Extraordinary Communities and Housing Meeting: 1st July 2021

GM CLEAN AIR FINAL PLAN

Report of the Corporate Director (Place) and Deputy Chief Executive

PURPOSE OF REPORT

To set out the proposed Greater Manchester (GM) Final Clean Air Plan (CAP) and policy following a review of all of the information gathered through the GM CAP consultation and wider data, evidence and modelling work which is to be agreed by the ten Greater Manchester local authorities. To seek approval of the proposed plan as set out below.

SUMMARY OF ASSESSMENTS UNDERTAKEN

Equalities Implications: Equality Impact Assessment was completed for consultation and can be found at here. This will be updated and published with the final plan.

Climate Change Impact Assessment and Mitigation Measures: The GM CAP is a place-based solution to tackle roadside NO_2 which will have a positive impact on carbon.

Risk Management: Initial risk register set out in Clean Air Plan OBC (March 2019)

Legal Considerations: legal considerations are set out in Appendix 9 of the report.

Financial Consequences – Revenue: Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government

Financial Consequences – Capital: Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government

Number of attachments to the report: 10 (ten)

AGENDA ITEM

1 EXECUTIVE SUMMARY

1.1 In Greater Manchester, the ten GM local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM), collectively referred to as "GM", have worked together to develop a Clean Air Plan to tackle NO_2 Exceedances at the Roadside, referred to as GM CAP.

1.2 This report sets out the progress made on the GM Clean Air Plan, the report is supported by the following documents which are proposed and subject to approval by the ten GM local authorities:

- Appendix 1 – GM CAP Policy following Consultation
- Appendix 2 – GM CAP Equality Impact Assessment following Consultation
- Appendix 3 – AECOM Consultation Report[1]
- Appendix 4 – Response to the Consultation
- Appendix 5 – Impacts of COVID-19 Report
- Appendix 6 – Air Quality Modelling Report following Consultation and with COVID-19 impacts
- Appendix 7 – Economic Implications of CAP following Consultation and with COVID-19 impacts
- Appendix 8 – Update on Other Cities' Clean Air Plans
- Appendix 9 – Compliance with the Secretary of State's Direction

1.3 The proposed final GM Clean Air Plan sets out final proposals for:

- the boundary, hours of operation, management of the scheme, discounts, exemptions and daily charges of a Clean Air Zone;
- the amount of supporting funds for each vehicle type; and
- other supporting measures.

1.2 The proposed final GM CAP policy, which is summarised in this report, is attached at Appendix 1. In relation to the Clean Air Zone (CAZ), it covers the operation and management of the GM CAZ. The anticipated implementation date of the charging CAZ is Monday 30 May 2022[2] when the charges will apply to non-compliant buses, HGVs, and Hackney Carriages and Private Hire Vehicles licensed outside of Greater Manchester. Non-compliant LGVs, minibuses and coaches, and GM-licensed Hackney Carriages and Private Hire Vehicles would be subject to the charges from 1 June 2023 when a temporary exemption expires.

[1] AECOM – the independent agency who managed and analysed the consultation responses

[2] subject to joint GM and JAQU agreement on overall 'readiness', including that the Central Charging Portal and national Vehicle Checker is GM ready.

1.3 The boundary of the CAZ will cover the whole of Greater Manchester[3], excluding the strategic Road Network (SRN) which is managed by Highways England. The daily charges remain the same as at consultation. Lower charges would mean more people are likely to pay the charge, rather than upgrade their vehicle, which would impose costs onto businesses without delivering air quality benefits. Improved support to businesses is proposed to provide a better mitigation than lower charges. One such mitigation is extended temporary exemptions, which include all LGVs and minibuses, GM-licensed hackney carriages and Private Hire Vehicles (PHVs) and all coaches. These exemptions are now proposed to be in place until 31 May 2023. Providing a full 12-month exemption, gives those with non-compliant vehicles more time to upgrade, alongside support funds to assist businesses, individuals and organisations to upgrade their non-compliant vehicles.

1.4 Feedback from the consultation and consideration of the impact of COVID-19 on Greater Manchester has been used to better understand the requirements of those businesses, individuals and organisations who most need the support to upgrade. It is therefore proposed to amend the support funds from those consulted upon. The final proposed policy increases the funding per vehicle for Private Hire Vehicles, coaches, HGVs and vans whilst remaining the same for other vehicle types. There are also more options for replacement and retrofit for hackney carriages, PHVs, minibuses and vans.

1.5 The proposed final GM Clean Air Plan does not include a Hardship Fund. Although feedback from the consultation and the impact of COVID-19 research found that further support was required for GM businesses, Government Ministers do not agree that a Hardship Fund is the best way to mitigate the impact of uncertainty due to the pandemic. Ministers cite other government schemes being available to address wider business impacts. However, Government have confirmed that they wish to ensure that Clean Air Funds can be adapted if necessary; and, that they will continue to work with GM to understand the situation, including the funding position, if the impacts prove to be more severe than forecast.

1.6 The proposed final GM Clean Air Plan also explains the next steps with the taxi charging infrastructure and the Try Before You Buy Hackney Carriage scheme. The changes within these schemes have been determined by the funding allocated to GM from Government as well as feedback from the consultation.

1.7 This report summarises the Air Quality Modelling of the final CAP package, taking into account the impacts of COVID-19, which concludes that the proposed final Plan will achieve compliance with the legal limits for Nitrogen Dioxide within Greater Manchester in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction.

1.8 The report also sets out:

- the key findings of the consultation.
- highlights from the proposed GM Response to the consultation Report.

[3] It is now proposed to include, in addition to the roads consulted on, the A575 and A580 at Worsley and a further consultation is proposed to take place on that.

- the findings from the Impact of COVID-19 research, which looks at the potential impact of the COVID-19 pandemic and the potential economic and behavioural changes that may occur.
- the key findings of the GM CAP Equality Impact Assessment following consultation.
- the latest position on Government funding, an update on the bus retrofit fund and progress on the GM Clean Air Zone, including signage and governance.

1.9 Making the charging scheme is desirable to facilitate the achievement of the local transport policies of the 10 GM local authorities and the GMCA, in particular policy 8 of the 2040 Transport strategy. The GM CAP has been developed, in-line with the 2040 Transport Strategy principles and vision. The 2040 Strategy provides a long-term vision for transport provision in Greater Manchester, along with specific principles and targets for achieving that vision, to ensure that available resources are used to contribute to achieving the region's strategic transport objectives.

2 INTRODUCTION

2.1 Poor air quality is the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.

2.2 Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas. These include oxides of nitrogen (NOx) and in particular nitrogen dioxide (NO_2), and particulate matter (PM).

2.3 In Greater Manchester, road transport is responsible for approximately 80% of NO_2 concentrations at roadside, of which diesel vehicles are the largest source.

2.4 Long-term exposure to elevated levels of particulate matter (PM2.5, PM10) and NO_2 may contribute to the development of cardiovascular or respiratory disease and may reduce life expectancy[4]. The youngest, the oldest, those living in areas of deprivation, and those with existing respiratory or cardiovascular disease are most likely to develop symptoms due to exposure to air pollution[5,6].

2.5 Public Health England estimate the health and social care costs across England due to exposure to air pollution will be £5.3 billion by 2035 for diseases where there is a strong association with air pollution, or £18.6 billion for all diseases with evidence of an association with air pollution[7].

[4] Air Quality – A Briefing for Directors of Public Health (2017), https://www.local.gov.uk/air-quality-briefing-directors-public-health
[5] Air Quality – A Briefing for Directors of Public Health (2017), https://www.local.gov.uk/air-quality-briefing-directors-public-health
[6] RCP and RCPCH London, Every breath we take lifelong impact of air pollution (2016), https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution
[7] https://www.gov.uk/Government/news/new-tool-calculates-nhs-and-social-care-costs-of-air-pollution

2.6 The Secretary of State for Defra has instructed many local authorities across the UK, including authorities in Greater Manchester, to take quick action to reduce harmful Nitrogen Dioxide (NO_2) levels, issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO_2 concentrations to within legal limit values in the "shortest possible time". In Greater Manchester (GM) have worked together to develop a Clean Air Plan to tackle NO_2 Exceedances at the Roadside, referred to as GM CAP.

2.7 The core goal of the GM CAP is to address the legal requirement to achieve compliance with the legal Limit Value (40 µg/m^3) for NO_2 identified through the target determination process in Greater Manchester in the "shortest possible time" in line with Government guidance.

2.8 Throughout the development of the plan GM has considered a range of options to deliver compliance, overseen by the GM Steering Group[8], and to understand the type and scale of intervention needed to reduce NO_2 to within legal Limit Values in the "shortest possible time" across Greater Manchester.

2.9 A best performing option was recommended within an Outline Business Case (OBC) for further consideration and discussion with stakeholders and the public to aid the development of the Full Business Case.

2.10 In March 2019 the GM Authorities agreed the submission of the OBC that proposed a package of measures that was considered would deliver compliance in Greater Manchester in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. This involved a Charging Clean Air Zone Class C with additional measures.

2.11 The OBC made clear the expectation that the UK Government would support the plans through:

- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures;
- Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities;
- Replacement of non-compliant buses; and
- A clear instruction to Highways England with regard to air pollution from the Strategic Road Network (SRN) in Greater Manchester[9].

2.12 In July 2019 the Secretary of State issued a direction under section 85 of the Environment Act 1995 requiring the 10 GM local authorities to implement the local plan for NO_2 compliance for the areas for which they were responsible, including a Charging Clean Air Zone Class C with additional measures, but with an obligation to provide further options appraisal information to demonstrate the applicable class of charging clean air zone and other matters to provide assurance that the local plan would deliver compliance in the shortest possible time and by 2024 at the latest.

[8] Members include Directors or Assistant Directors from each GM authority.

[9] GM Authorities are directed to take action on the local road network. Those roads managed by Highways England, such as motorways and trunk roads are excluded from the Clean Air Plan.

2.13 Following that direction further information was supplied to the Secretary of State and the particular measures in the local plan were developed.

