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Systematic Reviews and Evidence Synthesis of Complex Interventions: Traditional methods and potential future directions

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List of abbreviations

CBA: controlled before-after

cITS: controlled interrupted time series

GRADE: Grading of Recommendations, Assessment, Development and Evaluation

ITS: Interrupted time series

LEZ: low emission zone

LMIC: lower and middle-income countries

MRC: Medical Research Council

NO₂: nitrogen dioxide

PM2.5: fine particulate matter

RCT: randomized controlled trial

SC: synthetic control

UBA: uncontrolled before-after

WHO: World Health Organization

List of Publications

Paper I: Interventions to reduce ambient particulate matter air pollution and their effect on health [1]

Journal: Cochrane Database of Systematic Reviews

Impact factor (2020): 9.266

Paper II: Looking beyond the forest: combining harvest plots, gap analysis and expert consultations to assess effectiveness and inform policy [2]

Journal: Research Synthesis Methods

Impact factor (2020): 5.263

Paper III: COVID-19 mitigation measures and nitrogen dioxide – A quasi-experimental study of air quality in Munich, Germany [3]

Journal: Atmospheric Environment

Impact factor (2020): 4.012

Candidate's contribution to publications

1.1 Paper I: Interventions to reduce ambient particulate matter air pollution and their effects on health

The candidate led in the conceptualization, planning, conduct and writing of this systematic review. This began with leading on the development and publication of the protocol. Subsequently, in conducting the systematic review, the candidate assumed the primary role at each step, from searching electronic databases and the screening of titles, abstracts and full texts to data extraction, risk of bias assessment and evidence synthesis. The candidate coordinated the remaining work – primarily the duplication of screening, data extraction and risk of bias assessment – among all coauthors. The candidate drafted the manuscript, and subsequently incorporated feedback from the coauthors, peer reviewers and editors in finalizing the manuscript.

1.2 Paper II: Looking beyond the forest: combining harvest plots, gap analysis and expert consultations to assess effectiveness and inform policy

The work described in this paper builds from a systematic review of effectiveness, for which the candidate led and coordinated each step, from protocol development to searching electronic databases, the screening of titles, abstracts and full texts, data extraction, risk of bias assessment and evidence synthesis. Subsequently, for the supplemental methods described in this paper, the candidate led in the conceptualization, planning, conduct and writing. This involved developing the methods, comprising a gap analysis and expert consultations, and then leading and coordinating the implementation of these methods. Specifically, the candidate led the author team in a structured gap analysis procedure, and then used the identified gaps to inform and conduct expert consultations. In a final step, the candidate led the author team in examining and analyzing the content of the expert consultations. The candidate drafted the manuscript, and subsequently incorporated feedback from the coauthors, peer reviewers and editors in finalizing the manuscript.

1.3 Paper III: COVID-19 mitigation measures and nitrogen dioxide – A quasi-experimental study of air quality in Munich, Germany

The candidate led in the conceptualization, planning, conduct and writing of this quasi-experimental study. This began with the planning of all methods, with input from the coauthors, and the registration of the study protocol. The candidate identified and processed all data from multiple sources, and conducted several main analyses and sensitivity analyses, with input from the coauthors. The candidate drafted the manuscript, and subsequently incorporated feedback from the coauthors, peer reviewers and editors in finalizing the manuscript.

2. Introduction

2.1 Evidence generation and synthesis for informing decisions

2.1.1 The role of the systematic review in health research

As early as the 1700's, with an examination of the effect of inoculation on smallpox in England, the benefit of looking beyond an individual study to a collection of studies asking the same question was recognized [4]. Then from the 1970's forward, evidence-based medicine and the associated systematic review increasingly gained widespread acceptance as critical tools for informing decision-making in medicine and beyond. By identifying, appraising and synthesizing all studies assessing a particular question, the systematic review can avoid "cherry picking" of individual studies and provide robust estimates of intervention effects. This aggregate 'pooled' effect protects against the over-interpretation of individual studies that are often under-powered or may produce spurious findings. Additionally, the a priori-defined, systematic and transparent methods ensure that bias is minimized and that uncertainty is clearly communicated [5].

It is, however, also broadly recognized that simply synthesizing multiple studies does not ensure rigor and accuracy, and thus the systematic reviews generally include only those study designs that can reliably answer the question of interest [6]. For systematic reviews of interventions related to health, this has led to a tradition of primarily including and synthesizing randomized controlled trials (RCTs). The RCT has been a cornerstone of comparative research for the better part of a century. The study design was conceptualized and adapted by early innovators of research methodology – R.A. Fisher, in studying agricultural fertilization for increasing crop yield, and Sir Austin Bradford Hill, in studying streptomycin for treating tuberculosis [7-9]. By randomizing the allocation of units into two or more groups, the RCT aims to balance all observed and unobserved confounders across groups, resulting in groups that are, on average, except for group assignment, similar to one another [10]. This ensures that between-group differences observed after an intervention are likely due to the intervention, not some other confounding factor. Because of this ability to produce a unbiased estimate of effectiveness, the RCT remains the gold standard for evaluating interventions in the field of medicine, as well as social sciences [11], education [12] and international development [13], among others.

Following these strands, a systematic review of RCTs represents a powerful tool for assessing the effectiveness of an intervention. Each included RCT, in principle, enables the estimation of an unbiased effect of the assessed intervention, with the systematic review providing a pooled estimate of intervention effectiveness across the entire evidence base. This rigorously generated evidence can subsequently inform decisions and practice. Take for example, the question of whether antihypertensive medications are effective in preventing cardiovascular morbidity and mortality. A rich evidence base exists for this broad question, with multiple systematic reviews comprising an interrelated network of 230 RCTs addressing various aspects of the question. Such an evidence base is well suited to informing decisions and practice, as reflected in multiple recent national and international guidelines [14-16].

2.1.2 Complexity and systematic reviews

The history of the systematic review, as described above, is closely related to clinical medicine; the example of hypertensive medications illustrates how such systematic reviews of RCTs can neatly feed into decisions in clinical practice. As researchers in other fields have begun asking questions of effectiveness, fields where the objects under study may be more complex, a natural first step was to apply this same proven systematic review frame – i.e. a synthesis of all available RCTs. Questions have accumulated over time, however, as to whether this frame is equally well suited to such complex interventions [17-19].

There is ongoing discussion about what complexity is with regard to interventions and what implications it may have for developing, implementing and, importantly, for evaluating interventions. Although these discussions have not yet settled, one can safely say that the importance of considering complexity in evaluating interventions has become increasingly accepted. This discussion was spurred by the publication of the UK Medical Research Council's (MRC) first guidance on complex interventions in 2000 [20], which was updated in 2006 [21], and is currently being updated again. Initially, conceptualizations of complexity focused on complexity in the intervention itself (e.g. multiple components, required skills of those delivering or receiving an intervention). Over the last several years, however, there has been an increasing focus on interventions as “events in complex systems” [22], and on embracing a complex systems approach [23]. Here, populations, settings and contexts represent components of a system, and an intervention may influence one or multiple of these other components within that system. Sources of complexity thus include interactions between the various system components, adaptivity of the system, and complexities along the causal pathway [24]. Seen through this lens, it is not sensible or perhaps even possible to apply a binary classification to interventions as being either simple or complex; most interventions and the systems in which they are implemented will be characterized by some degree of complexity. At some point along this complexity spectrum, however, challenges begin to emerge in applying the traditional systematic review frame as described above, informed primarily by RCTs.

Drawing on an example from the fields of environmental and public health, consider a low emission zone (LEZ). An LEZ defines a boundary around an urban area that only certain relatively low-polluting vehicles may enter [25]. An LEZ is implemented across a broad geographical area and targets the entire population of individuals living within this area – individuals with varying risk profiles and socioeconomic backgrounds. The causal chain from the implementation of an LEZ to changes in environmental outcomes (e.g. fine particulate matter (PM_{2.5}) concentrations) and, subsequently, population-level health outcomes (e.g. cardiovascular/cardio-metabolic and respiratory mortality and hospitalizations) is long and influenced by many other individual and population-level aspects [26]. An illustrative schematic of this complex causal chain is provided in *Figure 1*. It is unsurprising that all published evaluations of LEZs are not RCTs – the logistical implications for conducting an experiment at the population-level are considerable, and most policies of this nature are implemented within a social and political context not well-sensitized or well-equipped to prospectively evaluate their effectiveness [27]. Thus for a systematic review setting out to assess the effectiveness of the LEZ, a search for RCTs will likely be in vain. Observational studies can assess the association between an LEZ and changes in air quality and/or health, however such studies will be at high risk of bias due to potential confounding. As highlighted in *Figure 1*, those confounding aspects could be: how the LEZ is implemented and enforced, other measures implemented in the area to address air pollution, weather and climactic changes, advancements in healthcare and changes to the demographics of the population, among others. A systematic

review of observational studies, therefore, is at risk of aggregating and synthesizing findings that are biased and thus potentially inappropriate for informing decisions. The LEZ represents just one example of a complex intervention, yet there are countless examples of others across health-related fields, such as public health.

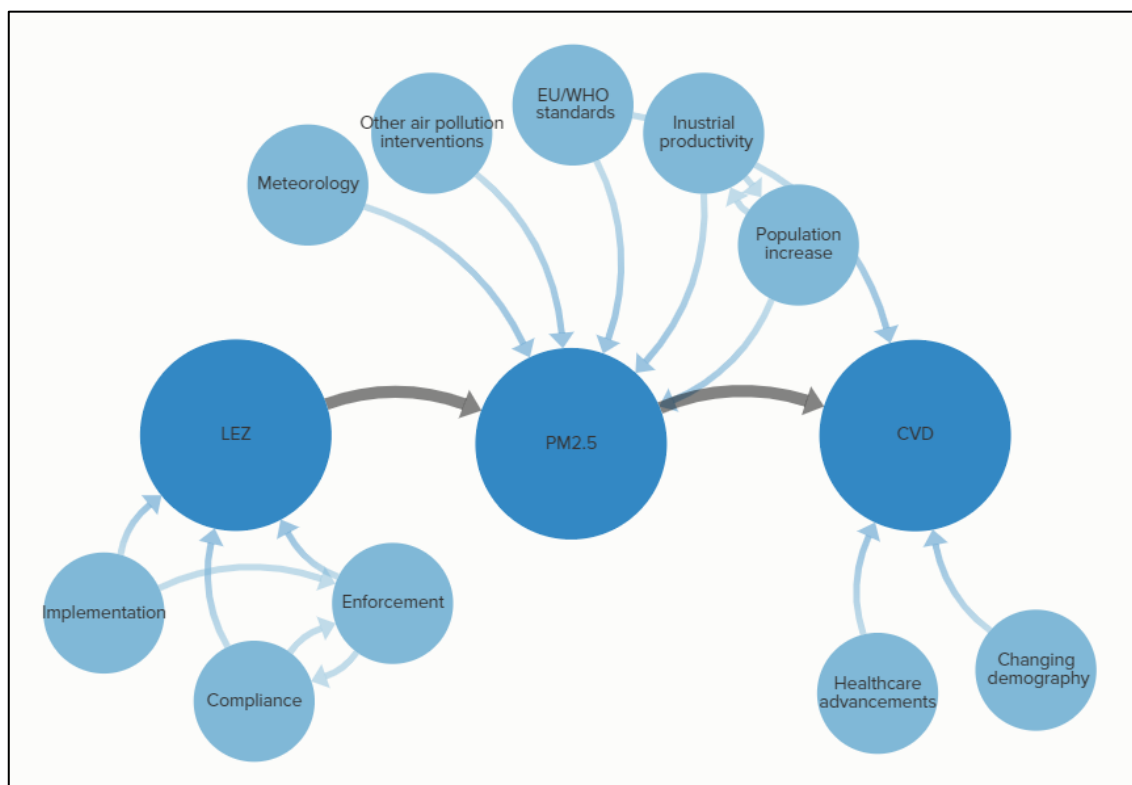


Figure 1: Dark blue circles lie upon the causal pathway from a low emission zone (LEZ) to air quality (e.g. PM2.5) and subsequently health (e.g. cardiovascular disease, CVD). Light blue circles represent other factors that may influence the causal pathway.

There have been multiple descriptions, discussions and examinations of the implications that complexity may have for systematic reviews of complex interventions. These discuss, for example, the potential appropriateness of including study designs other than RCTs and the implications that will have for the applied methods, including, for example, challenges associated with defining the question and conducting the review, as well as how complexity impacts the overall systematic review process [28-34]. Others have outlined particular challenges related specifically to synthesizing and reporting the results [35, 36], highlighting the challenge of producing results appropriate for informing decisions. As a result of these and many other works, the recently updated Cochrane Handbook – sixth edition, generally considered the gold standard guidance for systematic reviews, devotes much more space to discussions about the implications of complexity and the inclusion of non-randomized study designs [37, 38].

Similar aspects have been explored in relation to primary research. Various works have approached complexity and the evaluation of interventions from different perspectives; for example these have focused on public health [39, 40], health systems research [27], ‘real-world’ effectiveness of interventions [41], and complex interventions in general [42]. Despite the slightly varying focus of these works, each posits that in evaluating the effectiveness of complex interventions, researchers may have to consider study designs other than the traditional RCT; these other de-

signs could include, for example, pragmatic RCTs, quasi-experimental studies and natural experiment studies [27, 39, 40, 42]. These works describe that such study designs represent a tradeoff compared to the traditional RCT: the internal validity may be lower, but they can be applied more flexibly and often offer a higher external validity [43].

2.1.3 Rationale

As outlined above, at the outset of this doctoral thesis, some research was published and much was underway related to evaluating complex interventions, both at the level of the systematic review and primary research. At the same time, however, there were numerous open questions and a clear lack of good practice examples. It was generally accepted, for example, that in many cases systematic reviews of complex interventions should include study designs other than RCTs, and broadly speaking that this would have implications for the methods. However, which specific designs were most appropriate and the extent to which the standard systematic review methods and tools were suited to these designs was much less clear. Additionally, from the few examples of systematic reviews of complex interventions that existed, it was evident that the evidence synthesis, for clinical questions usually comprising statistical pooling of data through a meta-analysis, was often not appropriate. However, it was unclear which alternative methods for evidence synthesis existed and to what extent these methods provided relevant and informative findings for decision-makers. The starting point for this thesis was that the traditional methods for systematic reviews, as well as the underlying primary evidence, could be improved for assessing the effectiveness of complex interventions, and this thesis thus set out to explore this question.

2.2 Objectives

In aiming to address several of the relevant gaps and move towards improved methods for evaluating complex interventions, this thesis had the following objectives:

- i. Conduct a systematic review of a complex intervention, and explore the extent to which traditional methods are suitable;
- ii. Demonstrate a method for making the results of systematic reviews of complex interventions more relevant to users, including decision-makers and practitioners;
- iii. Conduct an exemplary good-practice quasi-experimental study, thus illustrating and promoting the improved primary evaluation of complex interventions.

2.3 Overview of PhD thesis

This PhD thesis comprises three articles that were published in peer-reviewed journals.

- I. **Burns J**, Boogard H, Polus S, Pfadenhauer LM, Rohwer AC, van Erp AM, Turley R, Rehfues EA. Interventions to reduce ambient particulate matter air pollution and their effect on health. 2019. *Cochrane Database of Systematic Reviews*, Issue 5. [1]
- II. **Burns J**, Polus S, Brereton L, Chilcott J, Ward SE, Pfadenhauer LM, Rehfues EA. Looking beyond the forest: Using harvest plots, gap analysis, and expert consultations to assess effectiveness, engage stakeholders, and inform policy. 2020. *Research Synthesis Methods*, 9(1): 132-140. [2]
- III. **Burns J**, Hoffmann S, Kurz C, Laxy M, Polus S, Rehfues EA. COVID-19 mitigation measures and nitrogen dioxide – A quasi-experimental study of air quality in Munich, Germany. *Atmospheric Environment*, 246: 118089. [3]

2.4 Improving the evidence for complex interventions: an overview of the PhD thesis

Although there is some overlap, broadly speaking publications I, II and III aim to address objectives i, ii and iii, respectively.

As described above, there has been much discussion related to the extent that traditional systematic review methods extend to public health and other fields where interventions tend to be complex [17-19]. Publication I was important in providing a concrete application of current best-practice systematic methods in evaluating the effectiveness of a complex public health intervention – specifically, interventions to reduce ambient air pollution. This application allowed for the assessment of how well these methods perform, and of where alternative or additional methods could help improve the planning, conduct and reporting of such systematic reviews. Publication I also allowed for the critical appraisal of the primary evidence base for a complex public health intervention, and subsequently the identification and description of shortcomings, as well as the exploration of opportunities for improvement.

Publication II also involved the application of best-practice methods for systematic reviews of complex interventions, in this case related to the effectiveness of palliative care interventions with an additional component focusing on the informal caregiver. Building from the knowledge and experiences of Publication I, we subsequently demonstrated the use of additional methods, with the aim of making the results from such reviews more relevant to users, i.e. decision-makers and practitioners. These supplemental methods, including a gap analysis and expert consultations, allowed us to use the expertise and experiences of researchers and practitioners working in palliative care to further explore and contextualize the results of the systematic review, and thus potentially provide more useful information for users relying on the systematic review to inform decisions.

Publication III dealt with the limitations of the primary evidence base for a complex public health intervention. Specifically, in line with the scope of the systematic review of interventions to reduce ambient air pollution, we assessed how the COVID-19 mitigation measures implemented abruptly in early spring 2020 impacted air pollution in Munich. We applied several of the recommendations for improving research that we made in Publication I, and thus illustrated how, in contrast to most of the studies we had identified in the Cochrane review, routine data and quasi-experimental methods can be utilized to conduct rigorous evaluations of complex interventions.

The three publications and their contributions to addressing the thesis objectives are described in detail below.

2.5 Publication I: Conducting a systematic review of a complex intervention

2.5.1 Background

Evidence on the association between various ambient air pollutants and a range of indicators for ill health, particularly respiratory and cardiovascular mortality and morbidity, has amassed over the past decades. Recently, a series of systematic reviews, conducted as part of the World Health Organization's (WHO) update of the Air Quality Guidelines, provided an up-to-date look at these

associations. They showed consistently, from evidence from across the world, that higher concentrations of air pollutants, including ozone, carbon monoxide, nitrogen dioxide, and sulfur dioxide, are associated with poorer health outcomes [44-49]. The Global Burden of Disease study has highlighted that outdoor air pollution is among the top ten risk factors for health and the number one environmental risk factor globally. The study estimated that exposure to outdoor air pollution led to over 4 million excess deaths in 2015 [50]. This well-developed evidence base provides a strong argument for protecting public health through implementing interventions for improving ambient air quality. In 2013, however, no systematic review addressing the effectiveness of such public health interventions existed; thus we set out to fill this gap. Specifically, we set out to conduct the first systematic review to identify, appraise and synthesize the evidence on all interventions aiming to reduce ambient air pollution.

2.5.2 Methods

We employed rigorous systematic review methods in line with guidance and standards from the Cochrane Handbook – fifth edition [51]; we defined all methods a priori and published the protocol [52]. This involved searching a broad range of databases – including those with biomedical, social sciences, urban planning and environment and multidisciplinary focuses, as well as those pertaining specifically to low and middle-income countries (LMICs). We also searched additional sources, including grey literature databases and trial registries, the reference lists of included studies, and highly relevant journals. We included studies that assessed four main categories of interventions, i.e. those aiming to reduce ambient air pollution from industrial, residential, vehicular and multiple sources. We included studies assessing health outcomes, specifically all-cause mortality and cardiovascular and respiratory mortality and morbidity, as well as air quality outcomes, specifically particulate matter, ozone, carbon monoxide, nitrogen oxides, nitrogen dioxide, nitric oxide and sulfur dioxide concentrations.

We considered cluster randomized controlled trials, as well as multiple non-randomized study designs commonly used to evaluate population-level public health interventions, including controlled interrupted time series (cITS) studies, interrupted time series (ITS) studies and controlled before-after (CBA) studies. Additionally, we considered uncontrolled before-after (UBA) studies as supporting studies; however these were not used in generating conclusions.

Two authors independently conducted key steps of the review, i.e. title/abstract and full text screening, data extraction and risk of bias assessment. We synthesized the evidence narratively and graphically, and assessed the certainty of the evidence using the Grading of Recommendations, Assessment, Development and Evaluation (GRADE) system [53].

2.5.3 Results

We included 42 studies assessing 38 unique interventions in the main analyses. Included studies were heterogeneous across a range of aspects, including the study setting and context, the interventions themselves and assessed outcomes. With respect to the intervention types, five studies aimed at addressing industrial sources of pollution (e.g. factory closures), seven aimed at residential sources (e.g. coal bans), twenty-two aimed at vehicular sources (e.g. low emission zones), and four aimed at multiple sources (e.g. mix of measures targeting traffic and industrial polluters).

With regard to study design and analysis methods, included studies were also very heterogeneous. All included studies were non-randomized studies. Among studies assessing health outcomes, nine, five and three studies applied cITS, ITS and CBA study designs, respectively. Among studies assessing air quality outcomes, three, ten and seventeen applied cITS, ITS and

CBA study designs, respectively. The analysis methods employed also varied substantially among studies, even among the same study design.

We observed mixed evidence regarding effectiveness: most studies observed either a significant effect favoring the intervention, or no clear effect in either direction, while only few studies observed harmful effects of interventions. For example, for studies assessing the effect of interventions to reduce ambient air pollution from vehicular sources, across health outcomes, 5/9 studies observed a significant effect favoring the intervention and 4/9 observed no clear effect in either direction, while no studies observed a significant effect favoring the control. A similar pattern was observed across air quality outcomes, with 15/46 studies observing a significant effect favoring the intervention and 23/46 no clear effect in either direction, while 8/46 observed a significant effect favoring the control.

2.5.4 Discussion

As the first systematic review of this evidence base, this work addressed an important gap in the evidence by identifying and synthesizing up-to-date evidence on interventions aiming to reduce ambient particulate matter air pollution. Due to the substantial heterogeneity across included studies, deriving overall conclusions on the effectiveness of interventions was challenging. Overall, we identified some evidence suggesting that interventions have successfully improved health and air quality outcomes, with comparatively little indication that interventions cause harm. Included studies highlight several challenges in conducting this type of study, as well as several avenues for improving research in this field. Future studies, for example, should focus on better addressing confounding in studies; opportunities for doing so include the use of appropriate comparison populations or comparison outcomes unaffected by the intervention, and accounting for underlying time trends in outcomes. Other potential improvements could involve the prospective planning of evaluations, a priori definition and documentation of methods, and improved reporting.

2.5.5 Implications for thesis

Apart from being an important contribution to the evidence base on air pollution interventions, this systematic review was important from a methodological standpoint. We were able to explore the extent to which traditional best-practice systematic review methods are well suited for assessing the effectiveness of complex interventions, such as those in public health; and although each complex intervention is different to a certain extent, we learned or underscored valuable lessons that can be generalized.

Firstly, this systematic review highlighted that questions of complex, broad public health interventions will likely yield an extremely heterogeneous evidence base, making the synthesis and interpretation of the evidence and the generation of concise conclusions difficult. Without pooled estimates, even when using recently developed methods of graphical summary, users, i.e. decision-makers and practitioners, are likely left uncertain of how to correctly interpret and apply the results to inform a decision. This suggests that it may be helpful to supplement traditional systematic review methods with other methods, which could help make the heterogeneous results from this type of systematic review more informative and easier-to-use for users.

Secondly, we identified an evidence base that was substantially limited with regards to the study design and analysis methods, especially related to accounting for confounding and complete reporting. Additionally, a wide range of differences in study design and analysis methods precludes the possibility of statistically synthesizing the data. If systematic reviews are to meaningfully and robustly inform decisions, improvements in the underlying evidence base will be critical. Important

improvements include more rigorous and standardized methods for study design and analysis, as well as prospective planning and the a priori definition of methods, where possible.

2.6 Publication II: Making systematic reviews of complex interventions more relevant for users

2.6.1 Background

A critical methodological decision in the conduct of every systematic review is whether or not the identified studies are sufficiently homogeneous to statistically pool them, i.e. to conduct a meta-analysis. For systematic reviews of complex interventions, a broad research question requiring intricate, multidisciplinary searches often yields an evidence base characterized by substantial heterogeneity; in such cases, authors often forego the conduct of a meta-analysis, deciding instead to synthesize the findings narratively. Such a synthesis, however, may result in a long, unwieldy summary text that may not be informative and accessible to users, such as decision-makers and practitioners. Indeed, often this summary text does not even undertake a synthesis across studies but simply provides a descriptive summary of each individual study. Using home-based palliative care interventions as an application case, we employed novel methods supplemental to more traditional systematic review methods, with the aim of increasing the relevance of the findings of systematic reviews for informing specific decisions.

2.6.2 Methods

Our application case involved updating a Cochrane systematic review on the effectiveness of home-based palliative care interventions with an explicit component targeting the informal caregiver [54]. We applied methods largely in line with the original review and guidance from the Cochrane Handbook, fifth edition [51], only diverging at the stage of the evidence synthesis, for which we applied a narrative synthesis and a graphical summary through the creation of harvest plots.

Recognizing that these results may be limited for users, we applied supplemental methods, including a gap analysis and expert consultations. The gap analysis was an iterative approach through which the author team examined the review findings in detail to identify ‘emerging aspects’; these could include, for example, open questions, inconsistencies or potential patterns in the evidence. These emerging aspects subsequently served as a flexible structure for consultations with palliative care practitioners and researchers. Specifically, we consulted these individuals regarding how their expertise and experiences could help to further explore the emerging aspects, by, for example, providing additional detail and context or explaining how such interventions are perceived and implemented in daily practice.

2.6.3 Results

The thirteen included studies evaluating home-based palliative care interventions with an explicit component targeting the informal caregiver exhibited extensive heterogeneity in the study setting, population, intervention, comparison, outcomes and applied study design and analysis methods. Although results varied across studies, overall there was little indication that these interventions led to better outcomes in caregivers or patients than home-based palliative care interventions without an explicit caregiver component.

Through the gap analysis we identified four aspects that may have influenced the effectiveness of the evaluated interventions, or the assessment of the effectiveness. Emerging aspects related to (1) the heterogeneity and ambiguous nature of the comparator, i.e. home-based palliative care without an explicit caregiver component; (2) the potential lack of tailoring care to patient and caregiver needs in structured interventions; (3) the questionable appropriateness of outcomes assessed (e.g. standardized health outcomes related to quality of life and psychological accounts likely not sensitive to the palliative population); and (4) the questionable appropriateness of the study designs used in included studies (e.g. non-randomized studies of low internal validity, which are additionally poorly suited to the flexibility and tailored nature of home-based palliative care interventions). Through expert consultations structured around these emerging aspects, we identified several important clinical aspects, like the need to embrace tailored, adaptive care and responsive outcomes in practice, as well as methodological aspects, like the need for improved study designs and improved reporting in primary research.

2.6.4 Discussion

Through the conduct of an application case on home-based palliative care with an explicit caregiver component, we supplemented rigorous traditional systematic review methods with further methods, including gap analysis and expert consultations, to further explore and contextualize the findings. This allowed us to highlight aspects not explicitly found in the included studies, yet that could be very helpful in helping users, including decision-makers and/or practitioners, to better interpret the systematic review findings, and more importantly, move towards a more informed decision.

2.6.5 Implications for thesis

Similar to Publication I, the application case for Publication II, home-based palliative care with an explicit informal caregiver component, highlighted an extremely diverse and challenging evidence base. Here, the traditional systematic review methods provided an overview of the effectiveness, but this information on its own would likely prove too broad and superficial for users attempting to make a context-specific and nuanced decision.

It is increasingly considered best-practice to engage with stakeholders, such as decision-makers, practitioners and researchers, during the conduct of a systematic review, especially one of a complex intervention. The supplemental methods we applied, a gap analysis and expert consultations, allow such stakeholders to be involved in the process, and to use their expertise and experiences to help explain and contextualize findings. Such information could be critical in helping users of the review better understand, not only the overall effectiveness of a complex intervention, but what aspects, including those described in the included studies and those external to the evidence base, may influence its effectiveness.

This is just one potential set of supplemental methods, and a range of other methods exist for incorporating additional quantitative and/or qualitative data with the findings of systematic reviews [30, 55]. Other methods include, for example, using Bayesian meta-analysis to combine quantitative systematic review findings with qualitative interview data [56], and using program theory or logic models to triangulate multiple streams of quantitative and/or qualitative data to explore causal pathways and assess aspects such as context and implementation [57]. Our demonstrated methods, as well as these others, provide an opportunity to expand traditional systematic review methods and thus produce more informative and relevant findings for informing decisions.

2.7 Publication III: Conducting an exemplary primary evaluation of a complex intervention

2.7.1 Background

There is a rich evidence base on the health effects air pollution, which is well summarized in the recent systematic reviews conducted as part of the update of the WHO Air Quality Guidelines [44-49]. Our systematic review of interventions to reduce outdoor air pollution, however, illustrated that the effect air pollution policies and interventions, as well as other external shocks that likely influence air quality, has been much less studied. Such evidence is key to help decision-makers determine how air quality can be improved in both the short and long-term to promote and improve public health.

The policy and behavioral response to the COVID-19 pandemic, because of the sudden and drastic change in human behavior, automobile traffic and industrial activity, provided a unique opportunity to study how short-term pollutant concentrations changed in response to an abrupt curtailment of such activities. Specifically, we assessed how the COVID-19 mitigation measures implemented in Munich, Germany, beginning on 16 March 2020, influenced concentrations of nitrogen dioxide (NO₂), a key indicator for automobile traffic, over the subsequent four weeks.

2.7.2 Methods

We applied two quasi-experimental designs, including a controlled interrupted time series (cITS) approach and a synthetic control (SC) approach. Both approaches used underlying time trends in NO₂ concentrations in 2020, the intervention year, as well as in 2014-2019, the control years, to determine how observed concentrations after the implementation of the COVID-19 mitigation measures differed from what would have been expected in the absence of the mitigation measures. The two approaches differ in how the control years are treated; the cITS approach uses the data from all years equally, while the SC approach uses a data-driven process to weight the control years so that the most similar years, with regard to the outcome and key confounders, contribute more weight to the analysis.

We assessed changes in NO₂ measurements available from five different air quality monitors in Munich: two traffic sites, one urban background site, and two background sites situated in comparatively rural areas. We hypothesized a priori that the largest changes would occur at traffic sites, with moderate changes at urban background sites and small or no changes at background sites. In addition to main analyses, we conducted additional analyses, as well as post-hoc analyses to further explore changes in NO₂ and to test our methodological assumptions. All hypotheses, main and additional analyses were defined a priori, and the study protocol was registered with the Open Science Framework (<https://osf.io/dmt74/>).

2.7.3 Results

Observed changes in NO₂ after the introduction of the COVID-19 mitigation measures largely supported our hypotheses. At the two traffic sites we observed reductions in concentrations of 9.34 µg/m³ (95% confidence interval: -23.58; 4.90) and 10.02 µg/m³ (-19.25; -0.79) using the cITS approach, and of 15.65 µg/m³ (-27.58; -4.09) and 15.1 µg/m³ (-24.82; -9.83) using the SC approach. At the urban background and background sites, we observed smaller changes or no change.

Through our additional analyses, we observed that the reduction in concentrations was largest in the two weeks immediately following the introduction of the measures, as compared to three and four weeks after; we also observed that there was a lag of approximately three days after March 16 before the reduction occurred. With our post-hoc analyses, we observed that at least some of the observed effect may have been explained by changes in NO₂ concentrations that were occurring before the measures were implemented, and by uncharacteristically high NO₂ concentrations in January 2020.

2.7.4 Discussion

We applied two quasi-experimental study designs to assess the impact of the COVID-19 mitigation measures in March 2020 on NO₂ concentrations in Munich, Germany. Across analyses, we observed a consistent pattern: that concentrations were reduced by about 15-25% and 24-36% at the two traffic sites. This suggests that substantially reducing automobile traffic in Munich may be an effective option for improving air quality in the city. The results were similar to studies examining the impact of the COVID-19 lockdown in other contexts, including in China [58-60], Brazil [61], India [62, 63], as well as in other European cities [60, 64, 65]. In the context of a policy environment very much active in discussing how future air quality improvements can be accomplished, this has meaningful implications: reducing automobile traffic should likely play a role in any air quality management program, however single interventions addressing this source will likely need to be combined with a coordinated range of other interventions.

2.7.5 Implications for thesis

Researchers in the methodological literature have highlighted non-randomized, quasi-experimental study designs as an attractive option for assessing the effectiveness of interventions where randomization is impossible, infeasible or inappropriate [27, 39, 41]. However, systematic reviews of complex public health interventions show that there is a lack of such rigorous evaluations in many fields, as Publication I did for interventions to reduce outdoor air pollution.

With this application, we aimed to implement several of the recommendations for research that we had made in that systematic review. Specifically, we defined all hypotheses and planned the methods a priori, and registered the study protocol; we applied quasi-experimental methods which utilized the serial nature of the underlying data, and controlled for confounding through design; and we conducted and clearly reported a range of additional and sensitivity analyses that allowed us and the reader to judge the robustness of our methods and conclusions. This study can serve as an example of how evaluations of public health evaluations can be planned, conducted and reported in the future; this would ensure that systematic reviews could synthesize more standardized and internally valid evidence, and that users have access to a reliable evidence base for informing decisions.

2.8 Further applications of the work in this thesis

The work described in this thesis was not conducted in a vacuum, and the knowledge and expertise gained through this work were applied in several other projects and activities throughout the period of the thesis.

Through Publications I and III the candidate gained an extensive knowledge of the effectiveness of interventions to reduce ambient air pollution, as well as the methods with which the effectiveness is assessed. Because of this, the candidate was invited to be involved with the update of the

WHO Air Quality Guidelines as an external advisor. As part of this role, the candidate presented the findings from Publication I and discussed with the guideline committee what role air pollution interventions could play in the Air Quality Guidelines [66]. Additionally, the candidate served as a guest editor for the journal *Environment International*, which involved editing a special issue comprising the series of systematic reviews of the health effects of several air pollutants; this special issue served as the evidence base for updating the Air Quality Guidelines (<https://www.sciencedirect.com/journal/environment-international/special-issue/10MTC4W8FXJ>).

Regarding the methodological expertise related to systematic reviews gained through Publications I and II, particularly related to the handling of diverse non-randomized study designs and methods for evidence synthesis, the candidate has been heavily involved in planning and conducting several further systematic reviews of complex interventions. Several of these reviews, focusing on international travel-related control measures to contain the COVID-19 pandemic [67, 68], environmental interventions to reduce the consumption of sugar-sweetened beverages [69], interventions to reduce exposure to lead through consumer products and drinking water [70], and workflow disruptions in the surgical operating room [71] have been published in peer reviewed journals. Several others are currently underway, which focus on population-level interventions to increase physical activity and mitigate hypertension and diabetes [72], interventions to reduce road traffic injuries among pedestrians [73], and measures implemented in schools [74] and in long-term care facilities [75] to contain the COVID-19 pandemic. The candidate was also involved in multiple methods-based papers describing methods to improve systematic reviews of complex interventions [70, 76, 77].

The methodological expertise related to the appraisal and conduct of non-randomized evaluations of complex interventions gained through Publications I, II and III, has been applied in multiple primary research activities. This includes the quasi-experimental evaluation of the effect of the Bavarian smoking ban legislation on pregnancy outcomes using an interrupted time series design [78]. It also includes two forthcoming publications, one evaluating the effect of hypertension screening on long-term cardiovascular outcomes [79] and the evaluation of the effect of the German Disease Management Programs on cardiovascular mortality [80]. The candidate was also involved in a methodological review, which highlighted the partially inconsistent and inappropriate use of non-randomized studies in evaluating interventions [81].

2.9 Conclusions

This thesis involved the conduct of a systematic review of a complex intervention, the demonstration of novel methods for making the results of systematic reviews of complex interventions more relevant to users, and the conduct of a good-practice quasi-experimental study. These activities and publications not only highlighted several gaps in the status quo of systematic reviews and primary evaluations of complex interventions, but also described potential steps forward towards improved methods. Due to the nature of complex interventions and the system in which they are implemented, there is no one-size-fits-all set of methods for evaluating their effectiveness, either at the level of systematic review or primary evaluation. Nevertheless, the knowledge generated through these publications provides a valuable and useful contribution to a larger methodological toolbox for evaluating complex interventions. This knowledge can be used both by researchers and practitioners seeking appropriate methods for evaluation, and in the development and further refinement of methods.

3. Zusammenfassung

Seit mehreren Jahrzehnten stellt die systematische Übersichtsarbeit ein wertvolles Instrument für Entscheidungen zu gesundheitsbezogenen Interventionen dar. A priori definierte, Methoden zur systematischen Suche, Identifizierung, Bewertung und Synthese aller Evidenz zu einer bestimmten Intervention bereiten die beste verfügbare Evidenz für eine Nutzung durch Entscheidungsträger, Praktiker und andere Stakeholder auf. Für systematische Übersichtsarbeiten zu Interventionen ist die randomisierte kontrollierte Studie traditionell das wichtigste Studiendesign, da sie das Risiko von Bias und Confounding minimiert und somit einen unverzerrten Schätzer zur Wirksamkeit einer Intervention liefert. Zunehmend stellen Forscher außerhalb der klinischen Medizin, in Bereichen wie Public Health, Fragen zur Wirksamkeit. Public Health Interventionen und das System, in dem sie umgesetzt werden, sind komplexer. So wird diskutiert, ob die traditionellen Methoden der systematischen Übersichtsarbeit auch auf komplexe Interventionen in Public Health und anderen Bereichen anwendbar sind.

Der Ausgangspunkt für diese Arbeit war, dass traditionelle Methoden für systematische Übersichtsarbeiten zu komplexen Interventionen sowie die zugrundeliegenden Primärstudien verbessert werden könnten. Um mehrere der relevanten Lücken zu schließen und verbesserte Methoden für die Evaluation komplexer Interventionen zu erzielen, waren die Ziele dieser Arbeit, i) eine systematische Übersichtsarbeit zu einer komplexen Intervention durchzuführen und zu untersuchen, inwieweit traditionelle Methoden zur Bewertung ihrer Wirksamkeit geeignet sind; ii) eine Methode zu entwickeln und beispielhaft umzusetzen, mithilfe derer die Ergebnisse systematischer Übersichtsarbeiten zu komplexen Interventionen für Entscheidungsträger und Praktiker relevanter und informativer gemacht werden können; und iii) eine qualitativ hochwertige („Good-Practice“) quasi-experimentelle Studie durchzuführen und so exemplarisch eine verbesserte Evaluation komplexer Interventionen darzustellen.

