

Greater Manchester's Clean Air Plan to Tackle Nitrogen Dioxide Exceedances at the Roadside

Performance Management Plan: Annual Monitoring Report - 2025/2026



Salford City Council



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APPROVED

1 Purpose of this Document and Background to the Clean Air Plan

1.1 Purpose of this Document

- 1.1.1 The Greater Manchester Clean Air Plan (GM CAP), also referred to as the Plan, is a package of measures to tackle nitrogen dioxide (NO₂) exceedances at the roadside to bring them within legal limits in the shortest possible time and by 2026 at the latest.
- 1.1.2 The framework for monitoring performance of the GM CAP and reviewing progress against its targets is set out in the Performance Management Plan (PMP), which includes the requirement to produce Annual Monitoring Reports.
- 1.1.3 The GM CAP Annual Monitoring Report provides an update on performance management, monitoring and evaluation and benefits realisation of the Plan in the previous year.
- 1.1.4 This document is the first GM CAP Annual Monitoring Report and outlines the performance of the Plan during the monitoring period from 1 April 2025 to 31 March 2026 (noting the Air Quality monitoring data is an annual mean value and covers the period from 1 January 2025 to 31 December 2025).

1.2 Background

- 1.2.1 In 2017, the Secretary of State (SoS) for Environment, Food and Rural Affairs issued directions under the Environment Act 1995 requiring many local authorities to produce feasibility studies to identify the option which would deliver compliance with the requirement to meet legal limits for nitrogen dioxide (NO₂) in the shortest possible time, the legal limit being defined as the long-term annual mean legal limit of 40 µg/m³.
- 1.2.2 In Greater Manchester, the ten local authorities, the Greater Manchester Combined Authority (GMCA) and TfGM worked together to develop a Clean Air Plan to tackle NO₂ exceedances at the roadside.
- 1.2.3 The development of the GM CAP was funded by Government and overseen by the Joint Air Quality Unit (JAQU) – a joint function of the Department for Environment, Food and Rural Affairs (Defra) and Department for Transport (DfT) established to deliver the national NO₂ compliance programme. JAQU provided statutory direction, funding and technical assurance to local authorities to support delivery of measures to achieve compliance with legal nitrogen dioxide limits in the shortest possible time.
- 1.2.4 As the national NO₂ compliance programme has matured, and the majority of directed authorities have achieved, or are close to achieving compliance, JAQU's programme delivery functions concluded at the end of March 2026. Responsibility for oversight has now returned to Defra and the DfT (Government) through business-as-usual arrangements.

- 1.2.5 The costs related to the development, implementation and operation of the GM CAP are either directly funded or underwritten by government and any net deficit over the life of the GM CAP will be covered by the New Burdens Doctrine, subject to a reasonableness test¹.
- 1.2.6 The primary focus of the plan is to achieve compliance with the legal limit value for NO₂ in accordance with the legal direction (see paragraph 1.2.9) in a way that considers the cost of living crisis and associated economic challenges faced by businesses and residents, through an investment-led approach. The evidence submitted in October 2024² showed that the Investment-led Plan was the only option tested which met the legal requirement placed on the 10 GM Authorities to deliver compliance in the shortest possible time and by 2026 at the latest.
- 1.2.7 The core objectives of the new GM CAP are:
- To reduce NO₂ concentrations to below the legal limits in the shortest possible time and by 2026 at the latest;
 - To achieve compliance in a way that is fair to businesses and residents, and does not damage business or cause financial hardship to people in GM; and
 - To ensure the reduction of harmful emissions is at the centre of GM's wider objective for delivering the Bee Network's core objectives.
- 1.2.8 Having submitted evidence to support Greater Manchester's Investment-led Plan in October 2024³, on 23 January 2025 the Government confirmed it 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 time⁴. As a result, Greater Manchester will not need to implement a charging Clean Air Zone (CAZ).
- 1.2.9 On 4 February 2025, *The Environment Act 1995 (Greater Manchester) Air Quality Direction 2025* (the Direction) was issued. The current operative legal requirement is to achieve compliance with the Direction, and this report monitors delivery of the measures approved under the Direction. Schedule 1 of the Direction specifies that the Clean Air Plan measures that are approved are as detailed in the appraisal report 'Evidence Submission for a new GM Clean Air Plan'⁵ dated October 2024 and its supplement, a package of non-charging measures (then referred to as the 'Investment-led Plan'), specifically:
- Cleaner buses, provision of: Euro VI buses; zero emission buses; charging infrastructure and associated support.

¹ 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 \(www.gov.uk\)](https://www.gov.uk/government/publications/new-burdens-doctrine-guidance-for-government-departments)

² <https://cleanaigm.com/technical-documents/#updated-evidence-submission-for-a-new-greater-manchester-clean-air-plan>

³ TfGM. October 2024. Updated Evidence Submission for a new Greater Manchester Clean Air Plan. Available at:

<https://cleanaigm.com/technical-documents/#updated-evidence-submission-for-a-new-greater-manchester-clean-air-plan>

⁴ Defra. January 2025. Government backs local plans for clean air in Greater Manchester. Press release. Available at:

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

⁵ <https://cleanaigm.com/technical-documents/#updated-evidence-submission-for-a-new-greater-manchester-clean-air-plan>

- Local traffic management measures at:
 - A57 Regent Road and
 - A34 Quay Street/ Great Bridgewater Street, and additionally
- Support for moving the hackney carriage fleet to cleaner vehicles.

1.2.10 In July 2025, GM provided a progress update to the Air Quality Administration Committee on delivery of the GM Clean Air Plan. This noted the need to adjust some elements of the Delivery Plan, specifically, the bus measures and the local highway measures⁶, due to a change in local circumstances. A change request⁷ was submitted to JAQU in August 2025, and was subsequently approved in December 2025. The change request did not include any adjustments to the taxi measures.

1.2.11 Section 1.3 sets out the adjusted summary of funded measures that make up the GM CAP.

1.3 Summary of GM CAP Measures

1.3.1 The summary of the funded GM CAP measures, as approved as part of the August 2025 change request (Change Request 001) are outlined in **Table 1**.

Table 1: GM Clean Air Plan Summary of Measures

Clean Air Plan	Description
GM-Wide Measures	
Cleaner Buses - ZEBs	Funding to purchase Zero Emission Buses (ZEB)s that operate on services that pass the remaining exceedance sites to achieve compliance in the shortest possible time and by 2026 at the latest. The funding allocated to this measure is £46.4 million for 78 ZEBs.
Bus Electric Charging	Funding to provide electric charging infrastructure to support: • the additional 78 ZEBs at Bolton depot; and • the City Centre Free Bus at Manchester Picadilly Approach. The ZEB services using this infrastructure are required to operate on modelled exceedance routes to achieve compliance at these locations, alongside other CAP measures. Funding to support the City Centre Free Bus charging. The City Centre Free Bus fleet will be housed at Queens Road depot and will be charged at an alternative depot. The funding allocated to these measures is £4.4 million.
Additional Bus Operational Costs	Funding to cover operational inefficiencies to the optimal bus fleet deployment plan as a result of changes required for Clean Air purposes. The funding allocated to this measure £0.3 million.

⁶ <https://democracy.greatermanchester-ca.gov.uk/documents/b16666/Supplemental%20Agenda%20GM%20Air%20Quality%20Administration%20Committee%2031st-Jul-2025%2010.00%20Greater%20Manchester%20.pdf?T=9>

⁷ https://images.ctfassets.net/tlpgbv1k6h2/5wfhc6bAi7rWUotYwsMBJ/dfdf0adf850789ec61bed56a0c47664d/Change_Request_001_-_Approved_-_CleanAirGM_Version.pdf

Clean Air Plan	Description
Taxi Measures - Hackney Carriages	Funding to provide grant contributions for the upgrade of hackney carriages licensed in GM to cleaner vehicles. Eligible applicants will be offered a grant as a contribution towards a replacement vehicle. The funding allocated to this measure is £8 million. The per-vehicle funding amounts are split into funding for upgrade to wheelchair accessible vehicles (WAVs) and funding for upgrade to non-wheelchair accessible vehicles (non-WAVs), as follows: <u>Upgrade to WAV</u> £12,560 towards a new purpose-built WAV ZEC replacement vehicle; or £12,560 towards a second-hand purpose-built WAV ZEC replacement vehicle; or £6,280 towards a compliant purpose-built WAV replacement vehicle (Euro 4 or higher petrol, or Euro 6 diesel). <u>Upgrade to non-WAV</u> £7,530 towards a new ZEC replacement vehicle; or £7,530 towards a second-hand ZEC replacement vehicle; or £3,770 towards a compliant replacement vehicle (Euro 4 or higher petrol, or Euro 6 diesel); or £6,280 towards a compliant replacement 6+ seater vehicle (Euro 4 or higher petrol, or Euro 6 diesel). All funding is subject to meeting eligibility criteria, grant funding terms and applicable subsidy control requirements.
Local Measures	
A57 Regent Road - Signal Optimisation	Funding to adjust signal timing to A57 Regent Road applied at the junctions of A57 Regent Road / Oldfield Road and M602 J3 West arm approach to the junction. Supplementary adjustments are to be applied to parallel routes, namely: Oldfield Road / Middlewood Street, Ordsall Lane / Middlewood Street / Hampson Street and Hampson Street / Trinity Way. By implementing these signal changes, traffic flow will become steadier, reducing unnecessary accelerations and deceleration, and leading to a reduction of emissions through the exceedance site.
A57 Regent Road - Speed Reduction	Funding for the implementation of a speed reduction from 40mph to 30mph on A57 Regent Road between Oldfield Road and M602. This measure would influence trips outside of the peak periods, during free-flow conditions, making Regent Road a less attractive route and therefore reducing traffic flow leading to a reduction in emissions.
A57 Regent Road - Yellow Box Enforcement	Funding for the implementation and operation of yellow box enforcement along the A57 Regent Road. The aim of this measure is to minimise blocking of junctions and improve traffic flows leading to a reduction in emissions and better reflect modelled performance and providing robustness to the Plan. Yellow box enforcement will be undertaken by the relevant local traffic/highway authorities under the applicable civil enforcement powers and in accordance with the necessary local governance and operational arrangements.

Clean Air Plan	Description
St John's Area - Yellow Box Enforcement	Funding for the implementation and operation of yellow box enforcement along the A34 Quay Street corridor in the St John's area. The aim of this measure is to minimise blocking of junctions and improve traffic flows leading to a reduction in emissions and better reflect modelled performance and providing robustness to the Plan. Yellow box enforcement will be undertaken by the relevant local traffic/highway authorities under the applicable civil enforcement powers and in accordance with the necessary local governance and operational arrangements.
Local Measures – Total	The funding allocated to the package of local measures at the A57 Regent Road and the A34 Quay Street (in the St John's area) is £3.0 million.

- 1.3.2 In addition to the funded measures set out in the table above, operation of OEM Euro VI buses and ZEBs has been stipulated on additional routes, to support the GM CAP to achieve compliance in 2026.

2 Performance Management Plan Overview and Adaptive Planning

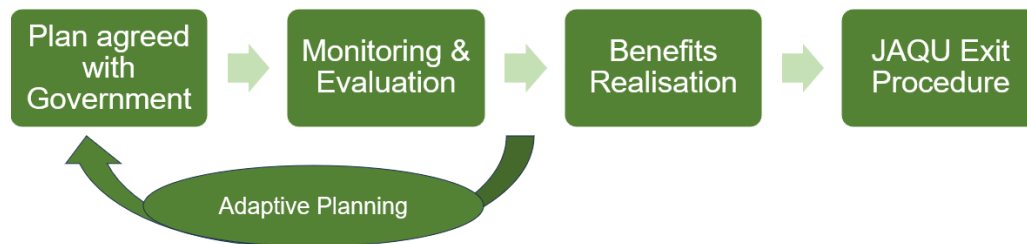
2.1 Performance Management Plan Overview

- 2.1.1 The Performance management Plan⁸ (PMP) provides the framework for tracking compliance with air quality targets, evaluating progress against the GM CAP objectives and identifying the need for adjustment to the GM CAP. In addition, it addresses the requirements of Government guidance⁹ which stipulates that Local Authorities are responsible for monitoring air quality, traffic flows and Automatic Number Plate Recognition (ANPR) data.
- 2.1.2 The PMP includes detailed proposals of how the GM Authorities will:
- Monitor the performance of the GM CAP and factors affecting the Plan;
 - Review progress towards achieving compliance in the shortest possible time and minimising or mitigating disbenefits;
 - Identify issues and make the case for change where appropriate and necessary; and
 - Publish data / information in support of the GM CAP performance.
- 2.1.3 **Figure 1** sets out a simple diagram of the performance management process. This shows how evidence collected in the Monitoring and Evaluation process will be used to inform a review under the Benefits Realisation process of whether the Plan is performing as expected; whether it is on track to succeed; and if any risks to compliance have emerged.
- 2.1.4 The monitoring and benefits review process is intended to identify issues with the performance of the measures that form the Plan, or substantive changes to the assumptions underpinning the Plan that may affect its performance. If issues are identified, the Adaptive Planning Process (in discussion with Government) is activated, to enable GM Authorities to determine if adjustments to any elements of the Plan would help in delivering compliance.
- 2.1.5 This process ensures that uncertainty is kept under review and managed throughout the operational phase.

