

Report To: PLACE AND EXTERNAL RELATIONS SCRUTINY PANEL

Date: 31 July 2018

Reporting Officer: Emma Varnam, Assistant Director, Operations and Neighbourhoods

Subject: AIR QUALITY

Report Summary: This report provides a summary of the Greater Manchester Clean Air Plan and project schedule.

Recommendations: To note the contents of the report, in particular:
The timetable for delivering the Outline Business Case for the Greater Manchester Clean Air Plan, in line with Government requirements;
The next steps in the producing, approving and submitting the Outline Business Case for the GM Clean Air Plan to Government by 31 December 2018; and
The update on early measures funding awarded to GM to increase the charging infrastructure for electric vehicles and incentivise their uptake, as part of the Greater Manchester Clean Air Plan.

Links to Corporate Plan: To provide a Safe Environment

Policy Implications: None

Risk Management: The risk of non-compliance or dilatory action needs to be managed and properly assessed.

Access to Information: The background papers relating to this report can be inspected by contacting Sharon Smith on:
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1. INTRODUCTION

- 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. In the UK, it is estimated that 40,000 deaths per year can be attributed to poor air quality.
- 1.2 Local authorities are responsible for maintaining good air quality or improving air quality where required so as to meet mandatory limits. The two pollutants of most concern are nitrogen dioxide (NO₂) and particulate matter (PM₁₀). Transport is by far the largest source of NO₂ and PM₁₀ emissions and is a major contributor to carbon emissions. Goods vehicles and buses make a disproportionate contribution to NO₂ emissions.
- 1.3 The Environment Act 1995 requires that Local Authorities produce periodic air quality review and assessment reports which set out whether the Government's health based emissions objective levels will be met by target dates. If the air quality review and assessment identifies areas where the objectives are not likely to be met these must be designated as 'Air Quality Management Areas' (AQMAs).
- 1.4 Tameside, in conjunction with the other nine Greater Manchester authorities and Transport for Greater Manchester (TfGM) declared the latest AQMA in 2016. Having declared these AQMAs the authorities must develop an Air Quality Action plan to improve air quality within this area.

2. GREATER MANCHESTER STRATEGIES

- 2.1 In 2016 the Greater Manchester Low Emission Strategy and Air Quality Action Plan were approved. This plan identifies the long term approach to reducing carbon emissions and improving Air Quality up to 2040.
- 2.2 The key aims of the Greater Manchester Low Emission Strategy are to:
 - Support the UK Government in meeting all EU thresholds for key pollutants at the earliest date
 - Contribute to reducing Greater Manchester's carbon footprint, in line with the Greater Manchester Climate Change Strategy
 - Reduce air pollution as a contributor to ill-health in Greater Manchester.
- 2.3 The Greater Manchester Air Quality Action Plan (GMAQAP) sets out measures which will reduce air pollution while supporting the sustainable economic growth of the region.
- 2.4 The Action Plan is led and coordinated by TfGM, whilst the commitment to implement the actions is undertaken jointly by TfGM and the regional stakeholders, such as Tameside Council. Where financial or staff resources are required, TfGM will coordinate the requirements and resources with the aim of achieving the action. Therefore, there is an expectation that finance and resources including political support may also be required from the boroughs. This was clarified in the 2nd December 2016 report to GM Wider Leadership Team, Delivering the GM Air Quality Action Plan at a Local Level.
- 2.5 In the report it was proposed that each authority establishes a Local Air Quality Steering Group. This group was established in Tameside and consists of senior management representation, with terms of reference that drive and deliver the actions within the Air Quality Action Plan & Low Emission Strategy. Representation on the steering group

includes senior officers from Planning, Transportation and Highways, Environmental Health (Air Quality) and Public Health with other areas of the council being drawn upon as necessary to support delivery. The steering group drives a joined up approach at a Tameside level in relation to the key policy areas listed above, deliver the actions within the GM AQAP at local level and ensure that information required by TfGM to complete the Annual Status Report (ASR) is forthcoming and in a timely manner.

3. NATIONAL STRATEGIES

- 3.1 In July 2017, the Government set out the National Plan for tackling roadside nitrogen dioxide concentrations. The National Plan identified that within Greater Manchester (GM), seven local authorities have areas that will exceed the statutory NO₂ annual mean EU Limit Value of 40 µg/m³ (the EU Limit Value) in the year 2021. Those local authorities have been instructed by the Government to undertake detailed feasibility studies and develop plans for the implementation of appropriate measures to deliver compliance with the EU Limit Value in the 'shortest possible time'.
- 3.2 Transport for Greater Manchester (TfGM) is acting on behalf of the Greater Manchester Combined Authority and the ten Greater Manchester Local Authorities to undertake the feasibility study and develop a plan to meet the air quality challenge across the whole conurbation.
- 3.3 Tameside Council is one of the Greater Manchester local authorities that the Government have asked to bring in measures to reduce roadside air pollution because of estimated high levels along a stretch of the A635 from the motorway junction at the Snipe to Ashton town centre.