2.14 The Secretary of State subsequently issued a direction to the ten GM local authorities in March 2020 that required them to take steps to implement the local plan for NO_2 compliance so that compliance with the legal limit for nitrogen dioxide is achieved in the shortest possible time, and by 2024 at the latest, and so that exposure to levels above the legal limit for nitrogen dioxide are reduced as quickly as possible. That local plan involved a Charging Clean Air Zone Class C with additional measures[10]. The direction also required the submission of an interim full business case to the Secretary of State once any necessary public consultation had been completed in respect of the scheme.

2.15 The GMCA Clean Air Update report of 28 July 2020[11] detailed that in March 2020 the government provided initial funding of £41m for clean vehicle funds to award grants or loans to eligible businesses: £15.4m for bus retrofit, £10.7m for Private Hire Vehicles, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses. Note: These figures include JAQU estimated delivery costs at 5%.

2.16 In the GMCA Clean Air Update report of 28 September 2020 detailed updates on the developments of the GM Clean Air Plan included the Light Goods Vehicles (LGV) and Hackney Carriage funding position, interaction with the Strategic Route Network and Highways England. The report also confirmed arrangements for distributing funding received for bus retrofit and highlighted separate discussions with the Department of Transport about funding for bus replacement.

2.17 It set out a proposal for consultation and detailed the policy for consultation. The report also considered the proposed Governance arrangements for the CAZ and that TfGM would act as an 'operating body' responsible for day-to-day operation of the CAZ and the implementation of other GM CAP measures. The report also highlighted the link to taxi and Private Hire Vehicle common minimum licensing standards (MLS).

2.18 The GMCA Clean Air Plan Update Report 4 March 2021 explained that the outputs of the GM CAP consultation and GM Minimum Licensing Standards (MLS) consultations would be reported as soon as is reasonably practicable and no later than summer 2021. The proposed final policy for the GM CAP would consider all the information and evidence gathered, so that the GM Authorities can understand the consequences that COVID-19 has had on vehicle owners and trades affected by the proposed GM CAP. It explained that the ten GM local authorities would undertake subsequent equalities, air quality and emissions impact assessments, to inform future decisions on each aspect of the final plan.

2.19 Following consideration of the Clean Air Plan Update Report in 4 March 2021 all ten GM local authorities agreed to establish the Clean Air Charging Authorities Committee (a joint committee created by the ten GM local authorities to enable decisions to be taken that are required to be taken jointly by the 10 GM local authorities as charging authorities) and the Air Quality Administration Committee (a joint committee created by the ten Greater Manchester local authorities and the GMCA).

[10] Further details about the local plan in March 2020 ae provided in Appendix 9.

[11] Also considered by the GM Authorities through their own constitutional decision-making arrangements.

3 CLEAN AIR – PROGRESS SINCE LAST UPDATE

3.1 Minimum Licensing Standards (MLS) for Taxi and Private Hire services

3.1.1 Hackney Carriage and PHV services are a significant part of GM's transport offer. In 2018, GM's ten local authorities agreed to collectively develop, approve and implement a common set of minimum licensing standards (MLS) for Taxi and Private Hire services that cover the whole of Greater Manchester. At that time, the primary driver for this work was to improve public safety, but vehicle age and emission standards in the context of the Clean Air agenda have now also become a major consideration.

3.1.2 As licensing is a local authority regulatory function, the work to devise the Standards has been undertaken by the Greater Manchester Licensing Managers Network, with TfGM supporting the co-ordination of this work, and alignment with other relevant Greater Manchester level policies.

3.1.3 The ten Greater Manchester authorities conducted an eight-week consultation from 8 October to 3 December that was carried out virtually and adhered to the Government COVID-19 guidance around social distancing. The purpose of the consultation was to inform and seek the views of the trade and the public about the proposals and engage impacted groups (the trade and the main service users) to build understanding and awareness to inform the final standards, alongside the GM Clean Air Plan, so that the trade could see and input into the policy landscape which would affect them.

3.1.4 Whilst the MLS will complement the GM Clean Air Plan, common vehicle standards will not be in place prior to the launch of the GM Clean Air Zone. Therefore, licensing conditions will not be used at this stage to support delivery of the GM Clean Air Plan, however, all future conditions around vehicle standards will complement this activity.

3.2 Outstanding funding asks

3.2.1 As reported in July 2020, government accepted the need for vehicle replacement funds for Hackney Carriages, and Light Goods Vehicles, but requested further development of shared evidence on the needs within this complex sector before responding to the specific asks.

3.2.2 On 11 February 2021 Government confirmed by letter that it will provide £14.11m for Hackney Carriages and £73.5m for Light Goods Vehicles. The Hackney Carriage award comprises £10.61m to support grants and loans to upgrade vehicles; £3m for dedicated electric vehicle infrastructure; and £0.5m for an EV Hackney carriage try before you buy scheme, confirming scope for the ten GM local authorities to move funding between the Hackney Carriage elements. These figures include JAQU estimated delivery costs at 5%.

3.2.3 GMCA's Clean Air lead, Councillor Western responded to Ministers requesting an urgent meeting to outline Leaders' concerns that the 11 February letter did not take into account the need for revision in the light of the emerging findings on the impact of COVID-19 and in respect of the statutory consultation, following a briefing that TfGM officials had given to the Joint Air Quality Unit (JAQU) on the profound impact that the pandemic has had on a number of the business sectors impacted by the proposed Clean Air Zone.

3.2.4 This meeting took place on 15 March 2021. Councillor Western advised that the analysis undertaken by TfGM is clear that the case for the right Clean Air Plan to address NO_2 emissions in GM in the shortest possible time remains. Therefore, in advance of any consideration of COVID-19 impact, GM would like to encourage a reconsideration of the level of baseline funding support, for LGV replacement costs in particular, so that it met the funding request submitted in the OBC.

3.2.5 Reflecting on the work that has followed this meeting Councillor Western wrote on 29 April to Ministers setting out the issues to be resolved if GM was to make a final plan. These were identified as the level of LGV, hardship and bus replacement funding, as well as a commitment from Government to work closely together with GM to monitor and evaluate progress, adapting it if the impacts require change to any aspect of the Plan. This included the consideration of additional funding if the impacts prove to be more severe than forecast.

3.2.6 On 9 June, Ministers wrote to Councillor Western confirming their position on the outstanding funding asks.

- On bus replacement funding Ministers confirmed that they will provide £3.4m to support bus replacement by small and medium size companies.

- Apart from that addition Ministers stated that they did not plan to increase the amount awarded. GM had asked for the LGV funding amount of £73.5m to be reconsidered against the ask of £80m. With regards to the need for a Hardship Fund Ministers stated they "were not convinced" that it was the best way to mitigate the impact of uncertainty due to the pandemic, in addition to the awards already made. They also advised of the other government schemes in place to address wider business impacts.

- Ministers also stated that they wish to ensure that NO_2 plans are being delivered as planned and adapted if necessary. Ministers confirmed they cannot make any future funding commitment at this stage – but stated they would continue to work with GM to understand the situation in the future based on the monitoring and evaluation of progress, including the funding position if the impacts prove to be more severe than forecast.

3.2.7 At a meeting on 15 June Minister Pow and JAQU officials confirmed that a mechanism would be agreed to ensure that Clean Air Funds can be adapted if necessary and, that they will continue to work with GM to collectively understand the situation, including the funding position, if the impacts prove to be more severe than forecast. This assessment methodology will be agreed by the Air Quality Administration Committee in advance of the funds opening in November 21.

3.2.8 As further funding to address potential cases of hardship may be needed, Greater Manchester Authorities will be monitoring the situation very closely to ensure that

they can take up the Government's offer to review the need for further funding if the need can be objectively demonstrated.

3.3 Try Before You Buy & EV Taxi Infrastructure

3.3.1 In the consultation it was proposed that EV charging infrastructure (EVCI) would be installed to support the taxi trade in GM. The charging posts will be installed in suitable, available and sustainable locations, with a focus on repurposing public sector assets and will be supported by the development of an EV Taxi (Hackney Carriage and PHV) charging membership scheme. As set out in para 3.2.2 of this report the Government have offered £3m towards GM's ask of £6.5m, this is sufficient to deliver 28-30 charge points, compared to the planned provision of 40 charge points.

3.3.2 In the consultation it was proposed that there would be a "Try Before You Buy" initiative for GM-licensed hackney carriage drivers to test electric vehicles and address uncertainties such as operating costs, range anxiety and availability of charging infrastructure. The funding ask for this is £1.69m, however Government have offered £0.5m. This is not sufficient funding to deliver the scheme. Therefore, alongside the changes to the timeline on delivering common vehicle standards through the GM Minimum Licensing Standards and the wider options for vehicle upgrades for hackney carriages and Private Hire Vehicles (outlined in sections 7.5 and 7.6) it is recommended that this funding is reallocated by the ten GM local authorities to provide an additional 6-8 charge points dedicated for use by taxis within the EVCI programme.

3.4 Strategic Road Network managed by Highways England

3.4.1 The ten GM Authorities continue to ask the Government to direct Highways England to tackle NO_2 exceedances on the Strategic Road Network (SRN) in the same way GM Authorities are having to take action on the local road network.

3.4.2 In particular, Tameside MBC has highlighted to Ministers that the inconsistency in approach is leaving many residents unprotected, particularly, around the A628/A57, a strategically important Trans-Pennine route that passes through the villages of Hollingworth and Mottram as a single carriageway. This route, managed by Highways England, will be left with NO_2 exceedances that are not being addressed, despite the area being declared as part of GM's Air Quality Management Area.

3.4.3 As previously reported on 25 August 2020, Tameside MBC were notified that Government ministers have agreed to consider extending Greater Manchester's Clean Air Zone (CAZ) charges to the sections of the A628/A57 which form part of the Strategic Road Network, within the proposed CAZ boundary. The extension of any charges to the A628/A57 will be subject to a full assessment of the potential impacts, to be led by Highways England. This will cover air quality impacts on other roads, safety impacts, carbon impacts, as well as wider issues for Highways England, such as operational and network issues.

