

Manchester City Council Report for Information

Report to: Economy and Regeneration Scrutiny Committee – 6 February 2024

Subject: Manchester City Council Climate Change Action Plan – Progress Update – Transport Emissions

Report of: Strategic Director (Growth and Development)
Strategic Director (Neighbourhoods)

Summary

The Council declared a Climate Emergency in July 2019 and developed a Climate Change Action Plan (CCAP) 2020-25, which was approved by the Council's Executive in March 2020, and updated in September 2022.

Quarterly updates and Annual Reports covering the first three years (2020/21, 2021/22 and 2022/23) of the CCAP are available online at www.manchester.gov.uk/zerocarbon.

This report provides an update and overview of progress made in delivery of the Transport and Travel workstreams within the CCAP from 2020 to 2025.

Recommendations

The Economy and Regeneration Scrutiny Committee is asked to note the latest position on the development and delivery of the transport and highways commitments within the Climate Change Action Plan.

Wards Affected: All

Environmental Impact Assessment -the impact of the issues addressed in this report on achieving the zero-carbon target for the city	The Council's Climate Change Action Plan 2020-25 sets out the actions that will be delivered to ensure that the Council plays its full part in delivering Manchester's Climate Change Framework 2020-25.
Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments	Actions set out in the Climate Change Action Plan 2020-25 recognise the need for just and equal delivery of the climate action plan across the city, focusing on the areas such as community engagement, accessible transport, access to green spaces and tackling fuel poverty.

Manchester Strategy outcomes	Summary of how this report aligns to the Our Manchester Strategy/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Manchester's reputation as a leader in delivering on climate change will help to attract investment and businesses to the city. This will contribute towards helping the transition to a zero carbon city, which in turn will help the city's economy become more sustainable and will generate jobs within the low carbon energy and goods sector.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A city with improved air quality is likely to be more successful at retaining and attracting talent
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Ensuring that residents can access job opportunities and other facilities in a safe and clean environment, will enable everyone to contribute to the success of the city. Health outcomes will be improved through areas, such as the promotion of more sustainable and active modes of transport, improved air quality and easy access to green spaces.
A liveable and low carbon city: a destination of choice to live, visit, work	Reducing congestion and air pollution will improve perceptions of the city, and help to tackle greenhouse gas emissions
A connected city: world class infrastructure and connectivity to drive growth	Our investment in active and sustainable travel is helping Manchester to have a fully zero carbon transport system, which will create a world class business environment to drive sustainable economic growth.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

None as a result of this report.

Financial Consequences – Capital

None as a result of this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

- Manchester City Council Climate Change Action Plan 2020-25
- Manchester City Council Climate Emergency Declaration July 2019
- Manchester Climate Change Framework 2020-25 Updated 2022
- [MCC CCAP Quarter 3 Report 2023-24 – including a case study focused on Highways activity](#)
- [Manchester Airport and Aviation Emissions.pdf](#)
- [Appendix Draft Manchester Electric Vehicle Charging Strategy.pdf](#)
- EV update 2023 [Governance Report \(manchester.gov.uk\)](#)
- [Greater Manchester Air Quality Annual Status Report 2022.pdf \(ctfassets.net\)](#)
- MATSIP at November Economy and Regeneration Scrutiny Committee [Governance Report \(manchester.gov.uk\)](#)
- Clean air plan at January Environment, Climate Change and Neighbourhoods Scrutiny Committee. [Governance Report \(manchester.gov.uk\)](#)

1.0 Purpose of the report

- 1.1 The purpose of the report is to provide an update on the Transport and Highways activity of Manchester City Councils Climate Change Action Plan (CCAP) 2020-2025.
- 1.2 Transport is a major contributor to the city's CO₂ emissions responsible for just under 30% of total emissions, as well as impacting the cleanliness of the city's air. It is also the sector which has seen the least progress in achieving reductions in CO₂ emissions over recent years. There is an urgent need to shift to sustainable and active travel for Council staff and the city's residents, workers, and visitors to reduce CO₂ emissions.
- 1.3 Co-benefits of action include improved air quality; enhancing the city's overall liveability through a well-connected, low-cost public transport system; health benefits from active travel and growing opportunities for low carbon jobs.

