

## GMCA OVERVIEW & SCRUTINY COMMITTEE

**DATE:** Wednesday, 24th August, 2022

**TIME:** 1.00 pm – 3.00 pm

**VENUE:** The Tootal Buildings - Broadhurst House , 1st Floor, 56  
Oxford Street, Manchester, M1 6EU

### AGENDA

1. **APOLOGIES**
2. **CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**
3. **DECLARATIONS OF INTEREST**

1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours in advance of the meeting.

<b>BOLTON</b>	<b>MANCHESTER</b>	<b>ROCHDALE</b>	<b>STOCKPORT</b>	<b>TRAFFORD</b>
<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

Please note that this meeting will be livestreamed via [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk), please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

- 4. MINUTES OF THE MEETING HELD ON 27 JULY 2022** 5 - 16
- To consider the approval of the minutes of the GMCA Overview & Scrutiny Committee meeting held on 27 July 2022.
- 5. GREATER MANCHESTER STRATEGY - GREENER FOCUS** 17 - 48
- Presentation of Cllr Martyn Cox, Portfolio Lead for the Green City Region and Mark Atherton, Director of Environment, GMCA.
- 6. BEE NETWORK AND LOW CARBON AMBITIONS** 49 - 60
- Report of Simon Warburton, Director of Strategy, TfGM.
- 7. GM BUS SERVICE IMPROVEMENT PLAN - BUS FARES - TO FOLLOW**
- Report of Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.
- 8. DEVOLUTION TRAILBLAZER UPDATE** 61 - 70
- Report of John Wrathmell, Director of Economy Strategy & Policy, GMCA.

## **9. FUTURE MEETING DATES**

- Wednesday 28 Sept 1-3pm
- Wednesday 26 Oct 1-3pm
- Wednesday 23 Nov 1-3pm
- Wednesday 14 Dec 1-3pm
- Wednesday 25 Jan 1-3pm
- Wednesday 22 Feb 1-3pm
- Wednesday 29 Mar 1-3pm

For copies of papers and further information on this meeting please refer to the website [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following

Governance & Scrutiny Officer: Ninoshka Martins

✉ [ninoshka.martins@greatermanchester-ca.gov.uk](mailto:ninoshka.martins@greatermanchester-ca.gov.uk)

This agenda was issued on 16.08.2022 on behalf of Julie Connor, Secretary to the  
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,  
Manchester M1 6EU

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Declaration of Councillors’ Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

## Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

**You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:**

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

**Failure to disclose this information is a criminal offence**

**Step One: Establish whether you have an interest in the business of the agenda**

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

## **Step Two: Determining if your interest is prejudicial**

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

### **For a non-prejudicial interest, you must:**

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

#### **To note:**

1. You may remain in the room and speak and vote on the matter
2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

### **For prejudicial interests, you must:**

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

#### **You must not:**

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,  
participate in any vote or further vote taken on the matter at the meeting.

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## MINUTES OF THE MEETING OF THE GMCA OVERVIEW & SCRUTINY COMMITTEE HELD ON 27 JULY 2022 AT THE GMCA OFFICES

### PRESENT:

Bolton	John Walsh (Chair)
Bury	Nathan Boroda
Bolton	Hamid Khurram
Bolton	Champak Mistry
Manchester	Greg Stanton
Manchester	Mandie Shilton Godwin
Manchester	John Leech
Oldham	Colin McLaren
Rochdale	Umar Nasheen
Rochdale	Tom Besford
Salford	John Mullen
Salford	Jim King
Salford	Alex Warren
Stockport	Elise Wilson
Stockport	Amanda Peers
Tameside	Naila Sharif
Trafford	Barry Brotherton
Wigan	Joanne Marshall
Wigan	Kath Houlton

### ALSO IN ATTENDANCE:

Stockport	Mike Hurleston
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### OFFICERS IN ATTENDANCE:

GMCA	Eamonn Boylan
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GMCA	Julie Connor
GMCA	Simon Nokes
GMCA	Alison Gordon
GMCA	Nicola Ward
GMCA	Ninoshka Martins

## **O&SC 01/22**

## **APOLOGIES**

No apologies for absence were received.

## **O&SC 02/22**

## **APPOINTMENT OF CHAIR**

Julie Connor, Assistant Director, GMCA opened the meeting and invited nominations for the appointment of Chair. Councillor John Walsh was nominated and this was seconded.

Councillor John Leech expressed his concerns about the need for a Vice Chair of the Committee to assist the workload of the Chair.

## **RESOLVED /-**

That Councillor John Walsh (Bolton) be appointed as the Chair of the GMCA Overview & Scrutiny Committee for the 2022/23 municipal year.

## **O&SC 03/22**

## **MEMBERSHIP OF THE GMCA OVERVIEW & SCRUTINY COMMITTEE 2022/23**

The Committee was requested to note the membership of the Committee for the 2022/23 municipal year as below –

Members:

District	Name
Bury	Nathan Boroda (Lab)
Bolton	Hamid Khurram (Lab)
Bolton	Champak Mistry (Lab)
Bolton	John Walsh (Con)
Manchester	Greg Stanton (Lab)
Manchester	Mandie Shilton Godwin (Lab)
Manchester	John Leech (Lib Dem)
Oldham	Colin McLaren (Lab)
Oldham	Umar Nasheen (Lab)
Rochdale	Tom Besford (Lab)
Rochdale	Vacancy
Salford	John Mullen (Lab)
Salford	Jim King (Lab)
Salford	Alex Warren (Lib Dem)
Stockport	Elise Wilson (Lab)
Stockport	Amanda Peers (Lab)
Tameside	Naila Sharif (Lab)
Trafford	Barry Brotherton (Lab)
Wigan	Kath Houlton (Con)
Wigan	Joanne Marshall (Lab)

Substitutes:

District	Name
Bury	Mary Whitby (Lab)
Bolton	Nick Peel (Lab)
Bolton	Martin Donaghy (Lab)
Bolton	Marie Brady (Con)
Manchester	Paula Sadler (Lab)
Manchester	Linda Foley (Lab)
Oldham	Hazel Gloster (Lib Dem)
Oldham	Sam Al Hamdani (Lib Dem)

Oldham	Nazrul Islam (Lab)
Rochdale	Patricia Dale (Lab)
Salford	Mishal Saeed (Lab)
Salford	Stuart Dickman (Lab)
Stockport	To be confirmed (Lab)
Stockport	Rory Leonard (Lab)
Stockport	Mike Hurleston (Con)
Tameside	Jacqueline Owen (Lab)
Tameside	Liam Billington (Con)
Trafford	Jill Axford (Lab)
Wigan	Charles Rigby (Lab)

**RESOLVED /-**

1. That the membership of the Committee for the 2022/23 municipal year be noted.
2. That the Committee would be provided with name cards at their next meeting.

**O&SC 04/22**

**MEMBERS CODE OF CONDUCT AND ANNUAL  
DECLARATION OF INTEREST FORM**

Members were reminded of their obligations under the GMCA Members' Code of Conduct and were requested to complete an annual declaration of interest form, which had been emailed to them by the Governance & Scrutiny Officer.

**RESOLVED /-**

That the GMCA's Member Code of Conduct (Appendix A of the report) be noted.

**O&SC 05/22**

**TERMS OF REFERENCE**

Members were provided with the draft terms of reference GMCA Overview & Scrutiny Committee, noting that they would be formally approved at the GMCA on the 27 July 2022.

**RESOLVED /-**

That the Committee's draft Terms of Reference be noted.

**O&SC 06/22**

**CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

There were no Chair's announcements or urgent business.

**O&SC 07/22**

**DECLARATIONS OF INTEREST**

There were no declarations of interest at the meeting.

**O&SC 08/22**

**GREATER MANCHESTER STRATEGY - PROGRESS  
REPORT**

Consideration was given to a report that provided an overview of the progress report on the refreshed Greater Manchester Strategy (GMS).

The report provided an overarching view of the systemic issues that should be given due consideration and reflection, in order to drive change and actions in all parts of the system for the successfully delivery of the GMS. There were some areas where the GMCA had little or no jurisdiction over delivery, however, could play a key influencing role in moving GM forward towards a shared set of ambitions.

The committee were advised that the report sought to provide an overview of the work that is currently underway at a Greater Manchester (GM) level and therefore were requested to select key areas of the GMS Performance Report to inform the future

Work Programme of the Committee. The GMS data dashboards were highlighted as key tool that the committee could also utilise to support scrutiny activity.

The need to build affordable low carbon housing to deliver on Greater Manchester's zero carbon 2038 target including the need to have sufficient funding to deliver on targets. Influencing GM's low carbon agenda and GM's Housing Strategy were therefore identified as future areas of work for the Committee.

Concerns on the impact of new infrastructure development on water supply and the need to utilise appropriate materials to reduce flood risk were also highlighted. Members were assured that GM had been working with the Environment Agency and United Utilities on sustainable water management and including seeking to build resilience to flood risk and impacts of climate change.

A member raised concerns regarding the poor quality of food and the resulting impact on health of GM residents. It was recognised that a systemic commitment was crucial to tackle food poverty in GM and such it would be useful for the Committee to have oversight of the work that has been commissioned to deliver on this piece of work.

In relation to transport, members asked whether there had been patronage forecasts undertaken to support the proposals to cap single fare journeys and day ticket prices. Officers agreed to report back to the Committee on the financial analysis undertaken.

Members felt that there was some dissidence between commitments 1 and 4 in the GMS, as developers were already putting forward planning proposals before the Places for Everyone guidelines had been finalised and also ahead of any commitment to low carbon house building standards, therefore there was a concern that these homes would require retrofitting in future years. Officers explained that although there were initiatives to encourage low carbon building standards to be followed, that further Government support would be needed in order to entice developers to meet these requirements.

The cost-of-living crisis was highlighted as a key driver for poverty; therefore, the Committee noted the need to encourage employers to improve employment standards and to adopt the real living wage to mitigate the impact on GM residents. It was noted

that the Committee would welcome the opportunity to review the Good Employment Charter and the Local Industrial Strategy at a future meeting of the committee.

Regarding commitment 4 of the GMS, members were concerned that there was no mention of plans to use hydrogen as a sustainable future fuel, nor the scale of tree planting required to meet Greater Manchester's targets. Officers informed the Committee that there were Local Area Energy Plans currently being developed for each Local Authority, and that such issues could be addressed at the next meeting where a carbon focussed agenda had been suggested.

## **RESOLVED /-**

1. That the progress report, the systemic issues identified and possible GM responses and further dialogue with Government in support of the attainment of the Greater Manchester Strategy shared outcomes and commitments be noted.
2. That the following key areas of the GMS Performance Report be considered in relation to the future Work Programme of the Committee:
  - Good Employment Charter
  - Low Carbon
  - Flood Risk and Water Management
  - Housing Strategy
  - Local Industrial Strategy
  - Food Security
3. That the next meeting of the Committee be focused on reviewing the Greater Manchester Strategy's ambitions to **'create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment'**.
4. That it be noted that there was a further information session for members on the Greater Manchester Strategy scheduled for 10 August 2022.

Consideration was given to a report that provided an overview of the UK Shared Prosperity Fund (UKSPF) which replaces previous EU funding through ERDF and ESF, offering GM an indicative £83m over the next three years.

As introduced in the Levelling Up White Paper, the primary goal of UKSPF was to build pride in place and increase life chances across the UK, while recognising the acute challenges town centres and communities have faced during the Covid pandemic. It was recognised as a real opportunity to do things differently and that this ambition would be achieved across the following three Investment Priorities:

- Communities and Place
- Local Business
- People and Skills

Included within the proposals was an outline submission for an Investment Plan, within which, 11 broad areas of activity had been identified as a foundation for evidencing the required outcomes for GM.

A discussion took place around the size of the fund in comparison to previous settlements, and it was noted that the UKSPF allowed significant flexibilities, including better monitoring and performance management of schemes and would be broadly comparable across the three years, noting some overlap with current funding in years one and two.

Concerns were raised around the short timescales to develop an investment plan and the constraints around the programme of spend. Members were advised that a pipeline of schemes would be developed once the plan had been submitted to Government, and as such the Investment Plan was focused on a limited number of interventions that had been developed with stakeholders which would ultimately allow GM to retain maximum flexibility on how the funding was spent. Officers confirmed that there were currently no national targets around interventions.



The proposed level of investment was questioned by members, in light of significant disinvestment over recent years, some of the areas it would need to impact would likely take 10-20 years to see real change. The Committee also asked whether there were any areas previously funded through EU funds that could not be included within UKSPF. It was confirmed that the new funding model actually gives GM more flexibility to determine where it is spent and a greater level of control to drive performance. Currently the future of the fund at the end of the initial three years was unknown, and members recognised that amidst this uncertainty there was a key requirement for effective performance monitoring, to which the Overview & Scrutiny Committee could contribute. The need to push Government to recognise the need for a longer-term settlement and to provide clarity on expectations post the 3-year funding period was raised, as was the risk of any claw back of funds. Officers confirmed that the UKSPF monies needed to be fully spent within the three-year timeframe and that efforts would be made to minimise the risk of any potential clawback.

The current state of the high streets in GM were highlighted as a concern, and it was therefore appreciated that UKSPF has a significant focus on community and place that presented the opportunity to restore and improve high streets through a partnership approach with stakeholders including the protection of heritage assets across GM.

In response to a member's query regarding the split across the 10 GM local authorities, it was reported that the allocation was to be indicatively agreed as soon as possible to allow Local Authorities to identify projects for priority delivery.

Councillor Elise Wilson offered to be engaged with the process outside of the Committee meetings and she suggested that it would be useful for the Committee to receive regular updates to allow Committees members the opportunity to evaluate and shape the delivery of the UKSPF in line with other investment proposals to make the most of available resources.

The Committee were advised that the final version of the Implementation Plan would be considered at the GMCA meeting at the end of October. It was therefore requested that the Implementation Plan be brought to the GMCA Overview Scrutiny Committee in September 2022 to allow the Committee the opportunity to review the plan.

## **RESOLVED /-**

1. That the high-level Greater Manchester UK Shared Prosperity Fund Investment Plan and next steps for its consideration be noted.
2. That regular briefing sessions be provided to allow members to influence this piece of work where appropriate and that the Implementation Plan be brought back to the September meeting of the committee in advance of consideration by the GMCA in October 2022.

