

Greater Manchester Combined Authority

Date: Friday 24th March 2023

Subject: Electric Vehicle Charging Infrastructure Delivery

Report of: Paul Dennett, Deputy Mayor of Greater Manchester, and Eamonn Boylan,
Chief Executive Officer, GMCA & TfGM

Purpose of Report

To set out the recommendations of the study that considered how the public sector can best influence and optimise the future rollout of Electric Vehicle Charging Infrastructure (EVCI) and how these recommendations could be implemented.

Recommendations:

The GMCA is requested to:

1. Note the study recommendations summarised in the report, and included in full at Appendix 1;
2. Approve the draw-down of £200,000 of CRSTS funding to support EVCI delivery;
3. Approve the draw-down of £750,000 of CRSTS funding for TfGM to support EVCI charging at Travel Hubs throughout the conurbation;
4. Endorse the funding distribution model, as set out at Appendix 2, noting that requests for EVCI delivery funding will be brought to GMCA in line with the agreed CRSTS drawdown process, and only where it can be shown it helps deliver charging in underserved or otherwise uncommercial areas as part of a commercial deal with a Charge Point Operator (CPO) partner;
5. Note Office for Zero Emission Vehicles (OZEV) have launched the Local Electric Vehicle Infrastructure Fund (LEVI) to deliver a step change in the deployment of local infrastructure across England;
6. Note that Greater Manchester Combined Authority's capability funding allocation for the LEVI scheme in 22/23 is £259,200; and

7. Approve the updates to the GM Electric Vehicle Charging Infrastructure Strategy, as outlined in Section 4.





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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing			
Economy	G	Increased EVCI across GM will increase attractiveness to both visit and do business	
Mobility and Connectivity	G	Anticipated to encourage competitive pricing between different chargepoint operators	
Carbon, Nature and Environment	G	Will ultimately encourage a greater uptake of EVCI vehicles, compared to Internal Combustion vehicles. The availability of and access to charging infrastructure is recognised as a critical barrier to the adoption of EVs. The requirement for appropriate vehicle charging infrastructure is even more critical given that the Government has now committed to phasing out the sale of new petrol and diesel vehicles by 2030.	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		Ultimately, a successful delivery model roll-out will increase and promote the take up of EV vehicles	
Further Assessment(s):	N/A		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management

Risk Management to be developed with LAs and GMCA.

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

It is proposed that:

- £200k is allocated to resource the support LAs on delivery of EVCI.
- £750k is allocated to TfGM to support EVCI charging at Travel Hubs throughout the conurbation.

GMCA is also asked to endorse a distribution model for the remaining EVCI CRSTS allocation, as set out in Appendix 2, with requests for funding to be brought to GMCA for consideration in line with the agreed CRSTS drawdown process.

Number of attachments to the report:

2

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Greater Manchester EVCI Strategy. GMCA 24 September 2021. Item 22

Greater Manchester Electric Vehicle Tariff GMCA 25 March 2022. Item 24

Greater Manchester Local Area Energy Plans. GMCA 30 September 2022. Item 17

Tracking/ Process

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

Yes

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?

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1 Demand for Electric Vehicles (EV) charging is growing but the number of public EV charging points isn't keeping up with demand. Today, there are approaching 600 publicly available EV chargers in Greater Manchester (providing over 1100 connectors). By 2025, it is estimated that this needs to grow to 2,700 fast and 300 rapid chargers to meet forecast demand.
- 1.2 The transition to low and zero emission vehicles is a key priority of Greater Manchester's Transport Strategy and ambition to become carbon neutral by 2038. In recognition of this, GM published its EV Charging Infrastructure Strategy in 2021 which set out a direction of travel for the role of the public sector. The main rationale of strategy is based on the understanding that availability of and access to charging infrastructure is recognised as a critical barrier to the adoption of EVs. It also stated the need to move to financially sustainable delivery models which meets the needs of residents and drivers and to work effectively with the private sector, reducing the reliance on public subsidy.
- 1.3 The delivery and operation of Greater Manchester's publicly funded Electric Vehicle Charging Infrastructure (EVCI) has been co-ordinated by Transport for Greater Manchester (TfGM) since 2013 to ensure a consistent and co-ordinated approach across the city region. The approach to date has been to use central government funding to place EVCI on local authority land and other host sites. As set out in the GMCA report on 25 March 2022, TfGM did not apply for the government's On Street Residential Charging funding as a review of the operational costs highlighted that the financial case for fast chargers was negative and would have placed an ongoing demand on the transport levy. It was therefore concluded there was no clear commercial route for TfGM to make a bid into this scheme on behalf of GM.
- 1.4 As set out in the March 2022 report, TfGM commissioned a study into the future of GM and EV to establish how the public sector can best influence and optimise the future rollout of EVCI.
- 1.5 EV charging is a growing market, Local Authorities are being approached by Charge Point Operators to install EVCI but as infrastructure implementation costs are high, proposals come with the requirement for long term contracts to ensure payback of the capital investment.