Publikation I, eine Cochrane systematische Übersichtsarbeit zur Wirksamkeit von Maßnahmen zur Verringerung der Luftverschmutzung, stellt eine konkrete Anwendung aktueller Best-Practice Methoden zur Evaluation der Wirksamkeit einer komplexen Public Health Intervention dar. Im Rahmen dieser Anwendung wurde die Eignung der Methodik geprüft und eruiert, wo alternative oder zusätzliche Methoden den Nutzen systematischer Übersichtsarbeiten unterstützen könnten. Publikation I ermöglichte auch die kritische Bewertung der zugrundeliegenden Primärstudien für eine komplexe Public Health Intervention und damit die Identifizierung und Beschreibung von Schwachstellen und Verbesserungsmöglichkeiten.

Publikation II baute auf den Erkenntnissen und Erfahrungen von Publikation I auf. Eingebettet in eine systematische Übersichtsarbeit zur Wirksamkeit häuslicher Palliativversorgung wurde die Anwendung zusätzlicher Methoden – eine Gap-Analyse und Expertenkonsultationen – demonstriert. Diese hatte das Ziel, die Ergebnisse solcher Übersichtsarbeiten für die Nutzer relevanter und aussagekräftiger zu machen.

Publikation III befasste sich mit den Limitationen von Primärstudien zur Evaluation einer komplexen Public Health Intervention. Entsprechend dem Umfang der systematischen Übersichtsarbeit von Publikation I wurde untersucht, wie sich die COVID-19-Beschränkungen, die im Frühjahr 2020 abrupt umgesetzt wurden, auf die Luftverschmutzung in München auswirkten. So wurden mehrere der Empfehlungen aus Publikation I zur Verbesserung der Evaluationsforschung angewandt. Insbesondere wurde beispielhaft gezeigt, wie Routinedaten und quasi-experimentelle Methoden genutzt werden können, um rigorose Evaluationen von komplexen Interventionen durchzuführen.

Diese Publikationen haben nicht nur einige Lücken im Status quo der systematischen Übersichtsarbeiten und zugrundeliegenden Primärstudien zur Evaluation komplexer Interventionen gezeigt; sie haben auch beschrieben wie die Methodik noch weiter verbessert werden könnte. Aufgrund der Komplexität einer Interventionen und des Systems, in dem sie umgesetzt wird, gibt es kein einheitliches, immer gültiges Set von Methoden für die Evaluation ihrer Wirksamkeit. Nichtsdestotrotz liefert das Wissen, das durch diese Publikationen generiert wurde, einen wertvollen und nützlichen Beitrag zu einem größeren methodischen Werkzeugkasten für die Evaluation komplexer Interventionen. Dieses Wissen kann sowohl von Forschern und Praktikern genutzt werden, die nach geeigneten Methoden für die Evaluation ihrer Maßnahmen suchen, als auch bei der Entwicklung und weiteren Verfeinerung von Methoden unterstützen.

4. Abstract

For decades, the systematic review has represented an invaluable tool for informing decisions on health-related interventions. A priori-defined, systematic methods for searching, identifying, appraising and synthesizing all evidence related to a specific intervention ensure that users of the evidence, such as decision-makers and practitioners, have the best-available evidence at hand to inform decisions. Within systematic reviews, the randomized controlled trial has traditionally been the main study design of interest, due to its ability to minimize the risk of bias and confounding and thus deliver an unbiased estimate of intervention effectiveness. Researchers beyond the bounds of clinical medicine, in fields such as public health, have increasingly asked questions of effectiveness. In such fields, interventions and the system in which they are implemented become more complex; as a result, discussions arose as to whether traditional systematic review methods extend to such fields.

The starting point for this thesis was that the traditional methods for systematic reviews of complex interventions, as well as the underlying primary studies, could be improved. Thus, to address several of the relevant gaps and move towards improved methods for evaluating complex interventions, this thesis aimed to i) conduct a systematic review of a complex intervention, and explore the extent to which traditional methods are suitable; ii) demonstrate a method for making the results of systematic reviews of complex interventions more informative for users; and iii) conduct an exemplary good-practice quasi-experimental study, thus illustrating and promoting the improved primary evaluation of complex interventions.

Publication I, a Cochrane systematic review assessing the effectiveness of interventions to reduce ambient air pollution, provided a concrete application of current best-practice systematic review methods for evaluating the effectiveness of a complex public health intervention. This application allowed for the assessment of the suitability of these methods, and of where alternative or additional methods could help improve such systematic reviews. Publication I also allowed for the critical appraisal of the primary study base for a complex public health intervention, and consequently the identification and description of shortcomings and opportunities for improvement.

Publication II built upon the knowledge and experiences of Publication I. Embedded in a systematic review of the effectiveness of home-based palliative care interventions, we demonstrated the use of additional methods – a gap analysis and expert consultations – with the aim of making the results from such reviews more relevant to users.

Publication III dealt with the limitations of the primary evidence base for a complex public health intervention. Specifically, in line with the scope of the systematic review of Publication I, we assessed how the COVID-19 mitigation measures implemented abruptly in early spring 2020 impacted air pollution in Munich. We applied several of the recommendations for improving research made in Publication I, and thus illustrated how routine data and quasi-experimental methods can be utilized to conduct rigorous evaluations of complex interventions.

These publications not only highlighted several gaps in the status quo of systematic reviews and primary evaluations, but also described potential steps forward towards improved methods. Due to the nature of complex interventions, there is no one-size-fits-all set of methods for evaluating their effectiveness. Nevertheless, the knowledge generated through these publications provides a valuable and useful contribution to a larger methodological toolbox for evaluating complex interventions. This knowledge can be used both by researchers and practitioners seeking appropriate methods for evaluation, and in the development and further refinement of methods.

5. Paper I



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[Intervention Review]

Interventions to reduce ambient particulate matter air pollution and their effect on health

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ABSTRACT

Background

Ambient air pollution is associated with a large burden of disease in both high-income countries (HICs) and low- and middle-income countries (LMICs). To date, no systematic review has assessed the effectiveness of interventions aiming to reduce ambient air pollution.

Objectives

To assess the effectiveness of interventions to reduce ambient particulate matter air pollution in reducing pollutant concentrations and improving associated health outcomes.

Search methods

We searched a range of electronic databases with diverse focuses, including health and biomedical research (CENTRAL, Cochrane Public Health Group Specialised Register, MEDLINE, Embase, PsycINFO), multidisciplinary research (Scopus, Science Citation Index), social sciences (Social Science Citation Index), urban planning and environment (Greenfile), and LMICs (Global Health Library regional indexes, WHOLIS). Additionally, we searched grey literature databases, multiple online trial registries, references of included studies and the contents of relevant journals in an attempt to identify unpublished and ongoing studies, and studies not identified by our search strategy. The final search date for all databases was 31 August 2016.

Selection criteria

Eligible for inclusion were randomized and cluster randomized controlled trials, as well as several non-randomized study designs, including controlled interrupted time-series studies (cITS-EPOC), interrupted time-series studies adhering to EPOC standards (ITS-EPOC), interrupted time-series studies not adhering to EPOC standards (ITS), controlled before-after studies adhering to EPOC standards (CBA-EPOC), and controlled before-after studies not adhering to EPOC standards (CBA); these were classified as main studies. Additionally, we included uncontrolled before-after studies (UBA) as supporting studies. We included studies that evaluated interventions to reduce ambient air pollution from industrial, residential, vehicular and multiple sources, with respect to their effect on mortality, morbidity and several air pollutant concentrations. We did not restrict studies based on the population, setting or comparison.

Data collection and analysis

After a calibration exercise among the author team, two authors independently assessed studies for inclusion, extracted data and assessed risk of bias. We conducted data extraction, risk of bias assessment and evidence synthesis only for main studies; we mapped supporting studies with regard to the types of intervention and setting. To assess risk of bias, we used the Graphic Appraisal Tool for Epidemiological studies (GATE) for correlation studies, as modified and employed by the Centre for Public Health Excellence at the UK National Institute for Health and Care Excellence (NICE). For each intervention category, i.e. those targeting industrial, residential, vehicular and multiple sources, we synthesized evidence narratively, as well as graphically using harvest plots.

Main results

We included 42 main studies assessing 38 unique interventions. These were heterogeneous with respect to setting; interventions were implemented in countries across the world, but most (79%) were implemented in HICs, with the remaining scattered across LMICs. Most interventions (76%) were implemented in urban or community settings.

We identified a heterogeneous mix of interventions, including those aiming to address industrial ($n = 5$), residential ($n = 7$), vehicular ($n = 22$), and multiple sources ($n = 4$). Some specific interventions, such as low emission zones and stove exchanges, were assessed by several studies, whereas others, such as a wood burning ban, were only assessed by a single study.

Most studies assessing health and air quality outcomes used routine monitoring data. Studies assessing health outcomes mostly investigated effects in the general population, while few studies assessed specific subgroups such as infants, children and the elderly. No identified studies assessed unintended or adverse effects.

The judgements regarding the risk of bias of studies were mixed. Regarding health outcomes, we appraised eight studies (47%) as having no substantial risk of bias concerns, five studies (29%) as having some risk of bias concerns, and four studies (24%) as having serious risk of bias concerns. Regarding air quality outcomes, we judged 11 studies (31%) as having no substantial risk of bias concerns, 16 studies (46%) as having some risk of bias concerns, and eight studies (23%) as having serious risk of bias concerns.

The evidence base, comprising non-randomized studies only, was of low or very low certainty for all intervention categories and primary outcomes. The narrative and graphical synthesis showed that evidence for effectiveness was mixed across the four intervention categories. For interventions targeting industrial, residential and multiple sources, a similar pattern emerged for both health and air quality outcomes, with essentially all studies observing either no clear association in either direction or a significant association favouring the intervention. The evidence base for interventions targeting vehicular sources was more heterogeneous, as a small number of studies did observe a significant association favouring the control. Overall, however, the evidence suggests that the assessed interventions do not worsen air quality or health.

Authors' conclusions

Given the heterogeneity across interventions, outcomes, and methods, it was difficult to derive overall conclusions regarding the effectiveness of interventions in terms of improved air quality or health. Most included studies observed either no significant association in either direction or an association favouring the intervention, with little evidence that the assessed interventions might be harmful. The evidence base highlights the challenges related to establishing a causal relationship between specific air pollution interventions and outcomes. In light of these challenges, the results on effectiveness should be interpreted with caution; it is important to emphasize that lack of evidence of an association is not equivalent to evidence of no association.

We identified limited evidence for several world regions, notably Africa, the Middle East, Eastern Europe, Central Asia and Southeast Asia; decision-makers should prioritize the development and implementation of interventions in these settings. In the future, as new policies are introduced, decision-makers should consider a built-in evaluation component, which could facilitate more systematic and comprehensive evaluations. These could assess effectiveness, but also aspects of feasibility, fidelity and acceptability.

The production of higher quality and more uniform evidence would be helpful in informing decisions. Researchers should strive to sufficiently account for confounding, assess the impact of methodological decisions through the conduct and communication of sensitivity analyses, and improve the reporting of methods, and other aspects of the study, most importantly the description of the intervention and the context in which it is implemented.

PLAIN LANGUAGE SUMMARY

Ambient air quality – what works to reduce pollution and improve health?

Why did we conduct this review?

Globally, outdoor air pollution is a serious public health problem. In 2016, approximately 4 million deaths were attributable to air pollution, mostly from cardiovascular and respiratory diseases. Air pollution has also been linked to other health problems, like asthma. It is of much concern both in low- and middle-income countries, where air quality may still be worsening, as well as in high-income countries, where pollution levels have decreased over several decades.

Many different policies and programmes have been put into place to reduce air pollution; examples include vehicle restrictions to reduce traffic, fuel standards for cars, buses and other motorized transport, industrial regulations to limit pollution from factories, and the replacement of inefficient heating stoves with more efficient, cleaner burning stoves. So far, no review has investigated systematically whether these measures have impacted air pollution and health as intended.

What is the aim of this review?

We investigated whether measures put into place to reduce outdoor air pollution have actually reduced air pollution and improved health.

What were the main results of this review?

We found 42 studies evaluating a broad range of measures to reduce air pollution in different countries around the world, although most were from high-income countries. Most aimed to reduce air pollution from cars and other vehicles. However, we also identified measures addressing heating and cooking, industry, or a combination of different sources.

We wanted to know whether these measures led to a reduction in the overall number of deaths, and in the number of deaths from cardiovascular and respiratory causes. We also investigated whether the measures led to fewer people going to hospitals for cardiovascular and respiratory problems. We also examined whether there were any changes in outdoor air quality, looking at different pollutants, such as particulate matter, fine particulate matter and other criteria pollutants.

Studies were very diverse with respect to the policies or programmes they assessed, the settings and contexts in which they were implemented, and the methods used to evaluate them.

The evidence we identified was of low and very low certainty, which means we cannot be very confident in the overall findings. Questions around certainty arose because of how studies were designed, conducted and analyzed. While some studies applied rigorous methods, others did not.

Overall, we observed mixed results across studies. Many studies observed no clear changes in health or air quality associated with the measures, while others did observe clear improvements. We identified very few studies that reported worsened health or air quality associated with the measures.

How do we interpret these results?

Differences in the studies make it difficult to draw general conclusions about whether the measures worked. Detecting changes in population health and air pollution levels is challenging, and assessing whether changes that occur are due to a specific measure is complex. Air pollution levels are changing constantly and often unpredictably due to weather and other factors, and other changes happening at the same time could also impact population health and air pollution. When regulations to limit industrial pollution are introduced, one must keep in mind that several other changes may be occurring in the background: an increase in traffic and an upgrade of residential heating systems, for example, or an economic downturn that leads to reduced pollution. It can sometimes take a long time before improvements in health become apparent. In interpreting the review's findings it is important to remember that just because a study did not detect an improvement does not mean that there really was no improvement.

Further evaluations of measures to reduce outdoor air pollution in different countries, in particular in low- and middle-income countries, are needed. Wherever possible, future evaluations should apply more reliable and standardized methods to analyze the data. This should help improve the quality of individual studies as well as our confidence in the findings across studies.

How up to date is this review?

This review includes studies up to 31 August 2016; any studies that were published after that date are not included in this review.

SUMMARY OF FINDINGS

Summary of findings for the main comparison. Interventions targeting vehicular sources compared to practice as usual for improving health and air quality

Interventions targeting vehicular sources compared to practice as usual for improving health and air quality

Population: General population

Setting: Urban and rural areas in high-, middle-, and low-income countries

Intervention: Vehicle charging scheme; speed limit change; low emission zone; road closure; alternating vehicle restriction based on licence plate number; infrastructure changes; fuel requirements; vehicle ban; compulsory vehicle standards

Comparison: Practice as usual

Outcomes	Nº of studies	Certainty of the evidence (GRADE) ^{†*}	Impact
All-cause mortality Assessed with: routine mortality data Follow-up: 12 years	1 study: 1 cITS-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study showed a significant 2.1% decrease in all-cause mortality associated with the intervention (Yorifuji 2016).
Cardiovascular mortality assessed with: routine mortality data follow-up: 12 years	1 study: 1 cITS-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study showed a significant 5.9% decrease in cardiovascular mortality associated with the intervention (Yorifuji 2016).
Respiratory mortality Assessed with: routine mortality data Follow-up: 12 years	1 study: 1 cITS-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study showed a significant 10% decrease in respiratory mortality associated with the intervention (Yorifuji 2016).
Particulate matter (PM ₁₀) Assessed with: routine and study-specific air quality monitors Follow-up: range 4 months to 10 years	10 studies: 2 cITS-EPOC 3 ITS-EPOC 2 CBA-EPOC 3 CBA	⊕⊕⊕⊕ VERY LOW ^{1 2}	4 studies, including 2 ITS-EPOC (Bel 2013b, Viard 2015**) and 2 CBAs (Dijkema 2008, Fensterer 2014), showed significant decreases of 14.7%, 31%, 7.4% and 13%, respectively, in PM ₁₀ concentrations associated with the intervention. 5 studies, including 1 cITS-EPOC (Cowie 2012), 1 ITS-EPOC (Peel 2010), 1 CBA-EPOC (Boogaard 2012) and 1 CBA (Ruprecht 2009**) observed no effect associated with the intervention. 2 studies, including 1 cITS-EPOC (Bel 2013a) and 1 CBA-EPOC (Kim 2011**) showed significant 5.4% and 14.7% increases, respectively, in concentrations associated with the intervention.
Fine particulate matter (PM _{2.5}) Assessed with: routine and study-specific air quality monitors Follow-up: range 2 years to 3 years	2 studies: 1 cITS-EPOC 1 CBA-EPOC	⊕⊕⊕⊕ LOW	1 CBA-EPOC study showed a significant 30% decrease in PM _{2.5} concentrations associated with the intervention (Boogaard 2012). 1 cITS-EPOC study observed no effect associated with the intervention (Cowie 2012).
Coarse particulate matter	0 studies	-	No studies assessed the effect of interventions to reduce ambient air pollution from vehicular sources on coarse particle concentrations.
Combustion-related particulate matter	4 studies:	⊕⊕⊕⊕ LOW	2 studies, including 2 CBAs (Titos 2015a**, Titos 2015b**), showed significant decreases in black carbon of 72% and 37%

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Assessed with: routine and study-specific air quality monitors
Follow-up: range 2 months to 2 years

1 CBA-EPOC
3 CBA

associated with the intervention. 2 studies, including 1 CBA-EPOC ([Boogaard 2012](#)) and 1 CBA ([Dijkema 2008](#)) observed no effect associated with the intervention.

† All studies included for this comparison were non-randomized; thus each body of evidence started the GRADE assessment with a rating of 'Low quality'.

* The certainty of evidence ratings from GRADE should not be confused with those from the NICE modified GATE Risk of Bias tool, which uses a (++) (+); (-) rating system for individual study risk of bias.

**Denotes that effectiveness was determined in parallel analyses for intervention and control sites before and after the intervention. The separate effect estimates obtained through the parallel analyses were then compared in order to draw indirect conclusions about intervention effectiveness, e.g. if a statistically significant improvement was observed at intervention sites, while no change was observed at control sites, this was assigned an "effect favouring the intervention".

GRADE Working Group grades of evidence

High certainty: We are very confident that the true effect lies close to that of the estimate of the effect

Moderate certainty: We are moderately confident in the effect estimate: the true effect is likely to be close to the estimate of the effect, but there is a possibility that it is substantially different

Low certainty: Our confidence in the effect estimate is limited: the true effect may be substantially different from the estimate of the effect

Very low certainty: We have very little confidence in the effect estimate: the true effect is likely to be substantially different from the estimate of effect

¹ Rated -1 for risk of bias, due to the selection of intervention and control sites and pollution monitors, and methods of statistical analysis.

² Rated -1 for inconsistency, as effects from the studies range from positive to negative effects. Some of this is likely to be due to differences in the intervention and/or context, however this inconsistency is nevertheless a concern.

Summary of findings 2. Interventions targeting industrial sources compared to practice as usual for improving health and air quality

Interventions targeting industrial sources compared to practice as usual for improving health and air quality

Population: General population, as well as age-specific subgroups (< 1 year; < 14 years; > 65 years)

Setting: Urban and rural areas in high- and middle-income countries

Intervention: Cap and trade programme; factory closure; compulsory power plant standards; power plant fuel conversion

Comparison: Practice as usual

Outcomes	Nº of studies	Certainty of the evidence (GRADE) ^{†*}	Impact
All-cause mortality Assessed with: routine mortality data Follow-up: range 5 years to 10 years	3 studies: 2 cITS-EPOC 1 CBA-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study found a statistically significant 2.5% decrease in all-cause mortality at intervention sites compared to control sites (Pope 2007). 2 studies, 1 cITS-EPOC (Deschênes 2012) and 1 CBA-EPOC (Tanaka 2015), observed no effect associated with the intervention.
Cardiovascular mortality Assessed with: routine mortality data Follow-up: 10 years	1 study: 1 cITS-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study observed no effect associated with the intervention (Deschênes 2012).

Respiratory mortality	0 studies	-	No studies assessed the effect of interventions to reduce ambient air pollution from industrial sources on coarse particle concentrations.
Particulate matter (PM ₁₀) Assessed with: routine and study-specific air quality monitors Follow-up: range 2 years to 10 years	3 studies: 1 cITS-EPOC 1 ITS-EPOC 1 CBA	⊕⊕⊕⊕ VERY LOW ^{1 2}	1 CBA study showed a statistically significant 14% decrease in PM ₁₀ concentrations associated with the intervention (Saa-roni 2010). 1 cITS-EPOC study observed no effect associated with the intervention (Deschênes 2012). 1 ITS-EPOC study showed a significant 13.2% increase in PM ₁₀ concentrations associated with the intervention (Sajjadi 2012).
Fine particulate matter (PM _{2.5}) Assessed with: routine and study-specific air quality monitors Follow-up: 10 years	1 study: 1 cITS-EPOC	⊕⊕⊕⊕ LOW	1 cITS-EPOC study observed no effect associated with the intervention (Deschênes 2012).
Coarse particulate matter	0 studies	-	No studies assessed the effect of interventions to reduce ambient air pollution from industrial sources on coarse particle concentrations.
Combustion-related particulate matter	0 studies	-	No studies assessed the effect of interventions to reduce ambient air pollution from industrial sources on concentrations of combustion-related particulate matter concentrations.

† All studies included for this comparison were non-randomized; thus each body of evidence started the GRADE assessment with a rating of 'Low quality'.

* The certainty of evidence ratings from GRADE should not be confused with those from the NICE modified GATE Risk of Bias tool, which uses a (++) (+); (-) rating system for individual study risk of bias.

**Denotes that effectiveness was determined in parallel analyses for intervention and control sites before and after the intervention. The separate effect estimates obtained through the parallel analyses were then compared in order to draw indirect conclusions about intervention effectiveness, e.g. if a statistically significant improvement was observed at intervention sites, while no change was observed at control sites, this was assigned an "effect favouring the intervention".

GRADE Working Group grades of evidence

High certainty: We are very confident that the true effect lies close to that of the estimate of the effect

Moderate certainty: We are moderately confident in the effect estimate: the true effect is likely to be close to the estimate of the effect, but there is a possibility that it is substantially different

Low certainty: Our confidence in the effect estimate is limited: the true effect may be substantially different from the estimate of the effect

Very low certainty: We have very little confidence in the effect estimate: the true effect is likely to be substantially different from the estimate of effect

¹ Rated -1 for risk of bias, due to potential selection bias and the lack of adjustment for potentially important confounders.

² Rated -1 for inconsistency, as effects from the studies range from positive to negative effects. Some of this is likely explainable due to differences in the intervention and /or context, however this inconsistency is nevertheless a concern.

Summary of findings 3. Interventions targeting residential sources compared to practice as usual for improving health and air quality

Interventions targeting residential sources compared to practice as usual for improving health and air quality

Population: General population

Interventions to reduce ambient particulate matter air pollution and their effect on health (Review)

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Setting: Urban and rural areas in high- and low-income countries

Intervention: Stove exchange; ban on wood burning; ban on sale, distribution and burning of coal

Comparison: Practice as usual

Outcomes	Nº of studies	Certainty of the evidence (GRADE) ^{†*}	Impact
All-cause mortality Assessed with: routine mortality data Follow-up: range 13 years to 23 years	4 studies: 4 cITS-EPOC	⊕⊕⊕⊕ VERY LOW ¹	4 cITS-EPOC studies observed no effect associated with the intervention (Dockery 2013a** ; Dockery 2013b** ; Dockery 2013c** ; Johnston 2013**).
Cardiovascular mortality Assessed with: routine mortality data Follow-up: range 13 years to 23 years	4 studies: 4 cITS-EPOC	⊕⊕⊕⊕ LOW	4 cITS-EPOC studies observed no effect associated with the intervention (Dockery 2013a** ; Dockery 2013b** ; Dockery 2013c** ; Johnston 2013**).
Respiratory mortality Assessed with: routine mortality data Follow-up: range 13 years to 23 years	4 studies: 4 cITS-EPOC	⊕⊕⊕⊕ VERY LOW ¹	1 cITS-EPOC study showed a significant 16.8% decrease in respiratory mortality associated with the intervention (Dockery 2013a**). 3 cITS-EPOC studies observed no effect associated with the intervention (Dockery 2013b** ; Dockery 2013c** ; Johnston 2013**).
Particulate matter (PM ₁₀)	0 studies	-	No studies assessed the effect of interventions to reduce ambient air pollution from residential sources on PM ₁₀ concentrations.
Fine particulate matter (PM _{2.5}) Assessed with: routine and study-specific air quality monitors Follow up: range 3 months to 6 years	3 studies: 1 ITS-EPOC 2 CBA	⊕⊕⊕⊕ VERY LOW ^{1 2}	1 ITS-EPOC showed a significant 12.3% decrease in PM _{2.5} concentrations associated with the intervention (Yap 2015). 2 CBAs observed no effect associated with the intervention (Allen 2009** ; Aung 2016**).
Coarse particulate matter Assessed with: routine air quality monitors Follow-up: 6 years	1 study: 1 ITS-EPOC	⊕⊕⊕⊕ VERY LOW ³	1 ITS-EPOC showed a significant 8.5% decrease in coarse particle concentrations associated with the intervention (Yap 2015).
Combustion-related particulate matter Assessed with: study-specific air quality monitors Follow-up: 3 months	1 study: 1 CBA	⊕⊕⊕⊕ VERY LOW ^{1 2}	1 CBA observed no effect associated with the intervention (Aung 2016**).

[†] All studies included for this comparison were non-randomized; thus each body of evidence started the GRADE assessment with a rating of 'Low quality'.

* The certainty of evidence ratings from GRADE should not be confused with those from the NICE modified GATE Risk of Bias tool, which uses a (++) (+) (-) rating system for individual study risk of bias.

**Denotes that effectiveness was determined in parallel analyses for intervention and control sites before and after the intervention. The separate effect estimates obtained through the parallel analyses were then compared in order to draw indirect conclusions about intervention effectiveness, e.g. if a statistically significant improvement was observed at intervention sites, while no change was observed at control sites, this was assigned an "effect favouring the intervention".

GRADE Working Group grades of evidence

High certainty: We are very confident that the true effect lies close to that of the estimate of the effect

Moderate certainty: We are moderately confident in the effect estimate: the true effect is likely to be close to the estimate of the effect, but there is a possibility that it is substantially different

Interventions to reduce ambient particulate matter air pollution and their effect on health (Review)

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Low certainty: Our confidence in the effect estimate is limited: the true effect may be substantially different from the estimate of the effect

Very low certainty: We have very little confidence in the effect estimate: the true effect is likely to be substantially different from the estimate of effect

¹ Rated –1 for imprecision, due to very wide confidence intervals spanning from a meaningful effect to a potential harmful effect .

² Rated –2 for risk of bias, due to the risk of contamination between intervention and control sites, an inappropriately short follow-up time, and the lack of consideration of potentially important confounders.

³ Rated –1 for risk of bias, due to the timing of the intervention introduction, and the lack of consideration of potentially important confounders.

Summary of findings 4. Interventions targeting multiple sources compared to practice as usual for improving health and air quality

Interventions targeting multiple sources compared to practice as usual for improving health and air quality

Population: General population

Setting: Urban and rural areas in high countries

Intervention: Coordinated vehicular and industrial measures during periods of heavy pollution; definition of attainment/non-attainment status and tailored measures for reaching attainment status

Comparison: Practice as usual

Outcomes	Nº of studies	Certainty of the evidence (GRADE) ^{†*}	Impact
All-cause mortality Assessed with: routine mortality data Follow-up: range 11 years to 19 years	2 studies: 1 ITS-EPOC 1 CBA-EPOC	⊕⊕⊕⊕ VERY LOW ^{1 2}	2 studies, 1 CBA-EPOC (Zigler 2016) and 1 ITS-EPOC (Mullins 2014), observed no effect associated with the intervention.
Cardiovascular mortality	0 studies	-	No studies assessed the impact of interventions to reduce ambient air pollution from multiple sources on cardiovascular mortality.
Respiratory mortality	0 studies	-	No studies assessed the impact of interventions to reduce ambient air pollution from multiple sources on respiratory mortality.
Particulate matter (PM ₁₀) Assessed with: routine and study-specific air quality monitors Follow-up: range 11 years to 19 years	2 studies: 1 ITS-EPOC 1 CBA-EPOC	⊕⊕⊕⊕ VERY LOW ²	1 ITS-EPOC study showed a significant 5.6% decrease in PM ₁₀ concentrations associated with the intervention (Mullins 2014). 1 CBA-EPOC observed no effect associated with the intervention (Zigler 2016).
Fine particulate matter (PM _{2.5})	0 studies	-	No studies assessed the impact of interventions to reduce ambient air pollution from multiple sources on PM _{2.5} concentrations.
Coarse particulate matter	0 studies	-	No studies assessed the impact of interventions to reduce ambient air pollution from multiple sources on coarse particle concentrations.

Combustion-related particulate matter	0 studies	-	No studies assessed the impact of interventions to reduce ambient air pollution from multiple sources on concentrations of combustion-related particulate matter concentrations.
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† All studies included for this comparison were non-randomized; thus each body of evidence started the GRADE assessment with a rating of 'Low quality'.

* The certainty of evidence ratings from GRADE should not be confused with those from the NICE modified GATE Risk of Bias tool, which uses a (++) (+) (-) rating system for individual study risk of bias.

**Denotes that effectiveness was determined in parallel analyses for intervention and control sites before and after the intervention. The separate effect estimates obtained through the parallel analyses were then compared in order to draw indirect conclusions about intervention effectiveness, e.g. if a statistically significant improvement was observed at intervention sites, while no change was observed at control sites, this was assigned an "effect favouring the intervention".

GRADE Working Group grades of evidence

High certainty: We are very confident that the true effect lies close to that of the estimate of the effect

Moderate certainty: We are moderately confident in the effect estimate: the true effect is likely to be close to the estimate of the effect, but there is a possibility that it is substantially different

Low certainty: Our confidence in the effect estimate is limited: the true effect may be substantially different from the estimate of the effect

Very low certainty: We have very little confidence in the effect estimate: the true effect is likely to be substantially different from the estimate of effect

¹ Rated -1 for risk of bias, due to potential contamination in the aggregate outcome data, and the use of potentially non-appropriate covariates in the analysis.

² Rated -1 for imprecision, due to concerns regarding whether there is sufficient precision to detect the presence of an effect.

BACKGROUND

Description of the condition

Ambient air pollution is a complex mixture of particles and gases. Their concentrations and composition vary from place to place, depending on what sources are present, weather conditions, and how they mix in the atmosphere. Particulate matter (PM) is one of the most widely monitored and studied components of air pollution, namely PM₁₀ (particles smaller than 10 micrometres in aerodynamic diameter, and particularly PM_{2.5} (particles with an average aerodynamic diameter smaller than 2.5 micrometres). Both PM₁₀ and PM_{2.5} can be readily inhaled, and PM_{2.5} is considered especially harmful because of its ability to penetrate deep into the lungs (Chow 1995).

Exposure to PM and other pollutants is associated with numerous health outcomes in adults, including premature deaths from all causes, and cardiovascular and respiratory diseases (Pope 2006). In addition to mortality, ambient PM air pollution has been associated with respiratory morbidity, including asthma attacks, pneumonia, decreased lung function and hospital admissions due to respiratory events, as well as with cardiovascular morbidity, including heart attack and hospital admissions due to cardiovascular events (Pope 2006; Rückerl 2011).

Description of the intervention

In order to improve air quality and reduce particulate matter and other air pollutant concentrations, a variety of interventions have been implemented. These range from national and regional regulations to local actions, and may involve either single or multiple governmental sectors (van Erp 2012). They range from those that influence air quality over a long period of time to those with short-term goals. Interventions that improve air quality may be implemented for a range of reasons, including meeting air quality standards, reducing emissions, reducing contamination of water bodies or improving visibility. An improvement in air quality could also occur as a side effect of an intervention with different goals, for example reducing congestion or improving traffic flow (van Erp 2012).

Interventions can be categorized with regard to the target source of air pollution directly or indirectly affected by the intervention.

Globally, on top of the 18% stemming from natural and 22% from unspecified sources, approximately 15% of urban ambient pollution stems from industrial sources, 20% from residential sources and 25% from vehicular sources (Campbell-Lendrum 2019). In line with this, the categories of interventions considered in this review, along with some examples of each, are as follows.

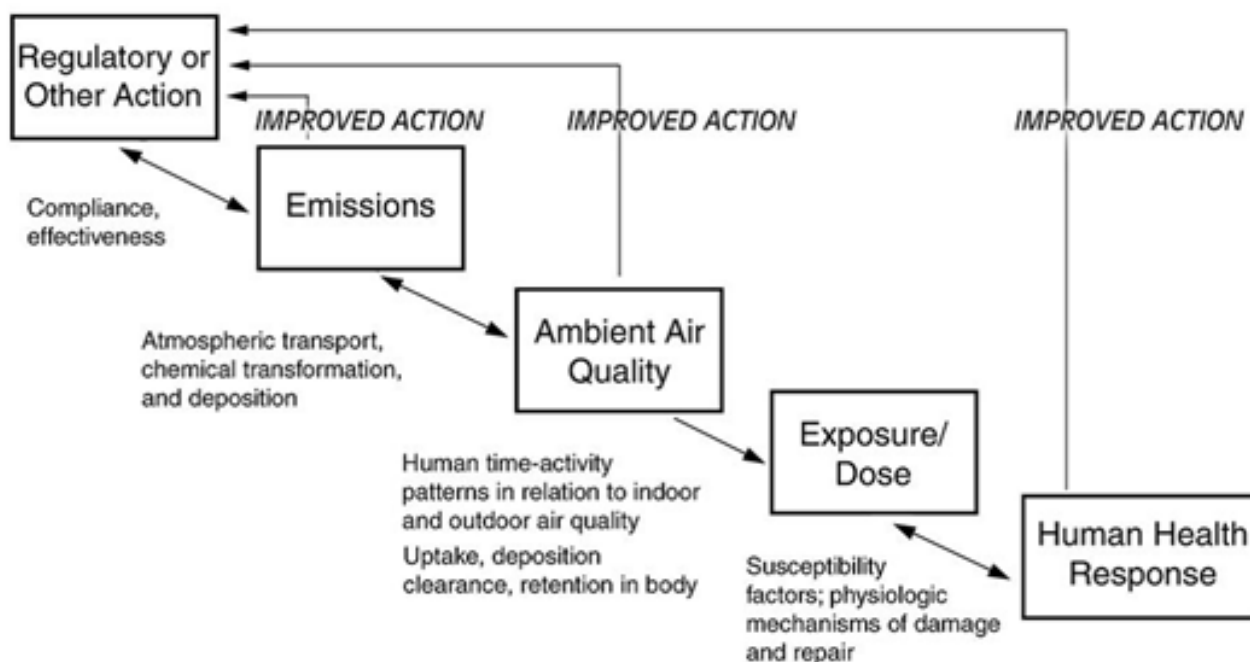
- Industrial: emission standards and regulations for power plants and other industrial sources, fuel changes.
- Residential: stove changeout programmes, banning the sale and use of coal.
- Vehicular: low emission zones, vehicle charging schemes, public transportation expansion; fuel and technology changes; these could apply to the road-based fleet, but also to air and marine fleets.
- Multiple: coordinated policies such as the European National Emission Ceilings Directive, measures during international sporting events, such as the 2008 Beijing Olympic Games.

How the intervention might work

Air quality interventions may comprise multiple components, are often carried out over an extended period of time and may involve multiple governmental sectors including environment, transport, energy, energy generation and health. Also, such interventions may not lead to immediate changes in human exposure or health outcomes. This complexity, as well as multiple, interacting environmental and biological pathways leading to a health response, greatly complicate the assessment of these effects (HEI 2003).

The US National Research Council's Committee on Research Priorities for Airborne Particulate Matter set out a conceptual framework for linking air pollution sources to adverse health effects (NRC 2002). This 'chain of accountability' has been adapted by the Health Effects Institute, as shown in Figure 1, with each stage affording its own opportunities to evaluate how interventions affect emissions, ambient air quality, human exposures and doses, and ultimately health effects (HEI 2003). Each stage provides a checkpoint at which one can assess whether an intervention has been effective; studies may include evaluations of one or several of the stages. This 'cycle' is often used in studies investigating the health effects of interventions.

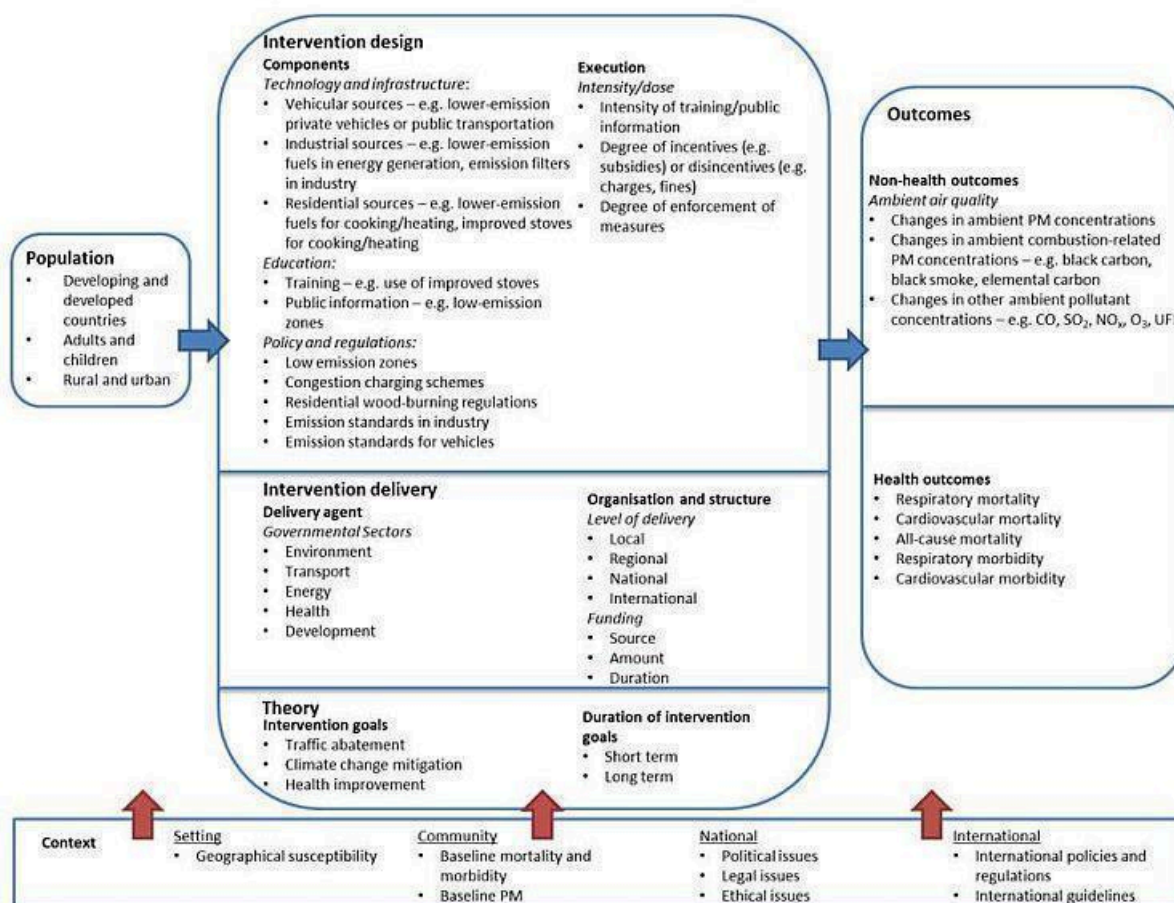
Figure 1.