3.4.4 On 9 June Ministers wrote to the Leader of Tameside MBC to advise that following consideration of assessment provided by Highways England, Ministers have agreed to the inclusion of the identified section of the A57 and A628 within the Greater Manchester charging Clean Air Zone and that Government will work collaboratively with Tameside MBC, TfGM and Highways England to establish the most appropriate solution for the charging mechanism to be applied on this section of the Strategic Road Network within the current legislation and timeframe available.

3.5 Clean Bus Fund – Retrofit

3.5.1 As reported in July 2020 the Government awarded £14.7m as an initial tranche of funding to retrofit buses running services in Greater Manchester that have older engines which are not compliant with the GM CAZ emission standards. Government also confirmed the funding award for Bus Retrofit funding should be distributed as a continuation of the Clean Bus Technology Fund. As this funding mechanism is distinct from the wider delivery of the GM CAP, no consultation feedback was requested on this aspect of the policy.

3.5.2 The distribution of Bus Retrofit funding commenced in December 2020.

3.5.3 This fund offers operators of locally registered bus services up to £16k of funding per vehicle towards the retrofit of non-compliant buses before the launch of the Clean Air Zone in Spring 2022. The funding is available for vehicles, including minibuses and coaches, operating on a registered bus service within Greater Manchester. This includes cross-boundary services operating within the GM CAZ boundary.

3.5.4 As at the end of May, there have been 63 applications made by 18 operators. The total number of buses eligible for retrofit funding that has been approved is 756. The total funding that has been approved is just over £11.7 million.

3.5.5 The retrofitting of buses has now started, with seven operators having commenced retrofitting their vehicles, at the time of publication.

3.6 Clean Air Zone Preparatory Arrangements

3.6.1 The ten GM local authorities are undertaking the preparatory implementation and contract arrangements required to deliver the CAZ and other GM CAP measures. Preparatory work is required in order to maintain delivery momentum in line with the funding arrangements agreed with Government, for example in relation to automatic number plate recognition (ANPR) cameras, back office systems and service providers. Given that the ten GM local authorities are subject to the direction to implement the CAZ, the preparatory procurement arrangements commenced without a risk of the consultation outcome being pre-judged.

3.6.2 TfGM is running the procurement exercises with potential suppliers on behalf of the ten GM local authorities to final evaluation and is to provide a report to allow the authorities to make a decision to award to the successful supplier(s) on receipt of the confirmation of funding from Government.

3.6.3 Once the ten GM local authorities make a final plan mobilisation will commence. The geographic scale of the zone (almost 1,300km^2) is such that over 2,300 road signs and almost 1,000 automatic number plate recognition (ANPR) cameras will need to be installed on the highway network. The cameras need to be integrated into a technology platform, that will also be connected to the payment and vehicle checking services which are being established by central government. In addition, the operational teams of both TfGM and the chosen supplier must be recruited, trained and mobilised.

3.6.4 Whilst much of this technology is tried and tested, the programme schedule is complex. This currently shows that implementation of a scheme that has fully tested all of the component parts is late May 2022 and therefore this is now the earliest date that the GM CAZ could launch.

3.6.5 **Procurement Update** – All of the major enabling procurements have now been completed. Each of the ten GM local authorities will use existing delegation arrangements to award contracts. The timely award of the contracts are critical for the disbursement of funds before the end of 2021 and the commencement of the CAZ in May 2022.

3.6.6 **ANPR / Signage** – Once the boundary of the Clean Air Zone has been determined the location of the signs/cameras can then be formally agreed by the respective Highway Authorities. However, work has been done on signs/cameras locations by officers working on the GM CAP on the basis that the boundary was anticipated at the GM administrative boundary (and noting that the GM local authorities are subject to a ministerial direction to implement a GM-wide CAZ C). The Councillors are requested to agree the Clean Air Zone ANPR and signage locations, as set out at Appendix 10.

3.6.7 **Operational Agreement for the Central Clean Air Service with JAQU** – in order to access central government services such as the national payment portal, the ten Greater Manchester local authorities will be required to enter into a legal agreement with the Secretary of State for JAQU/DVLA to provide the CAZ Central Services. The services will consist of a vehicle compliance checker, a customer payment portal and a centralised vehicle database (which are being made available by JAQU to enable the operation of all UK Clean Air Zones). In providing the CAZ central service customer payment portal JAQU charge a £2 fee per transaction.[12] This transaction charge is payable by all Authorities operating UK Clean Air Zones. For example a taxi driver paying a £7.50 daily charge, £2 will be kept by JAQU and £5.50 will be paid to the ten Greater Manchester local authorities to manage and operate the zone.

3.6.8 The Air Quality Administration Committee has the authority to agree the final form of the Operational Agreement for the Central Clean Air Service, and to authorise the making of the agreement, on behalf of the ten GM local authorities.

4 CLEAN AIR – CONSULTATION SUMMARY OF RESPONSES

4.1 As reported in January the ten GM authorities conducted an eight-week consultation from 8 October to 3 December 2020 which was carried out virtually

[12] The Clean Air Zones Central Services (Fees) (England) Regulations 2020 set out the fee per transaction payable by charging authorities for use of the customer payment portal.

and adhered to the Government's COVID-19 guidance around social distancing. The purpose of the consultation was to seek views from residents, visitors, stakeholders and businesses on the proposals to achieve legally compliant NO_2 levels in Greater Manchester. The GM Minimum Licensing Standards consultation ran in parallel to ensure that those impacted and/or interested in the proposals could have a complete view of the proposed changes to vehicles and the financial support available.

4.2 The consultation was not seeking views on whether to introduce a charging scheme as that has been directed by the Secretary of State. It set out a position for consultation on the daily charge, discounts and exemptions of a Category C GM Clean Air Zone, and the proposals for the supporting funds.

4.3 TfGM, on behalf of the ten Greater Manchester authorities, conducted the consultation, under the Clean Air GM brand. AECOM – an independent consultant – was appointed to receive, manage, process and analyse the consultation responses on TfGM's behalf; to undertake qualitative research on the proposals (a research method of facilitated sessions to seek feedback from representative groups); and produce a full report on the findings from the consultation.

4.4 The consultation was also supported by engagement activity to ensure all groups could engage with the consultation materials and respond in a meaningful way.

4.5 The consultation materials were published on www.cleanairgm.com on 8 October 2020. This included the consultation document, the questionnaire, technical reports, the policy for consultation and supporting public facing materials such as leaflets and fact sheets.

4.6 A total of 4,768 responses were received during the consultation period:

- 3,954 via online questionnaire
- 770 via email
- 43 paper questionnaires
- 1 telephone response

4.7 The majority of respondents (3,858) were individuals / members of the public, with 784 responses from businesses, including anyone who is self-employed and / or a sole trader and includes taxi owners, drivers and operators. There were then 124 responses from representatives including but not limited to schools, charities, social enterprise, trade organisations, Government bodies and councilors and elected officials. Two respondents did not answer the question about the respondent type in the questionnaire.

4.7.1 The full AECOM report can be found in Appendix 3.

4.7.2 As part of its local consultation plan Stockport consulted on the proposed ANPR and CAZ signs locations. No responses were received during the consultation period.

4.8 **Stakeholder responses**

4.8.1 **Hackney Carriage and Private Hire Vehicle representations**

4.8.2 Representations were made from 343 hackney carriage and PHV drivers and operators, as well as from several representative bodies. The representations covered many personal circumstances around the changes to income seen during the pandemic. There were also views suggesting that:

- The Clean Air Zone should include private cars
- Pollution levels do not warrant the measures being taken
- Clean Air Zone boundary is too large
- The hours of operation for the Clean Air Zone running from midnight to midnight should not be the transition time between 24-hour periods
- Hackney carriages and PHVs should be permanently exempt
- Disabled passenger vehicles should not be permanently exempt
- Discounts should be offered to hackney carriages
- Only grants should be available
- Oppose funding the upgrade of non-compliant vehicles (specifically buses and non-WAV taxi/PHV)
- Concerns about affordability of upgrades and indebtedness and concern that vehicle finance would need to be at or close to 0% interest rate to be affordable
- More support required for smaller businesses
- Funding for minibuses should be higher due to unaffordability of upgrade
- Funding being offered to upgrade to ZEC is not enough
- EV infrastructure – not enough to support the trade
- Funding should be higher for hackney carriages and PHVs due to unaffordability of upgrade
- Opposition to the Try-Before-You-Buy (TBYB) Hackney Carriage Scheme
- More funding is needed in the Hardship Fund.

4.9 **Environmental campaigners**

4.9.1 During the consultation there were two environmentally focused campaigns, where emails were sent to elected members and directly to the consultation email account. One of the campaigns, which included 172 emails, (referred to as the Environmental Bill Lobby group in the AECOM report, see Appendix 3) asked for a more ambitious clean air zone including for all polluting vehicles stating that it was unclear how the proposed zone will lower pollution as quickly as possible, given it does not include restrictions on private vehicles.

4.9.2 The campaigners also asked for an earlier timeline for delivery and action, asking for compliance before 2024, as well as greater incentives for walking and cycling, as well as for cleaner vehicles and public transport. They endorsed the funding to support those with non-compliant vehicles to upgrade, however they asked for more incentives around providing alternatives to car use, such as car clubs and e-bike schemes. The campaign also asked for a commitment to reach WHO levels for particulate matter (PM2.5) by 2030 and targeted action to reduce pollution outside schools, hospitals, and care homes to protect those most at risk.

4.9.3 There was a second environmental campaign of 484 emails (referred to as the CAZ Campaign group in the AECOM report, see Appendix 3) to members and the consultation. This focused on three points asking for:

- charge levels to be set at levels that achieve real changes in the way people travel;
- an ultra-low emission zone (ULEZ) to be introduced in Manchester City Centre which includes all polluting vehicles; and
- the government to provide financial support to help those individuals and businesses who need to change to cleaner vehicles.