- 1.6 Following a competitive tender exercise, Grant Thornton was appointed. The study ran through the spring/summer, with a range of stakeholders being interviewed.
- 1.7 The purpose of this report is to set out the recommendations of the study that considered how the public sector can best influence and optimise the future rollout of EVCI and how these recommendations could be implemented.

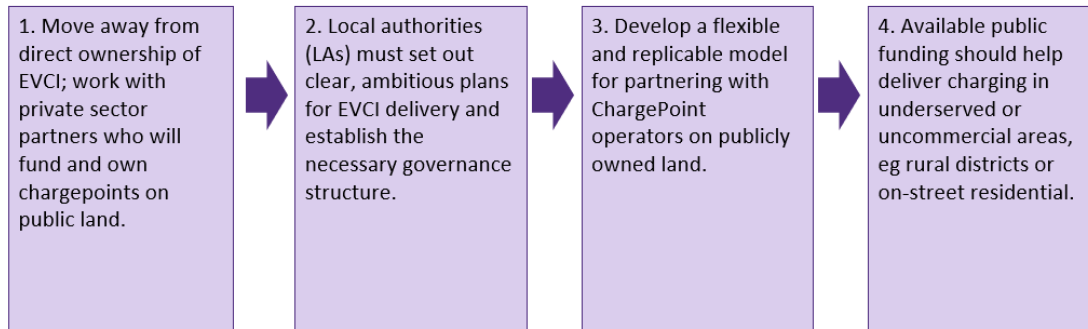
2. Summary of Study/Recommendations

- 2.1 The report produced by Grant Thornton "*The role of the public sector in delivering EV charging infrastructure*" is attached at Appendix 1. Grant Thornton states that the scale of EVCI investment required going forward cannot be met by public sector budgets, and central government grant funding is expected to begin tapering off over the coming years.
- 2.2 However, the private sector is quickly 'gearing up' and there is significant competition between chargepoint operators (CPO's).
- 2.3 Therefore, the recommended strategic direction is that there should be a move away from direct public ownership of EVCI, towards working with private sector partners who will fund and own chargepoints on public land, with local authorities setting out clear plans for delivery and establishing the necessary cross-departmental structures.
- 2.4 Grant Thornton concluded that as public sector funding falls away, a long-term concession model with the private sector is likely to become the national preferred model.
- 2.5 However, specific areas (such as rural neighbourhoods) may continue to require public funding for the medium term. Public funding can also help to secure more appealing commercial terms for LAs when partnering with CPOs. It is suggested that funding grid connections or part subsidising project cost may reduce the contract lengths required or provide more optionality for future upgrades.
- 2.6 The study also found that LA's:
 - reported that they had a lack of resource (financial and personnel) to manage EVCI projects;
 - should identify 'Low Regret' sites and work cross-departmentally to resolve issues relating to potential of sites with regeneration/development aspirations; and

- should review their approach to on-street charging (for example, using street lighting columns to host charging infrastructure).

2.7 The strategic recommendations can be summarised in the below infographic.

Recommendation – Strategic Direction



2.8 To adopt the study recommendations in full will require Local Authorities to increase and crystallise key objectives and roles between transport planning, economic development, and procurement teams. However, the overarching point results from the fact that it is Local Authorities own the land which can potentially host EVCI. Therefore, it is the Local Authority which needs to a) come to a strategic decision on land-use aspirations going forward and b) agree a commercial deal considering length and exclusivity.