## **O&SC 10/22**

## **FORWARD PLAN OF KEY DECISIONS**

Consideration was given to a report that provide the Committee with the latest Forward Plan of Key Decisions (Appendix A).

## **RESOLVED /-**

1. That the report be noted.
2. That members be invited to submit areas for consideration for the Work Programme via email.

## **O&SC 11/22**

## **FUTURE MEETING DATES**

## **RESOLVED /-**

That the following dates for the rest of the municipal year be noted:

- Wednesday 24 Aug 1-3pm
- Wednesday 28 Sept 1-3pm
- Wednesday 26 Oct 1-3pm
- Wednesday 23 Nov 1-3pm
- Wednesday 14 Dec 1-3pm
- Wednesday 25 Jan 1-3pm

- Wednesday 22 Feb 1-3pm
- Wednesday 29 Mar 1-3pm

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## GMCA Overview & Scrutiny Committee

**Date:** 24 August 2022

**Subject:** Greater Manchester Strategy – Greener Focus

**Report of:** Councillor Martyn Cox, Portfolio Lead for the Green City Region and Mark Atherton, Director of Environment, GMCA.

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### Purpose of Report:

To provide Overview & Scrutiny Committee Members with an outline on how Greater Manchester has prepared for and is delivering on the Net Zero challenge.

### Recommendations:

The GMCA Overview and Scrutiny Committee is requested to:

- To reflect and comment on how the current work aligns with the GMS priority to create a carbon neutral Greater Manchester by 2038, with better air quality and natural environment.
- To identify whether there are any gaps and future areas for Scrutiny to examine.
- To consider any future training / information sessions that could strengthen the knowledge base of the Committee as work progresses.

### Contact Officers

Simon Nokes, Executive Director, GMCA

[simon.nokes@greatermanchester-ca.gov.uk](mailto:simon.nokes@greatermanchester-ca.gov.uk)

Mark Atherton, Director of Environment, GMCA

[mark.atherton@greatermanchester-ca.gov.uk](mailto:mark.atherton@greatermanchester-ca.gov.uk)

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# Greater Manchester Path to Carbon Neutral

A look at how Greater Manchester has prepared for and is delivering on the Net Zero challenge

# GM has clear ambitions to lead

- We aim to be carbon neutral by 2038
- On track to achieve our previous target – 48% by 2020
- All Districts have declared a climate emergency that requires action
- Failure to act will incur major economic, social, political and environmental costs with delay hitting those least able to pay for it
- OBR forecast that ending the UK's emissions will cost £496bn by 2050, less than the 2008 financial crises or COVID response. Delays could double that
- Our Mission-based approach requires cross-sector collaboration

Met Office

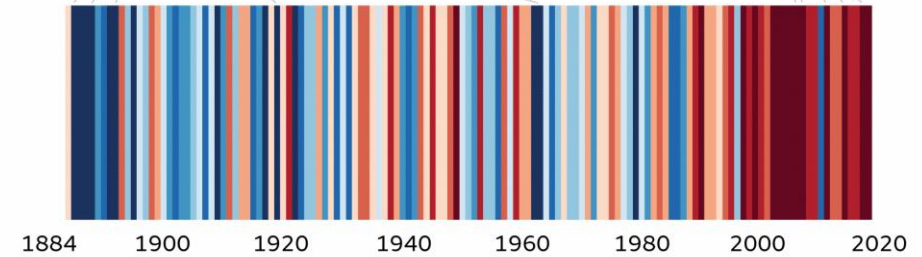
## UK annual temperature

5 coolest years

1892, 1888, 1885, 1963, 1919

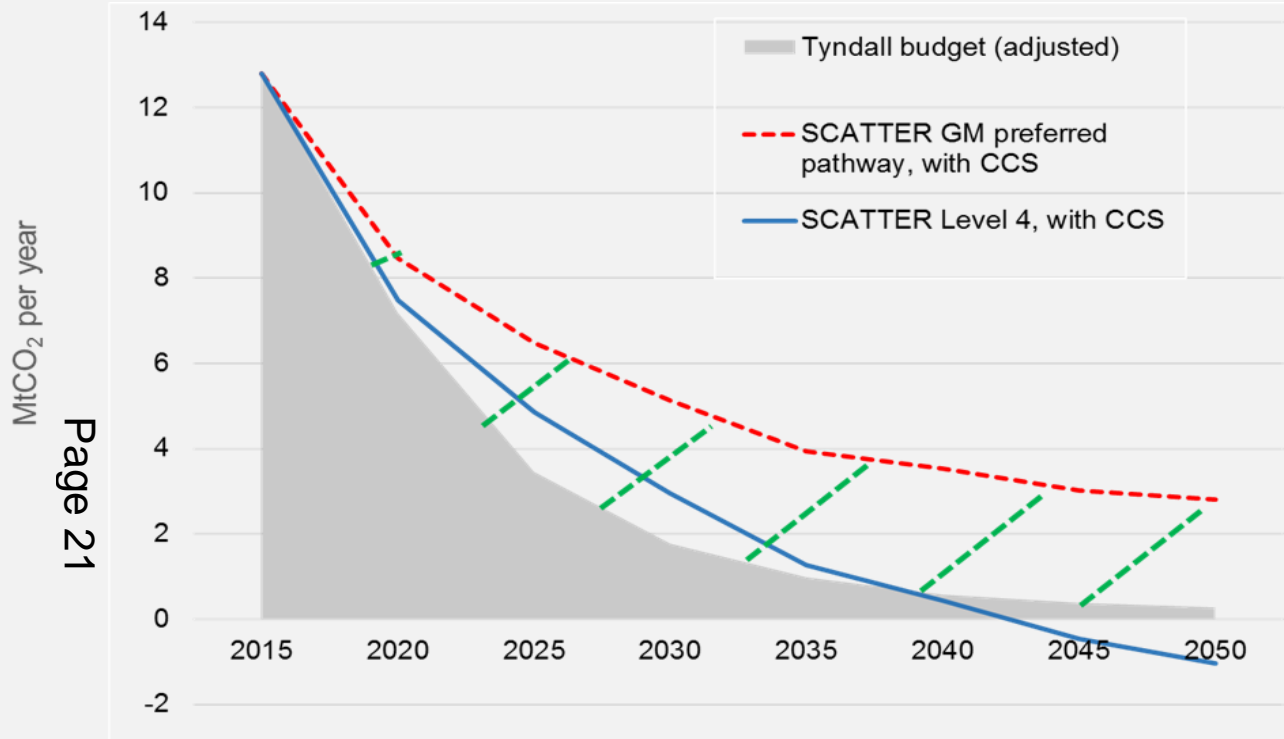
5 warmest years

2014, 2006, 2011, 2007, 2017

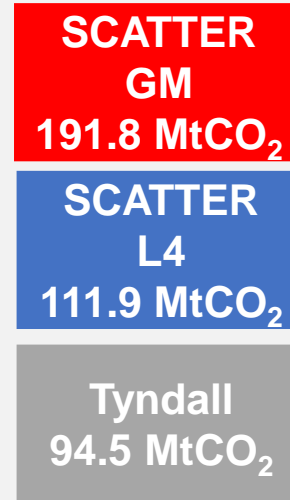




# Models are useful in informing the pathway....

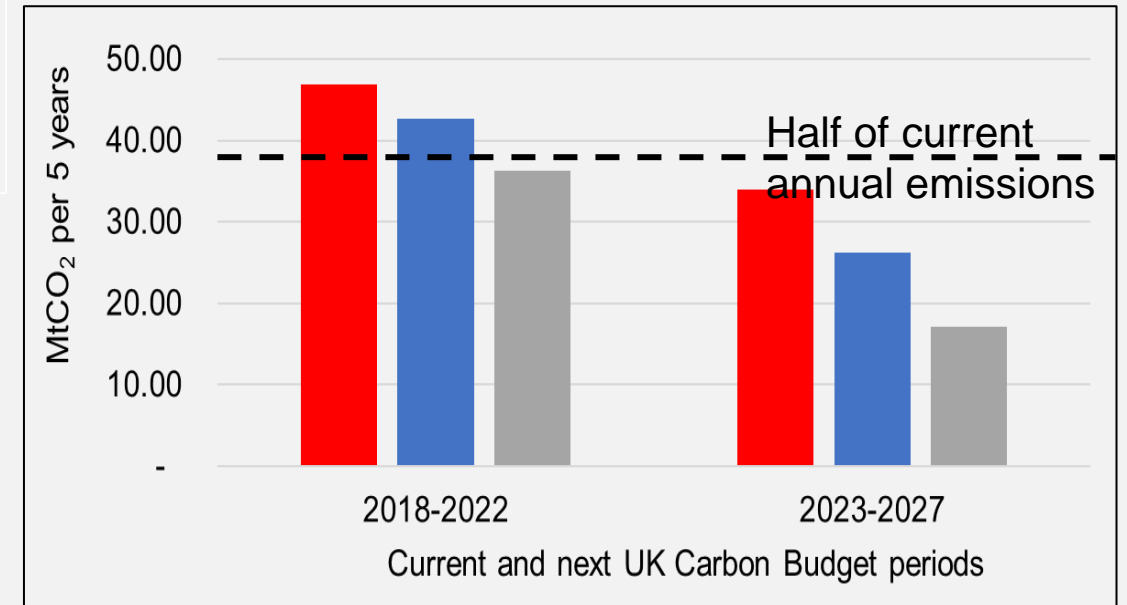


they show us that we all need to take action now...

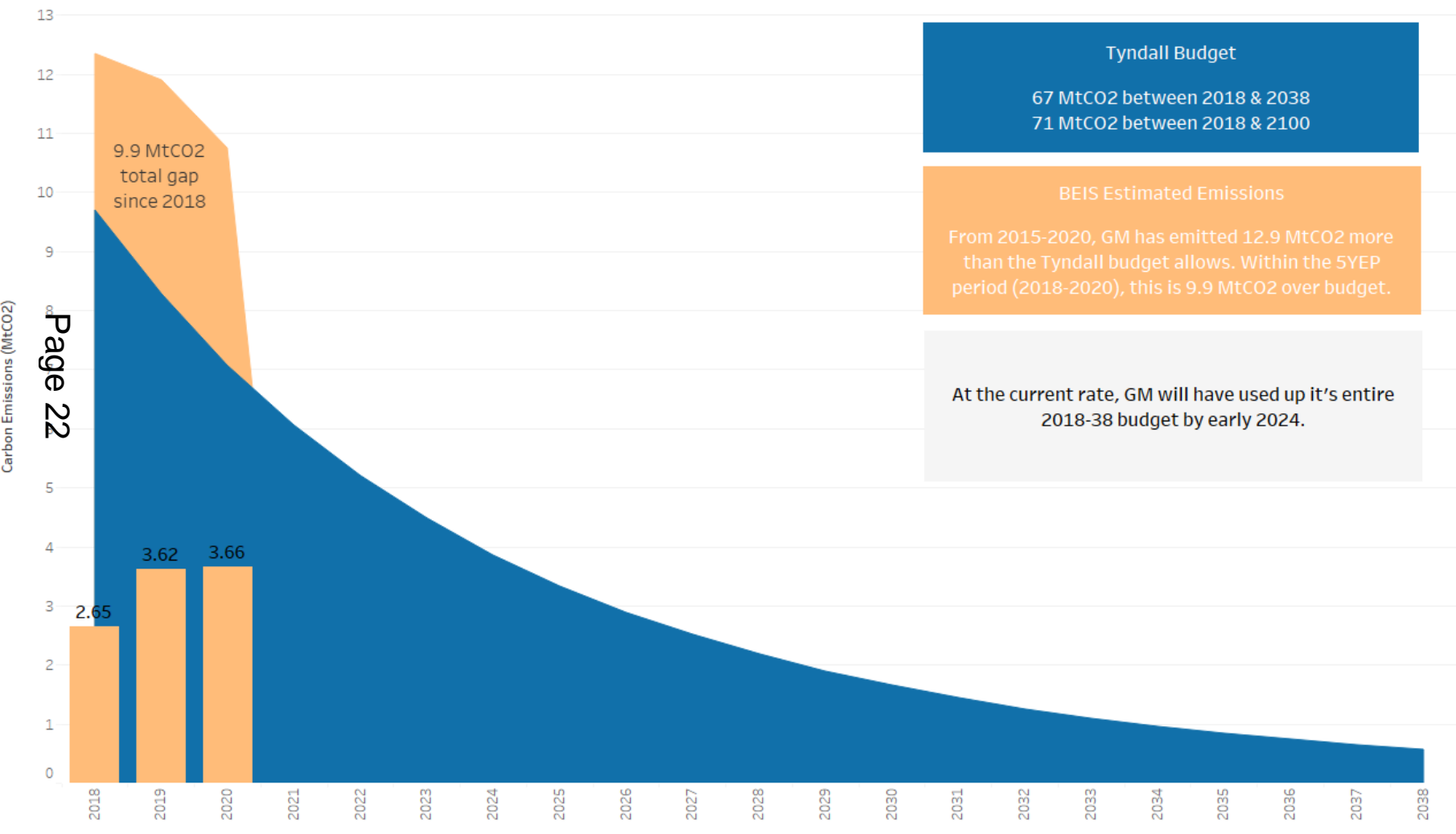


Focus on the innovation that can close the gap:

- Technology
- Finance and funding
- Partnerships
- Leadership
- Engagement and education
- Skills



# The Mission: Carbon Neutral by 2038



To achieve the 2038 mission, the GM 5-Year Environment Plan outlines our ‘fair’ carbon budget contribution of **67 mega tonnes for 20 years (2018-2038)**. The critical focus is not exceeding our total budget (67MtCO<sub>2</sub>).