4. THE CLEAN AIR PROJECT

- 4.1 Emissions from vehicles is 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. However, in the UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations (July 2017), the government set a clear view that action to tackle air quality should be led at the local level. Whilst further information on the government's approach to national measures is still to be released, local authorities are required to develop Clear Air Plans by December 2018 to set out their proposed interventions to address local air quality issues. Local authorities 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.
- 4.2 The objective of the project is to enable GM to reduce roadside NO₂ concentrations, in the shortest possible time, to below the EU limit value on those road links identified through the Department of Environment Food and Rural Affairs (DEFRA) Target Determination process; therefore delivering the Government's National Plan for tackling roadside nitrogen dioxide concentrations.
- 4.3 The Project has extremely challenging timescales and is required to deliver (in the form of a Full Business Case) the fully designed delivery scheme, including gaining all necessary powers & consents, and have all contracts in place to commence implementation by the end of 2018 (if consultation is required; then it needs to be as soon as possible after consultation which is likely be required).

Project Schedule

4.4 Broadly, the Project is required to deliver, sequentially, a Strategic Outline Case (SOC), Outline Business Case (OBC) and Full Business Case (FBC). In support of the development of these, the project is also undertaking a detailed measures definition and modelling activity.

The Strategic Outline Case

4.5 The SOC sets out the high level strategic need for the feasibility study and the methodology and approach that will be applied to develop the preferred package of measures. The SOC does not commit any of the GM Local Authorities to any specific measures/packages of measures.

The Outline Business Case

4.6 The purpose of the OBC is to identify the preferred option and to prepare the scheme for procurement as well as implementing the necessary funding including potential Clean Air Fund support and management arrangements for the successful delivery of the scheme.

4.7 The OBC will provide more detail than the SOC and will define the packages of measures which the modelling activity demonstrates could achieve compliance within the required timescales. (Each package is likely to comprise of a subset of measures shown in the Current Shortlist of Potential Measures, but is not restricted to this list).

The Full Business Case

4.8 The purpose of the FBC is to detail the preferred package of measures whilst setting out the commercial and contractual arrangements as well as the scheme's affordability. The FBC should detail the management arrangements for the successful delivery of the scheme.

4.9 Development of the FBC is likely to involve public consultation.

Interfaces

4.10 The Project Team is working closely with teams responsible for the emerging Congestion Plan, Cycling and Walking Strategy and taxi licensing work. The interventions/proposals set out in the Congestion Plan and the Cycling and Walking Strategy will both act as supporting measures for the Clean Air Plan. The Project Team will continue to seek opportunities for alignment of strategy and timescales, including consultation, where this is possible.

Table 1 Process and timetable for producing local Clean Air Plans

Deadline	Activity	GM status
March 2018	Submit Strategic Outline Case (SOC) to government	Submitted
June 2018	Submit initial evidence of GM NO ₂ concentrations and determine target areas for action	Submitted. JAQU accepted July 2018.
31 December 2018	Submit Outline Business Case (OBC), including preferred option.	Feasibility study underway
31 December 2018	Submit Full Business Case (FBC) unless public consultation required*.	Feasibility study underway
Spring 2019	Public consultation (as required) Bid for Clean Air Fund implementation monies	n/a yet

By 2021	Measures to be implemented	n/a yet
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*If public consultation needed, FBC to be submitted as soon as possible after OBC.

4.11 The FBC will act as the GM Clean Air Plan and will include measures to achieve compliance and mitigation measures that must be implemented during 2020 or the shortest possible time to deliver compliance with the EU Limit Value.

4.12 UK Government guidance identifies: “Clean Air Zones (CAZ) that include charging as the measure it is able to model nationally which will achieve statutory NO₂ limit values in towns and cities in the shortest possible time.” This means Government requires local authorities to consider charging Clean Air Zones the benchmark measure and implement them unless they identify alternative measures that are “at least as effective at reducing NO₂” and ... “deliver compliance as quickly as a charging Clean Air Zone.”

4.13 There are four categories of charging Clean Air Zone

- Class A: Buses, coaches, taxis and private hire vehicles.
- Class B: Buses, coaches, heavy goods vehicles (HGVs) taxis and private hire vehicles.
- Class C: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire vehicles.
- Class D: Buses, coaches, HGVs, large vans, minibuses, small vans/ light commercials, taxis and private hire, cars, motorcycles/mopeds.