2.0 Background

- 2.1 The Council declared a Climate Emergency in July 2019 and developed the 5-year Climate Change Action Plan (CCAP) 2020-25, setting out its plan to respond to the Climate Emergency, tackle climate change and take action for the City Council to become a zero carbon organisation by 2038.
- 2.2 The Council has a science-based target calculated by the Tyndall Centre for Climate Research to reduce its direct CO₂ emissions to become zero carbon by 2038 and in its current five-year Climate Change Action Plan – the target is to remain within a set carbon budget of 126,336 tonnes of CO₂ (tCO₂) for this five-year period of 2020-2025 and then continue on a year on year reduction trajectory to reach zero carbon by 2038 at the latest.
- 2.3 The Climate Change Action Plan also recognises the Council's unique leadership role in supporting and influencing the city to reduce its emissions and ensuring that the city's residents are protected from the impacts of climate change.
- 2.4 A refreshed Manchester City Council CCAP 2020-25 was reviewed by the Environment, Climate Change and Neighbourhoods Scrutiny Committee and approved by the Council's Executive Committee in September 2022. The refreshed CCAP sets out the City Council's commitment to continue working to reduce MCC's own direct CO₂ emissions alongside a strong focus on our city-wide leadership role and work across Greater Manchester in support of wider climate change objectives.
- 2.5 The actions are structured across five workstreams as follows:
 1. Buildings and energy;
 2. Transport and travel;
 3. Reducing consumption based emissions and influencing suppliers;
 4. Climate adaptation, carbon storage and carbon sequestration;

5. Influencing behaviour and being a catalyst for change

- 2.6 Regular updates on delivery of the CCAP are provided via the Quarterly and Annual Progress Reports to the Environment, Climate Change and Neighbourhoods Scrutiny Committee. Previous quarterly progress reports are available on the Council's [website](#). The most recent quarterly report (Q3, for October – December 2023) can be found [here](#) and includes a section on 'Highways low carbon action across the city'.

3.0 Progress against Climate Change Action Plan commitments

3.1 Direct Emissions

- 3.1.1 In relation to Highways and Transport the following key actions within the CCAP which aim to reduce emissions associated with Highways projects and services. These actions are listed below along with current progress made:

3.2 Identify and implement environmental actions within Highways by producing a tracked short-term and medium-term environment action plan.

Update: A short/medium-term environmental action plan has been produced for the service, which largely focuses on environmental actions which can have an immediate impact on making the service more sustainable and environmentally conscious. These action plans can be reviewed on request.

3.3 Identifying and applying a suitable tool to monitor carbon savings from highway design and delivery works, to track embodied carbon from highways design and delivery.

Update: The National Highways carbon calculator tool has been identified as a potential tool which could be used to quantify and track emissions on Highways projects. The tool has been trialled on a major project within the city centre at the concept design stage. Further data will need to be inputted once the detailed design has been completed and the list of quantities of materials confirmed for the project. It is planned that once this exercise has been completed, a review of the emissions data will be carried out to understand the 'carbon hotspots' within the design and delivery of the project. This knowledge can then be taken forward onto future projects and appropriate mitigation measures can be put forward to reduce the likelihood of these carbon hotspots occurring.

3.4 Producing guidance for the use of resilient and sustainable materials within Highways.

Update: The guide is currently being produced and completion is due later this year. It has been agreed that the guide shall provide a clear comparison between standard materials currently used by Highways and more sustainable and environmentally friendly alternative materials. Both sets of materials will include data relating to the overall price and longevity of the material, as well

as the associated carbon values/savings. The purpose of this guide will be to help inform environmental decision making on Highways projects and provide project managers with assurance of the associated costs and carbon savings of each material proposed.

