

A Clean Air Plan for Bradford

# Proposed Clean Air Zone

Consultation Report – General Public

May 2020



breathe better  
**BRADFORD**



# Contents

<b>1</b>	<b>Introduction .....</b>	<b>2</b>
1.1	Purpose of survey.....	2
1.2	Methodology.....	2
1.3	Response Rates and Distribution .....	4
<b>2</b>	<b>General Public Responses .....</b>	<b>7</b>
2.2	Air Quality Perceptions .....	7
2.3	Car Use .....	13
2.4	Clean Air Zone Proposals .....	15
2.5	Impacts of the Clean Air Zone .....	23
2.6	Views on What Additional Information Would Be Helpful .....	26

The wording in this publication can be made available in other formats such as large print and Braille. Please call 01274 432020

SYSTRA Consultants have prepared this report on behalf of Bradford Council. This activity is supporting the Council's Communications and Engagement Strategy as it develops a Clean Air Plan for the District. Thank you to everyone who participated in the consultation exercise.

# 1 Introduction

## 1.1 Purpose of survey

The government has set out its vision for air quality in its guidance for Clean Air Zone planning: “Clean Air Zones improve the urban environment to support public health and the local economy, making cities more attractive places to live, work, do business and spend leisure time. They support cities to grow and transition to a low emission economy thus ensuring these benefits are sustainable for the long term”.<sup>1</sup>

Bradford Council has been challenged by Government to present proposals which reduce levels of Nitrogen Dioxide at locations where limits are currently exceeded within the shortest possible time. SYSTRA was appointed by Bradford Council in May 2019 to provide support with communications and stakeholder engagement for the emerging Air Quality Plan, including consideration of introducing a Clean Air Zone (CAZ).

This report summarises the results of surveys undertaken as part of a second phase of the public consultation, to help inform the Full Business Case by gauging levels of need and the suitability of the proposed support packages, and to gather views of those most likely to be affected.

## 1.2 Methodology

A self-completion on-line survey was chosen in order to tailor often complex information to specific groups, maximise communication channels, reduce delivery and printing costs and to simplify analysis. The survey design drew upon earlier surveys from the first phase of the consultation, as well as previous surveys prepared in Leeds and Sheffield & Rotherham and the Government’s Joint Air Quality Unit (JAQU) guidance. Those with reading or language difficulties were invited to contact the Council with a request for braille or paper versions, which we understand was requested on a handful of occasions.

Government guidance for planning and implementing Clean Air Zones states that drivers of taxis, LGVs and HGVs and local businesses are critical stakeholders as they are most likely to be affected by proposals<sup>2</sup>. The survey and supporting information were structured to address the following groups:

---

<sup>1</sup> Clean Air Zone Framework - Principles for setting up Clean Air Zones in England, DfT/DEFRA, May 2017

<sup>2</sup> Ditto

- General public
- Taxi drivers
- Businesses located in Bradford with a fleet
- Businesses located in Bradford without a fleet
- Coaches

The survey was published on the Council's website for a period of six weeks between Thursday 13<sup>th</sup> February and Thursday 26<sup>th</sup> March and was subsequently extended by two weeks until Wednesday 8<sup>th</sup> April. The Covid-19 outbreak and stay at home order announced on 23<sup>rd</sup> March and cancellation of local elections gave a larger window to complete the consultation.

- Email invitations sent to subscribers for Bradford Council Newsletters;
- Bradford Council website;
- Bradford Council social media channels;
- Press release to Telegraph and Argus and other local news outlets;
- Variable Message signs (VMS) on principal routes in Bradford;
- Public consultation events; and
- Leaflets sent to all Bradford based businesses with business rate letters.

Efforts were subsequently made to boost responses from businesses, both those with and without a fleet, including:

- Telephone calls;
- Meeting with Confederation of Passenger Transport local members;
- Targeted VMS messages to van drivers;
- Emails to Invest in Bradford, and other Ilkley, Airedale and Bradford business networks;
- Emails via the Federation of Small Business, Road Haulage Association and Freight Transport Association; and
- Postcard drops at around 20 local building, plumbing and electrical merchants.

## 1.3 Response Rates and Distribution

A total of 1,637 responses were received, this included 805 members of general public, 744 taxi drivers or owners, 48 businesses with fleet, 33 businesses without fleet, plus a small number of coach operators (7). Eight letters were submitted from local business, taxi and other interest groups in addition to the numbers included in the table below.

### 1.1 Responses per Group

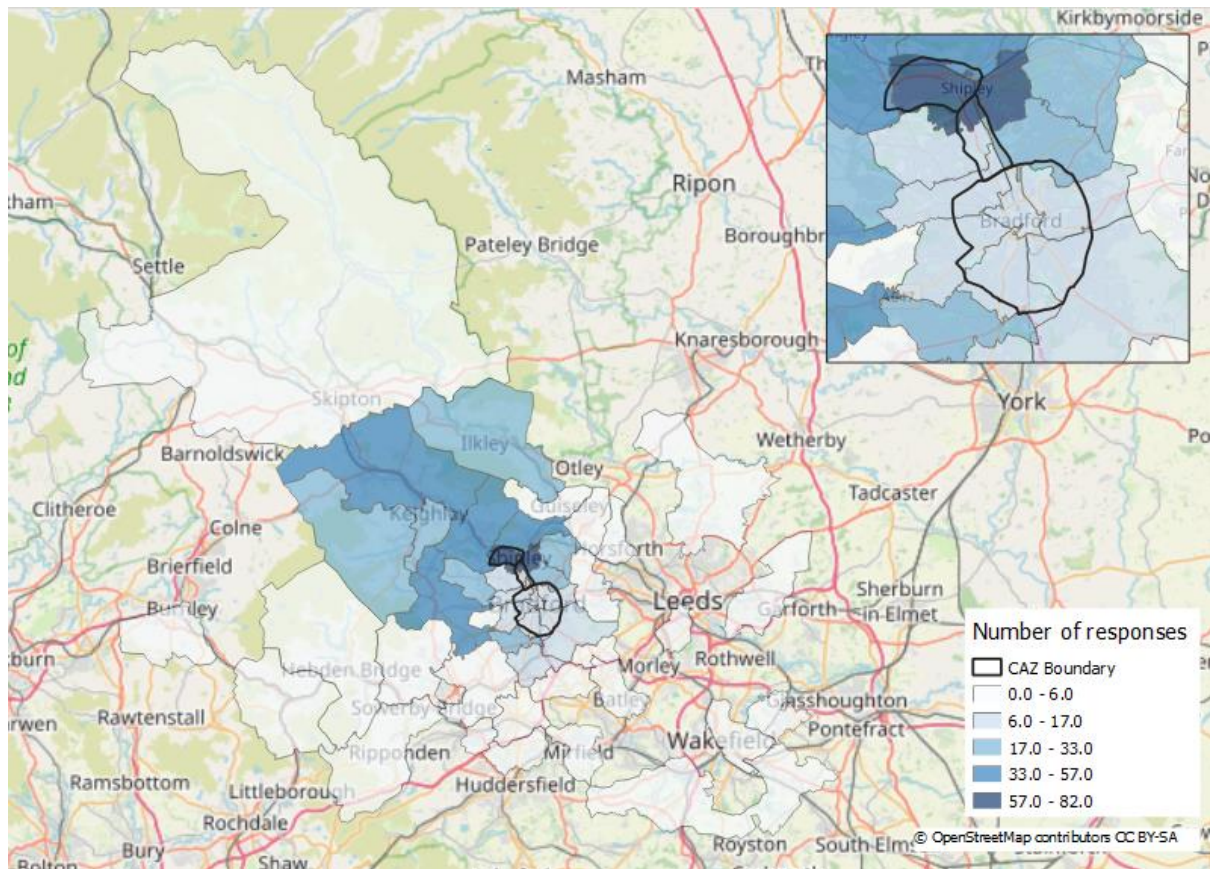
Group	Number of Responses
General public	805
Taxi drivers / owners	744
Businesses with a fleet	48
Businesses without a fleet	33
Coaches	7
<b>Total</b>	<b>1,637</b>

The response rate is encouraging from the general public and from taxi drivers / owners, representing approximately 25% of the trade. Response rates from the general public were much lower than those received in the first phase of the consultation, but this was perhaps to be expected since the proposals do not include private cars in the charging scheme. Some coach owners may have responded as part of the general public survey, but the response rate was too low to draw any robust conclusions from this group.

The wards with the highest number of responses from the general public were Shipley and wards along the Airedale corridor towards Keighley.