At the protocol stage we developed a system-based logic model to visualize and communicate the relationship between various ambient pollutants and interventions in their broader societal and

environmental context, as well as to structure and guide the review process (Figure 2) (Rehfuess 2017; Rohwer 2017).

Figure 2. System-based logic model depicting the relationship between various interventions, air pollutants and health in their broader societal and environmental context



Why it is important to do this review

Air quality has improved substantially over recent years in most HICs, with downward trends in concentrations of several major regulatory pollutants such as PM, ozone (O₃), carbon monoxide (CO), nitrogen dioxide (NO₂), and sulphur dioxide (SO₂). In large part, these air quality improvements have been achieved through air quality regulations and effective control of emissions from both stationary and mobile air pollution sources. However, new research has strengthened the evidence for adverse health effects of air pollution at low ambient concentrations, even those below current ambient air quality standards, supporting the case for further regulatory action (Di 2017; Pinault 2017). Additionally, outdoor air pollution exposures and trends differ widely across different parts of the globe, with many LMICs experiencing very high average annual concentrations and increasing trends (Cohen 2017; van Donkelaar 2015).

The contrasting situations (i.e. improvement versus deterioration of air quality) around the globe present challenges in evaluating air-pollution-related health effects and the impact of air quality interventions. In the HICs, interest in assessing the health effects of air quality interventions has grown in response to questions about the benefit of further tightening air pollution regulations. The cost of the air-pollution-control technologies and mechanisms

needed to implement and enforce regulations can be substantial (WHO 2016). For example, the US Environmental Protection Agency (US EPA) estimated the cost of air pollution control in 2000 at approximately USD 20 billion, USD 53 billion in 2010, and USD 65 billion has been projected for 2020. Estimated benefits, however, in terms of fewer deaths and hospital admissions, as well as reduced absence at school or work due to illness, exceed those costs by a factor of 30 to 1 (US EPA 2011). In contrast, there is interest in many LMICs to generate local scientific documentation of associations between air pollution and health as well as the impact of air quality interventions. For these settings, there is uncertainty as to whether the concentration-response functions from existing epidemiologic studies primarily conducted in HICs are directly applicable to the differing pollution mixtures and concentrations, as well as the differing demographic compositions, found in many LMICs (Tonne 2017).

Typically, assessments of the benefits of air quality regulations have relied on concentration-response functions from existing epidemiologic studies, which are then used to predict health outcomes that might be avoided under alternative air pollution policy scenarios. Such assessments can be done either retrospectively, by calculating health benefits based on actual observed or modelled air quality improvements (Tonne 2008),

or prospectively, by calculating benefits based on improvements predicted in advance of a new policy (Schmitt 2016). To date, however, such estimates have not been extensively validated by comparison with results of 'real world' studies of regulatory programmes using actual health outcome data. Accountability studies (sometimes referred to as intervention studies), which refer to empirical studies assessing the effects of regulatory actions, interventions, or natural experiments (e.g. the sudden closure of a factory or a public transportation strike) on air pollution and health, have emerged to fulfil that role.

Accountability studies typically compare air quality or population health (or both) before and after implementation of a policy intervention, although they often defy a clear study design classification. Accountability studies are appealing since they are the closest epidemiologic equivalent to controlled experimental studies in the field of air pollution research, and thus may provide evidence for causal relationships.

Several recent reviews have summarized the evidence to assess the effectiveness of air quality interventions to improve air quality and health (Bell 2011; Boogaard 2017; Henneman 2017; Henschel 2012; Rich 2017); however, no review has been performed to date with standardized and transparent and systematic review methods.

A protocol including 'a priori defined' methods for this review has been published (Burns 2014).

OBJECTIVES

To assess the effectiveness of interventions to reduce ambient particulate matter air pollution in reducing pollutant concentrations and improving associated health outcomes.

METHODS

Criteria for considering studies for this review

Types of studies

The randomized evaluation of large-scale public health interventions is often not feasible or practical (Craig 2017; Higgins 2012), thus non-randomised studies (NRS) of interventions comprise the main source of evidence to assess the effectiveness of ambient air quality interventions. The following study designs were therefore eligible for inclusion.

- Individually randomized trials.
- Cluster-randomized trials.
- Controlled before-after studies adhering to EPOC standards (CBA-EPOC) – assessed pre- and post-intervention data for at least two intervention sites and two control sites (Cochrane EPOC 2017).
- Interrupted time series studies adhering to EPOC standards (ITS-EPOC) – with at least three data points before and after a clearly defined intervention (in terms of content and timing) (Cochrane EPOC 2017).
- Controlled before-after studies not adhering to EPOC standards (CBA) – assessed pre- and post-intervention data at fewer than two intervention and/or control sites.
- Uncontrolled before-after studies (UBA) – assessed pre- and post-intervention data only at one or multiple intervention sites.

- Interrupted time series studies not adhering to EPOC standards (ITS) – with fewer than three data points before and after a clearly defined intervention (in terms of content and timing).
- Controlled ITS studies (cITS-EPOC) – After publication of the protocol, we identified several publications that applied an ITS-EPOC study design, and also included data from one or more control sites. These, for example, conducted separate, parallel ITS analyses at intervention and control sites, or conducted an ITS analysis at intervention sites that was adjusted for contemporaneous changes at control sites. Although these studies meet the study design inclusion criteria, none of the 'a priori defined' study designs appropriately captured the design and analysis features. We decided post hoc to classify these studies as cITS-EPOC.

As we expected inconsistencies in the terminology and naming of study designs, we were cautious not to exclude studies based on study design labels. For example, a study labelled a cohort study, which was clearly linked to an intervention and where effect data were collected both pre- and post-intervention at an intervention site, but without a control site, was considered an uncontrolled before-and-after study according to our definition, and was thus included.

Types of participants

Interventions to reduce ambient PM air pollution are usually intended for the general population and are of global relevance. As discussed above, concentrations at which ambient PM air pollution has been shown to affect health are experienced by both children and adults in urban and rural settings in both developed and developing countries (Dadvand 2013; Gakidou 2017; WHO Europe 2013). For this reason, we made no exclusions with regard to age group or any other individual, population or setting-related characteristics.

Types of interventions

We categorized interventions with regard to the target PM source, and thus included interventions belonging to the following categories.

- Industrial interventions: those interventions aimed at reducing ambient PM stemming from industrial and power-generating sources.
- Residential interventions: those interventions aimed at reducing ambient PM stemming from residential heating and cooking, or those aimed at reducing indoor PM from these sources, but resulting in changes in ambient PM concentrations.
- Vehicular interventions: those interventions aimed at reducing ambient PM originating from any vehicular source, including automobiles, but also other forms of transportation such as public transportation, aeroplanes or ships. We also included interventions aimed at reducing traffic and/or congestion that also resulted in changes in ambient PM concentrations.
- Multiple interventions: those interventions aimed at reducing ambient PM originating from multiple sources, which could include any of the above-listed sources.

Certain interventions, for example forms of personal protection including masks and filtration systems, were not included. Additionally, we did not include studies assessing changes to agricultural practices.

The comparison was expected to be no intervention or practice as usual in most cases; we did not exclude studies based on the comparison.

Types of outcome measures

Effects of interventions can be assessed with regard to the impact on air quality or impact on the health of individuals or populations, or both. For this review, studies that measured any primary or secondary outcome were eligible for inclusion.

Primary outcomes

Health

An association between health and exposure to ambient air pollution, and in particular to PM, has been observed for several health outcomes, including cardiovascular, respiratory and all-cause mortality, as well as acute cardiovascular and respiratory events. As approximately 4 million deaths worldwide were attributed to air pollution in 2016 (Gakidou 2017), and given that mortality data is often collected on a routine basis, the primary health outcomes we considered for this review were the following mortality-related outcomes.

- All-cause mortality
- Cardiovascular mortality
- Respiratory mortality

Ambient air quality

Ambient air pollution is a complex mixture of particles and gases, such as PM, carbon monoxide (CO), sulphur dioxide (SO₂), nitrogen oxides (NO_x) (including nitric oxide (NO) and nitrogen dioxide (NO₂)), and Ozone (O₃) (Hoek 2013; Rückerl 2011; WHO Europe 2013). PM is the indicator pollutant used most broadly for monitoring, with one of the most stringent standards, and has been shown to be associated with numerous health outcomes. It was therefore the primary outcome used to assess ambient air quality for this review. As other pollutants are also monitored and associated with health effects, we considered these as secondary outcomes.

PM is measured using various sampling methods, most often gravimetrically on filters, and is often classified using size ranges, such as PM₁₀, PM_{2.5} and coarse particles (i.e. particles with an average aerodynamic diameter between 2.5 and 10 micrometres). Additionally, since there is some evidence that combustion-related PM may be more harmful to health than PM generated from other sources (Janssen 2011; Lippmann 2013), we also considered studies that focused on combustion-related indicators of PM. Thus the PM-related primary outcomes included:

- PM₁₀;
- PM_{2.5};
- coarse PM;
- soot;
- black carbon (BC);
- black smoke (BS);
- elemental carbon (EC);
- absorption of PM (a measure of soot).

For these PM-related outcomes, studies were eligible for inclusion if ambient PM concentrations were measured over 24 hours or over multiples of 24 hours (e.g. 48-hour, weekly, monthly or annual averages).

As the focus of this review is on the effectiveness of interventions to reduce ambient PM concentrations, we did not include those studies measuring only indoor air pollution. While studies that use biomarkers as proxies of exposure are becoming more common, this field is still in its infancy, and uncertainties remain with respect to the reliability of these biomarkers (Turner 2017). We therefore did not consider such studies.

Secondary outcomes

This review also assessed the following secondary outcomes, where available.

Health

- Respiratory effects
 - * Lung function
 - * Respiratory events, including symptoms
 - * Hospital admissions due to respiratory events
- Cardiovascular effects
 - * Cardiovascular events, including symptoms
 - * Hospital admissions due to cardiovascular events

Ambient air quality

Concentrations of:

- CO;
- SO₂;
- NO_x;
- O₃;
- ultrafine particles (UFP) – particles with an average aerodynamic diameter smaller than 0.1 micrometres, or 100 nanometres (measured as particle number concentration);
- personal PM exposure.

Unintended adverse outcomes

As PM interventions may also generate unintended adverse effects, which would be of relevance to decision makers, we attempted to document these where reported in primary studies. Examples could include:

- reductions in physical activity;
- loss of employment;
- economic losses;
- safety.

Search methods for identification of studies

We performed searches within the following electronic databases:

- Health/biomedical
 - * CENTRAL
 - * Cochrane Public Health Group Specialised Register
 - * MEDLINE (1947 to date)
 - * MEDLINE (In-Process)
 - * Embase (1947 to date)
 - * PsycINFO (1806 to date)
- Multidisciplinary
 - * Scopus (1960 to date)
 - * Science Citation Index (1960 to date)
- Social sciences
 - * Social Science Citation Index (1956 to date)
- Urban planning/environment
 - * Greenfile
- Lower/middle-income country-relevant
 - * Global Health Library sources
 - ☐ Regional indexes: AIM (AFRO), LILACS (AMRO/PAHO), IMEMR (EMRO), IMSEAR (SEARO), WPRIM (WPRO)
 - * WHOLIS (World Health Organization (WHO) Library)
- Grey literature/unpublished/in press
 - * HMIC (1979 to date)
 - * WHO ICTRP (inception to date)
 - * ClinicalTrials.gov (inception to date)
 - * IDEAS (inception to date)
 - * JOLIS (inception to date)
 - * 3ie impact database (inception to date)
 - * PubMed (all-topic search for e-publications ahead of print in title and abstract)

We first designed the search strategy in MEDLINE, and combines four search concepts: 1) the phenomenon of interest (ambient PM air pollution, ambient air quality); 2) ambient air quality and health outcomes of interest; 3) interventions expected to reduce ambient PM concentrations from vehicular, industrial or residential sources; and 4) eligible study designs (this search filter returns those study designs used in epidemiological research, i.e. no toxicological, pharmaceutical or animal studies). The search strategy was then adapted for each remaining database, as shown in [Appendix 1](#). The electronic searches were conducted in two rounds, first during January to February 2014, followed by a search update in August 2016.

In addition to the electronic search, we handsearched the references of included studies, and the tables of contents of Environmental Health Perspectives and Atmospheric Environment for the 12 months preceding the last search date.

Searches were conducted in English but we endeavoured not to exclude any studies on the basis of language, with the team being able to assess papers published in English, Dutch, German, French, Italian and Afrikaans. For papers not published in any of these languages, we explored options for translation and assessment for inclusion. All search results were stored in EndNote.

Data collection and analysis

Selection of studies

Following removal of duplicate studies, we performed a multistage screening process. In the first stage, JB and LP screened all titles,

removing those clearly not relevant with regard to population, intervention, outcomes or study design (e.g. animal studies, chamber studies, letters to the editor). In a subsequent calibration exercise, all review authors independently screened 100 randomly selected titles and abstracts and discussed any disagreements to ensure a standardized screening process. In the protocol, we had planned a single-reviewer title- and abstract-screening round at this stage, to further remove any clearly irrelevant evidence. Given that only very few studies appeared to be clearly irrelevant we did not perform this step, and continued with duplicate title and abstract screening, as described below.

In the second stage, two review authors (from JB, HB, SP, LP, AR, ER) independently screened all remaining titles and abstracts. An inclusive approach was taken, and studies for which we could not ascertain certain key criteria for inclusion from the abstract were kept for full-text screening. Review authors resolved disagreements through discussion; or invited a third review author to arbitrate when necessary.

In the final screening stage, two review authors (from JB, HB, SP, LP, AR, ER) independently examined the full text of all potentially relevant studies, assessing each against a checklist of inclusion criteria. Review authors resolved disagreements through discussion; or invited a third review author to arbitrate when necessary. Review authors documented the reasons for exclusion at the full-text screening stage.

We conducted all stages of the screening process using Endnote.

We made the post hoc decision to further divide the included studies into main studies that contributed intervention effects to the evidence synthesis, and supporting studies that contributed descriptive data to the review results. Supporting studies included two different types of study: those conducting non-analytical descriptive comparisons; and those applying a UBA study design. We made this decision completely independent of the results of included studies.

With regard to the first type of supporting study, although the study design technically met the a priori inclusion criteria, no analytical comparison providing a quantitative effect estimate relevant for our review was conducted. Such studies, for example, might have collected air quality and/or health data at intervention and control sites before and after an intervention, but presented only descriptive data at these sites, without any further statistical analysis.

With regard to the second type of supporting study, after extracting data and assessing the risk of bias of approximately half of the included UBA studies, we realized that these would only provide a very weak argument for a causal link between the intervention and the air quality and/or health, and very low confidence that the estimated effect indeed represented intervention effectiveness. Problems with UBA studies were compounded by 1) poor internal validity due to data collection, study and intervention timing, selection of sites, statistical analysis, and 2) weak reporting with respect to the intervention, the intervention timing, the expected intervention effect, as well as study design and statistical analysis.

Thus, as described above, we included as supporting studies the studies with a descriptive comparison and the studies applying a UBA study design. These studies represent a record of the types

of interventions and settings covered but did not undergo full data extraction or risk of bias assessment and did not contribute to the evidence synthesis to examine intervention effectiveness. Consequently, the description of data extraction and management and data synthesis in the following section only refers to main studies.

Data extraction and management

As considerable heterogeneity was expected with respect to the interventions, outcomes, study designs and analyses of included main studies, we extracted extensive data on these aspects. Additionally, over the past years the importance of the setting, context and implementation on the effectiveness of public health interventions has also been emphasized (Wells 2012). We therefore aimed to extract potentially relevant data using the Context and Implementation of Complex Interventions (CICI) framework (Pfadenhauer 2017). We used a standardized form adapted from the Data Extraction and Assessment Template provided by Cochrane Public Health (see Appendix 2).

After developing the data extraction form, we performed a calibration exercise in which all review authors extracted data from the same two studies; we then discussed and clarified any differences in extraction between review authors before continuing. For all included main studies, two review authors (from JB, HB, SP, LP, AR, ER) independently extracted data using the standardized data extraction form. The two review authors resolved inconsistencies or disagreements through discussion, or consulted a third review author where necessary.

Assessment of risk of bias in included studies

We assessed the risk of bias of all primary and secondary outcomes. To do so, we used the Graphic Appraisal Tool for Epidemiological studies (GATE) for correlation studies, as modified and employed by the Centre for Public Health Excellence at the UK National Institute for Health and Care Excellence (NICE) (Jackson 2006; NICE 2012). This modified GATE tool is well suited to the assessment of non-randomized intervention studies, and is therefore practical in a review such as this (NICE 2012; Voss 2013). The GATE appraisal checklist is divided into five sections consisting of 18 criteria, and allows for a systematic assessment of aspects related to the external validity (section 1: population) and internal validity or risk of bias (sections 2 to 4: method of selection of exposure or comparison group; outcomes; analyses) of a study (see Appendix 3). Although external validity is not relevant for assessing the risk of bias, we assessed and reported external validity in this review given that it was included in the modified GATE tool.

We rated the individual criteria within sections 1 to 4 as follows (NICE 2012).

- ++ Indicates that for that particular aspect of study design, the study has been designed or conducted in such a way as to minimize the risk of bias.
- + Indicates that either the answer to the checklist question is not clear from the way the study is reported, or that the study may not have addressed all potential sources of bias for that particular aspect of study design.
- - Reserved for those aspects of study design in which significant sources of bias may persist.

- Not reported (NR): Reserved for those study design aspects in which the study under review fails to report how they have (or might have) been considered.
- Not applicable (NA): Reserved for those study design aspects that are not applicable given the study design under review.

A fifth section then allows the review authors to give each study an overall rating for both external and internal validity. In section 5 we used the following rating system.

- ++ All or most of the checklist criteria have been fulfilled; where they have not been fulfilled the conclusions are very unlikely to alter.
- + Some of the checklist criteria have been fulfilled; where they have not been fulfilled, or are not adequately described, the conclusions are unlikely to alter.
- - Few or no checklist criteria have been fulfilled and the conclusions are likely or very likely to alter.

The individual checklist criteria can be found in Appendix 3.

Some studies applied different study design and analysis methods to assess health and air quality outcomes. Where applicable, we therefore conducted two separate assessments for these outcome categories.

After a pilot exercise to calibrate the assessment, two authors (from JB, HB, SP, LP, AR, ER) independently appraised all included main studies. The review authors resolved disagreements through discussion; or asked a third review author to arbitrate when necessary.

Measures of treatment effect

We had initially aimed to convert effects from all main studies into common measures of treatment effect: mean differences (MDs) for continuous outcomes and risk ratios (RRs) for dichotomous outcomes. However the observed effects reported by included main studies were so heterogeneous, due to varying analytical methods and reporting practices, that this undertaking was deemed infeasible. Thus we extracted any measure of intervention effectiveness reported in the included main studies which reported an association between included interventions and outcomes.

Where multiple relevant analyses were conducted in a study, review authors discussed and agreed upon which were most relevant for the review. For example, where unadjusted and adjusted estimates were provided, we considered the adjusted estimates more appropriate. Where multiple studies assessed the same outcome for a given intervention, we included the effect estimate from the study with the lowest risk of bias in the evidence synthesis and in the summary of findings. Where the same risk of bias rating was given to multiple studies assessing the same intervention, we chose the effect estimate from the study with the most recent follow-up.

Dealing with missing data

In the case that missing information on study features (e.g. number of time points, selection of intervention and control sites), intervention characteristics (e.g. timing or duration) or outcome data (e.g. missing values, variance measure) prevented or limited use of a study, we contacted the investigators via email for

more information. Where authors were initially non-responsive, we contacted them a second time.

Assessment of heterogeneity

At the protocol stage we had planned to assess statistical heterogeneity graphically, using a forest plot; and statistically, using I^2 statistic calculations. Given the heterogeneity of the identified evidence base, and the narrative nature of our evidence synthesis (see below), such an assessment was not feasible. Instead, and as laid out in our protocol, we carefully documented and described methodological and population, intervention, comparator and outcome (PICO)-related heterogeneity for both main and supporting studies through the narrative synthesis and the creation of tables.

Assessment of reporting biases

At the protocol stage, we had planned to examine funnel plot asymmetry to investigate the risk of publication bias by intervention type and outcome measure. Given the heterogeneity of the identified evidence base, and the narrative nature of our evidence synthesis (see below), such an assessment was not feasible. For all included studies, we checked whether a study protocol or analysis plan was cited; where a protocol or analysis plan was available we checked whether all described outcomes were also assessed in the published study.

Data synthesis

We described the characteristics and methods of all included studies, including main and supporting studies, by creating summary tables.

For reasons described above, we only considered main studies in the evidence synthesis regarding intervention effectiveness. For each intervention category (interventions targeting vehicular, industrial, residential and multiple sources), where two or more studies reported on the same primary outcome and for which sufficient methodological and PICO-related homogeneity existed, we had planned to conduct a random effects meta-analysis.

As the evidence proved too heterogeneous to conduct meta-analyses, in line with the review protocol we synthesized evidence narratively as well as graphically using harvest plots. Harvest plots have been shown to be an effective, clear and transparent way to summarize evidence of effectiveness for complex interventions (Ogilvie 2008; Turley 2013). We created eight separate harvest plots, one for health outcomes and one for air quality outcomes for each intervention category. We arranged studies, represented by bars, in rows according to outcomes, and columns according to the direction of effect: effect favours control; unclear effect due to lack of statistical significance; effect favours intervention. Please note that this distinction relies on statistical significance but acknowledges that 'unclear effects' may include effects favouring the intervention or favouring the control, as well as true null effects. In the narrative synthesis we refer to this mixed category as either "no change" or "no significant effect in either direction". The risk of bias of the study is illustrated by the height of the bar, with the height of the bar corresponding to the rating from the GATE tool (+, +, -, -).

We made the post hoc decision to also include information on the nature of the statistical comparison through the colour of

the bar. Black bars represent studies with standard comparisons based on a statistical comparison of intervention and control sites before and after the intervention. White bars represent studies for which the effectiveness was determined in parallel analyses for intervention and control sites before and after the intervention. Specifically, these studies conducted two parallel and separate before-after statistical analyses for intervention and control sites, without comparing these sites directly. Effects from these studies were interpreted and portrayed in the harvest plots so that if a statistically significant improvement in the outcome was observed at intervention sites, while no change was observed at control sites, this was classified as an "effect favouring the intervention"; and if significant improvements were seen both at intervention and control sites, this was classified as "no change", etc. We created harvest plots in Microsoft Excel.

Subgroup analysis and investigation of heterogeneity

In order to assess the impact of potentially important sources of heterogeneity, we performed a subgroup analysis focusing on the temporal aim of the intervention, i.e. whether the intervention aimed to temporarily or permanently affect air quality. To accomplish this, we stratified the evidence into temporary and permanent interventions, and assessed the effectiveness of each narratively, as well as using harvest plots.

Other subgroup analyses were planned — based on, for example population characteristics, intervention goal, delivery characteristics and inequality characteristics — but these were not conducted. For many of these aspects, suitable data were not reported in included studies; additionally, we felt that further fragmenting the very heterogeneous evidence base was not appropriate.

Sensitivity analysis

As NRS designs were important for this review, we had originally planned to conduct a sensitivity analysis assessing whether the effectiveness evidence from randomized study designs (RCT, cRCT), EPOC-recognised NRS designs (cITS-EPOC, ITS-EPOC, CBA-EPOC) and non-EPOC NRS designs (CBA, UBA, ITS) differed. Given the absence of randomized evidence and the incorporation of very few main studies from the non-EPOC study designs category in the evidence synthesis, we did not conduct this sensitivity analysis.

Certainty of evidence

In order to assess the certainty of the body of evidence used in the data syntheses for primary outcomes, we applied the GRADE system for grading evidence (Guyatt 2008). GRADE allows for the systematic and transparent grading of the certainty of the body of evidence for each outcome based on the following factors.

- Factors decreasing certainty of evidence
 - * Limitations in study design or execution (risk of bias)
 - * Inconsistency of results
 - * Indirectness of evidence
 - * Imprecision
 - * Publication bias

- Factors increasing certainty of evidence
 - * Large magnitude of effect
 - * Plausible confounding, which would reduce a demonstrated effect
 - * Dose-response gradient.

Based on these criteria, we graded each the evidence base for each intervention category and primary outcome as one of the following.

- High certainty – we are very confident that the true effect lies close to that of the estimate of the effect.
- Moderate certainty – we are moderately confident in the effect estimate: the true effect is likely to be close to the estimate of the effect, but there is a possibility that it is substantially different.
- Low certainty – our confidence in the effect estimate is limited: the true effect may be substantially different from the estimate of the effect.
- Very low certainty – we have very little confidence in the effect estimate: the true effect is likely to be substantially different from the estimate of effect.

According to the recommendation from the GRADE working group, all non-randomized studies started the GRADE assessment rated as 'low certainty'. We created a 'Summary of findings' table for each of the four intervention categories to summarize our evidence synthesis and the results of the GRADE assessment. The initial

GRADE assessment was undertaken by one review author (JB), and was then discussed in detail and finalized with a second review author (ER).

Review Advisory Group

A draft protocol draft was sent to a Review Advisory Group (RAG). The RAG comprised air pollution and health experts as well as potential end users of the review from a wide range of countries and contexts, who all provided feedback to ensure the review will meet its intended goal of assessing the effectiveness of ambient PM interventions in a systematic and comprehensive way and that the review will appropriately inform policy.

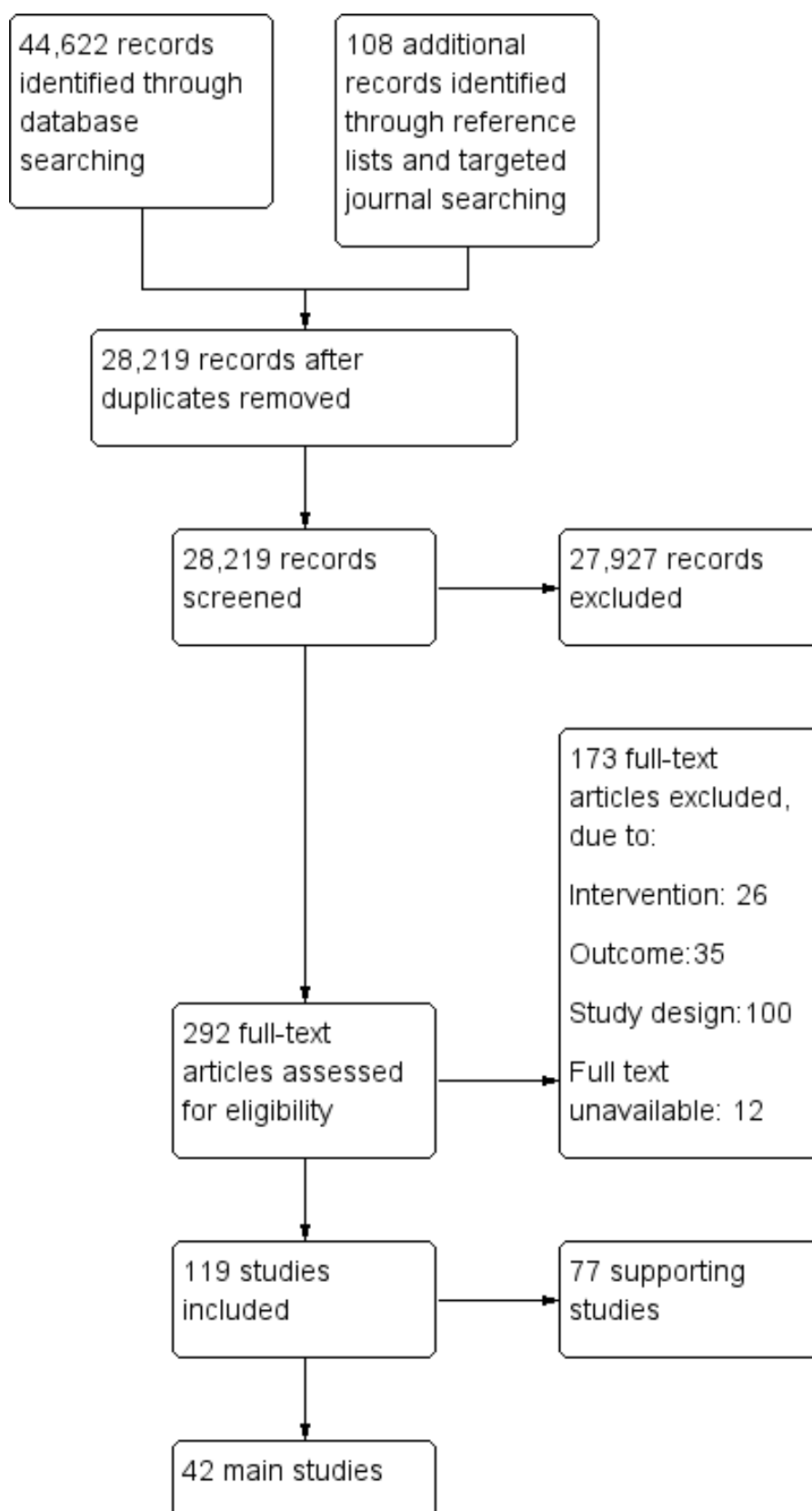
RESULTS

Description of studies

Results of the search

The results of the selection of studies are shown in [Figure 3](#). From a total of 28,219 unique records, 292 full texts were deemed potentially relevant, and 119 met the a priori eligibility criteria and were included in the review. Reasons for exclusion at the full-text screening stage are documented in [Figure 3](#) and in the [Characteristics of excluded studies](#); most studies (n = 100; 58%) were excluded due to the study design.

Figure 3. Study flow diagram.



Of the 119 included studies, 42 were included as main studies, and 77 as supporting studies. The characteristics of the 42 main studies are described in detail in the [Characteristics of included studies](#) table and in the following text, while the characteristics of the 77 supporting studies are described in [Appendix 4](#) and [Appendix 5](#).

Of the 42 main studies, 23 were identified during the first round of searching, 9 during the second round of searching, and 10 during handsearching. One study was published in German and one study in Italian, while all others were published in English. These 42 included studies evaluated 38 unique interventions.

Given that some unique interventions were evaluated by multiple studies, which could not be considered individual parts of a single evaluation, and that some studies evaluated multiple distinct interventions, we describe the evaluated 'interventions' rather than individual 'studies' in the following detailed description of the evidence base.

The main studies are described in the following sections according to the setting, population, intervention and comparison, outcomes, study design and risk of bias. This descriptive section is followed by a section presenting the effects of these interventions using harvest plots and narrative synthesis.

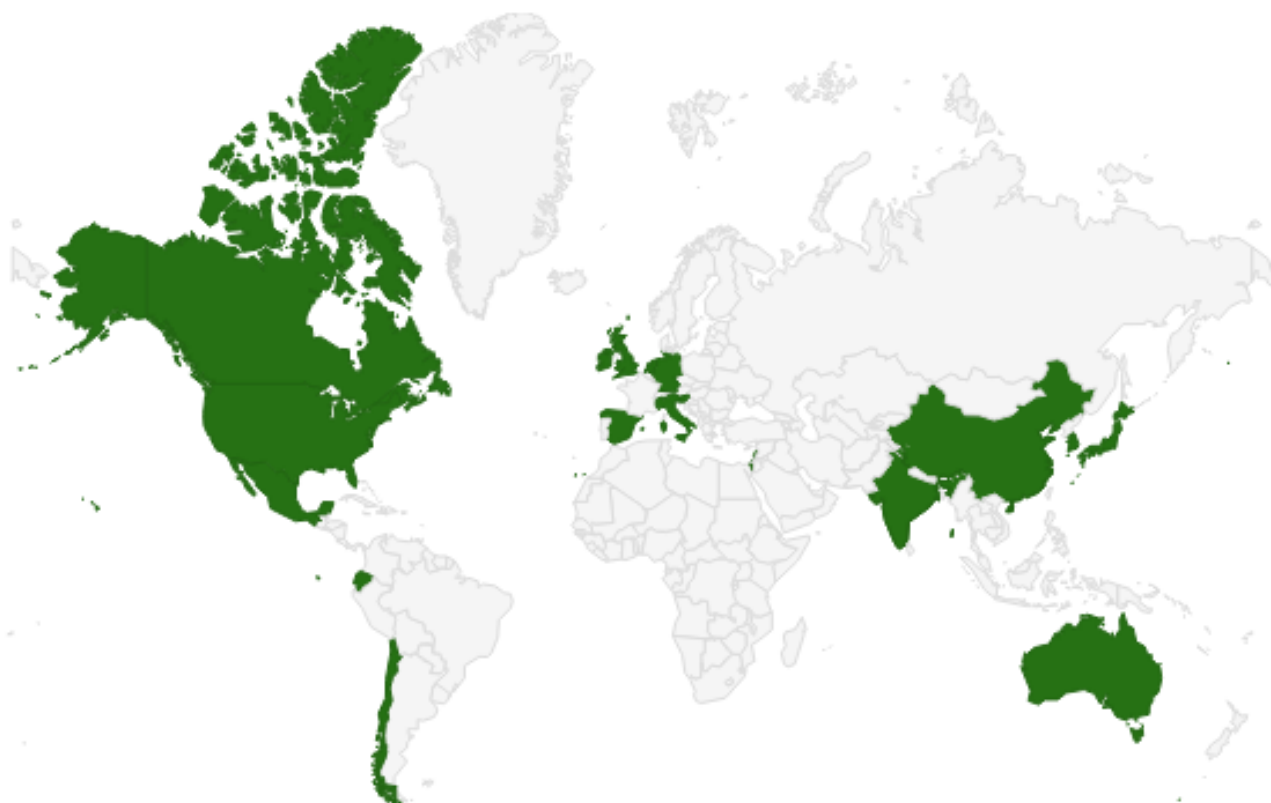
Included studies

The characteristics of each of the 42 main studies are summarized below and described in detail in [Table 1](#) and in the [Characteristics of included studies](#) table.

Setting

Included main studies assessed interventions from 19 different countries ([Figure 4](#)). Although there was a wide geographical distribution of included studies, using the Global Burden of Disease (GBD) super-region classification ([Gakidou 2017](#)), most of the assessed interventions were from HICs (n = 30) ([Allen 2009](#); [Atkinson 2009](#); [Bel 2013a](#); [Bel 2013b](#); [Boogaard 2012](#); [Burr 2004](#); [Cowie 2012](#); [Deschênes 2012](#); [Dijkema 2008](#); [Dockery 2013a](#); [Dockery 2013b](#); [Dockery 2013c](#); [Dolislager 1997](#); [Fensterer 2014](#); [Gallego 2013b](#); [Giovanis 2015](#); [Hasunuma 2014](#); [Johnston 2013](#); [Kim 2011](#); [Morfeld 2014](#); [Mullins 2014](#); [Peel 2010](#); [Pope 2007](#); [Ruprecht 2009](#); [Saaroni 2010](#); [Sajjadi 2012](#); [Titos 2015b](#); [Yap 2015](#); [Yorifuji 2016](#); [Zigler 2016](#)). Interventions in LMICs were also included, but most of the non-HIC super-regions were poorly represented; three interventions were assessed in the Southeast Asia, East Asia and Oceania region ([Li 2011](#); [Tanaka 2015](#); [Viard 2015](#)); two interventions in the Latin America and the Caribbean region ([Carrillo 2016](#); [Davis 2008](#)); one intervention in Central Europe, Eastern Europe and Central Asia ([Titos 2015a](#)); one intervention in the North Africa and Middle East region ([El-Zein 2007](#)); and one intervention in the South Asia region ([Aung 2016](#)). Notably, we did not identify any interventions in the sub-Saharan Africa region.

Figure 4. Geographic location of the 38 interventions evaluated in the main studies.



Most interventions (n = 29) evaluated in the main studies were implemented in an urban or community setting ([Atkinson 2009](#);

[Bel 2013a](#); [Bel 2013b](#); [Boogaard 2012](#); [Burr 2004](#); [Carrillo 2016](#); [Cowie 2012](#); [Davis 2008](#); [Dijkema 2008](#); [Dockery 2013a](#); [Dockery](#)

2013b; Dockery 2013c; Dolislager 1997; El-Zein 2007; Fensterer 2014; Gallego 2013b; Johnston 2013; Kim 2011; Li 2011; Morfeld 2014; Mullins 2014; Peel 2010; Ruprecht 2009; Saaroni 2010; Tanaka 2015; Titos 2015a; Titos 2015b; Viard 2015; Yorifuji 2016). Two studies examined interventions in rural settings (Allen 2009; Aung 2016); and a further seven examined interventions in mixed urban/rural settings (Deschênes 2012; Giovanis 2015; Hasunuma 2014; Pope 2007; Sajjadi 2012; Yap 2015; Zigler 2016).

Population

This review comprises both studies that measure air quality only and studies that measure health, either alone or in combination with air quality. In studies assessing air quality only, most used routinely monitored data collected for regulatory purposes, although some collected data from study-specific pollutant monitors. In studies assessing only health or health and air quality combined, the population of interest tended to be the general population. Due to the ecological nature as well as the use of routine data of the included studies, exact demographic characteristics were often not provided. Selected studies, however, did assess specific subsets of the population.

Main studies assessing a subset of the population assessed children under the age of 1 year (Tanaka 2015), under the age of 3 years (Hasunuma 2014), under the age of 14 years (Sajjadi 2011), and under the age of 17 years (El-Zein 2007). One study specifically assessed individuals over the age of 65 years (Sajjadi 2011).

Interventions and comparisons

Among the 38 unique interventions included in the main studies, five aimed to reduce ambient air pollution from industrial sources, seven from residential sources, 22 from vehicular sources, and four from multiple sources. Each of these broad intervention categories, however, consists of a wide range of intervention types. Thus in an attempt to provide a more meaningful and precise categorization, we further classified interventions post hoc into intervention subcategories, such as “cap and trade program”, “temporary infrastructure changes”, “low emission zone” and “wood burning ban”.

In all studies, the comparison against which the intervention was compared can be considered no intervention or practice as usual.

A description of each of the interventions from the main studies is included in the following table.

