

SCRUTINY REPORT



MEETING: Overview & Scrutiny
DATE: 22nd November 2018
SUBJECT: GM Clean Air
REPORT FROM: Lorraine Chamberlin
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1.0 Summary

- 1.1 Bury Council is mandated to produce a Clean Air plan to tackle roadside Nitrogen Dioxide (NO₂) emissions and submit an outline business case to the Joint Air Quality Unit of DEFRA and DfT early in 2019
- 1.2 TfGM are carrying out this work on behalf of all GM boroughs as road traffic is responsible for 80% of NO₂ emissions
- 1.3 Charging Clean Air Zones are considered by Government the benchmark to ensure air quality and the associated health impacts are tackled in the shortest possible time so these will be modelled alongside wider measures to determine the optimum option.
- 1.4 A GM communication plan to address the lack of understanding about health impacts of poor air quality and the difference between clean air zones and congestion charges was rolled out on 26th October 2018 through to December 2018.
- 1.5 There will be a consultation period after the submission of the OBC before submission of a final business case in 2019.
- 1.6 It is important that senior officers and members are aware of the GM Clean Air plan and a full member briefing has been arranged on 28th November 2018.

2.0 Background

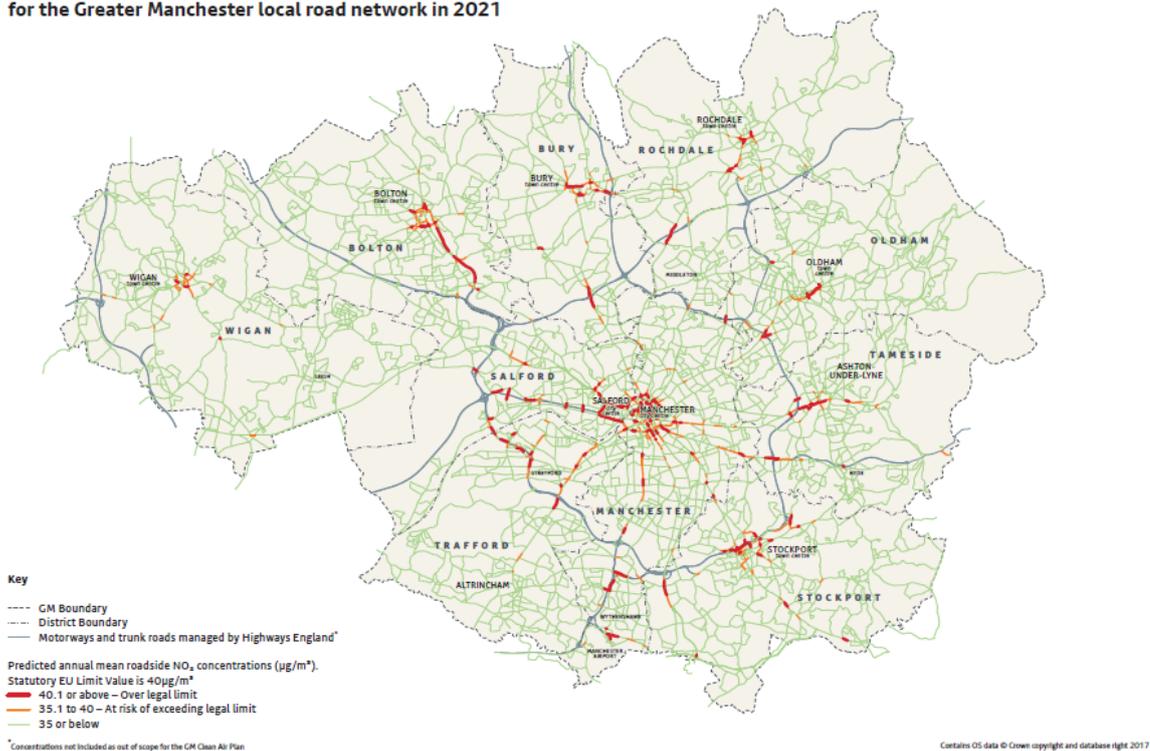
- 2.1 Exposure to air pollution is associated with health problems including cardiovascular disease, respiratory disease (including lung cancer and asthma) and stroke. Vulnerable groups are disproportionately susceptible – children, the elderly, chronically sick and those living in the, most deprived areas. In GM poor air quality contributes to the early death of 1200 people– in Bury it would equate to 61 deaths each year.

