens. The Eco Map provides an overview of updated data on water consumption for human consumption, urban areas of the city, soil of city gardens, weather data, pollen allergen data and air quality data in real time (on line) from eight locations in the City of Zagreb. Link: [https://ekokartazagreb.stampar.hr/](https://ekokartazagreb.stampar.hr/)
In their efforts to disseminate information and clean air message to a large network, **many cities work together with**

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© European Scout Foundation

**Cities using newspapers to inform residents:** Amersfoort, Iasi, Rennes, Amsterdam, Stuttgart, Kraków, Poznań, Katowice, Tomaszów Mazowiecki, Siewierz, Warsaw, Helsinki Metropolitan Area, Tychy Otwock, Belchatów, Pruszków, Dobre Miasto, Gmina Barcin, Skawina, Tuchów, , Sanok, Karczew

**Information sessions and events organized in many cities including:** Leerdam, Iasi, Rennes, Amsterdam, Milan, Antwerpen, Leeds, Helsinki Metropolitan Area, Kraków, Poznań, Siewierz, Warsaw, Tychy, Otwock, Drezdenko, Pruszków, Gmina Barcin, Knörierzyna, Skawina

**Many cities use special publications to convey information on air quality to residents including:** Rennes, Utrech, Antwerpen, Helsinki Metropolitan Area, Riga, Stuttgart, Cracow, Radzymin, Poznań, Darlowo, Tomaszów Mazowiecki, Warsaw, Tychy, Drezdenko, Kościerzyna, Skawina, Tuchow, Sisak, Rijeka, Kutina
Requirements for information to the public under EU law

The minimum rules for local authorities for communicating to and informing the public on air quality and health are laid down by EU law, in the EU Directive on ambient air quality (DR 2008/50/EC)³.

Ensuring that the public is informed on air quality is a cornerstone of this Directive. This law requires EU Member States to make certain that up-to-date information on air quality is made available to the public as well as to other organisations by means of any easily accessible media, including the internet (art. 26, Annex XVI). The directive also sets the requirements for monitoring and sampling points for the Member States, and the pollutants to be monitored, which is the basis for the information to the public.

EU member states also have to ensure that the public is being informed in times of high pollution concentrations, when air quality information or alert thresholds for pollutants are being exceeded (art. 19, 24, Annex XVI). However, there is no information or alert threshold set for particulate matter (PM) in the law.

Further information

http://ec.europa.eu/environment/air/cleaner_air/
Communicating during pollution peaks

With a view to protecting people’s health from air pollution, communication during pollution peaks is of particular importance.

About half of the cities included in the stakeholder survey said they issue alerts or special information during pollution peaks, including Leerdam, Iasi, Rennes, Amsterdam, Milan, Helsinki Metropolitan area (Helsinki, Espoo, Vantaa, Kauniainen), Utrecht, Antwerpen, Riga, Leeds, Stuttgart, Kraków, Poznań, Zielonka, Katowice, Warsaw, Mszczonów, Siewierz, Krosno, Tychy, Otwock Bełchatów, Pruszków, Maków Mazowiecki, Gmina Barcin, Skawina, Raciąż, Tuchow, City of Zagreb, Sisak, Rijeka, Kutina.

These alerts can take the form of information and notifications on a website, or information on the radio.

Some local authorities try to reach residents more directly with an alert system with text messages to registered participants or a regional warning system. For example, the city of Amsterdam uses an app to alert residents. Antwerpen in Belgium issues smog alerts for all citizens which includes tips and tricks on what to do/not to do for specific target groups. The city of Skawina uses e-mails, text messages, voice alarms, website.

Peak pollution is of particular concern for those individuals who are particularly sensitive to pollution. These include those already ill (e.g. with heart disease), the elderly, pregnant women or children. Some cities proactively communicate to sensitive groups, for example on how they should adapt their behavior during days with high air pollution.

The survey did not give any definition of a “peak in pollution”, so it remains unclear if the city action was based on the EU legal requirements or other national/local thresholds. For example, some cities or countries issue alerts for PM pollution peaks, even though there is no information or alert threshold in EU law. Some cities responded that did not issue alerts as they had not experienced any pollution peak so far.
Information material presenting the effects of street dust, its health effects and advice on how to reduce exposure are distributed in pharmacies in the Helsinki Metropolitan Area in the spring when street dust levels are at their highest. Pharmacies are a good channel of communication to reach the most sensitive individuals. HSY website also gives people advice on how to reduce their exposure and symptoms if air quality suddenly deteriorates
https://www.hsy.fi/en/residents/theairyoubreathe/information-on-breathing-air/Pages/if-air-quality-deteriorates.aspx

Other inspiring examples include:

- **Rennes, France** focuses on messages in schools and day care centers, and on vulnerable groups through partnerships.

- **Iasi, Romania** works with the media on messages for children and the elderly. The city authorities also stress the short-term consequences of poor air quality.

- **Utrecht, Netherlands** provides vulnerable groups with messages via an app, with the recommendation to limit physical activity.

- **Pruszków, Poland** shares alerts with warning pregnant women, children and asthma patients about poor air quality.

- **Katowice, Poland** provides alerts for children, the elderly and pregnant women.
Air Quality Indices

The information that is displayed by cities on public websites often takes the form of an index with a colour coding scheme. The basis for the index in the cities is the data obtained from monitoring stations across the cities, which analyse and measure the levels of several air pollutants.