3.5 Identifying a consistent approach to implementing green SUDs in Highway schemes, using a SUDs developer guide.

Update: The Sustainable Drainage Systems (SuDS) design guide was produced and uploaded to the MCC website in summer 2023. The guide includes technical information regarding the expected design of SuDS within Manchester and includes technical detail drawings to illustrate the SuDS designs accepted by Highways. The guide also provides designers/developers/consultants with a clear understanding of the maintenance requirements of these assets and emphasises that any potential associated costs for the council should be considered as part of the design.

3.6 Promoting and influencing Citywide SuDS implementation opportunities.

Update: To date, several SuDS workshops have been presented by the Highways Environmental Sustainability Lead to Highways staff and to staff in other departments within the council. An environmental checklist has been created, to be used on all major Highways projects. The checklist consists of several environmental initiatives (including SuDS) which must be considered for all major projects. If it is found that a particular initiative is not feasible on the project, then the reason must be both justified with clear evidence and documented for future reference.

A briefing note providing further detail and updates on the progress of the actions the Highways service have within the various workstreams of the CCAP can be found in the background documents.

4.0 Indirect Emissions (Scope 3)

4.1 There are five key actions within the CCAP that aim to reduce the broader City-wide emissions associated with highways-based transport and travel. These actions are listed below along with a progress update.

4.2 The remaining transport emissions action sits with Manchester Airport Group, their latest position was presented at January 2024 Environment, Climate Change and Neighbourhoods Scrutiny Committee.

4.3 Implement the Greater Manchester Transport Strategy 2040, working with GMCA, TfGM & Government.

- 4.4 Greater Manchester's Local Transport Plan (LTP), known as the GM Transport Strategy 2040 (GMTS 2040) was adopted in 2017 (refreshed in 2021) with a focus on improving and integrating public transport and active travel modes to offer a healthy and sustainable alternative to car travel. The LTP is a statutory document which sets out our long-term goals and ambitions for transport. It sets the strategic direction for transport in GM and provides the foundation for policies that will help get us there. It guides planning, funding and decision-making for transport investment across the conurbation.
- 4.5 Investment in the strategy to date has resulted in a significant growth in travel by non-car modes, particularly commuter and leisure travel to Manchester City Centre, through projects such as the Metrolink expansion, the Leigh Salford Manchester busway and the programme of active travel schemes.
- 4.6 GMTS 2040 also sets out the 'Right Mix' vision, a clear set of targets for the mix of public transport, active travel and car use in Greater Manchester. 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.
- 4.7 Achieving this target will not just be about delivering the right transport interventions; it will rely on changes in land use planning for example, to enable people to access day to day services and leisure opportunities more locally, or within the city 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.
- 4.8 **Bus franchising.** To provide the reliable bus services that will be required to support the right mix targets, TfGM are working hard to bring our bus services under local control. This will enable us to better manage, review and improve routes and services. All buses in Greater Manchester will be part of the Bee Network by January 2025. Overall, we are seeing improvements to journey time reliability and customer satisfaction for Tranche 1 bus services that began operating in September 2023.
- 4.9 To further improve our services TfGM will be:
- Undertaking a programme of network reviews, in different areas of Greater Manchester
 - Developing the case for a pilot of nighttime bus services, to support evening workers and in line with what's been set out in the GM Night Time Economy Strategy; and
 - Trialing Contactless payments on local train services from Stalybridge to Manchester Victoria; and Glossop to Manchester Piccadilly