4.10 **National Friends of the Earth and Manchester Friends of the Earth**

4.10.1 These two representations supported the principle and implementation as soon as practically possible of a CAZ. They supported the proposed boundary and hours of operation, and the proposals for funding. But they considered that to meet the requirement to ensure legal limits on NO_2 are met in the shortest time possible required the creation of a CAZ Category D, because diesel cars are the big problem for roadside illegal NO_2 levels. The option of a ULEZ/CAZ D for the city centre and Inner Ring Road would improve air quality in the city centre and benefit wider areas. They also considered that the CAZ proposals need to be set in the context of a wider sustainable transport strategy**.**

4.11 **ClientEarth**

4.11.1 ClientEarth provided a full written response to the GM CAP Consultation. On a number of key points it supported the proposals in the consultation. In particular there was support for the boundary, the hours of operation and signage, financial support for bus upgrades and the Clean Commercial Vehicle Fund, hackneys, private hire and a hardship fund.

4.11.2 However, for a number of reasons (summarised below) ClientEarth considered that the consultation proposals '*did not go far enough to reduce illegal levels of pollution across Greater Manchester with the urgency required by law'*:

Failure to favour the most effective options – including tackling pollution from private cars:

4.11.3 ClientEarth stated that the Councils' CAZ proposal would do nothing to tackle pollution from private cars. ClientEarth considered that cars are the biggest contributor to illegal levels of pollution across Greater Manchester and made reference to the GM council's own analysis which showed that cars account for 45% of road based NOx emissions across the region.

4.11.4 ClientEarth asserted that a class D CAZ, which includes private cars, would be likely lead to quicker reductions in NO_2 pollution than the class C CAZ option put forward for consultation. It also considered that an inner ring road class D CAZ, delivered alongside the wider regional class C CAZ proposals, could accelerate pollution reductions, bringing benefits in the early years (with reductions in the number of sites in exceedance in 2021) and also deliver greater certainty that compliance will be achieved across the region by 2024, by reducing the number of points modelled to be below the limit value but within the margin of error of the Councils' model.

4.11.5 By excluding this class D CAZ option from their proposals, ClientEarth considered that the GM councils had applied a flawed interpretation of the case law regarding the legal requirements the councils' plan must satisfy. Both the target date for compliance and the route to that target which reduces exposure as quickly as possible must be treated as primary determining factors when identifying and prioritising measures for inclusion.

Failure to account for modelling uncertainties:

4.11.6 ClientEarth considered that the GM CAP proposals failed to account for modelling uncertainty in a way that ensured that those proposals were "likely" to deliver compliance with legal limit values in the shortest possible time, in line with the relevant legal tests. ClientEarth raised concerns that forecasts of improvements in air quality have been shown to be overly optimistic in the past. ClientEarth also raised the point that the calculated Root Mean Square Error values are relatively high suggesting a high degree of error in the air quality projections.

CAZ Charges for vans (£10) are too little:

4.11.7 ClientEarth considered that to the extent that higher charges are likely to lead to either (a) an earlier overall compliance date, or (b) a route to compliance that reduces human exposure to pollution more quickly, higher charge levels must be adopted as part of the final CAZ plans if they are to satisfy the necessary legal requirements. ClientEarth considered that the analysis also shows that by further increasing the charge for LGVs to £12.50, the "stay and pay" response could be reduced by a further 15%. They also considered that given the extent that a higher LGV charge would lead to more rapid pollution reductions, it would need to be included in the Councils' final plan.

The scope of permanent and temporary exemptions should be limited:

4.11.8 ClientEarth urged the GM Councils to limit the scope of permanent local exemptions to the greatest extent possible and considered that if exemptions are set too broadly they risk undermining the effectiveness of any CAZ and therefore the likelihood of achieving compliance with NO_2 limit values in the shortest possible time. The focus should instead be on providing direct support to people and businesses to switch to alternative cleaner forms of transport. In particular, ClientEarth did not agree with the Councils' proposals to provide discounts to those PHVs also used as private vehicles.

4.11.9 Again ClientEarth urged the GM councils to limit the scope of temporary local exemptions to the greatest extent possible and considered that if exemptions are set too broadly they risk undermining the effectiveness of any CAZ and therefore the likelihood of achieving compliance with NO_2 limit values in the shortest possible time. In particular, ClientEarth strongly disagreed with the exemption for LGVs and minibuses for a number of reasons. ClientEarth noted the GM Councils' own analysis, which showed that LGVs account for 29% NOx road transport emissions, and that LGVs are the second biggest contributor to illegal levels of NO_2. ClientEarth also disagreed with the Councils' rationale behind the exemption but in any event in its view the priority of the Councils' air quality plan should not be to avoid the disruption to the market value of second hand LGVs but rather to protect peoples' health as quickly as possible. If there was to be any such exemption it should be limited to the greatest extent possible.

4.11.10 ClientEarth considered that the GM councils should instead be focusing their efforts on working with government to provide help and support for drivers and fleet managers to clean up or upgrade their vehicles, and/or adopt technologies to help them manage their transport needs more efficiently and use cleaner alternatives.

4.12 **Business representations**

4.12.1 441 businesses responded to the consultation, as well a number of regional and national stakeholders who represent GM businesses. Their feedback is included in the AECOM Report.

4.12.2 The Federation of Small Businesses, GM Chamber of Commerce and CBI wrote a joint letter as part of their submission to the GM Clean Air Plan consultation. They recognised the need to address poor air quality but considered that now was not the right time to be moving forward with the proposed structure and format given the difficulties faced by the business community as a result of COVID-19 (supported by a business survey). They suggested that:

- The financial offer falls way short of what is needed, and it should be made available as quickly as possible and prior to the start of the CAZ itself.

- The introduction of charging should be delayed so businesses have adequate time to make the necessary changes, recognising the extreme economic circumstances created by Covid-19: otherwise the charges may result in increased business costs without achieving the desired reduction in pollution: the CAZ should not be introduced sooner than 2024.

- GM should revisit the proposals to reflect current, short and medium term requirements taking account of updated data on the impact of the pandemic on air quality in GM.

4.13 **Other key findings of the consultation** feedback on the **GM Clean Air Zone** included:

- There was some support for the proposed boundary, with some commenting that the area should be increased and include the SRN. Others commented that the area was too large, that the zone should be limited to the city centre. There were also concerns from neighbouring local authorities on the impact on their businesses and routes.

- Over half of the public and representatives, who provided a comment on the hours of operation were generally supportive, whereas two thirds of businesses suggested amendments to the operation time including using peak and off-peak charging.

- Views on the proposed daily charge varied, in general businesses felt charges for all vehicles are too much and generally the public felt the charges are about right or too little. This was across all vehicle types.

- For the permanent and temporary local exemptions and the permanent local discounts, there was broad support from both the public and businesses. There were some concerns from the public about continuing to have polluting vehicles on the road. However, there were also some comments raised around further discounts and exemptions that were deemed necessary to support GM's economy and recovery from COVID-19. This is set out in more detail in the report at Appendix 3.

4.13.1 Feedback on the **Funding to upgrade non-compliant vehicles**:

- There was high level of support for the funds amongst all respondent types and many felt it was needed in order to help business upgrade.

- However, there were concerns about the funds and their management.

- Many comments received stated that the proposed amounts to support each vehicle type were not enough. There were also some comments made for those who are not in GM not being eligible for the funds.

- There were some concerns raised about mismanagement of the funds and people taking advantage of the scheme.

- Some respondents who thought they had non-compliant vehicles and would be impacted by the CAZ were unsure whether they would be eligible for funding.

4.13.2 Feedback on the **other supporting measures**

- For the Try Before You Buy initiative for GM-licensed hackney drivers, there was both support and concerns. Supportive comments mentioned that it will support vehicle owners to overcome anxieties surrounding electric vehicle technology and encourage more drivers to convert to electric. Others commented that it could be extended to other vehicles such as PHV and LGVs. But there were also concerns about how it would work, vehicle performance and charging infrastructure.

- There was strong support for the Hardship fund from members of the public, businesses and representatives.

- There was a polarised view of the proposed finance offer; a third of comments were supportive stating it was vital to helping businesses upgrade to compliant vehicles. However, a third of comments were negative raising concerns it could lead to increased debt for those receiving loans, putting increased pressure on businesses.

4.13.3 Feedback on the **impact of COVID-19**

- 76% of businesses and 79% of taxis stated they had been financially impacted by COVID-19. This included increased levels of debt, reduced savings and lower turnover. Many stated any savings had been used and felt their credit rating had decreased. There were comments asking for the proposals to be delayed and that COVID-19 had led to improvements in air quality, so the CAZ may not be required.

4.13.4 Feedback on the **importance of air quality and confidence that the GM Clean Air Plan will bring down levels of NO_2**

- Members of the public and representatives mainly agreed there is a need to improve air quality in Greater Manchester, fewer businesses did. Some felt the proposals did not go far enough but others felt there were other much larger contributors to air pollution than traffic.

5 COVID-19: THE IMPACTS

5.1 To understand the wider impacts of COVID-19 the GM CAP officer team have undertaken an assessment of the possible impacts of COVID-19.

5.2 Since the COVID-19 pandemic has progressed there have been many questions about what its effect on traffic means for Greater Manchester's Clean Air Plan (GM CAP). In particular, the GM Authorities are asked for comparative data for Air Quality monitoring for this year – during the full lockdown period and more recently – compared with last year.

5.3 The GM Clean Air Plan monitors NO_2, using diffusion tubes at 222 sites where "target determination" modelling predicted illegally high levels of NO2 in 2021. The GM CAP monitoring and evaluation plan has commissioned a further extension to the NO_2 monitoring network, expected to be in place mid-2021. This is designed to enable evaluation of the scheme performance and confirm compliance with legal limits.

5.4 Air pollution reduced in 2020 as a result of the travel and economic restrictions in place due to the COVID-19 pandemic. In 2020, 16 of the above sites measured NO_2 concentrations exceeding the legal Annual Average standard of 40 µg/m3. Exceedances were recorded in Manchester, Tameside, Stockport, Bolton and Rochdale. This compares to 129 locations that were measuring concentrations above 40 µg/m3 in 2019. The significant improvement in air quality during the lockdown period does demonstrate that traffic is the primary factor causing exceedance, and that reducing vehicle emissions will lead to improvements in NO_2.