2.9 However, to do this will require resource (financial and personnel) to manage EVCI delivery.

3. Funding EVCI Delivery

3.1 **Local Funding** – £8.5m is allocated with GM CRSTS funding for the roll-out of EVCI. This was originally identified to match fund against bids for other government funding. The decision to not proceed with the On-Street Residential Bid required an alternative solution.

3.2 The study recommends more strategic use of the funding to “*crowd-in private sector investment, broadening the reach of charging facilities across the region or improving commercial terms*”, rather using the CRSTS funding allocation to install further publicly owned EVCI.

- 3.3 It further recommends that CRSTS funding is distributed to Local Authorities to part-fund projects with chargepoint operators, to help deliver charging in underserved or otherwise uncommercial areas e.g., rural districts or on-street residential to help secure more favourable commercial terms with CPO partners.
- 3.4 A proposed funding distribution model for the £8.5m allocated within CRSTS for EVCI is included at Appendix 2. The distribution takes account of:
- Funding resource the support EVCI delivery (£200k)
 - An allocation for TfGM to fund a EVCI programme at Travel Hubs (£750k).
- 3.5 The balance to be distributed based on population, and factors in the proportion of rural area in Local Authority areas (as these are often less likely to be served by the commercial market), and the level of housing stock which has neither off-street parking, nor access to charging within five minutes' walk.
- 3.6 GMCA are asked to endorse the funding distribution model for the for the £8.5m EVCI deployment allocation within CRSTS, as set out at Appendix 2, noting that funds will be released to local authorities in line with the agreed CRSTS drawdown process where it can be shown it helps deliver charging in underserved or otherwise uncommercial areas as part of a commercial deal with a CPO partner.
- 3.7 **Government Funding** – The local electric vehicle infrastructure (LEVI) was committed to in the governments EVCI Strategy published in March 2022:
- 3.8 *“The LEVI Fund includes up to £50m to fund local delivery support across the country, and provide training, tools and knowledge sharing. We will focus on upskilling areas which are currently behind in planning and delivering chargepoints.”*
- 3.9 *“We will provide a dedicated local authority support programme to ensure they have the resource and expertise they need to work out their specific local challenges and plan accordingly. The £500m will be spent to ensure provision right across England, with full consideration given to the spatial disparities set out in the Levelling Up White Paper.”*
- 3.10 The LEVI fund has two stated key objectives:
- Delivering a step-change in the scale of deployment of local, primarily low power, on-street charging infrastructure across England; and
 - Accelerating the commercialisation of, and investment in, the local charging infrastructure sector.

- 3.11 The stated aim of the ‘capital’ element is to support deployment of infrastructure and the ‘capability’ element is to increase resourcing for the planning and delivery of infrastructure. The capability element is to increase the capacity and capability of every Tier 1 authority to plan and deliver EV infrastructure. It is also expected that the private sector will need to be engaged to ensure public funding is maximised, investment is locked and scale in local roll-out is achieved.
- 3.12 On 21 February 2023 OZEV formally launched the LEVI Capability Fund for local authorities across England and Greater Manchester Combined Authority's capability funding allocation for the scheme for 22/23 has been advised as £259,200, which will be used to support EVCI delivery across the Greater Manchester Authorities.
- 3.13 The current Local Authority position, as of 28 February 2023, is set out below.

LA	Current Status
Bolton	Bolton has discussed potential partnership arrangements with numerous providers. Engagement with Procurement Team to consider the appropriate path moving forward. Working group in process of establishment enable the appointment of a partner early to mid-2023.
Bury	<p>Bury Council has already taken a very similar approach as outlined in the report. We have a cross departmental working group, and we are currently putting the procurement documents together to go out to the market for a EVCI supplier to install chargepoints on Council Land under a concessionary arrangement.</p> <p>Our aim is to work with the supplier to apply for LEVI funding when it is made available next year and would appreciate any support from TfGM/GMCA to help us with this as resources are still stretched.</p>
Manchester	Manchester City Council has developed its EV Charging Strategy which was adopted in December 2022. The council is in the process of setting up a cross departmental steering group to consider possible procurement options and to lead on the delivery of public EV charging on its own land assets. A soft marketing exercise is due to take place shortly to provide further information to assist in preparing procurement documents.