Description of the interventions evaluated in the included main studies

Study ID	Intervention sub-category	Intervention description	Level of implementation	Introduction and duration of intervention
Industrial sources				
Butler 2011/ Deschênes 2012/ Lin 2013	Cap and trade programme	Cap and trade programme regulating large combustion sources (EGUs, industrial boilers, etc.). NOx emissions are monitored by and reported to the EPA. To meet the cap sources may utilized control technologies, switch fuels or buy and sell allowances at a free market price.	Region	2003 to 2008 (ozone season only)
Pope 2007	Factory closure	National copper smelter strike that was especially relevant in the Southwest US where much copper smelting took place	Region	15 July 1967 to April 1968
Saaroni 2010	Power plant conversion	Converting the Tel Aviv power station from oil to gas	Factory	2005 – permanent (specific timing unclear)
Sajjadi 2011/ Sajjadi 2012	Factory closure	Closure of the local steel works industry	Factory	October 1999 – permanent
Tanaka 2015	Required industry requirements	Two Control Zone policy which designated areas exceeding acid rain or SO2 thresholds as TCZ status. These areas were then subject to more stringent regulations with regard to coal mining and burning.	Country	January 1998 – permanent
Residential sources				

Allen 2009	Stove exchange	Stove exchanges, along with financial incentives for purchasing new stoves	Community	2012 – permanent (specific timing unclear)
Aung 2016	Stove exchange	Removal of traditional stoves from intervention homes, installation of new stoves, assistance with stove operation and maintenance	Community	2007 or 2008 – permanent (specific timing unclear)
Dockery 2013a/ Clancy 2002	Coal ban	Ban on marketing, sale and distribution of coal used for heating	City	1990 – permanent
Dockery 2013b	Coal ban	Ban on marketing, sale and distribution of coal used for heating	City	1995 – permanent
Dockery 2013c	Coal ban	Ban on marketing, sale and distribution of coal used for heating	City	1998 – permanent
Johnston 2013	Stove exchange	Wood Heater Replacement Program; education campaign; monitoring	City	July 2001 to June 2004
Yap 2015	Wood burning ban	Mandatory ban on residential wood burning when poor air quality was forecast, and strict regulations regarding fireplaces and wood stoves when a home is to be sold.	Region	November 2003 – permanent
Vehicular sources				
Atkinson 2009	Charging scheme	Congestion charging scheme applied to four-wheeled vehicles entering the charging zone on workdays	City centre	February 2003 – permanent
Bel 2013a	Speed limit change	80 km/h speed limit on motorways;	City	1 January 2008 to 31 December 2010 (80 km/h speed limit)
Bel 2013b	Speed limit change	Variable speed limit (minimum 40, maximum 80 km/h) based on traffic density and specific conditions, such as accidents, construction, air pollution, poor weather.	City	1 January 2009 to 31 December 2010 (variable speed limit)
Boogaard 2012	Low emission zone	Low emission zones limiting the types of trucks allowed to enter the city centres of the assessed cities. Limits became more stringent over time.	City centre	July 2007 – permanent
Burr 2004	Infrastructure changes	Opening of bypass around an area subject to heavy traffic congestion	Street	1997 or 1998 – permanent (specific timing unclear)
Carrillo 2016	Even-odd restriction	Restriction of the city centre during weekday peak traffic hours based on the last digit of a vehicle's license plate number. Establishment of free parking areas on the periphery of the restriction zone, allowing drivers to utilize public transportation	City centre	3 May 2010 – permanent (subject to annual reassessment)
Cowie 2012	Tunnel construction; Road restructuring	3.6 km tunnel linking two major roadways, along with concomitant road changes to a nearby main road to reduce traffic, including lane number reduction and a dedicated bus lane	Community	25 March 2007 – permanent (tunnel opening);

				March 2008 – permanent (road changes)
Davis 2008/ Gallego 2013a	Even-odd restriction	Even-odd driving ban: Banning of drivers from using their vehicles one day per week based on the last digit of the license plate	City	20 November 1989 – permanent
Dijkema 2008	Speed limit change	Speed limit reduction on urban traffic ring	Street	November 2009 – permanent
Dolislager 1997	Fuel requirements	Requiring gasoline sold during months prone to high CO concentrations to have a low oxygen content	Regional	November 1991 – permanent (winter only)
El-Zein 2007	Vehicle ban	Ban on the import of all light – and medium duty diesel engines	Country	June 2002 – permanent
Gallego 2013b/ Gramsch 2013	Public transport restructuring	Restructuring of the entire public transport system, including changes to the subway system and bus network	City	10 February 2007 – permanent
Ha-sunuma 2014	Required vehicle standards	Ban on automobiles not conforming to the Automobile NOx/PM Law, in areas designated enforcement areas	Country	June 2001 – permanent
Kim 2011	Clean fuel use	Natural Gas Vehicle Supply program led to the replacement of the entire fleet of diesel-powered city buses with natural gas buses in large cities	Country	1 June 2000 – permanent
Morfeld 2013/ Fensterer 2014	Low emission zone	Low emission zone in line with EURO regulations, becoming gradually more stringent	City centre	October 2008 – permanent
Morfeld 2014	Low emission zone	Low emission zone, restricting entrance of diesel cars below Euro II and gasoline cars Euro I standards	City centre	Approximately 2008 – permanent (start date differs for individual cities)
Peel 2010/ Friedman 2001	Comprehensive traffic reduction strategy	Various traffic-reduction strategies including increased availability of public transportation, comprehensive traveller information and updates, encouraging businesses to provide telecommuting and alternative work hours for employees	City centre	19 July 1996 to 4 August 1996
Ruprecht 2009	Charging scheme	Ecopass congestion charging scheme, requiring payment during the week for entering the city centre	City centre	8 January 2008 – permanent
Titos 2015a	Road restructuring	Partial closure and reconstruction of 400 m of a major street. Only public buses and taxis were allowed after implementation	Street	22 September 2013 – permanent
Titos 2015b	Public transport	Redesign of the bus transportation system, including the reduction in overlap between bus lines, and new buses with higher passenger capacities and meeting EURO V requirements	City	29 June 2014 – permanent

	restructuring			
Viard 2015	Even-odd restriction	Even-odd driving restriction policy, restricting cars to drive only every-other-day, applying seven days a week from 3 a.m. to 12 a.m.; This was then relaxed to a policy restricting cars to drive one day per week	City	20 July 2008 to 20 September 2008 11 October 2008 – permanent
Yorifuji 2016/ Yorifuji 2011	Required vehicle standards	Standards for diesel vehicles, which represented stricter controls than the nationally mandated standards. Diesel vehicles not meeting the standards were required to be replaced or be retrofitted to reduce emissions; These standards were then further tightened in some regions.	Region	October 2003 – permanent; April 2006 – permanent
Multiple sources				
Giovanis 2015	Repeated coordinated measures	Coordinated measures for reducing pollution on days where high levels of pollution were expected. These include postponing high-emitting activities, changes in business operations, alternative scheduling, public education, and the promotion of alternative modes of transportation	Region	March 2006 – permanent (intermittent operation: implemented on days where especially high levels are expected, then relaxed when levels drop)
Li 2011	Even-odd restriction; Vehicle restriction; Power plant restriction	Alternative transportation strategy banning trucks not meeting emission standards, even-odd ban on private vehicles every other day, and strict restrictions on polluting industries in Beijing and the surrounding provinces	City	1 July 2008 to 7 August 2008
Mullins 2014	Repeated coordinated measures	Identification of high pollution days, which triggered mandatory restrictions on driving, the shutdown of certain major stationary emitters, street sweeping, traffic enforcement activities, restriction on the use of biomass combustion for residential heating	City	1997 – permanent (Intermittent operation: implemented on specific high pollution days)
Zigler 2016	Tailored selection of measures	As part of the US Clean Air Act, areas in the Western United States were classified as either attainment or non-attainment of the 1987 National Ambient Air Quality Standards for PM ₁₀ . Non-attainment areas were required to develop a strategy for further reducing PM ₁₀ below the standard	Region	1990 – permanent

Interventions targeting industrial sources

Among the main studies of interventions aiming to reduce ambient air pollution from industrial sources, we included the US NO_x Budget Trading Program, a nationally coordinated and monitored cap and trade programme (Butler 2011; Deschênes 2012; Lin 2013); the Chinese Two Control Zone policy, a set of nationally coordinated and monitored compulsory industrial standards (Tanaka 2015); a power plant conversion from oil to gas in Tel Aviv, Israel (Saaroni 2010); as well as two natural experiments, including a temporary short-term copper smelter strike in the Southwest US (Pope 2007), and a permanent steel works closure in New South Wales, Australia (Sajjadi 2012).

Interventions targeting residential sources

Among the main studies of interventions aiming to reduce ambient air pollution from residential sources, we included a ban on the marketing, sale and distribution of coal for heating purposes, implemented originally in Dublin, Ireland (Clancy 2002; Dockery 2013a) and subsequently expanded to several other Irish cities (Dockery 2013b; Dockery 2013c); wood stove exchange programmes in British Columbia, Canada (Allen 2009), in rural southern India (Aung 2016) and in Tasmania, Australia (Johnston 2013); and an air-quality-dependent wood burning ban in California, USA (Yap 2015).

Interventions targeting vehicular sources

Among the main studies of interventions aiming to reduce ambient air pollution from vehicular sources, we identified compulsory standards for fuel composition in California, USA (Dolislager 1997); and for vehicles in Tokyo (Yorifuji 2016) and several other urban areas in Japan (Hasunuma 2014). We included schemes that restrict the frequency with which individuals can use vehicles (e.g. by limiting use on certain days to those with an even or odd number plate, from here on referred to as 'even-odd ban') in several cities across the world, including Quito (Ecuador), Mexico City (Mexico), and Beijing (PRC) (Carrillo 2016; Davis 2008; Gallego 2013a; Viard 2015). The Natural Gas Vehicle Supply (NGVS) programme led to the replacement of the diesel-powered bus fleet with natural gas buses in urban areas of South Korea (Kim 2011). One intervention consisted of a comprehensive traffic reduction strategy during the 1996 Olympic Games in Atlanta (Friedman 2001; Peel 2010). Other interventions comprised permanent infrastructure changes, including the construction of a bypass around a heavily congested area in Northern Wales (UK) (Burr 2004); the construction of a tunnel for congestion relief in Sydney (Australia) (Cowie 2012); the restructuring of the public transportation systems in Santiago (Chile) (Gallego 2013b; Gramsch 2013), and Granada (Spain) (Titos 2015b); and the redesign of a major street allowing access only to public buses and taxis in Ljubljana (Slovenia) (Titos 2015a). We identified low emission zones across the Netherlands and Germany (Boogaard 2012; Fensterer 2014; Morfeld 2014). Other interventions included a reduction of the speed limit in Barcelona (Spain) and Amsterdam (the Netherlands) (Bel 2013a; Dijkema 2008), as well as an adaptive speed limit system in Barcelona (Spain) (Bel 2013b). One study assessed a nationwide ban on diesel vehicles in Beirut (Lebanon) (El-Zein 2007); and two studies assessed vehicle charging schemes in London (UK) (Atkinson 2009), and in Milan (Italy) (Ruprecht 2009).

Interventions targeting multiple sources

Among the main studies of interventions aiming to reduce ambient air pollution from multiple sources, we included broad, nationwide policies such as the US National Ambient Air Quality Standards attainment status designation, part of the US Clean Air Act amendments of 1990 (Zigler 2016), combined measures to reduce vehicular traffic and industrial pollution during the Beijing Olympic Games of 2008 (Li 2011), and repeated, tailored measures at the city level on high-pollution days in Charlotte (North Carolina in the USA) (Giovanis 2015) and in Santiago (Chile) (Mullins 2014).

Level of implementation of interventions

The level of intervention implementation varied substantially across included main studies, from national level (El-Zein 2007; Hasunuma 2014; Kim 2011; Tanaka 2015), to regional level (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; Dolislager 1997; Pope 2007; Sajjadi 2012; Yap 2015; Zigler 2016), city/community level (Allen 2009; Atkinson 2009; Aung 2016; Bel 2013a; Bel 2013b; Boogaard 2012; Carrillo 2016; Cowie 2012; Davis 2008; Gallego 2013b; Giovanis 2015; Johnston 2013; Li 2011; Morfeld 2013; Morfeld 2014; Mullins 2014; Peel 2010; Ruprecht 2009; Saaroni 2010; Titos 2015b; Viard 2015; Yorifuji 2016), and street level (Burr 2004; Dijkema 2008; Titos 2015a).

Timing and duration of interventions

The timing and duration of the interventions is another important aspect to consider, as some measures, e.g. the construction of a tunnel (Cowie 2012) or a permanent even-odd vehicle ban (Davis 2008), aimed to permanently improve air quality, while more temporary measures, e.g. traffic reduction strategies during the 1996 Atlanta Olympic Games (Peel 2010) or measures to reduce vehicle traffic and industrial pollution during the 2008 Beijing Olympic Games (Li 2011), had a much more time-limited impact on air quality and health. Other interventions also had an intermittent effect, as they were only active during certain times, for example when pollution levels were predicted to be above a certain threshold (Mullins 2014). Another important aspect of timing involves seasonal implementation: most interventions remained in place regardless of season, while others were implemented or only expected to impact air quality during the higher pollution winter season. Such examples include California's winter-time oxygenated fuels programme (Dolislager 1997); and those targeting heating practices (Allen 2009; Dockery 2013a; Dockery 2013b; Dockery 2013c; Johnston 2013; Yap 2015).

Outcomes

Health outcomes

Of the 38 unique interventions, only 18 were evaluated with respect to their effect on health outcomes (Table 1). With regard to the primary health outcomes of the review, the effects of 10 interventions were assessed in relation to all-cause mortality (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; Giovanis 2015; Johnston 2013; Pope 2007; Tanaka 2015; Yorifuji 2016; Zigler 2016); of six interventions in relation to cardiovascular mortality (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; Johnston 2013; Yorifuji 2016); and of six interventions in relation to respiratory mortality (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; Johnston 2013; Yorifuji 2016).

The effects of a further 12 interventions were evaluated in relation to secondary health outcomes of the review, i.e. cardiovascular hospitalizations, respiratory hospitalizations, or both for 10 interventions (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; El-Zein 2007; Li 2011; Peel 2010; Sajjadi 2012; Yap 2015; Zigler 2016), and lung function and/or measures of respiratory symptoms for two interventions (Burr 2004; Hasunuma 2014).

Air quality outcomes

Of the 38 unique interventions, 27 were assessed with respect to their effect on air quality outcomes (Table 1). With regard to the primary AQ outcomes of the review, the effects of 16 interventions were assessed with respect to PM₁₀ (Atkinson 2009; Bel 2013a; Bel 2013b; Boogaard 2012; Burr 2004; Cowie 2012; Dijkema 2008; Fensterer 2014; Kim 2011; Li 2011; Mullins 2014; Ruprecht 2009; Saaroni 2010; Sajjadi 2012; Viard 2015; Zigler 2016), 9 interventions with respect to PM_{2.5} (Allen 2009; Aung 2016; Boogaard 2012; Burr 2004; Cowie 2012; Li 2011; Sajjadi 2012; Yap 2015; Yorifuji 2016), 1 intervention with respect to coarse PM (Yap 2015), and 6 interventions with respect to combustion-related PM (Aung 2016; Boogaard 2012; Dijkema 2008; Gallego 2013b; Titos 2015a; Titos 2015b).

The effects of a further 21 interventions were evaluated in relation to secondary outcomes of the review, including 14 interventions with respect to NO, NO₂ and/or NO_x (Atkinson 2009; Bel 2013a; Bel 2013b; Boogaard 2012; Cowie 2012; Davis 2008; Dijkema 2008; Hasunuma 2014; Kim 2011; Morfeld 2014; Peel 2010; Saaroni 2010; Sajjadi 2012; Yorifuji 2016), 4 with respect to SO₂ (Saaroni 2010; Sajjadi 2012; Davis 2008; Peel 2010), 5 with respect to O₃ (Davis 2008; Deschênes 2012; Giovanis 2015; Li 2011; Peel 2010), and 5 with respect to CO (Carrillo 2016; Davis 2008; Dolislager 1997; Gallego 2013b; Peel 2010). No main studies assessed effectiveness of interventions with respect to UFP concentrations.

Unintended outcomes

No identified studies assessed unintended or adverse effects.

Study designs

It should be noted that many included studies did not define or report an exact study design, meaning that a study design label was assigned by review authors. Additionally, in several included studies there was a stark discrepancy between the data collection and the analysis, also rendering the definition of study design more complicated. Two review authors extensively discussed study design classification both at the full-text screening and the data extraction stage, and discussed any unclear cases with other members of the review team. We included cITS-EPOC, ITS-EPOC, CBA-EPOC, and CBA studies in the evidence synthesis; we identified no RCTs, cRCTs or ITS studies not adhering to EPOC criteria. The study designs are listed in Table 1, and a more in-depth description of the study methodology, including aspects of the design and

analysis can be found in Table 2 and Table 3 for studies assessing health and air quality outcomes, respectively. As some studies applied different study designs to assess the health and air quality outcomes, we have described these separately in the following.

Studies assessing health outcomes

Among the main studies, nine studies assessing health outcomes applied a cITS-EPOC study design (Deschênes 2012; Dockery 2013a; Dockery 2013b; Dockery 2013c; Johnston 2013; Pope 2007; Sajjadi 2012; Tanaka 2015; Yorifuji 2016), five studies applied an ITS-EPOC design (El-Zein 2007; Li 2011; Mullins 2014; Peel 2010; Yap 2015), two studies applied a CBA-EPOC study design (Hasunuma 2014; Zigler 2016), and one study applied a CBA study design not adhering to the EPOC criteria (Burr 2004).

Studies assessing air quality outcomes

Among the main studies, four studies assessing air quality outcomes applied a cITS-EPOC study design (Bel 2013a; Cowie 2012; Deschênes 2012), ten studies applied an ITS-EPOC study design (Bel 2013b; Butler 2011; Davis 2008; Dolislager 1997; Gallego 2013a; Gallego 2013b; Mullins 2014; Sajjadi 2012; Viard 2015; Yap 2015), eight studies applied a CBA-EPOC study design (Boogaard 2012; Carrillo 2016; Giovanis 2015; Hasunuma 2014; Kim 2011; Morfeld 2014; Peel 2010; Zigler 2016), and 11 applied a CBA study design not adhering to the EPOC criteria (Allen 2009; Aung 2016; Burr 2004; Dijkema 2008; Fensterer 2014; Gramsch 2013; Ruprecht 2009; Saaroni 2010; Titos 2015a; Titos 2015b; Yorifuji 2016).

Excluded studies

We excluded 174 studies at the full-text screening stage, as they did not meet our review inclusion criteria with respect to study design (n = 100), intervention (n = 26), or outcome (n = 35). The full texts of an additional 12 records were not available; four of these were conference presentations with no associated full publication and one appeared to be a non-quantitative report. A further five evaluated interventions evaluated by other included studies, including the Beijing Olympic Games, the switch to natural gas for heating in Urumqi (PRC) and a range of coordinated measures in Taiwan. For a further two studies we simply were unable to identify any further record. A full list of these excluded studies, along with reason for exclusion, can be found in Characteristics of excluded studies.

Risk of bias in included studies

Using the NICE-modified GATE tool, we assessed the risk of bias (i.e. internal validity) and external validity of all included main studies; as specified above, we do not report on the risk of bias or external validity assessment of supporting studies. The overall judgements for internal validity, external validity and our additional criterion addressing causality for included main studies can be found in Figure 5 and Figure 6 for studies assessing health and air quality outcomes, respectively. These judgements consist of one of the following.

Figure 5. Overall judgements for risk of bias, external validity and our additional criterion addressing causality for included main studies assessing health outcomes. Symbols should be interpreted as follows: (++) All or most of the checklist criteria have been fulfilled; where they have not been fulfilled the conclusions are very unlikely to alter; (+) Some of the checklist criteria have been fulfilled; where they have not been fulfilled, or are not adequately described, the conclusions are unlikely to alter; (-) Few or no checklist criteria have been fulfilled and the conclusions are likely or very likely to alter

	Internal validity	External validity
Industrial interventions		
Deschenes 2012	(++)	(++)
Lin 2013	(+)	(++)
Pope 2007	(++)	(++)
Sajjadi 2011	(-)	(+)
Tanaka 2015	(++)	(++)
Residential interventions		
Dodgery 2013a	(++)	(++)
Dodgery 2013b	(++)	(++)
Dodgery 2013c	(++)	(++)
Johnston 2013	(+)	(++)
Yap 2015	(-)	(+)
Vehicular interventions		
Burr 2004	(-)	(+)
El-Zein 2007	(-)	(+)
Hasunuma 2014	(+)	(++)
Peel 2010	(++)	(++)
Yorifuji 2016	(++)	(++)
Multiple interventions		
Giovanis 2015	(+)	(+)
Li 2011	(+)	(++)
Mullins 2014	(++)	(++)
Zigler 2016	(++)	(++)

Figure 6. Overall judgements for risk of bias, external validity and our additional criterion addressing causality for included main studies assessing AQ outcomes. Symbols should be interpreted as follows: (++) All or most of the checklist criteria have been fulfilled; where they have not been fulfilled the conclusions are very unlikely to alter; (+) Some of the checklist criteria have been fulfilled; where they have not been fulfilled, or are not adequately described, the conclusions are unlikely to alter; (-) Few or no checklist criteria have been fulfilled and the conclusions are likely or very likely to alter

	Internal validity	External validity
Industrial Interventions		
Butler 2011	(+)	(++)
Deschenes 2012	(++)	(++)
Lin 2013	(+)	(++)
Saaroni 2010	(-)	(+)
Sajjadi 2012	(-)	(+)
Residential Interventions		
Allen 2009	(-)	(++)
Aung 2016	(-)	(+)
Yap 2015	(+)	(+)
Vehicular Interventions		
Atkinson 2009	(+)	(+)
Bel 2013a	(+)	(+)
Bel 2013b	(+)	(+)
Boogaard 2012	(++)	(+)
Burr 2004	(-)	(+)
Carillo 2013	(++)	(++)
Cowie 2012	(++)	(++)
Davis 2008	(+)	(++)
Gallego 2013a	(+)	(++)
Dijkema 2008	(++)	(++)
Dollslager 1997	(-)	(++)
Gallego 2013b	(+)	(++)
Gramsch 2013	(+)	(++)
Hasunuma 2014	(+)	(++)
Kim 2011	(+)	(+)
Morfeld 2013	(+)	(+)
Fensterer 2014	(++)	(++)
Morfeld 2014	(++)	(++)
Peel 2010	(+)	(++)
Ruprecht 2009	(-)	(+)
Titos 2015a	(+)	(++)
Titos 2015b	(+)	(++)
Viard 2015	(++)	(++)
Yorifuji 2016	(-)	(++)
Multiple Interventions		
Giovanis 2015	(+)	(+)
Mullins 2014	(++)	(+)
Zigler 2016	(++)	(++)

- ++ All or most of the checklist criteria have been fulfilled; where they have not been fulfilled the conclusions are very unlikely to alter.
- + Some of the checklist criteria have been fulfilled; where they have not been fulfilled, or are not adequately described, the conclusions are unlikely to alter.

- - Few or no checklist criteria have been fulfilled and the conclusions are likely or very likely to alter.

Judgements for the individual criteria for each included main study are summarized in [Appendix 6](#) and [Appendix 7](#), and described in detail in [Appendix 8](#) for studies assessing health and air quality outcomes, respectively.

Studies assessing health outcomes

The judgements regarding the internal validity of main studies assessing health outcomes were mixed. We appraised 11 studies (58%) as (++), four studies (21%) as (+), and four studies (21%) as (-). The judgements across the individual studies varied widely ([Appendix 6](#)). Several studies inappropriately selected and justified the selection of covariates (criterion 2.2), which likely introduced bias into study results ([Deschênes 2012](#); [Dockery 2013a](#); [Dockery 2013b](#); [Dockery 2013c](#); [El-Zein 2007](#); [Sajjadi 2011](#); [Yap 2015](#); [Yorifuji 2016](#)). The analysis methods (criteria 4.1 to 4.4) of several studies, especially those assessing vehicular interventions, likely also introduced bias into individual study results where, for example, models were not adjusted or poorly adjusted, analyses were underpowered, or effect estimates or measures of precision (or both) were reported insufficiently ([Burr 2004](#); [El-Zein 2007](#); [Hasunuma 2014](#); [Johnston 2013](#); [Sajjadi 2011](#); [Yap 2015](#)).

The external validity of these studies was high overall. We rated 14 studies (74%) as (++) and five studies (26%) as (+), meaning that in most cases, the selected and analyzed populations represented the eligible and source populations well. We did not rate the external validity of any studies as (-).

Studies assessing air quality outcomes

With respect to the internal validity of studies assessing air quality outcomes, we judged 10 studies (29%) as (++), 17 studies (49%) as (+), and eight studies (23%) as (-), indicating high variability ([Appendix 7](#)). Several studies likely introduced bias through the selection of intervention and control sites (criterion 2.1) ([Aung 2016](#); [Bel 2013a](#); [Bel 2013b](#); [Kim 2011](#); [Quiros 2013](#); [Saaroni 2010](#)). Similar to the studies assessing health outcomes, the selection of and justification for explanatory variables (criterion 2.2) was poorly described and likely biased the results of several included studies ([Aung 2016](#); [Cowie 2012](#); [Davis 2008](#); [Deschênes 2012](#); [Gallego 2013a](#); [Gallego 2013b](#); [Gramsch 2013](#); [Ruprecht 2009](#); [Sajjadi 2012](#); [Saaroni 2010](#); [Yorifuji 2016](#)). Many studies, especially those assessing vehicular interventions, did not report the completeness of outcome data, or were missing a meaningful proportion of outcome data (criterion 3.2) ([Aung 2016](#); [Bel 2013a](#); [Bel 2013b](#); [Burr](#)

[2004](#); [Cowie 2012](#); [Kim 2011](#); [Ruprecht 2009](#); [Sajjadi 2012](#)). There were concerns with the analysis methods (criteria 4.1 to 4.4) of several studies, with regard to the choice of statistical test, model selection, model adjustment, study power, and the overall poor reporting of effect estimates and precision ([Allen 2009](#); [Aung 2016](#); [Bel 2013a](#); [Bel 2013b](#); [Burr 2004](#); [Gramsch 2013](#); [Hasunuma 2014](#); [Kim 2011](#); [Ruprecht 2009](#); [Saaroni 2010](#); [Titos 2015a](#); [Titos 2015b](#); [Yorifuji 2016](#)).

We rated the external validity of 21 studies (60%) as (++), 14 studies (40%) as (+), and no studies as (-). Thus a lack of representativeness of selected and analyzed intervention and control areas with respect to the eligible and source populations was of no significant concern.

Effects of interventions

See: **Summary of findings for the main comparison** Interventions targeting vehicular sources compared to practice as usual for improving health and air quality; **Summary of findings 2** Interventions targeting industrial sources compared to practice as usual for improving health and air quality; **Summary of findings 3** Interventions targeting residential sources compared to practice as usual for improving health and air quality; **Summary of findings 4** Interventions targeting multiple sources compared to practice as usual for improving health and air quality

We summarized the observed associations between included interventions and outcomes compared to practice as usual using harvest plots. In the following, we provide a more detailed narrative summary of the observed associations between each of the four intervention categories and health and air quality outcomes based on main studies (corresponding to the evidence synthesized in the harvest plots). [Appendix 9](#) provides details on the measured data and associations reported in the individual studies that correspond to the data portrayed in the harvest plots and described below.

Industrial interventions versus practice as usual

As illustrated in [Figure 7](#) and [Figure 8](#), observed associations between interventions to reduce ambient air pollution from industrial sources and both health and air quality outcomes were mixed, with the majority of studies observing either no clear association in either direction or a significant association in favour of the intervention. [Summary of findings 2](#) outlines details regarding the effectiveness of interventions for each primary outcome, as well as a description of the certainty of evidence drawn from our application of GRADE.

Figure 7. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from industrial sources on health outcomes

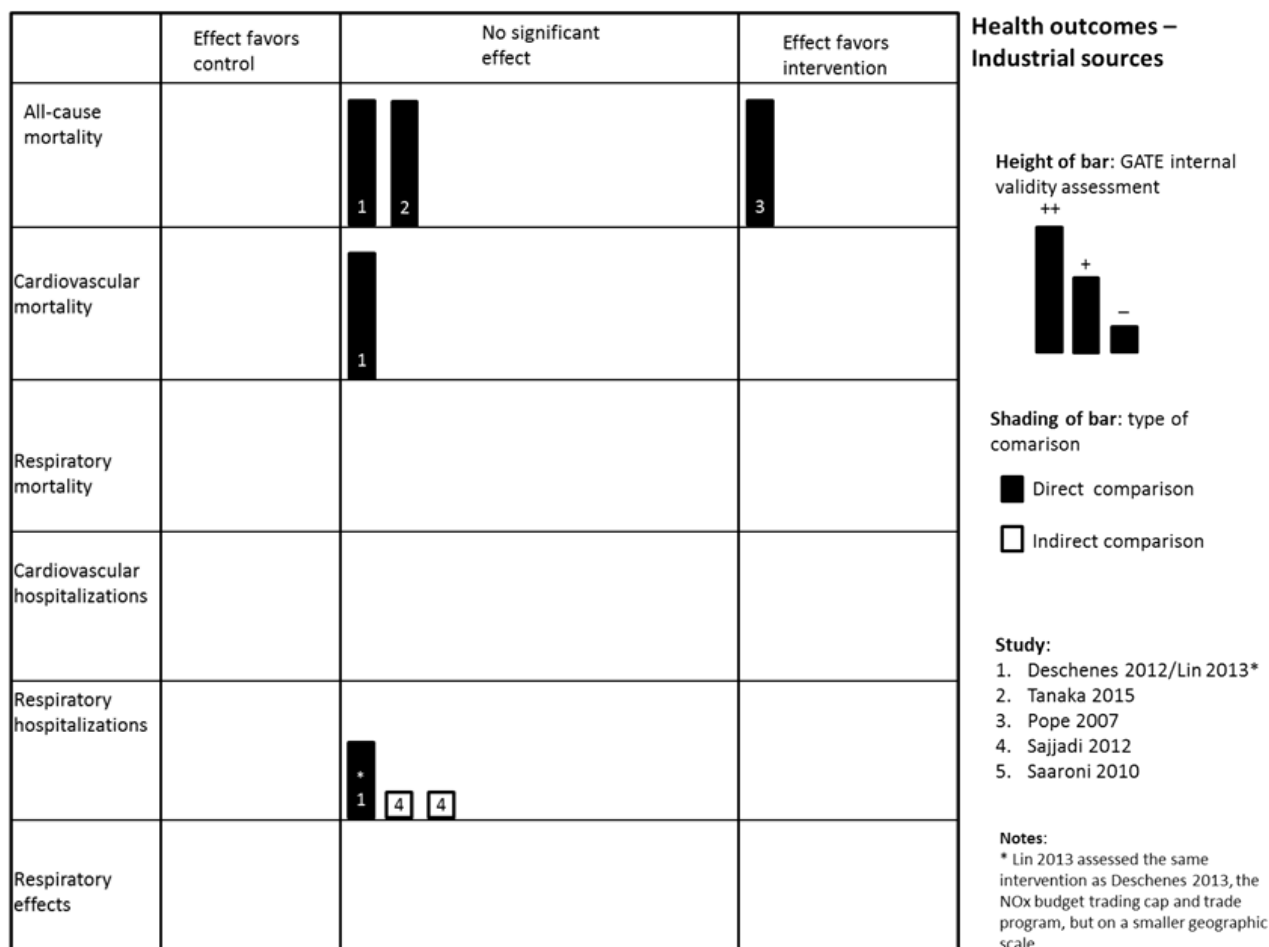
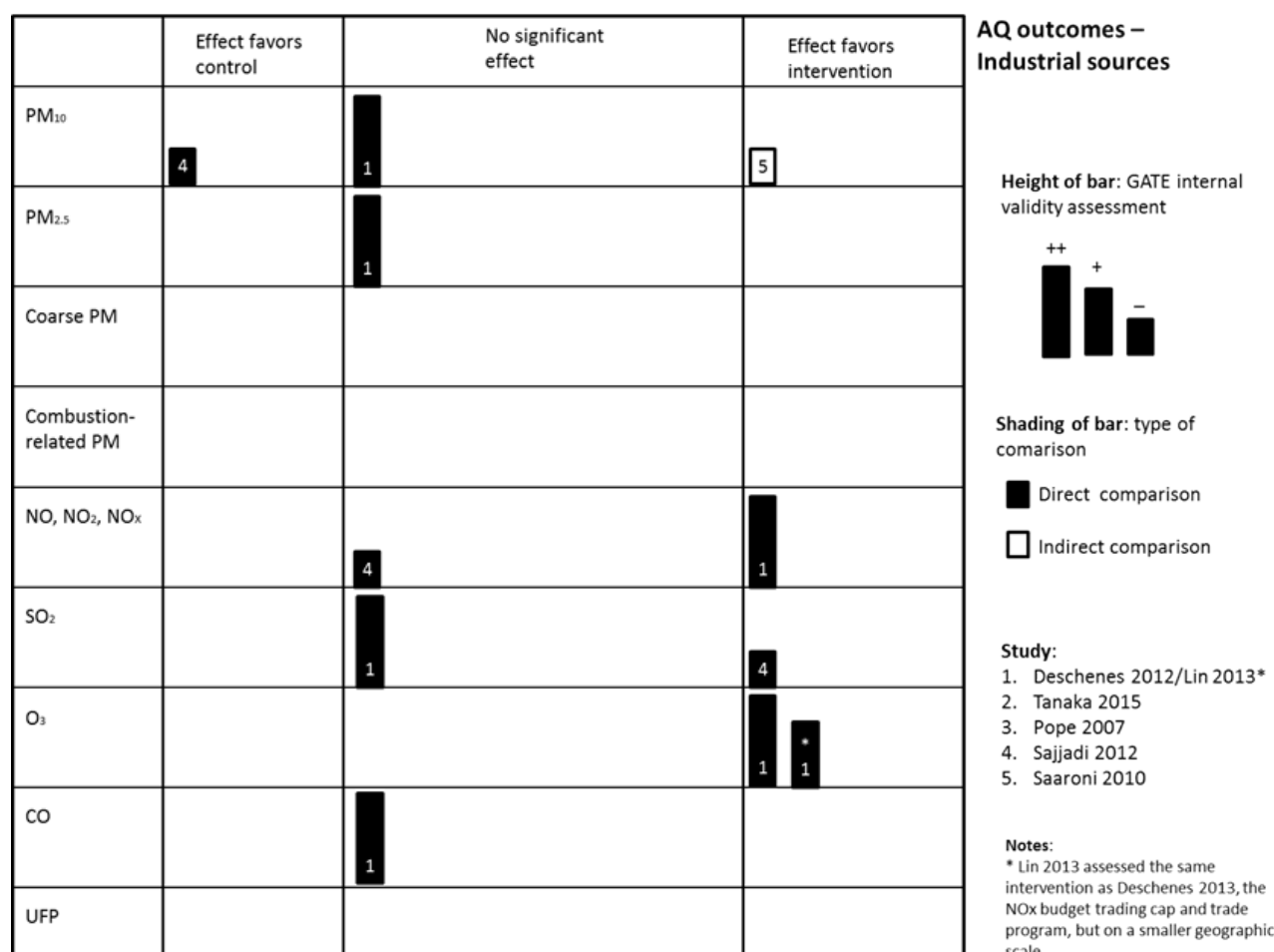


Figure 8. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from industrial sources on AQ outcomes



Health outcomes

Five studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from industrial sources on health outcomes, with three studies reporting all-cause mortality, one study reporting cardiovascular mortality, one study reporting respiratory hospitalizations and one study cardiovascular hospitalizations. No studies reported on respiratory mortality or respiratory effects. Most studies reported no clear associations in either direction, while one study observed a significant association favouring the intervention. No study observed a significant association favouring the control.

Deschênes 2012, a cITS-EPOC study with no substantial risk of bias concerns, observed no clear change in either all-cause mortality (1.57 fewer deaths per 100,000 population) or cardiovascular mortality (0.547 fewer deaths per 100,000 population) associated with the NO_x Budget Trading Program, a US cap-and-trade initiative. Lin 2013, an ITS-EPOC with some risk of bias concerns, also assessed the NO_x Budget Trading Program, but only for New York State, and observed no clear change in respiratory hospitalizations (0.15% reduction, 95% confidence interval (CI) -9.83 to 10.55) associated with the intervention. Tanaka 2015, a CBA-EPOC study with no substantial risk of bias concerns, observed

no clear change in all-cause infant mortality (3.3 fewer deaths per 1000 live births) associated with the Chinese Two Zone Control policy. Pope 2007, a cITS-EPOC study with no substantial risk of bias concerns that evaluated the closure of copper smelters in the US Southwest due to a strike, observed a significant decrease (2.5% reduction, 95% CI -4.0 to -1.1) in all-cause mortality associated with the intervention. Sajjadi 2011, a cITS-EPOC study with serious risk of bias concerns, in parallel analyses observed similar changes at both intervention and control sites in COPD hospitalizations in the elderly (aged 65+) (36.9% increase at intervention sites; 31.5% increase at control sites) and asthma in children (aged < 15) (34.1% reduction at intervention sites; 36.6% reduction at control sites) associated with the closure of a local steel works in Australia.

Ambient air quality outcomes

Four studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from industrial sources on air quality outcomes, with studies reporting PM₁₀, PM_{2.5}, NO₂, SO₂, O₃ and CO. No studies reported on coarse PM, combustion-related PM, or UFP. Observed associations between interventions and different air quality outcomes were mostly spread between significant associations favouring the intervention

and no clear association in either direction, although one study observed a significant association favouring the control.

[Sajjadi 2012](#), an ITS-EPOC study with serious risk of bias concerns, observed a significant increase in PM₁₀ (13.2% increase), no clear change in NO₂ (3.3% reduction), and a significant decrease in SO₂ (40.5% reduction) associated with the closure of a local steel works in Australia. [Deschênes 2012](#), a cITS-EPOC study with no substantial risk of bias concerns, observed no clear change in either PM₁₀ (3.0% decrease), PM_{2.5} (2.3% reduction), SO₂ (2.1% increase) or CO (8.1% reduction), and a significant decrease in NO₂ (7.2% reduction) and O₃ (5.8% reduction) associated with the US NOx Budget Trading Program. [Lin 2013](#), an ITS-EPOC with some risk of bias concerns, also assessed the US NOx Budget Trading Program, but only for New York State, and observed a significant decrease in O₃ associated with the intervention (2.5% reduction, 95% CI -3.22 to -1.72).

[Saaroni 2010](#), a CBA study with serious risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant decrease in PM₁₀ concentrations (14% reduction at intervention sites; 31% increase at control sites) associated with the conversion of a Tel Aviv power station from oil to gas.

Residential interventions versus practice as usual

As illustrated in [Figure 9](#) and [Figure 10](#), observed associations between interventions to reduce ambient air pollution from residential sources and both health and air quality outcomes were mixed, with all studies observing either a significant association favouring the intervention or no clear association in either direction. [Summary of findings 3](#) outlines details regarding the effectiveness of interventions for each primary outcome, as well as a description of the quality of evidence drawn from our application of GRADE.

