

Climate ACTION PLAN

FOR THE NEXT MAYOR OF GREATER MANCHESTER

10 priorities to protect
people and planet

We're facing a climate and ecological emergency – the biggest threat we've ever seen to humanity's existence. The latest report from the UK's Climate Change Committee shows that we urgently need to ramp up delivery of the solutions, and that many of these solutions will require local action. The UK is also failing to build resilience to the worsening impacts of climate change, putting people at growing risk from extreme weather, health issues, food insecurity and more.

Whoever is elected as the next Mayor can't single-handedly solve the crisis, but they must use the powers they have to make as big a difference as possible. They have a very important role to play in providing a guiding vision for the area, and will need to work with councils, businesses, local communities and the national government.

Tackling the climate and nature crisis must be done in a way that benefits everyone, no matter their income, race, age or background. It's important to address the sheer scale of inequalities that exist.

People who are most marginalised – both here in the UK and across the world – have done the least to cause climate breakdown but are the least able to recover from its impacts.

People on lower incomes and people of colour suffer most from the lack of nature and green space in our towns and cities. This is also true of air pollution, despite a lower proportion of people on lower incomes and people of colour owning cars than others.

Young people's futures are most at risk from climate breakdown and the decline of nature, and they're also economically disadvantaged, for example by the cost of housing.

The Greater Manchester Combined Authority (GMCA) has had a Five-Year Environment Plan in place since 2019, with an ambitious target to be carbon neutral by 2038. GMCA's own monitoring shows that, while some progress has been made, for example in increasing local

renewable energy generation, action needs to be accelerated in several areas, including retrofitting homes to a high energy efficiency standard. GMCA scored above average in Climate Emergency UK's Council Climate Action Scorecards, which assessed all UK councils on the actions they've taken towards net zero. However, analysis by Manchester Friends of the Earth in its Climate Report Card shows that the next Mayor needs to take bolder action to meet GMCA's targets.

It's clear from these assessments that the next Mayor must act urgently to accelerate the delivery of climate and nature action and tackle inequalities. They must also regularly report on progress.

This Climate Action Plan will help the next Mayor do this using the devolved powers and funding granted to them. They'll also have an important role in influencing and co-ordinating action by constituent local authorities, local businesses and other stakeholders.

Even with the additional powers and resources already granted to GMCA, as well as those that will be conferred by the Trailblazer deeper devolution deal, we acknowledge that some barriers to action remain due to unhelpful national policies, continued reliance on competitive funding streams and inadequate powers to raise funds locally. To address this, the next Mayor should use their voice to campaign for national government to put the climate crisis at the heart of devolution deals and give local government the powers and resources needed to act at the scale required.

10 priorities the next Mayor of Greater Manchester should commit to

The 10 priorities listed below build on those we set out for the mayoral elections in 2021. In the following section, we explain in more detail what each means for GMCA in practice.

- 1** Ensure all plans, programmes and investment decisions are in line with what's needed to address the climate and ecological emergency and are aligned with international, national, regional and local carbon reduction targets.
- 2** Ensure that the voices of those most impacted by climate breakdown and nature loss are heard and given centre-stage in decision making.
- 3** Support new green jobs. Protect workers and communities through a just transition to a low-carbon, nature-rich, circular economy, including linking skills training to low-carbon jobs.
- 4** Ensure new housing is zero carbon and served by sustainable transport using their strategic planning powers and influence on constituent local planning authorities. Use brownfield regeneration and affordable housing funding to deliver zero-carbon homes in locations accessible by public transport and active travel.
- 5** Take a leading role in bringing existing homes in the area up to high energy efficiency standards to reduce emissions and put an end to fuel poverty. Ensure that existing homes are protected from extreme weather events.
- 6** Increase the ambition to cut car use to 50% of trips by 2030 instead of 2040, and scale and speed up action to meet this target. Set out a plan to achieve interim World Health Organization (WHO) air quality standards by 2030.
- 7** Support the continued development and implementation of Local Area Energy Plans (LAEPs) to increase the supply of clean, renewable energy, including supporting community energy initiatives and rapidly accelerating the roll-out of heat pumps.
- 8** Lead on the rapid development of an implementation plan for the pilot Local Nature Recovery Strategy (LNRS) with clear actions and targets. These should include doubling tree cover across Greater Manchester by 2050, halting the extraction and destruction of any peat across the region, and eliminating green space deprivation.
- 9** Lead the development of a circular economy strategy for the area with local businesses and local authorities to both cut waste and resource consumption and boost the green economy.
- 10** Make public statements calling on the local government pension scheme to divest from fossil fuels. Engage directly with the local authorities that control these funds, encouraging them to make immediate commitments and a timebound transition plan to divest from all fossil fuels.

