

# **GM Air Quality Administration Committee**

Date: 5<sup>th</sup> February 2025

Subject: GM Clean Air Plan – Expenditure Update January 2025

Report of: Caroline Simpson – Group Chief Executive

# **Purpose of Report**

This report provides an update on the funding received from Government, the expenditure made and the funding requirements that have emerged as the new Greater Manchester Clean Air Plan was developed to the end of November 2024 and notes the decision made by Government in January 2025 to approve the GM preferred investment led Clean Air Plan.

### **Recommendations:**

The Air Quality Administration Committee is requested to:

- Note this paper provides further details on the aggregate spend following on from the "GM Clean Air Plan – Expenditure Update" dated 26 October 2022 and 20 December 2023;
- Note the funding received from Government, the expenditure made and the funding requirements that have emerged as the Greater Manchester Clean Air Plan has been developed and operated;
- 3. Note that TfGM and JAQU reached an agreement in Q4 2022/23 over the funding required to fund the continued development of the GM Clean Air Plan to fill the gap that would have been covered by the CAZ revenues and £12.2 million was provided to fund that shortfall and covered the period up to 31st March 2023; and a further £8.1 million was provided to cover costs up to March 2024;
- 4. Note that TfGM was unable to materially change or terminate the contracts that have been put in place for the delivery of a charging Clean Air Zone or the delivery of the Financial Support Scheme, until a formal decision was received from the government; and
- 5. Note that following the decision by Government to endorse the Investment-led Clean Air Plan, steps will be taken to terminate, partly terminate or vary the existing contracts to close down ongoing superfluous liabilities.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

6. Note TfGM and the GM Authorities are working together to assess the potential to repurpose and explore alternative uses for the equipment and signage to minimise waste.

### **Contact Officers**

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

The GM CAP is a place-based solution to tackle roadside NO<sub>2</sub> which will have a positive impact on carbon.

Risks were set out in the Appraisal Report <u>Appraisal\_Report\_-\_Approved.pdf</u>.

### **Legal Considerations**

Until a new direction is issued by the government *The Environment Act 1995 (Greater Manchester) Air Quality Direction 2022* (the Direction) issued on 8<sup>th</sup> February 2022 remains in place. The Direction requires that the GM local authorities:

- review the measures specified in the existing Plan; and
- determine whether to propose any changes to the detailed design of those measures, or any additional measures.

The GM authorities must ensure that the Plan with any proposed changes will secure that:

- compliance with the legal limit value for NO<sub>2</sub> is achieved in the shortest possible time and by no later than 2026; and
- exposure to levels above the legal limit for NO2 is reduced as quickly as possible.

This Direction revoked the Direction dated March 2020 which required the ten Greater Manchester Local Authorities to implement a Category C Clean Air Zone to achieve compliance with the legal limit value for NO<sub>2</sub> in the shortest possible time and by 2024 at the latest.

# Financial Consequences - Revenue

Financial consequences were set out in the Appraisal Report <u>Appraisal\_Report\_-</u>
<u>Approved.pdf</u>, with all development and delivery costs to be covered by central government. A new direction from the government is expected to be issued to the Greater Manchester authorities which will allow TfGM to understand the detailed breakdown of the funding awarded for Development, Administration, Risk & Contingency.

# Financial Consequences – Capital

As Revenue Funding above.

Number of attachments to the report: None

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

Not applicable.