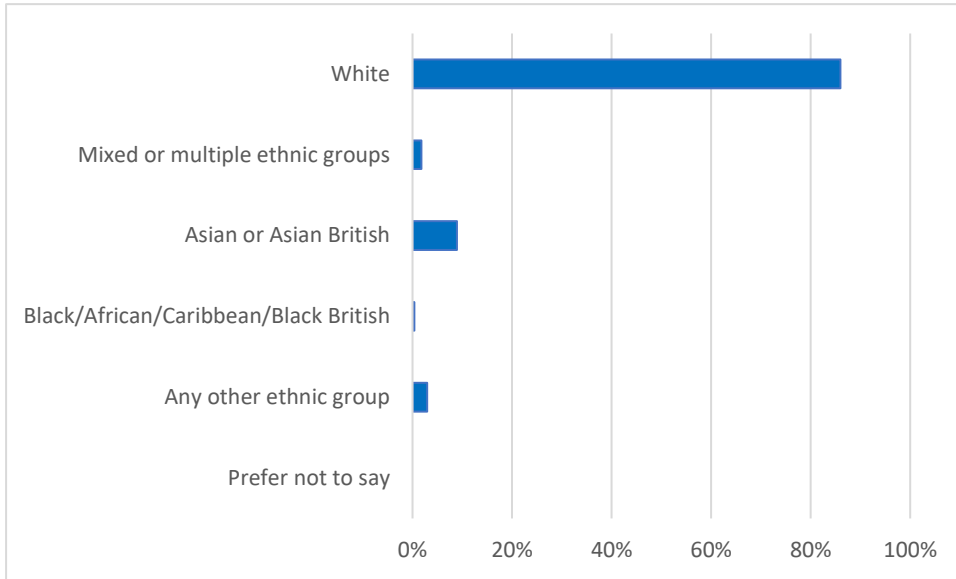


## 1.2 Number of General Public Responses per Postcode

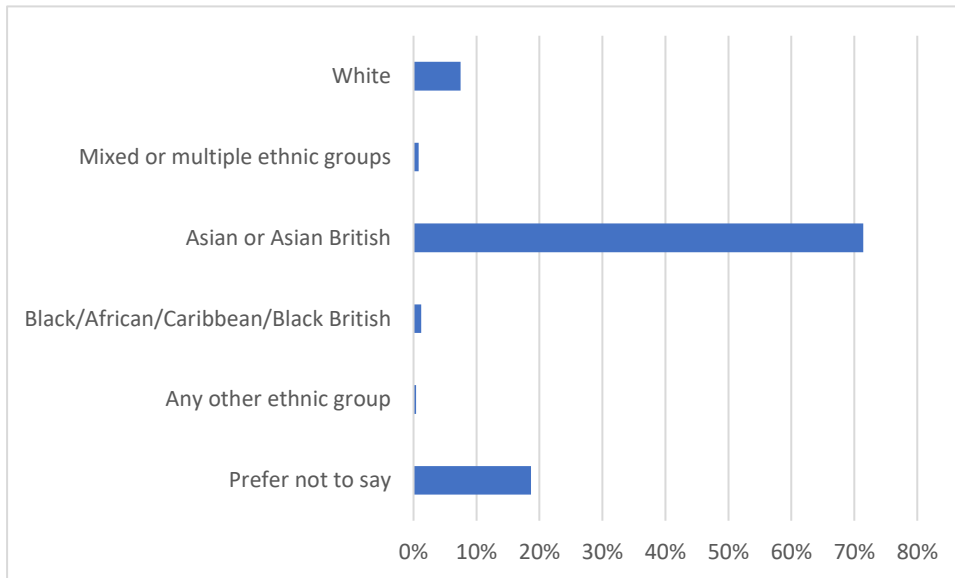


The views of different ethnic groups are reasonably well represented across the total survey numbers although they are skewed within the general public survey. In the general public survey, white respondents accounted for 86% of responses, meaning they were over-represented when compared with 64% represented in the total Bradford population. Amongst taxi drivers who responded, most responses were from non-white drivers or owners (74%) or one third of the overall survey responses.

### 1.3 Ethnicity of General Public responses (n=784)



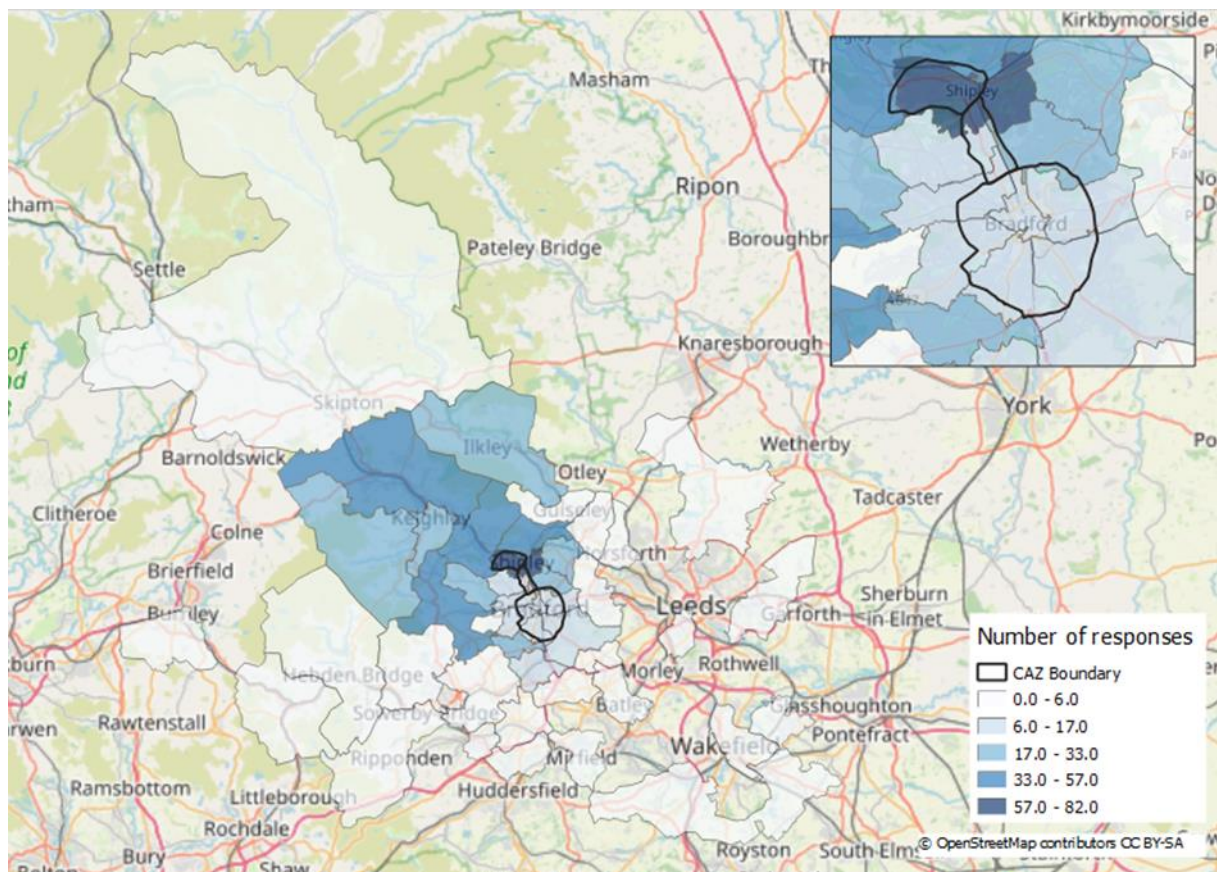
### 1.4 Ethnicity of Taxi Driver responses (n=725)



## 2 General Public Responses

This section discusses results from the general public who completed this survey. The sample size for this group is 805. The home locations of these individuals are mapped in Figure 2.1. As was the case for the first phase of consultation, a higher number of responses were received from Shipley.

### 2.1 Number of Responses per Postcode District – General Public (n=805)



The top three responses when asked how they heard about the consultation were as follows: 31% through email, followed by 19% on Facebook and 14% through variable message signs on the roads.

## 2.2 Air Quality Perceptions

This section summarises how members of the public perceive air quality in Bradford.

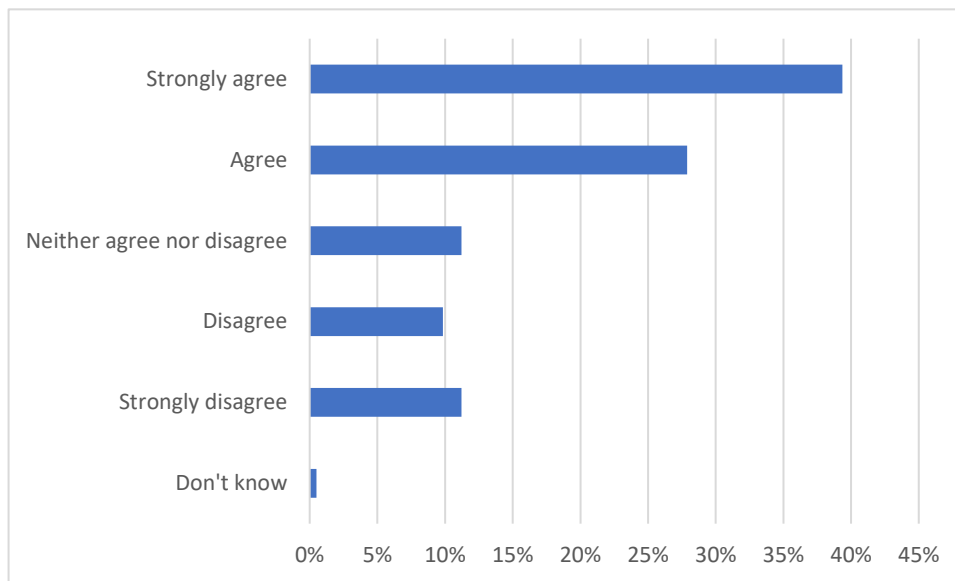
### Support for a Clean Air Zone

The figure below displays to what extent members of the general public agree or disagree with the following statement:

*'Tackling air pollution within the shortest possible timescale should be a priority for the Council'.*



## 2.2 Improving Air Quality – General Public (n=803)

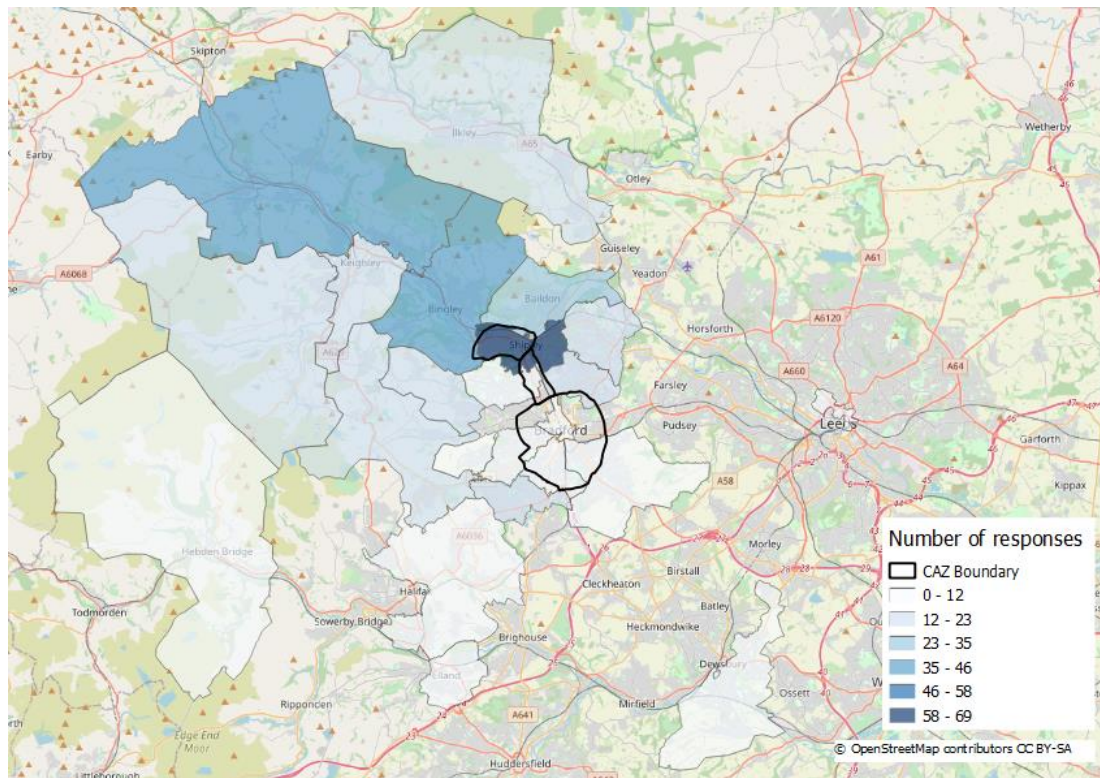


A combined 67% of respondents either agree or strongly agree that improving air quality should be a priority for Bradford Council, with only 21% disagreeing.

