

**Manchester City Council  
Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 8  
November 2017

**Subject:** Final Report and Recommendations of the Air Quality Task and  
Finish Group

**Report of:** The Air Quality Task and Finish Group

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**Summary**

This report presents the findings of a detailed investigation undertaken by the Air Quality Task and Finish Group.

**Recommendations**

The Committee is asked:

1. To note the findings of the Task and Finish Group and endorse the recommendations as set out in the report.
  2. To request an update report on the implementation of the recommendations contained within this report in 6 months.
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**Wards Affected:** All

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Minutes of the Air Quality Task and Finish Group 17 February 2017  
Minutes of the Air Quality Task and Finish Group 22 February 2017  
Minutes of the Air Quality Task and Finish Group 24 February 2017  
Minutes of the Air Quality Task and Finish Group 24 March 2017  
Minutes of the Air Quality Task and Finish Group 2 November 2017

Appendix 1 – Terms of Reference of the Task and Finish Group  
Appendix 2 – Work Programme of the Task and Finish Group  
Appendix 3 – Alphabetical list of experts and witnesses  
Appendix 4 – Notes of Additional Evidence Sessions  
*And the references and links included in this Appendix.*

Speakers Presentations of Evidence

Royal College of Physicians - Every breath we take: the lifelong impact of air pollution - 23 February 2016

GM Low Emissions Strategy and Air Quality Action Plan 16 December 2016  
GM Transport Plan - GM2040 February 2017  
GM Strategic Framework - Draft for Consultation October 2016  
GM Population Health Plan 27 January 2017

NICE - Guideline on Outdoor Air Quality and Health, June 2017

DEFRA - Improving air quality: national plan for tackling nitrogen dioxide in our towns and cities, 31 July 2017 and background documents linked at:  
<https://consult.defra.gov.uk/airquality/air-quality-plan-for-tackling-nitrogen-dioxide/>

Manchester Joint Strategic Needs Assessment. Adults and Older People. Chapter: Wider Determinants of Health. Topic: Air Quality. October 2017.  
*And the references and links this JSNA report relies upon.*

## **1.0 Introduction**

- 1.1 On 19 July 2016 the Neighbourhoods and Environment Scrutiny Committee agreed to establish a Task and Finish Group to examine issues around Air Quality in Manchester and Greater Manchester at the suggestion of Cllr Matt Strong. (See minutes the Neighbourhoods and Environment Scrutiny Committee 19 July 2016 ref NESC/16/14 Draft Greater Manchester Low Emissions Strategy and Air Quality Action Plan)

## **2.0 Membership**

Councillor Davies  
Councillor Fletcher-Hackwood  
Councillor Kirkpatrick  
Councillor Leech  
Councillor Noor  
Councillor Paul (Chair)  
Councillor Peel  
Councillor Sharif Mahamed  
Councillor Sheikh  
Councillor Strong  
Councillor Watson

Co-opted: Mr Pete Abel

## **3.0 Objectives**

- 3.1 To understand the context and impact of poor air quality in Manchester.
- 3.2 To understand the health implications of poor air quality and the initiatives to improve this.
- 3.3 To learn from good practice adopted by other UK and European Cities to initiate local improvements in air quality.
- 3.4 To examine the impact of transport on air quality and measures to address this.
- 3.5 To understand any potential implications for existing UK environmental legislation and standards arising from the EU referendum decision to leave the European Union.
- 3.6 To seek to influence local Planning Policy to ensure that future developments key to the city's sustainable growth are contributing to improved air quality in the city.

#### **4.0 Key Lines of Enquiry**

- 4.1 To consider evidence of good practice and local initiatives from other UK and European cities to improve air quality.
- 4.2 The group will consider the issue of transport and its impact on air quality, including the implications of emissions testing regimes. The group will consider initiatives including to:
- Reduce the number of older vehicles on the road;
  - Reduce the need to travel and the number of journeys undertaken by car;
  - Alternative fuel, including electric vehicles;
  - Lowering emissions from all commercial vehicles;
  - National Clean Air days;
  - Cycling initiatives and alternative modes of transport.
- 4.3 To consider how local planning policy is being used to ensure that developments which are key to the sustainable growth of Manchester are contributing to improved air quality.
- 4.4 To consider how Public Health can influence change to promote the issue of air quality at both a local and national level.
- 4.5 To discuss how the objectives of reducing carbon emissions and improving air quality whilst growing the population and economy of the city can be achieved.
- 4.6 The Group will hear from a number of stakeholders and invited witnesses throughout the course of this enquiry.

#### **5.0 Evidence Gathering Process**

##### **Formal Meetings and Themes**

- 5.1 17 February 2017  
General introduction to the issues.
- 5.2 22 February 2017  
Legal background from ClientEarth. Further health and science evidence.
- 5.3 24 February 2017  
Compelling health evidence and examples of strong linear connection with air quality. Built and natural environment. Promotion of active travel.
- 5.4 24 March 2017  
Walking to school, GIS modelling to find cleaner routes. Group's red lines on recommendations. Further evidence needed.

5.5 2 November 2017

Agreement of Final Report and Recommendations.