Across 2018-2020\*, GM’s emissions are 9.9MtCO<sub>2</sub> **above** the Tyndall budget, i.e. an additional 9.9MtCO<sub>2</sub> savings need to be made **on top of** the Tyndall budget. **This gap has been increasing year on year.**

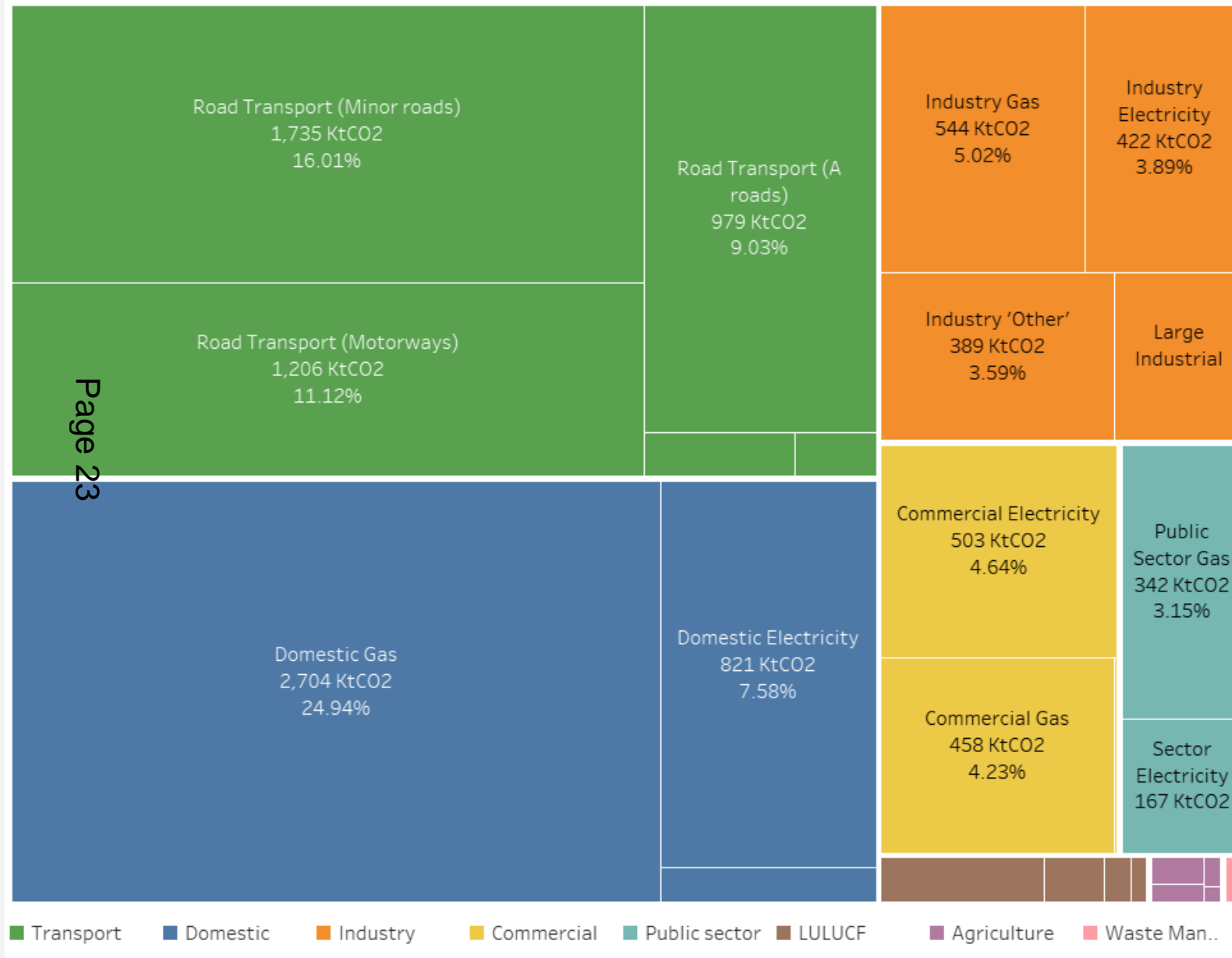
**Key point** is that significant cuts must happen now.

At our current (2020) rate of emissions, we will have exhausted our carbon budget within the next 4 years (2024).

\*across 2015-2020 as previously reported, this is 12.9MtCO<sub>2</sub>.

# The Mission: Carbon Neutral by 2038

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- Transport and domestic gas remain our two largest sources of carbon emissions and the two areas where we are failing most significantly to make the progress we need.
- We need to transition away from the use of fossil fuels, towards zero emission solutions.
- This will require the region to electrify its heating and local transport and move heavy haulage and industry towards hydrogen
- To enable this the region will need to generate more renewable energy locally that can meet our increasing demands (including green hydrogen production)
- **A whole system approach needs to be adopted.**

# We face environmental threats and challenges, but tackling them will present opportunities for Greater Manchester...

## 5 environmental threats and challenges to Greater Manchester

### Climate change – mitigation

More radical local and national action to accelerate CO<sub>2</sub> emissions reductions

### Air Quality

Health impacts of particulates and nitrogen dioxide – NO<sub>2</sub> levels in breach of legal limits

### Production and consumption of resources

Throwaway society and particular issues with plastic and food waste

### Natural Environment

Multiple benefits still yet to be fully realised or accounted for – lack of other sources of investment

### Climate change – resilience and adaptation

Increasing risk of extreme weather events – particularly flood risk but also heat stress

## 3 opportunities in tackling them

### People

Improve health and quality of life, increase productivity and reduce inequality

### Places

Create vibrant and sustainable places and good quality homes

### Economy

First mover advantage – increase prosperity and productivity

# 5 Year Plan Priorities

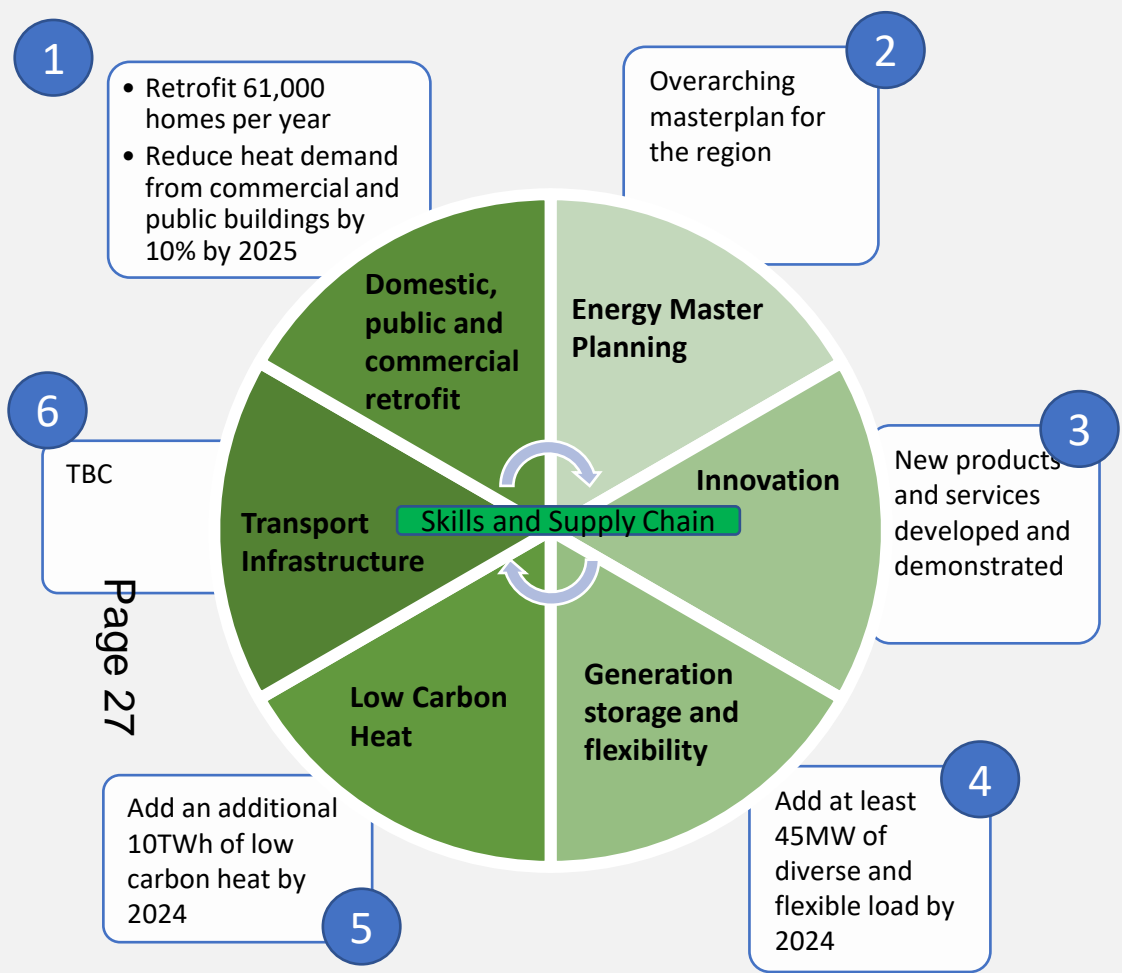
↔ Key Inter-relationships



# Retrofitting Buildings & Renewable Energy



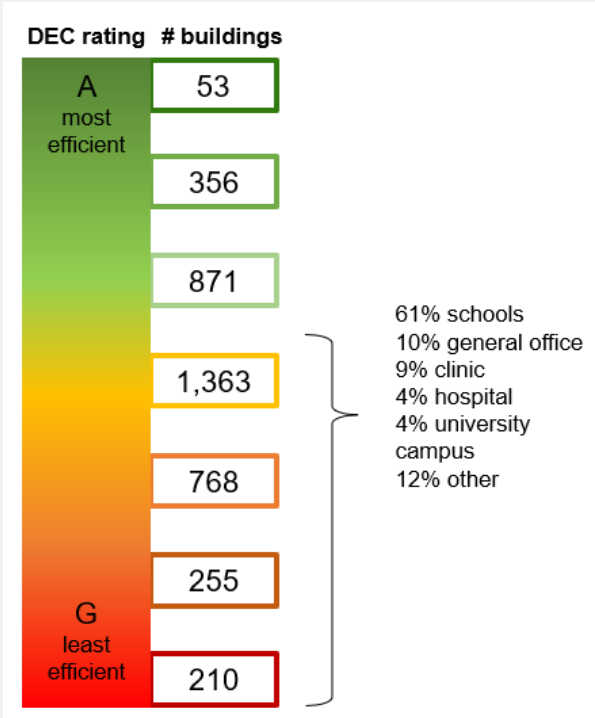
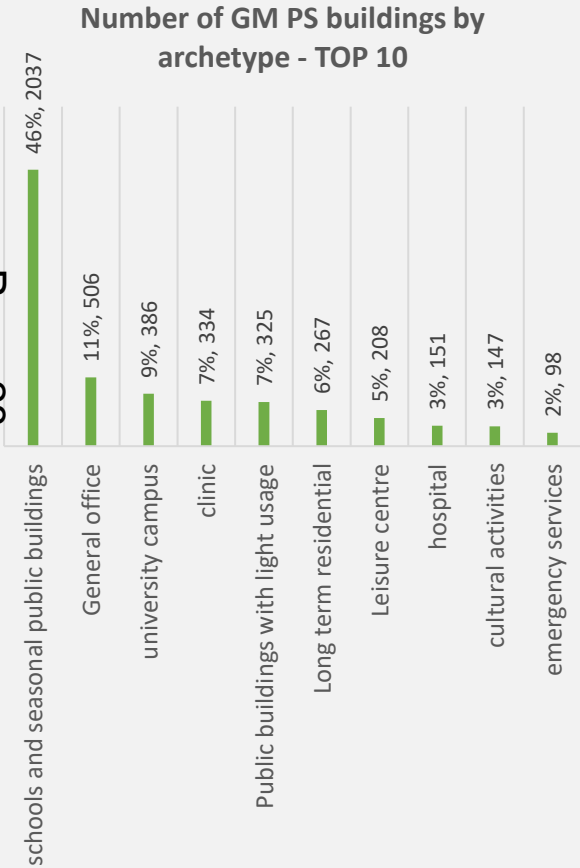
# Low Carbon



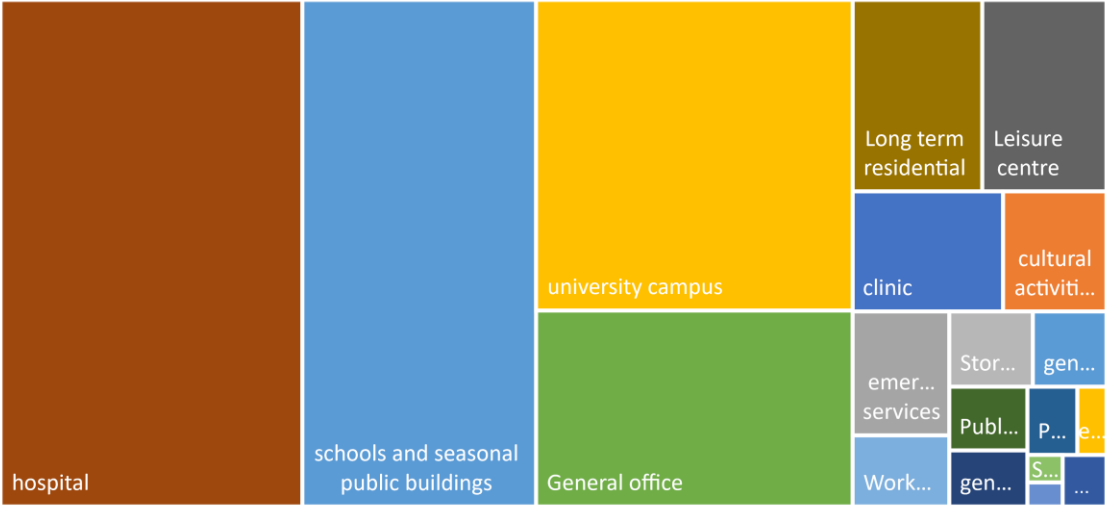
Project/Task & Finish Group	Lead	Priority/ 5YEP KPI	Outcome	RAG
Your Home, Better	GMCA/Retrofit Works	1	Deliver able to pay retrofit	
Retrofit Skills T&F	UoS/ Retrofit Taskforce	1	Work with the retrofit taskforce to deliver skills plan for retrofit	
Social Housing Decarbonisation Scheme 1,2	GMCA/RPs	1	Deliver grant funded programme of social housing retrofit	
Green Homes Grant LAD	GMCA/Oldham	1	Deliver grant funded programme of domestic retrofit	
ERDF Project– Arrowfield Zero Carbon Communities	Southways Housing	1	200 properties transitioned from gas to electrified heating	
People Powered Retrofit – One Stop Shop	Carbon Coop	1	Launch of offer for early adopter, owner occupier able to pay	
Public Sector Decarbonisation Scheme 1, 3a, 3b	DoPE Group	1	Deliver grant funded programme of public buildings retrofit	
Local Energy Market	GMCA	2	11 Local Area Energy Plans and market maker platform	
Energy Innovation Agency (EIA)	Universities/Bruntwood/SSE/GMCA/ Hitachi	3	Support businesses and bring new technologies to market	
Explore Hydrogen Innovation	MMU/Cadent	3		
Trafford Energy Park	Carlton Power	3	Local green hydrogen production	
Go Neutral	GMCA	4	Develop pipeline to deliver 85MW of Solar PV	
Heat Pump Offer	Octopus	5	Heat Pump offer for households	
CDDP 3	AECOM	6	4 outline business cases to deploy decarbonised heat	
EV Charging Infrastructure	TFGM	6	TBC	