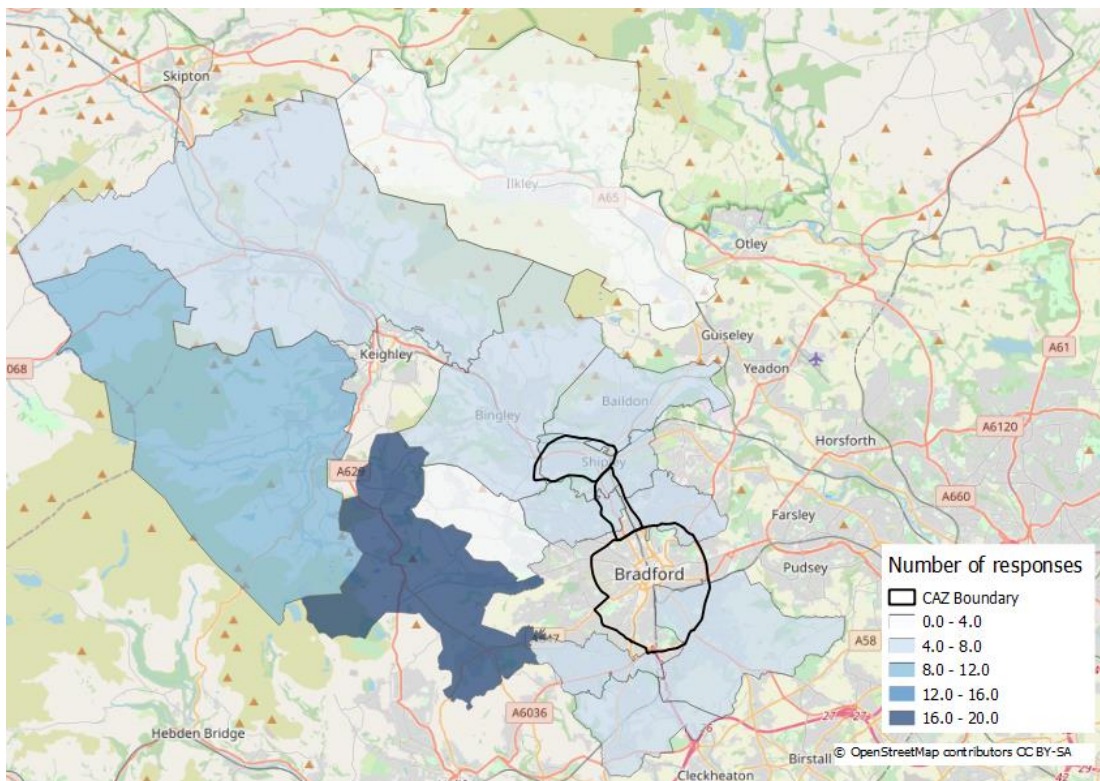
It is perhaps then unsurprising that when asked about the implementation of a Clean Air Zone in Bradford, support levels amongst the general public are high, with 66% responding in favour versus 21% who do not support the idea.

Both the respondents who do and do not support the implementation of a CAZ were mapped to display the distribution of answers across the postcode districts.

### 2.3 Number of 'Supportive' Responses per Postcode District – General Public (n=524)



### 2.4 Number of 'Not Supportive' Responses per Postcode District – General Public (n=168)

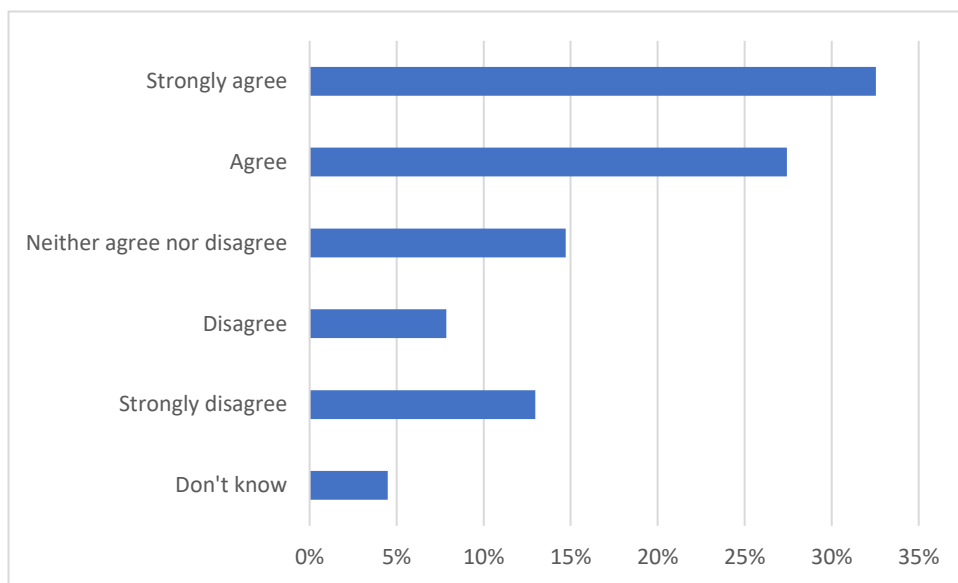


Supportive respondents are most highly concentrated in Shipley and along the Airedale corridor towards Keighley. The non-supportive respondents are most highly concentrated in Queensbury, Thornton/Allerton and Bingley Rural wards.

### Impact on Air Quality

Three fifths of respondents (60%) either agree or strongly agree that the proposed Clean Air Zone would have a positive impact on Bradford’s air quality.

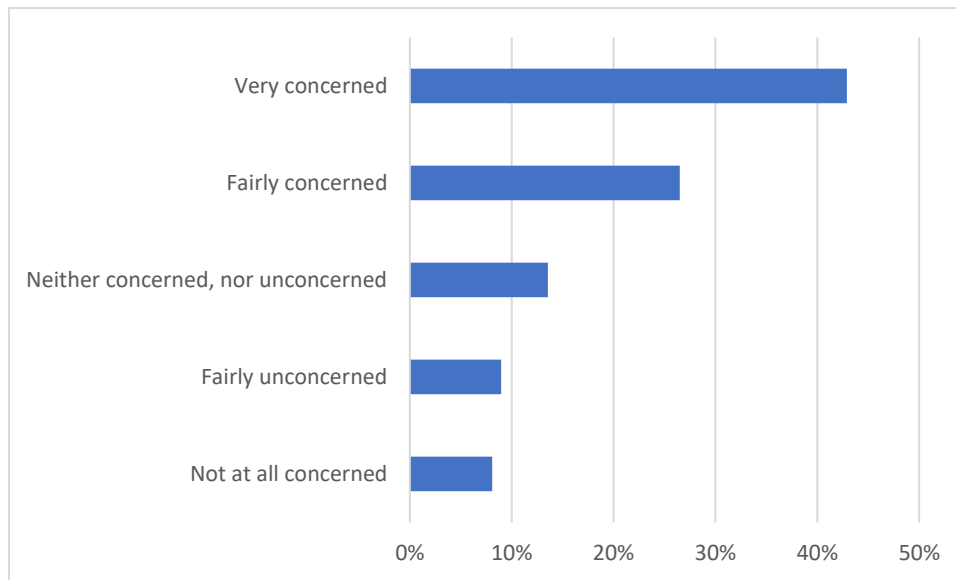
#### 2.5 Extent of Agreement That a CAZ Would Have a Positive Impact on Bradford’s Air Quality – General Public (n=802)



### Level of Concern about Air Quality

Respondents were asked to what extent they are concerned about the levels of air pollution in the Bradford district and what it is that concerns them about the level of air pollution.

2.6 Level of Concern About Air Quality – General Public (n=804)



Over two thirds (69%), were either concerned or very concerned, compared to only 17% who said they are unconcerned.

The location of the individuals who stated that they are concerned are mapped in **Figure 2.7**.