What this looks like for Greater Manchester

1

Ensure all plans, programmes and investment decisions are in line with what's needed to address the climate and ecological emergency and are aligned with national, regional and local carbon reduction targets.

All decisions need to be in line with what's needed to address the climate and ecological emergency. Commitments to tackle the crisis are meaningless if they're contradicted by spending on and support for high-carbon activity. All plans and investment spending must align with the need to cut emissions and increase the resilience of the area to climate impacts. Local government pension schemes must also stop investing in climate-wrecking gas, oil and coal companies, as set out in priority 10.

Practical action

The Mayor must ensure that spending of the mayoral investment fund, and any devolved funding pots under their control like the Shared Prosperity Fund, is aligned with moving to a low-carbon economy.

The Mayor should ensure that all plans, including the Local Industrial Strategy, set the area on a path of fair transition to clean, green industry

that will help cut climate change emissions and boost growth in green jobs.

This also means ending the promotion of or investment in high-carbon infrastructure such as new roads. Additional actions to promote low-carbon transport and buildings are set out in the relevant sections below.

2

Ensure the voices of those most impacted by climate breakdown and nature loss are heard and given centre-stage in decision making.

The Mayor should recognise that those who've done the least to contribute to climate breakdown are often the most vulnerable to its impacts.

In the Greater Manchester area, 322 neighbourhoods have been identified by researchers as being particularly vulnerable to surface flooding due to their location and the demographics of the community (for example, age or income). Flooding will be exacerbated by climate breakdown.

Practical action

The Mayor must commit to involving all citizens, but especially young people and the most vulnerable communities, in decision making and action planning.

The Mayor must also recognise the impact of decisions made today on the wellbeing of future generations and commit to having youth representation on the governance structures within the region.

Deliberative democracy approaches, such as citizen juries, citizen assemblies, and participatory mapping and budgeting, should be used, especially for complicated or contentious choices.

Climate change adaptation and nature restoration spending should be focused on the most vulnerable communities.

3

Support new green jobs. Protect workers and communities through a just transition to a low-carbon, nature-rich, circular economy, including linking skills training to low-carbon jobs.

Green jobs and training will both be necessary to achieve any credible sustainable vision and economic plan for the region. The green economy is already the fastest growing part of the UK economy, and action in this area will benefit the region.

Mayors will need to make sure they understand the projected demand for green skills in their areas, including for fitting insulation and heat pumps, installing electric vehicle charging points and restoring nature. These skills should be a key focus of adult education budget spending.

Practical action

The Mayor should invest in green jobs, apprenticeships and sustainable enterprise. This means prioritising investment in sectors such as renewable energy, housing retrofit, sustainable transport, nature restoration and the circular economy.

The Mayor should use their control of the area's adult education budget to ensure the labour force has the necessary skills to enable the transition to a low-carbon economy.

The new Trailblazer deal gives the GMCA Mayor greater powers and resources than local governments have in most other parts of

England to ensure that future skills training and adult education are aligned with the transition to a low-carbon economy. This includes addressing the significant skills gap in housing retrofit to upgrade the energy efficiency of homes in the area.

The Mayor should also work with youth representatives, trade unions, colleges, training providers, businesses and the youth climate movement, including through the Youth Combined Authority, to devise an ambitious programme of skills training and apprenticeships for the green economy.

4

Ensure new housing is zero carbon and served by sustainable transport using their strategic planning powers and influence on constituent local planning authorities. Use brownfield regeneration and affordable housing funding to deliver zero-carbon homes in locations accessible by public transport and active travel.

It makes no sense to build new homes today that will need retrofitting in the near future or that are dependent on cars for transport. Although mayoral authorities don't make planning decisions, they can set out spatial development strategies for their areas, which can set environmental standards for new development. The Local Plans of GMCA's constituent local authorities will then need to be consistent with these strategic policies.