# E.G. Public Sector Decarbonisation Data insights

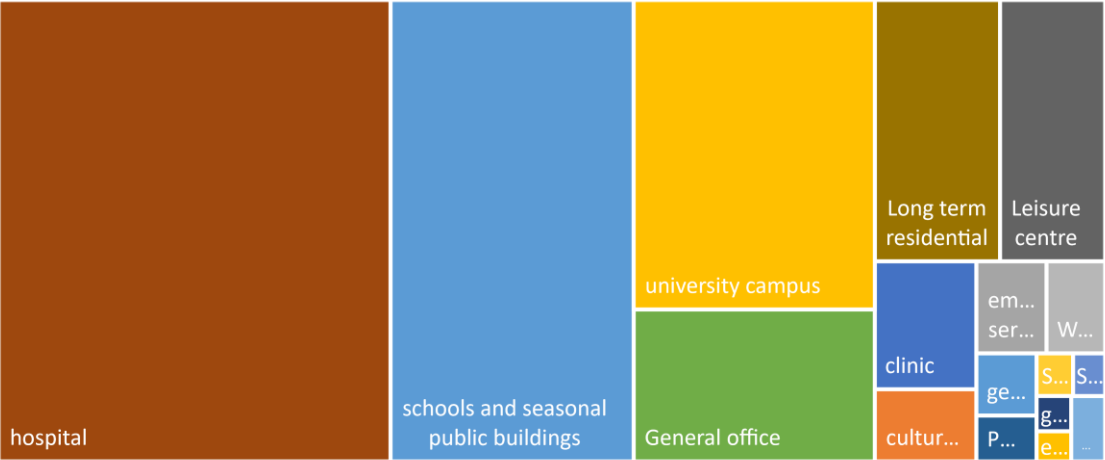
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Electricity consumption by archetype



Thermal consumption by archetype





# Delivery Across All Districts during 2021/22

Funded programmes	Energy, Buildings, Transport	Narrative	Secured	Impact CO <sub>2</sub> e per annum
Transport Schemes, infrastructure and innovation	Transport	EV infrastructure programme, Bee Network, e-hubs, GM Clean Air Plan	tbc	tbc
Low Carbon Skills Fund	Buildings	130+ building level feasibility studies	£983k	Enabler
Public Sector Decarbonisation Scheme	Buildings	<b>retrofitting over 150 public buildings</b> this year	£78m	9,000
GM LEM	All	The creation of <b>Local Area Energy Plans</b> for all districts and design of a <b>Energy Trading Platform</b>	£6.2m	Enabler
GHG LAD Scheme Phase 1	Buildings	retrofitting <b>fuel poor homes</b> this year.	£4.7m	11,163
GHG LAD Scheme Phase 1b	Buildings	retrofitting <b>fuel poor homes</b> this year.	£5.5m	25,520
GHG LAD Scheme Phase 2	Buildings	retrofitting <b>fuel poor homes</b> this year.	£17.2m	45,000
Go Neutral – Renewable Generation	Energy	Commences with PV, EV and storage on <b>public land/buildings</b>	£20m	29,952
Total			<b>£132.5m</b>	<b>120,365</b>

£1m+  
Revenue  
Investment

£132m+  
Capital  
Investment

0.12 MTonnes  
of CO<sub>2</sub> Savings

# Next Steps: Public Sector Decarbonisation

- Already delivered £78m of PSDS Funds under Phase 1 of PSDS, retrofitting nearly 150 buildings
- Phase 3 of the Public Sector Decarbonisation Scheme (PSDS Ph3) will provide £1.425 billion of grant funding over the financial years 2022/2023 to 2024/2025, through multiple application windows.
- The GMCA consortium secured circ. £15m grant under Phase 3a which needs to be delivered by 31<sup>st</sup> March 2023. The guidance for the next application window, Phase 3b, will be published in August 2022, with the application window planned to open in September 2022.
- GMCA is currently working with partners to confirm interest and scope for a potential PSDS 3b submission of ~£20m. This might provide an opportunity to engage with other GM based organisations that have not previously been part of the GMCA-led consortia e.g. Leisure Trusts.

# Next Steps: Social Housing Decarb Fund

- Note our current delivery of Social Housing Decarbonisation Fund through our initial award of £10m grant from SHDF (Wave 1);
- Note the forthcoming funding opportunity presented by the Social Housing Decarbonisation Fund (SHDF) Wave 2;
- Approve the proposed application of £30m for Wave 2, with GMCA acting as the accountable body and if successful, delegate authority to GMCA Treasurer and Solicitor sign a Grant Funding agreement and defray the funding via the funding partners i.e., ~17 Registered Providers and/or Local Authorities

# How could more emissions be reduced from buildings?

## Reducing Greenhouse Gases

### AVOID

**All new build need to be net zero carbon**

#### EXAMPLES:

- Use planning system (e.g. building standards)
- Support the development of off site manufacturing
- Support the release of more brownfield land for net zero affordable homes
- Develop 30,000 Zero Carbon Homes

### SHIFT

**Increase energy efficiency and reducing demand**

#### EXAMPLES:

- Retrofit of social housing stock
- Retrofit of public and Commercial buildings
- Provide a regional proposition for the able to pay domestic market
- Increase enforcement of MEES for Private Rented
- Encourage behaviour change
- Create an integrated skills and delivery programme which is PAS2035 and Trust Mark supported

### IMPROVE

**Generate more renewable and low carbon energy**

#### EXAMPLES:

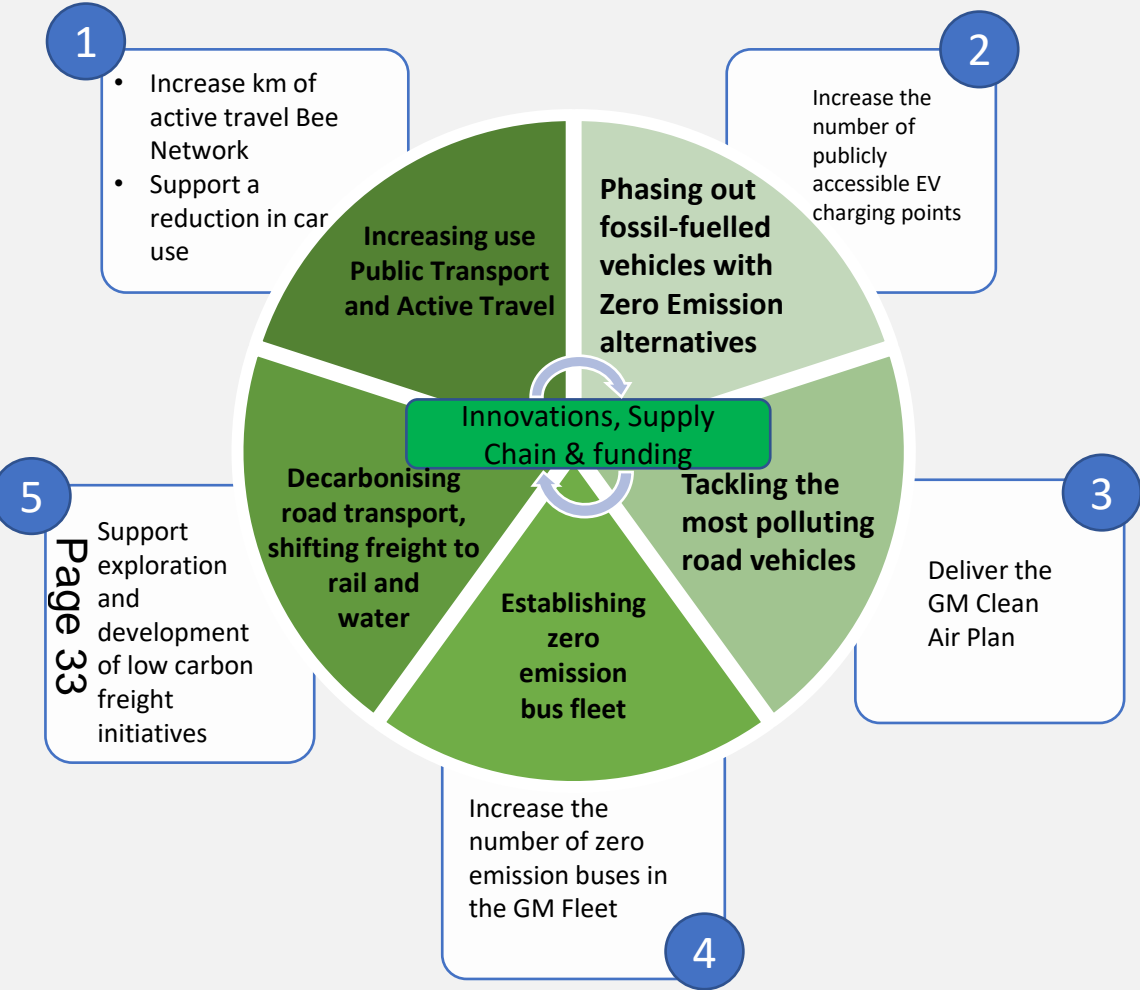
- All public buildings have installed onsite renewable energy
- Maximise the identified opportunity from the GO NEUTRAL programme, ground mounted, solar car port etc
- Install energy storage regionally and locally to facilitate time of use
- Increased use of sleeved energy via a GM wide energy trading platform

# Transport

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# Transport



Project/Task	Lead	SYEP priority/KPI	Outcome	RAG
Active Travel Bee Network	TfGM	1	To provide cycling and walking routes to get people moving	
Bike Hire Scheme	TfGM	1	Promote the use of Bikes	
E-Hubs Pilot – cargo bikes	TfGM	1	To promote the use of cargo bikes	
E-scooter trials	TfGM	1	Trial e-scooter rental	
ZEBRA funding	TfGM	2	introduction of 170 zero emission buses by 2024	
CRSTS funding	TfGM	2	A third of the bus fleet as zero carbon by 2027.	
Clean Commercial vehicle fund: HGV – replacement and retrofit	TfGM	3	Clean Air Plan funds to replace or retrofit HGV vehicles that are not Euro 6 compliant	
Clean Bus Fund: replacement and retrofit	TfGM	3	replace or retrofit buses that are not Euro 6 compliant	
Deliver the GM Clean Air Plan	TfGM	3	tackle NO2 Exceedances at the Roadside by 2026	
EV charging network to support 200k vehicles	TfGM	4	Increased number of publicly owned EV connectors in GM	
Establish how the public sector can best influence the rollout of EVC	TfGM	4	Commission Greater Manchester EVCI Study	
Pilot of Sustainable last mile activities in regional centre	TfGM	5	Support exploration and development of low carbon freight initiatives	

# How could more emissions be reduced from travel?

## Reducing Greenhouse Gases

### AVOID

**Organise services so that distances that people need to travel can be reduced**

#### EXAMPLES:

- Land use planning (e.g. building houses with public transport)
- Putting services back into local (especially rural) areas
- Encouraging use of the most local services
- Videoconferencing
- Teleconferencing

### SHIFT

**Moving journeys onto the most efficient/lowest carbon forms of travel**

#### EXAMPLES:

- Bus priority lanes, rail lines, cycle lanes and pedestrianised areas
- Subsidisation of services incl. flexible 'on demand' services
- Simplifying/ lowering ticket prices
- Charging for car parking
- Closing certain roads to cars
- Charging for road use
- Not building more roads
- Car sharing / ride sharing

### IMPROVE

**Making the emissions performance of vehicles low or zero carbon**

#### EXAMPLES:

- Renewable energy supply to charge and run the transport fleet.
- Create, trial and demonstrate Hydrogen refuelling stations
- Electric or hydrogen cars, buses, trains
- Low carbon fuels (e.g. biofuels)
- More efficient engines
- Phasing out the least efficient vehicles
- Lowering and enforcing speed limits

# Local Area Energy Plans

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# Local Area Energy Planning is Key

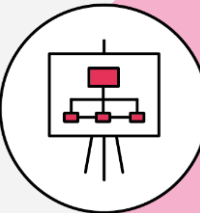
**Local Area Energy Planning (LAEP)** is a concept developed by the ESC to enable data-driven, spatial and collaborative planning, to help unlock investment and delivery of smart local energy systems – summarised by these 7 steps.