## 2.7 Number of 'Very Concerned' and 'Fairly Concerned' Responses per Postcode District – General Public (n=558)

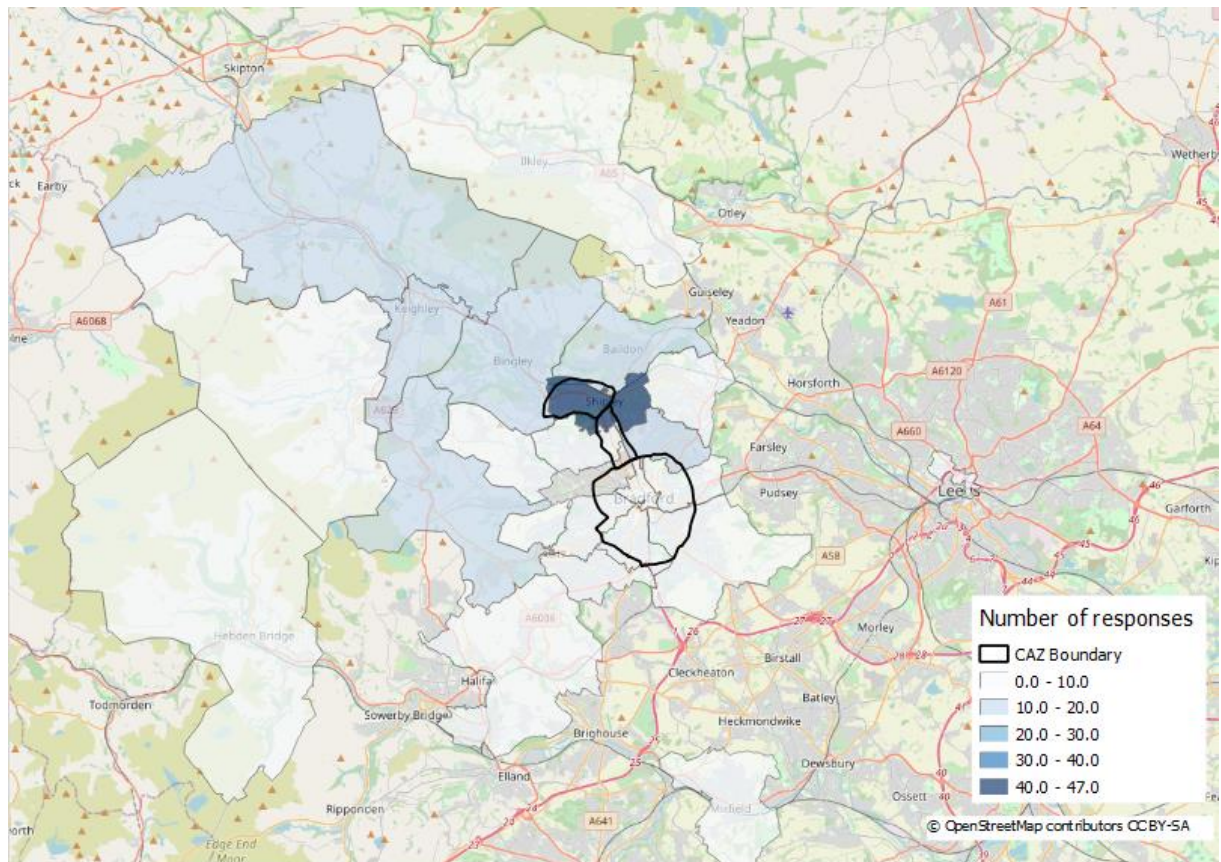
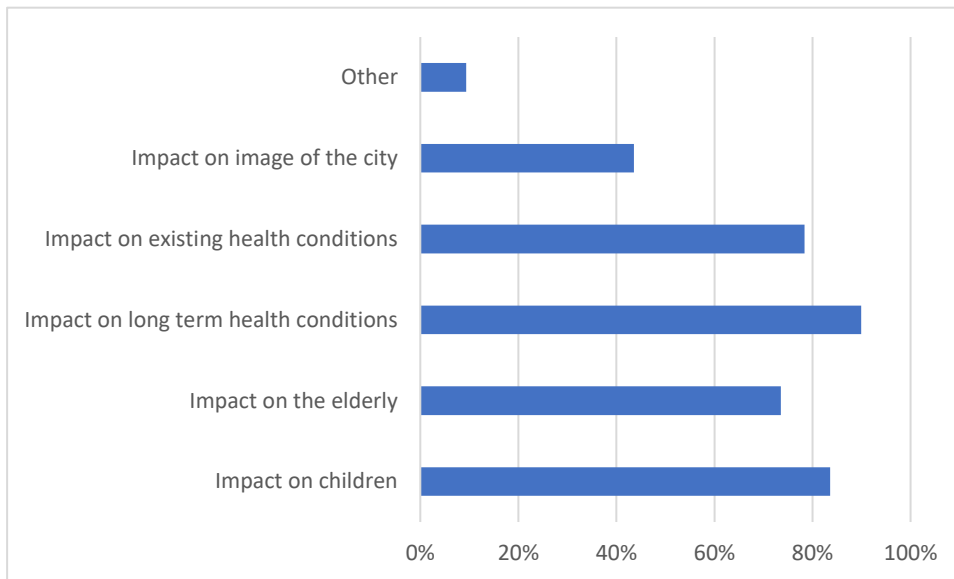


Figure 2.7 shows that the concerns regarding air quality levels in Bradford are spread fairly evenly across the range of impacts presented. Residents are most concerned about the impact on long-term health conditions with 90% selecting this option, followed by the impact on children (84%), existing health conditions (78%) and the elderly (74%). Less people indicated concerns about the image of the city (44%). Of those that selected 'other', around half left comments related to concerns about the impact of air quality on the natural environment and wildlife.

## 2.8 Concerns about Air Quality Levels – General Public (n=555)



## 2.3 Car Use

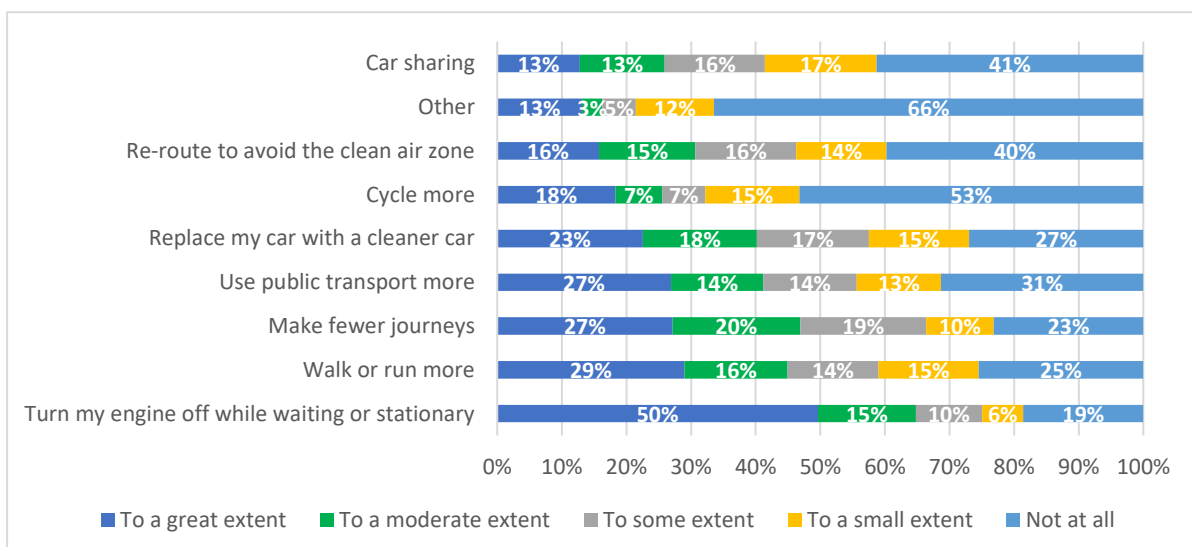
This section summarises the details surrounding car usage of members of the general public that responded to this survey.

Of those that responded, 92% said that they drive or have access to a car.

### Response to Poor Air Quality

Members of the general public were presented with a range of actions and asked, although private cars are exempt from the CAZ charges, to what extent does the Clean Air Zone and their concern about poor air quality encourage them to undertake any of those actions.

## 2.9 Response to Poor Air Quality – General Public (n=678)



Responses to this question were varied, with between 26% and 65% of respondents encouraged to undertake each action to a great or moderate extent. The most likely action to be undertaken by residents in response to poor air quality is turning their engine off with 50% selecting 'to a great extent' for this option, followed by around a quarter selecting walk or run more, making fewer journeys, using public transport more and replacing their car. Respondents were less likely to car share or cycle more.

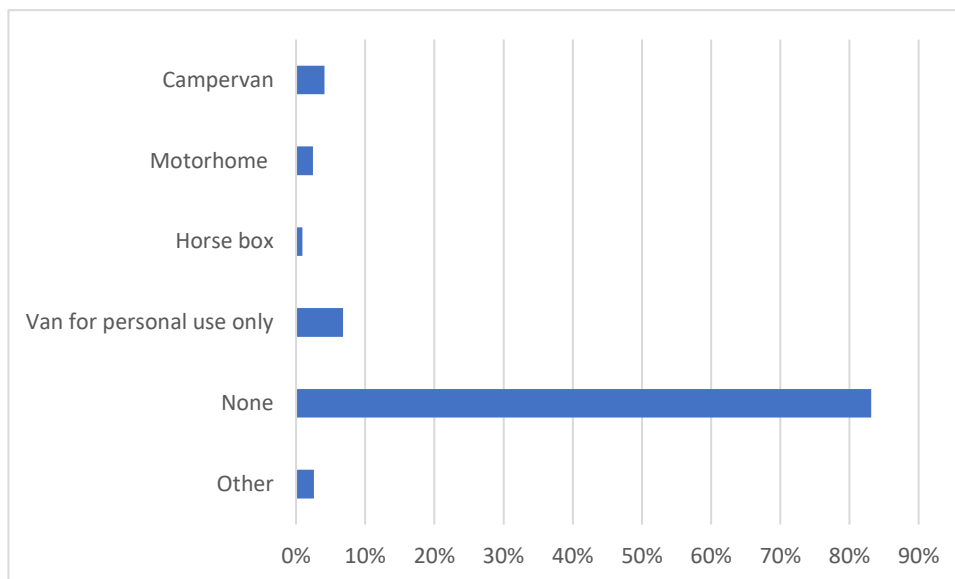
For those that responded 'Other' and specified an action, themes within these answers included:

- Better planning of journeys to reduce the number of unnecessary trips.
- Improved driving techniques (less rapid accelerating etc.).
- Buy more from businesses that use less polluting vehicles.
- Appeal against construction of new developments which lead to higher levels of traffic in the city.
- Work from home more to reduce the need for travel.

### **Ownership of Chargeable Vehicles**

Members of the public were asked whether they operate any of a selection of vehicles that may be subject to a charge for personal use. Whilst the vast majority (83%) stated that they do not operate any of these vehicles, there was a small selection who stated that they do.

Comments made after selecting 'Other' referred to LGV unit and trailer, minibus for charity and a selection of classic lorries used for shows and enthusiast events.



Of the respondents who operate a vehicle that may be chargeable, 88% said the weight of their vehicle is up to 3.5 tonnes and 12% over 3.5 tonnes.