- 4.10 Our Local Implementation Plan (LIP), an appendix to the GMTS 2040, forms our five-year Delivery Plan, setting our priorities for delivery. Progress to date includes securing:
- £3.28m of the £74m City Regional Sustainable Transport Settlement (CRSTS) funding to develop projects that improve bus, walking and cycling connections along five of the major corridor routes into the city centre.
 - £14.4m for the first phase of Transforming Deansgate,
 - £3.2m for measures to support delivery of Ancoats Mobility Hub,
 - £5m for city centre bus improvements,
 - £1.1m for Electric Vehicle Charging Infrastructure and
 - shares of GM-wide programmes including bus stop enhancements and Bus Pinchpoint funding to improve bus reliability and journey times.
- 4.11 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.
- 4.12 TfGM on behalf of GMCA and the GM LAs are leading work to refresh the GMTS 2040. As part of this refresh, work will be undertaken to further analyse the relationship between our Right Mix targets and pathways and carbon reduction commitments, noting a reduction in traffic (as well as transition to zero emission vehicles) will be required. As part of the LTP refresh, each LIP will also be updated. Following the update, the plan will need to be formally adopted by each Local Authority.

Bee Network

- 4.13 The Bee Network is GMCA's vision for Greater Manchester's future integrated transport network which brings together walking, wheeling & cycling, buses, trams and trains as one consolidated network (remit broadened from active travel in 2021). With an aim of transforming how people travel in Greater Manchester through the creation of reliable, affordable, safe and sustainable ways for people, businesses and visitors to get around.
- 4.14 Delivering the Bee Network ambitions and achieving the right mix target will make an extremely important contribution to our carbon reduction ambitions. We are leading the way through procurement of our fleet of 270 zero-emission buses. Fifty of these are already in operation with a further fifty to be delivered for the next phase of the Bee Network in March 2024. However, a far broader and deeper travel change will be required to achieve the 2038 decarbonisation target, whilst also providing residents and businesses with the transport and access to opportunities they need.

- 4.15 Changing how we develop and deliver infrastructure will be essential to meet our decarbonisation targets. Transport infrastructure requires energy to process and transport materials, construct on site, run facilities and assets, and to process waste. This results in the expenditure of carbon and is generally referred to as ‘embodied’ and ‘operational’ carbon. TfGM has implemented the principles of a carbon management standard (PAS 2080) this aims to reduce ‘whole life carbon’ throughout the lifecycle of all infrastructure schemes. This is achieved by developing Carbon Management Plans for schemes to identify opportunities to enhance designs and to incorporate low carbon materials and technologies. One of the key aims is to design schemes so that they are carbon neutral in operation (i.e. the ongoing energy use). We are applying this approach with the development and design of our transport infrastructure programmes, including schemes funded through CRSTS. As mentioned in 3.3 MCC are already trialing this approach to project design.
- 4.16 **Work with GMCA and TfGM on the development of Greater Manchester’s 5-Year Environment Plan.** GMCA are leading work to develop GM’s next 5-Year Environment Plan (5YEP). Transport & highways is one of several key workstreams, we will continue to work closely with GMCA and TfGM on its development.
- 4.17 **Develop and deliver a revised City Centre Transport Strategy with Transport for Greater Manchester and Salford City Council.**
- 4.18 The City Centre Transport Strategy (CCTS) was adopted in 2021, setting out a bold vision for “a well-connected, zero-carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live and visit”.
- 4.19 MCC working with Salford City Council, TfGM and other partners are continuing to deliver the proposals set out in the CCTS to further enhance the city’s public transport network and reduce car-based trips over the longer term period, leading to the overall share of public transport, walking, wheeling and cycling trips increasing as the preferred modes of travel. This will contribute to the city’s and Greater Manchester’s zero-carbon targets by increasing non-motorised trips and increasing the usage of public transport.
- 4.20 There is significant ambition for the City Centre. With numerous projects already programmed for delivery or under development, there is a recognised need for development of an implementation plan that provides guidance as to how best to allocate road and footway space in an area of competing demands. Activities underway to inform this include:
- Development of a clearly articulated ‘movement plan’ for the city centre
 - Consideration of the findings of the recently completed walkability study
 - City Centre bus routing study to inform a vision and strategy for bus routing and bus infrastructure in the city centre.

