

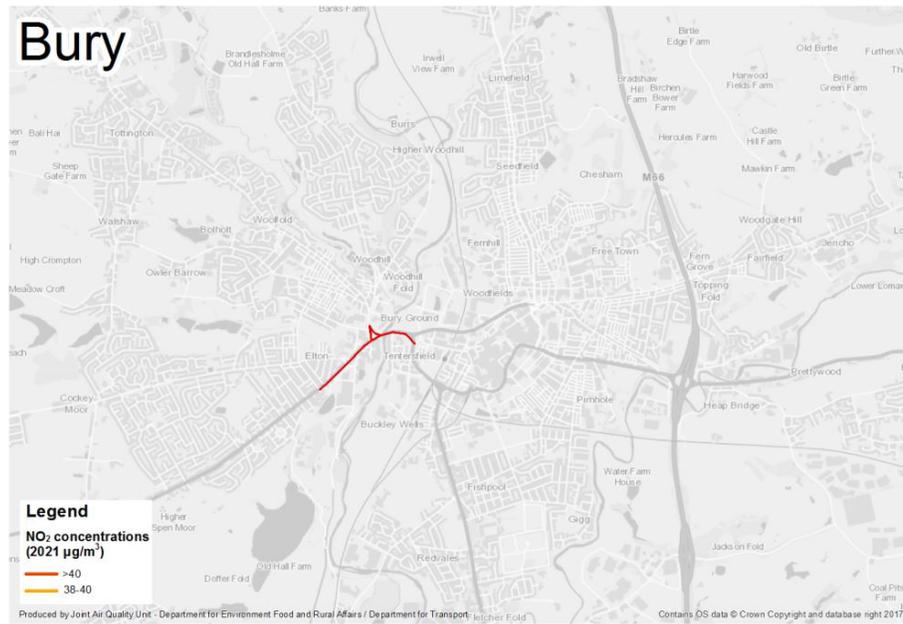
Briefing Note

Meeting: Scrutiny
Date: 10/4/18
Title: Air Quality Update
Briefing Prepared By: Lorraine Chamberlin/Chris Horth

1. Background

- 1.1 Poor air quality contributes to ill health, particularly for those who are regularly exposed to high concentrations of pollutants. Poor air quality can exacerbate long term health conditions (including asthma, cardiovascular conditions and COPD) with the elderly and children most affected. There is emerging evidence that poor air quality can also contribute to wider health issues including diabetes, dementia and poor mental health. It is estimated that more than 2000 people die prematurely in GM as a result of poor air quality.
- 1.2 Emissions from vehicles is a contributing factor to poor air quality, so improving air quality will be achieved by removing polluting vehicles from the roads. One way of achieving this would be for national government to legislate or create fiscal policies to ban or significantly reduce diesel cars on the roads and / or persuade more citizens to use sustainable transport.
- 1.3 At the end of July 2018, DEFRA released their "UK Plan for tackling roadside nitrogen dioxide concentrations." The aim of this plan is to reduce concentrations of nitrogen dioxide (NO₂) to achieve statutory targets in the whole of the UK within the shortest time possible. The government set a clear view that action to tackle air quality should be led at the local level.
- 1.4 In their plan DEFRA identified a list of 29 local councils that are predicted to have the greatest problems meeting air quality targets for nitrogen dioxide beyond the next 3-4 years. The list includes Bury and 6 other GM councils namely: Manchester, Stockport, Bolton, Tameside, Salford, and Trafford and since the Client Earth legal challenge, now includes Oldham.
- 1.5 These councils are mandated to develop an innovative local plan to meet statutory nitrogen dioxide targets in the shortest time possible. We will have to identify proposed interventions which will persuade drivers of polluting vehicles to transfer to public transport; to travel along alternative and currently less polluted routes; or change to a less polluting vehicle. An initial version of this plan must be submitted for approval by March 2018 and a final version by December 2018.
- 1.6 In Bury the area identified as having problems meeting the targets in Bury is the Bury Bridge area – shown in Map 1 below.