Figure 9. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from residential sources on health outcomes

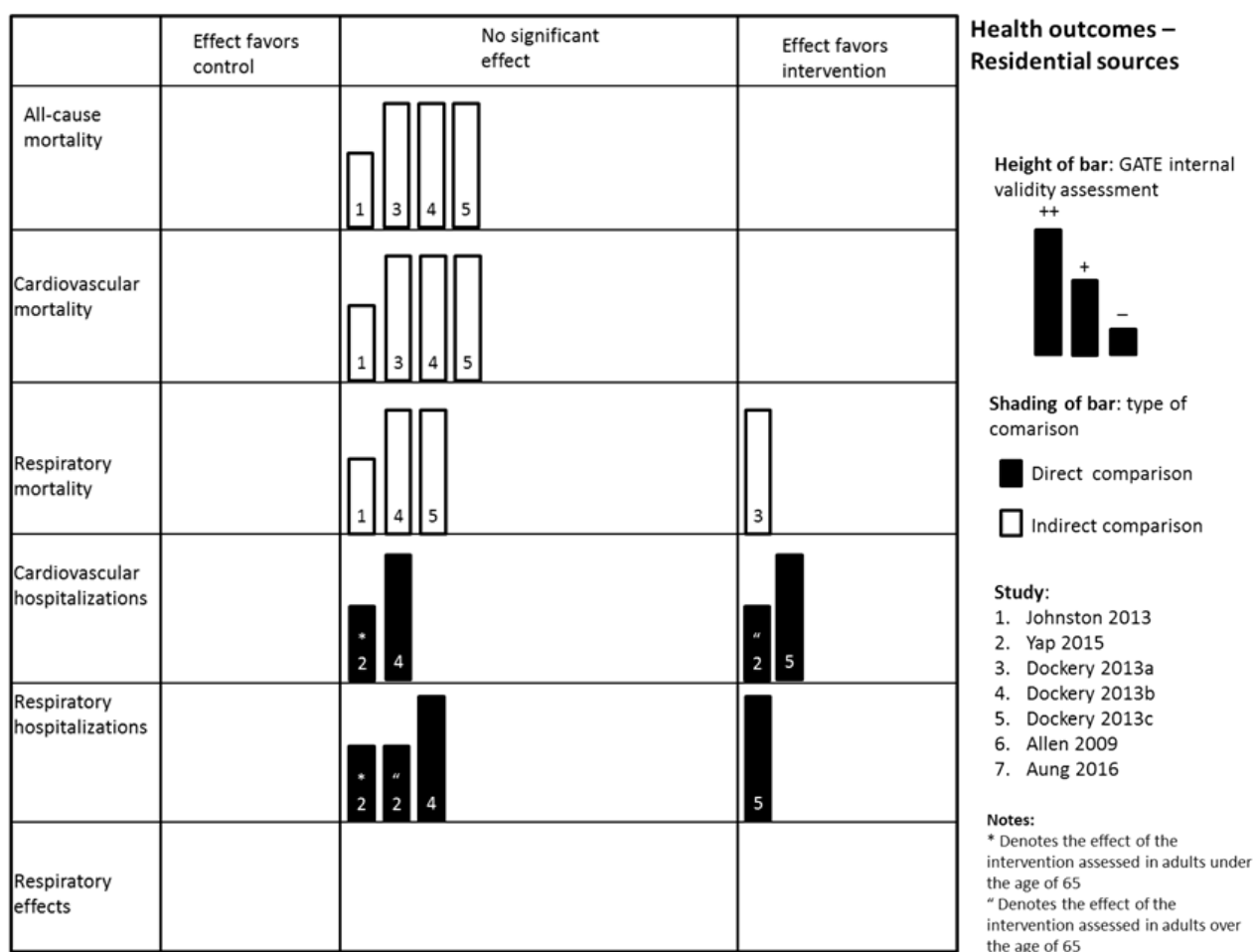
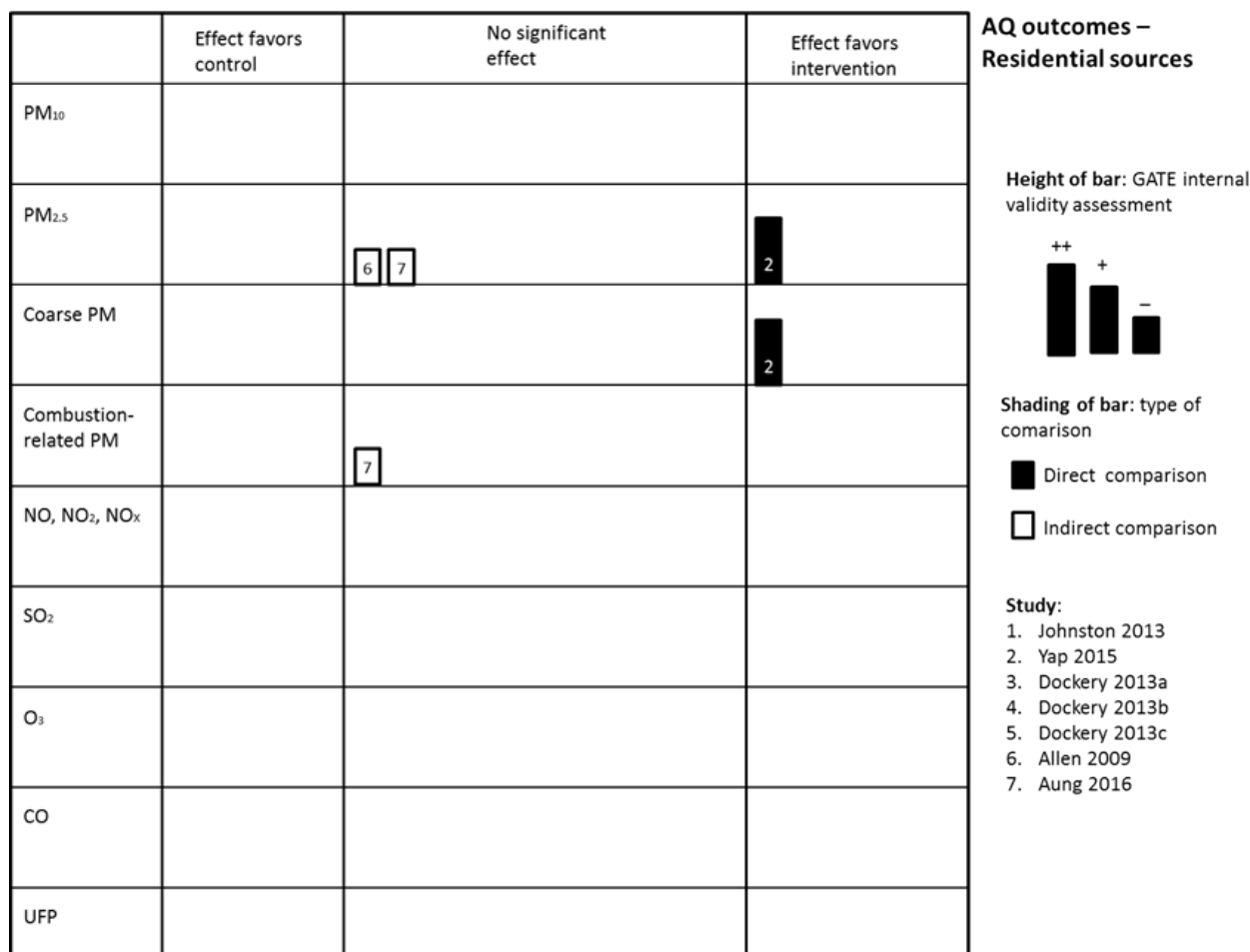


Figure 10. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from residential sources on AQ outcomes



Health outcomes

Five studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from residential sources on health outcomes; studies evaluated all-cause, cardiovascular and respiratory mortality, as well as cardiovascular and respiratory hospitalizations. No studies reported on respiratory effects. Studies showed a mix of significant associations favouring the intervention and no clear association in either direction. No study observed a significant association favouring the control.

Johnston 2013, a cITS-EPOC study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in all-cause mortality (2.7% reduction at intervention sites, 95% CI –8.7 to 3.7; 1.4% increase at control sites, 95% CI –3.0 to 6.0), cardiovascular mortality (4.9% reduction at intervention sites, 95% CI –15.5 to 7.0; 0.9% increase at control sites, 95% CI –7.1 to 9.6) or respiratory mortality (8.5% reduction at intervention sites, 95% CI –23.2 to 9.0; 4.8% increase at control sites, 95% CI –7.4 to 18.6) associated with a stove exchange programme in Tasmania (Australia). Three studies with no substantial risk of bias concerns, assessed the effectiveness of coal ban interventions in Dublin (Dockery 2013a), in Cork (Dockery 2013b) and in five smaller Irish cities (Dockery 2013c); these studies applied a cITS-EPOC study design for mortality outcomes and an ITS-EPOC study design for

hospitalization outcomes. The 1990 coal ban in Dublin, in parallel analyses at intervention and control sites, was associated with a significant reduction in respiratory mortality (16.8% reduction at intervention sites, 95% CI –24.4 to –8.4; 2.3% reduction at control sites, 95% CI –11.5 to 7.9), but no clear change was observed for all-cause mortality (1.0% reduction at intervention sites, 95% CI –6.0 to 4.4; 2.7% reduction at control sites, 95% CI –7.7 to 2.7) or cardiovascular mortality (0.1% increase at intervention sites, 95% CI –8.5 to 9.5; –1.8% reduction at control sites, 95% CI –10.0 to 7.2). In Cork, in parallel analyses at intervention and control sites, no clear changes were observed in all-cause mortality (4.4% reduction at intervention sites, 95% CI –9.6 to 1.1; 3.6% reduction at control sites, 95% CI –8.8 to 2.0), cardiovascular mortality (3.7% reduction at intervention sites, 95% CI –12.2 to 5.6; 3.4% reduction at control sites, 95% CI –12.0 to 6.1), respiratory mortality (9.3% reduction at intervention sites, 95% CI –18.2 to 0.7; 1.4% reduction at control sites, 95% CI –10.9 to 9.1), cardiovascular hospitalizations (3.6% reduction, 95% CI –9.8 to 2.9) or respiratory hospitalizations (3.6% increase, 95% CI –2.5 to 10) associated with the coal ban. In the five smaller Irish cities, in parallel analyses at intervention and control sites, no clear changes were observed for all-cause mortality (0.2% increase at intervention sites, 95% CI –3.1 to 3.6; 0.2% decrease at control sites, 95% CI –6.7 to 6.8), cardiovascular mortality (1.1% reduction at intervention sites, 95% CI –6.1 to 4.1; 3.1% reduction

at control sites, 95% CI -12.6 to 7.3) or respiratory mortality (2.6% reduction at intervention sites, 95% CI -8.1 to 3.4; 1.4% increase at control sites, 95% CI -10.2 to 14.5) associated with the coal ban. This coal ban, however, was associated with a significant decrease in cardiovascular hospitalizations (3.2% decrease, 95% CI -5.7 to -0.6) and a significant decrease in respiratory hospitalizations (8.5% decrease, 95% CI -10.5 to -6.2). [Yap 2015](#), an ITS study with some risk of bias concerns, observed a significant decrease in cardiovascular hospitalizations in the population over 65 years of age (7% decrease, 95% CI -11 to -3), yet no clear change in the population under 65 years of age (3% decrease, 95% CI -10 to 15) associated with an intermittent, air-quality-dependent wood burning ban in the San Joaquin Valley of California. The study also observed no clear change in respiratory hospitalizations in either the population over 65 years of age (7% reduction, 95% CI -17 to 4.0) or the population under 65 years of age (10% reduction, 95% CI -22 to 5.0) associated with the wood burning ban.

Ambient air quality outcomes

Three studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from residential sources on air quality outcomes; these evaluated PM_{2.5}, coarse PM and combustion-related PM. No studies reported on PM₁₀, NO, NO₂, NO_x, SO₂, O₃, CO or UFP. The few observed associations were mixed, with all studies observing either no clear association in either direction or a significant association in favour of the intervention.

[Allen 2009](#), a CBA study with serious risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in PM_{2.5} concentrations (-2.7 ug/m³ median change at intervention sites; -3.4 ug/m³ median change at control sites) associated with a stove exchange programme in British Columbia (Canada). [Aung 2016](#), a CBA study with serious risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in PM_{2.5} or BC concentrations associated with a stove exchange programme in southern India. [Yap 2015](#), an ITS study with some risk of bias concerns, observed a significant decrease in PM_{2.5} concentrations (-12.3% reduction, 95% CI -14.6 to -7.3) and coarse PM (-8.5% reduction, 95% CI -11.8 to -6.6) associated with an intermittent, air-quality-dependent wood burning ban in the San Joaquin Valley of California.

Vehicular interventions versus practice as usual

As illustrated in [Figure 11](#) and [Figure 12](#), observed associations between interventions to reduce ambient air pollution from vehicular sources and both health and air quality outcomes were mixed, with most studies observing either no clear association in either direction or a significant association in favour of the intervention. A small number of studies observed a significant association favouring the control. [Summary of findings for the main comparison](#) outlines details regarding the effectiveness of interventions for each primary outcome, as well as a description of the certainty of evidence drawn from our application of GRADE.

	Effect favors control	No significant effect	Effect favors intervention
All-cause mortality			1
Cardiovascular mortality			1
Respiratory mortality			1
Cardiovascular hospitalizations	1 1		
Respiratory hospitalizations	1 1	1 2	* 1 2
Respiratory effects		2	1 7

Health outcomes – Vehicular sources

Height of bar: GATE internal validity assessment

++
+
–

Shading of bar: type of comparison

■ Direct comparison
□ Indirect comparison

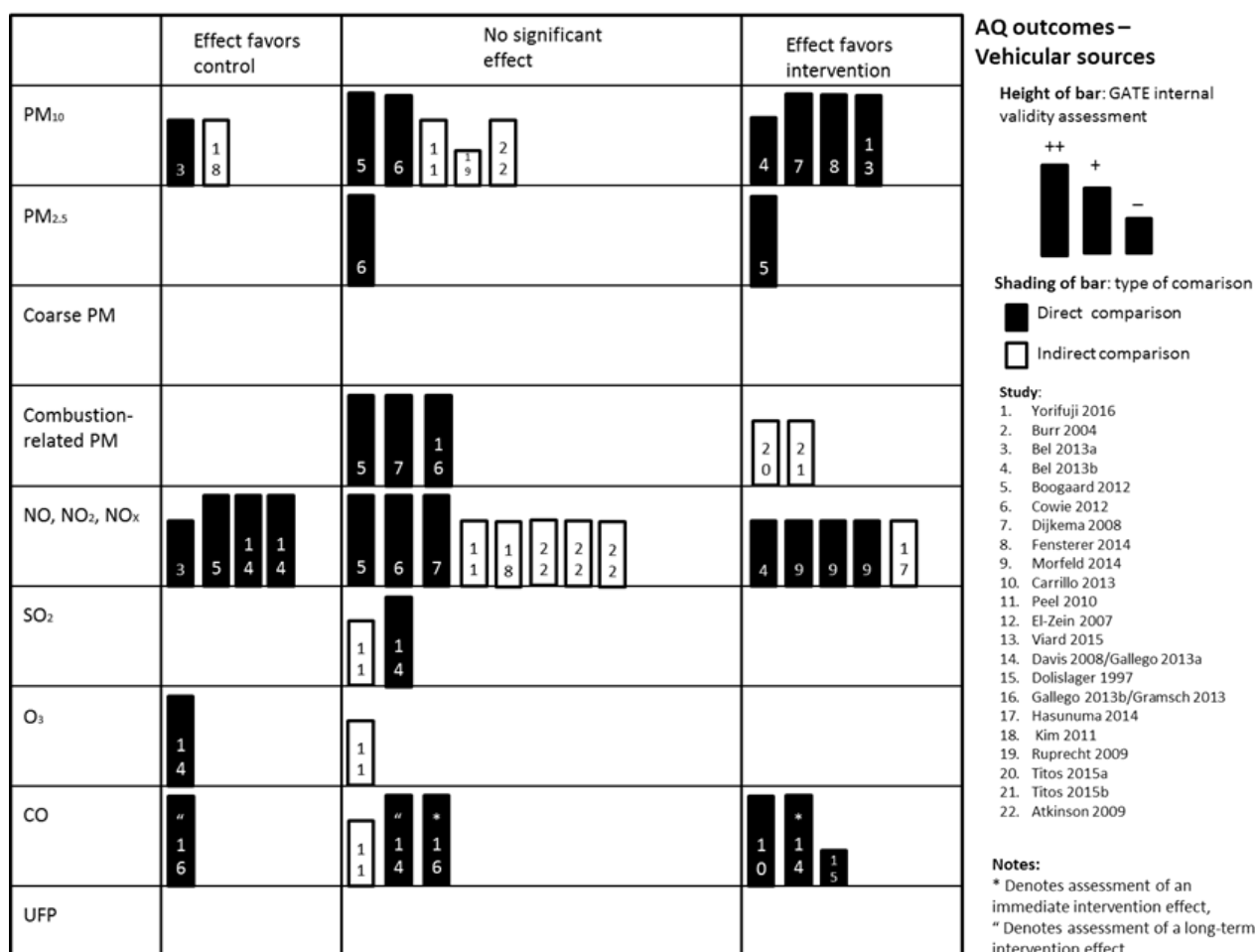
Study:

- Yorifuji 2016
- Burr 2004
- Bel 2013a
- Bel 2013b
- Boogaard 2012
- Cowie 2012
- Dijkema 2008
- Fensterer 2014
- Morfeld 2014
- Carrillo 2013
- Peel 2010
- El-Zein 2007
- Viard 2015
- Davis 2008/Gallego 2013a
- Dollslager 1997
- Gallego 2013b/Gramsche 2013
- Hasunuma 2014
- Kim 2011
- Ruprecht 2009
- Titos 2015a
- Titos 2015b
- Atkinson 2009

Notes:

* Denotes assessment of an immediate intervention effect,
 “ Denotes assessment of a long-term intervention effect

Figure 12. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from vehicular sources on AQ outcomes



Health outcomes

Five studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from vehicular sources on health outcomes; at least one study assessed each health outcome. Studies showed a mix of significant associations favouring the intervention and no clear association in either direction. No study observed a significant association favouring the control.

Yorifuji 2016, a cITS-EPOC study with no substantial risk of bias concerns, observed a significant decrease in all-cause mortality (2.1% reduction, 95% CI -2.8 to -1.4), cardiovascular mortality (5.9% reduction, 95% CI -7.2 to -4.6) and respiratory mortality (10% reduction, 95% CI -12 to -8.1) associated with mandatory standards for diesel vehicles entering the Tokyo metropolitan area. Peel 2010, an ITS-EPOC study with no substantial risk of bias concerns, observed no clear change in cardiovascular hospitalizations (Risk ratio (RR) 0.996, 95% CI 0.83 to 1.20) or respiratory hospitalizations (RR 1.01, 95% CI 0.92 to 1.11) associated with the coordinated measures aimed at reducing traffic during the 1996 Atlanta Olympic Games. El-Zein 2007, an ITS-EPOC study with serious risk of bias concerns, observed an immediate yet significant slight reduction, yet no longer-term change in respiratory hospitalizations in children under 14 associated with

a ban on diesel automobiles in Beirut (Lebanon). Burr 2004, a CBA study with severe risk of bias concerns, observed no clear change in asthma symptoms associated with the opening of a bypass to reduce traffic congestion in northern Wales. Hasunuma 2014, a CBA-EPOC study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant decrease in respiratory symptoms in children three years old or younger (17.4% reduction at intervention sites, 95% CI -25.9 to -9.1; 3.5% reduction at control sites, 95% CI -12.5 to 5.4) associated with standards required by the NO_x/PM Law in Japan.

Ambient air quality outcomes

Nineteen studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from vehicular sources on air quality outcomes. Most studies assessed PM₁₀, NO, NO₂, NO_x, and CO; very few studies assessed PM_{2.5}, SO₂ and O₃; while no studies reported on coarse PM or UFP. Studies showed a mix of significant associations favouring the intervention, significant associations favouring the control, and no clear association in either direction.

Boogaard 2012, a CBA-EPOC study with no substantial risk of bias concerns, observed no clear change in PM₁₀ (11% reduction at

intervention sites; 14.7% reduction at control sites); soot (1.4% reduction at intervention sites; 7.4% reduction at control sites); or NO_x (9.2% reduction at intervention sites; 15.9% reduction at control sites); a significant decrease in PM_{2.5} (30% reduction at intervention sites; 19.6% at control sites); and a significant increase in NO₂ (3.2% reduction at intervention sites; 17.4% reduction at control sites) associated with multiple low emission zones in the Netherlands. [Cowie 2012](#), a cITS-EPOC study with no substantial risk of bias concerns, observed no clear change in concentrations of PM₁₀ (3.8% reduction, 95% CI -8.0 to 0.40), PM_{2.5} (2.9% increase, 95% CI -4 to 9.7), NO_x (8.1% reduction, 95% CI -18.7% to 2.4%) or NO₂ (2.9% reduction, 95% CI -7.2 to 1.5) associated with a tunnel meant to relieve traffic congestion in suburban Sydney (Australia). [Dijkema 2008](#), a CBA study with no substantial risk of bias concerns, observed a significant decrease in PM₁₀ concentrations (7.4% reduction at intervention sites, 95% CI -10 to -4.8; 3.9% reduction at control sites, 95% CI -6.7 to -1), but no clear change in concentrations of BS (15% reduction at intervention sites, 95% CI -23.7 to -6.2; 12% reduction at control sites, 95% CI -18.9 to 5.2) or NO_x (2.4% reduction at intervention sites, 95% CI -8.1 to 3.3; 2.7% reduction at control sites, 95% CI -8.3 to 2.8) associated with a speed limit reduction on a heavily trafficked roadway in Amsterdam. [Peel 2010](#), a CBA-EPOC study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in concentrations of PM₁₀ (17% reduction at intervention sites; 16.4% and 13.3% reduction at control sites), NO₂ (slight reduction at all intervention and control sites; see [Appendix 9](#)), O₃ (reductions at intervention and control sites; see [Appendix 9](#)), SO₂ (slight increase at intervention sites, mixed changes at control sites; see [Appendix 9](#)) or CO (reductions at intervention sites, mixed changes at control sites; see [Appendix 9](#)) associated with the coordinated measures aimed at reducing traffic during the 1996 Atlanta Olympic Games. [Ruprecht 2009](#), a CBA study with serious risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in concentrations of PM₁₀ (4.8% reduction at intervention sites; 5.0% reduction at control sites) associated with the Ecopass congestion charging scheme in Milan (Italy). [Atkinson 2009](#), a CBA study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed no clear change in concentrations of PM₁₀ (5.6% increase at intervention sites; 2.5% increase at control sites), NO_x (5% reduction at intervention sites; 4% reduction at control sites), NO₂ (2.1% increase at intervention sites; 3.7% increase at control sites) or NO (9.5% reduction at intervention sites; 9.4% reduction at control sites) at streetside sites associated with the London congestion charge scheme. [Bel 2013b](#), an ITS-EPOC study with some risk of bias concerns, observed a significant decrease in concentrations of PM₁₀ (14.7% reduction) and NO_x (16% reduction) associated with an adaptive speed limit scheme in Barcelona (Spain). [Fensterer 2014](#), a CBA study with no substantial risk of bias concerns, observed a significant decrease in PM₁₀ concentrations associated with the low emission zone in Munich (Germany) both in summer (19.6% reduction, 95% CI -22.75 to -16.52) and winter (6.8% reduction, 95% CI -10.14 to -3.47). [Viard 2015](#), an ITS-EPOC study with no substantial risk of bias concerns, observed a significant decrease in PM₁₀ concentrations associated with an even-odd driving restriction policy (31% reduction), which was then relaxed to a one-day per vehicle (27% reduction) driving ban in Beijing. [Bel 2013a](#), a cITS-EPOC study with some risk of

bias concerns, observed a significant increase in concentrations of PM₁₀ (5.4% increase) and NO_x (1.7% increase) associated with a speed limit reduction in Barcelona (Spain). [Kim 2011](#), a CBA-EPOC study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant increase in PM₁₀ concentrations (14.7% increase at intervention sites; 4.7% reduction at control sites), yet no clear change in NO₂ concentrations (1.1% reduction at intervention sites; 1.0% increase at control sites) associated with the Natural Gas Vehicle Supply programme that led to the introduction of natural-gas-powered buses in South Korean cities. [Gramsch 2013](#), a CBA study with some risk of bias concerns, observed no clear change in BC (4.8% increase at intervention sites; 17.4% increase at control sites) associated with Transantiago, a restructuring of the public transportation system in Santiago (Chile). [Gallego 2013b](#), an ITS-EPOC study with no substantial risk of bias concerns, also evaluated Transantiago in Santiago (Chile) and observed no clear immediate change (5.9% reduction), yet a significant long-term increase in CO concentrations (26.8% increase). [Titos 2015a](#), a CBA study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant decrease in BC concentrations (72% reduction at intervention sites; 6% increase at control sites) associated with a partial closure and reconstruction of a major street in Ljubljana (Slovenia). [Titos 2015b](#), a CBA study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant decrease in BC concentrations (37% reduction at intervention sites; 14% reduction at control sites) associated with the restructuring of the public bus system in Granada (Spain). [Davis 2008](#), an ITS-EPOC study with some risk of bias concerns, observed a significant 17.3% increase in NO_x concentrations, an 8.9% increase in NO₂ concentrations, and a 28% increase in O₃ concentrations, yet no clear change in SO₂ concentrations (9.2% decrease) associated with Hoy no Circula, an even-odd driving ban in Mexico City. [Gallego 2013a](#), which also evaluated Hoy no Circula in Mexico City, observed an immediate significant decrease in CO concentrations (13% reduction), yet no clear long-term change in CO concentrations (11.3% increase) associated with the intervention. [Morfeld 2014](#), a CBA-EPOC study with no substantial risk of bias concerns, observed a significant decrease in concentrations of NO_x (3.5% reduction, 95% CI -4.7 to -2.3), NO₂ (2.2% reduction, 95% CI -2.3 to -2.0) and NO (2.3% reduction, 95% CI -3.1 to -1.4) associated with LEZs in 17 German cities. [Hasunuma 2014](#), a CBA-EPOC study with some risk of bias concerns, in parallel analyses at intervention and control sites, observed a significant decrease in NO₂ concentrations (22.5% reduction at intervention sites, 95% CI -26.4 to -18.5; 21.6% reduction at control sites, 95% CI -30.0 to 13.4) associated with the NO_x/PM Law which introduced the designation of "enforcement areas" and associated vehicle standards in Japan. [Carrillo 2016](#), a CBA-EPOC study with no substantial risk of bias concerns, observed a significant decrease in CO concentrations (9% reduction) associated with an even-odd driving ban in Quito (Ecuador). [Dolislager 1997](#), an ITS-EPOC study with serious risk of bias concerns, observed a significant decrease in CO concentrations (8.5% reduction) associated with fuel standards in California restricting the oxygen content of gasoline in winter months.

Multiple interventions versus practice as usual

As illustrated in [Figure 13](#) and [Figure 14](#), observed associations between interventions to reduce ambient air pollution from multiple sources and both health and air quality outcomes were

mixed, with all studies showing either no clear association or a significant association in favour of the intervention. [Summary of findings 4](#) outlines details regarding the effectiveness of interventions for each primary outcome, as well as a description of the certainty of evidence drawn from our application of GRADE.

Figure 13. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from multiple sources on health outcomes

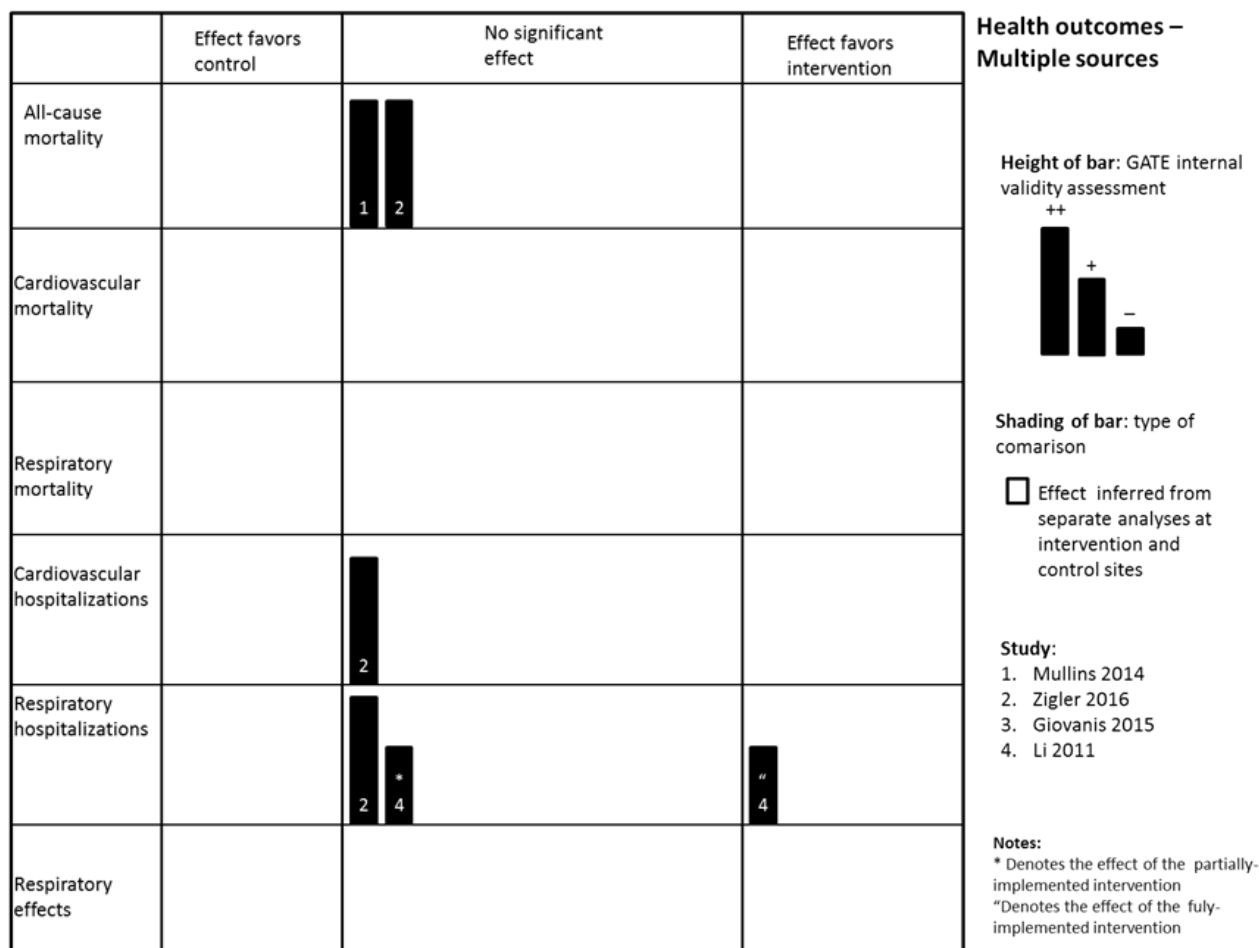
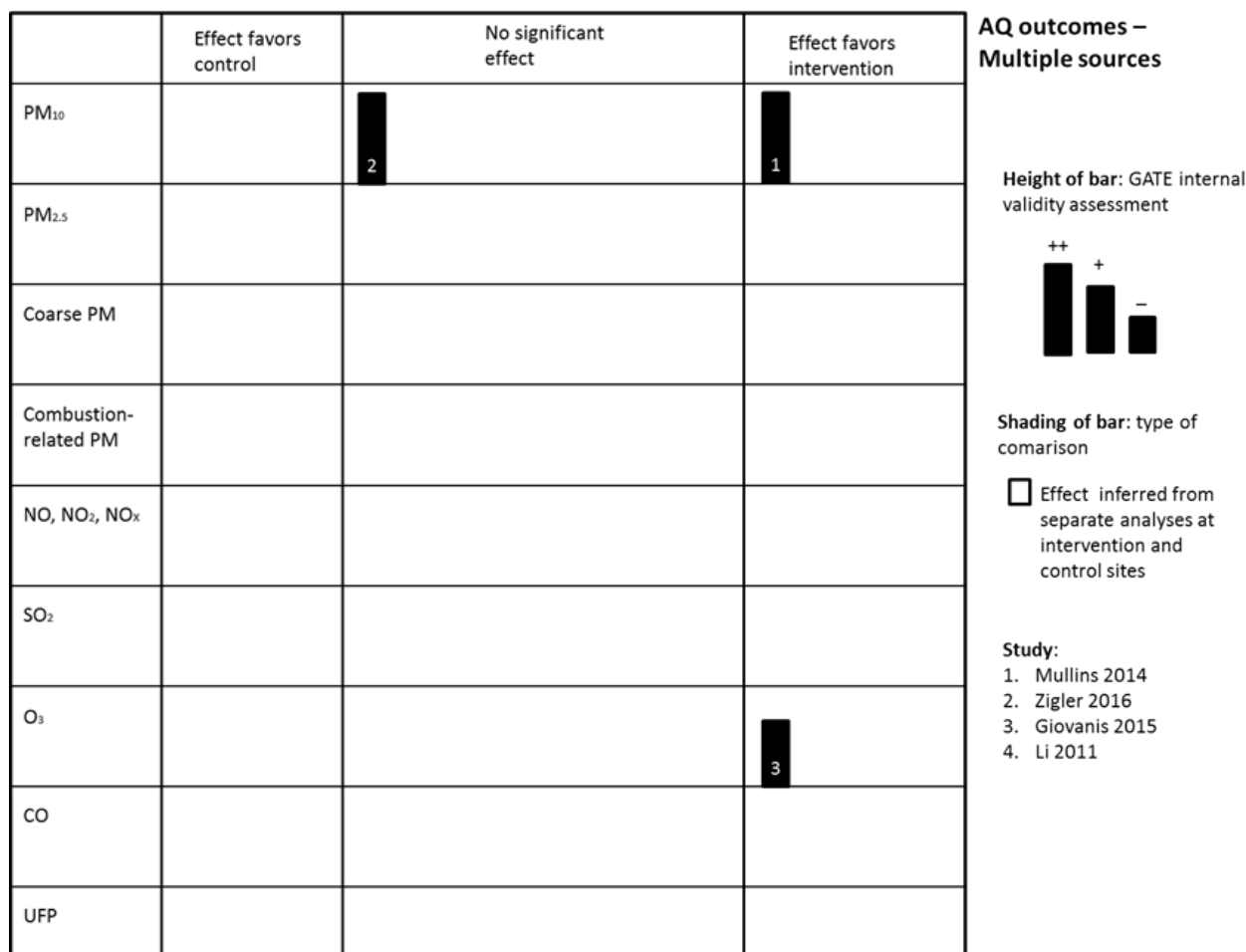


Figure 14. Harvest plot portraying the effects of interventions aiming to reduce ambient air pollution from multiple sources on AQ outcomes



Health outcomes

Three studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from multiple sources on health outcomes, with studies measuring all-cause mortality or cardiovascular and respiratory hospitalizations, or mortality and hospitalizations. No studies reported on cardiovascular mortality, respiratory mortality or respiratory effects. All studies observed either a significant association favouring the intervention or no clear association in either direction. No study observed a significant association favouring the control.

Mullins 2014, an ITS-EPOC study with no substantial risk of bias concerns, observed no clear change in all-cause mortality (5.6% reduction) associated with coordinated measures to reduce vehicular and industrial pollution enacted in Santiago (Chile) on days for which poor air quality is forecast. Zigler 2016, a CBA-EPOC study with no substantial risk of bias concerns, observed no clear change in all-cause mortality (1.7% reduction, 95% CI -5.2 to 1.6), cardiovascular hospitalizations (1.6% increase, 95% CI -5.0 to 6.7) or respiratory hospitalizations (5.2% reduction, 95% CI -13.6 to 4.5) associated with the US National Ambient Air Quality Standards non-attainment designation, given as part of the US Clean Air Act to areas which did not meet the air quality standards. Li 2011, an ITS-EPOC study with some risk of bias concerns, observed no clear

change in respiratory hospitalizations when the intervention was only partially implemented (adjusted risk ratio 1.24, 95% CI 0.93 to 1.76), then a significant decrease (adjusted risk ratio 0.50, 95% CI 0.47 to 0.55) associated with the full set of measures aiming to decrease vehicular and industrial pollution during the 2008 Beijing Olympic Games.

Ambient air quality outcomes

Three studies contributed data to the evidence synthesis of interventions to reduce ambient air pollution from multiple sources on air quality outcomes, with studies assessing PM₁₀ and O₃. No studies assessed PM_{2.5}, coarse PM, combustion-related PM, NO, NO₂, NO_x, SO₂, CO or UFP. All studies observed either a significant association favouring the intervention or no clear change in either direction. No studies observed effects favouring the control.

Mullins 2014, an ITS-EPOC study with no substantial risk of bias concerns, observed a significant decrease in PM₁₀ concentrations (16.9% reduction) associated with coordinated measures to reduce vehicular and industrial pollution enacted in Santiago (Chile) on days for which poor air quality is forecast. Zigler 2016, a CBA-EPOC study with no substantial risk of bias concerns, observed no clear change in PM₁₀ concentrations (2.9% reduction, 95% CI

–18.1 to 9.9) associated with non-attainment designation given as part of the US Clean Air Act to areas not meeting the National Ambient Air Quality Standards. [Giovanis 2015](#), a CBA-EPOC study with some risk of bias concerns, observed a significant decrease on O₃ concentrations (2.3% reduction) associated with coordinated measures to reduce vehicular and industrial pollution enacted in Charlotte (North Carolina, USA) on days for which poor air quality is forecast.

Subgroup analysis of temporary interventions

One temporary intervention targeted industrial sources ([Pope 2007](#)); one temporary intervention targeted vehicular sources ([Peel 2010](#)); and one temporary intervention targeted multiple sources ([Li 2011](#)). No temporary interventions aimed to decrease air pollution from residential sources. The rest of the interventions aimed to affect air quality permanently. Potential differences were assessed graphically through the creation of harvest plots stratified for temporary and permanent interventions. Overall, it appears that the temporary and permanent interventions did not differ substantially with regard to effectiveness. Given the limited number of studies assessing temporary interventions, these harvest plots are not shown.

Supporting studies

The supporting studies, which are described narratively in [Appendix 4](#) and summarized in table form in [Appendix 5](#), were largely similar to main studies with regard to the assessed populations, interventions and outcomes. One notable difference is that a larger proportion of supporting studies were conducted in LMICs (56% vs 29%).

DISCUSSION

Summary of main results

This is the first systematic review to assess the effectiveness of interventions in reducing pollutant concentrations and improving associated health outcomes. Given the heterogeneity across interventions, outcomes, and study methods, it was difficult to derive any overall conclusions regarding the effectiveness of interventions in improving air quality or health.

Most interventions, whether aiming to reduce pollution from industrial, residential, vehicular or multiple sources, observed either no significant association in either direction or an association favouring the intervention. There is very little evidence suggesting that any of the assessed interventions were harmful.