# **Background Papers**

- 5 February 2025, report to AQAC: GM Clean Air Plan January 2025 Update
- 1 October 2024, report to AQAC: GM Clean Air Plan September 2024 Update
- 20 December 2023, Report to AQAC: GM Clean Air Plan December 2023 Update
- 20 December 2023: Report to AQAC: GM Clean Air Plan Expenditure Update
- 13 July 2023, Report to AQAC: GM Clean Air Plan July 2023 Update
- 27 February 2023, Report to AQAC: GM Clean Air Plan February 2023 Update
- 26 October 2022, Report to AQAC: GM Clean Air Plan Expenditure Update
- 26 October 2022, Report to AQAC: GM Clean Air Plan October 2022 Update
- 17 August 2022, Report to AQAC: GM Clean Air Plan August 2022 Update
- 1 July 2022, Report to AQAC: GM Clean Air Plan July 22 Update
- 23 March 2022, Report to AQAC: GM Clean Air Plan March 22 Update
- 28 February 2022, Report to AQAC: GM Clean Air Plan February 22 Update
- 2 February 2022, report to CACC: GM Clean Air Plan update to the temporary exemption qualification date for GM-licensed hackney carriages and private hire vehicles
- 20 January 2022, report to AQAC: GM Clean Air Plan A628/A57, Tameside Trunk Road Charging Scheme update
- 20 January 2022, report to AQAC: GM Clean Air Plan Financial Support Scheme Jan 22 Update
- 20 January 2022, report to AQAC: GM Clean Air Plan Clean Air Zone Discount & Exemptions Applications
- 18 November 2021, report to AQAC: GM Clean Air Plan GM Clean Air Funds assessment mechanism
- 18 November 2021, report to CACC: GM Clean Air Plan GM Clean Air Plan Policy updates
- 13 October 2021, report to AQAC: GM Clean Air Plan Operational Agreement for the Central Clean Air Service
- 13 October 2021, report to CACC: GM Clean Air Plan Showmen's Vehicle Exemption
- 13 October 2021, report to CACC: GM Clean Air Plan Clean Air Zone daily charge refund policy
- 13 October 2021, report to CACC: GM Clean Air Plan A628/A57, Tameside Trunk Road Charging Scheme
- 21 September, report to AQAC: GM Clean Air Plan Clean Air Zone: Camera and Sign Installation
- 21 September, report to AQAC: GM Clean Air Plan Bus Replacement Funds
- 25 June 2021, report to GMCA: GM Clean Air Final Plan
- 31 January 2021, report to GMCA: GM Clean Air Plan: Consultation
- 31 July 2020, report to GMCA: Clean Air Plan Update
- 29 May 2020, report to GMCA: Clean Air Plan Update
- 31 January 2020, report to GMCA: Clean Air Plan Update
- 26 Jul 2019, report to GMCA: Clean Air Plan Update

- 1 March 2019, report to GMCA: Greater Manchester's Clean Air Plan Tackling Nitrogen Dioxide Exceedances at the Roadside - Outline Business Case
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017.

# **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 exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No

Bee Network Committee – Not applicable

Overview and Scrutiny Committee – Not applicable

**GM Clean Air Scrutiny Committee** – Not applicable

### 1. Introduction

- 1.1. The Government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels following the Secretary of State (SoS) issuing a direction under the Environment Act 1995. In Greater Manchester, the 10 local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) are working together to develop a Clean Air Plan to tackle NO<sub>2</sub> exceedances at the roadside, herein known as Greater Manchester Clean Air Plan (GM CAP).
- 1.2. The development of the GM CAP is funded by Government and is overseen by the Joint Air Quality Unit (JAQU), the joint DEFRA and DfT unit established to deliver national plans to improve air quality and meet legal limits. The costs related to the business case, implementation and operation of the GM CAP are either directly funded or underwritten by Government acting through JAQU and any net deficit over the life of the GM CAP will be covered by the New Burdens Doctrine, subject to a reasonableness test<sup>1</sup>.
- 1.3. The report "GM Clean Air Plan January 2025 Update", is also being considered at the meeting, it provides further background and update on the Case for a new Greater Manchester Clean Air Plan and confirms the now agreed position of Government in relation to the Investment-led Clean Air Plan.
- 1.4. The purpose of this report is to provide an update on the funding received from Government, the expenditure made during the 12 month period 1<sup>st</sup> December 2023 to 30<sup>th</sup> November 2024. This period allows a like for like comparison with the financial funding and expenditure outlined in the report "20 December 2023: Report to AQAC: GM Clean Air Plan Expenditure Update".