⁸https://assets.ctfassets.net/tlpgbv1k6h2/T0lkZmhLfrD3wfJZBmzka/7538b540cc307040c48c10bbdf8030f4/Performance_Management_Plan_-_Approved.pdf

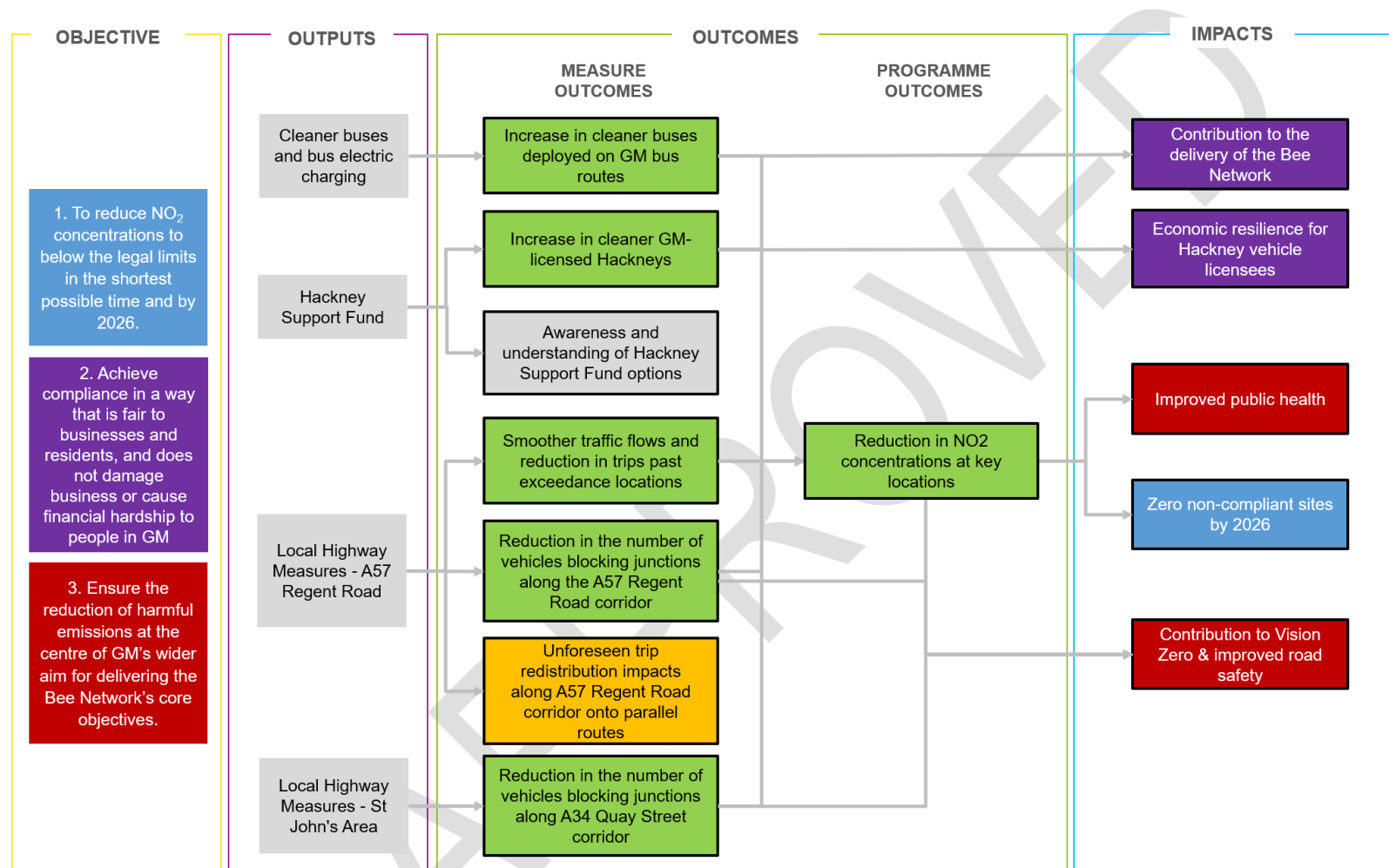
⁹ JAQU Monitoring and Evaluation Note 23.10.18

Figure 1: GM CAP Performance Management Plan Process



- 2.1.6 Within this framework, the Monitoring and Evaluation Plan (MEP) sets out how TfGM will review the outputs, outcomes and impacts of the GM CAP interventions and examine whether the objectives have been met.
- 2.1.7 Monitoring for the GM CAP measures, referred to as ‘outputs’ will demonstrate what has been delivered, and to what quantities, for example, the number of bus charging posts installed, or value of hackney grants administered.
- 2.1.8 Quantitative and qualitative data on changes in outcomes (such as the results in the short to medium-term) and impacts (long-term results) will provide evidence on progress against the Plan’s objectives. The links between the Plan’s objectives, its outputs, outcomes and impacts are shown in the GM CAP Logic Map, set out in **Figure 2**.
- 2.1.9 The MEP outlines indicators and metrics to track the GM CAP’s performance against the core objectives in a timely, specific and proportionate manner.
- 2.1.10 The GM CAP Monitoring Dashboard acts as the primary local tool to assess whether the GM CAP is on track to achieve compliance. The dashboard interprets the latest air quality monitoring data, forming the basis of detailed analysis on locations of risk.
- 2.1.11 Data from the Monitoring Dashboard is collated on a quarterly basis to track the performance of the Plan. Regular technical calls between GM and Government are used to assess the data presented in the dashboard. Where an issue identified as part of the ongoing monitoring and evaluation needs further investigation, the Adaptive Planning Process is activated in discussion with Government.

Figure 2: GM CAP Logic Map



2.2 Data sources

2.2.1 A summary of the indicators, metrics and data sources used to monitor the GM CAP is presented in **Table 2**.

Table 2: GM CAP PMP Outcome Indicators

Outcome	Indicator	Metric	Data Source	Reporting Location	Monitoring Analysis
Reduction in NO₂ concentrations at key locations	NO ₂ concentrations	Total NO ₂ concentrations and a reduction in NO ₂ concentrations at key locations (locations 'at-risk' and 'in exceedance')	Diffusion tubes and continuous analysers	GM CAP Monitoring Dashboard	Quarterly
	Traffic volumes & fleet	Observed total traffic by vehicle class, Euro class and fuel	ANPR & ATC	GM CAP Monitoring Dashboard	Quarterly
Increase in cleaner buses deployed on GM bus routes	Bus fleet	Proportion of OEM Euro VI and ZEB operated on CAP specified routes	Bus fleet data	GM CAP Monitoring Dashboard	Quarterly
	Bus electric vehicle charging infrastructure	Number of bus electric vehicle chargers by depot	Bus depot data	GM CAP Monitoring Dashboard	Quarterly
Increase in cleaner GM-licensed Hackneys	GM-licensed hackney fleet	Number of GM-licensed compliant and non-compliant hackneys by local authority.	GM Taxi Licensing Data	GM CAP Monitoring Dashboard	Quarterly
Awareness and understanding of Hackney Support Fund options	Hackney Support Fund (formally the Clean Taxi Fund) satisfaction	Satisfaction rating for hackney vehicle licensees that have applied to the fund	Application Satisfaction survey	Bespoke Survey	Once (following receipt of grant payment)
	Number of hackney vehicle licensees not upgrading	Reason why vehicle licensees decided not to upgrade via Hackney Support Fund	Vehicle Licensee Survey	Bespoke Survey	Once (following closure of the Hackney Support Fund)

Outcome	Indicator	Metric	Data Source	Reporting Location	Monitoring Analysis
Smoother traffic flows and reduction in trips past exceedance locations along A57 Regent Road corridor	Traffic volumes	Observed daily traffic flow	ATC	GM CAP Monitoring Dashboard	Quarterly
	Traffic fleet profile	Observed fleet profile by vehicle class	ANPR	GM CAP Monitoring Dashboard	Quarterly
	Traffic flow	Observed traffic flow at link level and traffic model periods (AM, IP, PM)	ANPR & ATC	GM CAP Monitoring Dashboard	Quarterly
	Traffic speeds	Observed directional speeds by traffic model periods	INRIX Journey Time Data	GM CAP Monitoring Dashboard	Quarterly
Reduction in the number of vehicles blocking junctions along the A57 Regent Road corridor	Enforcement data	Number of penalty notices issued by Salford City Council and Manchester City Council along A57 Regent Road corridor	Salford City Council and Manchester City Council Enforcement Data	GM CAP Monitoring Dashboard	Quarterly
Unforeseen trip redistribution impacts along A57 Regent Road corridor onto parallel routes	Traffic volumes	Observed daily traffic flow on parallel corridors	ATC	GM CAP Monitoring Dashboard	Quarterly
	Traffic fleet profile	Observed fleet profile by vehicle class on parallel corridors	ANPR	GM CAP Monitoring Dashboard	Quarterly
	Traffic flow	Observed traffic flow at link level and traffic model periods (AM, IP, PM) on parallel corridors	ANPR & ATC	GM CAP Monitoring Dashboard	Quarterly
	Traffic speeds	Observed directional speeds by traffic model periods on parallel corridors	INRIX Journey Time Data	GM CAP Monitoring Dashboard	Quarterly
Reduction in the number of vehicles blocking junctions along A34 Quay Street corridor	Enforcement data	Number of penalty notices issued by Manchester City Council and Salford City Council along A34 Quay Street corridor	Manchester City Council and Salford City Council Enforcement Data	GM CAP Monitoring Dashboard	Quarterly

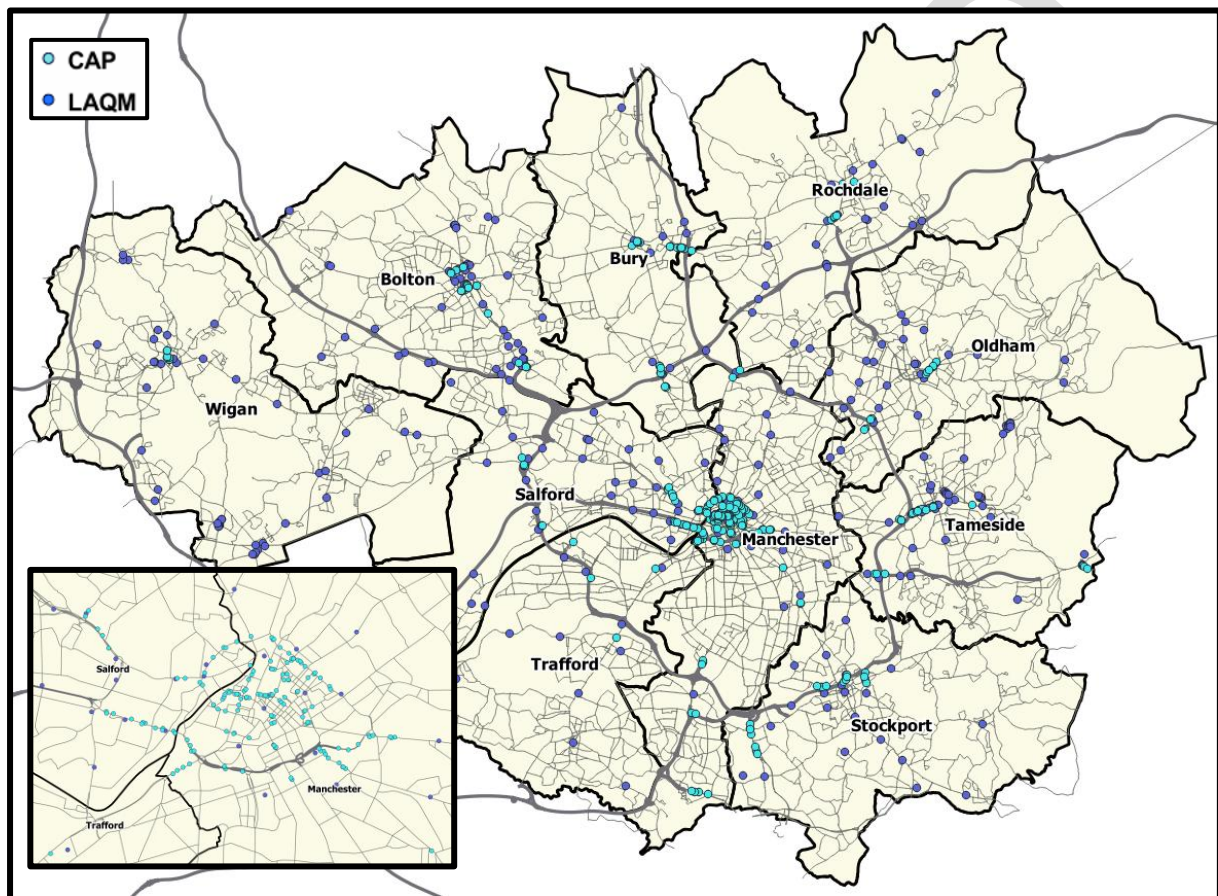
2.2.2 Further details about each of these data sources are provided in the following paragraphs.

Diffusion tube data

2.2.3 Diffusion tubes have been utilised in GM to monitor NO₂ concentrations, with the active sites in 2025 shown in **Figure 3**. These sites are managed by TfGM (for GM CAP) and the GM authorities (for Local Air Quality Monitoring - LAQM), with some further sites operated by Government separately as part of the UK Urban NO₂ Network (UUNN).

2.2.4 The data collected by the diffusion tubes measures monthly concentrations.

Figure 3: GM Air Quality Monitoring for 2025



Automatic Numberplate Recognition (ANPR) Data

2.2.5 Cameras installed as part of the Previous GM CAP offer a GM-wide network of monitoring data. The data collected from these cameras includes:

- Traffic composition;
- Euro standard;
- Fuel type; and
- Age of vehicles.

- 2.2.6 ANPR-derived data used for GM CAP monitoring is processed in accordance with applicable UK GDPR and Data Protection Act 2018 requirements.

Automatic Traffic Counters (ATCs)

- 2.2.7 Continuous Automatic Traffic Count (ATC) data is available for a range of locations across Greater Manchester. The data includes:

- Total hourly traffic volumes;
- Directional traffic flows; and
- Traffic flow variability by week, month, season.

Bus Fleet Data

- 2.2.8 Under GM Bus Franchising TfGM has access to bus fleet data for bus services operating within GM. This provides service-based bus fleet information by location on timetabled routes. The data includes:

- Vehicle fleet information by service, location and month; and
- Disaggregation by vehicle type (Retrofit, Euro VI, ZEB).

Bus Depot Data

- 2.2.9 Bus depot data recorded by the TfGM Bus team, provides a status update for depots in the TfGM area, including information on depot electrification. This data will be used to assess the delivery of electric charging facilities as part of GM CAP. This data provides:

- The number of bus electric vehicle chargers by depot.

- 2.2.10 Bus fleet information (discussed above) can also be reviewed at the depot level to confirm if ZEBs have been deployed to the relevant depots, once upgrades have occurred.

GM Taxi Licensing Data

- 2.2.11 GM Local Authorities hold data on GM licensed taxis. This data allows tracking of changes in vehicle fleet licensed within GM. The data enables analysis of:

- Total number of hackneys licensed to GM authorities; and
- Compliance status of GM licensed hackneys (by authority area).