In interpreting these results, however, it is important to consider several factors that may have impacted individual study results. Establishing a causal relationship between air pollution interventions, changes in air quality and health outcomes is challenging for a range of reasons. First, the nature of the causal pathway between air pollution interventions and changes in health, as illustrated by the Health Effects Institute (HEI) chain of accountability ([HEI 2003](#)), is long. The introduction of an intervention must first lead to reductions in source emissions, followed by reduced ambient pollutant concentrations, reduced exposure/dose for the individual, and finally improvements in health; all of these steps in the chain may also be influenced by the broader environmental and social context in which an intervention is embedded.

Second, these interventions do not exist in a vacuum, and often multiple interventions are implemented within the same time frame, and at multiple levels (e.g. local, regional, and national) in the context of a host of other long-term environmental and societal changes. Large-scale multi-year regulatory programmes are particularly challenging since they may not have immediate effects on either air quality or public health; they are typically implemented in multiple separate steps, often on different spatial scales, and over an extended period of time to address emissions from a variety of sources. Also, the biological processes that underlie adverse health effects of air pollution may take years to manifest, and are also associated with a complex array of genetic, biological, social, cultural and environmental factors ([Dahlgren 1991](#); [Graham 2016](#)). This poses a challenge for epidemiologists since the longer the time between implementation of an intervention and its effects, the greater the possibility that other factors influencing air quality and health outcomes (e.g. an economic downturn, changes in medical practices, and the availability of health care) may come into play and interfere with demonstrating the effects of the intervention itself. In this context it is particularly noteworthy that all ambient air pollution interventions are evaluated against the backdrop of long-term trends of demographic change (i.e. population growth, increasing life expectancies and ageing), industrialization and economic development, which directly influence all sources of air pollution covered in this review, leading to increased motorized vehicle traffic, more potentially polluting industries and greater energy use for lighting, cooking, heating and various electric appliances in residences.

Third, as previously discussed, ambient air pollution represents a complex mix of pollutants, originating from a range of sources, with approximately 15% of urban ambient pollution stemming from industrial sources, 20% from residential sources and 25% from vehicular sources ([Karagulian 2015](#)). Thus, interventions aiming to reduce air pollution from a single source inherently only address part of the problem, and air pollution from other sources, including industrial, residential and vehicular sources, but also agricultural and other transport-related sources such as shipping and flight traffic may adversely affect health. Efforts to improve air quality and associated human health are therefore likely to require a systems approach that targets multiple sources through a combination of different measures in a context- and setting-specific manner ([Rutter 2017](#)).

All of these aspects contribute to the challenge of firstly, improving ambient air quality and population health outcomes through specific interventions, and secondly, detecting these changes through rigorous research methods. These aspects should, therefore, be considered when interpreting effects from individual studies, including those described in this review. It should be emphasized that *no evidence of an effect* is not equivalent to *evidence of no effect*; it is possible that some interventions assessed in this review may have improved air quality and the associated health outcomes, even where no improvement was observed in the primary studies.

Interventions targeting industrial sources

For interventions targeting industrial sources, the evidence base with respect to primary outcomes ranged from low certainty (for all-cause mortality, respiratory mortality, and PM_{2.5}) to very low certainty (for PM₁₀) ([Summary of findings 2](#)). The associations

observed in these studies were mixed for both health and air quality outcomes, (Figure 6, Figure 7). The closure of a copper smelter in the US Southwest (Pope 2007) and the conversion of a power station from oil to gas in Tel Aviv, Israel (Saaroni 2010) were associated with improvements in all-cause mortality and PM₁₀, respectively. The US NOx Budget Trading Program (Deschênes 2012), whose impact on all-cause mortality, cardiovascular mortality, PM₁₀ and PM_{2.5} was assessed, and the Chinese Two Zone Control policy (Tanaka 2015), evaluated for its impact on all-cause mortality, were not associated with clear changes in these outcomes. The closure of a steel works in New South Wales (Australia) was associated with an increase in PM₁₀, no change in respiratory hospitalizations, or NO₂, and a decrease in SO₂ (Sajjadi 2012). Associations with regard to secondary outcomes were similarly mixed (Figure 6, Figure 7).

Interventions targeting residential sources

For interventions targeting residential sources, the evidence base with respect to primary outcomes ranged from low certainty for cardiovascular mortality to very low certainty for all-cause and respiratory mortality, PM_{2.5}, coarse PM and combustion-related PM (Summary of findings 3). The associations observed in these studies were mixed for both health and air quality outcomes, (Figure 8, Figure 9). A coal ban in Dublin was associated with a decrease in respiratory mortality, but no clear change in all-cause or cardiovascular mortality (Dockery 2013a). A stove exchange programme in Tasmania (Australia) (Johnston 2013) and a coal ban in Cork (Dockery 2013b), and in five smaller Irish cities (Dockery 2013c) showed no clear change in all-cause, cardiovascular or respiratory mortality. A stove exchange programme in British Columbia and another in southern India were not associated with clear changes in PM_{2.5}, while an intermittent wood burning ban in the San Joaquin Valley of California (USA) showed a decrease in PM_{2.5} concentrations (Yap 2015). Associations with regard to secondary outcomes were similarly mixed (Figure 8, Figure 9).

Interventions targeting vehicular sources

For interventions targeting vehicular sources, the evidence base with respect to primary outcomes ranged from low certainty for all-cause mortality, cardiovascular mortality, respiratory mortality and PM_{2.5} to very low certainty for PM₁₀ and combustion-related PM (Summary of findings for the main comparison). The associations observed in these studies were mixed for both health and air quality outcomes (Figure 10, Figure 11). Mandatory standards for diesel vehicles entering the metropolitan area in Tokyo were associated with improvements in all-cause, cardiovascular and respiratory mortality. An adaptive speed limit scheme in Barcelona (Spain) (Bel 2013b), a low emission zone in Munich (Germany) (Fensterer 2014), and an even-odd driving restriction policy in Beijing (PRC) (Viard 2015) were all associated with decreased PM₁₀ concentrations. Similarly, low emission zones in several Dutch cities showed a decrease in PM_{2.5} concentrations (Boogaard 2012). The partial closure and reconstruction of a major street in Ljubljana (Slovenia) (Titos 2015a) and the restructuring of the public bus system in Granada (Spain) (Titos 2015b) were associated with decreases in combustion-related PM. Several interventions, including the low emission zones in Dutch cities (Boogaard 2012), the construction of a tunnel to relieve traffic congestion in Sydney (Australia) (Cowie 2012), a speed limit reduction in Amsterdam (the Netherlands) (Dijkema 2008), the 1996 Olympic Games in Atlanta (USA) (Peel 2010), the Ecopass congestion charging scheme in

Milan (Italy) (Ruprecht 2009), and the London congestion charging scheme (Atkinson 2009) did not show clear changes in PM₁₀. The construction of a tunnel for relieving congestion was not associated with a clear change in PM_{2.5} (Cowie 2012). Low emission zones in several Dutch cities (Boogaard 2012), a speed limit reduction in Amsterdam (the Netherlands) (Dijkema 2008), and a restructuring of the public transportation system in Santiago (Chile) (Gallego 2013b; Gramsch 2013) reported no clear changes in combustion-related PM. A speed limit reduction in Barcelona (Spain) (Bel 2013a), and the Natural Gas Vehicle Supply programme in South Korean cities (Kim 2011) were associated with an increase in PM₁₀ concentrations. Associations with regard to secondary outcomes were similarly mixed (Figure 10, Figure 11).

Interventions targeting multiple sources

For interventions targeting multiple sources, the evidence base with respect to primary outcomes was very low certainty for all-cause mortality and PM₁₀ (Summary of findings 4). The associations observed in these studies were mixed for both health and air quality outcomes (Figure 12, Figure 13). Coordinated measures to reduce vehicular and industrial pollution enacted in Santiago (Chile) on days for which poor air quality is forecast (Mullins 2014) and the US National Ambient Air Quality Standards non-attainment designation, introduced as part of the US Clean Air Act (Zigler 2016) showed no clear changes in all-cause mortality. The coordinated measures in Santiago (Chile) were associated with a decrease in PM₁₀, while the US National Ambient Air Quality Standards non-attainment designation showed no clear changes in PM₁₀ concentrations. Associations with regard to secondary outcomes were mixed (Figure 12, Figure 13).

Overall completeness and applicability of evidence

This systematic review assessed the effectiveness of a broad range of interventions in improving specific air quality and health outcomes, without any geographical or population-related restrictions. The identified evidence base, considering both main and supporting studies, investigates many different interventions in many different contexts and settings, and is largely complete with regard to the systematic review objective. In assessing the overall completeness and applicability of the evidence, we drew from three different sources: 1) the external validity assessment applied using the NICE modified GATE tool; 2) a comparison of the identified evidence with the a priori defined logic model; and 3) relevant gaps as identified using the harvest plots (i.e. where specific intervention types have not been assessed with respect to certain outcomes).

The external validity assessment using the NICE modified GATE tool indicated that identified studies were relevant to a broad range of populations (Figure 4, Figure 5); the routine monitoring data used for both air quality and health outcomes in most studies facilitated the investigation of broad, 'real-world' sample populations.

The system-based logic model illustrates the system in which different types of interventions are implemented, and documents the PICO-related — as well as wider context-related — aspects that may have influenced the effectiveness of interventions (Figure 2). Broadly speaking, included studies covered the majority of aspects populating the logic model. We included studies from across the globe from a variety of contexts and settings (Table 1, Figure 4). Most studies assessed the general population, but

we also included studies specifically in infants (Tanaka 2015), children and adolescents (El-Zein 2007; Hasunuma 2014; Sajjadi 2011), and the elderly (Sajjadi 2011). We identified interventions belonging to all four intervention categories; the distribution across intervention categories was imbalanced, however, as a much larger proportion of identified studies were concerned with interventions targeting vehicular sources rather than other sources of ambient air pollution. Within categories several sub-categories were identified; some intervention sub-categories are better represented than others. Within vehicular interventions, for example, a relatively large number of studies reported on LEZs across Europe (Boogaard 2012; Fensterer 2014; Morfeld 2014), and even-odd bans are also well represented by studies in Ecuador, Mexico, China and South Korea (Carrillo 2016; Davis 2008; Gallego 2013a; Viard 2015). Similarly, within the residential interventions category, several studies assessed stove exchanges (Allen 2009; Aung 2016; Johnston 2013). On the other hand some sub-categories, such as the wood burning ban (Yap 2015) and a ban on diesel vehicles (El-Zein 2007), are poorly represented in the evidence base. Although the logic model highlighted the potential influence of various context-related factors, these factors were poorly reported in individual studies, and could not be assessed in a structured manner.

The harvest plots illustrate where evidence is plentiful and where relevant gaps in the evidence base exist. Many studies have, for example, examined the effects of vehicular interventions with respect to most outcomes. There is substantially less evidence regarding the effectiveness of industrial, residential and multiple interventions. The harvest plots indicate that in general across the evidence base for all intervention types, air quality outcomes were assessed much more frequently than health outcomes. Similarly, they illustrate that the evidence base is incomplete with respect to certain outcomes, such as respiratory effects, coarse PM and UPF concentrations.

As described in the Methods section, the final date of searches for this review is August 2016, thus the most current studies are not included in this review. Our Review Advisory Group identified several studies published since then that would potentially be included in the review (Barreca 2017; Font 2016; Gehrsitz 2017; Hales 2016; Han 2018; Li 2017; Lin 2016; Yinon 2017). From their feedback, it is clear that this is a very active field of study, and that an update to this review will be beneficial in the near future. This list of studies is very likely non-comprehensive; however based on an informal survey of these studies, it does not appear that the conclusions of this review would be altered based on this recent evidence.

Quality of the evidence

As described in detail in the 'Summary of findings' tables, applying the GRADE approach to appraise the certainty of evidence yielded low or very low ratings for all primary health and ambient air quality outcomes. These low ratings were primarily driven by the nature of the study designs included in this systematic review, which is exclusively based on non-randomised evidence. Risk of bias of included studies as well as inconsistency in findings — where for certain outcomes we identified studies favouring the intervention, studies favouring the control, as well as studies reporting no or unclear effects — contributed to these ratings and lowered our confidence that the observed effects represent the true effect. In the following we briefly discuss the findings of this systematic review in relation to each of the five criteria for rating down the

certainty of evidence — i.e. risk of bias, inconsistency of results, indirectness of evidence, imprecision, and publication bias — and provide examples of each. None of the criteria for rating up the certainty of evidence were applicable.

We assessed whether the main studies included in a given body of evidence were at high risk of bias, and thus would weaken the certainty of that body of evidence. Specific concerns regarding risk of bias differed across the bodies of evidence, but common issues comprised choice of intervention and selection sites and the lack of consideration of potentially important confounders. With regard to industrial interventions, for example, we downgraded the evidence on PM₁₀ due to potential selection bias and the lack of consideration of potentially important confounders. One of the three studies contributing to this evidence base, in evaluating the conversion of a Tel Aviv power station from oil to gas, chose only one intervention and one control site based on the prevalent wind patterns with respect to the power station, and did not include any potential confounders in the analysis (Saaroni 2010).

We rated down a body of evidence where effects from included studies varied widely, indicating inconsistency. In some cases, however, given the substantial heterogeneity of the included studies, such inconsistency could be expected. Thus we rated down evidence only when substantial inconsistency was present (i.e. observed effects favouring the intervention and the control), and where this inconsistency could not be readily explained. For vehicular interventions, for example, we rated down the evidence for PM₁₀ because effects of similar interventions in similar contexts, for example low emission zones in Dutch cities (Boogaard 2012) and Munich (Germany) (Fensterer 2014), and two speed limit changes in Barcelona (Spain) (Bel 2013a; Bel 2013b), would be expected to be more consistent than observed in these studies.

Considering imprecision in applying GRADE, we rated down a body of evidence where the conduct of the primary studies led to imprecise effect estimates, thus indicating significant uncertainty surrounding the benefits and/or harms of the intervention. For residential interventions, for example, we rated down the evidence for all-cause mortality and respiratory mortality due to imprecision, as one of the four studies reported very wide confidence intervals spanning from a meaningful effect to a potential harmful effect (Johnston 2013). As most studies used routine health and/or air quality data for primary outcomes, we did not rate down any studies for small sample sizes or low numbers of events.

We considered indirectness of evidence in the application of GRADE, but given that the populations, interventions and outcomes of included studies match those of interest for the review, we did not rate any of the evidence down for indirectness.

Given the lack of sufficiently homogeneous studies assessing the same intervention category and outcomes, we were unable to systematically investigate the presence of publication bias. There were generally no stark discrepancies between the described methods and the presented results in the included main studies. However, it is difficult to judge whether all planned analyses were conducted and reported since it is uncommon to publish a study protocol in this research field. Of the 42 main studies, only three cited a study protocol or described study registration (Aung 2016; Morfeld 2013; Morfeld 2014).

It should be emphasized that evaluating the appropriateness and quality of study design and analysis methods for such a heterogeneous body of evidence was challenging. In the absence of randomization, no gold standard exists to guide researchers undertaking such evaluations. Included studies handled key aspects of conduct — such as the definition of intervention and control sites, the incorporation of time in the analysis, and the duration of follow-up — very differently. In assessing changes in air quality associated with low emission zones, for example, some studies drew from intervention and control sites within the same city (Fensterer 2014), while others drew from areas further geographically removed (Boogaard 2012). In fact, two included studies (Friedman 2001; Peel 2010), both of which analyzed the effect of the traffic reduction strategies during the 1996 Atlanta Olympic Games, highlight the importance of some of these methodological aspects on the observed results. Friedman and colleagues assessed changes in acute care visits due to asthma in children in the five central counties of metropolitan Atlanta during the Olympic Games, as compared to four weeks before and four weeks after. They observed a significant decrease in childhood asthma associated with the intervention. However, Peel and colleagues improved upon and expanded the original analysis. They controlled for underlying time trends, assessed 10 years of data, and included control data from immediately outside Atlanta, other areas of Georgia, and other cities located in the US southeast. They observed no change in acute care visits for paediatric cardiorespiratory outcomes, including asthma, associated with the intervention. They found that reductions in ozone levels during the Olympics were due to regional meteorology and that the role of the traffic measures remained unclear. These divergent results illustrate that study design features, like the selection of appropriate control sites and study period, can affect not only the magnitude of the effect estimate, but also the direction of the effect, even when the considered studies are at a low risk of bias. Some studies conducted sensitivity analyses to assess the influence of selected methods on study results, but many studies were limited by available data. Thus some of the reported effect estimates are likely to be very dependent on the specific design and analysis methods applied.

It is important to consider how one might actually achieve higher quality evidence for, and thus a greater confidence in, the effectiveness of interventions to reduce ambient air pollution and their related health outcomes. Choice of study design and analysis methods plays a critical role. When conducting future intervention evaluations, researchers should strive to use the best possible study design and to make the best possible use of any routine or newly collected data. In undertaking evaluations, researchers should also ensure that they analyze their data in the most appropriate way, seeking additional statistical expertise where required. For example, where routine monitoring data are available pre- and post-intervention at both an intervention and control site, researchers should aim to conduct a cITS study. A cITS uses the underlying trend in the outcome to account for temporal changes not associated with the intervention, as well as a geographic control to account for contemporaneous changes occurring on a wider geographical scale not associated with the intervention. ITS, CBA and UBA studies do not inherently apply this level of control. The cITS study can thus ensure a lower risk of bias, as well as a richer understanding of the association between the intervention and various outcomes, compared to other NRS designs and analyses. Regarding the analysis, a range of methods may be

applied, and providing general guidance is challenging; however certain aspects could be helpful across most cases. For controlled studies, for example, applying a difference-in-differences analysis approach is appropriate in most cases, as it accounts for any baseline differences in outcomes or other factors and provides a direct statistical comparison between intervention and control sites in calculating the intervention effect, provided an appropriate control population is selected.

When considering the overall summary of findings and the GRADE certainty of evidence ratings, it should be emphasized that difficulties in applying GRADE to complex public health interventions have been documented (Movsisyan 2016; Rehfuess 2013). In this review, for example, where no randomized evidence was identified, all of the primary outcomes assessed with GRADE were automatically rated as either ‘low’ or ‘very low’ certainty, which suggests that GRADE does not appropriately differentiate between NRS designs with moderate and low internal validity. These challenges and some criticism have led several ongoing efforts to further develop the GRADE approach, making it more suitable to reviews such as this, where much of the evidence base comprises NRS (Montgomery 2019), accepted for publication). The requirement that all non-randomized study designs begin the GRADE assessment at ‘low’ certainty, for example, will be relaxed provided the risk of bias of all included studies is rigorously assessed (Schünemann 2018). The newly developed ROBINS-I tool (Sterne 2016), designed specifically for cohort studies of interventions, along with a series of related tools still under development, would allow for a rigorous and appropriate risk of bias assessment. This is likely to better reflect the reality, context and range of study design and analysis methods applied in public health fields such as air pollution intervention research.

Potential biases in the review process

Throughout the conduct of the review, from the initial scoping stages to the interpretation and reporting of the evidence, we applied systematic, robust and transparent methods. We defined our review question and the exact parameters based on a system-based logic model. We conducted multi-disciplinary and multi-database electronic searches, and attempted to locate non-published literature. Our protocol was reviewed by a RAG consisting of air pollution researchers as well as decision makers who represent the potential end-users of this review. In order to better reflect the reality of the air pollution research field, we included a wide range of study designs, including the study designs normally included in EPOC reviews (Cochrane EPOC 2017), but also non-EPOC CBA studies; we included UBA studies as supporting studies. We summarized the heterogeneous evidence base narratively, but also created harvest plots with the aim of more effectively communicating the evidence. All of these methodological aspects were helpful in ensuring that the results reported here are both valid and relevant. There were, however, challenges in the review conduct, and some decisions we made may have led to the introduction of bias into the systematic review.

Although we developed a very broad search strategy, it is still possible that we were unable to identify some studies, especially if those were not published in journals indexed by electronic databases. Additionally, the most recent searches were conducted in August 2016; thus, studies published since then are not included in this review. Newer studies could potentially lead to a more complete and differing evidence base.

As described above, we included a wide range of study designs to ensure that we were capturing those studies considered as relevant and rigorous by air pollution researchers and decision makers. The classification of included studies into one of our included study designs was challenging, and it is possible that potentially eligible studies were misclassified. We aimed, however, to be inclusive at the screening stage with regard to study design and discussed any uncertainties at the full-text screening stage among at least three review authors to avoid such exclusion. Similarly, the distinction between the main studies, which contributed to the data on intervention effectiveness, and supporting studies, which are only reported descriptively, was difficult. However, these decisions were also always made in duplicate, often only after extensive discussion.

Many early accountability studies, as well as several more current studies, have taken an indirect approach to assessing the effects of interventions. Such studies usually apply observational methods, such as the cohort study design, to evaluate changes in outcomes over time, without directly linking these to interventions. One example of such a cohort study is the SAPALDIA study in Switzerland, which has measured changes in air pollution and the associated changes in health for more than two decades (Leuenberger 1994; Schindler 2009). Similar cohort-based studies linking changes in air quality to changes in health have been conducted in California (Gauderman 2015; Gilliland 2017), as well as the entire USA (Correia 2013; Dominici 2007; Pope 2009), and in the Netherlands (Boogaard 2013). Another important type of study, excluded from this review, are those in which participants self-select into lower exposure areas. In Avol 2001, also known as the Movers study, participants who moved from higher to lower pollution areas experienced improvements in respiratory function relative to those who remained in high pollution areas. Although these studies have provided valuable evidence on various interventions, the inclusion criteria of this review required studies to explicitly evaluate a clearly-defined intervention. The decision of whether a study can be explicitly linked to an intervention, however, was occasionally blurry, and it may be questionable whether all of the included studies offer a more direct evaluation of an intervention than several cohort studies that were excluded. Had we included cohort studies, this would have yielded a different evidence base, which may have influenced the results and interpretations of the review.

Assessments of air quality interventions have often relied on concentration-response functions from existing epidemiologic studies to model health outcomes resulting from measured or modelled changes in air quality. There are, however, well-known examples of accountability studies that have used modelled data to assess interventions. Cesaroni 2012, for example, used data on traffic volumes to calculate pollutant concentrations and to assess the effectiveness of the LEZ in Rome after its implementation. Another example evaluated the benefits associated with the US Clean Air Act across the USA by modelling predicted air pollution emissions reductions and the resulting health and cost benefits (US EPA 2011). Such predictive modelling studies were excluded from the current review. If such studies had been included, the resulting evidence base would have been different, and this may have influenced the results and interpretations of the review.

We defined interventions based on four categories, and there are thus certain types of interventions that are not covered by this

review. Certain forms of personal protection, including masks and filtration systems, were not included. Additionally, we did not include studies assessing changes to agricultural practices. These types of interventions may also lead to improvements in air quality or reduced exposure to ambient air pollution, thus improvements in health, but this cannot be ascertained by this review.

The harvest plots, though efficient and very accessible for summarizing heterogeneous evidence on effectiveness of interventions, should not be seen as a replacement of the meta-analysis. Readers should be aware that the effects populating the harvest plots are those reported in the individual studies, and could be biased or underpowered, or both. Additionally, graphical summary techniques like the harvest plot have been criticized because they may encourage 'vote-counting' practices, if end-users attempt to quantitatively compare the frequency of effect directions (Thomson 2012; Higgins 2019). This practice is explicitly discouraged in association with harvest plots, and readers are encouraged to carefully read the detailed narrative summary. They also rely on significance testing and P values for arranging the bars into columns, and such practices have also been criticized for relying too heavily on arbitrary significance values (Sterne 2001). We argue, however, that our use of the harvest plots represents a conservative interpretation of effect estimates from individual studies that is biased towards the null, and thus avoids the potential danger of describing misleading changes in outcomes from imprecise and underpowered analyses.

We made several changes after publication of the protocol; these are listed below in the [Differences between protocol and review](#) section. Some of these differences, for example the differentiation between main and supporting studies or the use of the NICE-modified GATE tool only, rather than in combination with the Cochrane EPOC 'Risk of bias' tool, may have influenced the results of the review. These decisions, however, were based solely on methodological considerations and problems, and were made without consideration of study results.

Agreements and disagreements with other studies or reviews

Several reviews of air pollution intervention studies have been published recently (Bell 2011; Boogaard 2017; Henneman 2017; Henschel 2012; Rich 2017; van Erp 2012). None of these reviews, however, applied systematic and transparent methods; only one review's authors described their methods for identifying studies (Henschel 2012), and none applied systematic methods for searching and selecting included studies. Rather than aiming to comprehensively describe all interventions that have been evaluated, as we have done, these reviews primarily aimed to describe the current state of knowledge through the use of illustrative examples.

Only one review drew any general conclusions with respect to the effectiveness of interventions, suggesting that based on the evidence, decreases in air pollution due to interventions or other external events were associated with improvements in health outcomes (Henschel 2012). The heterogeneous evidence base we identified did not entirely support this overall conclusion with respect to effectiveness.

Although the scope and methods of these reviews differ, there are several similarities in the results and interpretations that are in

line with our systematic review. The reviews, for example, discuss the complexity of the system in which these interventions are implemented, and the resulting challenges researchers face in assessing the effectiveness, including accounting for confounders and underlying trends in the outcomes, as well as decisions around the appropriate length of follow-up and appropriate control populations (Boogaard 2017; Henneman 2017; Rich 2017; van Erp 2012). They also highlight the challenges presented to review authors in comparing across individual studies, due to the heterogeneity of study design and analysis methods (Bell 2011; Henschel 2012). Each review additionally suggested several ways forward, many of which are supported by our findings, including the need for more consistent methodology across studies (Bell 2011; Henschel 2012), prospective evaluations of interventions (Henneman 2017; van Erp 2012), and the further development of methods for intervention evaluation (Boogaard 2017; Henneman 2017).

AUTHORS' CONCLUSIONS

Implications for practice

Air pollutant concentrations are high and still increasing in many parts of the world, in particular in LMICs (van Donkelaar 2015). Even in HICs, where levels have decreased markedly over the past decades, substantial health effects due to air pollution are still being observed (Di 2017; Pinault 2017). The overall burden from outdoor air pollution remains very large (Gakidou 2017), thus it is imperative that policies aiming to improve air quality and associated health outcomes be put in place to protect the health of populations in both HICs and LMICs.

It is especially important for measures to be implemented in areas where few or none exist. We identified few or no studies from several parts of the world, including Africa, the Middle East, Eastern Europe, Central Asia and Southeast Asia. It is likely that some interventions have been implemented and simply not evaluated, but we suspect that this also indicates a general lack of interventions being put into place. Thus decision-makers should prioritize the development and implementation of appropriate interventions in these settings. With the identified evidence base, we were not able to provide a simple answer regarding 'what works'. The choice of specific intervention is context-dependent; in an area where a single pollutant source contributes heavily to concentrations, an intervention aiming to reduce concentrations from this source may be appropriate. In many cases, however, several sources contribute substantially to ambient air pollution, and a more systemic, multi-component approach may be necessary. Indeed in areas where ambient air pollution is still very high and where few or no interventions exist, coordinated and comprehensive measures at the national level are likely to be appropriate. Thus in developing and implementing interventions, decision-makers will need to consult the international evidence, for which the studies included in this review can serve as a valuable resource. In addition, they will need to conduct local analyses to determine what is most appropriate in a given context.

To ensure a better future understanding of 'what works', it is important that decision-makers help ensure high-quality evaluations. Such high-quality evaluations undertaken in different settings and countries should ideally follow an internationally agreed evaluation framework that encourages a more systematic assessment and facilitates comparisons across studies. Air

pollution interventions, and especially long-term regulatory programmes, would benefit from having an evaluation component built into them from the start (Boogaard 2017). Such a system of contemporaneous evaluation would also require a system for reliable tracking of both air quality and health outcomes data over the long term, including quality assurance of the data and making them publicly available (Boogaard 2017). Concomitant and potentially more in-depth evaluations could also comprise process evaluations, providing important insights into the fidelity, feasibility, quality of implementation and causal mechanisms related to interventions and their effects for different population groups (Moore 2015).

Implications for research

It is likely that there are many ambient air pollution interventions that have yet to be evaluated, and researchers with experience in accountability research could look for opportunities to evaluate existing and future interventions. Through the conduct of further evaluations the evidence base may become more complete, which may help to further address the ambiguity surrounding what types of interventions work the best, in what populations and in what contexts.

To make future evaluations of ambient air pollution interventions more policy-relevant, it would be helpful if researchers focused on producing more uniform and internally valid evidence that can be readily compared and synthesized with other studies. Researchers should focus on important outcomes widely available through routine data, such as mortality and PM₁₀, PM_{2.5} or other criteria pollutants. Quasi-experimental study designs are increasingly being applied in public health research (Bärnighausen 2017; Craig 2017). Several included studies already employed such designs (Bel 2013a; Carrillo 2016; Deschênes 2012; Giovanis 2015; Mullins 2014; Viard 2015), and more of these evaluations will ensure a more internally valid and methodologically homogeneous evidence base, which can be more readily synthesized (Becker 2017). In addition, new promising methods have been developed for accountability research, including use of causal inference methods (Hubbell 2014; Zigler 2014; Zigler 2016). These and other approaches that would improve the ability to attribute changes in air quality and health directly to an intervention should continue to be advanced and applied.

Similarly, an evaluation of effectiveness may not be sufficient for informing policy; future evaluations should also focus on other important aspects. These include, for example, unintended and adverse events and cost-effectiveness, as well as process-related outcomes, such as intervention fidelity, feasibility and acceptability. This would be helpful for future implementation and adaptation of interventions.

Studies assessing interventions aiming to reduce ambient air pollution are, like other epidemiological studies, susceptible to confounding. In particular, it is challenging to appropriately account for factors other than the intervention that also affect air quality and health. Therefore, the use of appropriate comparison populations or outcomes (i.e. negative controls) unaffected by the intervention and accounting for underlying background trends in outcomes is important for future studies. Specific rigorously conducted included studies accounted for these aspects; Pope 2007, for example, assessed a series of various geographical controls in assessing the intervention effect, Peel 2010 analyzed

a 10-year time series to account for underlying trends in hospitalizations, and [Yorifuji 2016](#) assessed changes in non-cardiovascular, non-respiratory deaths, where no change would be expected due to the intervention. Additionally, the conduct and transparent reporting of sensitivity analyses to evaluate, for example, choices of comparison populations and of statistical models adjusting for background trends, should be undertaken, so as to provide readers with an understanding of the uncertainty of the effect ([Boogaard 2017](#)).

Future studies should also focus on complete and detailed reporting of all study aspects. In order for studies to effectively inform policy, all aspects should be comprehensively reported, including the populations, intervention, outcomes and study methods. Relevant published reporting guidelines, such as the CONSORT statement for randomized studies ([Schulz 2010](#)), the STROBE statement for observational studies ([Vandenbroucke 2007](#)) and the TREND statement for non-randomized evaluations ([Des Jarlais 2004](#)), are a good starting point, but even these may not be sufficient. Where possible, authors should go beyond describing these aspects in a brief overview; rather than describing the intervention simply as a “low emission zone”, for example, authors should describe when the LEZ was implemented, the reach of the LEZ, whether and how the policy was enforced, whether certain vehicle types were excepted, along with any further details that may help readers understand what actually occurred. The TIDier and the TIDier-PHP checklists for better intervention reporting can help facilitate comprehensive intervention description ([Hoffmann 2014](#); [Campbell 2018](#)). Similarly, all aspects should be described in detail; where air quality monitors are used, information on the geographic location of monitors, as well as the nature of monitoring sites (e.g. streetside, urban background, suburban background)

should be provided. In reporting results authors should provide effect estimates, as well as some measure of variance, such as the 95% confidence interval. Detailed information on context and implementation issues, additionally, can complement traditional evaluations, and may indeed be critical in understanding the effectiveness of interventions ([Pfadenhauer 2017](#)); researchers conducting evaluations should strive to include a structured and comprehensive assessment of these aspects. Most journals encourage such detailed reporting, allowing authors to provide additional details in appendices and supplemental material. Additionally, a more concrete conceptualization of the intervention and the system at the onset of research, using, for example, the logic model, may help strengthen the design, conduct and reporting of intervention evaluations ([Rehfuess 2017](#); [Rohwer 2017](#)).

From a review perspective, we categorized interventions broadly based on the source targeted, which resulted in us identifying a range of different interventions within each category. Future systematic reviews of interventions aiming to reduce ambient air pollution could consider a more granular categorization of interventions, which may result in a more homogeneous evidence base within categories that could be more readily synthesized.

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Supplemental material

The full supplemental material for this Cochrane Review is available at:

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6. Paper II

Looking beyond the forest: Using harvest plots, gap analysis, and expert consultations to assess effectiveness, engage stakeholders, and inform policy

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We describe a combination of methods for assessing the effectiveness of complex interventions, especially where substantial heterogeneity with regard to the population, intervention, comparison, outcomes, and study design of interest is expected. We applied these methods in a recent systematic review of the effectiveness of reinforced home-based palliative care (rHBPC) interventions, which included home-based care with an additional and explicit component of lay caregiver support. We first summarized the identified evidence, deemed inappropriate for statistical pooling, graphically by creating harvest plots. Although very useful as a tool for summary and presentation of overall effectiveness, such graphical summary approaches may obscure relevant differences between studies. Thus, we then used a gap analysis and conducted expert consultations to look beyond the aggregate level at how the identified evidence of effectiveness may be explained. The goal of these supplemental methods was to step outside of the conventional systematic review and explore this heterogeneity from a broader perspective, based on the experience of palliative care researchers and practitioners. The gap analysis and expert consultations provided valuable input into possible underlying explanations in the evidence, which could be helpful in the further adaptation and testing of existing rHBPC interventions or the development and evaluation of new ones. We feel that such a combination of methods could prove accessible, understandable, and useful in informing decisions and could thus help increase the relevance of systematic reviews to the decision-making process.

KEYWORDS

complex interventions, evidence synthesis, expert consultation, harvest plot, systematic review

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1 | EVIDENCE SYNTHESIS IN THE ABSENCE OF META-ANALYSIS: NEED FOR METHODS DEVELOPMENT

The challenges associated with conducting systematic reviews of complex interventions have been well documented; a potentially broad research question that requires intricate, multidisciplinary searches may lead to the collection of very heterogeneous evidence, with a potentially wide range of methodological characteristics, included populations, interventions, comparisons, outcomes, and results.¹ A range of novel meta-analytical and other statistical methods exist to address and assess such heterogeneity,^{2,3} but a critical decision for the reviewer is nevertheless whether the identified evidence is sufficiently homogenous to be statistically combined in a meta-analysis.⁴ In systematic reviews of complex interventions, the a priori expectation of substantial heterogeneity among studies often leads reviewers to forgo a meta-analysis, deciding instead for a narrative synthesis. A narrative synthesis of effectiveness evidence on its own, however, may prove lengthy and inaccessible to the end user⁵ and in fact may leave the decision maker to make further sense of the evidence on his or her own. Thus, evidence in this form may not be ideal for informing decision makers.^{6,7}

In contrast, a clear, accessible summary is particularly important to decision makers, and non-meta-analytical graphical summary methods have been shown to be an informative and comprehensible mode of presenting results of systematic reviews. The forest plot without a pooled effect estimate, for example, provides an overview of the effects for all studies assessing a given outcome and is likely already familiar to various stakeholders.^{4,8} Other graphical methods, like the harvest plot,⁹⁻¹¹ the effect direction plot,⁵ and the bubble plot,^{12,13} can summarize large bodies of information, usually facilitating the arrangement of various intervention types, outcomes, and other aspects in a single structure. The albatross plot is more statistical in nature and attempts to illustrate the relationship between the *P* value, the effect size, and the size of the assessed population.^{14,15} Each method is unique in its presentation of results from primary studies, but all aim to summarize and present intervention effects across studies in an accessible and user-friendly manner. The lack of a meta-analysis, nevertheless, means that most systematic reviews using a graphical summary method will fail to provide the precise quantitative answer that decision-makers may desire and may lead to further questions about included studies and how aspects of these studies may influence intervention effectiveness. Thus, a way to extract more detailed information from the

underlying systematic review, which facilitates a better understanding of included participants, interventions, outcomes, context, or other aspects, could be a valuable complement to graphical summary methods and could thus help increase the relevance of systematic reviews to the decision-making process.

As part of the recently completed European Union-funded INTEGRATE-HTA project,¹⁶ we developed concepts and methods for the comprehensive, integrated assessment of complex interventions. These concepts and methods were then applied in a demonstration health technology assessment (HTA) on reinforced home-based palliative care (rHBPC), which refers to home palliative care with an additional component of lay caregiver support.¹⁷ We chose to assess rHBPC within INTEGRATE-HTA because, based on the current literature on complexity of health interventions and health systems, it can be considered highly complex: There are multiple interacting components, a unit of care composed of the patients and their lay caregivers, as well as multiple service providers and other stakeholders at various levels, a range of physical, psychological, and spiritual outcomes, and the need for a degree of tailoring.¹⁸ Additionally, the interactions between the intervention, context, setting, and implementation likely influence effectiveness,¹⁹ and these various aspects may change in adaptive ways over time.^{2,20} The methods applied in the effectiveness assessment of rHBPC are presented in this paper.

In the following section, we will briefly describe the scope of the systematic review of effectiveness, including the population, intervention, comparison, outcomes, and study designs of interest. In the subsequent section, we will describe the combination of methods applied for summarizing, presenting, and further exploring the evidence included in this review, which included creating harvest plots and a subsequent gap analysis and expert consultations. In the final sections, we will present the results from this combined approach to evidence synthesis and interpretation and briefly discuss the strengths and limitations of the applied methods.

2 | SCOPE AND OVERVIEW OF METHODS OF SYSTEMATIC REVIEW OF RHBPC

Following a Cochrane review that showed mixed results regarding the effectiveness of identified interventions,²¹ we aimed to update the evidence base and assess the effectiveness of rHBPC interventions across a range of health outcomes in adult patients and their lay caregivers. The review scope is summarized in Box 1.

Box 1: Clinical and methodological scope of systematic review

Population: We included all adults (≥ 18 years) with any life-limiting condition receiving rHBPC. We included all lay caregivers, as the lay caregiving role may be taken on by any number of individuals and is by no means limited to family.²²

Intervention: rHBPC encompasses a wide range of services. For the purpose of this review, we included any intervention, which allowed patients to receive care primarily at home, and which additionally used an explicit component focusing on supporting the lay caregiver. This additional support included any psycho-educational intervention aimed at providing assistance to lay caregivers (eg, individual or group counseling, education, advice, or respite services, which alleviate burden).

Comparison: We included any comparator, as during protocol development, it became clear that services offered to patients and caregivers as part of usual care were very heterogeneous.

Outcomes: Patient outcomes included pain, symptom control, quality of life (QoL), psychological health, death at home, hospitalization, response (eg, coping, preparedness, and mastery), and satisfaction with care. Lay caregiver outcomes included QoL, psychological health, response, and satisfaction with care.