# 2. Background

2.1. GM has been awarded a total of £210.9 million in respect of the Clean Air Plan which is an increase of c£8.1 million since the December 2023 report due to an additional grant award being made in March 2024. The Government grants have been awarded to fund the following areas:

Grant	£m
Clean Air Plan Development Phase	34.4
Early Measures – EV Charging Infrastructure	3.0
Clean Air Zone Implementation	26.0
Clean Air Zone Operation	13.1
Vehicle Funds (including Bus)	122.3
Vehicle Funds Administration	6.1
Vehicle Funds Operation	2.5
Taxi Electric Vehicle Charging Infrastructure	3.5
Total	210.9

<sup>&</sup>lt;sup>1</sup> The new burdens doctrine is part of a suite of measures to ensure Council Tax payers do not face excessive increases. New burdens doctrine: guidance for government departments - GOV.UK (www.gov.uk)

2.2. The expenditure to November 2024 and forecast to March 2025 (including committed grant awards) against the £210.9 million grants awarded by Government is summarised in the table below:

Area of Expenditure	Spend to date £m
Development Phase	34.4
Clean Air Zone (implement and operate)	36.6
Financial Support Scheme (Vehicle Grants, Implementation and Operation)	27.0
Electric Vehicle (EV) Charging Infrastructure (inc	6.5
Taxi, promotion and committed)	
Forecast for Dec 24-Mar 25	2.6
Total Expenditure	107.1
Grant Remaining	103.8

2.3. This report outlines the funding received and the expenditure and committed costs to 30 November 2024 unless otherwise stated. It should be noted that during the programme the grants and their expenditure are closely monitored by JAQU.

# 3. Scheme Design, Development, Evidence, Programme Management and Public Engagement Funding & Expenditure

- 3.1. GMCA has received a total of £39.9 million since October 2017 to undertake the broad activity of scheme design and development which included an allocation of funding from the grant awarded in April 2024.
- 3.2. To the end of November 2024, these funds have been spent against the following high-level work packages:

Workstream	To Nov23 £m	Dec23 - Nov24 £m	Total £m
Programme Management	4.4	0.0	4.4
Business Case & Measures development	15.5	0.0	15.5
Communications	2.3	0.0	2.3
Customer Experience	0.6	0.0	0.6
Data, Evidence & Modelling	4.7	0.0	4.7
Legal/Policy/ Governance	2.1	0.0	2.1
Review of CAP	3.2	1.7	4.9
Total	32.7	1.7	34.4

3.3. There is a forecast cost of c£0.5 million for December 2024 to March 2025 which covers costs to support the re-submitted business case and consists of resources from TfGM and specialist advisors covering Air Quality Science, Legal, Modelling, and Policy areas. The £0.5 million is currently showing as unfunded based on the way the historic grants have been allocated.

- 3.4. On 23 January the government confirmed it has accepted the assessment that an investment-led, non-charging Greater Manchester Clean Air Plan will achieve compliance with nitrogen dioxide levels on the local road network in the shortest possible time<sup>2</sup>.
- 3.5. The investment-led package of £86m confirmed by government consists of:
  - £51.1m towards bus investment, including 40 zero-emission buses, 77 Euro VI standard buses and charging infrastructure;
  - £5m for local traffic management measures;
  - £8 million to support moving Greater Manchester's taxi fleet to cleaner vehicles;
  - Up to £21.9m for administration, delivery, monitoring and other associated costs.
- 3.6. Due to the very recent government confirmation, there is no consideration in the forecast at Paragraph 3.3 of the implications of implementing the investment-led Clean Air Plan and those forecasts are being worked up by TfGM in collaboration with our GM partners and supply chain.