Application Satisfaction and Vehicle Licensee Survey

- 2.2.12 An online satisfaction survey collected feedback from GM hackney owners who were eligible for funding as part of the Hackney Support Fund. The survey launched on 23 April 2026. Responses were invited by e-mail. The survey provides the following data:
- Satisfaction rating for Hackney vehicle licensees that have applied to the fund.
- 2.2.13 The satisfaction survey included a subset of questions targeted at GM licensed hackney owners who were eligible but chose not to access funding. This can be used to understand:
- Reason why vehicle licensees decided not to upgrade via the Hackney Support Fund.

INRIX Journey Time Data

- 2.2.14 TfGM holds INRIX journey time data which provides observed link-based journey times for highway links across GM. The data includes:
- Detailed link-based information by section of route, and by direction;
 - Data by time segments, to enable comparison of journey times during the morning peak (AM), inter-peak (IP), and evening peak (PM) periods, with overnight conditions when congestion is less likely; and
 - Continuously recorded statistics, to understand variability in journey times over time.

Manchester City Council and Salford City Council Enforcement Data

- 2.2.15 Yellow box enforcement will include the review of the yellow box infringements / enforcements. The available data will comprise:
- Number of warning notices issued, by junction and by month; and
 - Number of penalty notices issued, by junction and by month.

3 Measures Delivery and Outcome Review

3.1 Overview

- 3.1.1 This section reviews progress of the delivery of the GM CAP measures and the anticipated outcomes for each measure, as set out in **Table 3**.

Table 3: Measures Delivery Review – Outputs and Outcomes

Output	Outcome
Cleaner buses and bus electric charging	Increase in cleaner buses deployed on GM bus routes
Hackney Support Fund	Increase in cleaner GM-licensed hackneys
	Awareness and understanding of Hackney Support Fund options
Local Highway Measures – A57 Regent Road	Smoother traffic flows and reduction in trips past exceedance locations along the A57 Regent Road corridor
	Reduction in the number of vehicles blocking junctions along the A57 Regent Road corridor
	Unforeseen Trip redistribution impacts along the A57 Regent Road corridor onto parallel routes
Local Highway Measures – St John's Area	Reduction in the number of vehicles blocking junctions along the A34 Quay Street corridor

- 3.1.2 As noted in paragraph 1.1.4, the progress is reported for the period from 1 April 2025 to 31 March 2026.

3.2 Increase in Cleaner Buses Deployed on GM Bus Routes

- 3.2.1 The GM CAP aimed to increase deployment of zero emission buses through investment in 78 new Zero Emission Buses (ZEB)s on specific CAP routes and in depot electrification in Manchester and Bolton.
- 3.2.2 GM bus franchising commenced in 2023 with Greater Manchester bringing all bus services under local public control, allowing TfGM to specify routes, fares, standards, and performance targets. This replaced the deregulated system where private operators set their own networks. Local control also enables GMCA to procure and manage the bus fleet directly, including purchasing new Euro VI and ZEBs, reallocating vehicles across franchises, and enforcing consistent quality and branding across the Bee Network. This ensures a cleaner, modern, integrated fleet that supports reliability, accessibility, and environmental goals.

3.2.3 Greater Manchester introduced bus franchising in three tranches, each bringing a different part of the city-region into the Bee Network under local control, with the bus network seeing significant changes between 2023 to present. The three tranches of bus franchising included:

- Tranche 1 (September 2023) - covering Wigan, Bolton, and parts of Salford & Bury. This was the first area to move from deregulated private networks to locally specified Bee Network services;
- Tranche 2 (March 2024) - expanding franchising to Bury, Rochdale, Oldham, and the rest of Salford; and
- Tranche 3 (5 January 2025), bringing Manchester, Trafford, Stockport, and Tameside into the Bee Network.

3.2.4 In addition to ongoing investment in a cleaner bus fleet under franchising, GM CAP identified specific routes where cleaner vehicles are required to support compliance. Progress of these measures is outlined in **Table 4**.

Table 4: Bus Fleet Upgrade Measure Delivery Status

Measure - Output	Measure Delivery Status as at 31 March 2026
Upgrade of 78 buses to ZEBs at Bolton	Ongoing - 20 Clean Air funded ZEBs were in operation in Bolton at 31 March 2026. Further 58 ZEBs intended for the 8/10 and V1/V2 services are to be phased into service from May 2026.
Upgrade of 12 buses to ZEBs at Queens Road	Complete - New ZEBs deployed onto the GM fleet.
Upgrade of 29 buses to ZEBs at Hyde Road	Complete - New ZEBs deployed onto the GM fleet.
Upgrade of 38 buses to ZEBs at Middleton	Complete - New ZEBs deployed onto the GM fleet.
Upgrade of 79 buses to ZEBs at Oldham	Complete - New ZEBs deployed onto the GM fleet.
Upgrade of 77 buses to OEM Euro VI at Stockport	Complete - New OEM Euro VIs deployed onto the GM fleet.
Upgrade of 17 buses to Euro VI at Wigan	Ongoing - Initial cascade of fleet into Wigan complete, further cascade on target to be complete in June 2026.

3.2.5 Details of the deployment status for each route required to deliver compliance in 2026 is included in **Table 5**.

Table 5: Review of Bus Fleet Deployment – as at 31 March 2026

Route	Depot	Bus Type	Vehicles	Indicative Changes to Fleet Type	Exceedance	Deployment Status
36	Bolton	ZEB	20	78 additional ZEBs required with depot electrification additional capacity requiring funding (128 ZEBs required in total, of which 50 ZEBs provided from other funding sources).	A34 Bridge St, Manchester King St, Manchester New York St, Manchester Portland St, Manchester	Complete - In service
37	Bolton	ZEB	20			Complete - In service
471	Bolton	ZEB	20		A58 Bolton St, Bury	Complete - In service
472/ 474	Bolton	ZEB	10			Complete - In service
X39	Bolton	ZEB	0 ¹⁰		A34 Bridge St, Manchester King St, Manchester New York St, Manchester	Complete - In service
8/10	Bolton	ZEB	28		A34 Bridge St, Manchester A664 Shudehill, Manchester	Ongoing - On target to be deployed from May 2026
V1/V2	Bolton	ZEB	30		A34 Bridge St, Manchester Portland St, Manchester	Ongoing - On target to be deployed from May 2026
1	Queens Road	ZEB	7	12 ZEBs required (no funding necessary for ZEBs) with bus electric charging requiring funding.	A6 Piccadilly, Manchester A34 Bridge St, Manchester A34 Quay St, Manchester Gartside St, Manchester King St, Manchester New York St, Manchester Portland St, Manchester	Complete - In service
2	Queens Road	ZEB	5		A6 Piccadilly, Manchester A664 Shudehill, Manchester King St, Manchester Portland St, Manchester	Complete - In service

¹⁰ The X39 is operated with the fleet used for the 36, 37 & 471 services, therefore no additional ZEBs are required for this service.

Route	Depot	Bus Type	Vehicles	Indicative Changes to Fleet Type	Exceedance	Deployment Status
38	Hyde Road	ZEB	16	29 ZEBs required (no funding required for ZEBs).	A34 Bridge St, Manchester Portland St, Manchester	Complete - In service
76/ 76A	Hyde Road	ZEB	13		Lever St, Manchester	Complete - In service
56/ 156	Middleton	ZEB	6	38 ZEBs required with depot electrification (no funding required for ZEBs or depot electrification).	A664 Shudehill, Manchester	Complete - In service
112/ 113/ 114/ 117/ 118/ 119	Middleton	ZEB	29		A34 Bridge St, Manchester (113) A664 Shudehill, Manchester Lever St, Manchester Portland St, Manchester (113, 114)	Complete - In service
469	Middleton	ZEB	3		A58 Bolton St, Bury	Complete - In service
17/ 17A/ 18	Oldham	ZEB	46		A664 Shudehill, Manchester Lever St, Manchester (18) Portland St, Manchester (18)	Complete - In service
83/84	Oldham	ZEB	33	79 ZEBs required (no funding required for ZEBs).	Lever St, Manchester	Complete - In service
192/ X92	Stockport	Euro VI	47		A6 Ardwick Green, Manchester A6 London Rd, Manchester A6 Piccadilly, Manchester (192) A6 Stockport Rd, Manchester A6 Wellington Rd South, Stockport A6 Whitworth St, Manchester Portland St, Manchester	Complete - In service
325	Stockport	Euro VI	5		B6104 Carrington Rd, Stockport	Complete - In service
330	Stockport	Euro VI	16			
383/ 384	Stockport	Euro VI	9		A6 Wellington Rd South, Stockport	Complete - In service

Route	Depot	Bus Type	Vehicles	Indicative Changes to Fleet Type	Exceedance	Deployment Status
601 - 604	Wigan	Euro VI	5	Upgrade of 17 buses to OEM Euro VI (no funding required).	King St West, Wigan Wallgate, Wigan	Ongoing - Initial cascade of fleet into Wigan complete, further cascade on target to be complete in June 2026
609	Wigan	Euro VI	12		King St West, Wigan Wallgate, Wigan	Ongoing - Initial cascade of fleet into Wigan complete, further cascade on target to be complete in June 2026

3.2.6 The GM CAP investment included funding for depot electrification and electric bus charging in Manchester and Bolton. This included charging infrastructure for the 78 CAP funded ZEBs at the Bolton Depot, and for the City Centre Free Bus at Manchester Picadilly Station Approach.

3.2.7 Implementation of these measures are now complete, as set out in **Table 6**.

Table 6: Bus Depot Electrification Measure Delivery Status

Measure - Output	Measure Delivery Status
Bolton Depot – 24 dual chargers to support the additional 78 ZEBs at Bolton	Complete - Additional 24 dual chargers installed (capacity now 98 ZEBs charging simultaneously with 49 dual chargers).
Manchester Picadilly – 1 dual charger at Piccadilly Approach to support Free Bus (Service 1 & 2)	Complete - 1 dual charger at Piccadilly Approach installed.

3.2.8 Progress of the increase in cleaner buses deployed on GM bus routes is measured by the proportion of OEM Euro VI and ZEB vehicles in operation on target routes. Progress in the increase of bus electric vehicle charges is measured by the number of bus electric vehicle chargers by depot.

3.2.9 Implementation of these measures is set out in **Table 7**.

Table 7: Target Route Bus Deployment and Depot Chargers Status

Metric - Outcome	Latest Position
Proportion of OEM Euro VI and ZEB operated on CAP specified routes	On target – OEM Euro VIs and ZEBs have been deployed onto the required services with further upgrades ongoing as planned.
Number of bus electric vehicle chargers by depot	Complete – All bus electric vehicle chargers have been delivered across the various depots as required.

3.3 Increase in Cleaner GM-licensed Hackneys

3.3.1 The GM CAP has allocated £8 million to upgrading hackney carriages to GM emissions standards. As part of this measure, GM Authorities provide financial support through the Hackney Support Fund to eligible hackney carriage vehicle licensees who move to cleaner vehicles.

- 3.3.2 The grant funding process is administered jointly by the GM Authorities and the GM Growth Company.

Table 8: Hackney Support Fund Measure Delivery Status

Measure - Output	Measure Delivery Status
Hackney Support Fund	Complete - Hackney Support Fund opened on 8 December 2025.

- 3.3.3 Funding is allocated in two rounds, on a “first come, first served” basis:

- Round 1 went live on 8 December 2025 and closed on 25 March 2026. This round targeted GM-licensed hackney carriage vehicle licensees who owned or were the registered keeper of a non-compliant vehicle before 1 October 2024; and
- Round 2 went live on 26 March 2026. Round 2 is for vehicle licensees who owned or were the registered keeper of a non-compliant vehicle before 1 October 2024 and upgraded their non-compliant vehicle to a compliant hackney carriage after 23 January 2025. It also includes single and multiple vehicle licensees who have not yet applied and wish to upgrade all eligible vehicles.

- 3.3.4 When the fund was launched on 8 December 2025, there were 1,001 eligible hackney vehicles that qualified for support. Of these, 828 were owned by single-vehicle licensees, and 38 by owners of multiple vehicles. At the end of March 2026 the number of eligible hackney vehicles reduced to 998 due to some eligible vehicle licensees leaving the trade.

- 3.3.5 **Table 9** outlines the number of hackney vehicles eligible for funding and the number that applied by local authority, as of 31 March 2026.

Table 9: Hackney Applications by Local Authority

Local Authority	Total Vehicles Eligible for Funding	Total Applications Submitted
Bolton	48	8
Bury	26	24
Manchester	695	250
Oldham	12	7
Rochdale	26	13
Salford	19	5
Stockport	53	29
Tameside	61	38
Trafford	42	14
Wigan	16	7
Total	998	395

3.3.6 In Round 1, 43% of eligible vehicle licensees applied. This prompted a decision to open a second round to enable further single vehicle licensees and licensees with multiple vehicles to upgrade their vehicles.

3.3.7 **Table 10** sets out the value of grant available and committed and the number of vehicles upgraded, as of 31 March 2026.

Table 10: Hackney Support Fund Available and Committed Grants

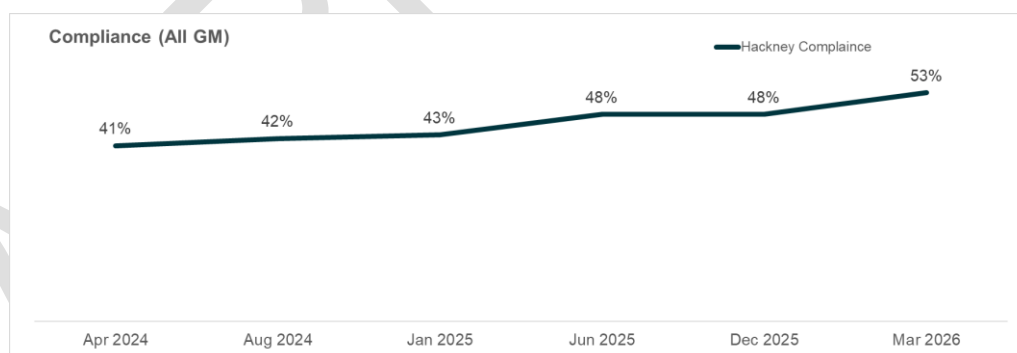
Purpose	Value of Grant (net of Admin costs) £m	Value Committed ¹¹ £m	Vehicles Upgraded
Hackney Support Fund	8.0	2.65	75

3.3.8 Progress of the hackney fleet investment is measured by the proportion of the Hackney fleet in GM that is compliant, including details of the number of compliant and non-compliant fleet by local authority.