Practical action

The Mayor should strengthen the Greater Manchester Spatial Framework to ensure planning policies in the area are fully aligned

with national carbon reduction targets and carbon budgets – including requiring new housing to be zero carbon.

The Mayor should also co-ordinate spatial and transport planning at the regional level to ensure that new developments are accessible by sustainable transport, and have access to nature-rich green space.

Funds for new housing such as the Brownfield Housing Fund must be used to deliver affordable, healthy homes that are built to high energy efficiency standards, are protected from overheating and flooding, aren't built around transport by car, and result in an overall gain in green space and biodiversity.

5 Take a leading role in bringing existing homes in the area up to high energy efficiency standards to reduce emissions and put an end to fuel poverty. Ensure that existing homes are protected from extreme weather events.

Most of the buildings that people will use over the next 50 years have already been built. Only 47% of homes in Greater Manchester are currently well insulated. This represents a shocking waste of energy, with high greenhouse gas emissions and unnecessarily high energy bills, especially for more vulnerable low-income renters.

Heating is the single biggest source of carbon emissions in Greater Manchester, creating 36% of the region's overall emissions, totalling 2.8 million tonnes of CO₂ emissions per year.

85,470 homes need to be insulated every year in Greater Manchester to ensure all homes are properly insulated by 2030. It's estimated that it'll cost a total of £4.4 billion to get all homes to EPC band C. A significant proportion of this will need to be publicly funded because a large proportion of householders are unable to pay themselves. In addition, the transition from gas-fired boilers to eco-heating systems needs to be well underway in our homes. In Greater Manchester, at least 28,310 heat pumps need to be fitted every year until 2030.

As well as ensuring that homes are well insulated to end fuel poverty and improve health, we need to move to electric heating that's powered by renewable sources. Hydrogen isn't a sustainable or effective solution for heating homes and shouldn't have any place in Greater Manchester's net zero plans. In October 2023 the National Infrastructure Commission recommended that government "should rule out supporting hydrogen heating to enable an exclusive focus on switching to electric heating".

Practical action

The Mayor will have a key role to play in working with local authorities, housing associations and other partners, using new funding allocated under the Trailblazer deal to retrofit cold homes that are expensive to heat. The Mayor is uniquely placed to co-ordinate a street-by-street retrofit programme across all types of housing tenures, prioritising neighbourhoods with high levels of fuel poverty.

Mayoral authorities should also support private homeowners and landlords who are able to

pay for retrofit themselves – for example by establishing retrofit hubs for energy saving advice as well as information on financial support and reliable suppliers.

The Mayor should take a leading role in protecting against extreme weather, working with partners across the area to ensure that homes are more resilient to the impacts of climate change such as flooding and overheating.

6

Increase the ambition to cut car use to 50% of trips by 2030 instead of 2040, and scale and speed up action to meet this target. Set out a plan to achieve interim World Health Organization (WHO) air quality standards by 2030.

In mainland Europe, many places provide much better and more integrated public transport. As a result, levels of public transport use are much higher than in the UK's combined authority areas. Far too few journeys are being made on public transport in the Greater Manchester area. For example, only 16% of commuter journeys are made using public transport. Bus services have declined by 33% when compared with 2010 levels, which is likely to disproportionately impact those on low incomes.

Greater Manchester must dramatically transform transport infrastructure and travel habits so that using public transport or cycling and walking become the default. Everybody should be able to live decently and get about without having to own a car. In Greater Manchester, 27% of households don't have access to a car or van. Access to decent car alternatives is a social justice and cohesion issue, as well as an environmental issue.

Enabling people to get around with minimum impact on the environment will also bring about big improvements in air quality. WHO standards are set to reduce the health impacts of air pollution – they're evidence based and regularly updated in line with new research. Our analysis shows that air pollution is a real problem across the area. WHO guidelines for the toxic gas nitrogen dioxide (NO₂) are breached in at least 1,583 locations, and there are 1,214 schools in neighbourhoods that have concerning levels of air pollution.

Practical action

The Mayor should continue to use the bus franchise powers gained by devolution to ensure that services are frequent, reliable and delivered by electric buses, that fares are affordable, and that routes match what local people need. In addition, there needs to be better join-up across different modes of public transport, such as unified ticketing systems.