The index defines the scale of pollutant concentrations from good to poor air quality, with colours ranging usually from blue/green to red. However, such an index rarely includes information on the health risk associated with the level of pollution, and recommendations for groups that are particularly at risk.

In Canada, a specific Air Quality Health Index is being used, to help the public and those particularly at risk understand the impacts of air quality\(^3\). The index is a federal programme jointly coordinated by Health Canada and Environment Canada. The index provides a local air quality current value and a forecast for the current and next day, in a range from 1 to 10 (10+) to indicate the level of risk, and also includes health advice. It includes both recommendations for the general population, as well as for people at risk for their activities during that day. For example, for a moderate health risk, the recommendations for the general population is “no need to modify your usual outdoor activities, unless you experience symptoms”, while for the sensitive groups the message is to “consider reducing or rescheduling strenuous activities outdoors if you are experiencing symptoms”

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The Helsinki Municipality also gives health risks with their air quality map:

In Europe, one of the biggest challenges from a health communication point of view in Europe is that the indices scales can be defined differently for city, region and member state level, as identified in the recent special report no. 23 on air quality by the EU Court of Auditors. This also means that alert index colour changes differently in different cities. The EU court of auditors visited 6 cities: Brussels, Milan, Stuttgart, Ostrava, Cracow and Sofia.

**Table 4 – Good practices to inform citizens**

<table>
<thead>
<tr>
<th>Spatial maps using modelling</th>
<th>Brussels, Milan, Ostrava</th>
</tr>
</thead>
<tbody>
<tr>
<td>Notification during pollution peaks (SMS or email etc.)</td>
<td>Brussels, Krakow, Ostrava</td>
</tr>
<tr>
<td>Smartphone apps</td>
<td>Ostrava, Krakow</td>
</tr>
<tr>
<td>Display panels in public spaces (streets, metro)</td>
<td>Krakow, Sofia</td>
</tr>
<tr>
<td>Downloadable data series for analysis</td>
<td>Brussels, Stuttgart, Milan, Krakow</td>
</tr>
<tr>
<td>Early PM alert system based on weather forecasts</td>
<td>Stuttgart</td>
</tr>
</tbody>
</table>

Such as Paris (Airparif) or London (London Air). For example, Airparif website provides centralised and user-friendly information on air quality: it shows real-time spatial maps, provides next day forecasts, offers access to automatic alerts and phone applications. It has developed an app allowing calculating individual exposure and optimising itineraries to avoid the most polluted areas. The website has also a dedicated health section, which uses graphics and visual aids, describes short and long-term health effects of air pollution, provides information on population at risk, statistics on number of premature deaths related to air pollution, and refers to WHO guidelines.

The report by the EU court of auditors also presents some good practices on informing citizens, but concludes that the quality of public information was not as clear or useful as the information made available by some other European cities.

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The European Environment Agency in cooperation with the EU Commission have recently launched an index for the whole territory of the EU (https://www.eea.europa.eu/themes/air/air-quality-index/index/index), but this index does not include any health risk information or recommendations for outdoor behavior.

### Air quality index

How clean is the air you’re breathing right now? How does the air in your city compare with that of a neighbouring city or region? Air pollution is the single largest environmental health risk in Europe. The European Environment Agency’s European Air Quality Index allows users to understand more about air quality where they live. Displaying up-to-the-minute data for the whole of Europe, users can gain new insights into the air quality of individual countries, regions and cities.

<table>
<thead>
<tr>
<th>Country</th>
<th>Period</th>
<th>Stations</th>
</tr>
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<tbody>
<tr>
<td>(All)</td>
<td>6 hours ago</td>
<td>All</td>
</tr>
</tbody>
</table>

### Messages on air pollution and health

Air pollution is a top risk factor for health, and a risk factor for major chronic diseases affecting many people today as well as future generations as air pollution affects already unborn babies. When communicating on air quality, in order to inform and/or to raise public support for policy and behavioural change, a ‘health message’ makes the impact of pollution much more tangible and concrete.

Only a minority of cities which responded to the survey don’t include information or messaging on health, but merely state the concentration of pollutants, together with meteorological information such as temperature, pressure and humidity.

#### Positive and negative messaging

Some cities use a negative messaging and warnings, e.g. smog/air pollution harms health (Amsterdam), air pollution shortens your life (Stockholm), the air is bad, please watch out (Katowice), etc. Leerdam in the Netherlands stresses the long term impact on health of air pollution.

Others appeal to positive feelings in the health messaging they use, e.g. clean air, our common good (Warsaw), respect the air, it gives life (Gdynia). Siewierz in Poland underlines the importance of clean air for health with “you love children, don’t burn rubbish”. Some authorities also issue positive messages such as “Let’s work together for clean air, event a small decision can have big consequences for our health” (Warsaw), or stress the fact that “people will live better with cleaner air” (Suchań).

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5 In the survey, the authors did not give a definition of what is meant by health message but kept the question open, so as to not limit participants input.
In the area of the **Constanta municipality**, air quality is mainly influenced by car traffic inside the city. Information on air quality in the city is based on the data from 3 air quality monitoring stations in Constanta.

Starting with 2008, the surveillance of the air quality was made through an automatic monitoring network that is part of the national monitoring network that has 7 automatic stations.