3.3.9 Based on a review of taxi licensing statistics for GM, 53% of the hackney fleet were compliant in March 2026.

3.3.10 **Figure 4** shows how compliance for hackney carriages changed between April 2024 and March 2026. During the 24-month period, the proportion of compliant hackneys across Greater Manchester increased steadily, by 12 percentage points.

Figure 4: GM Hackney Compliance Change Trend



¹¹ Value Committed is the total value of grants that have been paid following vehicle upgrade, plus the total value of the grants for applicants who have applied and been awarded a Fund Award Notification with a committed grant value based on their proposed vehicle upgrade choice (but are yet to complete the upgrade).

3.3.11 **Table 11** shows the number and proportion of compliant vehicles by Local Authority for the pre-implementation (December 2025) and at the end of the first annual review period (March 2026). This data covers the full GM Hackney Carriage Fleet, which also includes vehicles that are not eligible for the Hackney Support Fund.

Table 11: Hackney Carriage Proportion of GM Fleet Compliant with GM Emission Standards

Local Authority	Pre Implementation (December 2025)		Annual Review (March 2026)	
	Total Vehicles	Proportion Compliant	Total Vehicles	Proportion Compliant
Bolton	63	21%	53	19%
Bury	35	20%	28	89%
Manchester	1,041	41%	1,009	44%
Oldham	84	94%	82	95%
Rochdale	92	73%	86	80%
Salford	66	79%	63	78%
Stockport	80	29%	77	39%
Tameside	93	40%	94	39%
Trafford	70	20%	54	50%
Wigan	126	93%	125	97%
Greater Manchester	1,750	48%	1,671	53%

3.3.12 Since the Fund opened on 8 December 2025, there has been a 5 percentage point increase in the proportion of compliant Hackneys, and as the Fund remains open, further increases are expected.

3.3.13 **Table 12** covers the number of GM-licensed compliant and non-compliant hackneys by Local Authority, as of 31 March 2026.

Table 12: Increase in Cleaner GM-licensed Hackneys Review Status

Metric - Outcome	Latest Position
Number of GM-licensed compliant and non-compliant hackneys by Local Authority	Too early to conclude – Table 11 shows the number and proportion of compliant vehicles by Local Authority. 75 vehicles have upgraded since the fund opened representing a 5 percentage point increase in the proportion of compliant Hackneys. Further increase expected as the Fund remains open.

3.4 Awareness and Understanding of Hackney Support Fund Options

3.4.1 The Hackney Support Fund Satisfaction Survey, with a launch of 23 April 2026, seeks applicants' views on the application process. The survey asks hackney owners who have and who have not applied for funding.

3.4.2 The survey reviews:

- Satisfaction with key aspects of the application process;
- Actions taken after receiving a funding decision;
- Barriers and challenges to applying;
- Decision factors influencing choice of vehicle; and
- Suggestions and feedback about the Fund.

3.4.3 The Hackney Support Fund Survey will also capture information on why vehicle licensees who were eligible for Round 1 decided not to upgrade their vehicles. Respondents are asked to indicate whether they did not apply, or withdrew from the funding, and provide a reason for their decision.

3.4.4 This Annual Monitoring Report covers the Plan during the monitoring period from 1 April 2025 to 31 March 2026, therefore the survey findings will be reported in the next annual monitoring report (2026/27).

Table 13: Awareness and Understanding of Hackney Support Fund Options Review Status

Metric - Outcome	Latest Position
Satisfaction rating for Hackney vehicle licensees that have applied to the Hackney Support Fund	Too early to conclude - Due to the survey launching in April 2026, monitoring data is not yet available during the reporting period.
Reason why vehicle licensees decided not to upgrade via Hackney Support Fund	Too early to conclude - Due to the survey launching in April 2026, monitoring data is not yet available during the reporting period.

3.5 Smoother Traffic Flows and Reduction in Trips Past Exceedance Locations Along the A57 Regent Road Corridor

- 3.5.1 Interventions aimed at smoothing traffic flow on the A57 Regent Road corridor include speed reduction measures, signal optimisation and yellow box enforcement.
- 3.5.2 Outcomes around smoother traffic flows and reduction in trips past exceedance locations, are likely to be influenced primarily by speed reduction and signal optimisation measures. The discussion in this section is therefore primarily focussed on these two aspects of the improvements.
- 3.5.3 Progress on the delivery of the speed reduction and signal optimisation measures are set out in the table below.

Table 14: A57 Regent Road Corridor: Speed Limit and Signal Timings Measure Delivery Status

Measure - Output	Measure Delivery Status
Speed limit reduction from 40mph to 30mph	Ongoing - Signage expected to be installed by mid-2026.
Signal timing adjustment on A57 Regent Road and adjacent parallels	Ongoing - Adjustments to signal timings are expected to commence by mid-2026.

- 3.5.4 The reduction of speed limits from 40mph to 30mph on the section of Regent Road between Oldfield Road and the M602 is anticipated to influence trips outside of the peak periods, during free-flow conditions, making Regent Road a less attractive route and therefore reducing traffic flow leading to a reduction in emissions.

- 3.5.5 Signal optimisation has been reviewed at five junctions around the Regent Road corridor, with the main changes being at A57 Regent Road / Oldfield Road, and the M602 West Arm approach. The three other junctions include:
- Oldfield Road / Middlewood Street;
 - Ordsall Lane / Middlewood Street / Hampson Street; and
 - Hampson Street / Trinity Way.
- 3.5.6 These signal changes are expected to result in steadier traffic flow, reduce unnecessary accelerations and deceleration, and lead to a reduction of emissions through the exceedance site.
- 3.5.7 The impact of the measures will be monitored by reviewing the traffic flow, fleet mix and traffic speeds on the A57 Regent Road. Due to these measures not currently being live, monitoring data has not been reviewed.
- 3.5.8 The next annual report (2026/27) will present traffic data for the pre-implementation baseline period. As data becomes available, this will be compared to post-implementation data to understand the impacts of the measures on the traffic flows.

Table 15: Smoother Traffic Flows and Reduction in Trips Past Exceedance Locations Along the A57 Regent Road Corridor Review Status

Metrics - Outcomes	Latest Position
• Observed daily traffic flow • Observed fleet profile by vehicle class • Observed traffic flow at link level and traffic model periods (AM, IP, PM) • Observed directional speeds by traffic model periods	Too early to conclude - Measures on A57 Regent Road not yet been fully delivered, implementation expected in mid-2026.

3.6 Reduction in the Number of Vehicles Blocking Junctions Along the A57 Regent Road Corridor

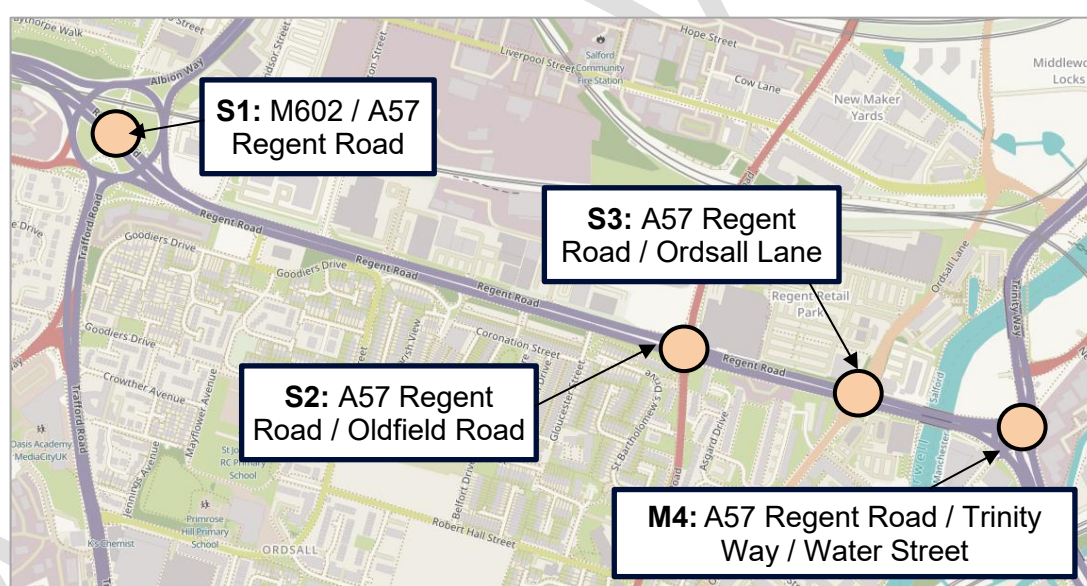
- 3.6.1 GM CAP improvements on the Regent Road corridor also include yellow box enforcement. Line markings to support this have been completed with full delivery of the enforcement cameras expected by mid-2026.

Table 16: A57 Regent Road Corridor: Yellow Box Enforcement Measure Delivery Status

Measure - Output	Measure Delivery Status
Yellow box enforcement at junctions along the A57 Regent Road corridor: • S1: M602/ A57 Regent Road • S2: A57 Regent Road / Oldfield Road • S3: A57 Regent Road / Ordsall Lane • M4: A57 Regent Road / Trinity Way / Water Street	Ongoing - The line markings have been completed. Camera installation is planned, with operational commencement anticipated by mid-2026 for S1-S3. Enforcement cameras operational at M4.

3.6.2 Yellow box enforcement applied to four locations on the Regent Road Corridor is intended to minimise blocking of junctions and improve traffic flow, leading to a reduction in emissions. Yellow box enforcement locations are presented in **Figure 5**.

Figure 5: A57 Regent Road Yellow Box Enforcement Locations



3.6.3 The impact of yellow box enforcement at junctions will be monitored using enforcement data from Salford City and Manchester City Councils. This dataset will provide the number of warning notices and Penalty Charge Notices (PCNs) issued where yellow boxes were not obeyed by motorists.

- 3.6.4 Implementation of the measures is not complete. For this annual monitoring period it is therefore too early to conclude on the impact.

Table 17: Reduction in the Number of Vehicles Blocking Junctions along the A57 Regent Road Corridor Review Status

Metric - Outcome	Latest Position
Number of penalty notices issued by Salford City Council and Manchester City Council along the A57 Regent Road corridor	Too early to conclude - Measures not yet fully delivered, full implementation is expected in mid-2026.

3.7 Unforeseen Trip Redistribution Impacts Along A57 Regent Road Corridor onto Parallel Routes

- 3.7.1 The Benefits Realisation Plan (contained in the PMP) highlighted that the Clean Air measures on the A57 Regent Road corridor could result in some re-distribution of traffic. Speed reduction to 30mph and signal adjustments may make Regent Road less attractive and may result in a small volume of traffic redistributing from Regent Road to Liverpool Street.
- 3.7.2 The next annual report (2026/2027) will outline monitoring metrics for the baseline period including traffic flows and speeds, and fleet profiles on the A57 Regent Road, as well as on Liverpool Street. These metrics will subsequently be compared to the post-implementation data to understand if there have been any trip redistribution impacts.

Table 18: Unforeseen Trip Redistribution Impacts Along A57 Regent Road Corridor onto Parallel Routes Review Status

Metrics - Outcomes	Latest Position
- Observed daily traffic flow on parallel corridors - Observed fleet profile by vehicle class on parallel corridors - Observed traffic flow at link level and traffic model periods (AM, IP, PM) on parallel corridors - Observed directional speeds by traffic model periods on parallel corridors	Too early to conclude - Measures on A57 Regent Road not yet been fully delivered, implementation expected in mid-2026.

3.8 Reduction in the Number of Vehicles Blocking Junctions Along A34 Quay Street Corridor

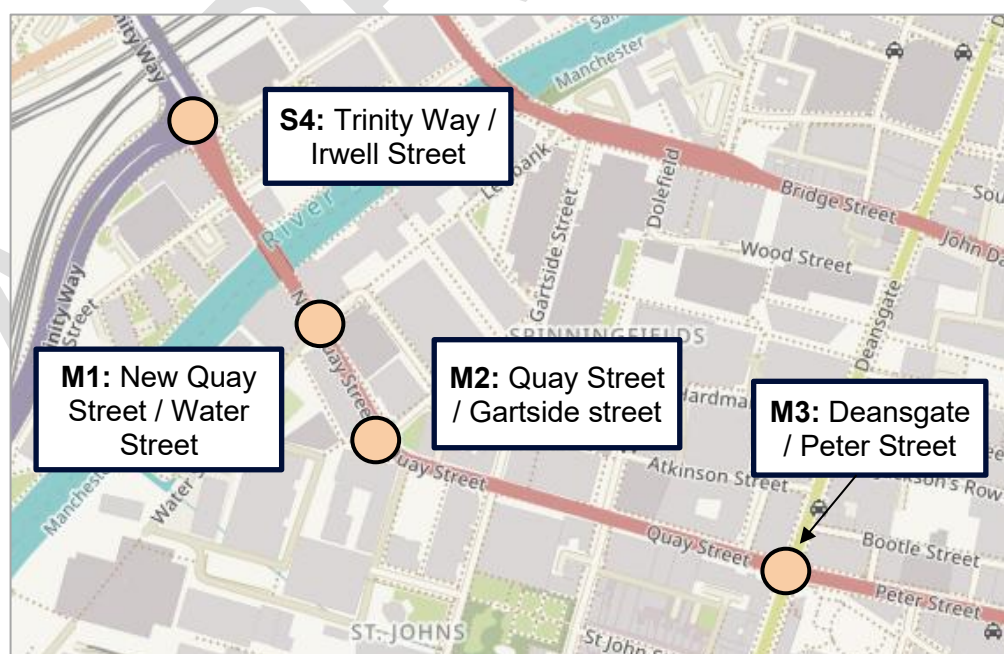
- 3.8.1 Yellow box enforcement was introduced on the A34 Quay Street corridor (also referred to within this and other reports as St John's Area). The scheme aims to reduce the blocking of junctions along the corridor and to support smoother traffic flows and reduce emissions.