LA	Current Status
Oldham	<p>We have been awaiting this report to gain steer on the most cost effective, commercially viable approach to increasing our Electric Vehicle Charging Infrastructure (EVCI) provision and will use the recommendations in the report to inform our strategy for delivering EVCI in Oldham.</p> <p>Oldham's Transport Strategy, approved in January 2023, reflects the recommendations of this study to inform future actions on delivering EVCI, such as establishing a multi-disciplinary, cross department working group to identify procurement approaches and sustainable, viable approaches for delivery and locations for delivery of EVCI. This work will be taken forward in Oldham in 2023.</p> <p>We are also progressing an Oldham Green New Deal Delivery Partnership to identify a large energy infrastructure provider to work with the Council and private landowners in Oldham to deliver the low carbon infrastructure we need to meet our local 2030 carbon neutrality target as set out in the Oldham Green New Deal Strategy. As such, it could be that EVCI in Oldham is not a discrete procurement on its own but part of the wider procurement for a large delivery partner.</p>
Rochdale	<p>Rochdale has established a cross departmental Charging Strategy some months ago.</p> <p>We have drafted a local EVCI Strategy that is going through the approval process.</p> <p>We are engaging with multiple CPOs.</p>
Salford	<p>Salford have been awaiting the report are now currently considering next steps.</p>
Stockport	<p>Stockport has an internal officer group looking at a range of issues around EV charging Infrastructure. These officers have been in discussion with a provider about a potential for a partnership in the Borough, leasing bays in off road car parking locations. A report on this has been submitted to cabinet and the preferred way forward agreed for further development.</p>
Tameside	<p>Tameside is currently considering next steps following the release of the Grant Thornton report. The report will assist us to determine the most commercially viable approach to increasing Electric Vehicle Charging Infrastructure (EVCI) provision in Tameside. We will use the recommendations in the report to inform our strategy for delivering EVCI across the borough. A Council cross-departmental working group now needs to be established to help form our strategy, identify potential sites and address the issues. We would appreciate any support from TfGM/GMCA to help us with this area as resources are currently stretched.</p>

LA	Current Status
Trafford	Trafford has a cross departmental internal delivery group set up and is actively working with Iduna to install Be.EV charge points under lease arrangements across council car parks and other sites in Trafford since January 2022. The aim is to have 100 charge points live and operational by April 2023 through this collaboration. The expansion of this project was reviewed by Scrutiny in January 2023 with a further report to be drafted in May 2023 that will inform how Trafford intend to expand EV further. We are also working with TfGM on the installation of Taxi EV charge points at 3 locations that should be installed and live before the end of the financial year.
Wigan	Currently drafting a report to highlight what is required to take EVCI forward. The report will set out the current position, what the private sector can offer, access to grants and how it can be resourced. The Grant Thornton study recommendations form part of the report. This report will seek approval to take the next steps of writing an EVCI strategy and implementing it.

4. Greater Manchester Electric Vehicle Charging Strategy

- 4.1 As outlined in paragraph 2.1, the Combined Authority approved the Greater Manchester Electric Vehicle Charging strategy in September 2021. This is a sub-strategy of the GM Transport strategy and aims to ensure that GM has the EVCI network that it needs to support the transition to EVs over the next 5 years.
- 4.2 The strategy refers to the “expansion of the Be.EV network”. Be.EV is a brand owned by Iduna Infrastructure Limited who are contracted by TfGM to operate and maintain (O&M) “public owned infrastructure” (POI).
- 4.3 The strategy needs to reflect that GM wants to increase the number of publicly accessible charge points and be clear that Local Authorities are free to engage with any ChargePoint operator to install “supplier owned infrastructure” (SOI) on this basis it is felt prudent considering the recommendations of the study to update two paragraphs in the strategy.
- 4.4 Firstly, where the strategy states.
- 4.5 *“We will align TfGM’s emerging Access to Public Transport Strategy and the development of the Travel Hubs programme with this GM EVCI Strategy and investigate options to expand the Be.EV network at Metrolink park and ride sites and other transport interchanges.”*