Study designs: We included studies applying any of the following designs.

- Patient or cluster randomized controlled trials
- Patient or cluster nonrandomized controlled trials
- Controlled before-after studies with at least 2 interventions and 2 control sites.²³
- Interrupted time series studies with at least 3 data points both before and after a clearly defined intervention.²³

We searched for and selected studies and appraised the quality of included studies in line with Gomes et al²¹ and guidance published by Cochrane.⁴ A more detailed description of the scope and methods can be found in the review protocol, available online.²⁴

3 | EVIDENCE SYNTHESIS AND BEYOND: HARVEST PLOTS, GAP-ANALYSIS, AND EXPERT CONSULTATIONS

At the evidence synthesis stage, we diverged from the methods applied in the original review by Gomes et al,²¹ where a narrative synthesis and a limited number of meta-analyses were performed. Based on the expected clinical and methodological heterogeneity of studies, we decided a priori to forgo meta-analysis and to present findings graphically through harvest plots. We arranged studies on a matrix in columns according to direction of effect-favors control, no difference or favors intervention, and in rows according to the outcome category. Additionally, information regarding study design—represented by the height of the bar, and where no statistical analysis was performed—indicated with a dotted border, was portrayed. The color of the bar designates whether that study was originally included in Gomes et al²¹ (white) or newly identified through our review update (black).

We recognized that while harvest plots are a good means of providing an overview of the evidence of effectiveness, decision makers tend to be interested in more detailed and concrete information regarding the various populations, interventions, and outcomes. Systematic review authors increasingly engage content experts, both at the planning and execution stage, in the hopes to increase the relevance and utility of review results.^{4,25-27} Thus, in an attempt to engage with experts in palliative care practice, we subsequently conducted a gap analysis and expert consultations to further explore the review results. “Gap analysis” is a catchall term used to describe a range of methods applied in many scenarios.²⁸⁻³⁰ In this study, gap analysis refers to the process by which the entire review team, with expertise in palliative care, effectiveness and cost-effectiveness research, and evidence synthesis, sought to examine the main findings related to rHBPC effectiveness in an open and iterative discussion. Gaps could, for example, be open questions or inconsistencies around study methods, included populations, interventions, comparisons, or outcomes, as well as about the effects observed in the included studies. These identified gaps, which we refer to as “emerging aspects,” were used as a flexible structure for the one-on-one consultations with palliative care practitioners and researchers, as explained below and for summarizing the insights obtained.

Following the gap analysis, 4 palliative care professionals, including researchers and practitioners with knowledge and experience in palliative care from England, Germany, and the Netherlands, were consulted individually via telephone or Skype. These individuals

were purposively selected from a group of experts that had previously expressed interest in contributing to INTEGRATE-HTA. Each expert was provided the opportunity to study the review protocol and the harvest plots and was asked to discuss methodological or palliative care-related issues relevant to the emerging aspects arising from the gap analysis. For example, if a certain type of intervention seemed to be comparatively effective, the experts would discuss, based on their knowledge and experiences, why this particular intervention may be observed as effective. As well as discussing the emerging aspects, experts were invited to contribute other relevant questions, comments, or topics. Each consultation was audiotaped to ensure fidelity. We reviewed consultation findings descriptively using the emerging aspects to structure the findings. As an author team, we then aimed to further distill the insights into potential implications for research and practice.

4 | RESULTS

The results of the study selection process can be seen in Figure S1. We included 9 studies assessing rHBPC, 5 included in the original review³¹⁻³⁵ and 4 newly identified through our updated searches.³⁶⁻³⁹ The studies differed widely with regard to the study setting, population, intervention, comparison, and outcomes, and detailed information on these aspects is provided in Table S1.

The harvest plots provide an overall summary of the effect estimates of included primary studies across all

outcomes. For caregiver outcomes, most of the 9 studies showed no greater benefit for rHBPC than for standard nonreinforced home-based interventions; a small number of studies showed some positive effects (Figure 1). Although rHBPC interventions focused mostly on lay caregivers, 5 studies also assessed patient outcomes (Figure 2). For pain, QoL, hospitalization, patient response, and satisfaction of care, there appeared to be no difference between rHBPC and non-rHBPC interventions. Symptom control and psychological health displayed a mix of positive intervention effects and no effect.

Through the gap analysis, the review team identified 4 emerging aspects, which potentially influenced the effectiveness of the included rHBPC interventions or the assessment of effectiveness (Table 1, “Emerging Aspect” column). These included (1) the heterogeneity and ambiguity of the primary study comparator, nonreinforced care, against which rHBPC interventions were compared; (2) the potential lack of individually tailored care based on patient and caregiver needs; (3) the appropriateness of outcomes used in the review, as well as in primary studies; and (4) the primary study designs with which these interventions are usually evaluated.

In the subsequent consultations, experts highlighted both clinical and methodological aspects, such as the need to embrace more tailored, evolving care, the use of more responsive outcomes and more appropriate study designs, and overall better reporting in primary research. A summary of the findings of these consultations is provided in Table 1 (“Expert Consultations” column).

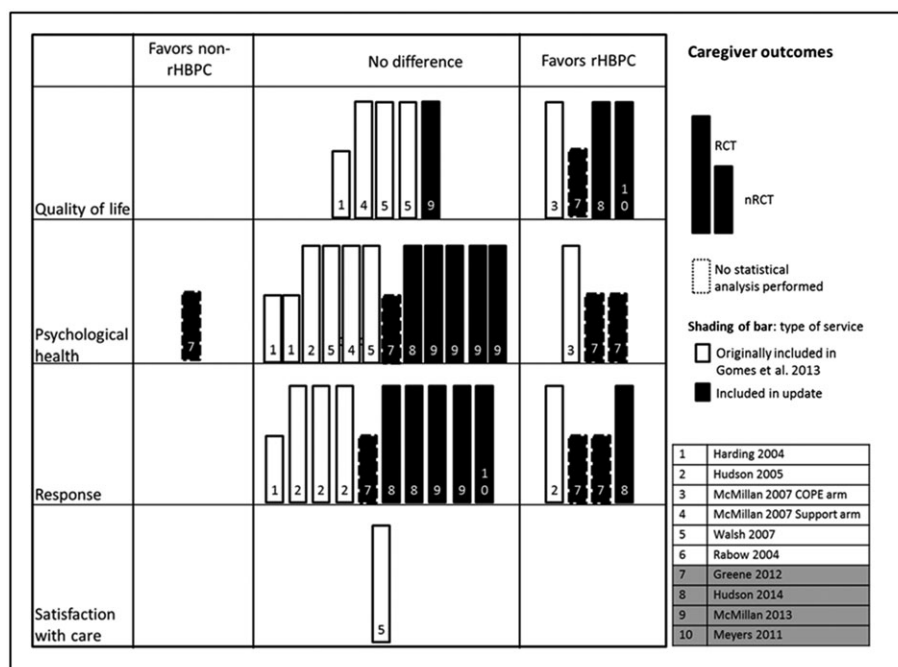


FIGURE 1 Effect estimates of included rHBPC interventions for lay caregiver outcomes

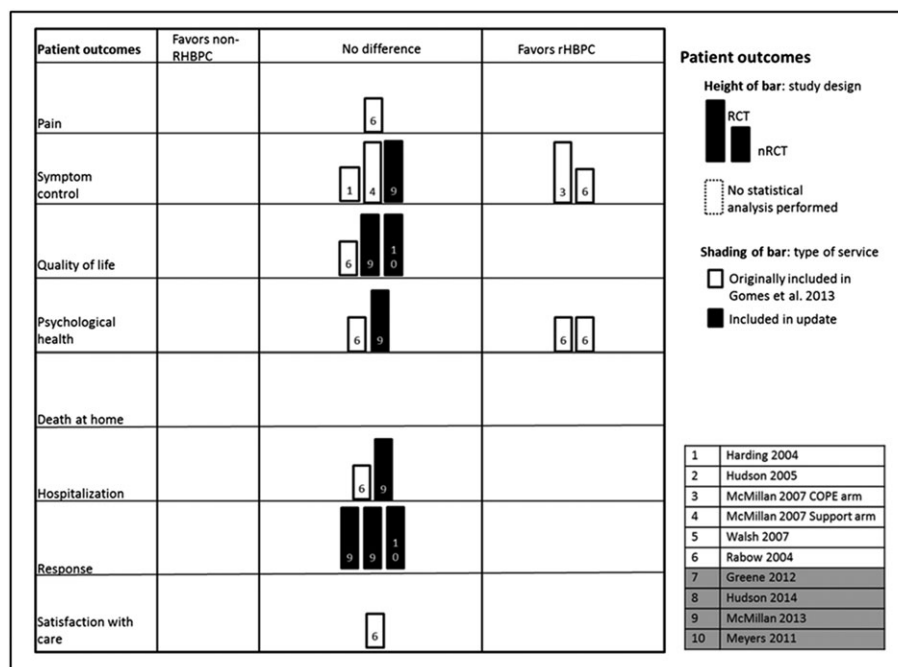


FIGURE 2 Effect estimates of included rHBPC interventions for patient outcomes

5 | DISCUSSION

As we felt that statistical aggregation was unlikely to be appropriate given expected heterogeneity in populations, interventions, outcomes, and study methods, the graphical summary provided by the harvest plots allowed us to produce evidence on effectiveness that is accessible to and informative for decision makers.⁶ The harvest plots show, for example, that rHBPC interventions were, for the most part, not effective in improving patient or lay caregiver outcomes. Harvest plots, however, do not tell the entire story; presenting the evidence in such an overview manner can obscure critical differences in individual studies, and recognizing such differences may require looking beyond the overall summary of evidence. At this stage, rather than concluding that rHBPC does not work, it may be valuable to examine both the factors that may have led to some interventions being more effective than others^{40,41} and to step outside of the conventional systematic review and explore this heterogeneity from a broader perspective.

Thus, we consulted experts with the aim of supplementing the summary of evidence generated through the systematic review with more detailed information regarding the assessed populations, interventions and outcomes, and potentially, the effects (or lack thereof) of included studies. The inclusion of expert input in systematic reviews of effectiveness has been shown to add value, both at the planning stage to define the scope of the review^{4,25,26} and at the evidence synthesis stage, for example, through Bayesian meta-analysis.²⁷ Our

application of gap analysis and expert consultations as a supplement to the more traditional evidence synthesis likewise aimed to go beyond the conduct and reporting of any individual study, to enrich the results of the review with the knowledge and experience of experts. These experts did, in fact, highlight both clinical and methodological aspects, which could potentially be helpful in the further adaptation and testing of existing rHBPC interventions or the development and evaluation of new ones. For example, rHBPC interventions could be designed to be more tailor-fit to patients and their lay caregivers; or in evaluating interventions, researchers could look at outcomes and study designs that are more responsive in this population.

There were, of course, limitations in the application of this combination of methods. Harvest plots allow the presentation of a bulk of evidence, but readers may need some time to “orient” themselves. Another criticism of graphical summary techniques is that they could potentially encourage “vote-counting” practices, if readers or decision makers attempt to quantitatively compare the frequency of effect directions,⁵ but this should be explicitly discouraged in association with harvest plots. The information gained from the expert consultations is useful but is based on personal experiences and is exploratory in nature, and thus should not be taken as hard evidence. Additionally, because of time and resource constraints, we were only able to conduct 4 consultations with experts from 3 countries, and we did not involve other stakeholders (ie, patients, lay caregivers, or other interested parties). Hence, further applications of these or similar

TABLE 1 Findings of gap analysis and expert consultations

Emerging Aspect	Gap Analysis	Expert Consultations	Potential Implications for Research and Practice
Primary study comparator (nonreinforced care)	The type of care, against which reinforced care was assessed, was poorly described in most included studies. Caregivers may be receiving substantial support through standard home-based services. Usual care, and especially the extent to which caregivers are supported as part of usual care, likely varies widely among included studies.	Usual care varies from place to place—not only from country to country—although there are very substantial differences to be seen at that level, but also within countries from one location to another. The support that caregivers receive as part of usual care is extremely heterogeneous. Some caregivers receive structured support throughout the illness trajectory, while others receive help only when they are overwhelmed by problems and seek care themselves. The extent to which caregivers are involved in decisions regarding patient care differs within “usual care,” from virtually none, to playing a part in care-planning discussions.	In determining what care may be appropriate in a given setting, a clear understanding of what type of support patients and caregivers receive as part of usual care is likely to be critical to identifying whether rHBPC could be effective, and which additional, alternative, or complementary services could be warranted.
Lack of tailored care	Although some of the included interventions did offer some flexibility, it could be that for reinforced palliative care to be effective, targeted and tailored care should be more strongly emphasized and delivered to those patients and caregivers assessed as needing it most.	Care tailored to the individual patient and caregiver, at least to a certain extent, is seen as the best practice—this could be based on diagnosis, age, illness trajectory, social surrounding, etc—and the recognition of such indicators is important. Being able to assess the needs of patients and/or lay caregivers and to inform them of (evidence-based) options is essential. The health and social care professional, however, should not make assumptions about what patients and/or caregivers need or want, and they should be involved in these discussions. The needs of caregivers and patients are not static and will likely change over time and trajectory of the illness. This makes repeated assessments through ongoing communication important.	As changes in patient and caregiver needs occur frequently in relation to the illness trajectory, assessing these needs frequently and reacting to them through tailored care may be an important means to design more effective interventions.

(Continues)

TABLE 1 (Continued)

Emerging Aspect	Gap Analysis	Expert Consultations	Potential Implications for Research and Practice
Appropriateness of assessed outcomes	All of the outcomes assessed in this review have been used in the primary literature and are thought to be important for patients and caregivers. It should be considered, nevertheless, whether these are most appropriate, and whether certain additional or alternative outcomes should have been assessed, both in the primary literature and in this review.	Hard outcomes used in palliative care may only tell part of the story, and meaningful effects can potentially be hidden among the noise, eg, in a population so severely burdened, it may be unrealistic to expect clinically significant differences in quality of life. It is important, therefore, to ask patients and caregivers if their care has improved, and specifically what the benefits of care were. Outcome importance may differ between subgroups, and it is important to recognize this when evaluating services.	The outcomes used to assess rHPBC interventions should also be revisited, and standardized health outcomes such as QoL and psychological health should be supplemented with more qualitative accounts of patients' and caregivers' perceptions and experiences.
Primary study design	Included studies encountered a range of problems when implementing and assessing palliative care services—eg, attrition. Study designs, other than those included, may be more appropriate for assessing the effectiveness of reinforced home-based palliative care services.	Mixed methods and qualitative research should play a large role in assessing the effectiveness of services in a meaningful way—it is important to see what exactly is happening, to hear what patients and caregivers feel they are receiving, as opposed to assuming, based on the intervention design. If care is truly based on caregiver/patient assessment and therefore truly tailored to the individual, and because the goals of individual participants will be different, evaluation of care becomes very difficult, especially in a randomized trial. Other study designs—eg, process evaluations, qualitative studies, participative approaches, N-of-1 studies—should be considered.	Researchers should also revisit which research approaches are most appropriate for answering a given question in primary studies and systematic reviews. For effectiveness, they could consider designs other than the RCT, such as N-of-1 studies; for questions beyond effectiveness, qualitative studies, mixed-method studies, or process evaluations are likely to be valuable.

methods would benefit from consulting a larger, more diverse base of stakeholders.

For the purposes of assessing the effectiveness of rHPBC, this combination of harvest plots, followed by a gap analysis and expert consultations proved to be useful both in summarizing the evidence and identifying evidence gaps, as well as in looking beyond the aggregate level at how these findings may be explained. We would welcome applications of this approach or similar approaches to a range of interventions in health and other disciplines, potentially consulting a larger, more diverse base of stakeholders, to learn from the insights gained.

In addition, it would be worth examining whether decision makers find such a combination of methods accessible, understandable, and useful in informing decisions.

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DECLARATION OF CONFLICTING INTERESTS

The authors declare that they have no conflict of interest.

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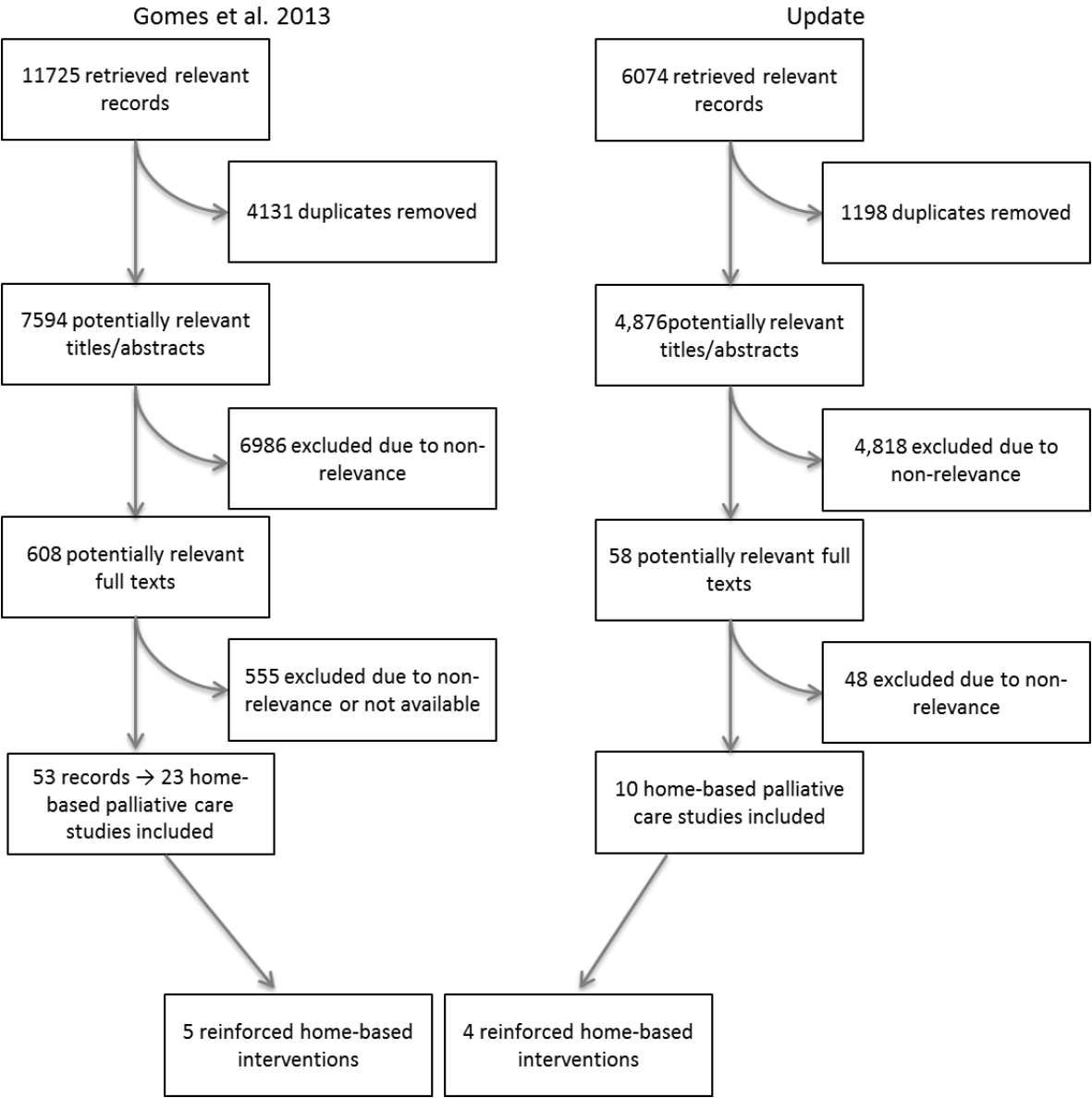
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SUPPORTING INFORMATION

Additional Supporting Information may be found online in the supporting information tab for this article.

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Supplementary Figure 1 – Study selection flowchart



Supplementary Table 1 – Included Study characteristics

Study ID	Study design	Country	Population	Life expectancy	Intervention	Patient outcomes (x)* indicates the multiple outcomes in the same category were assessed	Caregiver outcomes (x)* indicates the multiple outcomes in the same category were assessed	Time points assessed (after baseline)
rHBPC interventions								
Originally included studies								
Harding 2004 (45)	CCT	UK	73 lay caregivers of patients with mixed diagnoses	–	Thematic group discussions; Pragmatic support	Symptom control	Quality of life Psychological health (2)*	2, 5 months
Hudson 2005 (40)	RCT	Australia	106 lay caregivers of patients with advanced cancer	–	Comprehensive care plans; support in executing plan and preparing for patient death		Caregiver response Psychological health Caregiver response (4)*	5 weeks, 2 months after patient death
McMillan 2006 (36)	RCT	USA	329 lay caregivers of patients with advanced cancer.	–	COPE problem-solving approach	Symptom control	Quality of life Psychological health	2, 4 weeks
Rabow 2004 (26)	CCT	USA	90 patients and lay caregivers of patients with cancer, advanced COPD, or advanced CHF	1-5 years	Integrated case management; formal classes and individual consultations for caregivers	Pain Symptom control Quality of life Psychological health (3)* Hospitalization Satisfaction with care		6, 12 months
Walsh 2007 (46)	RCT	UK	228 lay caregivers of patients with advanced cancer	4 months	Supportive visits focusing on advice, discussion and emotional support		Quality of life (2)* Psychological health (2)* Satisfaction with care	4, 9, 12 weeks
Newly included studies								
Greene 2012 (41)	CCT	Australia	66 lay caregivers of patients in a designated geographical area	–	Training and support for caregiver role; identification and utilization of social		Quality of life Psychological health (4)*	1, 2 months

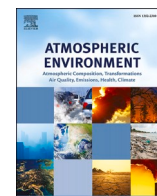
					support network		Caregiver response	
Hudson 2014 (42)	RCT	Australia	298 lay caregivers of advanced cancer patients	–	Care plan; preparation for patient death; bereavement support; referral to other services		Quality of life Psychological health Caregiver response (3)*	5 weeks, 8 weeks after patient death
McMillan 2013 (37)	RCT	USA	40 lay caregivers of patients with heart disease	–	COPE problem-solving approach	Symptom control Quality of life Psychological health (2)* Hospitalization Patient response (2)*	Quality of life Psychological health (4)* Caregiver response (2)*	4, 5 weeks
Meyers 2011 (38)	RCT	USA	476 advanced cancer patients participating in clinical trials and their caregivers (study dyads)	–	COPE problem-solving approach	Quality of life Patient response	Quality of life Caregiver response	1, 2, 3, 4, 6 months

7. Paper III



Contents lists available at ScienceDirect

Atmospheric Environment

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COVID-19 mitigation measures and nitrogen dioxide – A quasi-experimental study of air quality in Munich, Germany

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HIGHLIGHTS

- The effect of COVID-19 mitigation measures on NO₂ in Munich was unclear.
- We applied two robust quasi-experimental approaches.
- All hypotheses, as well as main and additional analyses were defined a priori.
- As hypothesized, we observed largest reductions in NO₂ at traffic sites.

ARTICLE INFO

Keywords:

Accountability
Quasi-experimental study
Nitrogen dioxide
Air quality
COVID-19

ABSTRACT

Background: In response to the COVID-19 pandemic, the Bavarian State government announced several COVID-19 mitigation measures beginning on March 16, 2020, which likely led to a reduction in traffic and a subsequent improvement in air quality. In this study, we evaluated the short-term effect of COVID-19 mitigation measures on NO₂ concentrations in Munich, Germany.

Methods: We applied two quasi-experimental approaches, a controlled interrupted time-series (c-ITS) approach and a synthetic control (SC) approach. Each approach compared changes occurring in 2020 to changes occurring in 2014–2019, and accounted for weather-related and other potential confounders. We hypothesized that the largest reductions in NO₂ concentrations would be observed at traffic sites, with smaller reductions at urban background sites, and even small reductions, if any, at background sites. All hypotheses, as well as the main and additional analyses were defined a priori. We also conducted post-hoc analyses to ensure that observed effects were not due to factors other than the intervention.

Results: Main analyses largely supported our hypotheses. Specifically, at the two traffic sites, using the c-ITS approach we observed reductions of 9.34 µg/m³ (95% confidence interval: −23.58; 4.90) and 10.02 µg/m³ (−19.25; −0.79). Using the SC approach we observed reductions of 15.65 µg/m³ (−27.58; −4.09) and 15.1 µg/m³ (−24.82; −9.83) at these same sites. We observed effects ranging from smaller in magnitude to no effect at urban background and background sites. Additional analyses showed that the effect was largest in the first two weeks following introduction of measures, and that a 3-day lagged intervention time also showed a larger effect. Post-hoc analyses suggested that at least some of the observed effects may have been attributable to changes in air quality occurring before the intervention, as well as unusually high concentrations in January 2020.

Conclusion: We applied two quasi-experimental approaches in assessing the impact of the COVID-19 mitigation measures on NO₂ concentrations in Munich. Taking the 2020 pre-intervention average concentrations as a reference, we observed reductions in NO₂ concentrations of approximately 15–25% and 24–36% at traffic sites, suggesting that reducing traffic may be an effective measure to reduce NO₂ concentrations in heavily trafficked areas by margins which could translate to public health benefits.

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1. Background

In December 2019 the first cases of the novel coronavirus, SARS-CoV-2, were observed in Wuhan, China. Over the next days and weeks the virus, and the associated respiratory disease referred to as COVID-19, spread further into China and by mid-January cases were documented in Thailand, Japan and South Korea (WHO, 2020a). By March 11, 2020, when the World Health Organization declared COVID-19 a global pandemic, cases had been observed in over 100 countries and territories across the globe (WHO, 2020b).

To slow the spread of this viral respiratory infection, the effects of which range from limited or no symptoms to death, national and sub-national governments have implemented numerous mitigation measures (Health System Response MONITOR, 2020). These mitigation measures differ between countries, but include, for example, social distancing recommendations and requirements, school closures, border closures, non-essential business closures and required wearing of masks.

Such external shocks can be conceptualized as natural experiments to explore the short-term effect that decreased automobile traffic or industrial activity has on ambient pollutant concentrations. A recent systematic review (BURNS et al., 2019; BURNS et al., 2020) identified a range of such studies, for example, evaluating the effect on air quality or health of the closure of a main highway for construction in California, US (HONG et al., 2015), the US Democratic National Convention in Boston (LEVY et al., 2006), the suspension of the public transportation system due to a strike in Ottawa, Canada (DING et al., 2014), the suspension of trucking operations due to a nationwide strike in India (Latha et al., 2004), political demonstrations in Nepal (Fransen et al., 2013) and Hong Kong (Brimblecombe and Ning, 2015), and the closure of a copper smelter due to a strike in the Southwest US (POPE et al., 2007).

Limited evidence already suggests that COVID-19 mitigation measures may have led to reductions in air pollution. For example satellite imagery has shown that concentrations of nitrogen dioxide (NO₂), a pollutant largely stemming from automobile traffic, have decreased in China (ESA, 2020c), India (ESA, 2020a) and across several European cities (ESA, 2020b). Monitor-based measurements have also implied decreased NO₂ concentrations in some European cities (EEA, 2020). Researchers on each of these projects, however, have been quick to emphasize the influential role that weather and other factors, such as celebration of the Chinese New Year, have on NO₂ concentrations, and that fully adjusting for the effects of such measures using standard epidemiological approaches is challenging.

Embedded in the national COVID-19 response, the Bavarian State government announced several COVID-19 mitigation measures beginning on March 16, 2020 (Bayerische STAATSREGIERUNG, 2020). As several of these measures could plausibly lead to reduced automobile traffic, it provided a unique opportunity to assess the effects of these measure on air quality, and to do so using rigorous quasi-experimental.

2. Objective

In this study, we applied two quasi-experimental approaches, a controlled interrupted time-series (c-ITS) approach and a synthetic control (SC) approach, to evaluate the short-term effect of COVID-19 mitigation measures on NO₂ concentrations in Munich, Germany.

3. Methods

3.1. Intervention and context

On March 13, 2020 the Bavarian state government announced that, aiming to mitigate the spread of COVID-19, schools across Bavaria would be closed from 16 March until at least April 19, 2020. This initial announcement was followed by several further mitigation measures over the next week. The measures implemented in Bavaria included:

March 2020 – closure of schools and daycare facilities

March 17, 2020 – closure of public facilities, ban on gatherings and events, closure of retail stores, restrictions on the restaurant industry;

March 18, 2020 – closure of institutes of higher education, ban on visits to hospitals and care facilities;

March 21, 2020 – ban on dine-in services for restaurant industry, partial lockdown (Bayerische Staatsregierung, 2020).

As a part of these various measures, individuals were encouraged, and then required, where possible, to remain home. Evidence suggests that Bavarian residents largely adhered to these measures. An analysis of the effective reproduction number of the virus, i.e. the expected number of cases generated by an infected individual, showed that the number fell from approximately 3.5 to 1.0 between 16 March and 3 April in Bavaria. In Munich, the effective reproduction number fell from approximately 3.0 to 0.5 over the same time period (Khailaie et al., 2020). Given that these measures initially encouraged and later on required people to stay at home, it is likely that these measures led to a decrease in people's movements. Indeed, mobility data released by Apple and Google show a clear reduction in traffic during this time (APPLE (2020); GOOGLE (2020)). Traffic critical to essential supply chains, as well as some local traffic related to grocery shopping or outdoor recreational activity, likely did not decrease or decreased to a lesser extent, so any change was likely driven by a reduction in driving by those commuting to work and/or driving their children to school. We assume that this reduction in traffic likely also subsequently led to reduced concentrations of automobile-related pollutants like NO₂.

3.2. Study design overview

The study uses an approach that compares the trend in NO₂ concentrations in 2020, i.e. the intervention year, with the trend in several years in which no mitigation measures for COVID-19 control were implemented, i.e. the control years. The use of historical controls is advantageous in this study, because, given that virtually all European cities implemented mitigation measures in March of 2020, no appropriate geographical control was available. The study period for the intervention year includes Monday, January 6, 2020 (2nd calendar week) – Sunday, April 12, 2020 (15th calendar week). March 16, 2020, the date on which the first major COVID-19 measure was implemented divides this period into pre- and post-intervention periods. The study period for the control years includes this same time period (Monday of the 2nd calendar week – Sunday of the 15th calendar week) in 2014–2019, with the Monday of the 12th calendar week splitting each year into pre- and post-intervention periods.

Both the c-ITS and SC approaches allow for the comparison of serial changes to an intervention unit receiving the intervention with changes to one or multiple control units not receiving the intervention (CRAIG et al., 2017). Thus each approach utilizes serial data from intervention and control units to create a 'counterfactual', i.e. what would have happened had the intervention not been implemented. This allowed us to ensure that any effect observed in 2020 is neither due to the current trend in NO₂ concentrations nor due to yearly seasonal fluctuations.

The main difference between the two approaches, however, relates to how data from control units are utilized. The c-ITS study utilizes data from all control units in full. Specifically, we compared the change in NO₂ concentrations between the pre- and post-intervention periods in 2020, the intervention year, to changes in concentrations between the pre- and post-intervention periods in 2014–2019, the control years (LOPEZ BERNAL et al., 2018). The SC study can be utilized when there are multiple controls to draw from, but no clear rationale for choosing which is the most appropriate. Specifically, we compared the change in NO₂ concentrations between the pre- and post-intervention periods in 2020 to changes between the pre- and post-intervention periods in a weighted average of 2014–2019. This data-driven weighted average is calculated to provide the most similar comparison, with respect to the pre-intervention outcome trend and a pre-defined set of covariates (Bouttell et al., 2018).

3.3. Data

3.3.1. Outcome

The Bavarian Environmental Administration (Bayerisches Landesamt für Umwelt) is charged with the monitoring of air quality in Bavaria, and data for the 50 monitoring stations are freely available (LfU BAYERN, 2020). We obtained NO₂ data for the five stations located in Munich, which included two classified as urban traffic monitors – Landshuter Allee (LAN) and Stachus (STA), one as urban background – Lothstrasse (LOT), and two as background – Allach (ALL) and Johanneskirchen (JOH). Hourly data were provided, which we converted to daily averages.

3.3.2. Covariates

We obtained data for other factors that are associated with NO₂ concentrations, including several weather-related variables – daily averages of temperature, rain fall, air pressure, humidity, and wind speed (Peel, 2010). These data were freely available from the German Weather Service (Deutscher Wetterdienst) (DWD, 2020). We also used publicly available information indicating when school holidays were in place – these included the Christmas, winter and Easter holidays. Within these time periods, relevant days were defined as either holiday high travel days (i.e. specific holidays or holiday weekends – Friday and Saturday, on which people tend to travel more) or holiday low travel days (i.e. during the week when people tend to travel less – Sunday through Thursday).

3.4. Statistical analyses

We registered a study protocol on May 3, 2020 through OSF (<https://osf.io/7vbkfc>); all hypotheses and methods for main and additional analyses were defined a priori in the protocol. We designed and piloted these analyses using data from 2014 to 2019. The data for the intervention year, 2020, were downloaded and analyzed only after registration of the protocol.

3.4.1. Main analysis

As part of the main analyses we applied a c-ITS and SC approach. For both of these approaches, it is important to define the impact model, i.e. how the intervention would impact the outcome if it were effective – this subsequently shapes decisions made in defining the analysis parameters (Lopez BERNAL et al., 2016). With regard to the timing of the effect, we assumed that the COVID-19 mitigation measures began influencing NO₂ concentrations immediately after implementation of the first of the measures on March 16, 2020, thus we defined this day as the first day of the post-intervention time period. Given that the mitigation measures could have led to an immediate drop in NO₂ concentrations and that we are interested in the effect of the measures over the entire post-intervention period, we assumed and tested for a level change. This level change represents an immediate change, which is sustained across the post-intervention period.

As described above in section 3.3, we obtained data from five air quality monitoring stations. Our a priori hypothesis was that the observed effect would be greatest at the two traffic monitors LAN and STA, a smaller effect at the urban background monitor LOT, and the smallest effect, if any, at the two background monitors ALL and JOH.

For the c-ITS approach, we fitted a linear model using the general least squares method. The model took the following form:

$$NO_2 = \beta_0 + \beta_1 Day + \beta_2 Year + \beta_3 Post + \beta_4 Int + \beta_5 Post*Int + \beta_{6-13} Covs$$

where, NO₂ represents the outcome, NO₂ concentrations in µg/m³ at a given monitor; *Day* is a continuous variable from 1 to 98, from the first to the last day of the study period in each year, thus capturing the underlying trend in the outcome over the study period; *Year* is a categorical variable taking the value of the year between 2014 and 2020; *Post* is a

dummy variable taking the value of 0 in the pre-intervention period and 1 in the post-intervention period in each year (March 16, 2020, or Monday of the 12th calendar week in all years was treated as the first day of the post-intervention period), thus capturing the change in the outcome in the post-intervention period relative to the pre-intervention period; *Int* is a dummy variable taking the value for the control years 2014–2019 and 1 in the intervention year 2020; *Post*Int* is an interaction term which captures the change in *Post* in 2020 compared to in 2014–2019; *Covs* includes the potentially important covariates, including temperature, rain fall, air pressure, humidity, wind speed, holiday high and low travel days and day of the week. β_5 , the change in NO₂ concentrations between the pre- and post-intervention periods in 2020 relative to the change in 2014–2019, represents the level change described above in section 3.3, and is thus the effect estimate of interest. Given the serially correlated nature of the data, we used auto-correlation and partial auto-correlation plots to determine an appropriate correlation structure for each model. For the site ALL, substantial data were missing for the year 2014 (23%); because of this, 2014 was excluded from the c-ITS analysis for ALL only.

The SC approach was structured similarly. However, instead of comparing changes in 2020 to changes in 2014–2019, the method allows for the construction of a synthetic control, ensuring that the intervention year and synthetic control year were similar with regard to the pre-intervention outcome trend and potentially important covariates. Specifically, this synthetic control was constructed using input data from the pre-intervention NO₂ concentrations, as well as the covariates listed above, from 2014 to 2019. Based on a linear interactive fixed effects model, we calculated the effect of interest. This effect is the average difference between the observed time series, i.e. the post-intervention outcome trend observed in 2020, and the synthetic control time series, i.e. the post-intervention counterfactual series. This approach allows for a treatment effect to be calculated for each post-intervention time point, allowing an investigation of how the intervention effect changes over time, as well as for the entire post-intervention time period, allowing an investigation of the average effect of the intervention, or the average treatment effect (ATT).

3.4.2. Additional analyses specified a priori

We conducted a series of sensitivity analyses to evaluate the extent to which our results were robust to changes to our assumptions, and to further explore how the intervention effect developed and changed over time.

The mitigation measures were dependent on individuals changing their behavior, and this behavior may have been adapted over time. We suspected that the effect in the two weeks immediately following the intervention may have been larger than the effect in the subsequent two weeks. We investigated this using both the c-ITS and SC approaches. For the c-ITS approach, we modeled two intervention effects separately, one specifically for the first two-week period, and the other for the second two-week period. For the SC approach, we shortened the post-intervention time period to two weeks.

It is also plausible that individuals did not immediately change their behavior on March 16, 2020, but instead slowly adapted as further mitigation measures were announced. To investigate this possibility, we mimicked the main analyses, treating March 19, 2020 as the first day of the post-intervention period, under the assumption that behaviors changed measurably after a lag of three days.

3.4.3. Post hoc analyses

After conducting the a priori specified main and additional analyses, we further conducted three sets of analyses to ensure that observed changes were not due to factors other than the mitigation measures. To ensure that concentration changes occurring prior to the intervention were not driving observed changes, we conducted all analyses with a series of backdated intervention start points 2, 4 and 6 weeks prior to March 16, 2020. Each of these ‘placebo analyses’ assessed whether

changes occurred within two weeks of the respective intervention point, although no intervention actually occurred. Next, to assess whether high concentrations in January 2020 may have biased the pre-intervention trend and thus the calculated effects, we conducted all analyses with a shortened pre-intervention period lasting 6 weeks. Finally, to ensure that the noisy nature of daily air quality data, characterized by serial correlation as well as random noise, was not driving observed concentration changes, we repeated all analyses with smoothed NO₂ data. To do so, we analyzed only the trend component of the decomposed data.

All data processing and analyses were conducted using R version 3.6.3. The c-ITS approach was conducted using the Fit Linear Model Using Generalized Least Squares (nlme) (WEISBERG and FOX, 2015) and the SC approach was conducted using the Generalized Synthetic Control Method (gsynth) package (Xu, 2017).

4. Results

4.1. NO₂ concentrations in munich

Concentrations of NO₂ improved in Munich over the period 2014–2020, as illustrated by Fig. 1. For all five monitoring sites, concentrations in 2020 were lower than during any of the previous years, with the greatest differences observed for the year 2014. Taking March as an example, concentrations in 2020 were lower than in 2014 by 47% at LAN, 55% at STA, 43% at Loth, 45% at ALL and 51% at JOH. It is also evident that concentrations at traffic sites (LAN and STA) were, as expected, higher than at urban background (LOT) and background sites (ALL and JOH).