With this network we monitor the following pollutants: SO2, NO2, NOx, CO, Pb, PM10 or PM2.5, benzene and O3 (ozone), pollutants that are established by European directives.

At the same time, measurements were carried out by the City Hall of Constanta with equipment for measuring the emissions of traffic pollutants, purchased under the project "PORT - CITIES: INNOVATION FOR SUSTAINABILITY, financed by Horizon 2020 - MG.5.5 - 2015 Demonstrating and testing innovative solutions for clean urban transport and mobility.

At the level of Constanta municipality the following documents were elaborated:
- Action Plan for Sustainable Energy (PAED) - www.primaria-constanta.ro
- Urban Urban Mobility Plan (PMUD) - www.primaria-constanta.ro

The Constanta City Hall also participated in the elaboration of the Air Quality Maintenance Plan (at Constanta County level) - www.apmct.anpm.ro
Behaviour and changing habits

Some cities connect the health message with recommendations on what to do: not using the car, but public transport, cycling (e.g. Leerdam, Stockholm, Cluj-Napoca, Stuttgart) not spending too much time outdoors, or they have special communications for children and/or the elderly.

Local authorities do stress how changes in people’s behavior can lead to improved air quality. For example, they stress that residents should not burn waste or inform about how a house can be heated without polluting. In Antwerpen, Belgium, local authorities give tips & tricks around wood burning, in addition to having put in place a range of measures to improve air quality such as a low emission zone for vehicles, additional measures for the industry & the harbor. The city of Muenster in Germany communicates that “Administrative measures and personal behavior can significantly improve air quality”.

“During winter we inform our citizens how to heat their houses without polluting. We are trying to affect people that lives in Szczyno to apply good practices in their houses for example to stop burning plastic in heating stoves which is still a big problem not only in Szczyno but in entire country. We also inform on what fuels that we use to heat our households are best for environment and produce least amount of air pollution”.

In the Helsinki Metropolitan Area chimney sweepers visit houses with fireplaces annually and they give out leaflets on how to burn wood without causing excessive smoke emissions. They also advise on how to store firewood so that it remains dry and burns cleanly. Tips on clean burning and building of woodsheds and shared on the website (www.urbaanipuuvaja.fi), in annual Housing fairs and in Youtube video (https://www.youtube.com/watch?v=lhqB0Ft0n78)
Many of the cities polled also highlight the positive side effects and benefits of air quality management measures.

“**In Utrecht** we want to keep our growing city liveable and accessible with a healthy air quality and we are convinced that mobility plays a major role for a Healthy Urban Living for all citizens. We work on health mobility by staying at the forefront of the number of sharing cars per citizen, supporting clean transport supply for the city and with every day over 125,000 cyclists riding through the city centre, by making cycling even more attractive for the cyclists. Therefore the bicycle is given precedence in the mobility policy of the municipality of Utrecht, for a healthy air quality for all citizens.

**Milan:** The Congestion Charge in the City center (‘Area C’) has a dedicated website where results on monitoring Traffic data and Emissions, periodically updated, are publicly available: [http://www.comune.milano.it/wps/portal/ist/it/servizi/mobilita/area_c/motivazioni](http://www.comune.milano.it/wps/portal/ist/it/servizi/mobilita/area_c/motivazioni);

During the first year of the implementation of ‘Area C’ an articulated monitoring campaign of Black Carbon was performed with statistically significative results on different exposure to this toxic pollutant inside and outside the Congestion Charge area. Results on air quality, and implied health concerns, have been disclosed in public conferences and events and are publicly available on the website: [https://www.amat-mi.it/it/ambiente/qualita-aria/il-progetto-di-monitoraggio-del-black-carbon/](https://www.amat-mi.it/it/ambiente/qualita-aria/il-progetto-di-monitoraggio-del-black-carbon/)

Thank to these info citizens and city users can be aware of the benefits of measures for traffic limitation on air quality, on their health and can change their behavior in favor of city air quality and their well-being.

Victor Everhard, vice-mayor for Health and zero-emission transport
Involving residents in air quality efforts: citizens science, engagement and consultations

In the past years, more and more individuals across Europe have become active on clean air, be it as part of advocacy groups to pressure for change at local level, or as part of projects measuring air quality. Involving residents is a promising and inspiring way to achieve buy-in and support for policy measures, and a number of cities which participated in the survey use this (bottom-up) approach. Urban authorities also involve residents through training, e.g. on clean air friendly heating or driving.

Inspiring examples from Poland include:

- **Cracow** organises regular ecological outdoor events, and runs several campaigns including Together in the fight for clean air in Cracow
- **Poznan** sponsored the KAWKA BIS programme which funds replacement of furnaces, boilers, and also ran a training programme on ecodriving which trained over 1,600 people, or a programme to test heat losses in houses
- **Warsaw** offers a mobile phone application to indicate where to plant trees or consults with residents on anti-smog resolution, air protection program
- **Otwock** organised a prize competition
- **Gdynia** offers training to show the correct technique of firing up furnaces

Citizens science on measuring air quality took or takes place in Amersfoort, Leerdam, Alkmaar, Zandstad, Utrecht, and in Rennes: Ambassad’Air: [http://www.wiki-rennes.fr/Ambassad%27Air](http://www.wiki-rennes.fr/Ambassad%27Air)

At the end of 2017, the city of **Duisburg, Germany** launched its network air quality, a citizens’ science project. Until then, the city had 7 professional monitoring stations, run by the state agency of nature, environment and consumer protection, covering an area of 233 square kilometres. City officials stated that this monitoring only gives a rough picture of the exposure to air pollution, and thus invited residents to build their own monitors to measure particulate matter. The city offers special workshops on how to assemble the air monitors. The data is then feed into the website luftdaten.info, initiated by Ok Lab Stuttgart.