Table 19: A34 Quay Street Corridor: Yellow Box Enforcement Measure Delivery Status

Measure - Output	Measure Delivery Status
Yellow box enforcement at junctions along the A34 Quay Street corridor: • M1: New Quay Street / Water Street • M2: Quay Street / Gartside Street • M3: Deansgate / Peter Street • S4: Trinity Way / Irwell Street	Ongoing - The line markings have been completed. Enforcement cameras operational at M1-M3. Camera installation is planned, with operational commencement anticipated by mid-2026 for S4.

- 3.8.2 The locations of the yellow box enforcement sites are shown in **Figure 6**. Line markings have been completed at all sites and enforcement cameras at M1-M3 were delivered in 2025, with camera enforcement commencing in January 2026. Full delivery of the enforcement cameras at S4 are expected by mid-2026.

Figure 6: St John's Area Yellow Box Enforcement Locations



- 3.8.3 Change in the number of vehicles blocking junctions can be measured by tracking the number of warning and penalty charge notices (PCN) issued from camera enforcement data.

- 3.8.4 Implementation of the measures is not complete. For this annual monitoring period it is therefore too early to conclude on the impact.

Table 20: Reduction in the Number of Vehicles Blocking Junctions along A34 Quay Street Corridor Review Status

Metric - Outcome	Latest Position
Number of penalty notices issued by Manchester City Council and Salford City Council along A34 Quay Street corridor	Too early to conclude - Measures not yet fully delivered, full implementation is expected in mid-2026.

4 Air Quality

4.1 Overview

- 4.1.1 This section presents progress made towards the reduction in NO₂ concentrations at key locations. The PMP acknowledges that progress against this outcome is materially impacted by changes in the volume and composition of traffic on local roads. This section therefore reviews metrics related to traffic volumes and fleet and NO₂ concentrations.

4.2 Traffic Volumes and Fleet

- 4.2.1 NO₂ concentrations are influenced by changes in traffic volumes and composition by vehicle emissions standards and fuel types used. ANPR and ATC sites provide relevant monitoring metrics.

Travel Volumes

- 4.2.2 Travel making, by mode, within GM is reviewed on an annual basis, this allows an understanding of background trends over time. **Table 21** compares the 2024 to 2025, and 2025 to 2026 travel data, to understand year to year changes in travel. For highways, there has been a 2% increase in trips across GM, representing a small annual increase in highway-based demand.

Table 21: Trip Estimates in GM (millions)

Month	Cycling	Highway	Bus	Metrolink	Rail
12 months to Mar 25	47.1	1807.3	170.2	46	56.3
12 months to Mar 26	54.1	1843.4	177.4	46.6	55.4
% Change	+15%	+2%	+4%	+1%	-2%

Background Trends towards a Cleaner Fleet

- 4.2.3 This section reports data on new vehicle registrations as a proxy for wider fleet trends on UK roads. While these trends do not evidence the impact of the GM CAP Measures, they indicate positive change that can be expected as a minimum, without intervention.
- 4.2.4 This helps decide whether sites that are currently at risk of air quality exceedances are likely to remain so and therefore, whether additional mitigation is required as part of the Adaptive Planning Process to ensure compliance.

- 4.2.5 Trends in new vehicle registrations are shown in **Table 22**. Historic data for 2023-2024 is available from DfT Licensing Statistics. Licensing statistics for 2025 and 2026 have not yet been published. However, projections for cars and LGVs are available from the Society of Motor Manufacturers and Traders (SMMT) UK New Car and Van April 2026 Outlook¹².

Table 22: DfT Licensing Statistics (VEH0150) New Vehicle Registrations

Vehicle type	2023	2024	2025 (projection)	2026 (projection)
Cars	1.95m	2.00m	2.20m	2.09m
LGVs	352k	363k	315k	314k
HGVs	52k	53k	N/A	N/A

- 4.2.6 The data provided in **Table 22** implies a modest growth in car registrations from 1.95 million in 2023 to 2.09 million in 2026, a slight increase in LGV registrations from 352k in 2023 to 363k in 2024, followed by a decrease to 314k in 2026. No public SMMT forecast exists for HGVs, but recent DfT data show a stable pattern rather than growth.
- 4.2.7 Comparing new registrations with the size of the current fleet of around 32 million cars, 5.1 million vans (SMMT 2024), and 0.5–0.6 million HGVs (DfT VEH0301), implies a natural replacement rate of roughly 6–7% per year for cars, around 7% for LGVs, and 8–10% for HGVs. This represents the baseline turnover of the fleet, driven by normal scrappage cycles, business purchasing patterns, and consumer demand.
- 4.2.8 SMMT also reports a rising share of Battery Electric Vehicle (BEV), Plug-In Hybrid Electric Vehicle (PHEV) and Hybrid Electric Vehicle (HEV) within new registrations. Evidence from SMMT fleet surveys and industry reporting shows that upgrade decisions differ by vehicle type. Car fleets increasingly switch to EVs, while van operators prioritise reliability and payload, adopting EVs more slowly due to perceived operational and cost constraints. HGV operators typically replace vehicles on fixed multi-year cycles driven by maintenance cost curves and compliance requirements (e.g. Euro VI), with zero emission options limited in availability.

GM Fleet Emissions Analysis

- 4.2.9 **Table 23** presents GM CAP ANPR statistics showing the proportion of vehicles observed at ANPR camera sites, that were compliant with GM emissions standards. Compliance increased between 2023 and 2026 for all vehicle types. In 2026, 93% of car trips, 91% of LGV and 99% of HGV trips were made using compliant vehicles.

¹²SMMT. April 2026. SMMT outlook for 2026 to 2027 – as at April 2026. Available from: [UK New Car & Van Market Data | Car Market Outlook, Trends & Forecast](#)

- 4.2.10 In 2026, GM licensed Private Hire Vehicles (PHV) were largely GM CAP compliant with 99% of trips made by compliant PHVs licensed in Greater Manchester.

Table 23: Compliance by Vehicle Type, Derived from GM CAP ANPR Sites (Trips)

Vehicle type	2023 (Apr)	2025 (Apr)	2026 (Mar)
Cars	80%	92%	93%
LGVs	71%	88%	91%
HGVs	94%	98%	99%
Hackney (GM)	28%	56%	70%
PHV (GM)	85%	98%	99%

Fleet Analysis – Fuel Type

- 4.2.11 The fuel types of vehicles will impact the level of compliance and also the NO₂ levels across GM. **Table 24** presents the disaggregation of each vehicle type by fuel type. This shows an ongoing increasing proportion of electric and hybrid electric vehicles within the fleet. In particular for car and GM PHVs. These vehicle types have also experienced a reduction in the proportion of diesel vehicles. For LGV, HGV and hackney these remain largely diesel fuelled vehicles, though with a small proportional increase in the electric and hybrid electric vehicles.

Table 24: Fuel Type by Vehicle Type

Dataset	Petrol	Diesel	Hybrid Electric	Electric	Other
Car					
2023 (Apr)	48%	40%	10%	3%	0%
2025 (Apr)	48%	33%	14%	6%	0%
2026 (Mar)	45%	29%	18%	7%	0%
LGV					
2023 (Apr)	1%	98%	0%	1%	0%
2025 (Apr)	1%	96%	1%	2%	0%
2026 (Mar)	1%	95%	1%	3%	0%
HGV					
2023 (Apr)	0%	99%	0%	0%	1%
2025 (Apr)	0%	98%	0%	1%	1%
2026 (Mar)	0%	96%	0%	2%	1%
Hackney (GM)					
2023 (Apr)	0%	96%	3%	0%	0%
2025 (Apr)	0%	96%	4%	0%	0%
2026 (Mar)	0%	95%	5%	0%	0%
PHV (GM)					
2023 (Apr)	3%	53%	43%	1%	0%
2025 (Apr)	3%	35%	60%	1%	0%
2026 (Mar)	3%	30%	66%	2%	0%

- 4.2.12 The review of traffic volumes and fleet data has considered each of the metrics identified within the PMP to understand the latest position for the fleet. This latest position is summarised in **Table 25**.

Table 25: Traffic Volumes and Fleet Review Status

Metric - Outcome	Latest Position
Observed total traffic by vehicle class, Euro class and fuel type	Ongoing improving trend - Traffic and fleet data shows an improving trend over time. In particular the level of compliance for all vehicle types, including those not directly impacted by GM CAP show an improving compliance trend, with fuel types showing an increase in the proportion of electric / hybrid electric vehicles. Highway trips within GM show a 2% increase, which is in line with national trends and forecasted growth.

4.3 NO₂ Concentrations

- 4.3.1 Air quality monitoring data provides evidence of progress made towards air quality compliance. This dataset measures change in air quality using NO₂ concentrations. An extensive network of air quality detectors across GM enables location-based review of sites to identify those that are compliant / tracking towards compliance, as well as those at air quality risk where there is a need to take additional action through the Adaptive Planning Process.
- 4.3.2 A map showing the active sites in 2025 is provided in **Figure 3** of Section 2. Most sites are managed by TfGM and the GM authorities, with some operated by Defra separately as part of the UK Urban NO₂ Network (UUNN).
- 4.3.3 In 2025, GM CAP operated 273 diffusion tube locations that met the legal Limit Value siting criteria (up from 270 in 2024), and three continuous analysers. In 2025, 11 sites recorded an exceedance (down from 38 in 2024), with a further 7 locations considered to be at risk of exceedance in 2026 (applying a threshold of >38 µg/m³ for the Adaptive Planning Process).
- 4.3.4 Maximum concentrations of NO₂ reduced from 59 µg/m³ in 2024 to 43 µg/m³ in 2025.
- 4.3.5 This means air quality improved compared to 2024. Air pollution was also significantly lower than pre-pandemic levels, with 129 exceedance locations recorded in 2019, compared to 11 in 2025.
- 4.3.6 There are now seven districts across the city region with no exceedances of the NO₂ legal limit: Bolton, Bury, Rochdale, Salford, Tameside, Trafford and Wigan.

- 4.3.7 The majority of NO₂ exceedances (8) are in the Regional Centre, with the remaining three sites at:
- A6 Stockport Road, Manchester;
 - A626 St Marys Way, Stockport; and
 - Oldham Way, Oldham.
- 4.3.8 The continuing electrification of the bus fleet on key routes serving the central transport hubs has driven significant reductions in bus emissions and improvements to measured concentrations. This is because bus exhaust NO_x emissions from replacing retrofitted buses with Euro VI or fully electric buses are typically 80-90% and 100% less, respectively.
- 4.3.9 The impact of the improving emissions of the GM bus fleet can be seen at Oxford Street in Manchester city centre, which recorded high levels of NO₂ in 2024 and all previous years. Before the completion of bus franchising, older retrofitted buses were key contributors to air pollution, with approximately 50% of bus movements on this corridor, and the remainder Euro VI diesel buses.
- 4.3.10 Since January 2025 buses serving the Oxford Road corridor (which includes Oxford Street) have been upgraded to approximately 70% Euro VI and 20% electric buses. This has resulted in significant reductions in concentrations of NO₂, and compliance with the legal Limit Value for the first time, as a result of total bus exhaust NO_x emissions reducing by 70% between 2024 and 2025.
- 4.3.11 Upgrades to the wider vehicle fleet are also leading to improvements in air quality across the wider GM road network. As outlined in section 4.2 above, the UK vehicle fleet experiences a steady 'natural' renewal each year as older vehicles are replaced through new registrations. This is evident from the reduction in concentrations on other roads where buses are less prevalent.
- 4.3.12 **Table 26 to Table 30** summarise 2025 air quality data by Local Authority.

Table 26: CAP Monitoring Data 2025 Local Authority Summary

Authority	Non-automatic sites (with valid data capture)	Concentration range (all sites) ($\mu\text{g}/\text{m}^3$)	Exceedances of NO ₂ Annual Mean Limit
Bolton	19	23.0 - 38.5	0
Bury	25	21.5 - 37.4	0
Manchester	128	21.1 - 42.5	9*
Oldham	10	23.6 – 41.0	1
Rochdale	6	24.2 - 31.1	0
Salford	33	19.9 - 37.5	0
Stockport	23	24.4 - 41.9	1
Tameside	19	17.5 - 38.2	0
Trafford	4	21.7 - 26.9	0
Wigan	6	25.7 - 36.1	0
Total	273	17.5 - 42.5	11*

*Includes the A34 Bridge St Manchester continuous monitoring site which recorded an exceedance, but nearby diffusion tube sites are no longer in exceedance.

Table 27: Number of GM CAP Monitoring Sites, 2018 - 2025

Authority	2018	2019	2020	2021	2022	2023	2024	2025
Bolton	5	14	14	14	32	19	19	19
Bury	5	16	16	16	36	19	24	25
Manchester	20	91	91	91	160	109	127	128
Oldham	0	9	9	9	19	13	10	10
Rochdale	0	12	12	12	15	6	6	6
Salford	5	27	27	27	60	32	32	33
Stockport	10	19	19	19	47	24	23	23
Tameside	5	14	14	14	32	19	19	19
Trafford	5	14	14	14	18	4	4	4
Wigan	0	6	6	6	13	3	6	6
Total	55	222	222	222	432	248	270	273

Table 28: Number of GM CAP Exceedances (>40.4 µg/m³), 2018 - 2025

Authority	2018	2019	2020	2021	2022	2023	2024	2025
Bolton	1	4	1	2	4	2	0	0
Bury	2	10	0	2	6	3	0	0
Manchester	14	65	8	25	49	39	31	9*
Oldham	0	5	0	1	5	1	1	1
Rochdale	0	4	1	1	1	0	0	0
Salford	1	16	0	7	13	4	0	0
Stockport	6	15	2	3	8	7	3	1
Tameside	4	6	4	4	8	7	2	0
Trafford	1	3	0	0	0	0	0	0
Wigan	0	1	0	0	1	1	1	0
Total	29	129	16	45	95	64	38	11*

* Includes a continuous analysis site location on A34 Bridge Street

4.3.13 The GM CAP recognised that there is uncertainty in both modelled and measured air quality concentration data. To account for this, continued monitoring includes sites at risk of exceeding NO₂ concentrations.

