

<b>Report to:</b>	<b>EXECUTIVE CABINET</b>
<b>Date:</b>	24 April 2019
<b>Executive Member/Reporting Officer:</b>	Councillor Allison Gwynne – Executive Member (Neighbourhood Services)  Ian Saxon – Director – Operations and Neighbourhoods
<b>Subject:</b>	<b>GREATER MANCHESTER CLEAN AIR PLAN- Greater Manchester's Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside – Supplementary Information to accompany the Outline Business Case</b>
<b>Report Summary:</b>	The Greater Manchester's feasibility study and its Outline Business Case (OBC) is intended to reduce nitrogen dioxide exceedances in Tameside MBC and across Greater Manchester in the shortest possible time. This OBC has been developed by Tameside collectively with all Greater Manchester local authorities and the GMCA, and co-ordinated by Transport for Greater Manchester (TfGM) in line with Government direction and guidance. The purpose of this report is to submit further supplementary information to the Outline Business Case.
<b>Recommendations:</b>	Cabinet is recommended to approve the following documents for submission to the government's Joint Air Quality Unit: <ul style="list-style-type: none"> <li>(a) T1: Local Plan Transport Modelling Tracking Table</li> <li>(b) T2: Local Plan Transport Highway Model Validation Report</li> <li>(c) T3: Local Plan Transport Modelling Methodology Report</li> <li>(d) T4: Local Plan Transport Model Forecasting Report</li> <li>(e) AQ1: Local Plan Air Quality Modelling Tracker Table</li> <li>(f) AQ2: Methodology Report</li> <li>(g) AQ3: Local Plan Air Quality Modelling Report</li> <li>(h) Analytical Assurance Statement</li> <li>(i) Economic model sensitivity analysis (supplied as an Appendix to the Analytical Assurance Statement).</li> </ul>
<b>Corporate Plan:</b>	Living Well, Ageing Well – Improve Air Quality
<b>Policy Implications:</b>	None
<b>Financial Implications:</b> <b>(Authorised by the statutory Section 151 Officer &amp; Chief Finance Officer)</b>	In developing the OBC, it has been assumed that JAQU Implementation and Clean Air Funds will provide funding for all costs relating to scheme's implementation, and that DEFRA/JAQU will underwrite any net operational deficit, as may be necessary, over the life of the scheme until compliance is achieved. There will be therefore no direct financial implication as a result of this report, however if the final business case is implemented this could result in costs to the Council which will need to be managed and a further report will be required.
<b>Legal Implications:</b> <b>(Authorised by the Borough Solicitor)</b>	The recommendations are designed to address a legal direction imposed on this Council and others by the Government to counter the effects of nitrogen dioxide exceedances. Members should familiarise themselves with the documents appended to this report, namely the Feasibility Study and the Outline Business case

(OBC) before they adopt and approve. The OBC must be submitted to the Government by 31 March 2019, so it is vital that members formally engage. It is recognised that there are risks of legal challenge by not going far enough to combat nitrogen dioxide exceedances, and equally that there are risks of challenge if the process is not carried out fairly and reasonably, protecting the vulnerable and those financially affected alike. In the circumstances the Councils have sought to strike a balance which on current understanding appears measured and proportionate in the circumstances. Meaningful consultation properly processed and considered will be key to ensuring that balance withstands successful legal challenge going forward.

**Risk Management:**

There is both a legal and public health imperative to achieve agreement on the plan. An agreed and co-ordinated approach is vital in order to meet the key objective of improving air quality in the city region and specifically achieve a reduction in Nitrogen Dioxide (NO<sub>2</sub>), which has a significant and long-term effect on health outcomes of our residents. The risk of non-compliance or dilatory action needs to be managed and addressed.

**Background Information:**

**BACKGROUND PAPERS**

- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017

The OBC documents and appendices have now been published and can be viewed at: <https://cleanairgm.com/outline-business-case>.

The background papers relating to this report can be inspected by contacting Sharon Smith

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 e-mail: [sharon.smith@tameside.gov.uk](mailto:sharon.smith@tameside.gov.uk)

## BACKGROUND

- .1 Tameside Council is legally obliged to produce a feasibility study to identify the option which will deliver compliance with the requirement to meet legal limits for nitrogen dioxide in the shortest possible time following the Secretary of State issuing a direction under the Environment Act 1995.
- .2 Tameside Council has been developing the study collectively with the other 9 Greater Manchester local authorities and the GMCA, and coordinated by TfGM in line with Government direction and guidance.
- .3 The key features of Greater Manchester's feasibility study and its Outline Business Case (OBC) to reduce nitrogen dioxide exceedances in [insert Council area name] and across Greater Manchester in the shortest possible time was approved on {insert date} at the Council's Cabinet/ Council meeting for submission to the government's Joint Air Quality Unit (JAQU).
- .4 At this time a delegation was given to Cllr Allison Gwynne Executive Member for Operations and Neighbourhoods the approval of submission of supplementary information.

## INTRODUCTION

- .1 The Greater Manchester Clean Air Plan (GM CAP) is underpinned by analysis and modelling using the best data and tools available. The results of this analysis are presented throughout the OBC and have been written up in full in a series of Technical Reports. These Technical Reports have been produced in line with JAQU guidance.
- .2 The purpose of this report is to summarise the purpose and contents of the technical reports that are required to be submitted to JAQU to accompany the OBC.