- 2.2 There are EU targets for a number of air pollutants and Client earth (an environmental pressure group) have taken the Government to court a number of times over a failure to meet these targets for a pollutant called nitrogen dioxide (NO₂) – 80% of this pollutant comes from road transport
- 2.3 In response to this the Government has identified just over 60 UK councils that will not meet the nitrogen dioxide targets in a reasonable time. This includes Bury and 7 other GM councils namely Bolton, Manchester Salford, Stockport, Tameside, Trafford and Oldham.
- 2.4 These councils are required to carry out feasibility studies to identify actions needed to achieve EU limit values in the shortest possible time. This plan must be produced by December 31st 2018.
- 2.5 Charging Clean Air Zones are considered by Government to be the most likely means to achieve compliance and therefore this measure must be considered in feasibility studies.
- 2.6 The Government has allocated £255million implementation funding and £220 million for a Clean Air Fund to allow councils to develop and deliver actions. In addition GM have already been awarded £3m to promote electric vehicles and install more rapid chargers in the GM area.
- 2.7 As nitrogen dioxide is transport related it has been agreed that TfGM should coordinate the GM feasibility study on behalf of all 10 Local Authorities. This feasibility study will result in the GM Clean Air Plan.

3.0 Progress to date

- 3.1 So far TfGM have submitted a "Strategic Outline Case" to the Government in March 2018. This document described how we will develop the GM Clean Air Plan.
- 3.2 As part of the feasibility study we have been required to carry out more detailed local air quality modelling (Target determination) to establish more accurately where the areas in breach of targets are. Information released on 23rd October 2018 showed that there are far more nitrogen dioxide breaches in all 10 boroughs than in the Government's original forecasts.
- 3.3 Originally Government assessments predicted Bury Council do not meet targets for NO₂ in the busy Bury Bridge area. However further local modelling has found more areas of concern in Bury around our town centre ring road and along the A58 towards the M66 and A56 in Whitefield/Prestwich.

Predicted annual mean nitrogen dioxide (NO₂) concentrations for the Greater Manchester local road network in 2021



4.0 Outline Business Case (OBC)

4.1 TfGM are currently working on the elements of an Outline Business Case for the Clean Air plan which will be submitted to the Government's Joint Air Quality Unit (JAQU) early in 2019. TfGM will communicate with GM Clean Air Steering Group members as the plan develops to ensure timely submission. There will need to be regular consultation with Bury's CEO, Leader and Cabinet member for the Environment as this develops – timeline:

- Strategic case – 9th November
- Commercial and Financial case – 16th November
- Executive Summary – 23rd November
- Complete OBC ready for TfGM by 30th November

4.2 Legal officers are considering the Key decision process for each Local Authority i.e. Cabinet or Full Council sign off. There has been some slippage due to the demands of JAQU and it was originally planned for Bury Council to have had full scrutiny and sign off for the OBC before submission

5.0 Modelling the options and measures to improve air quality

5.1 When considering feasibility studies TfGM propose to deliver incentivisation measures such as improved passenger transport, active travel, traffic management, differential parking etc. below is the shortlist of the options being considered.

Retrofit/upgrade public transport fleet	Retrofit or upgrade vehicles to a higher Euro engine standard.
Retrofit/upgrade local authority fleets	Retrofit or upgrade to a higher Euro engine standard.
Increase public transport capacity	Identify specific routes where most impact will be made.
Switch Bus/HGV/LGV/GM fleet to GtL	Using cleaner alternative fuels, e.g. Gas-to-Liquid (GtL).
Electric vehicle (EV) incentives	Increase EV uptake through expanding the charging network or financial incentives.
Different parking charges	Different charges for parking depending on the time of day, vehicle type, car-sharers and could include a workplace parking levy.
Congestion Deal – increase capacity	Review existing junction improvement plans – assess impact and identify opportunities to accelerate.
Congestion Deal – encouraging alternatives	Encouraging alternative travel choices through road space reallocation.
Congestion Deal – network management	Changing traffic signal timing to optimise flows, reducing congestion.
Private hire and taxi alternative fuels	Incentivise change to EV/Ultra-Low-Emission vehicles, increase EV infrastructure for taxis, retrofitting and increasing LPG refuelling infrastructure for taxis.
Communications campaigns	Increase awareness of health and cost benefits for public and of different modes of transport, or around particular communities/schools.
Sustainable travel engagement	Work with employers and individuals to encourage sustainable travel choices.
Active travel programme – infrastructure	Expand and improve cycling and walking infrastructure.
Clean Air Zones – Class B, C or D	Different classifications/time restriction and geographical areas to be modelled for their impact on NO ₂ and timescale of any impact.

6.0 Clean Air Zones

6.1 As required by Government, we are looking in detail at various Charging Clean Air Zone options to ensure we achieve compliance as quickly as possible.

Categories: Government has specified four categories of Clean Air Zones where drivers of non-compliant vehicles would pay a penalty to enter a designated area.