**Field Trips**

5.6 Monitoring Station at Piccadilly Gardens.

5.7 School of Earth and Environmental Sciences at University of Manchester.

**Additional Evidence**

5.8 Jon Rouse - Director of Greater Manchester Health and Social Care Partnership

Key points:

- Yes, the wider determinants of health are important
- Yes, prevention of illness has been neglected
- Air quality and other road harms wrongly omitted from GM population health plan
- Yes, there may be ways to financially recognise future health gains

5.9 Anne Morgan - Chief Planner, Greater Manchester Spatial Framework

Key points:

- Explanation of the fundamentals of the spatial framework
- Recognition of Green Belt and wider green spaces concerns
- Recognition of benefits of density and building around existing transport
- Further consultation in mid 2018

5.10 Stephen Hodder - Chair, Manchester Residential Standards

Key points:

- Manchester residential standards have sustainability as cross cutting theme
- Good provision for cycling and walking
- High BREEAM expectations
- Mid rise with retail and services as well as high rise
- Potential for adoption across GM
- Potential of pre fab for low cost, high speed, density and flexibility.

5.11 Alan Higgins – Director of Public Health, Oldham; Member of NICE OAQ Study Group

- Understanding of the NICE approach to evidence and politics
- Recognition of limitations of this approach for this kind of report

- Personally considered that 1% of the mainstream NHS budget for air quality and promoting activity not an unreasonable ask through there are many calls on this budget
- Believer in wider determinants in health and happiness

5.12 Jesús Friere - European Cyclists' Federation, The Success of Seville/ECF

- Seville invested in an increase of around 100km in cycle network in 3 years
- Mode shift was rapid across whole city from c 0.5% to c 7%
- Track was inexpensive and uncontroversial by banishing 8,000 parking spaces
- City centre is heavily filtered but without hard separation
- Information on increased cycling and retail
- Information on increased cycling and air quality

5.13 Work of Tom Forth of Leeds Open Data Institute mapping density, car ownership and other variables.

**Walking Cities Seminar** (Living Streets, 18 March 2017)

5.14 Janette Sadik Khan - Bloomberg Cities

In years as Transport Commissioner in NYC Janette worked with Mayor Bloomberg using data and evidence to win the argument for re-allocation of space towards efficient human powered travel, bus transit and public realm, proving huge success for retail and real estate, securing more midtown green time for motor traffic.

Janette felt that her greatest achievement in the role was reducing collisions and casualties markedly for all road users. Now leading Global Street Design Guide.

5.15 Riccardo Marini - Gehl Architects, Copenhagen

Riccardo concluded that creating good facilities for walking and cycling and pleasant well used outdoor spaces ought not to be objectives in themselves for him but rather proof of and the result of pursuit of good, happy, wise places.

## 6.0 Key Findings and Recommendations

### 6.1 Health and Happiness

#### 6.1.1 The Group received compelling evidence from the Royal College of Physicians and other high level published studies and also from individual contributions from scientists and clinicians of huge harms to health and happiness from poor Air Quality.

6.1.2 In Manchester and Greater Manchester latest evidence and modelling suggests Air Quality harms in GM largely come from roads, alongside other serious and costly harms including:

- Carbon Footprint. Transport is so far the least successful contributor to and GM carbon reduction targets.
- Suppression of physical activity. Including active travel and being outdoors.
- Noise pollution and excessive hustle and bustle.
- Road casualties, with Killed and Seriously injured in Greater Manchester, despite some recent reduction, now stalled at around 50 and 650 per year.
- Congestion causing very significant economic and human harms.
- Spatial and Development issues, including Severance, Parking, Local Traffic, Land Values, Retail Success.

6.1.3 As well as devastating human costs in death, acute and chronic disease, and lifelong degraded health and happiness, there are significant financial costs. The total of these is not a settled figure. A combined estimate of £100 billion per year for the United Kingdom can be derived from published figures, of which harm from poor Air Quality is estimated to total £39 billion per year.

**RECOMMENDATION 1:**

Manchester City Council should recognise the huge health and happiness harms of bad air. Not only early and excess deaths, which in actuarial terms are totalled to 40,000 equivalents per year, but also perhaps more importantly less headline grabbing harms from cradle to grave which affect all residents to some extent in prenatal and perinatal thriving, birth weight, physical and mental degradation, and lifelong susceptibility to poor health outcomes.

Evidence has been presented that improved lifelong health outcomes and mortality appear to have a linear and continuous relationship to improved air quality.

Manchester City Council should therefore adopt cross cutting policy to reduce Air Quality and other road harms and work with Greater Manchester partners as a health and social equality priority to tackle these.

**RECOMMENDATION 2:**

That the Director of Population Health and Wellbeing should press for a review of the Greater Manchester Population Health Plan and that it be amended or extended to properly reflect wider determinants of health including poor air quality and other road harms.

6.2 Lobbying Government

6.2.1 Despite the gathering compelling evidence of significant harm to the population UK government have not produced an adequate response to this harm in policy, devolved powers, or resources. The government have been taken to court and lost repeatedly over their inadequate response.

6.2.2 Even the current plan, which has not (yet) been legally challenged by ClientEarth or others, fails to bring forward a fair scrappage scheme or new tax incentives, fails to provide a new Clean Air Act, fails to take financial responsibility centrally, and burdens local government with responsibility without adequate powers or funding for delivery.