5.5 However, travel patterns and the associated pollutant emissions returned to near pre-COVID-19 levels towards the end of 2020, and it is expected these improvements in NO_2 will not be sustained through 2021.

5.6 The Secretary of State has directed the 10 GM local authorities to implement the local plan13 to address exceedances of the Annual Average standard for NO_2 which is set at 40 ug/m3. The GM Clean Air Plan is required to take action to tackle NO_2 levels over a number of years into the future in order to demonstrate compliance with legal limits14 and the nearer term influence of COVID-19 on air quality is not expected to lead to sufficiently long-term reductions in pollution such

[13] The 10 authorities may not vary, revoke or suspend their implementation of the local plan without the prior written consent of the Secretary of State.

[14] The modelling approved by Government of NO_2 concentrations in Greater Manchester predicts that exceedance of the legal limit is likely to continue until 2027, if action is not taken to reduce road vehicle emissions.

that the modelled exceedances of the legal NO_2 limits will be met without implementing a Clean Air Zone.

5.7 The ways in which the COVID-19 pandemic could influence future emissions has been considered in the Impacts of COVID-19 Report (see Appendix 5). They are:

- Delay in fleet upgrades: Due to the uncertainty in the economy and vehicle supply chain generated by the COVID-19 pandemic, there is evidence showing a fall in the number of new vehicle registrations, indicating that vehicle owners are delaying upgrading their vehicles. This has resulted in a more non-compliant fleet operating in GM and higher emission outputs from these vehicles than previously assumed. Following a review process with JAQU, the GM CAP baseline monitoring of air quality for the purpose of the Clean Air Plan has been updated to reflect this change to the on-road fleet.

- Increased working from home: More people have worked at home during the pandemic than ever before and there is evidence that some businesses are planning to maintain at least some working from home for their employees, but the extent of future home working and impact on the road network remains highly uncertain. The reductions in commuting trips on the road network associated with increased working from home patterns may also be tempered by factors influencing travel mode choice. It is also recognised the commute mode choice is affected by journey times, with the GM road network experiencing significant delays due to congestion in peak periods. The effects of suppressed demand on the road could rapidly offset gain from working from home patterns, as commuters switch back from public transport options to car due to improved journey time, and also social distancing or hygiene perception on public transport options.

- Government guidance precludes the GM CAP from incorporating any assumptions about future home working patterns into its baseline modelling. However, indicative modelling for the GM CAP has shown that even with the largest predicted levels of reductions in commuters, increased home working is likely to translate into only marginal benefits in the number of exceedance locations. These benefits would be significantly outweighed by the increases in exceedance locations experienced through worsened vehicle emissions due to the delayed fleet upgrade.

- Reduction in bus mileage: Patronage on buses has reduced during the pandemic. Evidence shows that after the initial drop in supply, bus mileage has been maintained close to full operation. This has been due to the support offered by Government. However, at this stage it is unknown whether the level of bus services operated in GM will continue or how long for. Additionally, both potential routes which could be affected are also unknown, and reduced bus patronage may be associated with a modal switch from bus to private car, rather than simply a reduction in trips. Indicative testing of reduced bus mileage suggested marginal benefits across GM's exceedance locations. However, these indicative benefits did not offset substantial increases in exceedances linked to delayed fleet upgrades. Amendments to bus mileage have not been incorporated within the GM CAP models.

- Changes in the economic circumstances of vehicle owning businesses: it is evident that businesses overall have lost revenue, used up reserves and are more indebted and less able to borrow than prior to the pandemic. A significant minority of businesses remained closed at the end of March 2021. Investment cycles have been and may remain disrupted. This is not affecting all vehicle types or sectors equally. This, along with potential constraints on the supply of compliant vehicles, means that vehicle owners may be less able to upgrade their vehicles in response to the CAZ. Indicative testing shows that, if the pandemic meant that businesses were more likely to stay and pay, this could lead to increased emissions and exceedances. Providing businesses with more time or financial support can help ensure that they upgrade their vehicles in response to the CAZ, rather than choosing to 'stay and pay'.

6 GM RESPONSE TO CONSULTATION

6.1 Following the consultation, TfGM has reviewed consultation Reponses, using the methodology set out in the Appendix 4, alongside the COVID-19 impacts analysis, Economic Implications Report, further air quality modelling and EQIA. These documents have informed the "Response to the Consultation Report" at Appendix 4, which has been prepared by TfGM on behalf of the 10 GM local authorities, who will also be asked to endorse it as their response in the Local Authority reports.

6.2 The following paragraphs summarise the responses to be found in Appendix 4 on some of the main issues raised. More technical matters, such as issues about modelling uncertainty, are dealt with there and in related reports.

6.3 Whether the local plan for NO_2 reductions (March 2020) should not now be implemented: Modelling does not indicate that such a plan is no longer necessary. The 10 GM local authorities are obliged to implement the local plan for NO_2 reductions considered by the Secretary of State in March 2020 as a result of the direction that was then issued in any event unless it is varied or revoked. How the final plan complies with the Ministerial Direction issued in March 2020 is addressed in Appendix 9.

6.4 The Clean Air Zone:

- Alternatives **to a Charging Clean Air Zone should be prioritised.** The ten GM local authorities have been directed by the Secretary of State to introduce a Class C Clean Air Zone. In Greater Manchester evidence demonstrates in any event that due to ongoing exceedances of the legal limit value for NO_2 across the Greater Manchester region, existing and future pollutant concentrations within Greater Manchester warrant the implementation of the GM CAP.

- The charging CAZ **should be Class D or should be supplemented by a Class D CAZ within the Inner Ring Road**. The authorities were directed by the Secretary of State in March 2020 to implement their local plan for for N_{O2} compliance that was considered by the Secretary of State on March 16 2020 which included a Class C CAZ in Greater Manchester following rejection of these alternatives (as explained in Appendix 9). Forecasting shows that 2024 is the first year of compliance with the legal limits for nitrogen dioxide within Greater Manchester with the local plan. Achieving compliance in Greater Manchester is not possible sooner with the other options that have been suggested.

- **A number of specific roads and areas were requested to be included or excluded from the CAZ**. The response to consultation report summarises each of these points in turn to make sure that the boundary in place aligns to the principles of a fair, consistent and easily communicable zone boundary. Feedback from the consultation highlighted that the A575 and A580 at Worsley was not included. It is recommended that a consultation is held on the inclusion of the A575 and A580 at Worsley in the GM Clean Air Zone.

- **The proposals should be implemented earlier or later than proposed.** Due to the nature of this programme, the CAZ could not be implemented earlier than planned. The ten GM local authorities are also under an obligation by virtue of the direction by the Secretary of State to implement the local plan for NO_2 compliance as soon as possible. However, for those who requested that charges be introduced later, there are now a number of additional temporary exemptions in place, to provide more time to those who need it most to upgrade their vehicle.

- **Hours of operation – the CAZ should not operate 24 hours a day 7 days a week.** This included having peak and off-peak hours, not charging on evenings and weekends and operating at alternative times than midnight to midnight. The Response to Consultation Report explains that due to a number of factors, including the impact of a potential change in travel behaviour resulting from the CAZ, not operating 24/7 may have on reducing air quality means that the proposed hours of operation should remain 24 hours a day, 7 days a week.

- The **charges should be higher / lower for non-compliant vehicles or vary depending on the emissions standards or miles travelled within the CAZ.** The Response to Consultation Report responds to each of these points separately, outlining the analysis that has been undertaken to respond to these points and other measures that have been introduced to better mitigate any adverse impacts raised. No changes to the charges are recommended.

- **The GM Clean Air Zone should include other pollutants and higher vehicle standards and private cars**. The ministerial direction requires the GM CAP specifically to tackle NO_2 Exceedances at the roadside. The Greater Manchester wide approach set out in the consultation is the scheme which delivers compliance with the legal limit for NO_2 in Greater Manchester in the shortest possible time, providing considerable health benefits at the lowest cost to society and the economy.

- **Charges should apply to M1 vehicles with a body type of 'motorcaravan.'** Feedback from the consultation highlighted motorhomes can be classified in more than one way by the DVLA. Currently, non-compliant motorhomes classified as N1 or N2 would be charged in the GM CAZ scheme as a non-compliant LGV, with a £10 daily charge. However, a group of vehicles with a body type of 'motorcaravan' and a vehicle type approval of M1 (or M1 Special Purpose) that are non-compliant, would not be charged in the current GM CAZ scheme. Feedback from the consultation highlighted the lack of parity between this classification vehicles. It is recommended that a consultation is held on the inclusion of motorhomes classified as MSP1 in the GM Clean Air Zone.

- **Permanent exemptions should be limited:** Some permanent exemptions are nationally stipulated, because some types of vehicle are engaged in unique or novel operations or are particularly difficult or uneconomic to adapt to comply with the Government's Clean Air Framework requirements. As guided by the Government's Clean Air Zone Framework, Greater Manchester has constrained the permanent exemptions offered. The current exemptions are considered proportionate. The proposed local permanent exemptions are not expected to delay the date of compliance[15]. GM's response to this issue is set out in Section 8 of GM's Response to Consultation Report.

- **Private leisure vehicles should be permanently exempt.** Feedback from the consultation has suggested that private leisure vehicles which are HGVs are considered too expensive to upgrade, particularly from those who live outside of the CAZ boundary, also restriction of Leisure Vehicles Discount to vehicles registered in Greater Manchester is not parity of treatment with vehicles <3.5t and could damage the Greater Manchester leisure industry, e.g. events, equine and caravan park businesses, by excluding non-GM vehicles due to cost of entering the zone. This issue will be addressed through changes to the permanent local discount for all vehicles classified under the Private HGV tax class to be eligible for a discounted charge of £10 per day.

- **Vehicles used by disabled users should be permanently exempt**. This issue will be addressed through a permanent exemption for privately owned LGVs or minibuses, where they are specially adapted for use by a disabled user, which is not covered by the Disabled Vehicle Tax Class, subject to restrictions on their use through eligibility criteria.