Tameside and Greater Manchester approach to developing a Clean Air Plan

4.14 Tameside Council is one of the eight Greater Manchester local authorities that the Government has asked to bring in measures to reduce roadside air pollution because of estimated high levels along a stretch of the A635 from the motorway junction at the Snipe to Ashton town centre.

4.15 As agreed at the 1 September 2017 Wider Leadership Team (WLT) meeting, TfGM has been coordinating the GM feasibility study on behalf of the GMCA and the ten GM local authorities, including Tameside, who remain legally responsible for compliance.

4.16 A GM Clean Air Plan Steering Group (Steering Group) is responsible for guiding and steering the feasibility study, briefing senior officers and elected members within their respective organisations and securing local approvals. Members include Directors or Assistant Directors from each GM local authority and representatives from Highways England, Public Health England, AGMA and TfGM.

Process to Outline Business Case

4.17 As noted in the 9 May report to WLT, the Initial Evidence’ (IE) identified 112 road links across all ten GM local authorities which are forecast to exceed the EU Limit Value beyond 2020, and 40 shorter local links. These are a mix of destination links, radial links and those with a close relationship with the SRN (motorway network managed by Highways England). Tackling the former is the primary objective.

4.18 The GM SOC included a shortlist of potential measures for reducing NO₂ concentrations to legal limits within the shortest possible time. The shortlist was refined with the Local Authorities using JAQU guidance, and the two primary success criteria:

- Reduction of local air pollutant NO₂ (and other substances including PM₁₀, PM_{2.5}) concentrations to below the EU Limit Values.
- Ability to be delivered at least as quickly as a charge-based clean air zone could.

4.19 This allowed less effective measures to be removed from consideration or considered as mitigation measures only.

4.20 Given Government guidance on Clean Air Zones, the process for refining the preferred option for GM require the testing of a Charge-based Clean Air Zone, and bus retrofit measures first, followed by other softer measures.

Next steps to approving the OBC

4.21 The Government has imposed extremely tight deadlines on local authorities where exceedances are identified to develop and implement measures benchmarked against charging Clean Air Zones, notably the legal requirement to submit an Outline Business Case by 31 December 2018.

4.22 It is anticipated that a draft OBC, including the preferred option for achieving compliance in the shortest possible time in GM will be available by the end of August 2018. Please note that this will not be the complete OBC.

4.23 During the first two weeks of September TFGM intend to undertake a formal review of the draft OBC with all Local Authorities, including Tameside. This will be led by Steering Group members.

4.24 The complete OBC must be approved by all ten GM local Authorities by early December 2018 to meet the government's deadlines. Tameside will be asking Cabinet to approve the OBC. Steering Group representatives have been asked to confirm:

- 1 The approvals route for the OBC in each of their authorities, including whether delegated authority for approving the complete OBC is possible.
- 2 When they will require final documentation for approval.
- 3 When documentation will be made publicly available for scrutiny.
- 4 Arrangements for signing off the final OBC document submitted to JAQU, subject to any changes made during the approval process (e.g. delegated authority).

4.25 The OBC should also proceed through relevant GM-level governance during this timeframe.

4.26 To meet the timescales set by Government it will be essential to ensure clear and consistent briefing and messaging about the GM Clean Air Plan in the coming months. As agreed by WLT, TfGM will provide briefing materials, slide sets and other collateral and look to Local Authorities to lead on ensuring appropriate briefing of their elected members and leaders as appropriate. The timeline for the production and approval of the OBC is provided in Appendix 1..

4.27 A special Steering Group workshop was held on 05 July 2018 where these matters were discussed in detail.

Early Measures

4.28 GM successfully applied for Government Early Measures Funding to implement early measures to address NO₂ concentrations in the conurbation in the run up to finalising and

implementing the GM Clean Air Plan. The Early Measures proposal was developed with and agreed by all GM Local Authorities, who collectively agreed to focus on:

- The expansion of the Greater Manchester Electric Vehicle (GMEV) Network.
- A Communications and Engagement Programme (including supporting the aims of the wider Feasibility Study, encouraging behavioural change and EV awareness).

4.29 These measures were selected from the shortlist of measures in the GM Clean Air Plan SOC, which were collectively assessed using the primary success criteria of the overarching GM Clean Air Plan - delivering a reduction in NO_x emissions within defined timescales – and the following additional criteria:

- Are deliverable within the timescales expected for an 'early measure'.
- Have proven to deliver a reduction in emissions.
- Will contribute to the acceleration in the change to Ultra Low Emission Vehicles (ULEVs).
- Are fully scalable.
- Align with the wider GM Clean Air Plan Feasibility Study.
- Will provide outcomes and hence benefits during the delivery of the Project itself (prior to the end date of the Project).
- Are sustainable and will continue to deliver benefits beyond the initial implementation.