**RECOMMENDATION 3:**

Manchester City Council and Greater Manchester Combined Authority join with Core Cities and others in continuing to lobby a government that continues to fail badly in this field, including for:

- A new Clean Air Act
- Fair and sufficient Diesel and other scrappage schemes
- Further tax incentives for clean vehicles
- Modelling and laws reflecting real world emissions not roller test data
- Widening the government's responsibility to support Manchester, district and Greater Manchester authorities with powers and finance; drawing this from Health as well as Department for Transport and DEFRA.

The group consider this lobbying to be particularly important in the light of the preparations for Brexit and the potential loss of EU environmental legislation.

6.3 GM Low Emissions Strategy and Air Quality Action Plan

6.3.1 39 potential actions are described and organised in these documents, taking a three pronged approach to reduction in poor air. The prongs are Reduce Motor Traffic (indicated in 29), Increase Efficiency (28), and Improve Fleet (23).

6.3.2 These actions should be prioritised, detailed and costed if not yet funded in the Greater Manchester level Implementation Plan which is in progress.

6.3.3 These 39 actions understandably do not include some important potential government actions e.g. scrappage scheme, and Clean Air Act; but they have also filtered out some potential district and Greater Manchester measures e.g. road washing, and workplace and other parking levies.

**RECOMMENDATION 4:**

A large proportion of potential actions in this document belong to Transport for Greater Manchester/Greater Manchester Combined Authority (19 exclusively, 18 more jointly, just two with districts only).

- The Head of Policy, Partnerships and Procurement and the Executive Member for the Environment should make the case for ownership in terms of funding for many actions to be with government but in terms of action to be devolved to the city region and the districts with the right powers and resources.
- Potential actions such as road washing and workplace parking levy which are not currently included be re-examined.
- The six exclusively "Reduce Traffic" options in the document may be low hanging fruit, offering quick reductions in exceedances, arguably obtainable without damaging economy and growth. So these should be considered for priority.
- While Greater Manchester's Strategy is focused on road sources of air pollution because of the results of the EMIGMA model showing these to be dominant, Manchester should recognise and consider action to tackle other sources including wood burning stoves, agricultural chemicals and domestic and commercial heating.



#### 6.4 NICE Outdoor Air Quality Guidance, June 2017

- 6.4.1 NICE - now the National Institute for Health and Care Excellence - is used to evaluating medicines and therapies by appraisal of peer reviewed evidence and clinical trials. There is a shortage of evidence in public health and care, and in air quality and other road harms specifically. So common sense responses to poor air quality are not evaluated as there was felt to be insufficient peer reviewed or grey evidence.
- 6.4.2 NICE does not take on more political areas such as scrappage, Congestion Charging, Clean Air Zones, or a new Clean Air Act.
- 6.4.3 Clean air and increased activity have enormous health benefits far beyond many medicines and therapies in their cost benefit analysis. Despite weaknesses this guidance evaluates some potential responses, showing high cost benefit outcomes.

#### **RECOMMENDATION 5:**

The Director of Population Health and Wellbeing, the Executive Member for Adults Health and Wellbeing and the Greater Manchester Combined Authority should review the NICE guidance and consider actions for inclusion in Greater Manchester's implementation plan. Ideas not considered, largely because of the academic evidence methodology of NICE, should not be discounted.

#### 6.5 Standards

- 6.5.1 Although many urban council areas in many member states are failing them, 29 in UK including Manchester and six other Greater Manchester districts, EU standards are not high with World Health Organisation standards significantly higher (e.g. around twice as stringent for particulate matter).
- 6.5.2 In fact the Greater Manchester Combined Authority have already (March 2017) signed up to BreatheClean [https://www.greatermanchester-ca.gov.uk/download/meetings/id/1969/17\\_world\\_health\\_organisation\\_breathe\\_clean\\_campaign](https://www.greatermanchester-ca.gov.uk/download/meetings/id/1969/17_world_health_organisation_breathe_clean_campaign)

#### **RECOMMENDATION 6:**

With no such thing as a healthy level of Air Pollution and as reaching the EU standards would not safeguard our residents from harm we welcome the Low Emissions Strategy and Air Quality Action Plan which seeks to improve air quality for health without arbitrary limits. We agree that Manchester City Council and Greater Manchester Combined Authority should not be satisfied with meeting European Union standards and will also work to deliver WHO BreatheClean and better and we recommend that the air quality and road harm policy (Recommendation 1) includes specific escalating targets over time.

#### 6.6 Economic Models

- 6.6.1 For each road harm including air quality there are various figures for cost, morbidity and mortality in circulation.

- 6.6.2 The general pattern under the changing understanding of recent years and decades has been for ever higher estimates to emerge based on better evidence and better methods, but despite an increasing literature there seems to be too much variance and at times contradiction in the numbers.

**RECOMMENDATION 7:**

Manchester City Council and Greater Manchester Combined Authority should adopt suitable economic models for Greater Manchester.

The Centre for Local Economic Strategies have been commissioned by Transport for Greater Manchester to gather information and models for the financial and other costs of poor air quality and other road harms.

Manchester City Council and Greater Manchester Combined Authority should use this information and these models, and further models which may be developed as a result of identifying any gaps in existing scope, to achieve funding for ambitious and effective interventions which improve and save lives and also save money.