## 2.4 Clean Air Zone Proposals

This section details views of the members of the public regarding Bradford’s Clean Air Zone proposal.

### Geographical Area of the Proposed CAZ

The general public were shown a diagram of the proposed charging area, including all the locations which currently exceed the legal limits. Views were sought on the extent to which they agree that the proposed Clean Air Zone covers the right area.



2.13 Views on the Geographical Area of the Proposed CAZ – General Public (n=788)

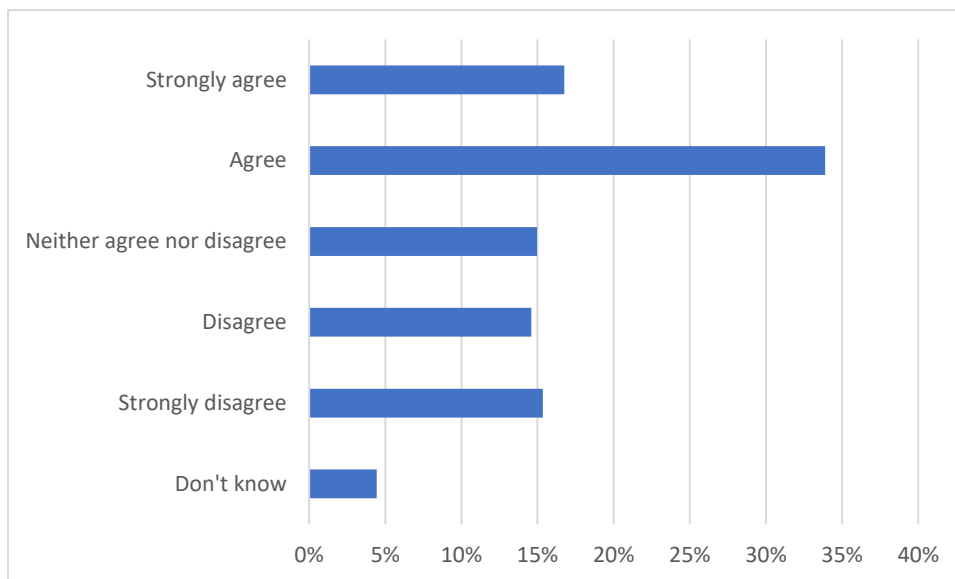


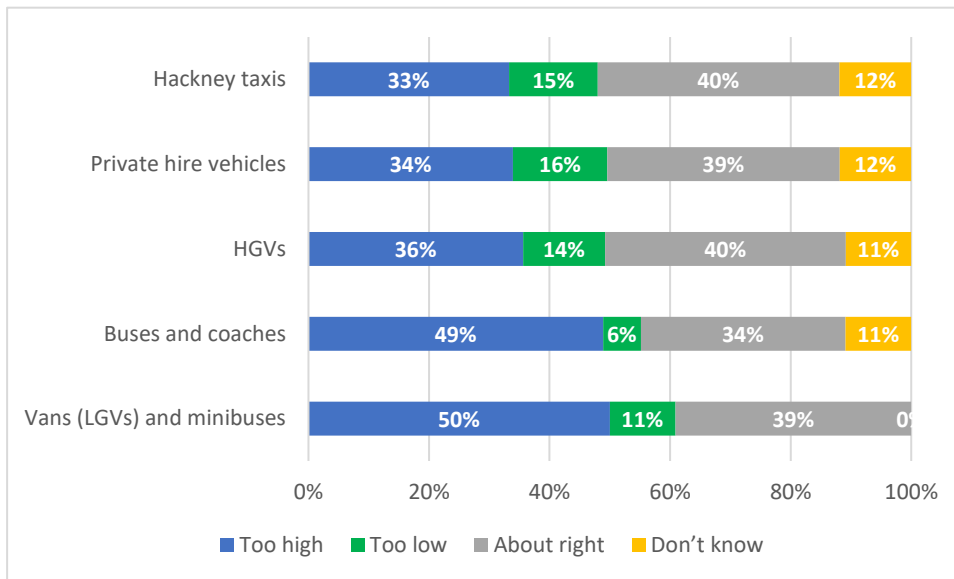
Figure 2.13 suggests that over half of respondents agree with the proposed CAZ boundary, whilst just under a third disagree.

When asked, only 26% of respondents stated that they live inside the proposed CAZ boundary, while 70% said they do not. The remainder (4%) may have been unsure.

**Proposed Level of Daily Charge**

Respondents were asked what they think about the proposed level of charge for different non-compliant vehicles.

## 2.14 Views on the Proposed Daily Charge – General Public (n=769)



Half of all respondents considered the charge to be too high for buses and coaches (49%) as well as vans (LGVs) and minibuses (50%). Within a later question that offered a free text reply, multiple respondents stated a preference for vans (LGVs) and minibuses to be considered in separate categories as they have differing views for each.

Around two-fifths of respondents considered the proposed level of charge to be about right for each category of non-compliant vehicle.

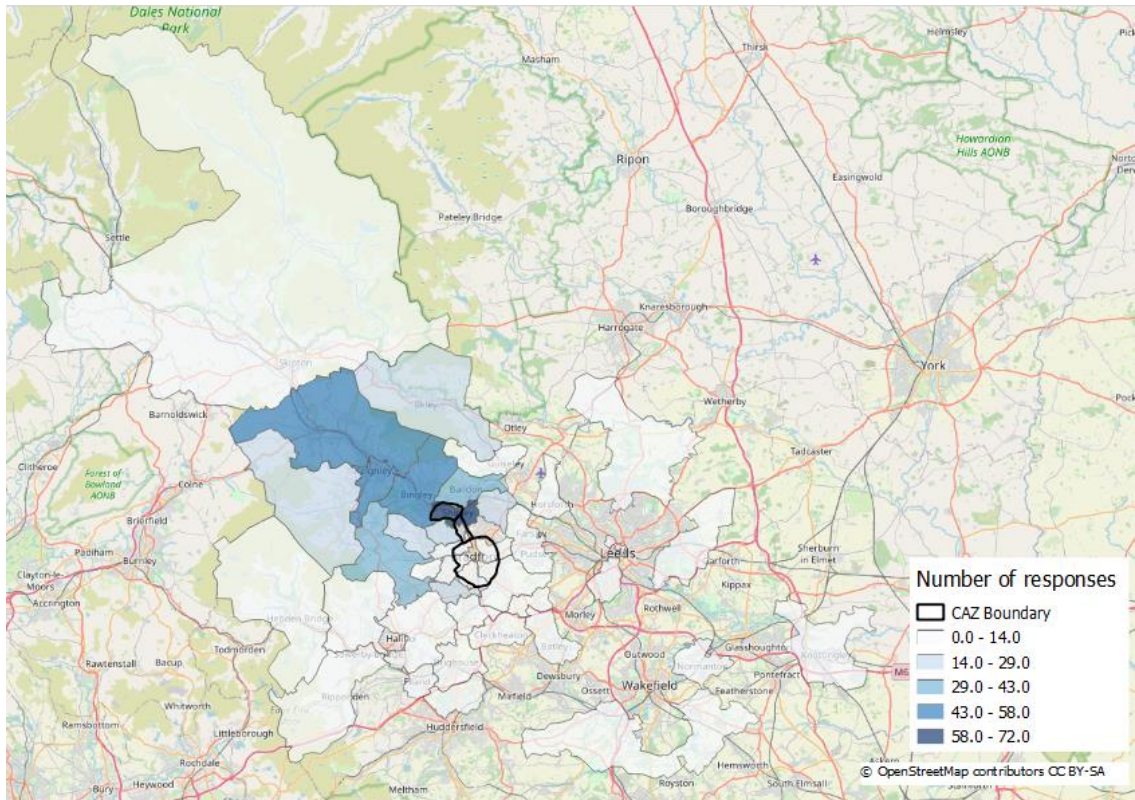
### Electric Bus Routes

The majority (85%) of respondents stated that they would support the introduction of full electric bus routes at some locations in the Bradford district to improve air quality.

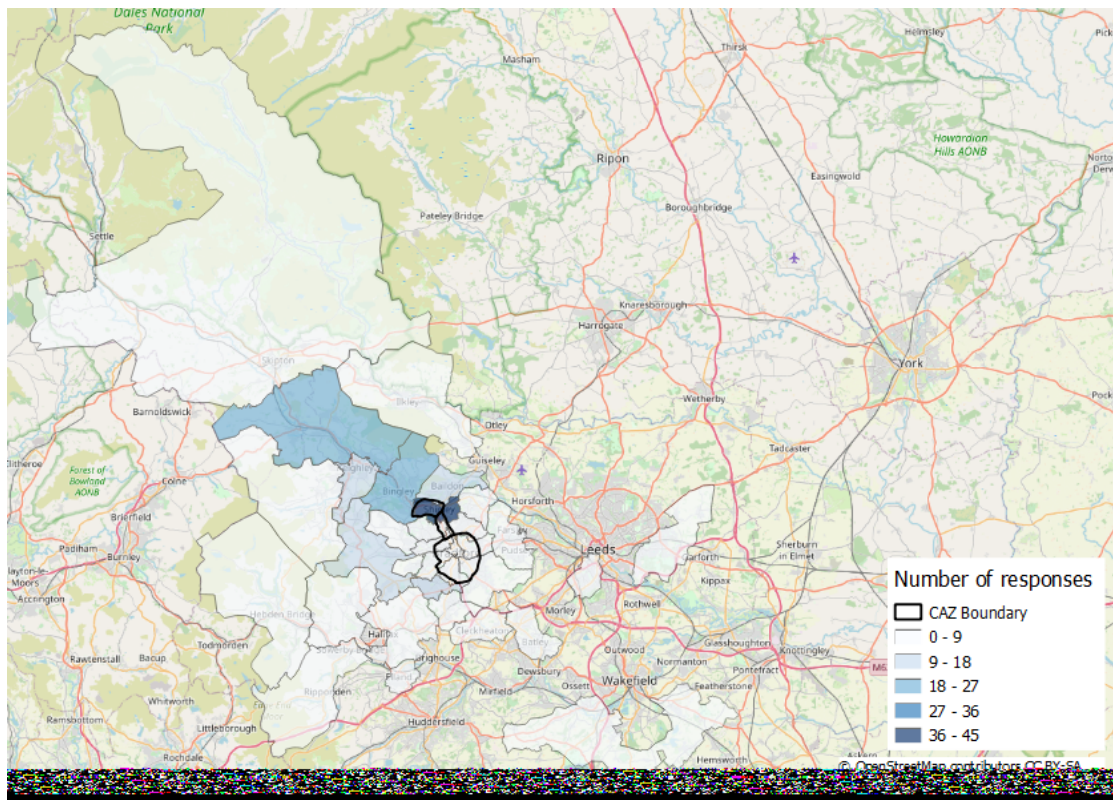
When asked if they would be more inclined to use public transport if more bus routes were electrified, the responses were positive, with 41% selecting 'yes', but only by a small margin, as 33% selected 'No' and 26% were unsure.