Raising public awareness for behavioural changes will not fix the air pollution problem immediately. However the construction and use of low cost sensors for the detection of fine particulate matter and the visualization of the measurements on an open data platform is considered to be the first step in a continuous process. The very next step will include the use of NOx-sensors.

In order to push and keep the process running a mutual cooperation with public education administration showed to be mandatory.

Dr. Thomas Griebe, Umweltamt, Duisburg

In Zagreb, Croatia continuous engagement of citizens and consultation is carried out by promoting and educating interested and professional public through educational brochures, infogallery and infocentres. Every year, the City of Zagreb organizes the Zagreb Energy Week with the message "Development We Do not Want to Stop, but Pollution We Can", which includes a series of international conferences, conferences, seminars, open doors, lectures and workshops on various locations and institutions in the City of Zagreb dealing with key issues of our time in the field of energy and environmental protection in different sectors, with a view to optimal use and protection of natural resources. Link: https://eko.zagreb.hr/zagrebacki-energetski-tjedan/221.

The municipality of Nederweert in the Netherlands, established a “Council of Inspiration”, to discuss preventing air pollution from agriculture. The group brought together 13 people from the area, including farmers, residents and representatives of nature organisations. This council drafted a ‘vision of the future’ and drew up a corresponding agenda for the area, to address the concern on health impacts from air pollution from increased farming activities. The advice of the Council was to create platforms in which the parties that play a role in the rural area would collaborate. Those platforms should go about solutions, chances, actions and initiatives around important themes for Nederweert. A year ago the platform of healthy livestock farming was launched. Within this platform, farmers, citizens and other stakeholders engage in a discussion, gathering around 4 times a year to discuss things that are ongoing. Experts are invited who can say something about a current topic, for example health and agriculture.
Changes in people’s behavior

Specifically designed and targeted communication is a prerequisite for increasing people’s awareness and can make a contribution for people changing their behaviour. This kind of communication can also lead to greater public support for policy measures.

Many cities in the survey confirmed they had seen behaviour change as a result of their communication efforts.

Some examples include:

- **Milan, Italy** uses information session and events, and also issues alerts for peak pollution. In their communication, they stress that measures on traffic and residential heating plants are needed. In addition, awareness campaigns are organised in the framework of the development of the Sustainable Urban Mobility Plan where the main message is the promotion of public transport use and active commuting. Results in terms of a modal shift from private transport are measured in particular with the Congestion Charge (Area C) awareness campaign.
- A recent consultation in **Leeds, UK**, gathered over 8,000 responses from people all over the city. Many of them committed to changing the way they travel and helping to reduce air quality. City authorities are pushing the message that this is a city-wide issue and can only be tackled if everyone does their bit. The city is still at the early stages of their campaigns so they hope that over the next few years, lots of people will change their behaviour.
- **Leerdam**, Netherlands, organises information sessions and events on air pollution, and provides the public with the message that if there is pollution over a longer period of time, it will harm people’s health. They also inform on the benefits of air measures, and run a project on air quality measurements by houses of inhabitants of the municipality. Their activities have led to people being more aware of the impacts of air pollution.
- **Iasi**, Romania, has a partnership with the local media focused on the effects of air pollution on children and the elderly. City authorities also issue alerts on peak pollution. As a result of their efforts and a project on construction sites, a local law regulating air pollution from construction sites has been introduced.
• As a result of communication activities in Rennes, France, which include information sessions, partnership with local media and citizens science projects, the city council adopted a plan to increase the use of bicycles (plan Velo Rennes 2020), based on 4 activities: speed limits, improvement of the cycle system, improvement of services and promotion of cycling.

• The city of Stockholm, Sweden, urges residents to drive less, as cars are the main polluters in the city. As a result of their communication efforts, there was public and policy support for a studded tire ban (metal embedded in the tire, which damages the road) and speed regulations.

• Łomianki, Poland, informs residents on air quality. Local authorities think that people are more aware of the air pollution problem, and are looking to create a special programme to exchange the heat source.

Yet, some cities also find it difficult to measure or know about behaviour change.

Others cited new regulations, programmes or legal pressure as the reason for behavior change.

• Krakow, Poland, was the first city in Poland to prohibit the use of solid fuels for household heating. Following the demand of the local authorities, the assembly of the Małopolska Region accepted the anti-smog resolution for Cracow in January 2016. The number of solid fuel boilers in the city went down from 24 000 in 2015 to only 9 500 in 2018. “Thus Cracow became a leader in this area, not only in its voivodship, but in Poland as well. It was achieved also thanks to the residents of Cracow.”