MAP 1 Area identified by DEFRA as exceeding nitrogen dioxide objectives beyond the next 3-4 years



- 1.7 The government have made available a Clean Air Fund of £255m for councils to carry out feasibility studies to consider options and then to implement the identified measures. It is therefore expected that this funding will meet the costs of any feasibility studies and the delivery of relevant additional measures.
- 1.8 Alongside the requirement to produce a local plan, DEFRA point out that they have identified “Charging Clean Air Zones” as the measure that has been shown to achieve the nitrogen dioxide targets within the shortest time possible. A “Charging Clean Air Zone” is an area where designated vehicles are required to pay a charge to enter or to move within the zone. DEFRA are therefore suggesting that a “Charging Clean Air Zone” is likely to be the choice of the 29 local councils to meet their obligations. However they also say that if a council can implement measures as effective at reducing nitrogen dioxide these should be preferred so long as they can show they will deliver compliance as quickly as, and at no extra cost to a “Charging Clean Air Zone”.
- 1.9 As part of the National Plan the government intend to implement a number of national policies to help meet the nitrogen dioxide targets but information on the government’s approach to national measures is still to be released.

2. The GM Approach

- 2.1 Because Transport emissions are the main source of our poor air quality, TfGM take the lead on air pollution issues across Greater Manchester. TfGM are therefore leading on the production of this local plan which will aim to make sure we meet the

air quality targets and that we tackle air quality as a contributor to ill health across the sub region.

- 2.2 TfGM can only exercise their air pollution functions with the Greater Manchester districts and many of the powers relating to air pollution and transport are the responsibility of individual local authorities. Close liaison is therefore required with and between Greater Manchester authorities and each local council will be responsible for taking forward many of the actions that are likely to be part of the final plan.
- 2.3 Production of the plan will require detailed feasibility studies in order to identify the measures we need to take. The final plan will be called the GM Clean Air Plan and it will be produced in the form of a robust business case which will be developed in 3 stages:

2.4 Stage 1 Strategic Outline Case SOC

Purpose:

- Set out the high level strategic need for a feasibility study
- Describes the methodology and approach
- Refine a basic list of potential measures – see **Appendix 1**. It is important to note that this does not commit any of the GM Local Authorities to any specific measures/packages of measures.

This document was submitted to DEFRA on 7th March 2018

2.5 Stage 2 Outline Business Case (OBC)

Purpose:

- Use evidence from detailed feasibility studies to identify preferred package of measures which could meet the target in the timescales.
- Prepare scheme for procurement
- Implementing funding
- Implementing management arrangements for successful delivery

The document will be submitted to DEFRA by August 2018

2.6 Stage 3 – Full Business Case FBC

Purpose:

- Describe the final preferred package of measures
- Set out commercial and contractual arrangements
- Set out costs and source of funding.
- Describe management arrangements for delivery

- 2.7 The official deadline for submitting this document is 31st December 2018. However DEFRA have recognised that the GM Clean Air Plan covers all 10 GM councils and will therefore be more complex in many ways and specifically in relation to consultation and the approval processes. They have therefore agreed the deadline can be extended to 29th March 2019.
- 2.8 In addition to the GM Clean Air Plan, the GMCA are also leading the development of a Congestion Plan for Greater Manchester following public consultation in late 2017. The Congestion Plan is intended to identify a number of near term measures that can better manage congestion across Greater Manchester. The Clean Air Plan and the Congestion Plan will be developed to be both compatible and consistent with each other.

3. Progress so far

- 3.1 TfGM submitted the Strategic Outline Case to DEFRA on 7th March 2018.
- 3.2 The next stage is for TfGM to meet up with appropriate people from each council area to agree the details for the packages of measures for Bury which will be assessed and where possible modelled, as part of the development of the Outline Business Case.
- 3.3 TfGM are also in the process of checking DEFRA's predictions in relation to the areas unlikely to meet nitrogen dioxide targets over the next 3-4 years. This process is known as Target Determination. DEFRA's predictions are based on high level national data and therefore it is important that we check these results with more local monitoring and modelling results. Any evidence produced will be submitted to DEFRA for consideration.
- 3.4 A Governance structure has been set up for the delivery of the Plan. **Appendix 2** One of the key parts of this structure is the GM Clean Air Senior Leadership Steering Group which forms the link between TfGM, the 10 local councils and all other partners. This group includes representatives from each council, Highways England, GMSF, DEFRA's Joint Air Quality Unit and TfGM.
- 3.5 To help local councils increase their level of activity in relation to air quality DEFRA made available a Clean Air Plan - Early Measures Fund. It was announced on 23rd March that GM has been awarded £3 million of this funding to install more electric vehicle charge points and to run a campaign to raise awareness and take up of electric vehicles in the region.

4. Implications For Bury

- 4.1 Bury council has an essential part to play in the process of producing an effective plan and it is vital that we assist with the feasibility studies by gathering and providing relevant local information where required. We must also ensure that all necessary decisions and documents are considered and approved in a timely manner. It is Bury Council which is mandated to produce a plan, not the GMCA.

