

# 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.

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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**

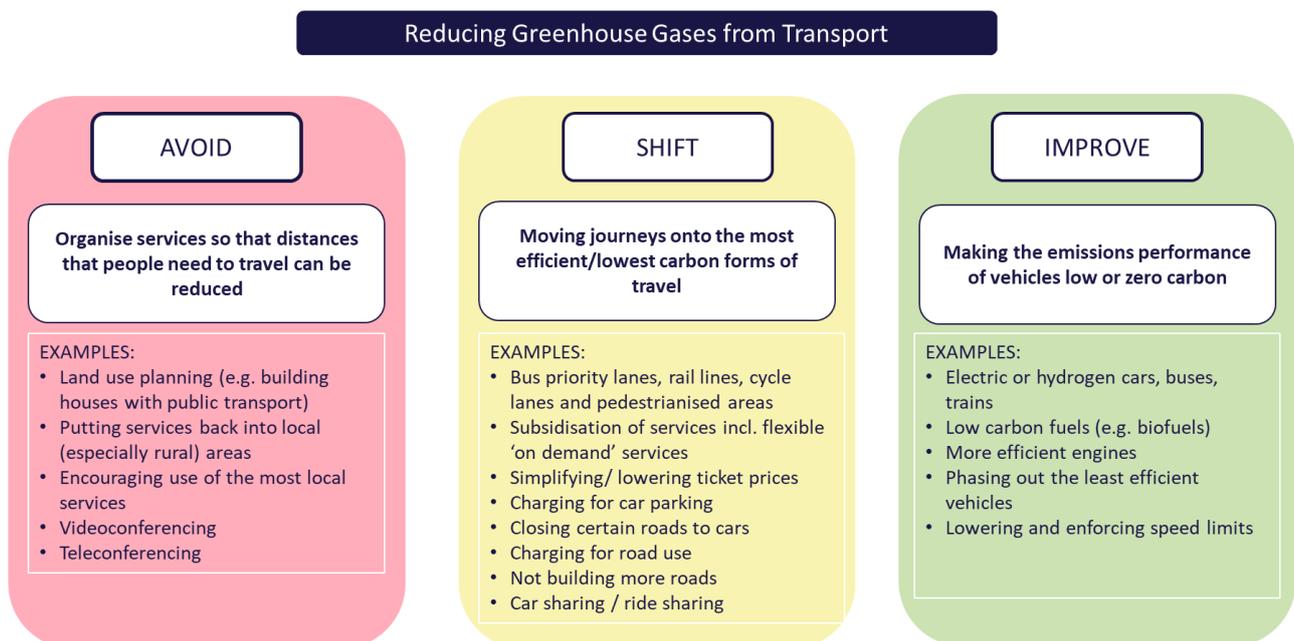
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## **Overview and Scrutiny Committee**

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.

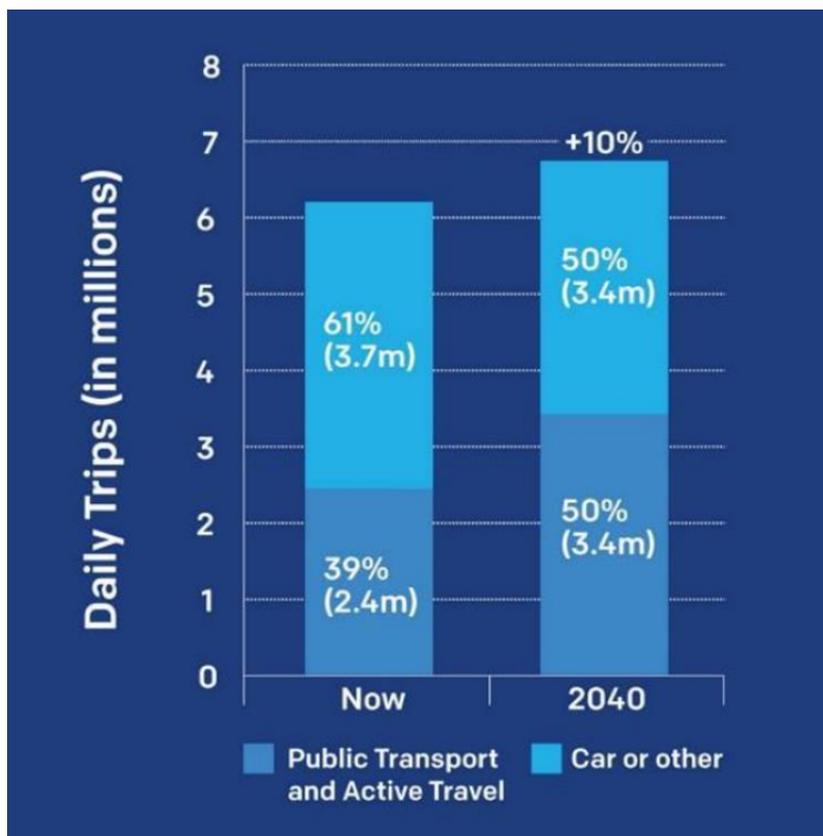
- 1.5 The 'avoid' element is best exemplified by adopting progressive planning policies such as those looking to make changes in land use patterns (as reflected in the Places for Everyone Joint Development Plan Document), supporting people to travel reduced distances to access services. Enhanced digital 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

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<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.