The Mayor has a key role to play working with local authorities to co-ordinate the provision of joined-up active travel infrastructure. Greater Manchester needs to do much better on providing safe cycling routes. Research shows that with good cycling infrastructure, such as segregated cycleways, and the uptake of e-bikes, 29% of commuter journeys in the region could be made by bike. A comprehensive network of safe, segregated cycle routes should be the goal for urban areas – like those in Copenhagen, Denmark, where 49% of journeys for work and education are made by bike. Efforts should be made to build community

support for these changes and to consult in advance about new routes and measures.

The Mayor must protect the health of local people and commit to taking the necessary action to ensure air quality standards are met across the whole region. This will require measures to stop the use of the most polluting vehicles and to encourage the take-up of electric vehicles, as well as measures to facilitate alternative ways to travel.

Additional money to achieve this transformation in transport can be raised through schemes like the Workplace Parking Levy successfully pioneered by Nottingham City Council. A similar scheme has previously been considered for GMCA, and the next Mayor should take this forward, making sure that it's designed in a way that maximises the benefits to low-income residents without cars and doesn't disadvantage workers with the lowest incomes.

7

Support the continued development and implementation of Local Area Energy Plans (LAEPs) to increase the supply of clean, renewable energy, including supporting community energy initiatives and rapidly accelerating the roll-out of heat pumps.

A rapid growth in renewable energy is needed to wean the UK off electricity produced by fossil fuels and to increasingly provide the electricity needed to heat homes, cut fuel bills and power transport. By making space for renewable energy like rooftop solar panels and onshore wind turbines, a proportion of this clean and affordable energy can be provided in Greater Manchester.

Currently, 188,391 MWh of onshore renewable energy is generated in Greater Manchester each year – a very small fraction of what’s needed. This is only enough to power the equivalent of 69,780 homes.

Practical action

The Mayor should play a leading role in supporting the development and implementation of the Greater Manchester LAEP and the 10 district LAEPs in the region to deliver sustainable energy infrastructure and renewable energy production in partnership with local authorities, communities and energy utilities. Community ownership of renewable energy should be particularly encouraged and supported.

The LAEPs should be linked to the Spatial Framework and Local Plans for the area to ensure that opportunities for new renewable energy generation are identified. The LAEPs should also identify priority locations for the roll-out of heat pumps, including where grid infrastructure can handle these now and where they need to come later.

In addition, all public purchasing of energy should be from 100% renewable power.

8

Lead on the rapid development of an implementation plan for the pilot Local Nature Recovery Strategy (LNRS) with clear actions and targets. These should include doubling tree cover across Greater Manchester by 2050, halting the extraction and destruction of any peat across the region, and eliminating green space deprivation.

Nature in England is in decline. Pressures from farming, pollution and badly located development continue to put our wildlife at risk and undermine the functioning of healthy ecosystems.

Access to quality green space is essential for people’s physical and mental health. Green space, trees and other “green infrastructure” are also essential for nature. Friends of the Earth has used official data on green space, gardens and open access land to identify the neighbourhoods most deprived of green space in the region. Results show that low-income communities and people of colour are worst off when it comes to access to green space. In the Greater Manchester area, there are 63 neighbourhoods rated E (most deprived).

Practical action

In Greater Manchester, the mayoral authority is responsible for developing a LNRS, and a pilot has been produced. The LNRS must be developed with clear actions and targets to protect and manage nature sites that are important for people and wildlife, as well as to restore nature and ecosystems across the area. This includes planting more trees and woods on land owned by local authorities and in partnerships with local landowners. Friends of the Earth produced a map identifying where

new woodlands could be planted outside of urban areas.

The Mayor should also aim to eliminate green space deprivation. This means ensuring everybody has access to enough quality green space. In some areas this might mean opening up school grounds outside of school hours or converting some streets or carparks into public green space. It also means increasing tree cover with more street trees.

9

Lead the development of a circular economy strategy for the area with local businesses and local authorities to both cut waste and resource consumption and boost the green economy.

GMCA should aim to create a zero-waste, circular economy – in which resources are used for as long as possible, have the maximum value extracted from them, and are recovered and regenerated at the end of their service life.

Only 48% of household waste in Greater Manchester is reused, recycled or composted. Incineration, also called Energy from Waste, isn't a sustainable alternative as it's more carbon polluting than even gas-fired power stations, and it also contributes to local air pollution.