Each local area is different - its people, geography, building stock, energy networks and ambitions and priorities



Local Area Energy Planning provides a data driven, spatial and collaborative means, involving local government & network operators, of exploring a range of possible future local energy scenarios to cost-effectively decarbonise



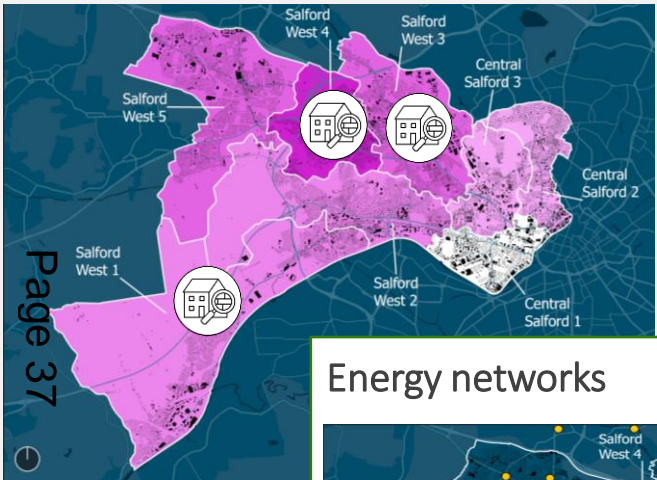
Resulting in the identification of energy network and system choices to support carbon neutral aspirations - informing what local action is needed and where



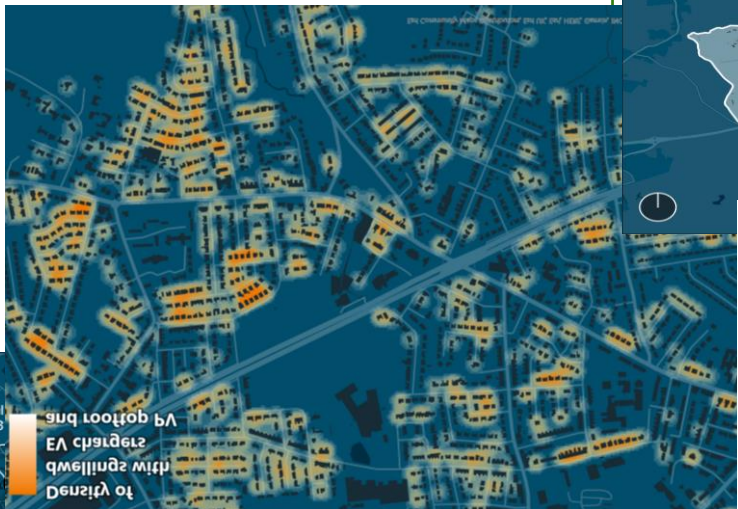


# The Plans

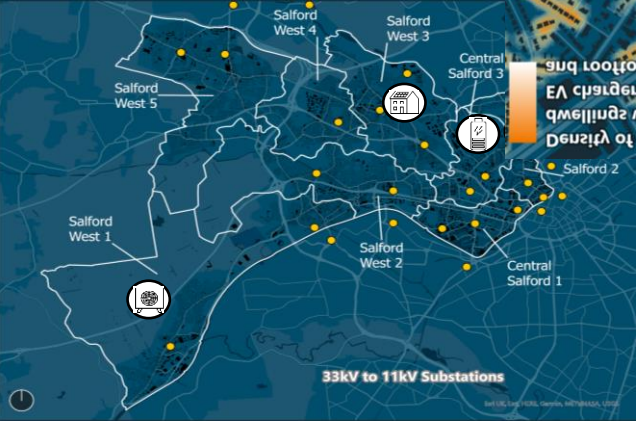
## Retrofit Analysis



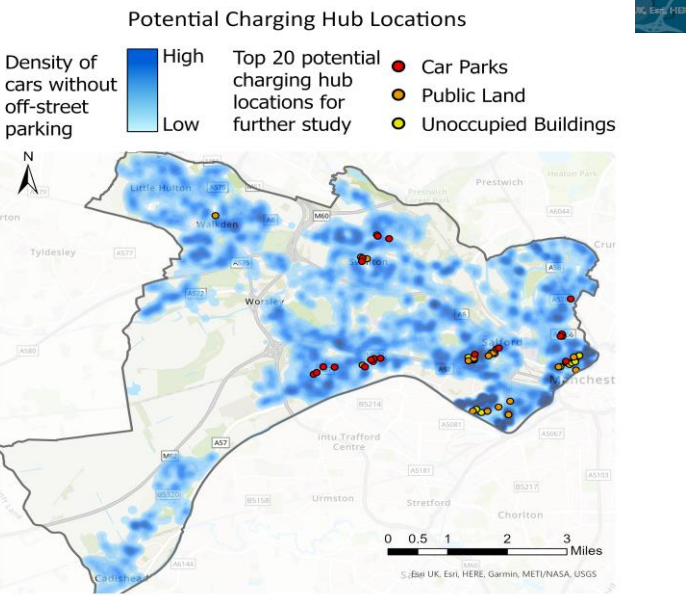
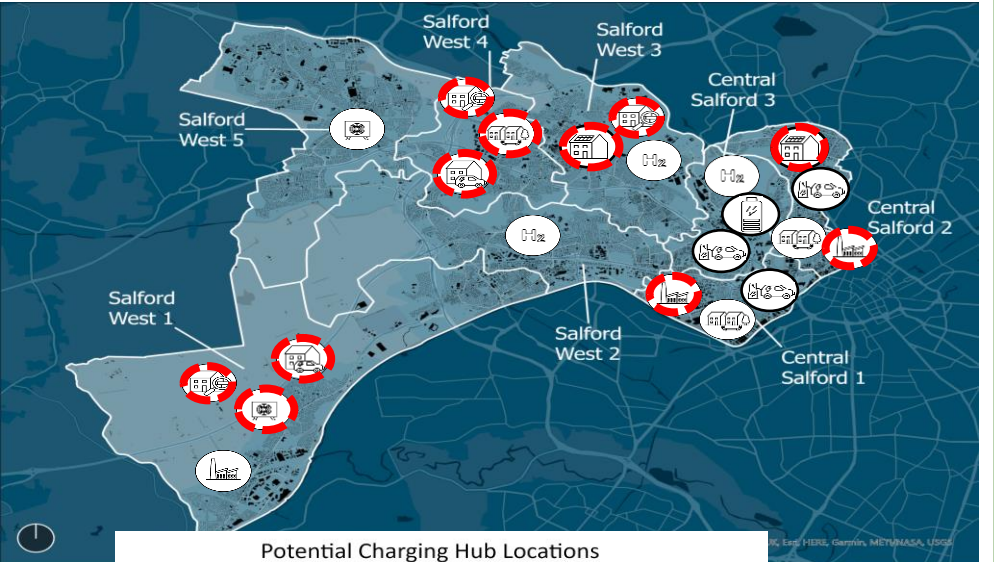
## Solar PV and EV density by 2038 Salford west 4



## Energy networks



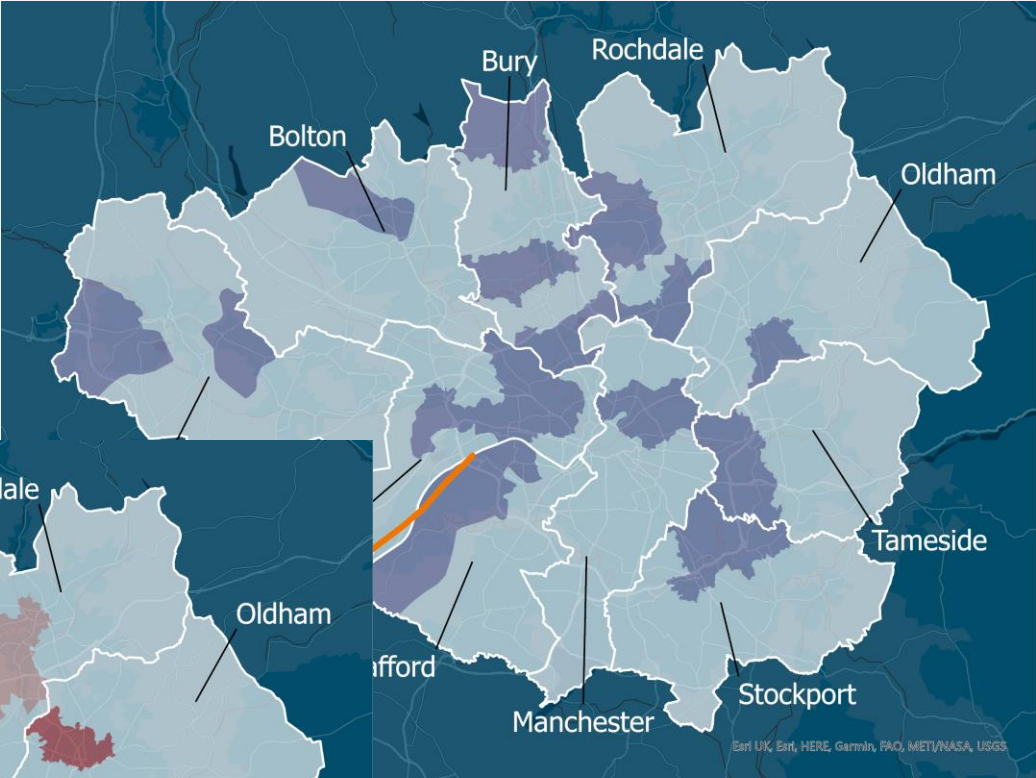
## Priority Areas for demonstration and scale



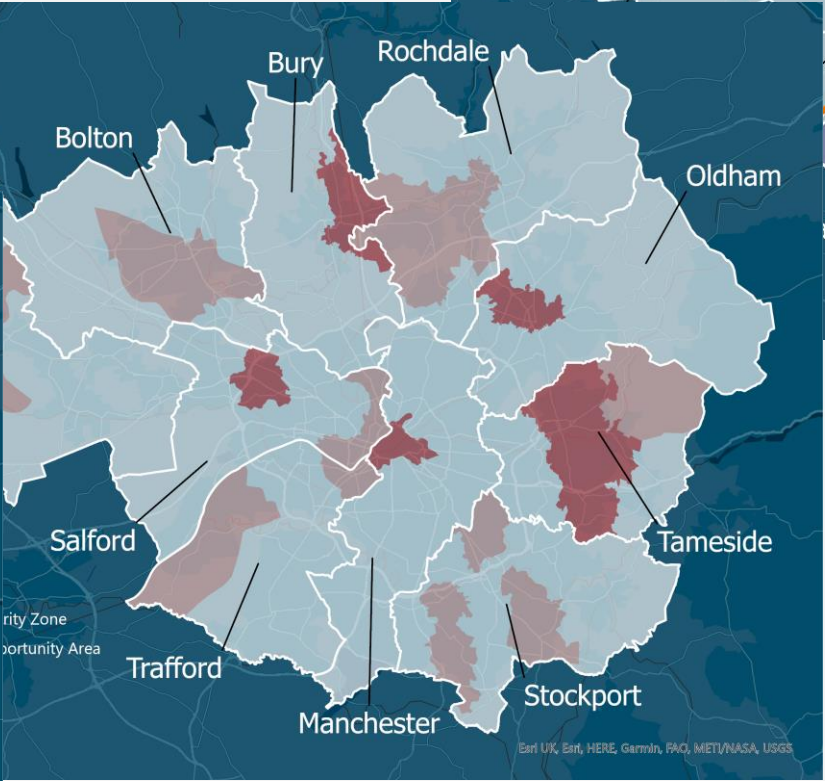
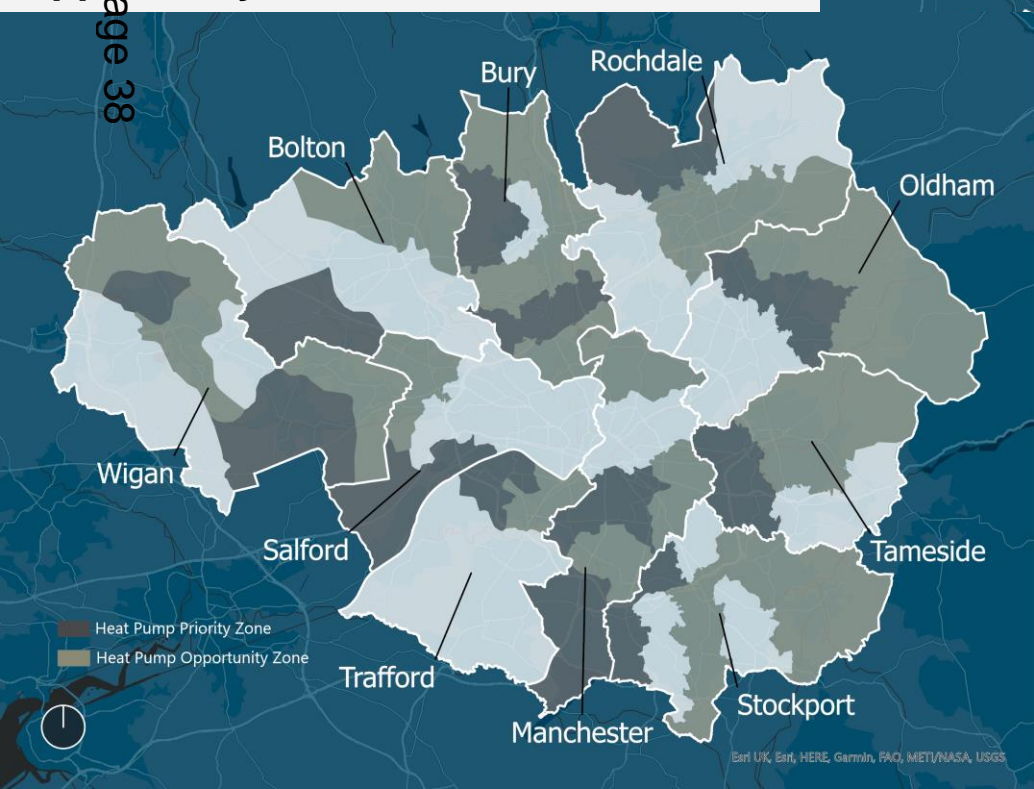


# Heat Pump, District heat & Heating zones

District Heat Priority Areas and Opportunity Zones



Heat Pump Priority Zones and Opportunity Areas



Hydrogen for Heat Opportunity Areas

# Next Steps: Local Area Energy Plans

1. Note and comment upon and approve the draft GM Local Area Energy Plan, its contents and the research undertaken to inform its development.
2. Establish a small specialist Programme Delivery Unit centrally, which will provide additional resources to Districts to enable delivery. This can be funded via existing Retained Business Rates approvals.
3. Use this unit to provide capacity to Districts to accelerate the deployment of renewable energy generation and storage, support the work on decarbonising the public estate and help Districts with domestic retrofit measures, help define a regional position on heat networks and the role of hydrogen.
4. Undertake further work on delivery mechanisms to support the transformation outlined in the LAEPs, including how we can draw in further private finance for delivery.
5. Commission some work to produce a Strategic Outline Business Case over the next few months and bring this back for approval in late 2022 or early 2023.