# 4. Clean Air Zone Funding & Expenditure

- 4.1. JAQU provided a single funding award of £26 million for the implementation of a category C charging Clean Air Zone in November 2019, following Government approval of the Outline Business Case that was submitted in March 2019.
- 4.2. The award allowed GMCA (acting by its officer, TfGM) acting via a delegation from each of the 10 GM Authorities to procure the necessary contracts required to deliver the Clean Air Zone. There are three main contracts underpinning the Clean Air Zone all of which were competitively tendered with the GM Authorities approving the award of contracts in accordance with TfGM's Constitutional arrangements.
- 4.3. The table below reflects all the implementation costs spent against the grant award of £26 million:

	£m
CAZ Grant Award (Nov-19)	26.0
Spend to end November 24	20.7
Grant Remaining	5.3

### 4.4. Clean Air Zone Service Contract – Egis Projects SA

4.5. This is a contract for the delivery of three inter-related services to allow for the installation and operation of the ANPR camera network, scheme administration including customer management and the management of penalty enforcement.

<sup>&</sup>lt;sup>2</sup> https://www.gov.uk/government/news/government-backs-local-plans-for-clean-air-in-greater-manchester--2

4.6. This contract was awarded to Egis Projects SA in July 2021 at a total value of £48.1 million and covers the implementation, operation and decommissioning of the GM CAZ Service. The contract at the time of award was envisaged to be in place for 5.5 years, with three optional one-year extensions.

### 4.7. Clean Air Zone Signage Contract – J McCann & Co Limited

- 4.8. A contract for the manufacture, installation, maintenance and decommissioning of circa 2,200 signs required for the GM Clean Air Zone across 18 local Authorities. These included the ten GM Authorities and 8 the neighbouring Authorities of Calderdale, Kirklees, Derbyshire, Cheshire East, Warrington, St Helens, Lancashire and Blackburn with Darwen. This contract was awarded to J McCann & Co Limited for the total value of £3.04 million and was utilised for the installation of the signage and for the delivery of the production and application of the 'Under Review' Stickers.
- 4.9. TfGM and the GM Authorities are working together to assess the potential to repurpose and explore alternative uses for the equipment and signage to minimise waste.

### 4.10. Clean Air Zone Debt Recovery Contract

4.11. The final CAZ contracts were for three Debt recovery companies to recover any debts and fees resulting from unpaid Penalty Charge Notices (PCNs) through a Warrant of Control which would be issued by the Courts. These contracts were scheduled to be awarded in February 2022, however due to the review of the Clean Air Plan, no contracts have been signed. These contracts are effectively zero value as the fees for the debt recovery companies are set by legislation and paid by the debtor.

### 4.12. Implication of the January 2025 Government Decision

4.13. The implication of the government's acceptance of an investment-led, non-charging Greater Manchester Clean Air Plan on the Clean Air Zone Infrastructure and Contracts is set out in the GM Clean Air Plan – January 2025 Update.

### 4.14. CAZ Implementation and Operational Expenditure to end of November 2024

4.15. The following table summarises the expenditure for the implementation of the Clean Air Zone to the end of 30 November 2024:

Cost Type	£m	Funding Source
Signage (covers all aspects not just McCann contract)	3.0	£26m JAQU Grant
CAZ Service Contract	13.5	£26m JAQU Grant
Staff/Advisor/Districts	4.2	£26m JAQU Grant
Total	20.7	
CAZ Operational Costs	15.8	£13.1m JAQU grant/ £4.7m forecast as unfunded by March 2025.
Grand Total	36.5	

4.16. As part of the commercial negotiations following the pause on the CAZ works, the 815 of the 863 cameras that had scheduled for installation were fully paid for by TfGM and were being held in storage. Following a request by the camera manufacturer, Yunex, 200 of these cameras were sold back to Yunex in April 2023 at the full price paid by TfGM so that they could fulfil requirements for another customer. The current status (27 Jan 2025) of ANPR Camera installations is 462 against the contracted installations of 863:

Local Authority	Total Installed
Bolton	69
Bury	42
Manchester	120
Oldham	7
Rochdale	4
Salford	18
Stockport	76
Tameside	17
Trafford	44
Wigan	65
<b>Grand Total</b>	462