• Poznan, Poland, cited an information programme “Atmosphere for Poznań” – an online service for informing the residents on a regular basis about the FORECASTED and REAL air quality in Poznań in relation to the legal regulations in force in Poland and the KAWKA programme – a nationwide programme and KAWKA bis municipality programme, which allows obtaining funds for removing troublesome coal-fired furnaces and boilers, which can be replaced with system heat, gas, and electricity, as a reason for change.

### National programmes for clean air in Poland

In order to fight poor air quality in Polish cities, which is mainly caused by emissions from the municipal and housing sector (old boilers and poor quality of fuel), it is necessary to provide financing and to inform citizens about available financing options. The financial programme of the National Fund for Environmental Protection and Water Management (NFOSiGW) called “Clean air” for residents of single family homes started in September 2018 with a budget of approximately 25 billion EUR (103 billion PLN) for the next 10 years. The introduction of the program is accompanied by informational and promotional meetings in cities and municipalities throughout Poland.

To address the problem of the poor air quality in cities caused by the transport sector, there will be invested from the national level approximately 2.4 billion EUR (10 billion PLN). In July 2018, the Low Emission Transport Fund was established in Poland. By the year 2027, approximately 1.6 billion EUR will be allocated to this Fund. Around 1 billion EUR will come from the state budget. Additionally, from the resources of the National Fund for Environmental Protection and Water Management will be spend 0.8 billion EUR. In general, support under the Low Emission Transport Fund will be granted to initiatives related to the development of electromobility (e.g. vehicles powered by electricity) as well as transport based on alternative fuels, including CNG, LNG.
Cities approaches to evaluation of their engagement with the general public vary greatly, which can be seen in the answers received from the 66 local authorities which took part in the survey.

Some cities are quite active on communication but do not carry out any evaluation. Others, like Warsaw, Rennes or Leeds conduct surveys or focus groups with residents, or as in the case of Leeds, UK, analyse social media hits, or as with Rzepin, Poland, monitor the increase in the number of people browsing websites. The city of Rennes conducts monitoring globally and at infra-communal level, and also works with researchers. Others take the permanent and high interest of residents in clean air projects as a sign of communication success and increased awareness.

Tip - Indicators to evaluate communication impacts:

Websites: traffic on websites, increases over a certain period of time

Social media: Quantitative and qualitative: Number of re-tweets, likes, conversations about a tweet by local authority

Traditional media: Quantitative and qualitative: articles written, responses to article in the newspaper, e.g. letter to the editor or comments function at online version

Events: Quantitative and qualitative: number of people participating in sessions, representatives of various target groups

If more budget/personnel resources are available, a dedicated poll with residents or a focus group could be carried out
**Challenges and stumbling blocks**

Communicating on air quality, health, and policy measures for clean air can be full of challenges, with the most pressing one possibly the lack of resources in the administration to engage.

It was encouraging to see that all of the 66 cities which responded to the survey work together with stakeholders – health professionals, environmentalists, the media, researchers, schools etc. to disseminate information and their messages and to make sure that a wide network of individuals is being reached. Even tough some authorities described getting through to the media as a challenge and rather focused on individual messengers.

Stumbling blocks in communication include:

**Awareness by individuals and behavioural change**
- Lack of interest in the air pollution problem, and policy framework
- No understanding of why behavioural change is necessary, or refusal (e.g. why it is necessary to change a heating system or not burn waste)
- Inequalities hamper behavioural change (lack of resources to change e.g. heating system)
- Misinformation or miscommunication, which results in individuals reacting emotionally

Presentation of the message: some authorities focus on the positive message of the health benefits of clean air action, instead of highlighting the negative message on health impacts, e.g. the positive message on travelling actively (“you burn calories…”)

- Timing factor: behavioural change takes time (while there is a need to act urgently)

One strategy on how to **overcome these challenges** is by **involving residents** in projects, e.g. on monitoring air quality, and then providing them with information. Another strategy is to **invite experts** (e.g. health experts) to meetings with residents.

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**Finance, governance and policy challenges**
- Lack of budget on communication for local authorities, and lack of well trained staff
- Lack of cooperation between municipal departments and lack of acceptance of health priority approach in all municipal services
- Restrictions resulting from public procurement
- Complicated administrative procedures
- Limited mandate and competence of a city authority to act on clean air (e.g. vehicle emission standards are set at EU level)
- Political will and de-prioritisation of air quality efforts

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Hands on section

Tips in this section are taken from a previous toolkit by the Health and Environment Alliance (HEAL), adapted for air quality and health considerations.

Six tips on air quality and health communication

*Use simple, clear language:*

Scientific studies are hard to understand for the average citizen who doesn’t have a health background. Try to reword the evidence in a language that is easily understood by everybody.

*Identify your target audience:*

Residents, decision-makers, businesses, journalists will respond to different arguments being made. For example, decision-makers and investors are more likely to listen to economic (cost) arguments, while journalists always look for health messengers. Before you communicate your concerns it is therefore important to have a strategy and identify whom you want to direct your message to.

*Make the local link:*

Residents, journalists and decision-makers are more likely to hear your message if you make the link to their life and surroundings. Collect information on how healthy or unhealthy people are in your region and include it in your communication (without carrying out new research). You can also look for others that will help to communicate with the public (see next point).

*Find allies and messengers:*

Together we are much more powerful than by ourselves. Look for doctors and health experts in your region who can help you with interpreting the data and are also available to speak in public. School principals, parents, or environmental groups are also likely to work with you to disseminate the information and message on air quality and health.