6.7 Spatial Planning Strategy, Development Standards, Plants and Water

- 6.7.1 The Greater Manchester Spatial Framework (GMSF) is a document required by government combining the spatial planning proposals and aspirations of the ten GM districts. Each planning authority has been tasked by government with delivering particular levels of residential and commercial developments.
- 6.7.2 The first consultation draft of GMSF has been publicly controversial, most prominently because of the proposed use of green belt and other green space and fears that developers would seek to build on green belt and other green space first and continue to exaggerate the difficulties and costs of brownfield development.
- 6.7.3 The Greater Manchester Mayor and some district councils oppose the reduced green belt / green space that might result even if brownfield sites are greened. The first consultation draft of GMSF was also widely considered unsustainable in terms of transport links and services.
- 6.7.4 A new draft will go out to consultation in June 2018 with the Salford Mayor Paul Dennett is leading this activity on behalf of the Greater Manchester Combined Authority.
- 6.7.5 Manchester City Council has adopted a Residential Standards guide which includes high quality, good space standards, guidance for plants and water, and sustainability in terms of transport and energy. This progressive guide and the high standards it promotes are not as yet adopted by other districts.
- 6.7.6 Although residential and commercial buildings are not at this time believed to be as significant a direct contributor to poor air quality as they are in other places in the UK e.g. Greater London they do make significant contributions in terms of e.g. construction phase and heating in use.
- 6.7.7 The major contribution of new developments to air quality is probably primarily in their relationship to the existing road and sustainable transport networks

and their role in reducing or increasing harmful road traffic. Also secondarily in their potential positive contribution to new plants and water and to high ecological standards.

6.7.8 That examples of new highly sustainable mid density and mixed use developments exist in the UK as well as in Europe and considering these in pre-planning discussions, particularly for sites in and around District Centres and Town and City fringes. One example of this which was noted by the Group was Pembury Circus developed by the far sighted Peabody Trust in Hackney. This replaced about 40 social homes with:

*“A mixed use development containing 268 flats, a community hall, a nursery and some shops, including a branch of the Co-op. Nearly half of the flats - 119 of them - are designated “affordable” of some kind, which is an unusually high proportion.”*

*<https://www.theguardian.com/uk-news/davehillblog/2016/nov/19/has-pembury-circus-done-the-london-housing-trick>*

**RECOMMENDATION 8:**

The strategic importance of built infrastructure in improving air quality and health should be fully recognised by Manchester City Council and Greater Manchester Combined Authority, including by:

- Developing Planning Strategies to prioritise residential and commercial development on brownfield sites and in and around existing urban centres including at and around main sustainable transport nodes or along the lines to them.
- Providing sufficient sustainable transport to new developments for them to grow into, rather than waiting for them to achieve critical mass before providing this. This will avoid damaging road travel, freight and logistics habits becoming established.
- Understanding that UK cities including Manchester and the Greater Manchester conurbation are built at very low densities compared to towns and cities in many other parts of Europe and that this is not inevitable.
- Understanding that higher density can be more sustainable than lower density in forms from retail premises with several residential floors above shops in district centres, to extensive schemes of mid rise, to tall buildings.
- Recognising that, subject to thoughtful and innovative designs, existing density or height in a neighbourhood or district should not be an absolute limit on new developments and that this is particularly so in neighbourhood, district, town and city centre areas.
- Considering further pooling of development targets of ten districts so that: those best able and most willing to develop residential and commercial properties sustainably agree higher shares of GM targets and those less able and least willing agree lower shares.

6.8 Air Quality and Planning

6.8.1 Air Quality is recognised as a material consideration for planning and must be taken into account by developers and planning authorities.

6.8.2 Planning authorities are able to use the pre-planning discussions with developers to achieve better air quality and also reduce other road harms.

Beyond this process, which influences the applications submitted by developers, planning authorities can and do add conditions to prevent or mediate harm to local air quality.

6.8.3 These often include encouragement of development at sustainable locations with good passenger transport and active travel links, discouragement of polluting motor traffic by reduced parking and increased electric vehicle infrastructure, encouragement of walking and cycling e.g. by good public realm and good bike parking and storage options.

6.8.4 These may also include requirements for sustainable power, heating and ventilation systems, and mitigation including public realm, planting, water courses and other buffers particularly where proposed developments are in or adjacent to major highways and recognised Air Quality Management Areas.

**RECOMMENDATION 9:**

That Manchester City Council as a local planning authority continues to pay close attention to Air Quality, and uses pre-planning discussions to help developers bring forward quality schemes, and uses planning conditions to improve on these.

Including by improving:

- Arrangements for construction and fit out and landscaping;
- Arrangements for future travel and servicing of developments;
- Requiring green travel plans for developments and for whole localities;
- Active travel routes and facilities;
- Local retail and amenity offers to avoid need for car journeys;
- Performance of buildings and their plant in terms of air quality;
- Public realm, plants and water, and other barriers, buffers and mediators;
- Contributions via Community Infrastructure Levy, section 106, section 278 and section 38 to facilities for active travel, seating, bikes, public realm, plants and water.

6.9 Education, Research and Communications

6.9.1 Many Primary Schools, High Schools and Colleges commission work by VCS organisations and develop their own programmes of greening, encouraging understanding of air quality, developing local projects to measure and address poor air, promoting walking and cycling to school, assisting optimum route selection for clean air, and addressing wider environmental issues.