# New Buildings

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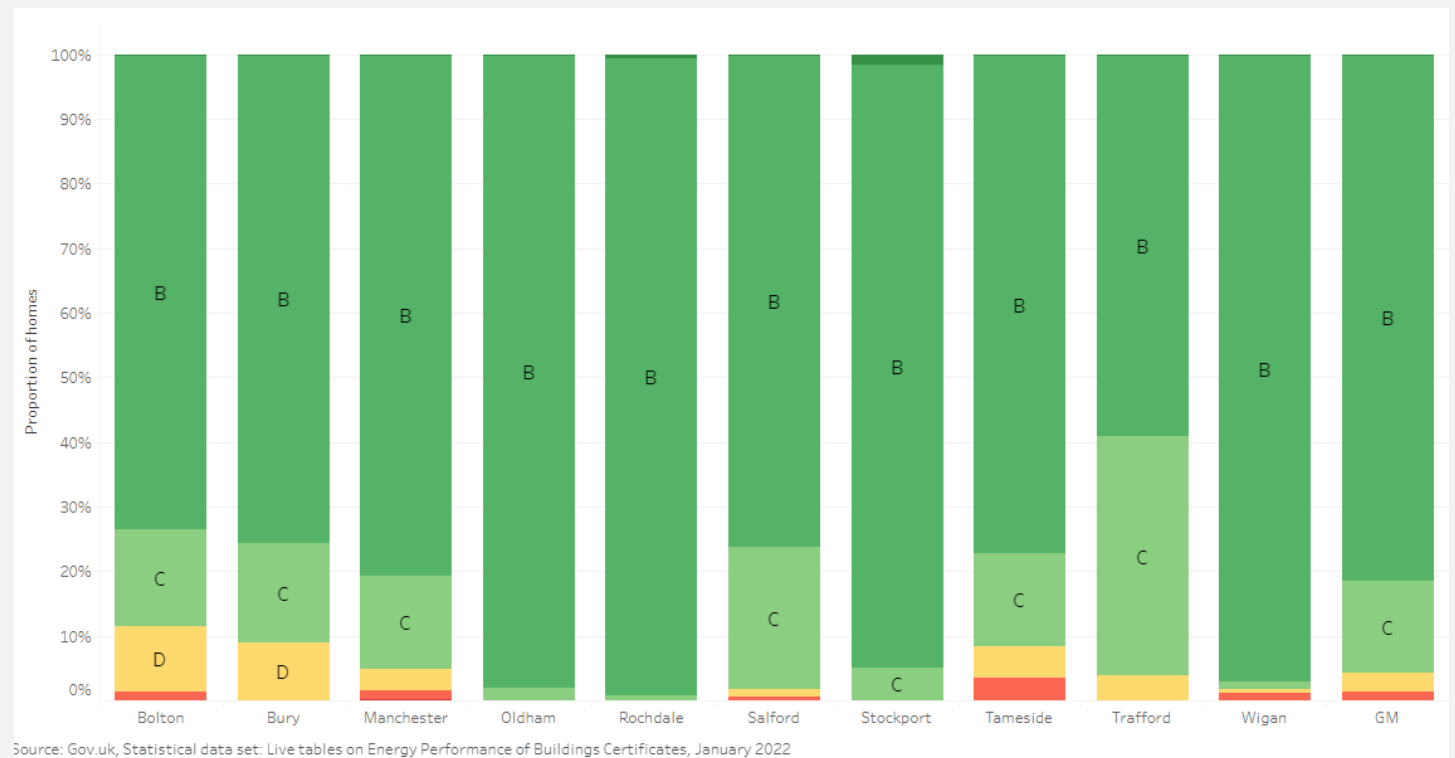


# New ambition: 30,000 net zero carbon social rented homes by 2038

- Endorsed by the Combined Authority
- Builds on existing commitments:
  - 50,000 additional affordable homes by 2038 (GM Housing Strategy)
  - 30,000 of those to be social or affordable rent (GM Housing Strategy)
  - New development to be net zero carbon from 2028 (Places for Everyone)
- 'A Whole System Challenge'

## Where are we starting from?

Energy performance of new build homes



# Doing housing differently: the transition to net zero carbon new build

- Moving net zero carbon from pilots to business as usual
- Statutory plan process via Places for Everyone (PfE) embedding net zero requirement in policy ahead of national timescales
- Need aggregated demand to drive investment in supply chain and manufacturing to support modern methods of construction (MMC)
- Demand for social rented housing high and likely to increase as cost of living crisis bites on top of pandemic and Brexit impacts
- Opportunity of new Affordable Homes Programme, including requirements for a portion of MMC delivery

# Next steps: New Buildings

- Establishing Truly Affordable Net Zero Homes (TANZ) Task Force to meet ‘whole system challenge’, chaired by Cllr Western
- TANZ will be a cross-sector group with a specific focus on housing’s contribution to meeting the PfE commitment that all new development will be net zero carbon by 2028
- Will formalise and co-produce a detailed implementation plan to advance the delivery of net zero carbon homes across five delivery areas:
  1. Land supply, site evaluation and pipeline
  2. Design and procurement
  3. Construction skills and capacity
  4. Funding our ambitions
  5. People and communities



# Conclusions: The Gaps

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# Overcoming Barriers to carbon neutrality

Theme	Barrier Type	Barrier
Transport	National leadership	Over the last 20 years, costs of motoring have fallen by 15% whilst costs of bus have increased by 40% and rail fares by 20%. Government needs to develop national fiscal measures that encourage growth in more sustainable transport modes, to complement the work of local transport authorities in improving their public transport and active travel networks.
Existing Buildings	Investor Uncertainty	Lack of long-term market confidence – e.g., need UK Buildings and Heat Strategy to underpin investment decisions especially the role of Hydrogen.
Existing Buildings	Incentivisation	Building upgrade expenditure not accurately reflected in the uplift of the buildings value – Creation of Energy Efficiency component of Stamp duty, tightening and increase enforcement of Minimum Energy Efficiency Standards (MEES) for all tenures
Existing Buildings	Financing	Current finance products make upgrades “uneconomic” – Create suite of Green Finance Products with low interest patient capital e.g. property based loans, Green Bonds, Green Mortgages. Equalise VAT treatment for new and retrofit building works. Support the development of Heat as a Service models inc. energy storage
Existing Buildings	Incentivisation	Landlords struggling to make viable investment case for property improvements – Increase uptake of warm rental agreements, stamp duty changes will support this and MEES will underpin the bottom of the market - accessing cheaper financing
Energy Markets - Generation	Investor certainty	Uncertain how local energy markets will develop and de facto bans on onshore wind – Work with the market to develop new products, services and finance options.
Energy Markets - Taxation	Incentivisation	Environmental levies are placed on electricity not gas, making the economics of transition harder disincentivising the switch to heat pumps, and subsidising gas consumption – New taxation based on environmental harm initially based on gas and electricity then tackling vehicle excise duty.
Heat Decarbonisation	Incentivisation	Multiple market failures all underpinned by a lack of confidence throughout the value chain as to when new heating systems will be required, and the nature, size and longevity of any incentivisation schemes – set ambitious new build standards with near term requires and outline a phased approach to phasing out of Fossil Fuel Heating systems .
Governance	Leadership	There is a disconnect between GMs ambitions and the resources deployed to realise them resulting in opportunities being lost or taken forward at a sub optimal scale – ensure the resources are commensurate with the Challenge and GMs stated ambitions.
Governance	Leadership	Not all strategic decisions are aligned to and some work actively against our Climate Change Goals e.g. continued investment in non net zero infrastructure.

# Areas for future consideration

## Direct Control - Corporate Changes

- Consider how to embed Local Area Energy Plans in to all LA activity Plans
- Appropriately resource climate change mitigation and adaptation programmes
- Seek agreement on 'invest to save' propositions for the PSDS, Go Neutral and DEEP programmes.
- Consider longer term lease agreements and power purchase agreements for energy assets
- View our executive decisions through the lens of our Climate Emergency (Co-benefits Assessment Tool)

## Leading

- Set a future transport direction and timescales to stimulate rapid change
- Set an example eg local authority fleets & estate to move to lower carbon fuels asap
- Support future direction for hydrogen vehicles to support roll-out of hydrogen infrastructure

## Enabling

- Consider adopting measures to "nudge" energy efficiency
- Seek agreement on a suite of land assets for rapid EV hubs/ forecourts
- Seek agreement on timescale to move all LA owned homes away from fossil fuels

## Convening and Commissioning

- Support the LEP to enable SMEs and major industry to rapidly transition to net zero (Bee Net Zero)
- Consider how to use public procurement mechanisms to stimulate change
- Concerted lobbying of Government and other influencers to effect change outside of our control

# **GREATER MANCHESTER**

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## **DOING THINGS DIFFERENTLY**

@GM GreenCity | #GMGreenCity

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## GMCA Overview & Scrutiny Committee

**Date:** 24 August 2022

**Subject:** Bee Network and GM Low Carbon Ambitions

**Report of:** Simon Warburton, Transport Strategy Director, TfGM

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### Purpose of Report:

Achieving Greater Manchester's carbon targets will require substantial reductions in carbon emissions from transport. This report sets out the how the aspirations of the Bee Network are looking to contribute to the GM Strategy's low carbon ambitions.

### Recommendations:

The GMCA Scrutiny Committee is requested to:

1. Note the content of the report; and
2. Consider and discuss the scale of the shared challenge to reduce carbon emissions from transport for GM to meet its ambition to be a carbon neutral city-region by 2038, recognising the contributions that all agencies, public and private, and all communities will need to make.

### Contact Officers

Simon Warburton, Transport Strategy Director, Transport for Greater Manchester

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Megan Black, Interim Head of Logistics & Environment, Transport for Greater Manchester

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## **Equalities Impact, Carbon and Sustainability Assessment:**

The Greater Manchester Transport Strategy 2040 documents aim to contribute to delivering sustainable economic growth, improve quality of life and protect the environment. The original Greater Manchester Transport Strategy 2040 (published 2017) was the subject of an Integrated Assessment which includes an Equalities Assessment. The Five-Year Transport Delivery Plan (2021- 2026) (published January 2021) went through the Integrated Assessment process.

The Greater Manchester Transport Strategy 2040 supports Greater Manchester's ambition to be carbon neutral by 2038.

## **Risk Management**

Risk Management as a result of the proposals in this report are reported in the delivery of the individual programmes.

## **Legal Considerations**

Legal considerations as a result of the proposals in this report are reported in the delivery of the individual programmes.

## **Financial Consequences – Revenue**

Financial consequences as a result of the proposals in this report are reported in the delivery of the individual programmes.

## **Financial Consequences – Capital**

Financial consequences as a result of the proposals in this report are reported in the delivery of the individual programmes.

**Number of attachments to the report:** None

## **Comments/recommendations from Overview & Scrutiny Committee**

n/a

## **Background Papers**

17 January 2020, GM TC, Climate Change and Transport

18 February 2021, GM TC, Greater Manchester Transport Strategy 2040 Progress Report

25 March 2022, GMCA, City Region Sustainable Transport Settlement Draft Programme Case Interim Award

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No.

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

n/a

## **GM Transport Committee**

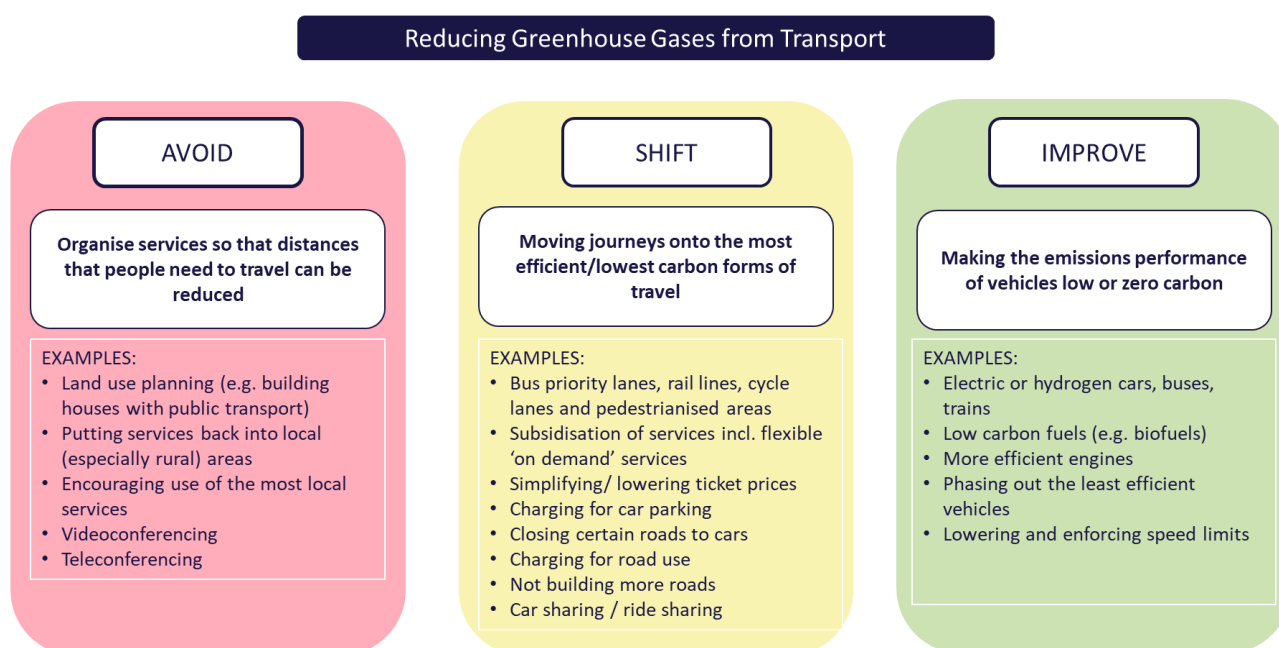
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## **Overview and Scrutiny Committee**

n/a

# 1. Background

- 1.1 A sustainable and integrated transport network is central to Greater Manchester's ambitions for a decarbonised and levelled-up Greater Manchester: improving access to economic opportunity; unlocking new sites for residential and commercial development; promoting improved health and wellbeing through active travel; and making a significant contribution to the decarbonisation of the city region's economy.
- 1.2 The Bee Network is GMCA's vision for a London-style transport system which will join buses, trams, cycling and walking by 2024, with commuter rail incorporated by 2030. It will transform how people travel in Greater Manchester: accessible, affordable, equitable and easy to use, with a daily fare cap and multi-modal ticketing to facilitate seamless end-to-end journeys within the city region. World class safety and customer experience standards will be demanded across bus, tram, rail, taxi and private hire, supported with real time passenger information and audio-visual announcements.
- 1.3 The "avoid, shift, improve" framework, as illustrated below, is helpful to understand how we can best decarbonise our wider transport systems at the scale and pace required.