- **Buses, taxis and other vehicles should be permanently exempted from the CAZ.** Using the analysis from the Impacts of COVID-19 research as well as consultation feedback a number of permanent exemptions have been set out, including for heritage buses, training buses, Specialist HGV tax classes. As well as this, buses used on a Greater Manchester school bus service tendered prior to March 2019 will be exempt to the end of July 2022. However, buses will not be exempted, in order to encourage more buses to be compliant when the CAZ is introduced. A temporary exemption will be in place for all GM-licensed Hackney Carriages and Private Hire Vehicles until 31 May 2023. This is to provide the GM taxi trade with more time to recover from the effects of COVID-19 and support their ability to invest in upgrades to compliant alternatives before a charge is applied.

[15] See Appendix E of the Air Quality Modelling Report, Appendix 6 of this report

- **There should be limited local temporary exemptions included in the scheme**. Under the Government's Clean Air Framework, further local exemptions and discounts can be proposed where appropriate so long as they do not undermine GM's ability to achieve compliance in the shortest possible time. Prior to the consultation information[16] was published and set out evidence to suggest that introducing a CAZ C across the region before 2023 without a temporary exemption for LGVs would not be effective, as there would not be a sufficient fleet of affordable second-hand LGVs available to enable GM's van owners to upgrade in response to the scheme. In light of the pandemic, there is evidence to suggest that many LGV owners have experienced reduced turnover and profits, have used up savings/reserves, are more indebted, and have delayed or are planning to delay capital investment (including in replacement vehicles) as a result of the pandemic. There is also evidence to suggest that GM Hackney Carriages and Private Hire Vehicles need more time to upgrade their vehicles to compliant alternatives in order to protect the service they provide to vulnerable users across Greater Manchester Modelling of the post-Consultation policy demonstrates that even with the scheme fully in place (and no temporary exemptions remaining in force), compliance is not achieved in 2023. A further year of natural fleet renewal is required in order for compliance to be achieved in 2024. Therefore, the temporary local exemptions are not forecast to delay compliance from 2023 to 2024. The temporary exemptions in the proposed final GM Clean Air Plan would not delay or postpone the predicted legal compliance date in Greater Manchester.

- **Changes to temporary exemptions should be broader in scope and longer**. Using the analysis from the Impacts of COVID-19 research as well as consultation feedback a number of temporary exemptions have been extended. This includes coach operators outside of Greater Manchester and all Greater Manchester licensed hackney carriages and Private Hire Vehicles, whilst the temporary exemption for LGVs remains in place. It is proposed that these remain in place until 31 May 2023. As long as the temporary local exemptions have been removed early enough that drivers will have had time to be influenced by the forthcoming CAZ charge, make their choices and obtain a new vehicle before 1st January 2024, then the temporary local exemptions would not affect the predicted legal compliance date. GM considers that the benefits of not charging users outweigh the disadvantages of doing so.

[16] Technical note 12: https://assets.ctfassets.net/tlpgbvy1k6h2/mRNFtuRf2wyt1G1viiqDr/673c71dbbc8df8dda0f2b519fb8b0645/12_-_GM_CAP_Evidence_of_the_impact_of_2021_implementation_of_a_CAZ_C__without_exemptions_.pdf

- **Charges for vans should be higher**: Client Earth considered that the charges for vans should be higher as this would lead to a greater behavioural response and therefore be more effective. They also made some comments about discrepancies between evidence published by GM; these are addressed specifically in the Response to Consultation Report[17]. In the updated modelling of the Policy following consultation, there is a proportion of the fleet that has been presumed not to upgrade in any event, as a result of the COVID-19 pandemic. With the impacts of COVID-19 and the post-consultation Policy, 79% of non-compliant LGVs are forecast to choose to upgrade in 2023 and 84% in 2025. Overall, this means that the vast majority of LGVs on the road would be compliant from 2023 onwards (around nine in ten by 2025). Such is the extent of the upgrade of the fleet that any further benefits from higher charges are likely to be minimal.

- **A number of concerns around how the CAZ will work, including payment, enforcement, tracking non-compliant vehicles**. The response explains the practicalities of how the CAZ will work, using an ANPR camera network, the Government's online payment portal. This did not raise any changes in how the CAZ would operate.

6.5 Funding to support upgrading non-compliant vehicles:

- **Oppose funding the upgrade of non-compliant vehicles**. The Response to Consultation Report explains the rationale around the funding to support the upgrade of non-compliant vehicles, including the feedback from vehicle owners responding to the consultation, who say that they need help to upgrade as they cannot afford it and that for some sectors, including the taxi and coach sectors, as COVID-19 has had a negative economic impact on their businesses.

- **Funding should target the oldest and most polluting vehicles as a priority.** The Response to Consultation Report explains that measures to target the upgrade of the oldest and/or most polluting vehicles have been considered throughout development of the GM CAP and are embedded within the proposals.

- **Concerns about affordability of upgrades and indebtedness and vehicle finance needing to be at or close to 0% interest rate to be affordable.** The Response to the Consultation Report explains the rationale around the funding to support the upgrade of non-complaint vehicles. In light of consultation feedback, adjustments have been proposed to the grant amounts and vehicle finance contributions available to owners or registered keepers of a number of vehicle types, to increase the amount of financial support available to applicants.

- **Access to funding needs to be fair**. Numerous points of feedback on how the funding should be distributed, including that it should be available for all owners of non-compliant vehicles. The Response to Consultation report explains that the proposals have been assessed throughout their development, including with respect to equalities impacts, and it is considered that they should provide access to the funding support for those likely to be most vulnerable to the GM CAZ charge and costs of upgrade.

[17] Appendix 3 to this report

- **All vehicles that operate in GM and will be affected should be eligible for funding including those beyond the boundary.** The policy now sets out that the Air Quality Administration Committee has the authority to consider possible changes to the eligibility criteria, including opening up the Funds to vehicle owners outside Greater Manchester.

- **Funding should be means tested.** Though the proposed eligibility criteria are not means tested, the criteria and process for releasing funding support is based on research and analysis of the potential socio-economic impacts of the GM CAZ, including the Distributional Impact Report. This indicated that the smallest businesses, organisations and individuals within GM are likely to be the most vulnerable to the CAZ requirements.

- **Funding should only be for voluntary sector and small businesses, funding should be prioritised for these groups.** The vehicle caps set in policy provide a mechanism to limit the maximum number of vehicles a single applicant can apply for funding to upgrade non-compliant vehicles. It mitigates the risk of oversubscription of the funds by larger businesses with larger fleets. The Clean Commercial Vehicle Fund eligibility criteria will ask applicants to demonstrate that they are either a small business, micro business/entity, self-employed/sole trader, an entity regulated by the Charity Commission (including registered, active charities and active charities exempted from registration); a social enterprise (including non-profit organisations); or a private owner (owner/registered keeper) of a non-compliant vehicle which are not used for commercial purposes.

- **Concerns about the management of vehicle funding and fraudulent applications**. The Response to Consultation Report explains that a range of appropriate measures have been embedded within the GM CAP to ensure transparency, tractability and robust management and administration of funding.

6.6 Other feedback

- **Concerns that the proposal would not improve air quality / reduce pollution**. Modelling shows that the proposed GM Clean Air Plan will encourage many older vehicles to be retrofitted or upgraded to cleaner vehicles, and that compliance across Greater Manchester will be met in the "shortest possible time" which is now by 2024.

- **Negative economic impacts on Greater Manchester**. This included concerns over increased prices of goods / services / fares being passed onto end consumers / passengers. The Economic Impacts Report and Equalities Impact assessment following the consultation has analysed the impacts on different groups within Greater Manchester. The mitigations put in place including changes to temporary exemptions and increased funding amounts.

7 THE GM CLEAN AIR FINAL PLAN

7.1 The review outlined in Section 6 has informed the proposed GM CAP Policy following Consultation. The policy, attached in full at Appendix 1, outlines the boundary, discounts, exemptions, daily charges of the Clean Air Zone as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria and funding rounds to be applied.

7.2 Members are asked to note that this policy is to be agreed by the ten GM local authorities and that the GM Clean Air Charging Authorities Committee has the authority to make the Charging Scheme Order which establishes the GM Charging Scheme in line with the agreed policy.

7.3 The anticipated implementation date of the Clean Air Zone is Monday 30 May 2022[18] for Buses, HGVs and Hackney Carriages and Private Hire Vehicles licensed outside of Greater Manchester and from 1 June 2023 for LGVs, minibuses and coaches, and GM-licensed Hackney Carriages and Private Hire Vehicles.

7.4 **Clean Air Zone**

Clean Air Zone: Boundary	Primarily aligned with the administrative boundary of Greater Manchester Authorities excludes the Strategic Road Network (SRN)[19].The detailed boundary can be found here: cleanairgm.com/clean-air-zone-map/ Note that the boundary of the Clean Air Zone excludes the A555 from the junction with the B5166 in the west to the junction with A523 in the east. Consultation to be undertaken on the inclusion of the A575 and A580 at Worsley[20].
Clean Air Zone: Times of Operation	24 hours a day, 7 days a week The anticipated implementation date is Monday 30 May 2022[18]
Clean Air Zone: Vehicles Affected	• Licensed Hackney Carriage • Licensed Private Hire Vehicle • Bus • Coach • Minibus • LGV • HGV

7.5 **Proposals for Licensed Hackney Carriages** – Government has awarded the ten GM local authorities £9.5m.

Clean Air Zone: Exemptions	All Hackney Carriages which are licensed to one of the ten Greater Manchester Authorities, as of the 3 December 2020 will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily	£7.50 per charging day (midnight to midnight)

[18] Subject to joint GM and JAQU agreement on overall 'readiness', including that the Central Charging Portal and national Vehicle Checker is' GM ready.

[19] The SRN consists of roads which are not managed by local and regional GM authorities, namely motorways and trunk roads managed by Highways England. The SRN is illustrated on the Highways England Network Management Map available at: https://www.gov.uk/Government/publications/roads-managed-by-highways-england

[20] Originally this section of the A575 and A580 at Worsley was excluded at consultation.