**RECOMMENDATION 10:**

Manchester City Council should encourage such work and the sharing of best practice. Not only reaching Our Manchester citizens of tomorrow but also encouraging them to be clean air ambassadors to their neighbours, and families and friends. This might include citizen science projects using diffusion tubes to give an approximation of the quality of air at particular points in a locality cost just a few pounds per tube per month including analysis and moderately performing retail devices. These are useful for raising awareness and for watching patterns and trends but the group agree these are not a substitute for fully calibrated instruments.

A mapping exercise to be undertaken that identifies this activity across the city.

6.9.2 University Teaching and Research in Manchester and elsewhere in Greater Manchester includes centres of excellence, not only in terms of national status but also internationally, with much world class teaching and learning and research here.

**RECOMMENDATION 11:**

Manchester City Council and Greater Manchester Combined Authority should take every opportunity for partnership working with the huge teaching and learning and research resources in our midst at world class universities. Building on an existing successful c £500,000 bid by University of Manchester to the Natural Environment Research Centre, with backing from this group and TFGM, to back and partner the University to create a Monitoring Supersite and to develop further projects helping Greater Manchester develop solutions to real world problems, creating powerful research groups solving real world problems.

6.10 Transport, Freight, Logistics and Travel

Motor Traffic

6.10.1 The government's latest plan for improving Air Quality mandates 22 local authorities outside London including Manchester and six other GM districts to develop and evaluate Clean Air Plans, evaluating the potential Clean Air Zones which the government perceive to be the quickest way to eliminate exceedances, or alternatives.

6.10.2 The government's previous plan was successfully challenged by ClientEarth at the High Court largely because Manchester and the six districts and ten other urban areas were simply not included.

6.10.3 The group noted the very strong case made by ClientEarth at meeting three for a national network of Clean Air Zones including private cars which ClientEarth believe should be mandated by central government and linked to a generous scrappage scheme. However the government seem unwilling to mandate such Clean Air Zones, to offer scrappage, or to offer any increase in incentives to cleaner motoring or mode shift. And they are not providing either powers or resources to local authorities.

6.10.4 Congestion Charging has been unpopular here, defeated by about 4 to 1 in a referendum in Greater Manchester on 11 December 2008. It should be noted that as far as the Group is aware no directly equivalent referendum has ever been won anywhere in the world; and although charging zones become more popular few if any have majority approval.

One interesting exception to this pattern has been the Stockholm congestion charge first introduced as a trial between 3 January 2006 and 31 July 2006. A referendum on the future of the congestion charge was held in September 2006; the residents of Stockholm municipality voted yes, and 14 other municipalities voted no to implement it permanently.

In October 2006, the Swedish government declared that the Stockholm congestion charge was to be introduced permanently during the first half of 2007. The incomes from the reintroduced congestion charges in Stockholm had been used in partly financing a new bypass road, 'Förbifart Stockholm'.

- 6.10.5 Despite muddying of the waters Clean Air Zones are clearly not the same as Congestion Charging. Many vehicles can be exempt from a Clean Air charge, being relatively clean or because their registered address is within the zone.
- 6.10.6 There are eight permutations of four classes of vehicles - Heavy Goods, Light Goods, Passenger Transit and Private - and either non charging and charging Clean Air Zones. Any one of these could be introduced for a wide geography for example the whole area inside the M60, for an intermediate geography e.g. inside the Inner Relief Road or close to an Airport or Industrial Area, or for very local geographies e.g. the Northern Quarter and NOMA, or particular District and Town Centres. Zones could also operate on different days of the week, at different times of day, in particular seasons. So overall there are a very large number of policy permutations.
- 6.10.7 There have been examples of very strong polling in favour of safe streets and motor vehicle reduction projects in Europe. Introduction of T-Charge (Toxicity Charge) in London appears to have a very high level of popular support (around 75%) and whether through early changing of vehicles or changing of behaviour the estimate of vehicles subject to charge has already reduced from c10,000 per day, shortly before introduction, to c6,500 per day on introduction.
- 6.10.8 Despite support in London, where road charging is already well established and the majority of vehicles are exempt as they would be in GM, any scheme here would not currently be mandated by government and would fall to local councils to promote. Support might be hard to win without a fair and sufficient scrappage scheme compensating those who followed relatively recent advice/incentives to buy diesels, and by impression of regressively affecting individuals and businesses with lower income.
- 6.10.9 At the time of writing Greater Manchester's Mayor has made a clear commitment against charging. District leaders are also likely to be cautious because of the 2008 result albeit on a different type of scheme with a different purpose and impact on most vehicles. The Mayor particularly ruled out charging of private motorists at large, particularly in the absence of any kind of fair and sufficient scrappage scheme. However the Group are very aware that both the Government and ClientEarth believe that some form of Clean Air Zone is the only viable option to achieve the required standards quickly.

**RECOMMENDATION 12:**

Manchester City Council and Greater Manchester Combined Authority have been tasked by government with assessing Clean Air Zones but must also exhaust every alternative action that might have the same or greater effect.

We recommend adoption of quick wins, particularly those which reduce higher polluting motor traffic, including:

- Workplace Parking Levy
- Differential parking tariffs for clean vehicles, cleaner last mile delivery options including small, electric and human powered vehicles; and
- Improvements to sustainable passenger travel, walking and cycling. We do not encourage ruling any general class of measures out.