The respondents who support the introduction of electric bus routes and those who said if more bus routes were electrified, it would make them more inclined to use public transport were mapped to display the distribution of answers across the postcode districts.

### 2.15 Number of 'Yes' Responses per Postcode District (Support for Electric Bus Routes) – General Public



### 2.16 Number of 'Yes' Responses per Postcode District (Use of Electric Bus Routes) – General Public



## Park and Ride Facility

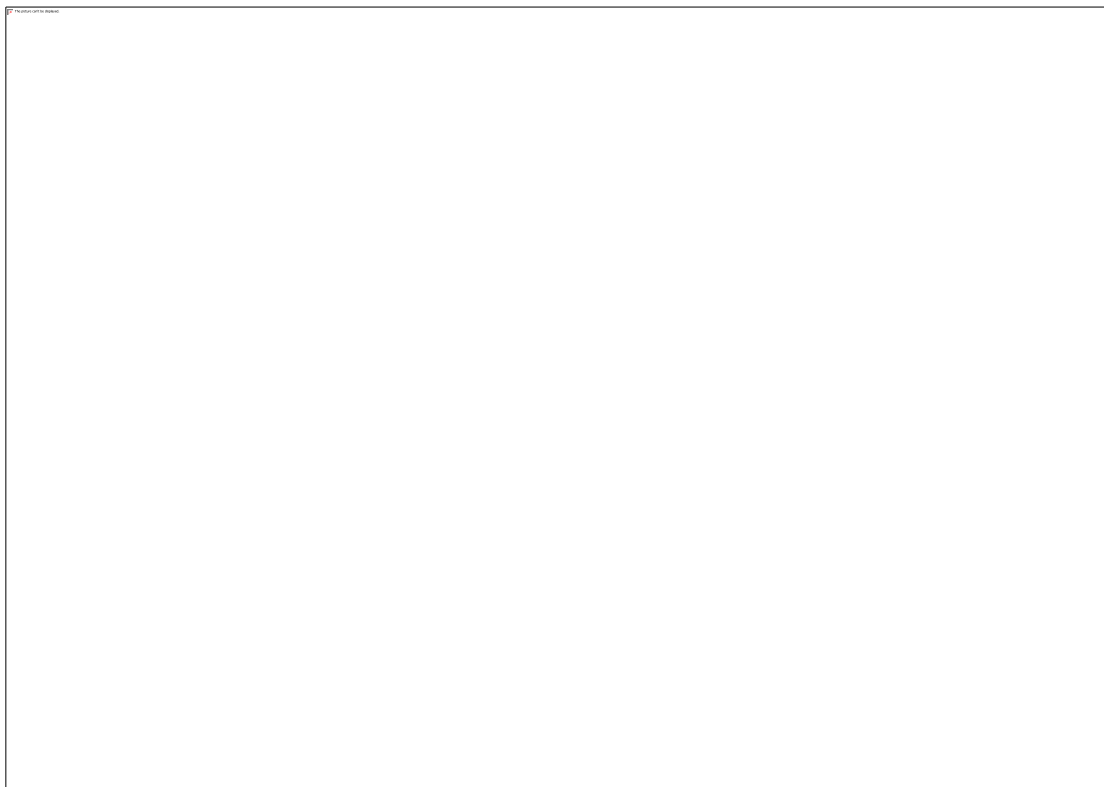
Members of the general public were presented with the details of the proposal for a 1,000 space Park and Ride facility off the M606 at Euroway / Staithgate Lane / Odsal, intended to reduce traffic on some roads with the highest concentration of air pollution.

Over two-thirds (65%) of respondents stated that they would support the implementation of this new Park and Ride site.

When asked if they would use Park and Ride instead of driving into Bradford, the results were less positive. Just over half of all respondents stated this question to be applicable to them (450 of 801 respondents). Of those people, 16% said they would use the facility, compared with 19% who were unsure and 66% who said they would not use the facility as an alternative to driving into Bradford.

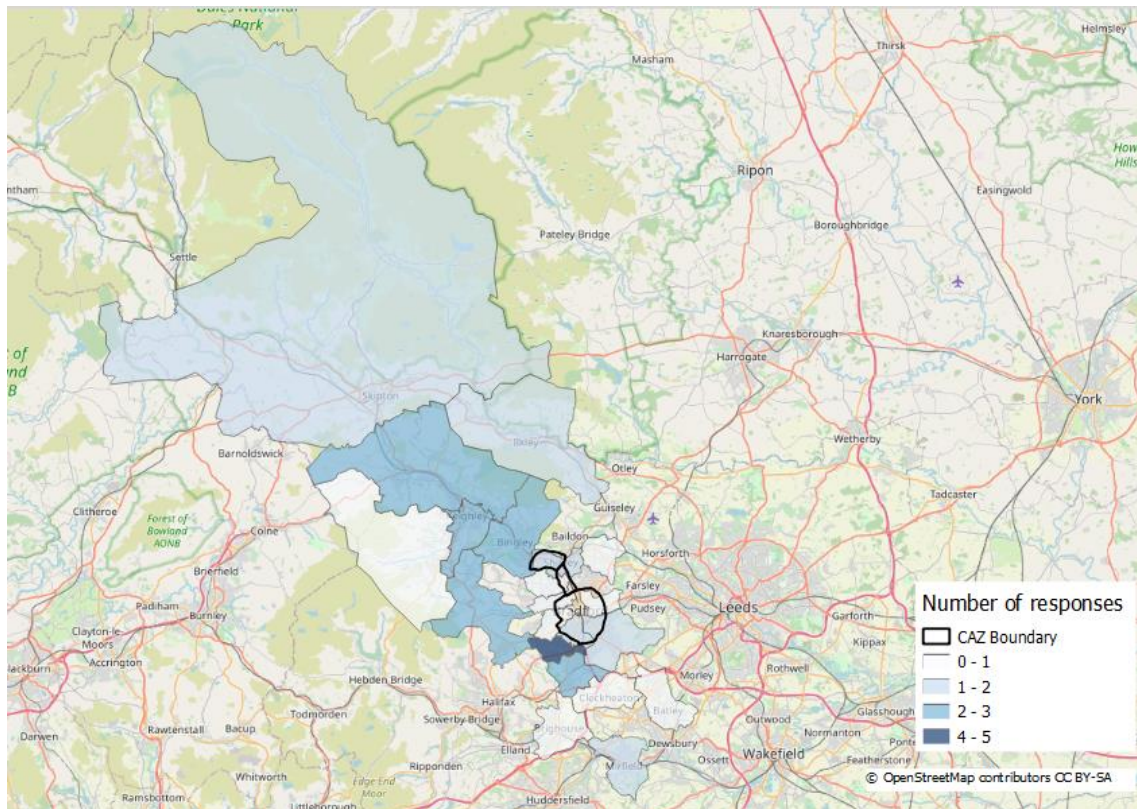
The respondents who support the introduction of the Park and Ride facility and those who said they would be likely to use it instead of driving into Bradford were mapped to display the distribution of answers across the postcode districts. Respondents living in Odsal, Wibsey, Low Moor and Birkenshaw were most likely to use a new Park and Ride service.

### 2.17 Number of 'Yes' Responses per Postcode District (Support for Park and Ride) – General Public





## 2.18 Number of 'Yes' Responses per Postcode District (Use of Park and Ride) – General Public



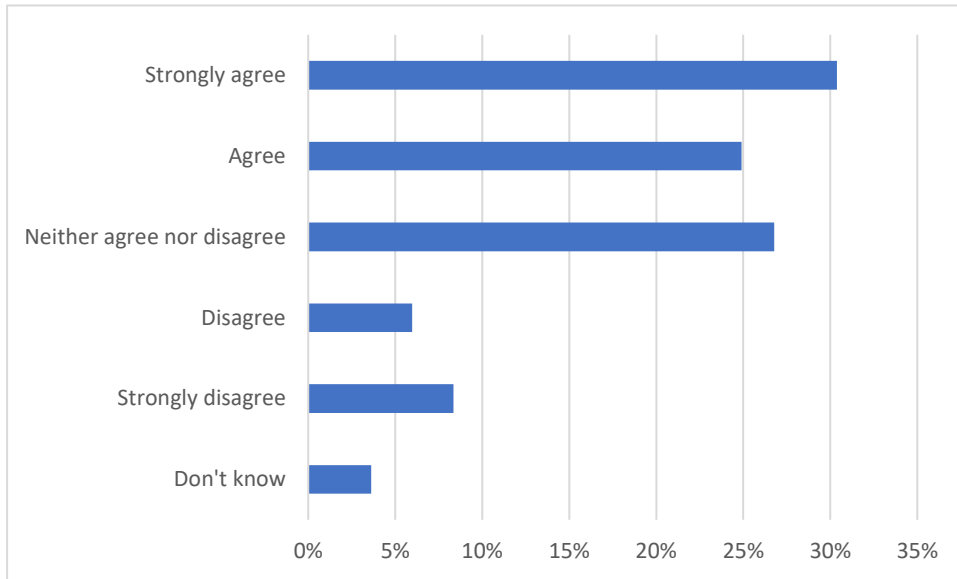
### Electric Taxi Vehicles

The general public were then told about a further proposal to provide incentives to upgrade 30% of the taxi fleet to electric vehicles, leading to the introduction of an all-electric standard for taxis by 2028.