CLASS A – 	Age of compliant vehicles: Car/Taxi Diesel Euro 6 (2015) Petrol Euro 4 (2005) Van Euro 6 (2016) Bus/HGV Euro 6 (2013) Motorcycle/Moped Euro 3
CLASS B – 	
CLASS C – 	
CLASS D – 	

Ultra-low emission vehicles with a significant zero-emission range are exempt.

- 6.2 TfGM will model two or three Charging Clean Air Zone options – this work is being undertaken now.
- 6.3 All options will be supported with schemes to help residents and businesses to upgrade their vehicles - this will be in the form of discounts and subsidies and funding will be sought from Government. Feedback from members of the public so far indicate there is some confusion with congestion charging see differences below – the aim is to reduce the number of polluting vehicles on our roads.

Congestion Charging Zones	Clean Air Zones
Charges apply to all vehicles (with some discounts and exemptions applied).	Penalty only applies to non-compliant vehicles, compliant vehicles are unaffected.
Goal is that some people switch to other modes of transport, but most stay and pay – so drivers pay the cost they impose on others.	Goal is for a reduced number of the most polluting vehicles entering the designated area.
Schemes are highly profitable, providing resources to invest in public transport, active travel and other measures.	Schemes typically make a loss, especially in later years.

7.0 Councils to Lead by Example

7.1 Meeting the targets is a significant challenge and it will be vital that all 10 GM councils lead by example to ensure we clean up our air in relation to the use of vehicles for our operations. Actions we can take:

- Procure electric vehicles where we can and where not possible make sure we acquire cleaner engine vehicles.
- Review the car allowance system and look at low emissions alternatives such as Low Emissions Car Clubs - Salford City Council introduced this concept 2 years ago and have found it works well and saves circa £100k+ per year.
- Promote active travel amongst our staff and our communities
- Integrate low emissions vehicle requirements into our general procurement procedures
- Work with TfGM to improve electric vehicle charging infrastructure.
- We can also use our influence in other areas of activity for example:-
- Ensure our growth agenda encompasses actions and safeguards to protect and improve air quality
- Ensure our new Local Plan moves our communities towards active travel and use of low emissions travel – e.g. electric vehicles public transport etc.

7.2 We will also need the Government to play a more active part. Andy Burnham has written to Michael Gove to express concerns re:

- The need for additional national initiatives such as scrappage schemes or national policy shifts away from diesel vehicles and the use of taxation to encourage behaviour change.

- The need for Highways England to work with local authorities to reduce nitrogen dioxide concentrations on their Strategic Route Network which includes motorways and has a significant impact on overall levels of compliance across GM.
- Support for replacement of non-compliant buses

8.0 Communication campaign

- 8.1 It has been established that more work needs to be done to raise awareness of the health and wellbeing effects of air pollution with the people of Greater Manchester. A GM campaign will be rolled out and this will help to show our communities why actions are necessary. There was a PR launch on 23rd October to coincide with the publication of the Target Determination report to GMCA. Full GM 'Lets Clear the Air' campaign was launched on 26th October.
- 8.2 The campaign is supported by the [CleanAirGM](#) website
- 8.3 In conjunction with this we have recognised the need in Bury to liaise with stakeholders as soon as possible, specifically those most likely to be impacted by measures i.e. local businesses, taxi drivers etc. We have set up a Communications working group led by the Director of Public Health Lesley Jones to ensure we communicate all messages effectively and that we engage appropriately with relevant stakeholders. Social media campaign is already underway and the Business Leaders forum are engaged. Local MPs will be briefed by TfGM.
- 8.4 After the Outline business case is submitted the campaign will move to consultation on and advocacy for the clean air measures.
- 8.5 TfGM have provided a full member briefing slide set which we can use to update all elected members. See Appendix 1
- 8.6 CEO's Leaders and Executive members have been kept informed throughout the development of the plan.
- 8.7 Our local Comms plan is enclosed in Appendix 2

9.0 Governance in Bury

- 9.1 Bury Council has an essential part to play in the process of producing an effective GM Clean Air Plan. Along with 7 other GM councils we are mandated to produce a plan, so we must ensure that all necessary decisions and documents are considered and approved in a timely manner in order to achieve compliance. It is likely that the OBC will be put before Bury Cabinet in January or February 2019
- 9.2 Currently the following dates are timetabled for updates on the progress of the GM Clean Air plan.
- SLT 15th October 2018
 - Joint SLT Cabinet 22nd October 2018
 - Overview and Scrutiny 22nd November 2018
 - Full Council member briefing 6pm 28th November 2018

List of Background Papers:-

Appendix 1 Slides for members and Council meetings



Greater Manchester
Clean Air Plan_Over

Appendix 2 Bury's Comms plan



Clean Air
communications str

Appendix 3 FAQ's



Customer team
FAQs - GM Clean Air

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