Charge	
Clean Vehicle Funding	The following funding is available for upgrading a non-compliant Hackney Carriage to a purpose-built Wheelchair Accessible Vehicle (WAV): up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR up to £10,000 towards the running costs of a new purpose-built WAV Zero Emissions Capable (ZEC) vehicle. This option is available when the compliant vehicle acquired with GM CAP funds has also been eligible for a Government plug-in grant; OR up to £10,000 towards a second-hand purpose-built WAV ZEC vehicle; OR, up to up to £5,000 towards a compliant purpose-built WAV vehicle (Euro 4 petrol or Euro 6 diesel or better). The following funding is available for upgrading a non-compliant taxi to a non-Wheelchair Accessible Vehicle: up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR up to £6,000 towards the running costs of a new Zero Emissions Capable (ZEC) vehicle; OR up to £6,000 towards a second-hand ZEC vehicle; OR up to £3,000 towards a compliant vehicle (Euro 4 petrol or Euro 6 diesel or better) Limit of 5 vehicles per applicant. GM estimates that the funding of £9.5m, received from Government would provide funding to upgrade/retrofit around 1,130 vehicles.

7.6 **Proposals for Licensed Private Hire Vehicles** – Government has awarded the ten GM local authorities £10.2m.

Clean Air Zone: Exemptions	All Private Hire Vehicles which are licensed to one of the ten Greater Manchester Authorities, as of the 3 December 2020 will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£7.50 per charging day (midnight to midnight)

Clean Vehicle Funding	The following funding is available for upgrading a non-compliant Private Hire Vehicle to a purpose-built Wheelchair Accessible Vehicle (WAV): up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR up to £10,000 towards the running costs of a new purpose-built WAV Zero Emissions Capable (ZEC) vehicle. This option is available when the compliant vehicle acquired with GM CAP funds has also been eligible for a Government plug-in grant; OR up to £10,000 towards a second-hand purpose-built WAV ZEC vehicle; OR, up to up to £5,000 towards a compliant purpose-built WAV vehicle (Euro 4 petrol or Euro 6 diesel or better). The following funding is available for upgrading a non-compliant taxi to a non-Wheelchair Accessible Vehicle: up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR up to £6,000 towards the running costs of a new Zero Emissions Capable (ZEC) ZEC vehicle; OR up to £6,000 towards a second-hand ZEC vehicle; OR up to £3,000 towards a compliant vehicle (Euro 4 petrol or Euro 6 diesel or better) Limit of 5 vehicles per applicant. GM estimates that the funding of £10.2m, received from Government would provide funding to upgrade/retrofit around 3,075 vehicles.

7.7 **Proposals for Buses** – Government has awarded the ten GM local authorities £14.7 million for bus retrofit and £3.2m for bus replacement.

Clean Air Zone: Exemptions	There will be permanent exemptions for Heritage buses (I.e. over 20 years old) not used for hire and reward and driver training buses. Buses used on a Greater Manchester school bus service tendered prior to March 2019 will have a temporary

	exemption that will end in July 2022.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	Bus retrofit - Up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system £3.4m - Bus replacement - Up to £16,000 for purchase or lease of a compliant vehicle for up to medium size companies. The funding ask would provide funding to retrofit or towards upgrade of all non-compliant buses operating in GM, around 1,500 vehicles in total (noting that a further c350 are being retrofitted under the CBTF).

7.8 **Proposals for Coaches** – Government has awarded the ten GM local authorities £4.4 million as an initial tranche of funding.

Clean Air Zone: Exemptions	All coaches not running on a registered bus service will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £32,000 per vehicle for replacement OR access to vehicle finance. OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) Limit of 5 vehicles per applicant. Government have provided funding of £4.4m, which would provide funding to upgrade/retrofit around 174 vehicles.

7.9 **Proposals for Minibuses** – Government has awarded the ten GM local authorities £2 million.

Clean Air Zone: Exemptions	Community Minibuses – Those operating under a permit under section 19 or section 22 of the Transport Act (1985), issued by a body designated by the Secretary of State are eligible for a permanent exemption. Minibuses specially adapted for a disabled user will be permanently exempted.

	Minibuses will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £5,000 per vehicle to replace or retrofit their vehicle OR access to vehicle finance, offering an average subsidy of £5,000, with the subsidy per vehicle capped at £7,000. Government has provided £2m in funding, which would provide funding to upgrade around 380 vehicles.

7.10 **Proposals for LGV** – the ten GM local authorities have been awarded £70 million to support LGV owners to upgrade or retrofit their vehicles.

Clean Air Zone: Exemptions	Light Goods Vehicles (LGVs) will be eligible for a temporary exemption until 31 May 2023. LGVs specially adapted for a disabled user will be permanently exempted.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £3,500 for replacement of LGVs under 1.6t per vehicle OR access to vehicle finance, offering an average subsidy of £3,500, with the subsidy per vehicle capped at £5,000. A grant of £4,500 for replacement of LGVs over 1.6t and up to 3.5t per vehicle OR access to vehicle finance, offering an average subsidy of £4,500. A grant of £5,000 for retrofit of LGVs. This would be limited to 5 vehicles per applicant. The £70 million funding would provide funding to upgrade/retrofit around 15,900 vehicles.

7.11 **Proposals for HGV** – Government has awarded the ten GM local authorities £7.6m.

Clean Air Zone: Exemptions	Specialist Heavy Goods Vehicles – Certain types of heavily specialised HGVs, such as those used in construction or vehicle recovery. Non-road-going vehicles – Certain types of non-road going vehicles which are allowed to drive on the highway such as

	agricultural machines; digging machines; and mobile cranes (T1, T2 or T3 vehicle types)
Clean Air Zone: Discounts	All vehicles classified under the Private HGV tax class to be eligible for a discounted charge of £10 per day.
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of up to: <7.5t £5,000 <18t £7,000 <26t £9,000 <32t £12,000 <44t £6,500 per vehicle, dependent on vehicle size OR access to vehicle finance. OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) This would be limited to 5 vehicles per applicant. The Government fund received of £7.6m would provide funding to upgrade around 798 vehicles.

7.12 Air Quality Modelling of final GM CAP

7.12.1 The core goal of the GM Clean Air Plan is to achieve compliance with the legal Limit Value (40 µg/m^3) for NO_2 at locations identified through the target determination process within Greater Manchester in the "shortest possible time" in line with Government guidance.

7.12.2 The Modelling report of the local plan Policy following consultation can be found in Appendix 6. The modelling has been updated to use the latest information from the updated package and using updated assumptions from the impact of COVID-19 research and other information. The methodology has been agreed with government.

7.12.3 The modelling outputs of the scheme show the achievement of Nitrogen Dioxide compliance within Greater Manchester in 2024 as required by the Ministerial Direction which is the shortest possible time within which it can be achieved.

7.12.4 Appendix 9 sets out how the current proposals meet the requirements of the latest Ministerial Direction in March 2020[21].

7.13 Equalities Impact Assessment following consultation

[21] The ministerial direction can be found here: https://democracy.manchester.gov.uk/documents/s18580/Appendix%202%20-%20Greater%20Manchester%20NO2%20Plan%20Direction.pdf

7.13.1 Under equality legislation, there is a requirement to have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between persons who share a relevant protected characteristic, and persons who do not share it
- Foster good relations between those who have a relevant protected characteristic and those who don't.

7.13.2 Relevant protected characteristics in relation to the GM Clean Air Plan are considered to be age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex and sexual orientation.

7.13.3 The analysis of potential disproportionate or differential impacts of the proposed GM Final Clean Air Plan are set out in the GM CAP Equality Impact Assessment following Consultation at Appendix 2.

7.13.4 The assessment concludes that improved air quality resulting from the GM CAP will have a disproportionate benefit for many protected characteristic groups namely, pregnancy and maternity; older people, young people and children; those with disability or ill-health; and those from minority ethnic and faith groups who are more likely to live in deprived neighbourhoods.

7.13.5 It also concludes that, despite the proposed package of mitigating measures, there is the risk of residual adverse impacts on some protected characteristic groups in relation to personal and business affordability: gender (male drivers), minority ethnic and faith groups. A potential, residual adverse impact in relation to accessibility was also concluded for those with protected characteristics older and young people; disability; gender reassignment and sexual orientation.

7.13.6 Overall, the assessment recognises that a significant package of temporary and permanent exemptions, discounts and funds has been put in place and that these have reduced the potential negative impact on protected characteristic groups. Having regard to the benefits of the GM CAP the proposals are considered to be justified notwithstanding the remaining risk of disproportionate or differential impacts on protected characteristic groups.

7.13.7 Promotion and accessibility of the mitigating measures to protected characteristic groups will be key to ensuring that those impacted are fully aware of and able to benefit from the support available.

7.13.8 To fulfil their duty under the Equality Act, each of the ten GM local authorities has undertaken a local assessment and reported any significant variances against the GM-wide assessment, the supporting GM CAP Equality Impact Evidence report and the ten local authority assessments can be found in Appendix 2.

7.14 Assessment of potential Economic Implications following consultation

7.14.1 The potential implications of the GM CAP on the economy of Greater Manchester have been considered in the Economic implications of the CAP Report (see Appendix 7). The report sets out:

- **The economic implications of Clean Air Zones.** This section explains the potential reduction in early deaths, reduced time spent in hospitals and increase in the number of hours worked, leading to a positive economic benefit for GM. However, there are some direct costs to non-compliant vehicle owners as well as broader costs and behavioural changes. This may include upgrading vehicles, changes in travel habits and potential changes in demand.

- **The assessment of economic implications of the GM Clean Air Plan pre-COVID-19**; the background to the process undertaken which all took place before the pandemic; including the development of the Outline Business Case using the Government's framework, and the assessment of the plans using the Government's guidance including primary and secondary success criteria. It explains the rationale for each of the measures proposed for consultation.

- **The wider impacts and the economic implications of COVID-19 on GM and the UK**; this provides a summary of the economic implications of COVID-19 on the United Kingdom, explaining employment rates and the support provided to businesses. It also explains the feedback provided in the consultation on Greater Manchester businesses' experiences, including lower turnover, increased debt and delays to investment (including vehicle upgrades). It also summarises ONS data around the sectors most affected, and then explains the results of the vulnerability assessment for sectors with Coaches, Minibuses, HGVs and LGVs post-COVID-19.