4.30 The projections for the sale of ULEVs, market dynamics, and any other market interventions/incentives, also support the need for a considerable uplift in rapid charging provision to support growing demands and help build a sustainable charging infrastructure network. There are currently 2,234 registered plug-in vehicles in GM and nationally ULEVs form 2.9% of all new car sales. The UK Climate Change Commission has indicated a target of 60% of all sales to be ULEV by 2030, in order to achieve the 100% ULEV sales target by 2040, at which point no ICE petrol/diesel vehicles will be sold. This would equate to a target of 9% by 2020 and 32% by 2025. Locally in GM (and not including vehicles travelling to GM) this would mean unit sales of 6,300 vehicles in GM in 2020 and 25,600 sales in 2025, cumulatively adding to existing unit sales in each of the previous years.

Planned activity: expansion of charging infrastructure

4.31 The Early Measures funding will facilitate expansion of the GMEV Network with the delivery of rapid charging infrastructure. It is expected to deliver up to 48 new public rapid charging points to recommended standards, comprised of 24 dual headed posts.

4.32 Deployment of EV charging infrastructure will be targeted using a selection process developed by TfGM and the Local Authorities, and agreed by the Steering Group. Selection is expected to consider the following factors:

- Known areas of poor air quality (from JAQU and GM modelling).
- Locations with a prevalence of journey origin-destinations, meaning ULEV vehicles can reduce emissions on polluted sections of the road network.
- Locations where plans for EV installation are most advanced and relevant (e.g. through an earlier TfGM ULEV Taxi Feasibility Study and feasibility studies for potential new EV sites completed by Local Authorities).

4.32 In addition, GM will work in conjunction with the EV Network suppliers and operators to confirm viable sites for rapid charger installation within the timescales of Early Measures

conditions. These suppliers will be appointed via the tender to be issued post Early Measures Intervention Fund announcement.

Planned activity: communications and engagement programme

- 4.33 TfGM's Travel Choices team will work with the Local Authorities to develop and deliver a comprehensive engagement programme for encouraging the uptake of ULEVs.
- 4.34 The communications and engagement programme will support the aims of the wider Feasibility Study project in reducing NOx emissions and encouraging behavioural change (including specific targeted strands, for example, mitigating the impact of LGVs on air quality) and also include an EV awareness programme.
- 4.35 The communications and engagement programme will build on the work previously delivered by the TfGM Travel Choices team to support the aims of the wider Feasibility Study and encourage behavioural change.
- 4.36 The EV programme will target businesses, their staff, residents and visitors across GM, aiming to:
- Raise awareness, and use of the existing and expanding GMEV Network and the new charging infrastructure.
 - Increase sales of ULEVs.
 - Increase confidence and knowledge in the GMEV Network.
 - Grow people's confidence in ULEVs through addressing the key barriers to EV use; range, performance, choice, cost and charging.
- 4.37 TfGM's Travel Choices team will deliver targeted promotion and bespoke support to over 600 businesses that comprise the Business Travel Network, and also use a network of business intermediaries to spread the message further. The Travel Choices team will also liaise with the Energy Saving Trust to explore any synergies with their existing work on fleet reviews. The communications and engagement programme will be prioritised to match areas with EV charging infrastructure and vehicle usage and with journeys related to the areas in the GM Clean Air Plan.

Timescale

- 4.38 The programme of works associated with the expansion of the GM EV Network in conjunction with the roll-out of a communications and engagement programme is estimated to take 18 months. It has been assumed that the Project will commence in April 2018, upon confirmation of funding, with all EV sites installed and the communications and engagement programme completed by September 2019 (although the communications and engagement programme schedule could be revised to be extended past this date if it is subsequently identified as beneficial and Project funds are available to support the revision).

5. RECOMMENDATIONS

- 5.1 To note the contents of the report, in particular:
- The timetable for delivering the Outline Business Case for the Greater Manchester Clean Air Plan, in line with Government requirements;
 - The next steps in the producing, approving and submitting the Outline Business Case for the GM Clean Air Plan to Government by 31 December 2018; and

- The update on early measures funding awarded to GM to increase the charging infrastructure for electric vehicles and incentivise their uptake, as part of the Greater Manchester Clean Air Plan.

Appendix 1: Timeline for production and approval of OBC and supporting activity

		July		August		September		October		November		December	
Milestones and Governance	TfGM/ GM CAP SG				Draft OBC and options analysis complete			Amend draft OBC				Finalise and submit OBC	
	Districts					Formal district review of draft OBC			District Approval of OBC				
	GM								GM Approval of OBC				
Activity to support decision-making	TfGM	Finalise comms assets and briefing materials	Comms assets and briefing materials cascaded					OBC briefing materials	OBC briefing materials cascaded				
	Districts		Executive Member/Leader/Executive Officer Briefing										