4.2. Effect of COVID-19 mitigation measures on NO₂ concentrations

Regarding the effect of the COVID-19 mitigation measures on NO₂ concentrations across the post-intervention period, our main analyses are summarized in Fig. 2 (panel A) and Table 1.

At traffic sites, where we hypothesized the largest reduction in NO₂ concentrations, reductions of 9.34 µg/m³ (95% confidence interval: −23.58; 4.90) and 10.02 µg/m³ (−19.25; −0.79) were observed at LAN and STA, respectively, using the c-ITS approach, and 15.65 µg/m³ (−27.58; −4.09) and 15.1 µg/m³ (−24.82; −9.83) using the SC approach. At LOT, the urban background site, where we hypothesized a smaller reduction, small decreases of 1.94 µg/m³ (−11.90; 8.03) and 8.84 µg/m³ (−20.04; −2.51) were observed using the c-ITS and SC approach, respectively. At background sites, where we hypothesized a small effect if any, a small reduction of 1.37 µg/m³ (−12.77; 10.02) was observed at ALL, while a slight increase of 0.75 µg/m³ (−8.79; 10.29) was observed at JOH using the c-ITS approach; using the SC approach slight decreases were observed at both sites, −3.08 µg/m³ (−12.59; 5.39) at ALL and −4.69 µg/m³ (−11.65; 1.86) at JOH. Confidence intervals for all estimates should be noted; for the c-ITS approach, a significant effect was observed only at STA, while for the SC approach significant effects were observed at LAN, STA and LOT. For all other estimates, confidence intervals included 0, indicating some uncertainty regarding the direction of these effects.

Fig. 3 illustrates, based on the SC approach, how the effect of the mitigation measures changed over time. Across all sites, a reduction in NO₂ concentrations shortly after the implementation of the measures can be seen. It is also evident across sites that concentrations began

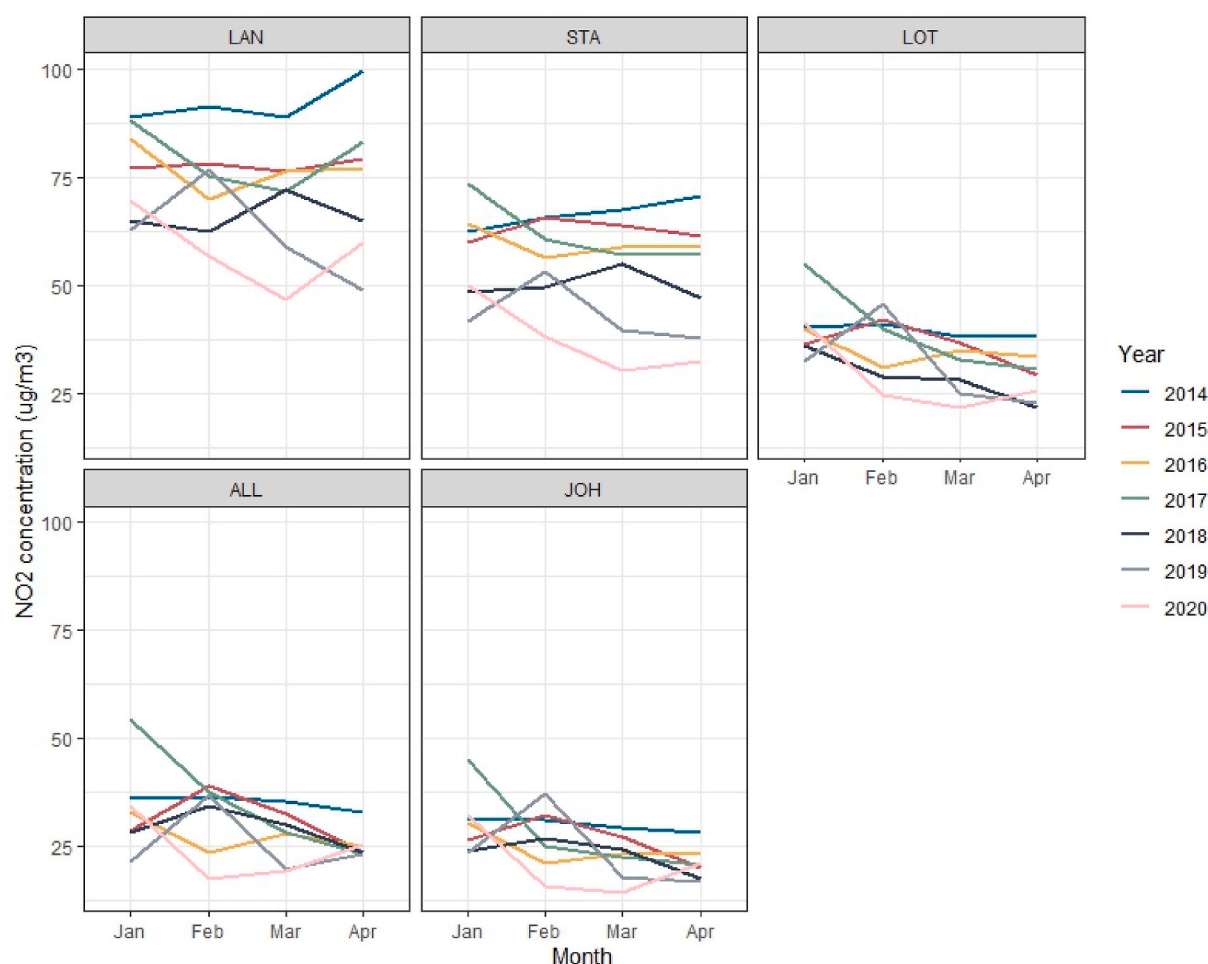


Fig. 1. NO₂ concentrations from January–April in 2014–2020 at LAN, STA, LOT, ALL and JOH.

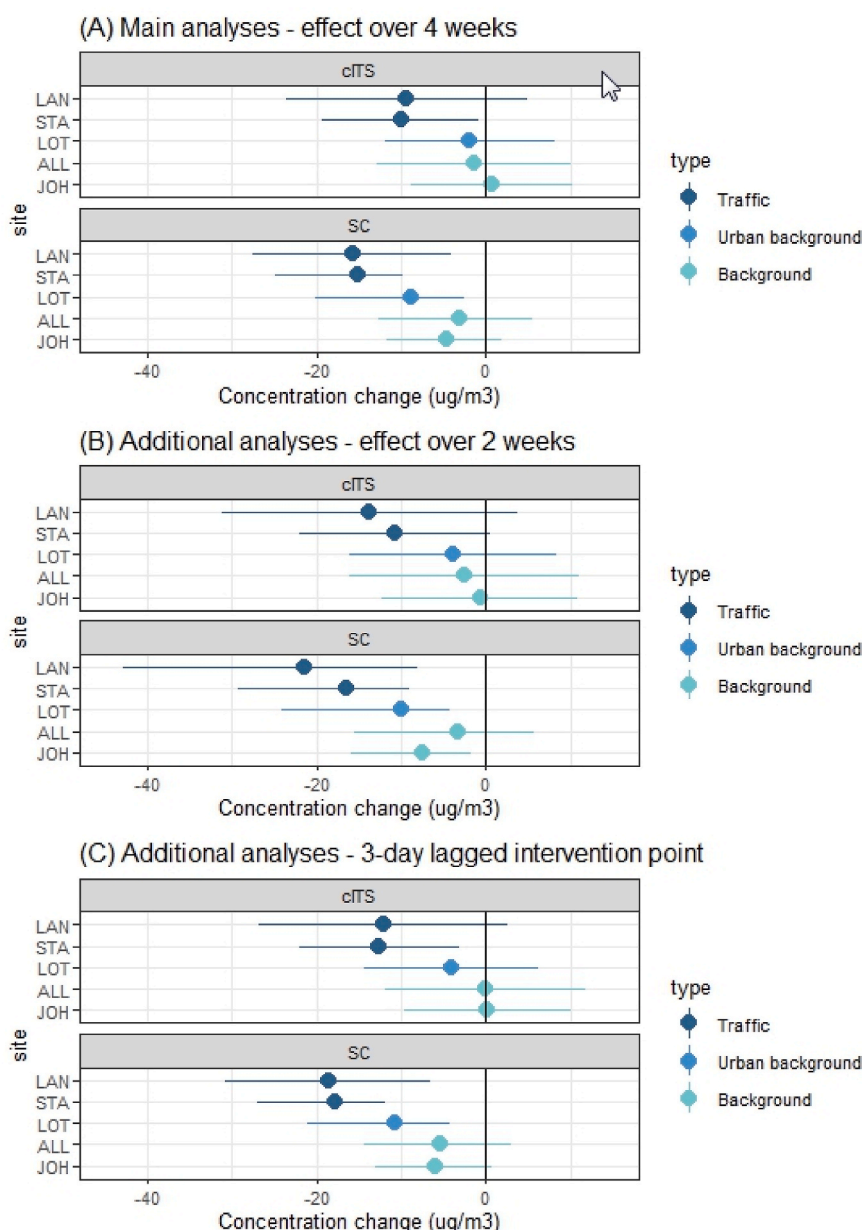


Fig. 2. Effect of the COVID-19 mitigation measures on NO₂ concentrations at the five sites from (A) main analyses, and additional analyses of (B) a two-week post-intervention period and (C) a 3-day lagged intervention point.

creeping upward again after approximately 1.5–2 weeks. Additional analyses below explore how the intervention effect developed and changed over time.

Fig. 3 shows that the SC approach was not able to calculate an optimal counterfactual – for an optimal counterfactual, the pre-intervention ATT would lie very close to 0 at all points along the time series. Additionally, one can see that the average NO₂ concentration approximately 4 weeks prior to the intervention appears to lie below the 0 ATT line, meaning that the observed effects may in part be attributable to changes occurring before the intervention. Post hoc analyses, described below, explore whether these aspects may have biased observed effects.

Additional analyses specified a priori.

Regarding the timing of the effect, we further investigated whether the effect in the first two-week post-intervention period was larger in magnitude than the effect over the entire four weeks. These results are summarized in Fig. 2 (panel B) and Table 1. As hypothesized, across sites

effects were slightly larger when considering a two-week post-intervention period rather than a four-week period. Regarding the second two-week post-intervention period, which we assessed using the c-ITS approach, observed effects were smaller at all sites than in the first two-week period. Confidence intervals for all estimates should be noted; for the c-ITS approach, a significant effect was observed only at STA, while for the SC approach significant effects were observed at LAN, STA and LOT. For all other estimates, confidence intervals contained 0, indicating some uncertainty regarding the direction of these effects.

Additionally, we investigated whether the effect differed if the intervention start was delayed for three days from 16 March to March 19, 2020. These results are summarized in Fig. 2 (panel C) and Table 1. As hypothesized, a lagged intervention start resulted in a slightly larger effect at traffic sites. At urban background and background sites similar to slightly larger effects were observed. Confidence intervals for all estimates should be noted; for the c-ITS approach, a significant effect was observed only at STA, while for the SC approach significant effects were

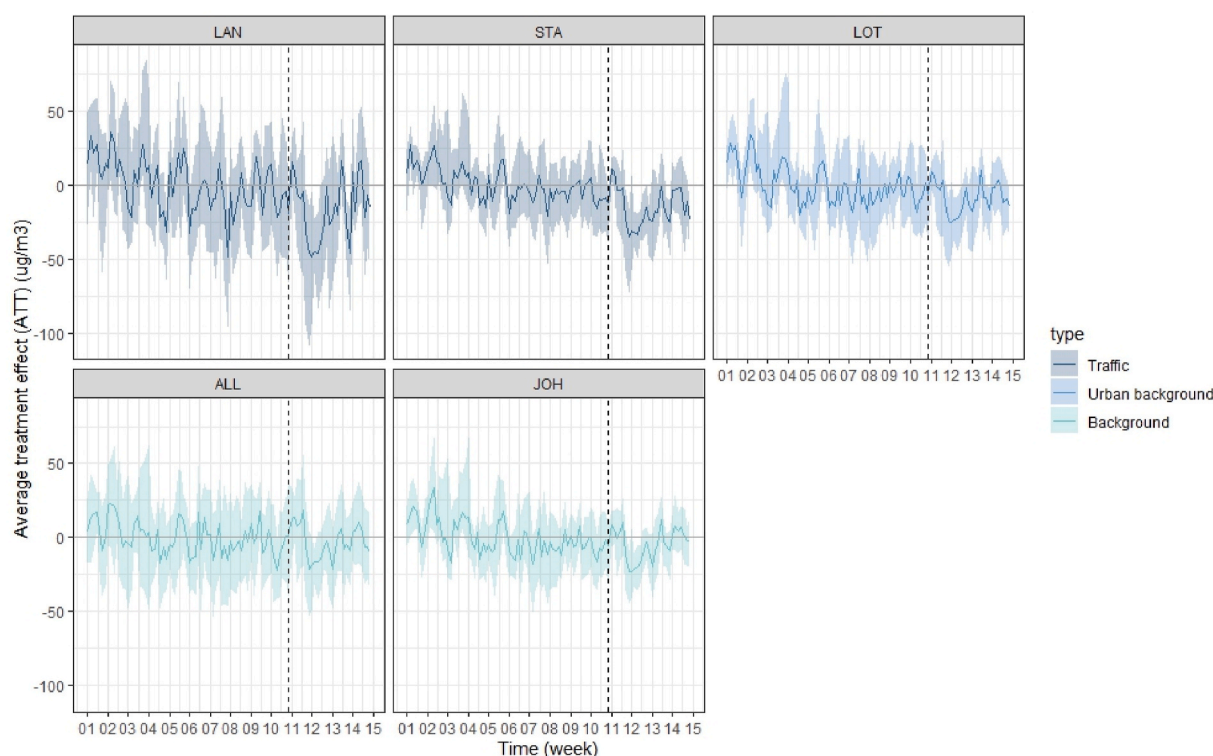
Table 1

Summary of results from main and additional analyses.

	4-week post-intervention (main analyses)		2-week post-intervention period, period 1		2-week post-intervention period, period 2		3-day lagged intervention start	
Site	Effect ^a ($\mu\text{g}/\text{m}^3$)	95% CI	Effect ($\mu\text{g}/\text{m}^3$)	95% CI	Effect ($\mu\text{g}/\text{m}^3$)	95% CI	Effect ($\mu\text{g}/\text{m}^3$)	95% CI
cITS approach								
LAN (T)	-9.34	-23.58; 4.90	-13.73	-31.24; 3.78	-4.72	-22.95; 13.51	-12.08	-26.73; 2.57
STA (T)	-10.02	-19.25; -0.79	-10.78	-22.04; 0.48	-9.17	-21.07; 2.72	-12.61	-22.00; -3.21
LOT (UB)	-1.94	-11.90; 8.03	-3.82	-16.01; 8.37	0.27	-12.59; 13.13	-4.08	-14.32; 6.17
ALL (B)	-1.37	-12.77; 10.02	-2.57	-16.09; 10.95	0.17	-14.44; 14.78	-0.06	-11.84; 11.73
JOH (B)	0.75	-8.79; 10.29	-0.73	-12.21; 10.74	2.52	-9.74; 14.78	0.15	-9.69; 9.99
SC approach								
LAN (T)	-15.65	-27.58; -4.09	-21.46	-42.82; -8.19	^b	-	-18.49	-30.73; -6.55
STA (T)	-15.1	-24.82; -9.83	-16.52	-29.30; -9.01	-	-	-17.82	-26.91; -11.92
LOT (UB)	-8.84	-20.04; -2.51	-10.04	-24.09; -4.32	-	-	-10.82	-21.06; -4.37
ALL (B)	-3.08	-12.59; 5.39	-3.35	-15.53; 5.71	-	-	-5.47	-14.40; 2.93
JOH (B)	-4.69	-11.65; 1.86	-7.46	-15.92; -1.71	-	-	-6.02	-12.98; 0.67

Bold: denotes statistical significance at an alpha level of 5%.

Abbreviations: cITS: controlled ITS; SC: synthetic control; (T): traffic site; (UB): urban background site; (B): background site.

^a Effects are expressed as the effect over the post-intervention time period, e.g. -9.34 corresponds to a reduction in NO₂ concentration of 9.34 $\mu\text{g}/\text{m}^3$ between the pre- and post-intervention periods in 2020 relative to the control year(s).^b The SC approach did not allow for testing the second 2-week post-intervention period, thus no results are reported.**Fig. 3.** Difference between the observed NO₂ concentrations in 2020 and those from the SC counterfactual (based on the years 2014–2019) at all investigated sites. The vertical dotted line represents the point at which the intervention was implemented.

observed at LAN, STA and LOT. For all other estimates, confidence intervals contained 0.

Analyses of a backdated intervention points at 3 February, 17 February and March 2, 2020 are summarized in Fig. 4 panels A–C, respectively, and Appendix Table 1 in the supplementary material. Compared to the main analyses, effects at traffic sites are smaller when either 3 February or 2 March is taken as the intervention point. However, for 17 February, observed effects are actually larger than those observed in the main analyses. At urban background and background sites, where we expected a small or no effect due to the COVID-19 measures, larger effects were observed for almost all backdated analyses compared to main analyses. Taken together, this suggests that the effect observed in main analyses may be at least partially attributable to

changes in air quality across Munich (i.e. not only in heavily trafficked areas) already occurring prior to March 16, 2020.

Analyses of a shortened pre-intervention period allowed us to assess whether the high concentrations observed in January 2020 influenced the observed effect; these results are summarized in Fig. 5 (panel A) and Appendix Table 2 in the Supplementary material. Smaller effects at traffic sites were observed for the shortened pre-intervention period than for main analyses, potentially suggesting that observed effects are at least partially attributable to high concentrations observed in January 2020. Analyses of smoothed NO₂ data are summarized in Fig. 5 (panel B) and Appendix Table 2 in the Supplementary material. The smoothed data allowed for the calculation of a better counterfactual than the raw data (Appendix Fig. 1). Compared to results from the main analyses, a

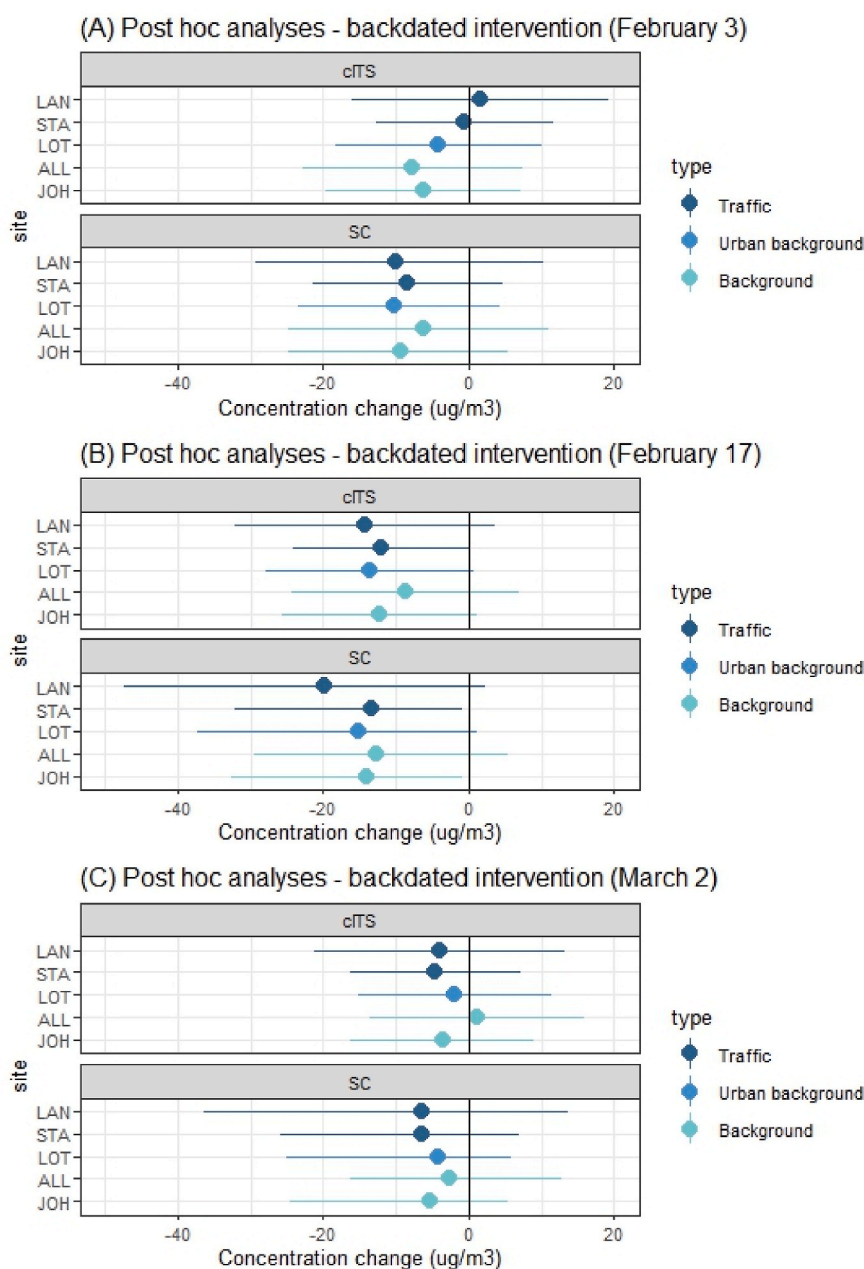


Fig. 4. Effect of the COVID-19 mitigation measures on NO₂ concentrations at the five sites from post hoc analyses assessing backdated intervention points, including (A) February 3, 2020 (B) February 17, 2020 and (C) March 2, 2020.

slightly smaller effect across sites was observed. This suggests that some of the effect observed in main analysis may be attributable to random noise or serial correlation, although at the same time, it is possible that the smoothing of the data smoothed away part of an actual effect.

5. Discussion

In this study, we applied a c-ITS and SC approach to evaluate the short-term effect of COVID-19 mitigation measures on NO₂ in Munich. Main and additional analyses suggest a consistent pattern – after introduction of the mitigation measures decreases in NO₂ concentrations were observed at traffic sites, while little to no change was observed at urban background and background sites. As expected, reductions were largest in magnitude in the two weeks immediately following the introduction; a lagged intervention start suggests that the effect became more pronounced as additional measures were implemented. Post-hoc

analyses, however, point to other aspects to which effects may have been partially attributable; these include reductions in NO₂ concentrations occurring prior to 16 March, as well as high concentrations observed in January.

Events such as the COVID-19 pandemic with the resulting mitigation measures are natural experiments that provide a unique opportunity to assess how specific policies may influence air quality. This study, for example, provides information on whether policies reducing traffic at heavily-trafficked sites could lead to improved air quality. Reductions in NO₂ of 9.34 $\mu\text{g}/\text{m}^3$ and 15.65 $\mu\text{g}/\text{m}^3$ at LAN and 10.02 $\mu\text{g}/\text{m}^3$ and 15.10 $\mu\text{g}/\text{m}^3$ at STA, corresponding to the c-ITS and SC approach from the main analyses, represent meaningful changes given the current air quality in Munich. Taking, for example, the 2020 pre-intervention average concentrations at LAN and STA of 60.94 $\mu\text{g}/\text{m}^3$ and 41.61 $\mu\text{g}/\text{m}^3$, respectively, these equate to reductions of approximately 15–25% and 24–36%. In Munich and other German cities, where debates around

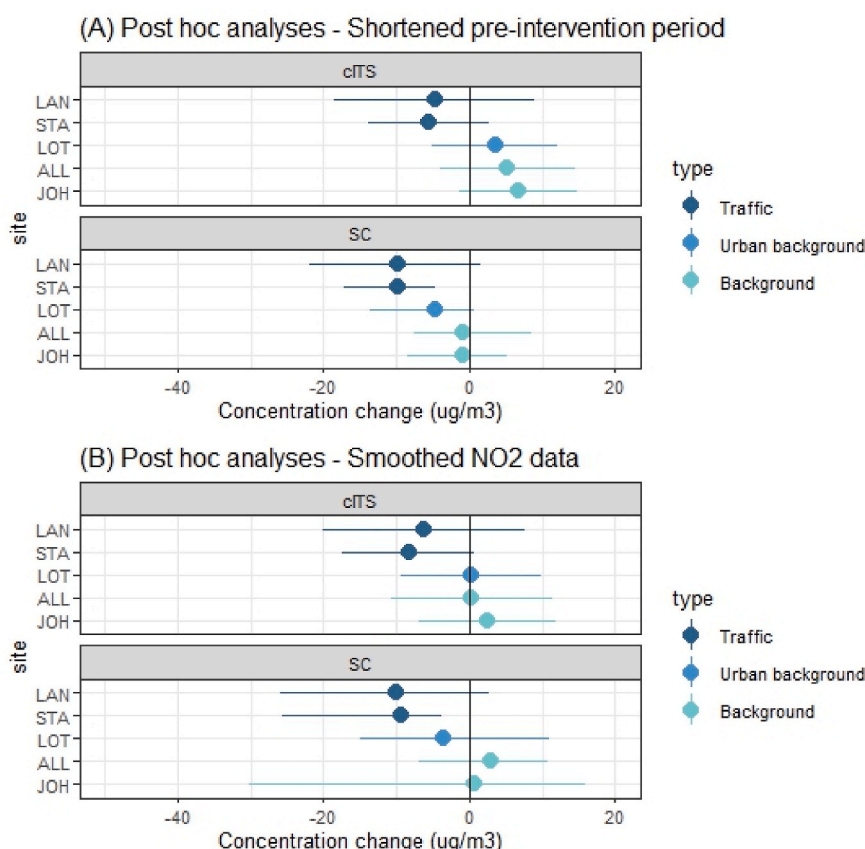


Fig. 5. Effect of the COVID-19 mitigation measures on NO₂ concentrations at the five sites from post hoc analyses assessing (A) a shortened pre-intervention period (6 weeks), and (B) analyses of smoothed NO₂ data.

air quality in cities and, in particular, how to further reduce NO₂ concentrations are common both in the scientific and political communities, this is an important finding (Bayerische STAATSREGIERUNG, 2019; Leopoldina, 2019).

Other studies have shown decreases in air pollution linked to COVID-19 measures. Data from satellites have suggested reductions in NO₂ concentrations, ranging from a similar to slightly larger magnitude, in China (30–40%) (ESA, 2020c, MUHAMMAD et al., 2020), India (40–53%) (ESA, 2020a, MAHATO et al., 2020) and in cities across Europe (20–55%) (ESA, 2020b, MUHAMMAD et al., 2020). Data from regulatory monitors across Europe have been somewhat less consistent, although they have also shown decreases ranging from 15% to 50% in cities in Western Europe (EEA 2020). Studies applying similar methods to ours, i.e. quasi-experimental approaches using regulatory monitors and historical controls, also identified reductions in Beijing and Wuhan, China as well as Milan, Italy (Malpede et al., 2020), Rio de Janeiro, Brazil (Dantas et al., 2020), and in Munich (FULLERTON, 2020) ranging between approximately 5 $\mu\text{g}/\text{m}^3$ and 50 $\mu\text{g}/\text{m}^3$. One study, comparing areas of China where lockdowns were implemented to areas where no lockdown was implemented, observed decrease in fine particulate matter of approximately 15% (He et al., 2020). Another study estimated what changes in air quality across Europe could mean for public health, calculating that 11,000 deaths, including approximately 2000 deaths in Germany, may have been avoided due to decreases in air pollution during this time (Myllyvirta and Thieriot, 2020).

Our recent systematic review of ambient air pollution interventions, as well as multiple other reviews have emphasized important limitations of existing studies, including lack of control for underlying outcome trends and lack of control for confounding through appropriate selection of control conditions and assessment of confounding factors (Boogaard et al., 2017, BURNS et al., 2020; HENNEMAN et al., 2017; RICH, 2017).

The use of two approaches, each of which represents an internally valid quasi-experimental approach, strengthens the rigour of our study. Both the c-ITS and the SC approaches are appropriate study designs for evaluating changes over time; they utilize the temporal nature of the data to establish a counterfactual (LOPEZ BERNAL et al., 2018; BOUTTELL et al., 2018). Each approach also utilizes data from a control condition, in this study historical controls, to ensure that any observed change in the outcome trend is not due to seasonal patterns. The use of historical controls can add a level of control to studies where no appropriate geographical controls exist; in this study, for example, all urban (as well as rural) areas in Germany and Europe implemented COVID-19 mitigation measures roughly at the same time. Specifically, the c-ITS approach allows comparison of trends in 2020 to the average of trends over the time period of 2014–2019 so that the comparison will not be heavily skewed by any one year that does not fit the true long-term trend. The SC study complements this approach by creating a control condition from 2014 to 2019 that most closely matches the intervention time trend. We further accounted for potentially important confounders in both approaches: the c-ITS model was adjusted for temperature, rainfall, air pressure, humidity, wind speed, day of the week and holidays; the SC approach used these factors in creating an appropriately weighted synthetic control. We defined most hypotheses and analyses a priori and registered a study protocol, before downloading the data for 2020. Only the analyses of a backdated intervention point, a shortened pre-intervention period and smoothed NO₂ data were defined post hoc; these were added to ensure that observed effects were not attributable to other factors.

Nevertheless, there are limitations to this study. We assume that the COVID-19 mitigation measures led to reductions in traffic, which subsequently led to reductions in NO₂ concentrations. Lacking reliable data on traffic, however, we cannot assess to what extent this assumption of

effects along the causal chain are appropriate. Mobility data from smartphones made available by [GOOGLE, 2020](#) and [APPLE, 2020](#) suggest that mobility was starkly reduced during these weeks; however the current study would have benefited from the incorporation of long-term, representative routine traffic data. Post hoc analyses suggest that effects observed in main analyses may at least partly stem from factors other than the mitigation measures, including reductions in NO₂ concentrations occurring prior to 16 March, high concentrations observed in January and the noisy nature of the data. However, the large decrease immediately after March 16, 2020 is observable across all main and additional analyses, meaning it is unlikely that observed effects are due only to factors other than the mitigation measures. This large decrease is consistent with the reduction in traffic reported in the mobility data described above. While the monitoring sites assessed represent all regulatory sites available for Munich during the study period, it is possible that these are not fully representative of air quality across Munich. Additionally, for the ALL site, the year 2014 was excluded from the c-ITS approach because much of the data from that year were missing. However, we consider it unlikely that this substantially influenced our results. We assessed changes only in NO₂ concentrations, as this allowed us to most closely assess whether changes to air quality were likely due to changes in traffic reductions. Nevertheless, a more comprehensive assessment of the impact of a specific intervention, measure or event would entail the assessment of multiple pollutants. To the best of our knowledge, this is the first use of historical controls within a SC study, and we feel that this is an appropriate use of the available data. Nevertheless, our study highlights challenges associated with calculating an optimal counterfactual using a SC study in the context of air quality data. However, given that the c-ITS approach, which can better account for time-varying confounders, and the analyses of smoothed data yielded similar results, if slightly smaller in magnitude, we think it unlikely that our results are biased by this limitation.

Given that traffic is only one source of NO₂ and other air pollutants, continuing to improve air quality will likely require multiple control measures targeting multiple sources. However, this study suggests that reducing traffic may be an effective measure to reduce NO₂ concentrations in heavily trafficked areas by margins which could translate to public health benefits.

CRedit authorship contribution statement

Jacob Burns: Conceptualization, Methodology, Data curation, Formal analysis, Visualization, Writing - original draft. **Sabine Hoffmann:** Methodology, Validation, Writing - review & editing. **Christoph Kurz:** Methodology, Validation, Visualization, Writing - review & editing. **Michael Laxy:** Methodology, Validation, Writing - review & editing. **Stephanie Polus:** Methodology, Validation, Writing - review & editing. **Eva Rehfuess:** Methodology, Writing - review & editing, Supervision.

Declaration of competing interest

The authors declare that they have no known competing for financial interests or personal relationships that could have appeared to influence the work reported in this paper. The authors also submitted the same study in the Indian patent office for consideration.

Appendix A. Supplementary data

Supplementary data to this article can be found online at <https://doi.org/10.1016/j.atmosenv.2020.118089>.

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Appendix 1

	Intervention point: March 16 (main analyses)	Intervention point: March 2 (post-hoc analyses)	Intervention point: February 17 (post-hoc analyses)	Intervention point: February 3 (post-hoc analyses)
Site	Effect** ($\mu\text{g}/\text{m}^3$)	Effect ($\mu\text{g}/\text{m}^3$)	Effect ($\mu\text{g}/\text{m}^3$)	Effect ($\mu\text{g}/\text{m}^3$)
CITS approach				
LAN	-9.34	-3.95	-14.30	1.60
STA	-10.02	-4.58	-12.07	-0.56
LOT	-1.94	-1.94	-13.63	-4.11
ALL	-1.37	1.23	-8.66	-7.73
JOH	0.75	-3.60	-12.19	-6.17
SC approach				
LAN	-15.65	-6.55	-19.95	-9.92
STA	-15.1	-6.43	-13.49	-8.39
LOT	-8.84	-4.29	-15.14	-10.21
ALL	-3.08	-2.74	-12.79	-6.13
JOH	-4.69	-5.43	-13.99	-9.33

Appendix Table 1: Summary of results from main (as reported in the main study – here for reference) and post hoc analyses assessing backdated intervention points.

Bold: denotes statistical significance at an alpha level of 5%.

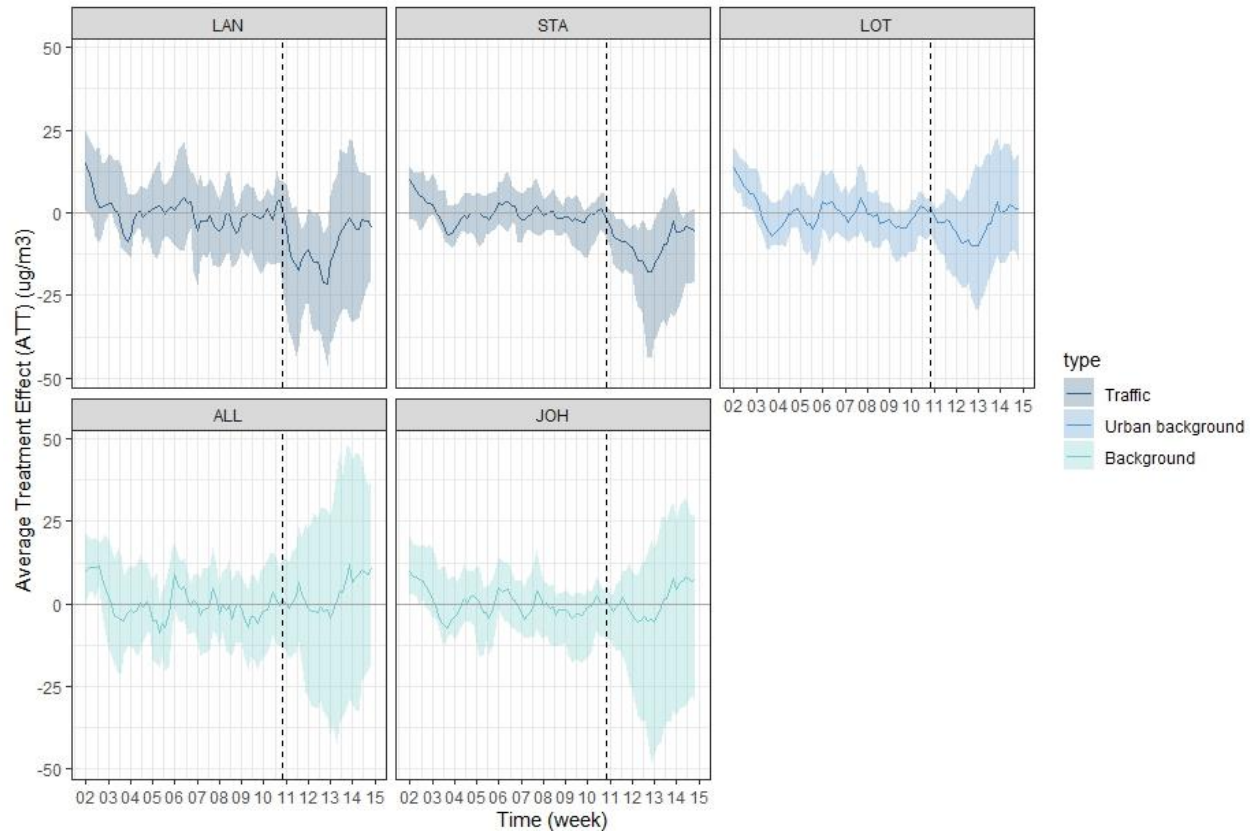
*Effects are expressed as the effect over the post-intervention time period, e.g. -9.34 corresponds to a reduction in NO_2 concentration of $9.34 \mu\text{g}/\text{m}^3$ between the pre- and post-intervention periods in 2020 relative to the control year(s).

	4-week post-intervention (main analyses)	Smoothed data (post hoc analyses)	Shortened pre-intervention period (post hoc analyses)			
Site	Effect* ($\mu\text{g}/\text{m}^3$)	95% CI	Effect ($\mu\text{g}/\text{m}^3$)	95% CI		
CITS approach						
LAN	-9.34	-23.58; 4.90	-6.26	-20.19; 7.66	-4.75	-18.51; 9.00
STA	-10.02	-19.25; -0.79	-8.33	-17.33; 0.67	-5.53	-13.89; 2.82
LOT	-1.94	-11.90; 8.03	0.33	-9.31; 9.98	3.52	-5.17; 12.20
ALL	-1.37	-12.77; 10.02	0.33	-10.77; 11.43	5.29	-3.97; 14.54
JOH	0.75	-8.79; 10.29	2.51	-6.90; 11.91	6.74	-1.32; 14.79
SC approach						
LAN	-15.65	-27.58; -4.09	-10.02	-25.94; 2.82	-9.89	-21.78; 1.71
STA	-15.1	-24.82; -9.83	-9.37	-25.59; -3.79	-9.83	-17.14; -4.69
LOT	-8.84	-20.04; -2.51	-3.46	-15.02; 10.98	-4.76	-13.55; 0.64
ALL	-3.08	-12.59; 5.39	2.96	-6.79; 2.96	-0.08	-7.48; 8.47
JOH	-4.69	-11.65; 1.86	0.69	-30.07; 15.90	-0.93	-8.53; 5.13

Appendix Table 2: Summary of results from main (as reported in the main study – here for reference) and post hoc analyses assessing smoothed NO₂ data and a shortened pre-intervention period.

Bold: denotes statistical significance at an alpha level of 5%.

* Effects are expressed as the effect over the post-intervention time period, e.g. -9.34 corresponds to a reduction in NO₂ concentration of 9.34 $\mu\text{g}/\text{m}^3$ between the pre- and post-intervention periods in 2020 relative to the control year(s).



Appendix Figure 1: Difference between the observed NO_2 concentrations in 2020 and those from the SC counterfactual (based on the years 2014-2019) at all investigated sites using smoothed NO_2 data.

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