Practical action

The Mayor should work with businesses and community groups to increase the reuse and repair of products in the area, including influencing businesses to select more sustainable materials, improve the design of products and extend product life cycles. Circular economy principles should also be applied to local authority procurement of goods.

The Mayor should also support and co-ordinate local authorities in the area to ensure 70% of household waste is reused, recycled or composted by 2025, and to achieve zero waste by 2030. This needs to include initiatives to reduce food waste and introduce doorstep food waste recycling across the region, and make it easier for people and businesses to stop sending waste to landfill or incineration.

10

Make public statements calling on the local government pension scheme to divest from fossil fuels. Engage directly with the local authorities that control these funds, encouraging them to make immediate commitments and a timebound transition plan to divest from all fossil fuels.

Analysis published in October 2023 highlighted that the Greater Manchester Pension Fund (GMPF) has over £1.3 billion invested in fossil fuels.

Practical action

The next Mayor should work with the Greater Manchester local councils to require the GMPF to:

- 1.** Make the fund fossil free within the next 2 years.
- 2.** Immediately move all investments out of the most polluting fossil fuels (coal, tar sands and fracking).
- 3.** Develop a strategy to invest in local climate solutions in Greater Manchester.

The majority of Greater Manchester local councils have already supported a divestment call or raised concerns – either by passing motions to call on GMPF to divest and/ or signing a joint letter to the GMPF in 2021.

Methodology

Friends of the Earth has drawn on official sources of data to identify progress on climate and nature issues in metro mayoral areas. Where official data sources aren't available, we've relied on alternative quality sources. Below we list our data sources and explain what analysis of them we've carried out, if any.

Extreme weather

Professor Sarah Lindley at the University of Manchester has carried out an analysis for Friends of the Earth to identify which small neighbourhoods – Lower Layer Super Output Areas (LSOAs) with an average population of 1,700 – are both likely to be exposed to extreme weather and have demographic/ neighbourhood characteristics that make the population particularly vulnerable. More detail is available on extreme heat and flooding.

Homes

The number of poorly insulated homes is based on government data on energy performance certificates. There are a range of data sources on the cost of bringing properties up to a decent standard (EPC C level), including the English Housing Survey. The actual costs will be influenced by the approach taken. For example, Friends of the Earth is advocating a street-by-street approach, which is likely to bring cost savings compared with approaches that require retrofitters to consistently travel between jobs. The target number of heat pumps to be fitted is based on the number recommended by the Climate Change Committee for the whole of the UK, adjusted for the number of homes within the metro mayoral region.

Transport

The proportion of commuter journeys by different travel modes is based on 2011 Census data. Unfortunately, more up-to-date data isn't available. However, the situation today is unlikely to be significantly different because of bus service decline outside of London. The data on bus service decline is from an analysis by the University of Leeds for Friends of the Earth. The data on access to a car is from the 2021 Census. The data on the proportion of commuter journeys that could be made by bike is from the Propensity to Cycle Tool.

Air pollution

Air pollution data is based on a Friends of the Earth analysis of modelling data at 1 km² published by the government. Our analysis involved using geographical boundary data for small neighbourhoods (LSOAs) to calculate an average level of air pollution within the neighbourhood and compare this with WHO limits. We've also identified the number of schools within areas with high air pollution levels using government data on school locations. More detail is available on air pollution.

Renewable energy

The amount of onshore renewable energy generated in the region is identified by government data. The calculation of how many homes-worth of energy this equates to is based on typical household consumption figures published by the energy regulator Ofgem. In future, more renewable electricity will be needed to heat homes and power transport, reducing the usage of fossil fuels. Total energy consumption will reduce in the future as electric heat pumps and electric cars are much more energy efficient than equivalents powered by fossil fuels.

Green space

Friends of the Earth has identified the neighbourhoods deprived of green space by combining government data on public green space, garden size and open access land and ranking neighbourhoods on a scale of A-E. Within this Climate Action Plan, we've referred to E-rated neighbourhoods as green-space deprived. More detail, including the methodology, is available in the full analysis, which was carried out in 2020. The underlying government data we relied on isn't perfect, so ground truthing is necessary. Natural England is working to improve the data and is expected to publish more data in spring 2024.

Waste

Data on household waste recycling is from government data.