- **The revisions to the GM Clean Air Plan to take into account the impact of COVID-19**. This section explains the changes to the proposals, as well as how they mitigate the adverse impacts of the GM Clean Air Plan.

7.14.2 The report concludes that whilst there is still uncertainty around individual circumstances and the wider UK economy, the analysis of the impacts of COVID-19 alongside the development of the updated GM Clean Air Plan measures supports the case for a Hardship Fund. As outlined above Government have not awarded Greater Manchester Hardship funding. Further funding to address potential cases of hardship may well be needed and the Greater Manchester Authorities will be monitoring the situation very closely to ensure that they can take up the Government's offer to review the need for further funding if the need can be objectively demonstrated.

7.15 **Distribution of Funding**

7.15.1 The Air Quality Administration Committee has the authority to establish the funds and distribute the funds to support those businesses, individuals and organisations who need to upgrade their vehicle to become compliant in line with the agreed policy.

7.15.2 It is envisaged that owners of non-compliant vehicles will be able to apply for funding to support their vehicle upgrades in November 2021.

7.15.3 Information on the funding options available to upgrade to a compliant vehicle will be available on cleanairgm.com. This will include information on eligibility criteria and how to apply for funding.

7.15.4 Those wishing to apply will set up a secure online account and provide the necessary information to submit an application for funding. This includes providing data about themselves, their vehicle and their business and these details are verified through a series of validation checks.

7.15.5 Following a successful eligibility assessment and acceptance of the Terms and Conditions of funding, the Applicant will be provided with a funding award notification, which will set out the funding options available to them. At this stage, the Applicant would then be able to explore the funding opportunities available to them.

7.15.6 With the exception of the Clean Bus Fund and running cost grants under the Clean Taxi Fund, which are paid to the Applicant, all funds are paid directly through accredited suppliers of retrofit and replacement upgrade options, to ensure a comprehensive audit trail, accountability for public funding and to reduce the risk of fraudulent activity. Trade in of the non-complaint vehicle is mandatory.

8 NEXT STEPS

8.1 Officers will:

- Continue to undertake the preparatory implementation and contract arrangements that need to be undertaken to deliver the CAZ and other GM CAP measures.
- Prepare a consultation on the inclusion of motorhomes classified as MSP1 and the A575 and A580 at Worsley in the GM Clean Air Zone.
- Make arrangements to distribute funds to support those businesses, individuals and organisations who need to upgrade their vehicle to become compliant.
- Prepare FBC documentation for submission to the Government's Joint Air Quality Unit (JAQU).
- Work with JAQU and Highways England to establish the most appropriate solution for the charging mechanism to be applied to the section of A57/A628 on the Strategic Road Network.
- Prepare the CAP monitoring and evaluation plan – This will take account of the fact that in May 2016 a single Air Quality Management Area (AQMA) was declared for Greater Manchester based on the modelling of nitrogen oxides emissions. The Greater Manchester Air Quality Action Plan sets out the measures which will reduce air pollution within Greater Manchester's AQMAs. An Annual Status Report (ASR) provides updates on progress of all actions included within the Greater Manchester Air Quality Action Plan (2016-2021) (AQAP). DEFRA has responded positively to GM's suggestion that the update of the AQAP, and any remodelling of the Air Quality Management Area (AQMA), should be postponed until the air quality impact of the proposed GM-wide Clean Air Zone to address roadside NO_2 has been fully understood as part of the GM CAP monitoring and evaluation plan.

9 RECOMMENDATION FOR SCRUTINY COMMITTEE

9.1 The Scrutiny committee is requested to note the report and recommendations to Council Meeting/ Cabinet and comment upon them.

10 PROPOSED RECOMMENDATIONS TO COUNCIL MEETING

10.1 The Council Meeting is requested to recommend that the Cabinet gives approval to the package of recommendations detailed in Section 11 of the report below.

11 PROPOSED RECOMMENDATIONS TO CABINET

11.1 The Cabinet is requested to:

1. Note the progress of the Greater Manchester Clean Air Plan;

2. Note the progress in the distribution of Bus Retrofit funding;

3. Note Ministers' agreement to include the sections of the A628/A57 in Tameside which form part of the Strategic Road Network within the Greater Manchester's Clean Air Zone (CAZ) and their request for Tameside MBC, TfGM and Highways England to establish the most appropriate solution for the charging mechanism to be applied on this section of the Strategic Road Network (SRN);

4. Approve the GM Clean Air Plan Policy, at Appendix 1 noting that the policy outlines the boundary, discounts, exemptions, daily charges of the Clean Air Zone as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria to be applied.

5. Agree the Equalities Impact Assessment, as set out at Appendix 2;

6. Agree the AECOM Consultation Report, as set out at Appendix 3;

7. Agree the proposed Response to the Consultation at Appendix 4 which has been prepared by TfGM on behalf of the ten GM local authorities;

8. Agree the Impacts of COVID-19 Report, as set out at Appendix 5;

9. Agree the Modelling report of the final CAP package, as set out at Appendix 6, and in particular that the modelling outputs of the final plan scheme show the achievement of compliance with the legal limits for Nitrogen Dioxide in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction;

10. Agree the economic implications of the CAP Report, as set out at Appendix 7;

11. Note the update on the GM Minimum Licensing Standards, set out in section 3.1, and in particular that licensing conditions will not be used to support delivery of the GM Clean Air Plan;

12. Approve a 6-week public consultation on the inclusion of motorhomes classified as MSP1 in the GM Clean Air Zone and on the inclusion of the A575 and A580 at Worsley commencing on 1 September 2021 and delegate authority to the Corporate Director (Place) and Deputy Chief Executive in consultation with the Lead Cabinet Member with portfolio responsibility for Clean Air and Director of Public Health to approve the consultation materials;

13. Note that the GM Clean Air Charging Authorities Committee has the authority to make the Charging Scheme Order which establishes the GM Charging Scheme in line with the agreed GM Clean Air Plan Policy;

14. Note that the GM Charging Authorities Committee has the authority to vary the Charging Scheme Order if this is established as the most appropriate charging mechanism to be applied on sections of the A628/A57 part of the Strategic Road Network (SRN) in Tameside;

15. Note that the Air Quality Administration Committee has the authority to agree the final form of the Operational Agreement for the Central Clean Air Service, and to authorise the making of the Agreement, on behalf of the ten GM local authorities;

16. Note that the Air Quality Administration Committee has the authority to:
    a. establish and distribute the funds set out in the agreed GM Clean Air Plan policy;
    b. approve the assessment mechanism agreed with JAQU to ensure that Clean Air Funds can be adapted if necessary;
    c. keep the use of the funds under review and to determine any changes in the amounts allocated to each and their use and
    d. Monitor and evaluate the joint local charging scheme.

17. Approve the reallocation of funding from the Try Before You Buy scheme to provide additional electric vehicle charging points dedicated for use by taxis;

18. Delegate to the GM Charging Authorities Committee the authority to determine the outcome of the consultation on both the inclusion of motorhomes classified as MSP1 within the scope of Clean Air Zone charges and on the inclusion in the GM Clean Air Zone of the A575 and A580 at Worsley following the conclusion of that consultation;

19. Agree a delegation to Corporate Director (Place) and Deputy Chief Executive in consultation with the Cabinet Member for Sustainable Stockport and relevant Ward members the Clean Air Zone ANPR and signage locations, as set out at Appendix 10;

20. Agree a delegation to Corporate Director (Place) and Deputy Chief Executive in consultation with the Lead Cabinet Member with portfolio responsibility for Clean Air and Director of Public Health to approve the submission of the Interim Full Business Case if required and Corporate Director (Place) and Deputy Chief Executive in consultation with the Lead Cabinet Member with portfolio responsibility for Clean Air and Director of Public Health the Full Business Case (FBC) to the Government's Joint Air Quality Unit to support the GM Clean Air Plan and any supplementary information to that Unit .

12 APPENDIX 1 – GM CAP POLICY FOLLOWING CONSULTATION

12.1 Attached as a supplementary paper.

13 APPENDIX 2 – GM CAP EQUALITY IMPACT ASSESSMENT FOLLOWING CONSULTATION

13.1 Attached as a supplementary paper.

14 APPENDIX 3 – AECOM CONSULTATION REPORT

14.1 Attached as a supplementary paper.

15 APPENDIX 4 – RESPONSE TO THE CONSULTATION

15.1 Attached as a supplementary paper.

16 APPENDIX 5 – IMPACTS OF COVID-19 REPORT

16.1 Attached as a supplementary paper.

17 APPENDIX 6 – AIR QUALITY MODELLING REPORT FOLLOWING CONSULTATION AND WITH COVID-19 IMPACTS

17.1 Attached as a supplementary paper.

18 APPENDIX 7 – ECONOMIC IMPLICATIONS OF CAP FOLLOWING CONSULTATION AND WITH COVID-19 IMPACTS

18.1 Attached as a supplementary paper.

19 APPENDIX 8 – OTHER CITIES' CLEAN AIR PLANS

19.1 Attached as a supplementary paper.

20 APPENDIX 9 – COMPLIANCE WITH THE SECRETARY OF STATE'S DIRECTION

20.1 Attached as a supplementary paper.

21 APPENDIX 10 – CLEAN AIR ZONE ANPR AND SIGNAGE LOCATIONS

21.1 Attached as a supplementary paper.

BACKGROUND PAPERS

- 31 January 2021, report to GMCA: GM Clean Air Plan: Consultation
- 31 July 2020, report to GMCA: Clean Air Plan Update
- 29 May 2020, report to GMCA: Clean Air Plan Update
- 31 January 2020, report to GMCA: Clean Air Plan Update
- 26 Jul 2019, report to GMCA: Clean Air Plan Update

- 1 March 2019, report to GMCA: Greater Manchester's Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside - Outline Business Case
- 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

Anyone wishing to inspect the above background papers or requiring further information should contact Mark Glynn on Tel: 0161-474-3700 or by email on mark.glynn@stockport.gov.uk