Sustainable Passenger Transport

**RECOMMENDATION 13:**

Manchester City Council and Greater Manchester Combined Authority must recognise the potential contribution of readily available and reasonably priced local bus, rapid bus transit, light rail and heavy rail to reducing medium and long distance driving and use resources including any future Greater Manchester Transport Fund preferentially for these and active travel modes.

Electric Vehicles

**RECOMMENDATION 14:**

Manchester City Council and Greater Manchester Combined Authority recognise that electric/autonomous vehicles may have a part in future transport, freight and logistics solutions in Manchester and Greater Manchester.

However we recommend some caution as while such vehicles may have no harmful tailpipe emissions they still contribute to particulate matter especially tyre and brake and road dust, each of which can be repeatedly re-suspended.

Manchester and Greater Manchester should welcome a thoughtful hierarchy, not necessarily limited only to road vehicles, including heavy goods vehicles, lighter goods vehicles, and very light and clean last mile vehicles.

Walking and Cycling

6.10.10 The Greater Manchester Mayor has already followed the advice of the formal and informal walking and cycling charities and individuals taking part in both this Group's process in February and March 2017 and his own manifesto development process by appointing Sir Chris Boardman MBE as Cycling and Walking Commissioner.

6.10.11 The Mayor's main directly walking and cycling related commitments beyond this appointment appear to be:

- Making walking and cycling easy, attractive and safe and the obvious choice for shorter trips
- Designing and delivering a Greater Manchester wide network of safe routes for walking and cycling on and off carriageway
- Delivering an iconic bike share scheme for Greater Manchester

-Raising the skills and improving the behaviour of all road users particularly in terms of safety of the most vulnerable

Other related commitments include:

- Significantly reducing the number of lives lost on our road network
- Significantly improving air quality
- Significantly reducing congestion
- Improve levels of physical activity and health gains from this
- Acting to reduce carbon footprints

6.10.12 The Group heard and read of experience from various cities in the world and this was supplemented by detailed investigation into developments in Seville where a mode shift in cycling from 0.5% to 7% was achieved in just a few years following a city wide network of some 100 km being quickly added to existing fragments. A key factor in making this quick and affordable was removal of kerbside parking on arterial routes.

6.10.13 Presentations from and conversations with Janette Sadik Khan (former NYC transportation commissioner) and with Riccardo Marini (Gehl, Copenhagen) at the Living Streets Walking Summit in London on 18 March 2017 have also informed this report.

**RECOMMENDATION 15:**

Promoting walking and cycling and developing the pleasant places that result from prioritising people over motor vehicles will contribute to meeting and exceeding air quality targets and also help with other road harms. Like bad air these have a multibillion pound impact on the UK through costly congestion, climate change, noise, casualties, suppression of activity, and spatial effects such as severance. Manchester and Greater Manchester should commit strongly to taking the necessary steps to deliver the Mayor's and Commissioner's vision for a Greater Manchester moving efficiently and healthily as implementation plans emerge (aims summarised at 6.10.11).

6.11 Communications

Reaching Out to Our Manchester Residents

**RECOMMENDATION 16:**

Manchester City Council and Greater Manchester Combined Authority should devise and undertake public campaigns using Our Manchester co-production methods to support behaviour change that takes not only large steps but also makes many smaller steps which added together with the big interventions give a real change in Air Quality.

Examples of good practice, such as 'cycle recycle' schemes that encourage the introduction and safe use of cycles, including providing a cycle to keep, should be shared and promoted, especially in traditionally hard to reach communities.



## Inviting Experts to Address Council

### **RECOMMENDATION 17:**

Dr Ian Mudway of KCL should be invited to address Full Council on Air Quality and Health as soon as possible. Other guests in related fields e.g. Janette Sadik Khan, Sir Chris Boardman should be considered with the purpose of informing and energising the media, thought leaders and residents and triggering positive Our Manchester conversations about air quality and other road harms and tackling what is a public health and social equality emergency not a transport or “green” issue.

### **7.0 Acknowledgements**

The group acknowledges the many and varied contributions of residents, voluntary organisations, education organisations, other local authorities, experts in many fields, councillors, and council officers.

Including those listed in Appendix 3 and Appendix 4 and elsewhere in documents associated with this enquiry and also any and all who may have been omitted.