4.3.14 The standard Local Air Quality Management Process for the Air Quality Management Area (AQMA) boundary defines 'at risk' of exceedance based on NO₂ concentrations over 35 µg/m³. However, a recent review of measurement uncertainty and pragmatic considerations around effective targeting of investment led to a decision to use a threshold of 38 µg/m³ for the GM CAP. Sites that are over 38 µg/m³, but are not in exceedance, are identified as 'at risk' sites and will be assessed as part of the Adaptive Planning Process.

Table 29: Number of CAP sites at Risk of Exceedance in 2026 for Adaptive Planning (>38 - 40.4 µg/m³), 2025¹³

Authority	2025
Bolton	1
Bury	0
Manchester	3
Oldham	0
Rochdale	0
Salford	0
Stockport	2
Tameside	1
Trafford	0
Wigan	0
Total	7

¹³ Sites of AQ risk (>38 - 40.4 µg/m³) only considered for 2025 onwards.

Table 30: Maximum CAP NO₂ Concentrations (µg/m³), 2018 - 2025

Authority	2018	2019	2020	2021	2022	2023	2024	2025
Bolton	54	64	46	48	44	43	40	39
Bury	48	62	38	44	45	43	40	37
Manchester	71	76	50	56	65	59	59	43
Oldham	na	54	39	45	45	42	42	41
Rochdale	na	61	49	45	41	39	36	31
Salford	47	67	40	45	45	43	39	38
Stockport	62	75	46	52	51	50	48	42
Tameside	56	56	43	48	48	47	41	38
Trafford	47	47	35	37	35	34	30	27
Wigan	na	45	31	33	45	47	42	36
Max	71	75	50	56	65	59	59	43

4.3.15 The latest position of the air quality data is summarised in **Table 31**.

Table 31: NO₂ Concentrations Review Status

Metric - Outcome	Latest Position
Total NO ₂ concentrations and a reduction in NO ₂ concentrations at key locations (locations 'at-risk' and 'in exceedance')	Ongoing improving trend - Longer term trends indicate material reductions in air quality exceedances over time. In 2025, 11 sites exceeded Legal Limits for NO ₂ concentrations and 7 sites remained at AQ risk.

4.4 Sites of Exceedance and Risk

4.4.1 **Table 28** and **Table 29** (above) present the total number of exceedance sites and sites with remaining Air Quality (AQ) risk.

4.4.2 **Table 32** provides details of the exceedance sites and sites of remaining AQ risk, with the locations shown in **Figure 7** and **Figure 8**.

Table 32: Sites of Air Quality Exceedance and Risk 2025

Site No.	Site ID	Road name	Data Capture 2025 (%)	CAP NO ₂ Monitoring (ug/m ³)		
				2023	2024	2025 ¹⁴
1	CAP_MANC_051	A665 Cheetham Hill Road (Miller Street)	100%	n/a	49.0	42.5
2	Manchester Bridge St CM*	A34 Bridge Street	97%	53.5	51.9	42.4
3	CAP_MANC_050	A57 (M) Mancunian Way	75%	46.6	45.8	42.3
4	CAP_MANC_064	Shudehill	92%	58.6	55.5	42.1
5	CAP_MANC_005	A6 Ardwick Green South	92%	51.8	53.1	42.0
6	CAP_MANC_194	A665 Cheetham Hill Road (Miller Street)	83%	n/a	n/a	42.0
7	CAP_STOC_008	A626 St Marys Way	67%	49.9	47.6	41.9
8	CAP_MANC_013	A665 Great Ancoats Street	83%	48.2	50.0	41.1
9	CAP_OLDH_017	Oldham Way	100%	34.1	42.2	41.0
10	CAP_MANC_125	A6 Stockport Road	100%	48.0	47.5	40.5
11	CAP_MANC_001	A665 Great Ancoats Street	83%	49.3	46.3	40.5
12	CAP_MANC_167	A6 Ardwick Green	100%	49.1	44.6	39.8
13	CAP_STOC_044	A34 Kingsway	100%	45.3	42.1	39.5
14	CAP_MANC_183	A34 Oxford Street (Wakefield Street)	100%	54.1	53.1	39.1
15	CAP_MANC_158	A5103 Portland Street	100%	51.3	49.9	38.5
16	CAP_BOLT_013	A666 Bolton Road	83%	42.5	40.4	38.5
17	CAP_STOC_011	A34 Kingsway	92%	39.8	40.9	38.3
18	CAP_TAME_001	A57 Manchester North Road	83%	44.0	41.2	38.2

¹⁴ For the 2025 column, sites of exceedance are shown in bold font and sites of AQ risk are shown in non-bold font.

NO₂ Conc.
($\mu\text{g}/\text{m}^3$)

- 38 - 40
- 41 - 45
- 46 - 50
- 51 - 60
- 61 - 80

NO₂ Conc. (ug/m³)

- 38 - 40
- 41 - 45
- 46 - 50
- 51 - 60
- 61 - 80

A34 Bridge Street Continuous Monitoring Site

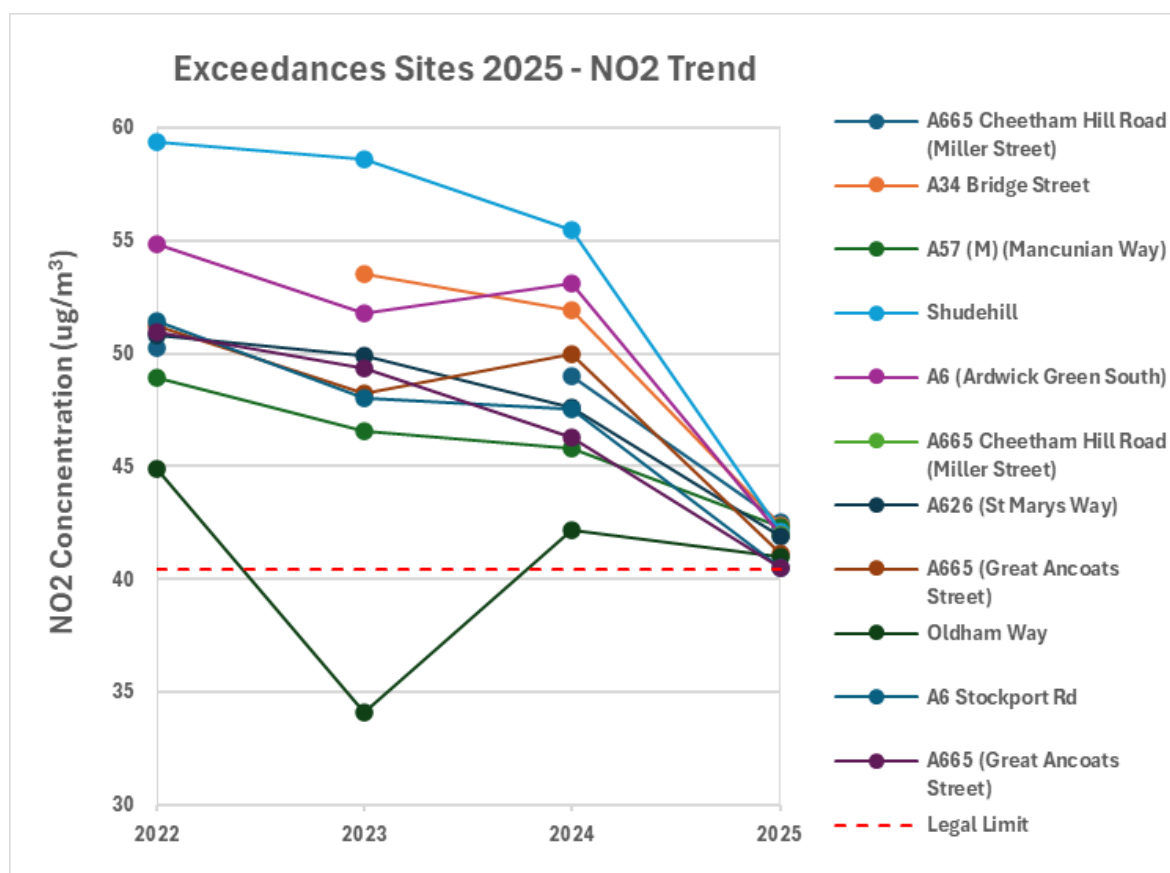
A57 (M) Mancunian Way

Ancoats

42.5, 42, 42.1, 40.5, 41.1, 42.4, 38.5, 42.3, 39.1, 39.8, 42

4.4.3 While 11 non-compliant sites remained in 2025, longer term trends for these locations show improvements in air quality, as shown in **Figure 9**. Several of these locations remain subject to the ongoing implementation of GM CAP measures. Together with natural upgrades to cleaner vehicles within the wider fleet, the measures are predicted to drive further positive change.

Figure 9: Long Term Air Quality Improvement 2022 - 2025



4.4.4 Progress towards compliance has been reviewed at each exceedance location to identify sites that may require adaptive planning to support ongoing improvement. This is discussed in the next section of the report.

5 Adaptive Planning Review

5.1 Overview

- 5.1.1 This section describes the process followed in identifying adjustment to the Plan in locations at risk of air quality exceedance, including how sites were prioritised for further intervention (Sections 5.2 to 0), and how mitigation options were identified (Sections 0). Section 5.8 outlines the next steps in the Adaptive Planning Process.

5.2 The Site Risk Review Process

- 5.2.1 The site risk review includes sites where NO₂ levels continued to exceed the limit values in 2025, or remained at risk of exceeding them (>38 ug/m³).

- 5.2.2 A qualitative review established likely risk to compliance at each site in 2026, based on the following qualitative criteria:

- **General Traffic:** To understand the scale of overall highway demand;
- **Overall Congestion:** Review of peak time congestion levels to determine potential for low vehicle speeds;
- **Canyon Effects:** Locations adjacent to high buildings or potential barriers to pollutant dispersion;
- **Highway Gradient:** Considerable gradients, most impactful for heavy vehicles and bus;
- **Adjacent Rail Line:** An adjacent rail line which may also be contributing to pollution levels;
- **Proximity of Strategic Road Network (SRN) Junction:** Nearby high traffic generating SRN junction;
- **Taxi Kerbside Impacts:** Taxis likely to be waiting/stopped adjacent to the highway, or associated with additional localised congestion, e.g. associated with nighttime economy;
- **On Street Servicing / Bus Stops:** On street activities, which could result in temporary localised delays to traffic;
- **Transient Activities:** Construction / development related temporary traffic management or traffic change due to nearby building works and site management.

- 5.2.3 The wider site review also included:

- Where buses are present, especially where GM CAP measures are being deployed, a review of observed and modelled bus vehicles; and
- A comparison of the monitored and modelled NO₂ values to identify those sites where still to be deployed GM CAP related measures are forecast to impact local AQ.

- 5.2.4 For the purpose of the risk review, sites were grouped based on types of location and local characteristics, where similar considerations may be relevant, as follows:
- Proximity to SRN (Group A);
 - Dual Carriageway / Major Route (Group B);
 - Bus Corridor (Group C);
 - Close to Junction (Group D); and
 - Located on Inner Ring Road (IRR) (Group E).
- 5.2.5 This grouping accounted for the influence of site characteristics on the ability to apply additional mitigation.
- 5.2.6 Each site was categorised as Low, Moderate or High Risk. In addition to the qualitative criteria outlined above, the review considered the quality of data capture at the site. **Table 33** outlines performance management actions for each risk category.

Table 33: Risk Review Categories

	Risk to 2026 Compliance	Performance Management Category	Performance Management Action
A	Low Risk	Continue to Monitor	No further action required. Continue to review and monitor – though likely to be on track.
B	Moderate Risk	Continue to Monitor	Continue to review and monitor . Consider types of interventions which may be needed if AQ does not improve as planned.
C	Significant Risk	Recommend Adaptive Planning	Where approved GM CAP measures are unlikely to generate the required level of AQ improvement, or where risks to compliance have been identified – Recommend adaptive planning in accordance with PMP.

- 5.2.7 In the '2025 Monitored NO₂ µg/m³' column of **Table 34**: Low Risk to Compliance by 2026 (*A - Continue to Monitor*), **Table 35**: Moderate Risk to Compliance by 2026 (*B - Continue to Monitor*), and **Table 36**: Significant Risk to Compliance by 2026 (*C – Recommend Adaptive Planning*), the sites of exceedance for 2025 are shown in bold font, and remaining sites of AQ risk (that were not in exceedance in 2025) are shown in non-bold font.

5.3 Summary of Low Risk Sites (A – Continue to Monitor)

5.3.1 Of the 18 sites that were identified as at risk of exceeding legal limits, 7 were already compliant in 2025. Based on the headroom generated by natural fleet upgrades between 2025 and 2026, 5 of these sites have a 'low' risk to compliance. These sites are listed in **Table 34**.

5.3.2 There is currently no need for adjustment to the Plan at these sites, however, monitoring will continue.

Table 34: Low Risk to Compliance by 2026 (A - Continue to Monitor)

Site No.	Site ID	Road name	GM Authority	Group	Data Capture	2025 Monitored NO ₂ µg/m ³
12	CAP_MANC_167	A6 Ardwick Green	Manchester	B: Dual Carriageway / Major Route	100%	39.8
14	CAP_MANC_183	A34 Oxford Street (Wakefield Street)	Manchester	C: Bus Corridor	100%	39.1
15	CAP_MANC_158	A5103 Portland Street	Manchester	C: Bus Corridor	100%	38.5
16	CAP_BOLT_013	A666 Bolton Road	Bolton	A: Proximity to SRN	83%	38.5
18	CAP_TAME_001	A57 Manchester North Road	Tameside	A: Proximity to SRN	83%	38.2

5.4 Summary of Moderate Risk Sites (B – Continue to Monitor)

- 5.4.1 In 2025, 11 sites were in exceedance, with 4 of these assessed as having a 'moderate' risk to compliance.
- 5.4.2 The 'moderate' scoring reflects sites that are in exceedance of legal limit values, based on the 2025 monitoring data but are likely to be compliant in 2026 due to changes related to the background transition to a cleaner fleet.
- 5.4.3 For example, Bridge Street has been included in this category because there are bus services which are upgraded to ZEB operation in mid-2026. Given their scale, these service improvements are forecast to bring air quality in line with legal limit values in 2026.
- 5.4.4 Should continued monitoring indicate that compliance is unlikely to be met, additional mitigation will be considered at these sites. Category B sites are listed in **Table 35**.