- 4.2 To help with this and to make sure we deliver our responsibilities effectively we have set up an Air Quality Steering Group in Bury chaired by Steve Kenyon with members from all relevant area of the council activity.
- 4.3 Alongside the development of the GM Clean Air Plan we will soon be consulting on Bury's own Climate Change and Low Emissions Plan. This plan will describe how we propose to address climate change and improve air quality over the next 5 years. The actions within this document will complement and enhance the GM Clean Air Plan.
- 4.4 We will also aim to include policies in the GMSF and our own Local Plan to require developments that are low carbon and that encourage walking, cycling and the use of public transport and low emissions vehicles.
- 4.5 We will continue with existing work to promote walking and cycling – which includes:
- Led bike rides by Breeze champions
 - Women on Wheels (WOW) events
 - Bikeability for our school children
 - Introducing pool bikes for council staff
 - Improved cycling facilities at Bradley Fold Depot
 - Developing a cycle by prescription scheme
 - Completing the Cycle City Ambition Grant work to improve conditions for cycling in central Radcliffe, improve the towpath of The Manchester Bolton and Bury Canal
 - Completing the GM Transport Growth Deal Minor Works Programme schemes for the Bury to Bolton Railway Path, Outwood Trail and the extension Bradley Fold Railway Path.
- 4.6 To raise local awareness we are arranging a Clean Air Day event on 21st June 2018 to include a showcase for electric vehicle and electric bikes in Bury Town Centre.

5. Conclusions

- 5.1 In order to be effective it is important that any action taken at a borough or GM level is backed by other significant action and policy at the national government level. Approaches including national policy shifts away from diesel vehicles and the use of taxation to encourage behaviour change are ultimately able to have a far more significant impact than any actions focused at the local level.
- 5.2 It is important to note that sufficient resources must be made available to deliver these plans, and that governance and oversight processes at a district and at a Greater Manchester level will need to be established. In the case of the Clean Air Plan, this is particularly important given that individual boroughs are ultimately responsible for achieving compliance along the identified routes.
- 5.3 Challenging timescales and expectations have been set by government in relation to the production of the Clean Air Plan. Whilst Greater Manchester authorities are working collectively to meet these requirements through the production of a GM-wide Air Clean Air Plan, it is recognised that there is a need to balance the requirements of GM as a whole with those of Bury and the specific needs of our area.

- 5.4 Careful assessment is required to evaluate any potential package of measures from those identified in Appendix 1. In particular, analysis will be required to fully understand the potential impacts of both the potential package and the application of a Clean Air Zone (CAZ) as an alternative.
- 5.5 Bury Council will need to sign off stages of this iterative approach to the GM Clean Air plan at key stages including the Outline Business Case and be involved in consultation before a Full Business Case is submitted to DEFRA.

6. Recommendations

- 6.1 To note and comment on this report and the proposed approach to producing the GM Clean Air Plan.

Appendix 1

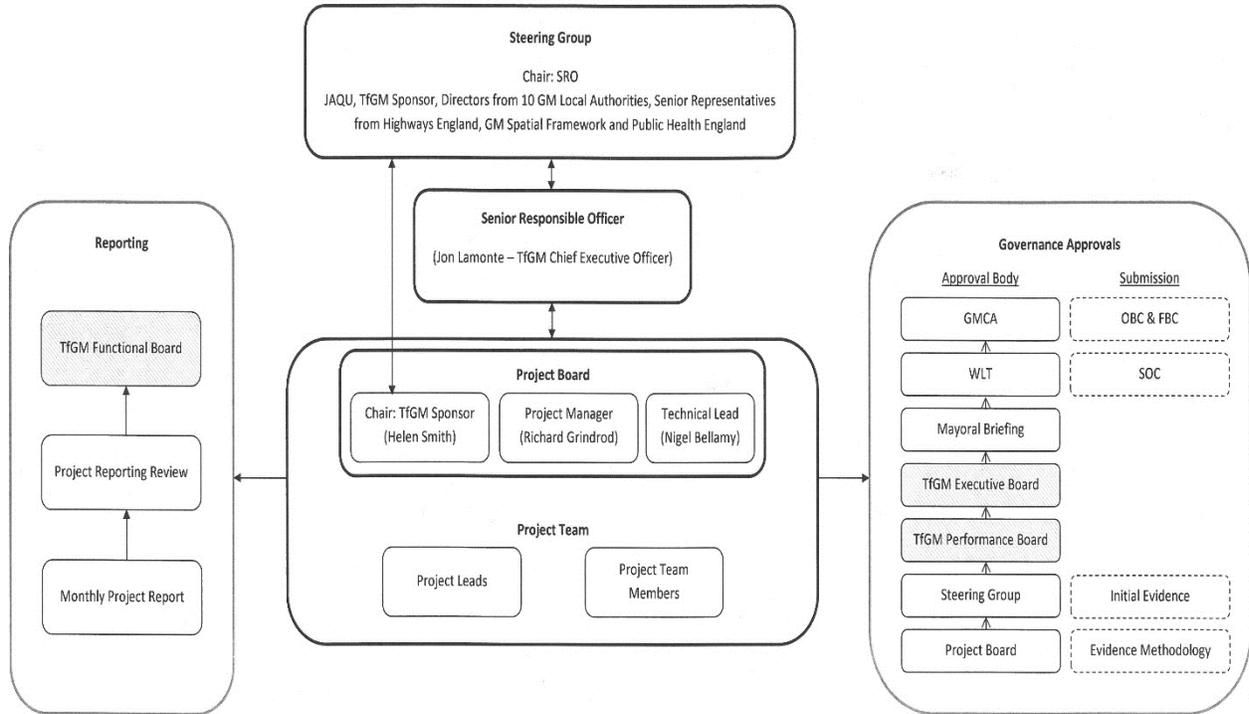
Current Short List of Potential Measures