Title	Air Quality Task and Finish Group
Membership	Chair: Councillor Chris Paul Councillors Kirkpatrick, Strong, Noor, Peel, Sheikh, Leech, Noor, Fletcher-Hackwood, Sharif Mahamed, Watson, Davies
Lead Executive Members	Councillor Rosa Battle – Executive Member for Environment / Councillor Stogia - Executive Member for Environment
Strategic Directors	Sara Todd - Deputy Chief Executive, Growth & Neighbourhoods Geoff Little – Deputy Chief Executive, People, Policy and Reform
Lead Officers	Richard Elliott - Head of Policy, Partnerships and Research
Contact officer	Jacob Morris-Davies – Scrutiny Support Officer
Objectives	<ol style="list-style-type: none"> <li>1. To understand the context and impact of poor air quality in Manchester.</li> <li>2. To understand the health implications of poor air quality and the initiatives to improve this.</li> <li>3. To learn from good practice adopted by other UK and European Cities to initiate local improvements in air quality.</li> <li>4. To examine the impact of transport on air quality and measures to address this.</li> <li>5. To understand any potential implications for existing UK environmental legislation and standards arising from the EU referendum decision to leave the European Union.</li> <li>6. To seek to influence local Planning Policy to ensure that future developments key to the city’s sustainable growth are contributing to improved air quality in the city.</li> </ol>
Key Lines of Enquiry	<ol style="list-style-type: none"> <li>1. To consider evidence of good practice and local initiatives from other UK and European cities to improve air quality.</li> <li>2. The group will consider the issue of transport and its impact on air quality, including the implications of emissions testing regimes. The panel will consider initiatives to : <ul style="list-style-type: none"> <li>- Reduce the number of older vehicles on the road;</li> <li>- Reduce the need to travel and the number of journeys undertaken by car;</li> <li>- Alternative fuel, including electric vehicles;</li> <li>- Lowering emissions from all commercial vehicles;</li> <li>- National Clean Air days</li> <li>- Cycling initiatives and alternative modes of transport.</li> </ul> </li> <li>3. To consider how local planning policy is being used to ensure that developments which are key to the sustainable growth of Manchester are contributing to improved air quality.</li> <li>4. To consider how Public Health can influence change to</li> </ol>

	<p>promote the issue of air quality at both a local and national level.</p> <p>5. To discuss how the objectives of reducing carbon emissions and improving air quality whilst growing the population and economy of the city can be achieved.</p> <p>6. The Panel will hear from a number of stakeholders and invited witnesses throughout the course of this enquiry.</p>
Operation	This subgroup will report its findings to the Neighbourhoods and Environment Scrutiny Committee by submitting a final report and minutes to the Committee. The Committee will be asked to endorse any recommendations from the Subgroup.
Access to Information	<p>Meetings of the Subgroup will be open to members of the media and public except where information that is confidential or exempt from publication is being considered.</p> <p>Papers for the Subgroup will be made available to members of the media and public on the Council's website and the main entrance to the Town Hall except where information which is confidential or exempt from publication is being considered.</p>
Schedule of Meetings	To hold three substantive meetings with one additional meeting to agree the final report.
Commissioned	July 2016

**Neighbourhoods and Environment Scrutiny Committee – Air Quality Task and Finish Group  
Work Programme**

<b>Meeting 1 – 17 February 2017</b>				
<b>Item</b>	<b>Purpose</b>	<b>Lead Executive Member</b>	<b>Lead Officer</b>	<b>Comments</b>
Air Quality - Understanding the local context	<p>To receive a summary report that describes the current standard of Air Quality (AQ) in Manchester and in Greater Manchester (GM).</p> <p>The report will describe:</p> <ul style="list-style-type: none"> <li>• Air quality in Manchester/GM compared to national standards, and in comparison to other UK / selected European cities</li> <li>• The causes of poor air quality in Manchester. The actions being taken and proposed to improve air quality. The challenges to improving air quality.</li> <li>• Any potential implications for existing UK environmental legislation and standards arising from the European Union (EU) referendum vote.</li> <li>• Current data relating to the impact of poor air quality on mortality and other health outcomes across the life course in Manchester and GM.</li> </ul>	Councillor Rosa Battle	<p>Richard Elliott</p> <p>Helen Smith (GM)</p>	

Air Quality – The changing context in Greater Manchester, UK and EU	<p>To receive a summary report that describes:</p> <ul style="list-style-type: none"> <li>• The process to arrive at the GM Air Quality Action Plan and GM Low Emissions Strategy,</li> <li>• The GM Air Quality Action Zone,</li> <li>• Department for Environment Food and Rural Affairs's (DEFRA) UK Plan,</li> <li>• Current UK city designations,</li> <li>• The ongoing process to improve the UK plan to draft (April 2017) and final (July 2017),</li> <li>• Changing standards at EU and World Health Organisation (WTO),</li> <li>• What changes at UK and international level may mean for Manchester and for GM,</li> </ul>	Councillor Rosa Battle	Helen Smith (GM)	Invitation to Helen Smith
Terms of Reference and Work Programme	To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.		Jacob Morris-Davies	

**Meeting 2 – 22 February 2017**

Item	Purpose	Lead Executive Member	Lead Officer	Comments
Update on the Legal Context and Key Campaigns for Clean Air in UK Cities – Discussion Item	To receive an aural update from Andrea Lee – Campaigner for Client Earth, followed by discussion.	Councillor Rosa Battle		