*Look for good practice:*

City authorities across Europe are communicating on air quality and health, and some inspiring examples about their activities and impacts are included in this toolkit. Spreading the word about what others are doing shows that you are not alone in your struggle and helps to make your case.

*Last but not least: Be aware of uncertainties in the evidence:*

Air pollution is one of the most researched topics in environmental health, and there is no doubt that polluted air impacts our health in many ways. Yet when it comes to having data about health impacts at the local level, gaps exist. When you communicate on a certain study or health problem you should therefore always be aware of the limitations of the evidence. But data gaps can also be an opportunity to demand more epidemiological studies and transparency in health statistics.
Six tips on developing your messaging on air pollution and health

Use clear and to the point messages

Journalist and the general public are not experts on the topic of health, air quality and policy measures. So the outreach messages should be clear and written in a way for everybody to understand. This means that long sentences should be avoided.

Create targeted messages

One key step for getting the message heard by different target audiences is to include targeted messages. Journalists and civil society have different topics or issues they are interested in, and start to listen to. Showing different aspects of the issue will increase your chances to reach a broad audience.

Use different media tools and build connections

Information channels and media tools have diversified in last 30 years, and access to information is now much easier. There are now a range of specialised and diversified media channels and tools to reach smaller target audiences. Easier access to information has also transformed the public’s approach to searching: for example, individuals can set up filters for their searches on the internet, which will present the most interesting messages for individuals.

Go local, go universal

If your message is related to local issues, linking your message with the broader political and cultural issues will increase your potential audience. In cases where your core message is related to universal issues, inserting elements that relate your messages to a local context will increase their attractiveness.

Personalise your messages

Powerful messages include details about the impact on daily life and society. Thus, associating the messages with this in mind is very important to empower your target audience.

Present your message in different ways, with emphasis

The people who will disseminate your message and the media channels will filter your message according to their political and cultural preferences. Presenting your message in different ways may increase your chances of it being picked up.
Guidelines For Writing A Good Press Release

1. Draw attention with a good headline
   The beginning of a press release is the most important part, just as it is with a magazine article, a book or a promotional leaflet. A strong headline will pull in journalists seeking good stories. Your headline should be as engaging as it is accurate. A good headline should not be more than 50 characters.

2. Get right to the point in the first paragraph
   As journalists are busy people, you should assume that they will only read the first sentence and then scan the rest. Get the message of your press release out quickly. Every important point should be addressed in the first few sentences. The subsequent paragraphs then give supporting information.

3. Include facts
   It’s easy to fill up a page with a creative, colorful narrative. Leave the artistry to the writers — pack your press release with hard numbers that support the significance of your message. If you make a claim about a certain development, for example more coal plants will be built, you need evidence to back it up. Quantify your argument and it will become much more compelling.

4. Make your press release grammatically flawless
   Proofread your press release before sending it out. Even a single mistake can dissuade a journalist from taking you seriously.

5. Include quotes whenever possible
   There is a source of natural colour that cannot be replicated: quotes. Including a good quote from a local doctor, for example, or an asthma patient will give a human element to the press release.

6. Use spacing and bold characters
   Adding spaces to the press release will ease reading the document. In addition, writing some of the key words that you want to be seen in bold characters will also help you to lead the press to read your key messages.

7. Provide links for more information
   The page limit on your press release does not stop you from directing the readers to sources of more information. Providing relevant links to your group or website, where prospective writers can learn more about your mission.

8. One page is best — and two is the maximum
   As with most good writing, a shorter version is usually better. Limit yourself to one page, though two pages is acceptable. This will force you to condense your most salient information into a more readable document.

9. Include your contact information
   A common oversight that can render a press release less impactful is a lack of contact information for journalists to follow up with. Do not forget to include an email address and phone number.
Lessons learnt

The toolkit on inspiring practices could only provide a snapshot on how city authorities communicate on one of the greatest environmental health challenges in cities.

Nevertheless, the following conclusions can be drawn:

1. Local authorities use the range of communication tools available to reach their target audiences, and are joining with environmentalists, health groups, schools or the media to reach larger audiences. However, gaps remain when it comes to communicating during pollution peaks and dissemination specific information for those groups particularly at risk from air pollution. These should be strengthened, to allow individuals to make informed choices about how they organise their daily life and protect their loved ones. It will also increase people’s awareness of the air pollution problem and help to achieve behavioural and policy change. Regarding air quality indeces, efforts for creating a unified system with health messages for the general population and groups at risk should also be strengthened.

2. While the survey has shown that working together with different stakeholders in communication is taking place, it varies how this working together is organised, if it is an ad hoc, medium or long-term engagement. It would be beneficial to investigate which cities organise exchanges in the form of roundtables or advisory groups, and how much resources this requires, for good practice on how to multiply information.

3. This toolkit couldn’t further investigate if positive or negative messaging on air pollution/health prompts people to change their behavior and support policy change.

4. A growing number of cities engage residents in a variety of clean air efforts, through monitoring, projects, workshops etc. This citizens science and bottom-up approach should be strengthened and receive greater financial support. Evaluations of the outcomes and impacts of such engagement should be carried out.

5. City authorities should address challenges at the administrative level and work towards a shared goal of communication and policy efforts in the administration.