Table 35: Moderate Risk to Compliance by 2026 (B - Continue to Monitor)

Site No.	Site ID	Road name	GM Authority	Group	Data Capture	2025 Monitored NO ₂ µg/m ³
2	A34 Bridge Street CM	A34 Bridge Street	Manchester	C: Bus Corridor	97%	42.4
9	CAP_OLDH_017	Oldham Way	Oldham	B: Dual Carriageway / Major Route	100%	41
10	CAP_MANC_125	A6 Stockport Road	Manchester	D: Close to Junction	100%	40.5
11	CAP_MANC_001	A665 Great Ancoats Street	Manchester	E: Located on IRR	83%	40.5

5.5 Summary of Significant Risk Sites (C – Recommend Adaptive Planning)

- 5.5.1 A 'significant' risk to compliance was identified at 9 sites. While NO₂ concentrations are expected to reduce at these sites as a result of background trends towards a cleaner fleet, there remain a risk to compliance in 2026. Adaptive planning is recommended at these sites.
- 5.5.2 GM will carry out further analysis to understand issues at these sites and work with Government to identify appropriate interventions as necessary. Monitoring in these locations will continue, including more detailed analysis to better understand the causes of exceedances and inform effective mitigation. Category C sites are listed in **Table 36**, with their location shown in **Figure 10**.
- 5.5.3 All Category C sites are located on major roads within GM, including on the Manchester and Salford Inner Relief Route (MSIRR).

Table 36: Significant Risk to Compliance by 2026 (C – Recommend Adaptive Planning)

Site No.	Site ID	Road name	GM Authority	Group	Data Capture	2025 Monitored NO ₂ µg/m ³
1	CAP_MANC_051	A665 Cheetham Hill Road (Miller Street)	Manchester	E: Located on IRR	100%	42.5
3	CAP_MANC_050	A57 (M) Mancunian Way	Manchester	E: Located on IRR	75%	42.3
4	CAP_MANC_064	Shudehill	Manchester	C: Bus Corridor	92%	42.1
5	CAP_MANC_005	A6 Ardwick Green South	Manchester	B: Dual Carriageway / Major Route	92%	42
6	CAP_MANC_194	A665 Cheetham Hill Road (Miller Street)	Manchester	E: Located on IRR	83%	42
7	CAP_STOC_008	A626 St Marys Way	Stockport	A: Proximity to SRN	67%	41.9
8	CAP_MANC_013	A665 Great Ancoats Street	Manchester	E: Located on IRR	83%	41.1
13	CAP_STOC_044	A34 Kingsway	Stockport	A: Proximity to SRN	100%	39.5
17	CAP_STOC_011	A34 Kingsway	Stockport	A: Proximity to SRN	92%	38.3

Figure 10: Location of Category C Sites

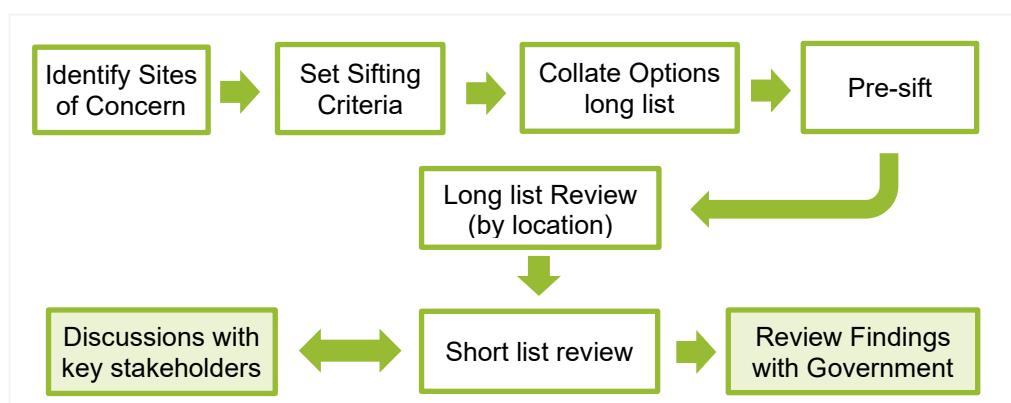


- 5.5.4 The A34 Kingsway sites currently demonstrate compliance with air quality standards, but have been classified as higher-risk sites due to potential transient impacts. This classification is due to the temporary impacts of developments being delivered during 2026, including highway improvements along the A34 corridor, which may affect traffic flows on the A34 Kingsway. A qualitative assessment of their air quality impacts indicated that implementing additional measures at these sites would enhance resilience and reduce associated risks.

5.6 Adaptive Planning Option Review Process

5.6.1 **Figure 11** shows the options sifting and review process for sites identified for adaptive planning. The process aims to determine a list of suitable localised measures that will achieve improved air quality. Deliverability of the timescales required to achieve air quality compliance by 2026 is a key consideration.

Figure 11: Adaptive Planning Option Review Process



5.6.2 To assess the options for each of the adaptive planning sites, a set of option sifting criteria was developed. This approach aligned to a previous approach that was developed when originally considering measures to address the A57 Regent Rd and St Johns Area previous sites of exceedance. This approach considered the following criteria:

- **Deliverability:** the ability to implement measures in 2026, with a "high" score awarded to those delivered within 2026, providing the most impactful AQ benefits based on an annual mean average.
- **GM CAP Strategic Fit:** the potential measures suitability with the core objectives of the Investment-led Plan.
- **Likely AQ Impact:** the ability of potential measures to deliver reduced concentrations at relevant identified exceedance sites.
- **AQ Impact Quantification:** can the measures be appraised by modelling or an alternative methods.

5.6.3 There were two possible recommendations for each potential measure: "Progress for Assessment" and "Consider to Discount". These recommendations recognise that it is highly likely that exceedance sites may require a package of measures to achieve the required level of AQ improvement to deliver compliance in 2026.

- 5.6.4 A long list of options was compiled as part of the Investment-led Plan local highway measures, and these sources, together with any new option considerations were reviewed to develop a longlist. This includes collating previous analysis from:
- Strategic Outline Business Case Longlist;
 - Last Sites of Compliance Report;
 - Freight Strategy and discussion with Freight Team;
 - GM CAP Policy following Consultation;
 - Local development reports in public domain;
 - Evidence of being implemented in other cities; and
 - Wider implemented schemes to improve air quality.
- 5.6.5 The initial long list comprised up to 124 options under a range of categories, including:
- Financial penalty / closures;
 - Behaviour change;
 - Planning & traffic control;
 - Active Travel (Cycling & Walking);
 - Public Transport (Bus / Tram / Rail);
 - Public transport - general / integration;
 - Infrastructure;
 - Alternative fuels;
 - Targeted vehicle type measures by mode (Taxis, HGVs, LGVs, Car, Coaches, Minibuses).
- 5.6.6 Due to the number and deliverability of these options, a pre-sift was conducted on the option longlist based on whether scheme options are considered deliverable by the end of 2026. If deliverable, the scheme options were then assessed for each of the 7 adaptive planning locations.
- 5.6.7 82 options were considered to be deliverable in 2026 and therefore be able to make a contribution towards air quality improvement at the 7 locations (2 locations based in Stockport, 5 in Manchester) to meet legal limits. The 82 options were then scored against the four sifting criteria to develop a short list of options for further review. Qualitative scoring was applied based on high, medium, low on a 3 (high) – 1 (low) point scale for each sifting criteria, with options scoring 10 or above overall progressing for further review. Options scoring 9, were also included to support wider discussions, though not progressed further.

- 5.6.8 Following development of the shortlisted options, initial wider discussions with key stakeholders comprising relevant Local Authorities, GM Bus team, and GM traffic signals Team (GMUTC) were undertaken, to understand potential solutions for these locations and confirm overall recommendations, which were then discussed with Government. The confirmed recommended options are presented in **Table 37**.
- 5.6.9 Where monitoring sites are present on the same section of route where adaptive planning measures are being considered, these sites were combined for the assessment. This applied to monitoring locations on the A665 Cheetham Hill Road (Miller Street) and the A34 Kingsway. As a result, seven locations were included in the options review.

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Table 37: Option Review Findings and Recommendations

		Recommended Measure			
Location	Known 2026 Impactors (Beneficial / Adverse Impact)	Re-routing buses at poor AQ locations	Bus Vehicle Emissions	Maintenance of Retrofit buses	Demand management - traffic signals
1/6: A665 Cheetham Hill Road (Miller Street)	Non GM CAP - Proximity to Manchester Victoria diesel train operations (Adverse impact)	n/a	Review of retrofitted buses and potential upgrade	Review maintenance of retrofit buses	Add demand dependant signal adjustment to prevent stationary traffic on bridge
3: A57(M) Mancunian Way	n/a	n/a	n/a	n/a	n/a
4: Shudehill	GM CAP - ZEBs on 8 & 10 bus services to be deployed from May 2026 (Beneficial Impact)	n/a	Review of retrofitted buses and potential upgrade	Review maintenance of retrofit buses	Signal upgrade to SCOOT ¹⁵ control
5: A6 Ardwick Green	n/a	Review out of service access to / from Hyde Road depot	Review of retrofitted buses and potential upgrade	Review maintenance of retrofit buses	n/a

¹⁵ SCOOT (Split Cycle Offset Optimisation Technique) is a real time adaptive traffic control system for the coordination and control of traffic signals.

		Recommended Measure			
Location	Known 2026 Impactors (Beneficial / Adverse Impact)	Re-routing buses at poor AQ locations	Bus Vehicle Emissions	Maintenance of Retrofit buses	Demand management - traffic signals
7: A626 St Marys Way	Non GM CAP - Temporary impacts of wider transport scheme (e.g. Greek Street) – removed March 2026 (Beneficial impact post removal)	n/a	n/a	n/a	Signal upgrade to FUSION ¹⁶ control
8: A665 Great Ancoats Street	Non GM CAP – Ongoing transient impacts due to wider construction projects in Ancoats Area (Unknown impact)	n/a	n/a	n/a	n/a
13/17: A34 Kingsway, Cheadle	Non GM CAP – SCOOT Signals, Active Travel Scheme (Beneficial impact)	n/a	n/a	n/a	Signal upgrade to FUSION control

¹⁶ FUSION is an AI-driven adaptive traffic control system to optimise traffic signal timings in real time across multiple junctions.

- 5.6.10 For Site 3: A57 Mancunian Way, and site 8: A665 Great Ancoats Street, no viable measures were identified which could be delivered in 2026, and provide a material air quality improvement. Measures were considered, including signal based changes, but were discounted as would have an adverse impact on pedestrian crossing movements, or could result in traffic rerouting within the Regional Centre. For these sites, it is noted there is an improving trend in air quality from the 2025 end of year monitoring data, which will continue to be monitored as 2026 air quality data becomes available. Also, in the case of the A665 Great Ancoats Street site, ongoing review of observed bus fleet which uses this section of route shows 100% ZEBs, which represents a recent improvement to the fleet which may not be fully reflected in the end of 2025 air quality monitoring data.

5.7 Adaptive Planning Conclusion

- 5.7.1 The adaptive planning measures have been identified through a review of 2025 year-end air quality monitoring data, which was used to assess the sites most at risk of exceeding legal limits in 2026. This review also considered recent trend data to support projections towards compliance. A further qualitative assessment of known local risks was then undertaken to understand the level of risk at each location. Sites with the highest identified risk were prioritised for adaptive planning, particularly where supporting information was available to explore the likely causes of potential exceedance, including local conditions and the vehicle types most likely to affect air quality.
- 5.7.2 The significant reduction in concentrations observed between 2024 and 2025, following the successful deployment of existing GM CAP measures, provides assurance that the GM CAP Investment-led Plan has delivered material air quality improvements. It also indicates that, where required, further adaptive planning measures could support additional improvements, particularly where bus and local traffic measures can be delivered during 2026.
- 5.7.3 The identified adaptive planning measures are considered proportionate and deliverable within 2026. Their deployment will be supported by ongoing monitoring of both adaptive planning measure delivery and the air quality position, enabling progress to be reviewed and further adaptive planning to be undertaken where necessary. This will enable further measures to be introduced alongside the current measures if air quality performance plateaus or worsens.

5.8 Adaptive Planning Next Steps

- 5.8.1 Following the identification of the adaptive planning measures and discussion with Government to confirm the measures shall be progressed, further development work with GM UTC, and the GM Bus teams will be undertaken to enable the measures to be implemented in the shortest possible time.

- 5.8.2 This includes developing the signal solution with GM UTC to identify how the measures can be delivered. This also include identifying the mechanisms to establish how these are monitored, to ensure the measures achieve an improvement in traffic conditions, which lead to an improvement in air quality. Where technology solutions have been identified, the infrastructure required to deliver these has progressed into development, to ensure an improvement can be achieved within 2026.
- 5.8.3 For bus related measures, the ongoing review of the bus fleet operating through the exceedance sites, allows regular review of the vehicle operations at key sites of risk. Where buses are identified to be having a significant contribution to air quality impacts (NO_x), and in particular where remaining retrofit buses may be operating through these locations, discussions with GM Bus team continue to identify those services contributing to poor air quality, and determining if further vehicle upgrades may be possible to improve air quality. It is noted that bus franchising and the GM CAP have already delivered a substantial improvement to the GM bus fleet, with many locations showing significant improvements to bus, especially between 2024 to 2025. Therefore, these adaptive planning measures consider where further redeployment of buses can be achieved to improve remaining buses that haven't been upgraded, or where there may be possibility (subject to appropriate depot capacity) to introduce ZEB buses operating across these routes. This may also provide opportunity for the prioritising of ZEB deployment at bus depots which are currently undergoing electrification, such as at the Hyde Road depot, which will see further electrification through the remainder of 2026.
- 5.8.4 Other bus measures include the review of the maintenance of retrofit buses remaining at adaptive planning sites to ensure maintenance is being undertaken to prevent an adverse impact on air quality. This will be delivered via the GM Bus team, working with the relevant operators to review the maintenance behaviours for relevant bus services.
- 5.8.5 Also, in the case of the Hyde Road depot, where electrification is ongoing, a review of the routing of out of service buses will be undertaken to consider if it will be feasible to reroute some out of service retrofit vehicles away from the A6 Ardwick Green corridor, whilst avoiding any other identified sites of risk of exceedance. This will require working with operators to identify those out of service buses in scope of amendment, and reviewing to/from depot routing strategy.
- 5.8.6 Where measures have been identified, programme and cost implications will be reviewed and reported to Government to support the deployment of these measures as soon as possible to achieve the greatest air quality impact within 2026.