They were asked to what extent they agree or disagree with the following statement:

*'I would be more likely to book an all-electric taxi compared to a petrol or diesel only taxi.'*

**2.19 Likelihood of Booking an All-Electric Taxi – General Public (n=803)**

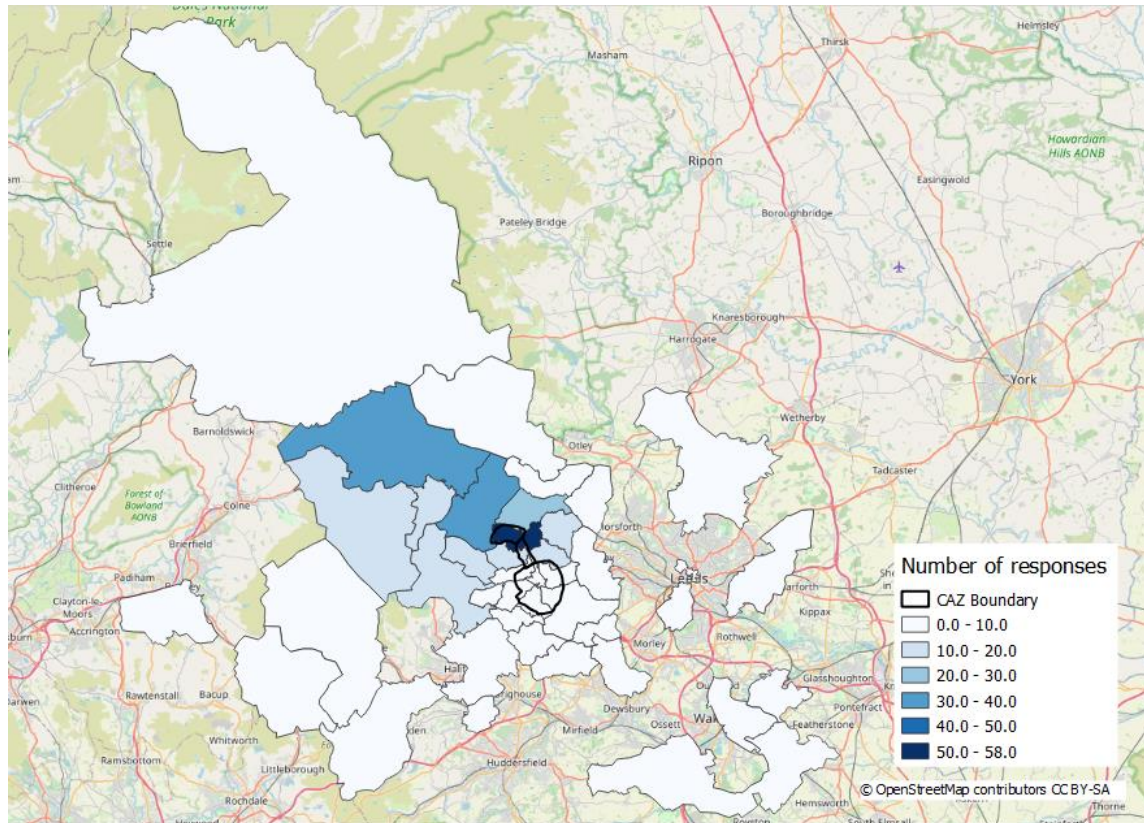


Over half of all respondents (55%) said they would either agree or strongly agree with the statement. A much lower proportion (14%) said they disagree and 27% said they neither agree or disagree.

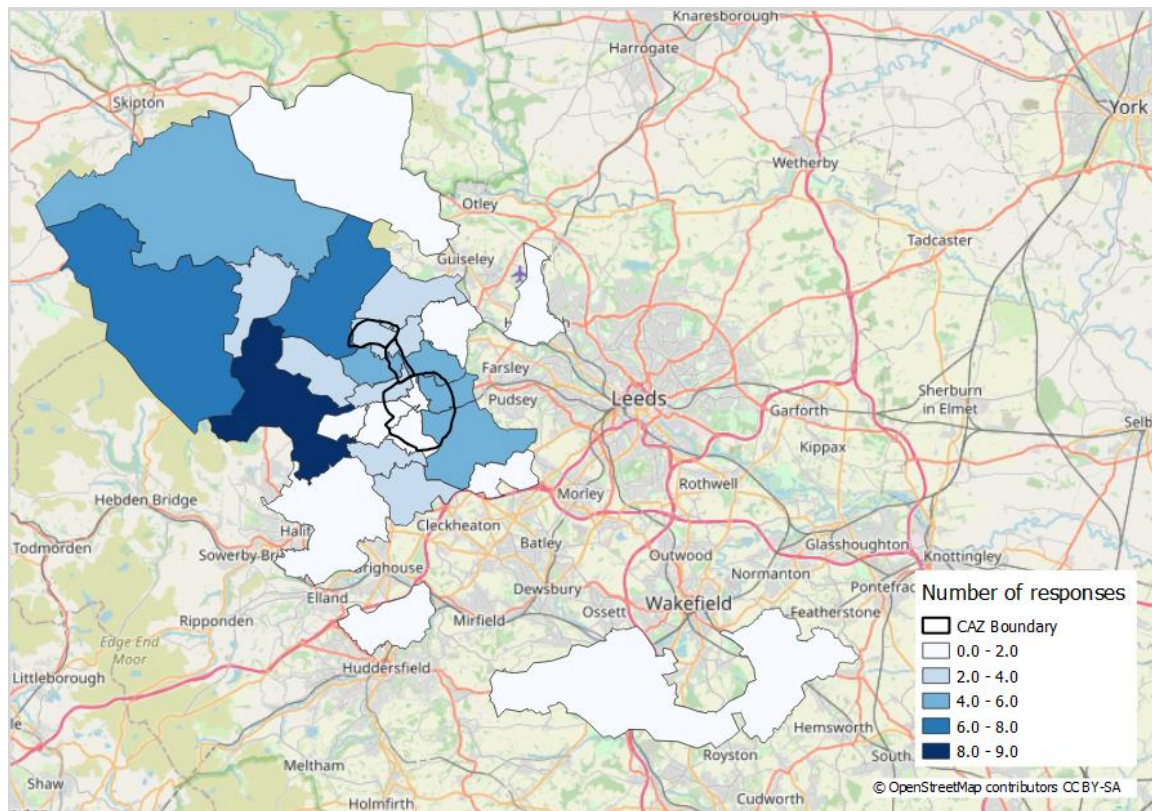
Responses to this question were mapped to display the distribution of answers across the postcode districts. Respondents from Shipley were most likely to book an all-electric taxi.



## 2.20 Likelihood of Booking an All-Electric Taxi – Strongly Agree or Agree – General Public



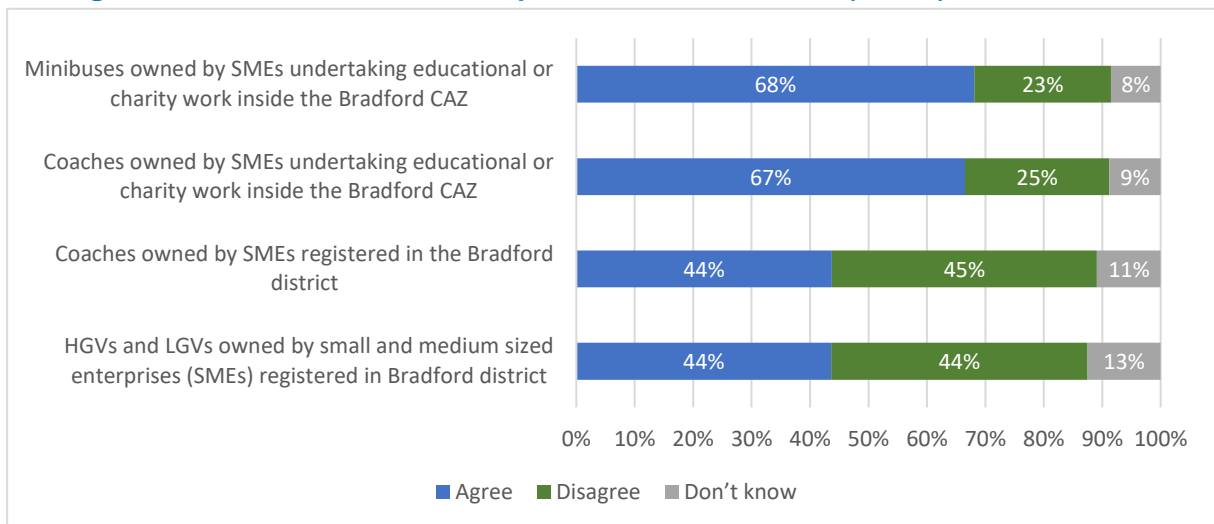
## 2.21 Likelihood of Booking an All-Electric Taxi – Strongly Disagree or Disagree – General Public



## Exemptions

As part of the CAZ proposals, certain vehicles will be exempt from paying the charges in line with national Government guidance. The general public were asked whether they agree or disagree with Bradford Council's proposals to exempt a selection of additional vehicles.

### 2.22 Agreement with Additional Exemptions – General Public (n=778)



Just over two thirds (67-68%) of respondents believed that minibuses and coaches owned by SMEs that undertake charity work within the Bradford CAZ should be exempt from paying the charge. However, opinions about coaches, HGV's and LGV's owned by SMEs in the Bradford district being exempted were almost equally divided.