- 4.17. Therefore, whilst there is a remaining contractual responsibility for Egis to install 401 cameras, if required, the reality is that only 145 remain in storage, reducing any future potential termination liabilities.
- 4.18. Since the ANPR Cameras were installed, a total of 97 have been vandalised to varying degrees and 5 ANPR cameras have been taken down due to the LA's needing to remove the pole to undertake works on the highway. Of the 462 installed ANPR Cameras 360 currently remain operational.
- 4.19. Egis are also holding a number of additional assets including 5 Mobile camera units and 3 re-locatable cameras which are being investigated for potential disposal or repurposing in order to maximise the return to the public purse.
- 4.20. Additional Payments will be made to the CAZ suppliers for a small number of activities including the storage and insurance of the non-installed cameras and signage and payments due for the completion of some implementation milestones which remain outstanding.
- 4.21. In line with JAQU Guidance, the Operational Costs of the Clean Air Zone, including the contractual and staff costs, were to be covered by CAZ Revenues. Due to contractual obligations, several of the CAZ Services have been fully commissioned and are operational, even though the CAZ has not been activated for the anticipated public use. These include the discounts and exemptions system which was used for a short period at the end of January and the 462 deployed ANPR Cameras. Based on current numbers of deployed ANPR Cameras there is continuing monthly liability of c£375,000.
- 4.22. Government awarded £21.9m as part of the agreed investment package for "administration, delivery, Monitoring and other costs" in the investment-led Clean Air Plan and that funding line will be used to cover these costs.

# 5. GM CAP Financial Support Scheme (FSS)

5.1. JAQU has awarded funding towards the upgrade of non-compliant vehicles. The breakdown of the awards is shown in the table below:

Grant	Purpose	£m
Awarded		
20-Mar-2020	HGV <sup>3</sup>	8.00
	PHV (includes admin)	10.74
	Coach and Minibus Admin Costs	0.32
25-Mar-2020	Bus Retrofit <sup>4</sup>	15.44
	Coaches	4.45
	Minibus	2.00
26-Mar-2021	LGV Administration Costs	3.50
	Hackney Administration Costs	0.51
26-Mar-2021	LGV	70.00
	Hackney	10.10
15-Oct-2021	Bus Replacement	3.25
	Bus Replacement Admin Costs	0.16
	Total	128.47

5.2. JAQU had agreed that the Administration Costs Grants would cover the implementation costs of the scheme and the operational costs would be recovered through by the anticipated CAZ Revenues. Given that the CAZ did not 'go live' as originally planned and did not, therefore, generate any revenues, JAQU provided the additional grant of c£8.1 million to cover the operational costs (and business case development work) in 2023/24 and a further grant will be required for the 2024/25 financial year.

#### 5.3. Distribution of Grants at End of November 2024

- 5.4. To date the Air Quality Administration Committee has approved the establishment and distribution of the bus retrofit, bus replacement and HGV funds. Grants have been made using the scheme eligibility criteria as set out in the current GM Clean Air Plan Policy<sup>5</sup> to impacted vehicle owners. Grants have also been made to a very small number of Hackney, PHV, LGV and Motorhome vehicle owners who had already placed orders pending funding opening at the end of January 2022 to ensure they are not detrimentally impacted by the decision to pause the opening of the funds, this is referred to as the Early Financial Support Scheme.
- 5.5. The following table sets out the value of grants available and committed, and the number of vehicles upgraded, for each vehicle type.

<sup>&</sup>lt;sup>3</sup> The initial HGV and PHV funding awards also included 5% for the administration of the funds which was separated out in subsequent awards

<sup>&</sup>lt;sup>4</sup> The Bus Retrofit Grant included a 5% element to cover administration costs

<sup>&</sup>lt;sup>5</sup> GM Clean Air Plan Policy following Consultation

Purpose	Value of Grant (net of Admin	Value Committed <sup>6</sup>	Vehicles Upgraded
	costs) £m	£m	. 0
Heavy Goods Vehicles	7.60	2.62	232
Private Hire Vehicles	10.23	0.02	6
Coaches	4.45	0.00	0
Minibus	2.00	0.01	1
Light Goods Vehicles	70.00	0.07	14
Hackney	10.10	0.12	20
Bus Retrofit	15.44	15.12	959
Bus Replacement	3.25	1.18	69
Total	123.07	19.14	1,301