- 4.21 **Develop and deliver the Electric Vehicle Charging Infrastructure Strategy and assess investment requirements, link with the Local Area Energy Plan and Local Plan**
- 4.22 The Manchester City Council Electric Vehicle Charging Infrastructure strategy was launched in December 2022. This lays out the connection between the various existing strategies at local and Greater Manchester level. An update was provided to Environment, Climate Change and Neighbourhoods Scrutiny Committee in September 2023 summarising the progress and investment secured.
- 4.23 Since its development we have been successful in securing £2.1m of Local Electric Vehicle Infrastructure (LEVI) funding to deliver 150-200 charge-points (predominantly in the range of 7-22kW chargers) in off-street locations within Council owned car parks and parking areas, such as parks, leisure centres, community facilities, etc. to benefit residents without off-street parking.
- 4.24 The investment will part-fund installation, it is expected that the selected Charge Point Operator (CPO) will provide the remaining funding. A list of locations for this scheme have been identified and agreement is being sought for their inclusion in the project.
- 4.25 A further £1.1m of funding has been secured through the City Region Sustainable Transport Settlement (CRSTS), to deliver charging in underserved or otherwise uncommercial areas as part of a commercial deal in partnership with a CPO. This project is in early stages of development but may potentially include more on-street locations and the provision of small, local charging hubs.
- 4.26 Developments in Electric Vehicle infrastructure are advancing at pace, necessitating the need for regular review of our policy position. It is expected that an updated strategy will be brought to the Committee in Summer 2024, reflecting the latest position on charging options for our residents and visitors.
- 4.27 **Identify and secure infrastructure funding to prioritise improvements for active travel.**
- 4.28 The Manchester Active Travel Strategy and Implementation Plan (MATSIP) was adopted by Executive in February 2023. The MATSIP sets out our ambition to increase walking and cycling in Manchester and makes the case for investing in active travel measures. The strategy enables us to support the production of bids and business cases to secure funding and presents a prioritisation framework for targeting investment.
- 4.29 To date we have secured:
- £37.2m from the Mayor's Challenge Fund for a programme of cycling and walking investment with a completion date of 2024.
 - £13.23m of DfT Active Travel Funding

- plus active travel measures to be delivered where possible through the major corridors package in CRSTS (4.10)
- 4.30 An update on progress to the MATSIP commitments was presented at November Environment, Climate Change and Neighbourhoods Scrutiny Committee. This includes updates on specific infrastructure schemes as well as action being taken to secure investment in supporting infrastructure, such as our bike hangar and school streets pilot schemes, cargo bike grants and the implementation of reductions in speed limits.
- 4.31 In addition, we successfully submitted a bid to be recognised as the ACES Europe Capital of Cycling 2024. The first European City to be awarded the title. This recognition will support our ambitions to transform and enhance our cycling offer as a city, enabling Manchester to expand and grow our cycling provision.
- 4.32 The next planned update to Committee will be in May 2024.
- 4.33 **Develop and implement plans and policies to improve Manchester's air quality by: Delivering the Council's Air Quality Action Plan**
- 4.34 Our Air Quality Action Plan forms a subset of the Greater Manchester Air Quality Action Plan 2016-2021. The update of this document has been on hold whilst awaiting the outcome of the Clean Air Plan submission to Government. The actions within the existing plan are still relevant and are actively being delivered and monitored. The 2023 summary report is currently being compiled for submission as our annual report to Defra (2022 report in background papers).
- 4.35 **Carrying out a policy review to update the GM Clean Air Plan to obtain Government sign-off to implement by 2026.**
- 4.36 Our proposal for an investment led clean air plan was submitted to the Joint Air Quality Unit in Dec 2023. This includes funding for conversion of the bus and taxi fleet to comply with current euro emission standards (conditioned on all 10 authorities requiring the transition in policy with transition compliance date of 31 Dec 2025) and specific targeted measures to tackle areas of continued exceedance. A report on the subject was submitted to January Environment, Climate Change and Neighbourhoods Committee.
- 4.37 Bus investment represents the most important mechanism for reducing exceedances under the Investment-led Plan and is grounded in the ability of TfGM to operate a bus franchising scheme. TfGM is responsible for operating bus franchising on behalf of the GMCA and has the authority to manage franchise agreements in respect of local services, including the specification of fleet requirements and deployment.
- 4.38 The Investment-led Plan involves bus investment of £51.2 million, comprising:
- £39.7 million to purchase 64 Zero Emission Buses; and