- 1.4 This report focuses on the 'shift' component, insofar as creating a more integrated, affordable and easy-to-use public and active travel network, i.e., the Bee Network, can help attract more of those journeys currently undertaken by car i.e., shifting more journeys to more sustainable, low or zero carbon modes - and so help reduce carbon emissions as all these modes have significantly lower, or zero, emissions compared with diesel or petrol cars.



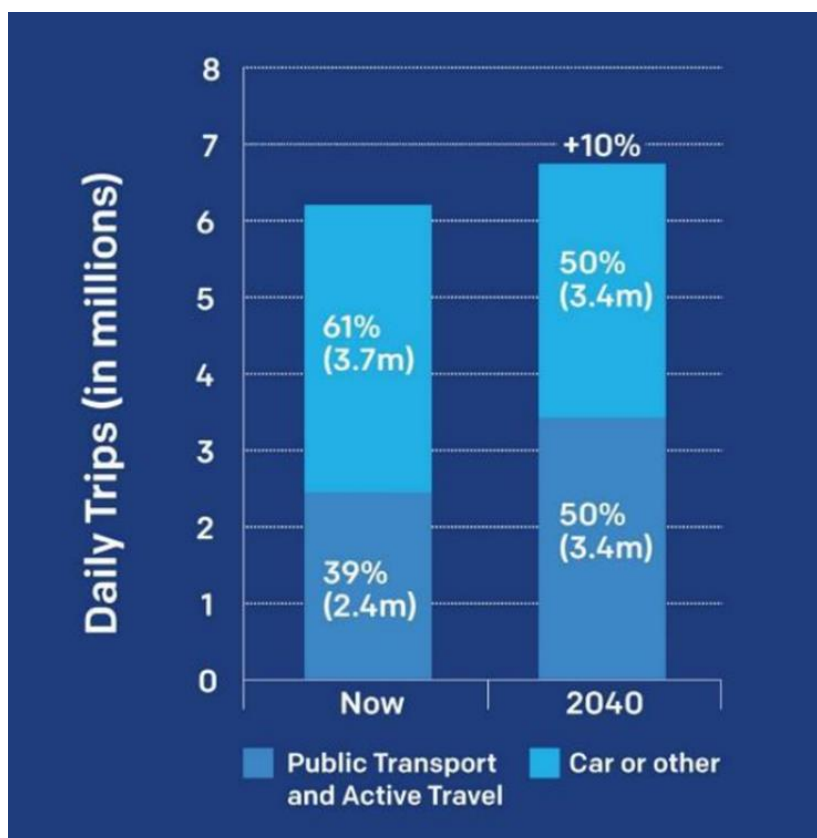
- 1.5 The 'avoid' element is best exemplified by adopting progressive planning policies such as those looking to make changes in land use patterns (as reflected in the Places for Everyone Joint Development Plan Document), supporting people to travel reduced distances to access services. Enhanced digital connectivity will also reduce the need to travel, supporting the reduction of carbon emissions.
- 1.6 And the 'improve' element looks to drive changes to fleets, through upgrading to EV (Electric Vehicles) and the provision of EV charging infrastructure that is readily available to vehicle owners.
- 1.7 However, it is important that action is taken on all three of these imperatives, if we are to reduce emissions to the scale required to keep within our carbon budget.

## **2. Policy Background**

- 2.1 The Greater Manchester Strategy sets out a future for Greater Manchester as a place where people live healthy lives, and a place that is at the forefront of action on climate change with clean air and a flourishing natural environment.
- 2.2 Building on this, the 5-year Environment Plan for Greater Manchester set an ambitious target to be carbon neutral by 2038, and a vision for Greater Manchester to be a clean, green, carbon-neutral resilient city region, with a thriving natural environment and zero waste economy.
- 2.3 Although these targets are in the future, action must be taken now if we are to make them a reality. Significant reductions in carbon emissions from transport are vital in achieving these ambitions.
- 2.4 Through the GM Transport Strategy 2040 (GMTS 2040), Greater Manchester has articulated a transport strategy that looks to build on the success of the past 20 years in focusing on improving and integrating public transport and active travel modes to offer a healthy and sustainable alternative to car travel.
- 2.5 This has been an effective strategy, where GMCA and Districts have invested in a range of successful schemes, such as the Metrolink expansion programme, the Leigh Salford Manchester busway and the progressive programmes of cycling and walking interventions. This has resulted in a significant growth in travel by non-car modes, particularly commuter and leisure travel to the Regional Centre.

- 2.6 However, a far broader and deeper travel change will be required to achieve the decarbonisation target outlined above, whilst also providing Greater Manchester residents and businesses with the mobility and access to opportunities they need.
- 2.7 Our 'Right Mix' vision for 2040 provides a clear set of targets for the mix of non-car travel needed at future stages of development in Greater Manchester. The proposed pathway to the Right Mix is outlined in GMTS 2040: Appendix 1: Right Mix Technical Note (Jan 2021)<sup>1</sup>.
- 2.8 The ultimate Right Mix vision is to achieve a travel offer whereby no more than 50% of daily trips are made by car, with the remaining 50% made by public transport, walking and cycling. This will mean approximately one million more trips each day using active travel or public transport in Greater Manchester by 2040, with no net growth in motor vehicle traffic.

### Greater Manchester's "Right Mix" Vision Target



- 2.9 Achieving this target will not just be about delivering the right transport interventions; it will rely on changes in land use patterns (as reflected in the Places for Everyone Joint

<sup>1</sup>

<https://democracy.greatermanchester-ca.gov.uk/documents/s12589/GMTS%202040%20-%20Appendix%201%20Right%20Mix%20Technical%20Note.pdf>

Development Plan Document), for example, to enable people to access day to day services and leisure opportunities more locally, or within our Regional Centre and other key centres, to reduce the numbers of long car trips. Similarly, improvements to digital infrastructure and access to services could also reduce the need to travel and therefore support carbon reduction targets.

- 2.10 The GMTS 2040 refers to a target of reducing carbon emissions by 80% from 1990 to 2050, reflecting the Climate Change Act 2008. The declaration by the GMCA of a Climate Emergency and the adoption of a much more ambitious target of zero carbon emissions by 2038 (see above) means that we are undertaking further analysis to understand the relationship between our Right Mix targets and pathways and GM's carbon reduction commitments.
- 2.11 Following on from the publication of DfT's Transport Decarbonisation Plan, COP26 and the GM Green Summit last autumn, it is crucial that GM makes further progress on tackling carbon emissions from transport, alongside plans to clean up the air we breathe.
- 2.12 Transport related carbon emissions represent the largest proportion of Greater Manchester's total emissions, at around a third.
- 2.13 Petrol and diesel fuelled cars, LGVs (Light Goods Vehicles) and HGVs (Heavy Goods Vehicles) are the source of over 90% of the entire transport sector's emissions. Whilst other sectors have over time seen declines in emissions, transport and, specifically, highways emissions remain stubbornly high.
- 2.14 To achieve Greater Manchester's ambition of carbon neutrality by 2038, emissions from the transport sector, and particularly those deriving from petrol and diesel fuelled vehicles will need to reduce significantly and swiftly.
- 2.15 Delivering our Bee Network ambitions and achieving our right mix target will make an extremely important contribution to our carbon reduction ambitions, but as noted above, on their own they will not be sufficient to meet GM's carbon commitments. To meet the scale and pace of reductions required, UK city regions like GM need to be part of a much more co-ordinated national approach, through sensible planning policies to avoid development that increases the need to travel by unsustainable means, to shift travel onto sustainable modes of transport, and to rapidly decarbonise vehicle fleets.

2.16 The sorts of interventions that are likely to be required include:

- a significant uplift in revenue funding to recover and expand public transport services (particularly looking to increase the frequency and reliability of bus services which have greater potential for rapid expansion) and to reduce fares;
- greater investment in active travel infrastructure;
- widespread roll-out of electric car clubs and other shared mobility services to provide a viable alternative to individual car-keeping;
- investment in national and local travel behaviour change programmes; and
- establishment of national road traffic reduction targets and traffic speed reduction measures (across the strategic and local road networks).

### **3. Our Five-Year Transport Delivery Plan (2021-2026)**

3.1 Our Five-Year Transport Delivery Plan sets out the practical actions planned, over the next five years, to deliver the 2040 Transport Strategy and to achieve the transport ambitions of the GMCA and the Mayor. Our Five-Year Transport Delivery Plan contains three investment maps that illustrate – (for the next five years): 1) transport projects that are committed for delivery; 2) projects for which GM aims to complete business cases; and 3) those where more work is needed to identify future options and determine feasibility.

3.2 It brings together different elements of Our Network, including plans for:

- Our Bus Network, including bus priority measures, Bus Rapid Transit, the introduction of Quality Bus Transit corridors, town centre interchange development and infrastructure upgrades and renewals.
- Our Metrolink Network, including enhanced passenger facilities and access to stops, new stops to support growth, network capacity and resilience improvements, and tram-train early development.
- Our Rail Network, including ‘Access for All’ rail station upgrades, new rail stations and enhanced passenger facilities.
- Our Streets Network, including details of the next tranche of the Bee Network, town centre and street improvement schemes, pinch point schemes and details of projects that unlock delivery of the existing land supply and potential development sites that could be brought forward in future spatial plans.
- Our Integrated Network, including a future electric bus fleet and depot investment and electric vehicle charging infrastructure.

- 3.3 Our Five-Year Transport Delivery Plan emphasises Greater Manchester's level of ambition: to bring all transport modes – including bus, tram, rail, tram-train and cycling and walking - together, as a world-class, modern, integrated and reliable transport system with seamless connections, and simplified ticketing and fares.
- 3.4 Our Five-Year Transport Delivery Plan is supported by ten Local Implementation Plans (LIPs) covering the period 2021 to 2026. Each of the ten councils that make up Greater Manchester has its own LIP (Local Implementation Plans). The LIPs are designed to ensure local priorities are articulated in Our Five-Year Delivery Plan. The LIPs are updated as councils develop and publish transport plans and strategies, or as new schemes are developed or delivered.
- 3.5 Our Five-Year Transport Delivery Plan (2021-2026) was published in February 2021 following the approval of the GMCA.

## **4. Funding a sustainable and integrated transport network**

- 4.1 GMCA, as requested by Government, prepared and submitted a Programme Case to the Government's City Region Sustainable Transport Fund (CRSTS) in January 2022.
- 4.2 Her Majesty's Government (HMG) CRSTS programme aims to deliver transformational change through investments in public and sustainable transport infrastructure in some of England's largest city regions. CRSTS funding is targeted at the following objectives: driving growth and productivity; decarbonising transport; and levelling up services and areas.
- 4.3 The GM bid comprised a carefully constructed investment pipeline that directly addresses our shared drive to enhance productivity, level up and secure real reductions in carbon emissions, including 28,000 tonnes saving that can be secured through the conversion of 33% of the bus fleet to zero-emission vehicles.
- 4.4 An important first step has already been taken, with 50 EV buses scheduled for procurement for Tranche One of bus franchising (covering the Wigan and Bury area), and 170 to be procured for Stockport and South Manchester operation.
- 4.5 This bid will provide a funding stream for the Bee Network and its vision which directly promotes a clear pathway to GM's ambition to become carbon neutral by 2038 by providing excellent public transport and active travel choices for all, promoting sustainable travel behavioural change through integrated spatial, digital and transport planning; and supports the electrification of vehicles and public transport fleets.

4.6 On 1st April 2022, the Secretary of State wrote to the GM Mayor to say that GMCA had been awarded an allocation of £1.07 billion of capital funding conditional on the agreeing a final Scheme List and then, following engagement with HMG officials, the final scheme list was agreed and published at the end of July '22<sup>2</sup>. The GM programme is made up of several packages including:

- £440m for bus infrastructure improvements, including Quality Bus Transit and Zero-Emission buses;
- £220m for highways maintenance and £62m for Metrolink maintenance and renewals;
- £135m for 'Streets for All' improvements on existing roads;
- £101m for development of future rapid transit schemes;
- £85m for HS2 (High Speed 2) development;
- £54m for active travel; and
- £44m for new and improved rail stations.

## 5. Next Steps

5.1 Achieving Greater Manchester's carbon targets will require substantial reductions in carbon emissions from transport well before 2040, which is likely to require action above and beyond that currently set out in the GM Transport Strategy for 2040.

5.2 Decarbonising transport is a major undertaking, and will have implications for all, across business, society and all our neighbourhoods. Greater Manchester's work is informed by the publication of the Local Authority Toolkits, which were a major commitment of the DfT's Decarbonising Transport Plan, but those released have not contained all the tools and funding required to achieve either local or national transport decarbonisation commitments. We will continue to engage proactively with central Government on this critical issue.

5.3 As current national policy measures are not sufficient to get us to the 2038 carbon neutral target the key asks of Government include:

- Long term investment in public transport and active travel, focusing on expanding reach of network, increasing service frequencies, reliability, safety and reducing costs to travel by sustainable modes;

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<sup>2</sup> <https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-delivery-plans-and-funding-allocations>

- National behaviour change programmes;
- Review tax measures to identify most effective range of incentives to drive Zero Emission Vehicle upgrade;
- Ensure greater proportion of electricity from zero emission sources; and
- Review current approach to Zero Emission charging infrastructure roll out to ensure confidence of supply.

5.4 Getting to net zero transport will need to be undertaken carefully, in a way that helps achieve wider GM Strategy objectives and that support a 'just' transition. As work progresses with the delivery of the Bee Network, we will report to GMCA and GMTC (Greater Manchester Transport Committee) with further updates on this important topic.

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## GMCA Overview & Scrutiny Committee

**Date:** 24 August 2022

**Subject:** Devolution Trailblazer update

**Report of:** Eamonn Boylan, Chief Executive Officer, GMCA & TfGM

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### Purpose of Report:

This report provides Scrutiny members with an update on the Trailblazer Devolution negotiations underway between Greater Manchester and the UK Government. It provides background on how the Trailblazer Negotiations were announced, progress to date, and reflections on future direction.