## PURPOSE OF THE ANALYSIS AND MODELLING

- .1 The analysis at this stage is required to support the following decisions:
- he agreement of forecast exceedances that must be tackled by the GM CAP through the Target Determination process and delivered in the shortest possible time;
  - he identification of suitable measures and packages of measures for appraisal; and
  - he decision to proceed with the development of a Full Business Case, including engagement and consultation with the public and stakeholders, on the basis of Option 8.
- .2 The Target Determination process – in which the location of forecast exceedances that must be tackled by the GM CAP have been identified – has been completed and approved by JAQU. The agreed exceedances that must be tackled by the GM CAP are set out in Table 1-2 of the OBC.
- .3 There are nine supplemental reports, listed below, that are required to accompany the OBC and be submitted to JAQU. They are available for viewing by contacting the report officer.

1: Local Plan Transport Modelling Tracking Table

2: Local Plan Transport Highway Model Validation Report

3: Local Plan Transport Modelling Methodology Report

4: Local Plan Transport Model Forecasting Report

Q1: Local Plan Air Quality Modelling Tracker Table

Q2: Methodology Report

Q3: Local Plan Air Quality Modelling Report

analytical Assurance Statement

economic model sensitivity analysis (supplied as an Appendix to the Analytical Assurance Statement).

## **CONTENTS OF THE TECHNICAL REPORTS: METHODOLOGY REPORTS T1-3 AND AQ1-2**

□□□□□□□□.1 The GM CAP is underpinned by a programme of transport and air quality modelling which identified the scale of the challenge and tested the effectiveness of the packages of measures. This process is described in the following reports:

1: Local Plan Transport Modelling Tracking Table is a living document, which demonstrates that the transport modelling requirements for the study are being met;

2: Local Plan Transport Highway Model Validation Report, explains in detail how the road traffic model was validated against real-world data in the base year (2016);

3: Local Plan Transport Modelling Methodology Report, describes the approach taken to forecast traffic in 2021 and beyond to 2023 and 2025;

Q1: Local Plan Air Quality Modelling Tracker Table, is also a live document, that demonstrates that the air quality modelling requirements for the study are being met; and

Q2: Methodology Report, provides an overview of the air quality modelling process.

□□□□□□□□.2 The methodology reports described above were submitted to JAQU as part of the Initial Evidence process, have subsequently been updated to reflect their feedback and to describe any changes that have been made to the modelling process. The most substantive update has been to describe the development of additional tools to model future conditions in 2023 and 2025. The initial modelling suite allowed for analysis of 2021 only.

## **CONTENTS OF THE TECHNICAL REPORTS: RESULTS REPORTS T4 AND AQ3**

□□□□□□□□.1 The results of this analysis are presented in the Strategic and Economic cases of the OBC and associated appendices, and in the following reports:

4: Local Plan Transport Model Forecasting Report, describes the transport modelling process for the Greater Manchester Clean Air Plan Project; and

Q3: Local Plan Air Quality Modelling Report, provides details of modelled NO<sub>x</sub> and NO<sub>2</sub> concentrations for the base and forecast years, including comparisons with measured concentrations for the base year.

□□□□□□□□.2 T4 and AQ3 are both supported by appendices describing sensitivity analysis that has been undertaken using the transport and air quality modelling tools.

□□□□□□□□.3 AQ3 is further supported by an appendix presenting numerous tables of detailed results, as requested by JAQU.

□□□□□□□□.4 Both reports reflect the extensive modelling of packages of Options that has taken place between summer 2018 and the completion of the draft OBC in February 2019.

## **CONTENTS OF THE TECHNICAL REPORTS: ANALYTICAL ASSURANCE STATEMENT**

□□□□□□□□.1 The purpose of the Analytical Assurance Statement is to consider the limitations, uncertainties and risks in the evidence base, and the implications of these for decision makers. It considers whether:

n appropriate process has been followed, in terms of the modelling process and the source data, what checks have been carried out, what expertise has been utilized and what time and resources have been allocated to the analysis;

ifferent assumptions in areas of uncertainty could affect when compliance will be achieved in the Do Minimum and Do Something scenarios; and finally

hether there is a risk that the proposals may prove to be excessive or inappropriate, or alter the preferred option.

□□□□□□□□.2 The Analytical Assurance Statement concludes that an appropriate process has been followed and that whilst the forecast date of compliance in both the Do Minimum and Do Something scenarios are sensitive to various assumptions made in the analysis, these assumptions are either:

eyond the reasonable control of local authorities, require ongoing monitoring and if necessary revisions to national guidance; or

he impact is broadly consistent across the three Options under consideration (Options 5(i), 5(ii) and 8) and therefore do not materially affect the recommendations made in the GM CAP.

□□□□□□□□.3 Consequently, the overall conclusion is that the evidence is sufficient to support the decision to proceed to the next stage.

## **7. CONTENTS OF THE TECHNICAL REPORTS: ECONOMIC APPRAISAL METHODOLOGY AND RESULTS**

7.1 The appraisal of the economic impacts and value for money of the GM CAP is presented in the Economic case of the OBC, and the methodology for this analysis is described in the following appendices to the OBC:

1 – Economic Appraisal Methodology Report;

2 – Economic Appraisal Model; and

3 – Distributional Impacts Report.

7.2 These documents were considered and approved on {insert date} and do not require further approvals.

7.3 An additional appendix has been produced, describing sensitivity analysis that has been undertaken using the economic model. This is supplied as an Appendix to the Analytical Assurance Statement and concludes that the conclusion presented in the GM CAP, that Option 8 is the cheapest option and provides the best value for money, is not considered overly sensitive to the assumptions applied in the economic modelling.

## **8. RECOMMENDATION**

8.1 As set out at the front of this report.