6. Inspiring and successful communication requires resources, both in finances and personnel. Evaluation efforts should also be strengthened, so as to understand better the impact of different tools on the general public and target audiences.

7. Action no. 5 of the partnership’s action plan on communication and awareness raising, of which this toolkit is a part of, builds on the point of view that increased public awareness (about air pollution and health) is essential for improving social acceptance and support for air quality management measures. Experiences from the cities indicate that a string of activities – communication, projects and financial incentives could in fact lead to the desired (policy and behavioural) change. A deeper analysis of air quality improvements in selected cities could provide some useful insights.
Annex 1 - Survey for local authorities on communicating on air quality

The Health and Environment Alliance (HEAL) warmly invites you as a city representative to answer the below questions on communicating to the public on air quality. This survey is part of activities under the EU’s urban air quality partnership, which brings together urban areas, EU member states, the European Commission and stakeholders to improve air quality in cities and to bring the “healthy city” higher on the local, national and EU agendas as part of the Urban agenda.

The partnership has defined a number of actions in an action plan, which includes action on awareness raising and knowledge sharing, where a communication toolbox will be developed. The information that you enter in the survey will be used to bring together examples of inspiring practices on how local authorities communicate on (the benefits of) air quality to the public, and how they involve the citizens. We also would like to hear from you on the challenges that you encountered in your communication efforts.

Completing the survey should not take more than 5-10 minutes of your time. HEAL may contact you for a follow up conversation on the information provided.

If you have any questions don’t hesitate to contact Ms. Anne Stauffer, Director for Strategy and Campaigns at HEAL (email: anne@env-health.org)

Questions
1. How do you inform citizens on air quality?
   - Website,
   - specialised publications,
   - information sessions and events,
   - Partnership with local media
   - Other:

2. Do you issue alerts or have special information during pollution peaks?
   - Yes,
   - No

   If yes, what kind of alerts? Do you target vulnerable groups such as asthma patients?

3. What is the main message on air pollution and health that you give?

   Answer:

4. Do you stress the benefits of air quality management measures, the positive side effects? Do you give examples to citizens on how they can contribute to better air locally?
   - Yes
   - No

   If yes, please explain (if possible please include a link/website for further information):

5. If you have projects on air quality that involve citizens, which are those?
   For example citizens science project, citizens engagement and consultations (if possible please include a link/website for further information)
6. Have any of your communication efforts led to a change in people’s behaviour, and/or the law?
   ▪ Yes
   ▪ No

   If yes, please explain (if possible, please include a link/website)

7. What kind of challenges, stumbling blocks and obstacles have you encountered in your communication work? How did you counter these challenges?

8. Do you work with the following groups to collect and spread information on air quality?
   ▪ health professionals,
   ▪ environmental groups,
   ▪ media,
   ▪ schools
   ▪ other

9. How do you assess the impact of your information and communication activities? For example through evaluations, surveys, monitoring system etc.

10. Other information you would like to share:

**Required information**
- Name
- Function
- City
- Email contact
Annex 2 - List of cities which responded to the survey – by country

Belgium
Antwerpen
Brussels (information received from EU Court of Auditor’s report)

Bulgaria
Sofia (information received from EU Court of Auditor’s report)

Croatia
Zagreb
Sisak
Rijeka
Kutina

Czech Republic
Ostrava (information from EU Court of Auditor’s report)

Finland
Helsinki (information received as part of the partnership)
Espoo

France
Paris (Information received from EU Court of Auditors report)
Rennes

Germany
Duisburg (information received as part of the partnership)
Munich
Munster
Stuttgart

Italy
Milan
Riga

Latvia
Riga

Netherlands
Amersfoort, Leerdam, Alkmaar, Zaanstad, Amsterdam
Utrecht, Municipality of Nederweert (information received as part of the partnership)

Romania
Iasi, Cluj-Napoca, Constanta

Sweden
Stockholm

UK
Leeds, London (information received as part of the partnership)
Poland
Cracow
Radzymin
Łomianki
Poznań
Darlowo Town Hall
Zielonka
Busko - Zdrój
Działdowo
Katowice
Michałowo
Płock
Tomaszów Mazowiecki
Warsaw
Mszczonów
Siewierz
Warsaw
Grójec
Sławków
Krosno
Tychy
Wojnicz
Pajęczno
Otwock
Drezdenko
Belchatów
Rzepin
Pruszków
Dobre Miasto
Suchań
Maków Mazowiecki
Gmina Barcin
Kościerzyna
Solec Kujawski
Szczyno
Skawina
Murowana Goślina
Rógów
Raciąż
Tuchow
Sanok
Gdynia
Karczew
Kolbuszowa
Annex 3 - Action no 5 – EU urban air quality partnership action plan

3.2 ACTION N°5 – AWARENESS RAISING AND KNOWLEDGE SHARING

What is the specific problem?

In spite of the work carried out by the EU Institutions, the Member States, many cities and grass-root movements in Europe, the general public is little engaged in air quality policy initiatives and knowledge of the effects of poor air quality on health is not widely available. Likewise, the general public has in some instances a low appreciation and acceptance of the measures adopted to improve air quality (e.g. traffic bans). The general public is often not aware of the impact of personal choices on air pollution and on their own health.