### 5.6. Financial Support Scheme Implementation and Operational Costs

5.7. GM received grants totalling £4.5 million for the "administration" of the Financial Support Scheme with all current and future operational costs being funded via JAQU in the absence of any CAZ Revenues. Whilst classified by Government as "administration" these funds were provided for the establishment of the scheme including the acquisition of the necessary technology. It was agreed with Government that the operational costs of the Financial Support Scheme would have been covered by the Clean Air Zone revenues had it gone live.

Financial Support Scheme implementation and operation Summary	£m	
Implementation Costs	4.0	
Operational Costs	3.8	
Total	7.8	

- 5.8. There are a number of technology contracts which were put in place to enable TfGM to effectively distribute grants to eligible applicants and the most significant of these is the Clean Vehicle Financial System (CVFS) which was contracted to Quotevine Limited after a competitive tender.
- 5.9. The contract value of £3,457,750 includes £467,750 for implementation and £2,990,000 for maintenance/licenses and operational support over the anticipated life of the contract. From the total contracted figure £2,320,924 has been paid to Quotevine as at November 2024. The current contracted liability with Quotevine Limited is £49,750 per month.

<sup>&</sup>lt;sup>6</sup> Value Committed is the value of the total number of applicants who have applied and have been awarded a grant. At the end of November 2023, 180 Applicants have been awarded funding but are yet to upgrade.

# 6. EV Charging Infrastructure

- 6.1. 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, as well as a key component of the GM Clean Air Plan.
- 6.2. JAQU have made 3 funding awards for the purpose of increasing the number of publicly accessible of EV Charging Points and following feedback from the public consultation, Local Authorities approved the reallocation of funding from the Try Before You Buy scheme to the Taxi EV Charging scheme to provide additional electric vehicle charging points dedicated for use by taxis.
- 6.3. The funding awards received for EV Charging and the expenditure against them are summarised below:

Date	Purpose	Grant Value £m	Expenditure & Committed to November 2024 £m	Number of Chargers Planned / Installed
22 March 2018	Early Measures – EV Awareness and Infrastructure	3.0	3.0	25/24 <sup>7</sup>
26 March 2021	Dedicated Taxi Electric Vehicle Charging Infrastructure	3.0	3.5	30/30
26 March 2021	Hackney Try Before You Buy (Repurposed to taxi EV Chargers)	0.5		

### 7. Conclusion

- 7.1. As discussed in this paper and previously with the Committee, now that the government has confirmed it has accepted an investment-led, non-charging Greater Manchester Clean Air Plan, GM is now able to undertake the work to remove the signage, terminate the appropriate contracts that have been put in place for the Financial Support Scheme and vary contracts as is necessary to move the programme forward. Further details of the proposed approach can be found in the GM Clean Air Plan January 2025 Update.
- 7.2. TfGM estimated that based upon the position at the end of November 2024, the current forecast grant required is £6.9 million for operational costs and business case development.

<sup>&</sup>lt;sup>7</sup> Final EV Charger will be fully commissioned and operational in February 2025

	Grant Received £m	Actual and Anticipated Expenditure £m
Total Grants Received (Business Case and Operations)	49.8	
Business Exp. to Nov 24		(34.4)
Operational Exp. to Nov 24		(19.7)
Fcast Business Case Exp. Dec 24-Mar 25		(0.6)
Fcast Operational Exp. Dec 24-Mar 25		(2.0)
JAQU Funding Required	6.9	
Total	56.7	(56.7)

7.3. The decision by Government on the 23<sup>rd</sup> January now allows GM to enter in to further discussions with JAQU as to how these costs will be covered.

# 8. Recommendations

8.1. The recommendations are set out at the front of this report.