- £11.5 million for the electrification required on Piccadilly Approach, and at Bolton, Queens Road and Middleton depots.
- 4.39 Taxi measures represent an important mechanism for reducing exceedances under the Investment-led Plan and are grounded in the ability of the GM authorities to reduce emissions through licensing conditions.
- 4.40 The appraisal of the Investment-led Plan has been developed on the basis that an emissions standard, requiring licensed hackneys and PHVs to be a minimum of Euro 6 (diesel) or Euro 4 (petrol) by 31st December 2025, will have been adopted by all GM Authorities.
- 4.41 A report is being submitted to the March 2024 Licensing and Appeals Committee to consider amending the transition date on the currently policy by 3 months, to enable Manchester to align with the proposed implementation date.
- 4.42 The Clean Taxi Fund proposed under the investment led Plan would provide a grant for every eligible taxi and private hire vehicle licensed with a GM authority as of 20 December 2023. The fund totals £30.5m.
- 4.43 By 2026, it is therefore assumed that 100% of the GM taxi fleet will be compliant with the emission standards. It is intended that the Clean Taxi Fund will support this by opening before 2025 enabling earlier upgrades and helping to mitigate against the risk of taxis re-licensing with another authority that does not have the same emission standard.
- 4.44 With regard to freight, in order to mitigate against the negative socio-economic impact of a GM Wide Category C charging Clean Air Zone funding was awarded by the Government to help owners upgrade non-compliant vehicles (Buses, Coaches, HGVs, LGVs and Taxis). Whilst this funding has now been re-allocated to target bus and taxi emissions, 205 HGVs have been upgraded to be less polluting as part of this programme.
- 4.45 **Council fleet.** We have made good progress on decarbonising our own fleet of operational vehicles, 27 (50%) of our waste collection fleet are now electric, an options appraisal to explore the viability of decarbonising the remainder is underway. Within the broader fleet we have 42 electric and 5 hybrid vehicles, a further 10 vehicles will be replaced by electric alternatives as their leases expire. Vehicle charging points have been installed within Cemeteries, at Northern School of Music and Manchester Art Gallery to support charging of the operational fleet. In addition, fleet management are currently exploring opportunities to trial EV maintenance vehicles such as street cleaners, although there are currently limited options available.

5.0 Future Actions

- 5.1 The existing CCAP covers the period from March 2020 up until March 2025. Development has begun on the next iteration of the CCAP (2025 – 2030) which will be approved by March 2024.

5.2 The new CCAP's aims will be to:

- Build on the current action plan and progress to date
- Set out the Council's own longer term organisational climate change vision to ensure we are taking the right steps in the short term
- Strengthen and emphasise the Council's citywide leadership role
- Continue to lead by example as a zero carbon Council
- Align with other key strategies, including the Manchester Climate Change Framework, the Our Manchester Strategy 2025-35 and GM's 5-year Environment Plan 2024-29.

The new CCAP's objectives will ensure that the Council:

- Plays its full part in leading the city as a whole, to be zero carbon by 2038, supporting the delivery of the Manchester Climate Change Framework
- Maintains its progress to date in becoming a zero carbon Council by 2038 at the latest, by reducing its emissions in line with the science-based targets and remaining within its allocated carbon budget.

5.3 Both the transport policy and highways delivery teams are key stakeholders in the development of the new CCAP 2025-30, especially as we strengthen our citywide leadership role and move our focus towards tangible and measurable actions. This will enable us to use our agency and available levers to maximise our influence and accelerate the reduction in transport related carbon emissions.