Health solutions for poor Air Quality	<ul style="list-style-type: none"> <li>• To discuss how Public Health related activity can influence change to promote the issue of air quality.</li> <li>• To discuss health solutions to poor air quality.</li> <li>• To explore Public Health practice in relation to poor air quality.</li> <li>• To consider particular effects on Children and Young People, Older People and the vulnerable</li> <li>• The National Institute for Health and Care Excellence (NICE) Air Quality study.</li> <li>• To consider potential place of AQ in the GM Population Health Plan particularly considering environmental justice and inequity and the opportunity of prevention by investing in AQ and the wider determinants of health.</li> </ul>	Councillor Paul Andrews	David Regan	Invitations to the Chair of Health Scrutiny Committee
Public Health Informatics, and Population Health	<p>To receive aural updates followed by a discussion.</p> <ul style="list-style-type: none"> <li>• Professor Iain Buchan - Clinical professor in Public Health Informatics at The University of Manchester</li> <li>• Professor Arpana Verma – Professor of Population Health, Health Service Research and Primary Care at the University of Manchester</li> </ul>	Councillor Paul Andrews		
Measurement Questions	<p>To receive aural updates followed by a discussion.</p> <ul style="list-style-type: none"> <li>• Dr Sheena Cruickshank – Senior Lecturer of Immunology,</li> <li>• Professor Gordon Mcfiggans Professor of Atmospheric Multiphase Process and</li> <li>• Dr David Topping – Senior Research Fellow</li> </ul>	Councillor Rosa Battle		
Roundtable Discussion	<p>To invite guests, Members of the subgroup and officers to discuss issues, ideas and recommendations.</p>			

Terms of Reference and Work Programme	To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.		Jacob Morris-Davies	
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<b>Meeting 3 – 24 February 2017</b>				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Transport and its Impacts on Poor Air Quality	<p>Report of Director for Policy Partnership and Research considering the issue of transport and its impact on air quality, including the implications of emissions testing regimes, and initiatives:</p> <ul style="list-style-type: none"> <li>• Reducing the number of older vehicles on the road</li> <li>• Reducing the need to travel and the number of journeys undertaken by car</li> <li>• Alternative fuel, including electric vehicles</li> <li>• Lowering emissions from commercial vehicles</li> <li>• The relation of AQ to congestion and traffic speed</li> <li>• National Clean Air days</li> <li>• Diesel Bans, Clean Air Zones, Neighbourhood Zones</li> <li>• Cycling initiatives and alternative modes of transport.</li> </ul>	Councillor Rosa Battle	Richard Elliott  Helen Smith	Invitations to the Chair of Economy Scrutiny Committee
Workplace Parking Levy – Experience in Nottingham	To receive	Councillor Rosa Battle	Richard Elliott	

	<ul style="list-style-type: none"> <li>• A presentation from Chris Carter, Nottingham City Council on the Nottingham City Council Workplace Parking Levy</li> </ul>		Helen Smith, TFGM	
Taming Traffic, Transit, Freight and Logistics related emissions to improve Health – Presentation and Discussion Item	<ul style="list-style-type: none"> <li>• Expert evidence from Dr Ian Mudway (KCL) including information and views on health benefits of Low Emission Zones, Clean Air Zones, Road Charging, Tolls, differential Parking Costs; diesel scrappage and other measures</li> <li>• Further comments if appropriate from Director of Policy, Partnership And Research and from Transport for Greater Manchester followed by discussion</li> </ul>			
Spatial Planning for Clean Air: the Built and Natural Environment - Discussion Item	<p>To receive expert contributions followed by discussion.</p> <ul style="list-style-type: none"> <li>• Anne Morgan (invited) – GM Spatial Framework</li> <li>• Stephen O’Malley – Civic Engineers</li> <li>• Steve Connor – Creative Concern</li> <li>• Dave Bishop - Local Ecology Campaigner</li> <li>• Stuart MacDonald – Centre for Local Economic Strategies</li> <li>• Stephen Hodder – Architect (invited particularly as Chair of process devising new Manchester Residential Standards)</li> </ul>			
Healthy Streets, Great Places - Getting Manchester Walking and Cycling - Discussion Item	<p>To receive expert contributions followed by discussion.</p> <ul style="list-style-type: none"> <li>• Martin Key &amp; Peter Haymes – British Cycling</li> <li>• Nick Brelsford – Sustrans North West</li> <li>• Jo Somerset - Bike Right</li> </ul> <p>Invited to join discussion</p>			



	<ul style="list-style-type: none"> <li>Jonathan Fingland GMCC</li> <li>Pete Abel GM Love Your Bike</li> <li>Jennifer Wiles – Living Streets</li> </ul>			
Terms of Reference and Work Programme	To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.		Jacob Morris-Davies	

<b>Meeting 4 – 24 March 2017</b>				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Additional Items arising from previous sessions	To receive any additional evidence.			
Feedback from members on their findings	The purpose of this item is for members to feed back on the findings of this review and make recommendations that will inform the final report of the Task and Finish Group.		Jacob Morris-Davies	<p>Health related recommendations to be taken to Health Practice Expert Advisory Group</p> <p>Possibly to Identify targets for all recommendations?</p> <p>Guests e.g. MPs, GM Interim Mayor, Head of Planning,</p>

				Cllr Andrew Fender and TFGM Officers
Terms of Reference and Work Programme	To review and agree the Subgroup's terms of reference and work programme, and consider any changes or additions that are necessary.		Jacob Morris-Davies	

<b>Meeting 5 – 2 November 2017</b>				
Item	Purpose	Lead Executive Member	Lead Officer	Comments
Draft Final Report and Recommendations	<p>This report presents the findings of the investigation undertaken by the Air Quality Task and Finish Group. Members are asked to consider the content of the report and the recommendations and make any amendments that they wish.</p> <p>The final report, which will contain any amendments made by the members at this meeting, will be submitted to the Neighbourhoods and Environment Scrutiny Committee. The committee will be asked to endorse the recommendations contained in the report.</p>	Councillor Stogia	Lee Walker in consultation with the Chair	