## 2.5 Impacts of the Clean Air Zone

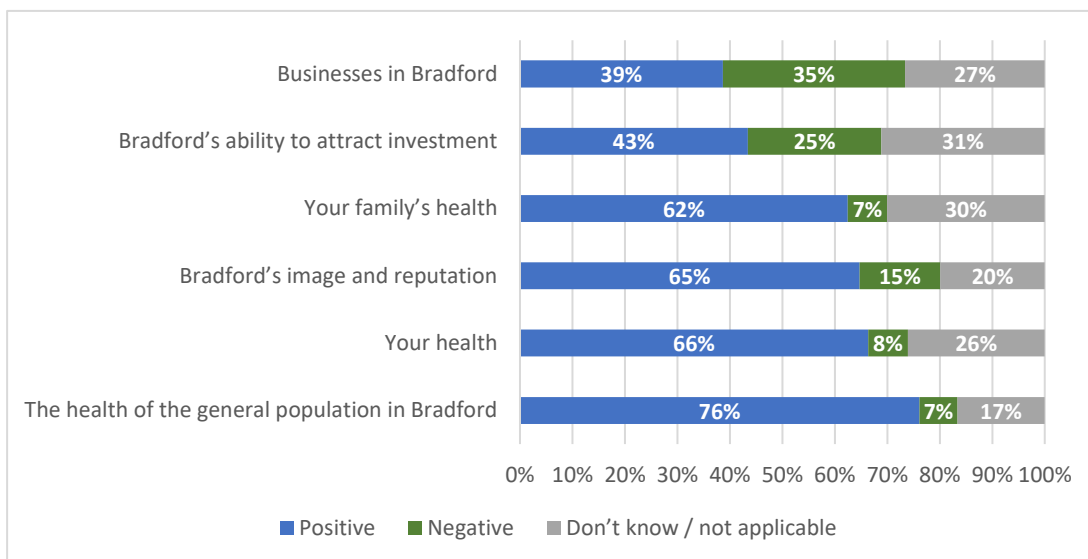
This section summarises the results of how awareness of air quality issues and the Clean Air Zone may change travel behaviour in Bradford.

### Overall Impact of the Clean Air Zone

The general public were presented with a series of considerations and asked their opinion about the likely impact if a Clean Air Zone was introduced.



## 2.23 Overall Impact of Clean Air Zone – General Public (n=775)

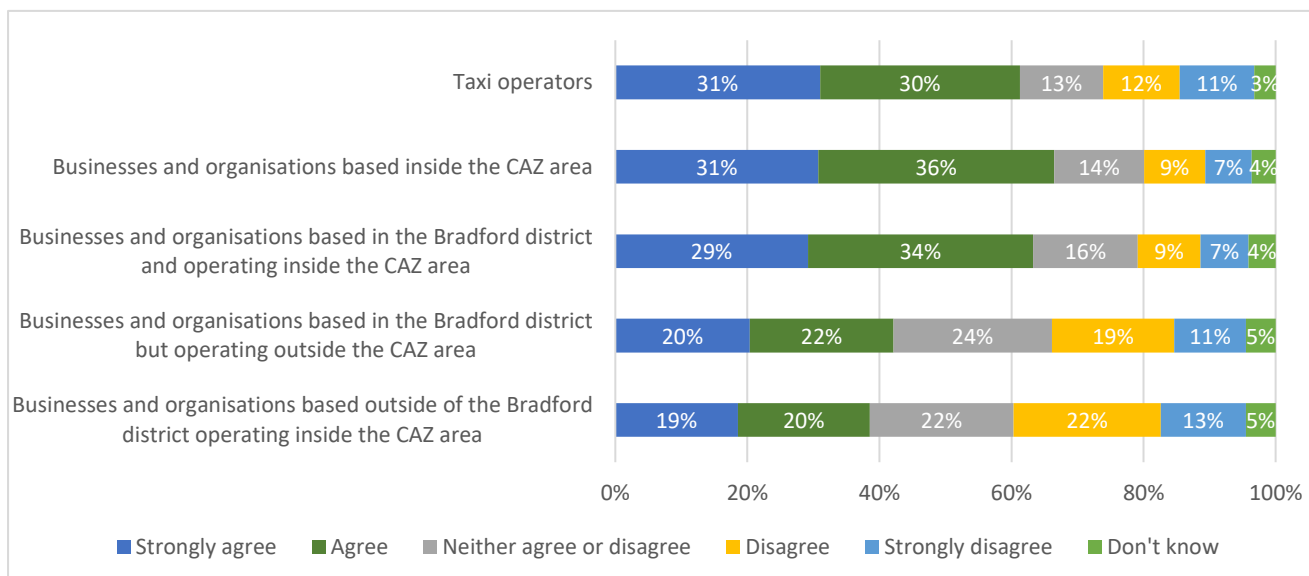


**Figure 2.23** Opinion was divided as to whether the introduction of a CAZ would have a positive (39-43%) or negative impact (25-35%) on businesses and the city's ability to attract investment. Opinion was much more positive about the impact on health and Bradford's image and reputation; between 62% and 76% felt there would be a positive impact.

### Financial Support

Respondents were asked to what extent they agree or disagree with financial support for businesses and organisations (including their location) and taxi operators. This could take the form of a grant for a cleaner vehicle for example.

## 2.24 Availability of Financial Support – General Public (n=781)

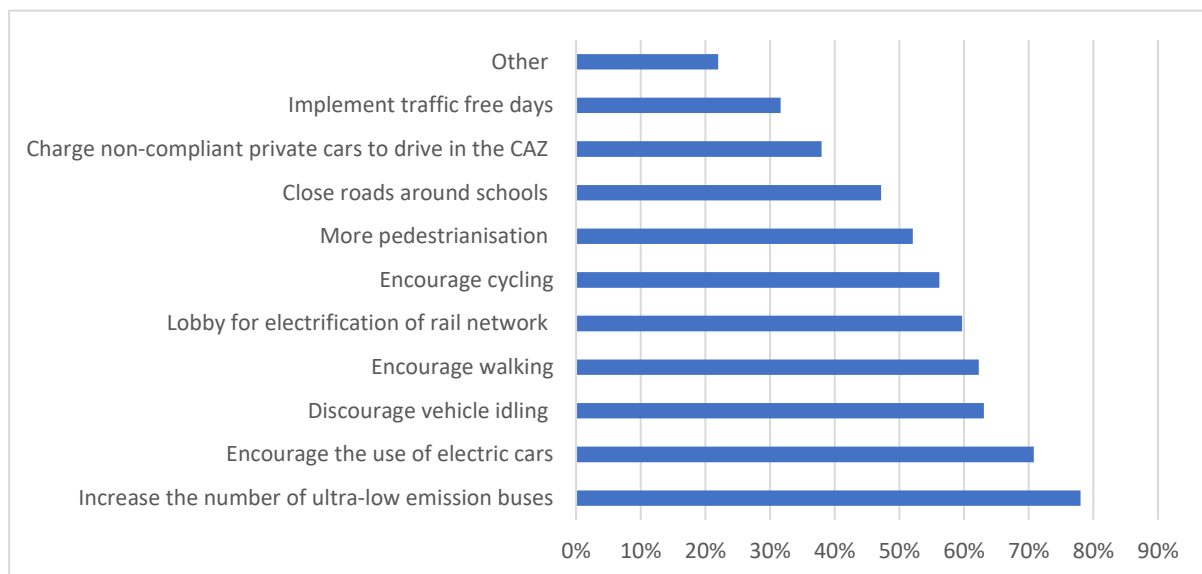


Over 60% of respondents either agree or strongly agree that financial support should be provided to taxi drivers, businesses based inside the CAZ area and businesses that are based in the Bradford district and operating inside the CAZ area. There was less agreement that those based in the District operating outside the CAZ and those based outside the District operating in the CAZ should benefit from financial support.

### Actions to Improve Air Quality

Members of the public were presented with a series of actions which could improve air quality in the Bradford district and asked to select which should be taken. Of the 774 members of the public who responded to this question, over three quarters (78%) selected increasing the number of ultra-low emission buses, followed by 71% selecting the encouragement of electric car use, and then 63% were in favour of discouraging vehicle idling. The options selected by fewest respondents were traffic-free days (32%) and charging non-compliant private cars to drive in the CAZ (38%).

#### 2.25 Actions to Improve Air Quality – General Public (n=774)



For those that responded ‘Other’ and specified an action, themes within these answers included:

- Stop the development of the proposed waste to energy incinerator in Keighley. Many respondents feel this undermines efforts to improve air quality.
- Additional Park and Ride projects – suggested sites include Cottingley, Shipley and Baildon.
- Prevent development on green spaces across the city.



- Greater enforcement of traffic laws to reduce levels of dangerous and anti-social driving.
- Improvements made to cycling infrastructure to make it safer for cyclists.
- Placing a ban on parking around schools.
- Free parking for electric cars.
- Encourage businesses to offer incentives to their employees to work from home where possible.

## 2.6 Views on What Additional Information Would Be Helpful

Overall, respondents were happy that answering this survey has given them the opportunity to make informed comments about the proposals with 65% answering positively, less than a quarter taking the opposite view, and the rest (11%) unsure.

The main comments about additional information that may have helped were:

- Details of current pollution levels in the city and the target levels
- More information about the health impacts of current pollution levels.
- A timeline of the CAZ implementation.
- Explanation of the geographical basis of the proposed zone boundaries.
- An indication of how many vehicles and businesses are likely to be affected by the introduction of the CAZ.
- Clearer definition of 'Euro 5 and Euro 6 compliant' so people can understand whether any vehicles they own may be charged.
- What the money raised from the CAZ will be spent on.
- Information on whether non-compliant vehicles that are carrying disabled blue badge holders will be allowed an exemption
- What Bradford Council will do if the CAZ doesn't bring air pollution levels down to the desired levels and how they will ensure air quality problems are not transferred to surrounding areas as a result of people diverting around the CAZ boundary.

Just under a fifth of respondents (144) also used this question as an opportunity to provide more free-text comments about specific concerns they had regarding the proposals. Some of the prominent themes evident within the comments were (*the figure in brackets refers to the percentage of comments that theme is mentioned within*)

- A feeling that the CAZ should not be implemented in isolation and Bradford Council should also be focusing on additional measures that could be taken to improve air quality. These measures largely focused upon better traffic management in the city, widespread improvements to the road network and creating a more integrated, reliable and affordable public transport network to enable it to be a viable alternative to private car use (26%).
- Many respondents are worried about the possibility of areas outside of the current proposed CAZ boundary developing air quality problems and experiencing higher levels of traffic due to people diverting around the CAZ boundary to avoid the charge (66%).
- Concern about the impact of introducing a Clean Air Zone on the Bradford economy (17%).
- Worries about the costs of the CAZ being passed on to consumers by both businesses and bus companies (10%).
- The development of a waste to energy incinerator which contradicts the Clean Air proposals for Bradford (15%).





breathe better  
**BRADFORD**