The Partnership has found that differences in the level of awareness of the general public across cities about the negative impacts of pollution on health represent a barrier to the effectiveness of air quality policy measures. Such differences, however, could be alleviated by sharing examples of successful measures to trigger participation and to coproduce solutions. Increased public awareness about health impacts is therefore essential for improving social acceptance of and support for air quality management measures, and the Partnership agrees that providing cities with improved communication strategies and tools and with relevant examples of best practice could contribute to deliver that result.

Which action is needed?

The Partnership identified the following action to tackle the problem described above:

- Improving cities’ communication strategies by focusing on the benefits brought by clean air for health and well-being, environment and economy, as well as potential of positive side-effects (e.g. less noise, less congestion, greener cities).

- Developing a Communication Toolbox for awareness-raising strategies on air quality issues and solutions, organisation of events etc., focusing on an integrated multi-stakeholder approach (European, national, regional, local).

- Bringing together educational and information models of awareness-raising campaigns for different stakeholder groups to emphasise shared responsibility for air quality, propose concrete actions, and provide support for bottom-up awareness-raising/knowledge sharing initiatives (e.g. by schools, local businesses, civil society organisations). Examples of possible activities:
  - Educational campaigns → e.g. inform children; involve all stakeholders; concentrate on health authorities; sectoral campaigns; bottom-up initiatives. For instance, Croatia: CZ collaboration; Chimney sweepers campaign in Finland [Chimney sweepers are distributing a leaflet “burn right” for households about wood burning in woodstoves and pharmacies are distributing a leaflet about street dust (e.g. how to reduce your exposure)].
○ Promote citizen science and better solutions to complement regulatory and mandatory approaches to measure and manage air quality (e.g., like in the [https://hackacity.eu/](https://hackacity.eu/) project) or consultations around various measures.
○ Promote examples of participatory design and implementation of air quality policies, e.g., like recent citizen panels in Gdansk or ideas developed as part of [http://www.claritycity.eu/](http://www.claritycity.eu/) project or [Smoogathon](https://www.smoogathon.com/about/) to emphasise that air quality management is not only an expert issue; citizens may be part of the problem, but can also hold valuable solutions.
○ Scale up activities such as [https://www.cleanairday.org.uk/](https://www.cleanairday.org.uk/) to the European level.

- Inviting the European Commission, MS and cities to dedicate resources for the development and implementation of communication campaigns.

**How to implement the action?**

1. Selection of examples of best practice in the area of educational and information models of awareness-raising campaigns for different stakeholder groups to emphasise shared responsibility for air quality, propose concrete actions, and provide support for bottom-up awareness-raising/knowledge sharing initiatives.
2. Development of Communication Toolbox for awareness-raising strategies on air quality issues.
3. Fine-tuning of Communication Toolbox through feedback from stakeholders at EU, national, regional and local level.
4. Publication of Communication Toolbox with illustrative examples of best practices (web, social media) and presentation at showcasing event/s.

HEAL as a partner can assist in developing Air Quality communication strategies, including a toolbox for designing, delivering and evaluating awareness raising campaigns. The Air Quality Communication strategies and the Toolbox will be based on examples of best practices. Best practices selection mechanisms and criteria will be defined in a transparent manner by the Partners involved in the implementation of this action and communicated to the stakeholders. Educational/information campaigns on “clean” driving styles, traffic control for lower emissions and information on tampering of particle filters on vehicles can be included here.

The work under this action will take into account results from EUROCITIES’ relevant working group/s, EEA, noise abatement societies and their equivalents on air pollution. The Covenant of Mayors has an extensive collection of best practices ([http://www.eumayors.eu/Brochures-Publications.html](http://www.eumayors.eu/Brochures-Publications.html)) and case studies ([http://www.eumayors.eu/media/case-studies_en.html](http://www.eumayors.eu/media/case-studies_en.html)) covering many mitigation and adaptation measures, such as promoting sustainable mobility, development of green/blue infrastructure, renaturing urban spaces and others. These practices will also

23 In compliance with public procurement applicable regulations.
be considered for sharing with the Air Quality community. Likewise, synergies will be sought with ongoing relevant EU projects in order to capitalise on their results.

Which partners are necessary to carry out the action?

<table>
<thead>
<tr>
<th>Partner</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>HEAL</td>
<td>Action Leader</td>
</tr>
<tr>
<td>Europe (HEAL):</td>
<td>Development of a communication strategy and toolbox</td>
</tr>
<tr>
<td>Europe (URBACT):</td>
<td>Support the development of Communication Toolbox, based on existing good practice and URBACT experience with stakeholder engagement</td>
</tr>
<tr>
<td>Europe (EUROCITIES):</td>
<td>Disseminate the strategy and toolbox to their membership</td>
</tr>
<tr>
<td>National/Regional:</td>
<td>Expert Input/review communication strategy and toolbox</td>
</tr>
<tr>
<td>National (Poland):</td>
<td>Organize events/webinars in coordination with the Polish Ministry of Economic Development</td>
</tr>
<tr>
<td>National / Local (Croatia, Helsinki, Milan):</td>
<td>Expert Input/review communication strategy and toolbox. Notably Croatia, Helsinki, Milan will share with the Partnership the experience achieved as a pilot country / city in FAIRMODE WP 5 – Management practices</td>
</tr>
<tr>
<td>Local (All partners):</td>
<td>Expert input/review, implementation</td>
</tr>
</tbody>
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