### Recommendations:

**The GMCA Overview and Scrutiny Committee is requested to:**

- Comment on the assessment of the Greater Manchester Strategy Shared Commitments, existing powers and functions held in Greater Manchester, and the identification of key gaps (set out in Annex A).
- Comment on how Trailblazer proposals could help to fill those gaps.

### Contact Officers

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## **Equalities Impact, Carbon and Sustainability Assessment:**

N/A – Update paper

## **Risk Management**

N/A – Update paper

## **Legal Considerations**

If and when a Trailblazer Deal is concluded, it is likely that elements of the Deal will need legislation to be enacted. There is also a statutory process GMCA will be required to follow, including a public consultation.

## **Financial Consequences – Revenue**

Different Trailblazer Devolution proposals have different potential financial consequences. The original scope of negotiations set out by Government were that that the Deal cannot reopen last year's Spending Review [SR21] (i.e. GM can seek devolution of funding streams, but not ask for new public funding not already allocated at SR21). GM has been clear that with Government officials that any new functions or powers should come with clear plans for adequately resourcing their implementation.

## **Financial Consequences – Capital**

See above

## **Number of attachments to the report:**

None

## **Background Papers**

None

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

## **Exemption from call in**

N/A – Update report

# 1. Background

- 1.1. Greater Manchester pioneered the model of Mayoral Combined Authority (MCA) devolution in England, following many years of voluntary collaboration between the ten local authorities of GM via the Association of Greater Manchester Authorities (AGMA). The settlement in its current form began to emerge with the agreement of a Statutory City Region Pilot with Government in 2009, covering transport, place, employment, planning, low carbon and post-16 skills, and the subsequent formal establishment of the Greater Manchester Combined Authority (GMCA) in 2011.
- 1.2. In November 2014, GM agreed the first Devolution Deal with the then Coalition Government. This Deal set out an agreement to devolve a set of responsibilities, powers and services previously delivered by Government to the GMCA. These included transport powers (inc. a commitment to bus franchising), business support, elements of employment and skills support, a Housing Investment Loan Fund and the creation of an 'earn back' mechanism to fund Metrolink. It also reformed GMCA's governance, establishing the role of a directly elected Greater Manchester Mayor (subsequently first elected in 2017) who also fulfils the role of Police & Crime Commissioner and holds some direct reserved powers.
- 1.3. Five subsequent Deals were agreed over the period 2015-2017, notably including the health and social care Devolution Deal in Feb 2015, transfer of Fire & Rescue responsibilities to the GM Mayor, further transport devolution, Intermediate Body status for EU funding, creation of the Reform Investment Fund, and a pilot for 100% retention of Business Rates growth in the city-region.
- 1.4. Government's appetite for devolution waned from 2016 onwards, although the final Deal was in November 2017. Since that Deal, there have been no further formal agreements with Government for GM to take on new powers or functions.
- 1.5. GM's devolution settlement is widely acknowledged as one of (if not) the most extensive in England. However, it is still limited by international standards. Several key areas of policy remain wholly national. In other domains, policy remains 'contested' with some functions devolved but other similar or overlapping initiatives remaining national (e.g. in adult skills). The way GMCA and our Local Authorities are funded is also very centralised; funding from national to local government is often highly constrained in how it can be used and (by international standards) a very small proportion of overall taxation is local.

## 2. Levelling Up White Paper and the ‘Trailblazer’ Deals

- 2.1. In February 2022 Government published the Levelling Up White Paper. Summarising the whole White Paper is beyond the scope of this report. However, for the purposes of this report the White Paper did several important things:
- **Provided a definition of Levelling Up**, with twelve ‘Missions’ and an associated Technical Annex setting out how these would be measured.
  - **Made a commitment to ‘funding simplification’**, moving away from the use of small, often competitive funding streams (especially on ‘local growth’ related funding) and toward more strategic, and longer-term, allocations.
  - Made a commitment to ‘extend, deepen, and simplify’ devolution in England as one of the key means of achieving Levelling Up.
- 2.2. As part of the commitment on English Devolution, the White Paper announced plans to negotiate two new ‘Trailblazer Devolution Deals’ with Greater Manchester and the West Midlands. These are envisaged as the start of a process of ‘deepening’ devolution in England, exploring what more is possible beyond the powers and funding already devolved to Mayoral Combined Authorities (MCAs).
- 2.3. This is a key opportunity to negotiate new powers that can help GM deliver the Greater Manchester Strategy (GMS) and to tackle some of the issues with our current devolution settlement. There is a lot of crossovers between the GMS Shared Commitments and the Levelling Up Missions established by Government. This puts GM in a strong position to make the case for devolution proposals that enable GM to deliver against objectives shared by both GM and Government.
- 2.4. Annex A provides a summary of the existing powers and functions held by the city-region which can be used to help GM deliver GMS Shared Commitments, where the key gaps are, and how Trailblazer proposals could help fill these gaps.

## 3. Progress to data

### Scope of negotiations and process

- 3.1. The Trailblazer negotiations are being led in Government by the Department of Levelling Up, Housing, and Communities (DLUHC), with a team of DLUHC officials leading on all Devolution Deals (inc. the two Trailblazer Deals, and the ten County and other Deals announced in the White Paper), liaising with other Government

Departments and ‘owning’ the process in the round. Similarly, GMCA has formed a small team of officials leading and coordinating the Trailblazer process within GM.

- 3.2. Since early in the process, Government officials have been clear that the Trailblazer Deal cannot reopen last year’s Spending Review [SR21] (i.e. GM can seek devolution of funding streams, but not ask for new public funding not already allocated at SR21). Otherwise, there have been no clear ‘red lines’ set out about what policy areas and topics are in or out of scope.
- 3.3. GMCA members have agreed several key principles that should determine GM’s approach to the negotiations. These are:
- **Subsidiarity.** Powers, functions, and funding streams should sit at the lowest feasible level of governance.
  - **Functions not initiatives.** Where possible, GM should seek to secure wide-ranging influence over whole areas of policy rather than control over small or specific initiatives with other adjacent activity remaining national.
  - **Adequate resourcing.** Any new functions or powers should come with clear plans for adequately resourcing their implementation.
  - **Accountability with responsibility.** GM remains open to taking on further local accountability, provided there is genuine responsibility for all the levers and resources needed to make a difference.
  - **Devolution over delegation.** This negotiation is an opportunity to secure genuine devolution. While some policy areas will always require stronger national oversight, or regional/national partnership working, the working goal should be devolution unless there are clear policy reasons not to seek this.

## Impact of Government Changes

- 3.4. In July 2022, the Prime Minister announced his intention to step down and to allow the Conservative Party to elect a new Leader (and therefore a new Prime Minister). In the meantime, the Cabinet will not take any substantive, new policy decisions (or make significant new spending commitments) before a new Leader takes office. However, Ministers can perform their day-to-day roles, and progress on existing Government policy can continue.

- 3.5. The Levelling Up White Paper is agreed Government policy and the DLUHC Secretary of State has agreed that Trailblazer discussions can continue. However, any discussions with Government officials are ‘without prejudice’ to future Ministers’ views and are therefore exploratory not decision-making. More formal ‘decision-making’ negotiations are expected to begin in the Autumn.

## **Greater Manchester proposals**

- 3.6. Policy teams across GMCA, along with partners across the city-region more widely, are working with Portfolio Holders to develop proposals across a range of domains. These are then being discussed with the Department for Levelling Up, Housing & Communities, and other Departments where relevant, across eight main themes:

- |                                     |                              |
|-------------------------------------|------------------------------|
| - Funding and accountability        | - Housing                    |
| - Skills and employment             | - Transport                  |
| - Economy and private sector growth | - Environment and net zero   |
| - Public services                   | - Digital, data, and culture |

- 3.7. Discussions so far with officials have been positive, with the latest round of conversations happening after the drafting of this report, but before the Committee’s meeting. A verbal update will therefore be provided to members. The work will explore issues in detail and consider the technical detail of proposals and (more broadly) to ensure that GM is as well-prepared as possible for more formal negotiations when new Ministers are in post.
- 3.8. Timelines for the Trailblazer are uncertain because of the changes in national government. The original working timeline was to try to conclude a Deal this Autumn but until there is a new Cabinet it will not be clear if this remains feasible. There is widespread commentary that a new Prime Minister may choose to do an Emergency Budget early in their term. If this happens, it will absorb significant civil service capacity and may delay the Trailblazer process.
- 3.9. As the Trailblazer progresses, the Scrutiny Committee will continue to receive update on progress at regular intervals.

## Annex A – Devolution and the Greater Manchester Strategy

- 3.10. The Greater Manchester Strategy (GMS) sets out the aim of making GM a place where everyone can live a good life: growing up, getting on and growing old in a greener, fairer, more prosperous city-region. The GMS contains a set of shared commitments, some of which require further powers to be devolved from Government to deliver. The Trailblazer is an opportunity to secure these.
- 3.11. The table below provides some commentary about the existing powers held by the city-region enabling GM to deliver against GMS Commitments, and where the Trailblazer proposals seek to fill gaps in this settlement. Please note that delivering GMS commitments clearly requires both powers and the requisite resources. This table does not provide commentary on the current or potential future resources available in different policy areas, it only sets out whether the city-region has formal powers or functions enabling it to deliver subject to adequate resourcing being available.

GMS shared commitment	Commentary
Create a carbon neutral city-region by 2038, with better air quality and natural environment	This is a cross-cutting commitment with implications for most policy areas. The Trailblazer proposals do seek to fill some key gaps in the GM's powers and functions on environment policy (e.g. giving Local Area Energy Plans greater formal 'weight', allowing GM to move faster and more flexibly on retrofit, and formally piloting local action on climate adaptation). Local control of the post-19 system and co-commission of some 16-19 skills provision would give GM more levers to deliver the retrofit and other skills which will be needed.
Deliver a low carbon London-style fully integrated public transport system across bus, tram, train and bike	Bus franchising gives GM the levers to integrate public transport across bus and Metrolink, but not rail. The trailblazer proposals seek to fill this gap by securing the means to integrate rail alongside other modes.

Enable the delivery of world-class smart digital infrastructure	GM delivers some digital connectivity programmes, but this is on an initiative-by-initiative basis. An in-principle commitment to a future co-commissioning role in digital connectivity programmes would help GM to ensure that digital infrastructure was delivered where it is most needed in the city-region.
Realise the opportunities from our world-class growth and innovation assets, enabled by specific plans including Places for Everyone, Local Growth Plans, and Industrial Strategy	This is another complex, cross-cutting commitment requiring the alignment of a wide range of policy levers. A devolved funding stream for translational R&D, new flexibilities to support housing delivery and placemaking, and greater local control of the skills system would all help to deliver this commitment.
Support our businesses to grow sustainably to become as prosperous as they can be	The local business support landscape is fragmented in places, and it can be confusing for businesses to engage with. A clearer city-regional role in co-commissioning national programmes and ensuring the 'coherence' of the offer in GM overall, would help tackle this.
Support the creation of better jobs and good employment that has a purpose beyond growing shareholder value, utilising the opportunity to make a positive difference to our communities	A stronger joint partnership with the Department for Work & Pensions, including a stronger local role in employment support (Working Well-style commissioned programmes) and a more formal way of influencing Job Centre Plus delivery, would support delivery of this commitment.
Ensure businesses can access the skills and talent they need by providing high quality learning and wrapping support around individuals, enabling them to realise their potential – with access to	GM has held the Adult Education Budget (AEB) for several years. While this is an important fund, it is only one of several providing funding to adults aged over 19 who are looking to improve their skills or retrain. Taking a further step back, publicly funded training for adults aged 19+ is only a small part of the wider skills system. A clearer GM role in the wider skills system, with full



good employment for those who can work, support for those who could work and care for those who can't	devolution of some components and co-commissioning of others, would better enable GM to work with providers to align the local skills offer to the needs of our businesses and residents.
Give our children and young people good education and training so they are ready for career success, with a balance of academic, technical and 'life ready' skills	A new role for GM in influencing technical and professional education for 16–19-year-olds would ensure it aligns with the local labour market.
Guarantee digital inclusion for everyone, including getting under 25s, over 75s and disabled people online	Devolution of digital connectivity programmes would allow GM to better align these with activity to ensure skills and inclusion.
Provide safe, decent, and affordable housing, with no one sleeping rough in Greater Manchester	GM has existing funding streams to support housebuilding and to tackle homelessness, though these often have tight rules and parameters governing their use. A Housing Quality Pathfinder, and associated enforcement powers, would fill a gap in the city-region's ability to drive up standards in the private rented sector.
Tackle food and fuel poverty experienced by GM residents	A faster more flexible retrofit programme could tackle fuel poverty by insulating homes, though clearly this is unlikely to deliver improvements at the kind of scale and pace that would make an impact on current challenges in the domestic energy market.
Reduce health inequalities and improve both physical and mental health	GM has a health and care devolution agreement, though recent NHS reforms have moved the rest of England closer to this model. The GM health system now needs more freedom to work jointly with other public services (like social care) to tackle inequalities.

Drive investment into our growth locations, and use that to create opportunities in adjacent town and local centres	Greater long-term certainty on future government funding for housing and regeneration would give the private sector increased confidence and support GM to attract additional private investment.
Enable resilient, safe, and vibrant communities where everyone has access to essential services, with local centres and high streets which are successful and reflective of their populations, and access to high quality leisure spaces	Many of these functions are already held by our Local Authorities, or by GMCA and the GM Mayor as Police and Crime Commissioner. But re-establishing the Government's commitment to the Reform Investment Fund, piloting changes around family help and early intervention, greater local flexibility around the Health Child programme and childcare, and putting GM probation devolution arrangements on a firmer footing would all be of benefit.
Ensure our local communities, neighbourhoods, villages, towns, cities, and districts are protected and strengthened through the Places for Everyone Plan and Stockport Local Plan, with new homes delivered in line with our carbon neutral commitments and Housing Strategy	Similarly, Places for Everyone and the Stockport Local Plan are done under existing local powers and functions. Ensuring new homes are delivered in line with carbon neutral commitments is challenging, as Government funding often cannot be used for this purpose, so more flexibility is needed here.