Measure	Description
CAZ	
Charge-based CAZ - Class B or C; different geographical boundaries / time restrictions	Class B includes bus, coach, taxi/PHV and HGV. Class C includes the above plus LGV
Charge-based CAZ - Class D; different geographical boundaries / time restrictions	Class D includes all of Class C plus car
Parking	
Differential parking charges	Related to usage/capacity (e.g. different charges for times of day to reduce congestion) and vehicle type (e.g. free for electric or reduced for car sharers or for emission standard/engine size) and/or workplace parking levy
Public Transport	
Retrofitting or upgrade of public transport fleet and introduction of stringent emissions standard through contracts or partnership	Retrofitting of public transport fleet to cleaner alternatives. Set stretching targets to improve the efficiency of fleet and specify emission standards in bus contracts
Increase capacity of public transport on specific routes	
Infrastructure - Alternative Fuels	
Switch bus, HGV/LGV depot fueling stations or GM fleet to GtL	Use of GtL fuel as a diesel alternative. (If Public Transport retrofit is standard measure then would not need GtL for commercial bus but could apply to community transport)
LGV – EV incentivisation	Funding of electric, petrol, GtL at source
Improve Local Authority fleet to electric/LPG/low emission through a procurement policy	
Infrastructure - Traffic Control	
Congestion Plan traffic management – increased capacity	Providing more capacity – Review of existing junction improvement plans. Assess existing schemes to understand potential benefit on specified links; with a view to bringing schemes forward sooner
Congestion Plan traffic management – encouraging alternatives	Encouraging alternative travel choices – Road space reallocation in order to suppress latent demand released through implementation of other measures
Congestion Plan traffic management – network management	Signal optimisation – changes to traffic signal timing to optimise flows in order to reduce congestion on specified links

Measure	Description
Taxis	
Incentives for private hire vehicles to change to EV vehicles. Installation of rapid EV infrastructure for taxi and private hire vehicles.	Incentivise private hire vehicles to changes to EV/ULEV vehicles through reduced licence fees/ free top up at taxi charge points
Retrofitting of black taxis to LPG/Euro 6. Increase LPG refuelling infrastructure for Hackney Carriages	Retrofitting of black taxis to LPG/Euro 6
Non-charge based CAZ awareness activities	
Communications campaigns/awareness raising of health and cost benefits of different modes or around a particular community/schools	Communications campaigns/awareness and signage
Travel choices programme (businesses & individuals)	Dependent on scale of programme
Active travel programme – engagement	
Cycling & Walking	
Active travel programme – infrastructure	Including provision of measures to enable travel to PT hubs and for short journeys

Appendix 2 GM Clean Air Plan Governance

Appendix 2 – GM Clean Air Plan Feasibility Study Project Organisational Structure and Governance



Notes:

- GMCA – The GMCA is run jointly by the leaders of the ten councils and the Mayor of Greater Manchester.
- Wider Leadership Team (WLT) – An informal body made up of the Chief Executives of the GM local authorities and senior officers of other key bodies. The WLT’s remit is to provide support to the GMCA in the discharge of their strategic functions across Greater Manchester.
- TFGM Executive Board – The decision making body within TFGM responsible for determining strategic issues consistent with GMCA’s policies. It is composed of the Chief Executive, the Non Executive Directors, the Director of Finance and Corporate Services and the Chief Operating Officer.