- 4.6 This should be modified to:
- 4.7 *“We will align TfGM’s emerging Access to Public Transport Strategy and the development of the Travel Hubs programme with this GM EVCI Strategy and investigate options to increase the number of publicly accessible charge points at Metrolink park and ride sites and other transport interchanges”*
- 4.8 Additionally, where it says that:
- 4.9 *“We will investigate opportunities to expand the Be.EV network in local authority owned car parks in town and district centres and at other local authority assets such as car parking at leisure centres, gyms, libraries, community and health centres and recreation / sports facilities. We will engage and work with private EVCI providers and operators to encourage them to install EVCI in retail and leisure destinations.”*
- 4.10 This should be modified to:
- 4.11 *“We will investigate opportunities to increase the number of publicly accessible charge points in local authority owned car parks in town and district centres and at other local authority assets such as car parking at leisure centres, gyms, libraries, community and health centres and recreation / sports facilities. We will engage and work with private EVCI providers and operators to encourage them to install EVCI in retail and leisure destinations.”*
- 4.12 The Combined Authority are asked to approve these changes.

5. Recommendations

- 5.1 Recommendations are set out at the front of the report.

Appendix 1 – Report on the role of the public sector in delivering EV charging infrastructure

Attached as a supplementary paper.

Appendix 2 – Proposed Funding Distribution Model for EVCI CRSTS allocation

As set out at paragraph 4.5, £8.5m is allocated within Greater Manchester's CRSTS allocation for rolling out electric vehicle charging infrastructure. Although it was originally anticipated that this would be to match with future government competitive funding pots, Grant Thornton have recommended that it would be more advantageous to roll-out if this funding was used to help secure more appealing commercial terms for LAs when partnering with chargepoint operators.

It is proposed that:

- £200k is allocated to support delivery of EVCI.
- £750k is allocated to TfGM to support EVCI charging at Travel Hubs throughout the conurbation.
- The balance, as set out in the table below is distributed to the 10 GM LA's on the following basis:
 - A) 2021 census population, (20% of weighting)
 - B) the level of housing stock without off-street parking who do not have a charger within a five-minute walk. (40% of weighting)
 - C) the proportion of local authority areas classed as rural (with the rationale that rural areas are more difficult to serve in the commercial market) (40% of weighting).

The method to identify the level of housing stock without off-street parking used to calculate the B) weighting was produced by ZapMap and Field Dynamics [On Street Charging \(acceleratedinsightplatform.com\)](https://www.onstreetcharging.com). It uses Ordnance Survey's MasterMap Topographic Layer and AddressBase Layer, combined with an algorithm to survey and interpret all the spaces surrounding every residential property in GB.

The catchment is calculated on a per charger basis applying a 5-minute isochrone to charger site data provided by ZapMap. Household's within that isochrone are included within the catchment figure for that charger. The number of households within a 5-minute walk of a charger is calculated and aggregated up to provide the total coverage of on-street households at an authority level.

The method to identify rural TfGM land uses a land cover GIS dataset, derived from satellite images collected in 2018. Those areas classed as either agricultural or forest and semi-natural are classed as rural.

Table 1: Proposed allocation of CRSTS EVCI to LA's

Authority	Population 2021 Census		Households without off street and not within 5 mins walk to a charger		% of Borough CORINE Landcover 2018 classed as agricultural or forest and semi natural		Total Allocation	% Allocation
Bolton	296000	£155,849	32195	£310,045	42	£336,446	£802,340	10.6
Bury	193800	£102,039	16248	£156,472	49	£392,520	£651,031	8.6
Manchester	552000	£290,638	81564	£785,480	4	£32,042	£1,108,160	14.7
Oldham	242100	£127,470	21769	£209,640	44	£352,467	£689,577	9.1
Rochdale	223800	£117,835	25000	£240,756	54	£432,573	£791,163	10.5
Salford	269900	£142,107	34661	£333,793	29	£232,308	£708,208	9.4
Stockport	294800	£155,217	29100	£280,240	32	£256,340	£691,796	9.2
Tameside	231100	£121,678	27906	£268,741	36	£288,382	£678,801	9.0
Trafford	235100	£123,784	23250	£223,903	31	£248,329	£596,016	7.9
Wigan	329300	£173,382	21903	£210,931	56	£448,594	£832,907	11.0
Total	2867900	£1,510,000	313596	£3,020,000	377	£3,020,000	£7,550,000	