- 5.8.7 Subject to Air Quality Administration Committee agreement, the Group Chief Executive, GMCA, Greater Manchester Fire & Rescue Service (GMFRS) and TfGM, in consultation with the Mayor and GM Clean Air Lead will approve the final submission of adaptive planning measures to Government and respond to any supplementary requests, as required to finalise and implement the measures.

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6 GM CAP Expenditure Update

6.1 Background to the Expenditure Update

- 6.1.1 The development of the GM CAP is funded and overseen by Government. The costs related to the development (including the business case), implementation and operation (including vehicle grants) of the GM CAP are either directly funded or underwritten by Government and any net deficit over the life of the GM CAP will be covered by the New Burdens Doctrine, subject to a reasonableness test¹⁷.
- 6.1.2 GM was awarded a total of £210.9 million in respect of the Previous Clean Air Plan to deliver a charging CAZ.
- 6.1.3 On 23 January 2025 the Government confirmed it accepted the assessment that an investment-led, non-charging GM CAP will achieve compliance with nitrogen dioxide levels on the local road network in the shortest possible time¹⁸.
- 6.1.4 The Secretaries of State by letter¹⁹ confirmed Government are to provide the unspent funds that remained with Greater Manchester authorities from the Previous Clean Air Plan and that they may be reallocated to support the agreed proposals. The letter also confirmed that the final costs should be confirmed with Government officials as contractual and other elements of the approved plan are finalised for delivery.
- 6.1.5 Government did not consider the evidence supported a need for the full £30.5 million funding proposed for a Clean Taxi Fund. Compliance was predicted to be achieved in 2026, even without this measure. However, on the basis that aspects of this measure will further provide assurance to meet compliance, £8 million was provided to support moving Greater Manchester's hackney carriage fleet to cleaner vehicles. As requested by Government, £22.5 million of funding was returned in May 2025.
- 6.1.6 Following the return of funding to Government, the remaining funding available to deliver the Investment-led Clean Air Plan, and close out the Previous Clean Air Plan was £188.4 million.
- 6.1.7 In July 2025, the Air Quality Administration Committee noted the update on progress in delivering the GM CAP; and the need to adjust some elements of the Bus and Local Measures delivery plans, based on a change in local circumstances. A change request (Change Request 001)²⁰, which still ensured compliance in the shortest possible time, and by 2026 at the latest was submitted to Government on 29 August 2025.

¹⁷ The new burdens doctrine is part of a suite of measures to ensure Council Tax payers do not face excessive increases. UK Government. Updated July 2022. New burdens doctrine: guidance for government departments. Available from: [New burdens doctrine: guidance for government departments - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/new-burdens-doctrine-guidance-for-government-departments)

¹⁸ Defra. January 2025. Government backs local plans for clean air in Greater Manchester, Press release. Available from: <https://www.gov.uk/government/news/government-backs-local-plans-for-clean-air-in-greater-manchester-2>

¹⁹ Defra. January 2025. Greater Manchester Clean Air Plan Government Approval. Available from: [GM Clean Air Plan government approval 31_1_25.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/125555/GM_Clean_Air_Plan_government_approval_31_1_25.pdf)

²⁰ TfGM. August 2025. Local Authority NO₂ Plan Change Request. Available from: [Change Request 001 - Approved - CleanAirGM Version.pdf](#)

- 6.1.8 Change Request 001 was formally approved by Government, as reported in January 2026. The GM CAP PMP was also agreed by the Committee in January, this document set out that each July an Annual Monitoring Report would provide updates to include Expenditure on the Plan. As reported in *GM Clean Air Plan – Expenditure Update January 2026*²¹, TfGM have established budgets to deliver the agreed Plan, and future expenditure will be reported in the GM CAP Annual Monitoring Report.
- 6.1.9 The format of the expenditure reporting has been updated to identify expenditure related to the Investment-led Plan, as well as the expenditure related to the Previous Clean Air Plan that included a charging CAZ.
- 6.1.10 The grants and their expenditure on GM CAP are closely monitored by Government, whose officials have subsequently confirmed the allocated budgets relating to the detailed grant funding arrangements as set out in Section 6.3 below.

6.2 Purpose of the Expenditure Update

- 6.2.1 The purpose of this expenditure update is to provide an overview of the funding received from Government and the expenditure on GM CAP up to 31 March 2026.
- 6.2.2 To align with the other periods reported in this GM CAP Annual Monitoring Report, expenditure updates will be provided annually covering the financial year up to 31 March.

6.3 Summary of Grants and Expenditure

- 6.3.1 The allocated budgets (from the available funding of £188.4 million), expenditure to 31 March 2026, and the remaining budgets are summarised in **Table 38**.

²¹ [AQAC Report CAP Expenditure January 2026](#)

Table 38: GM CAP Budget and Expenditure to 31 March 2026

Measures / Workstream and Phase	Allocated Budget (£m)	Expenditure to 31 March 2026 (£m)	Remaining Budget (£m)
Investment-led GM CAP	76.4	4.3	72.2
Bus Measures			
Implementation	47.1	0.5	46.6
Operation	4.0	0.0	4.0
Hackney Support Fund			
Implementation	0.1	0.1	0.0
Operation	0.3	0.0	0.2
Grants	8.0	0.8	7.2
Local Measures (Regent Road/ St Johns)			
Implementation	1.3	0.4	0.9
Operation	1.9	0.0	1.9
Programme			
Implementation (post January 2025)	13.7	2.4	11.2
Previous GM CAP	112.0	106.4	5.5
CAZ Development, Implementation & Operation			
Development	7.8	7.8	0.0
Implementation	20.7	20.7	0.0
Operation	17.8	17.8	0.0
CAZ Signage / ANPR Decommissioning			
Decommissioning	6.4	2.0	4.3
Financial Support Scheme			
Development	3.3	3.3	0.0
Implementation	4.9	4.9	0.0
Operation	4.5	4.3	0.2
Grants	15.4	15.4	0.0
Early Measures			
Implementation	2.5	2.5	0.0
Operation	0.5	0.4	0.1
EV Taxi			
Implementation	3.0	2.6	0.3
Operation	0.5	0.0	0.5
Programme			
Development (to end of January 2025)	24.7	24.7	0.0
Overall Total	188.4	110.7	77.7

6.3.2 The phases identified against the measures / workstreams in the table above are defined as follows:

- Development: covers all work undertaken to develop and specify the proposed measures. The development phase covers the business case development and includes the procurement of the suppliers.

- Implementation: represents all work undertaken as part of mobilisation of suppliers to facilitate delivery of the GM CAP. The implementation phase focuses on activities undertaken up to the go live for the operational phase.
- Operation / Decommissioning: operational activities from the go live of the measure / workstream, through to decommissioning and close out activities following completion of the operational phase.
- Grants: covers the value of the grants awarded for the vehicle upgrades.

6.3.3 An overview of the areas of expenditure identified in **Table 38** is set out in the remainder of this section.

6.4 Bus Measures

6.4.1 Progress of bus related measures including 78 zero-emission electric buses and depot electrification in Manchester & Bolton is reported in Section 3.2.

6.5 Hackney Support Fund

6.5.1 Details of the progress and expenditure relating to the Hackney Support Fund is provided in Section 3.3.

6.6 Local Measures

6.6.1 Local measures on the A57 Regent Road and the A34 Quay Street (in the St John's area) targeted air quality exceedance locations, including speed limit reduction, yellow box enforcement measures, and signal optimisation. The status of the measures is set out in Sections 3.5 to 0.

6.7 CAZ Development, Implementation & Operation

6.7.1 The service and signage contracts for the CAZ were competitively tendered, with the GM Authorities approving the award of contracts in accordance with TfGM's constitutional arrangements.

Clean Air Zone Service Contract – Egis Projects SA

6.7.2 This was 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.

6.7.3 This contract was awarded to Egis Projects SA in July 2021 at a total value of £48.1 million and covered 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.

- 6.7.4 Following acceptance by Government of the Investment-led Plan in January 2025, TfGM negotiated a significant reduction in the monthly fee in order to minimise ongoing costs. These negotiations saw a partial termination of the CAZ Service contract namely the services which dealt with the issue of Penalty Enforcement Notices and the administration of the charging Clean Air Zone such as customer payment handing. Furthermore, a reduced service was accepted for the running of the ANPR cameras. The net effect of these negotiations was a reduction in the monthly fee of £0.28 million.

Clean Air Zone Signage Contract – J McCann & Co Limited

- 6.7.5 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. This included the 10 GM Authorities and the 8 neighbouring Authorities of Calderdale, Kirklees, Derbyshire, Cheshire East, Warrington, St Helens, Lancashire and Blackburn with Darwen. The 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, for the production and application of the 'Under Review' stickers, and for the removal of CAZ signage. Total expenditure on the contract is £2.64 million (including the £0.4 million for signage decommissioning as noted below).

6.8 CAZ Signage / ANPR Decommissioning

- 6.8.1 With the exception of two signs in Salford (which are still to be decommissioned), all CAZ signs on the local road network have been removed. The total cost for this work is £0.6 million, which consists of £0.4 million for services by J McCann & Co Limited and £0.2 million for Local Authorities who removed signs in their own districts.
- 6.8.2 National Highways, responsible for managing the Strategic Road Network, removed their signs by the end of March 2026. One site on the M62, which consists of two existing posts but had no sign face, has been reused for signposting to the Ladywell Metrolink Park and Ride site as part of National Highways' programme of works. The budget for the Strategic Road Network signage was provided direct from Government to National Highways and is not included in the expenditure covered in **Table 38** above.
- 6.8.3 In January 2026, the Air Quality Administration Committee noted the public support for the proposal for Greater Manchester Police (GMP) to take on the Clean Air funded ANPR cameras and integrate them into their existing ANPR network, noting GMP will share data with TfGM to support transport planning and GM CAP monitoring and evaluation.
- 6.8.4 Decommissioning of the ANPR infrastructure not required by GMP is to be undertaken by Egis Projects SA and the GM Local Authorities. It is intended that Egis Projects SA's decommissioning activities are completed prior to their contract expiring in July 2026, which is the initial 5.5 year term.

- 6.8.5 GMP will assume ownership of the remaining Clean Air funded ANPR cameras, with funding provided through the GMP budget, outside of the funding identified in **Table 38** above. The GMP budget for the ANPR cameras is comprised of central government grants, local council precepts, and other allocations that support policing throughout the city-region.

6.9 Financial Support Scheme

- 6.9.1 The Financial Support Scheme was established to support vehicle owners to upgrade their vehicles ahead of the implementation of the CAZ. The Financial Support Scheme is part of the Previous Clean Air Plan and has been closed for applications. It is separate to the Hackney Support Fund, which is part of the Investment-led Plan.
- 6.9.2 Before January 2025, the Air Quality Administration Committee had approved the establishment and distribution of the bus retrofit, bus replacement and HGV funds. Grants had been made using the scheme eligibility criteria as set out in the GM Clean Air Plan Policy²² to impacted vehicle owners. Grants had 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. This ensured they were not detrimentally impacted by the decision to pause the funds, and is referred to as the Early Financial Support Scheme.
- 6.9.3 **Table 39** sets out the value of grants awarded prior to the agreement of the Investment-led Plan in 2025, and the number of vehicles upgraded, for each vehicle type.

Table 39: Financial Support Scheme Funding and Upgrades

Purpose	Grant Value Awarded (£m)	Vehicles Upgraded
Heavy Goods Vehicles	1.62	232
Private Hire Vehicles	0.03	6
Coaches	0.00	0
Minibus	0.01	1
Light Goods Vehicles	0.06	14
Hackney	0.13	20
Bus Retrofit	12.44	960
Bus Replacement	1.10	69
Total	15.39	1,302

²² TfGM. December 2021. Greater Manchester's Clean Air Plan to Tackle Nitrogen Dioxide Exceedances at the Roadside, Appendix 1 - GM Clean Air Plan Policy following Consultation. Available from: [GM Clean Air Plan Policy following Consultation](#)

- 6.9.4 GM received grants for the ‘administration’ of the Financial Support Scheme with all implementation and operational costs being funded by Government 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 CAZ revenues, had it gone live.
- 6.9.5 There were a number of technology contracts which had been put in place to enable TfGM to effectively distribute grants to eligible applicants. The most significant of these is the Clean Vehicle Financial System (CVFS) which was contracted to Quotevine Limited after a competitive tender. Following Government approval of the Investment-led Plan, the contract with Quotevine Limited was cancelled in April 2025.

6.10 Early Measures and EV Taxi

- 6.10.1 Government have made three funding awards for the purpose of increasing the number of publicly accessible EV Charging Points. 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.
- 6.10.2 The funding awards received for EV charging, expenditure against them and the number of chargers installed are summarised in **Table 40**.

Table 40: EV Charging Infrastructure and Expenditure

Purpose	Grant Value (£m)	Expenditure & Committed (£m)	Number of Chargers Installed
Early Measures – EV Awareness and Infrastructure	3.0	3.0	25
Dedicated Taxi Electric Vehicle Charging Infrastructure	3.0	3.5	30
Hackney Try Before You Buy (Repurposed to taxi EV Chargers)	0.5		

6.11 Programme

6.11.1 GM has received funding to undertake the broad activity of scheme development, implementation and operation for the GM CAP.

6.11.2 In **Table 38** above, the Programme budget and expenditure have been split into two phases, the Development phase and the Implementation phase:

- The Development phase covers Programme activities related to the Previous Plan (up to the end of January 2025), such as Programme Management, Business Case and Measures Development, Communications and Consultation, Data, Evidence and Modelling (including AQ data), Legal, Policy and Governance, and the Review of the GM CAP.
- The Implementation phase covers implementation and operation. Programme activities related to the Investment-led Plan (post January 2025), such as Programme Management, Data, Evidence & Modelling (including AQ data), Legal/Policy/ Governance, Monitoring & Reporting, Close Out of CAP, and Risk/Contingency.

7 Equality Impacts

7.1 Context

- 7.1.1 Equality impacts of the GM CAP were reviewed and documented during the appraisal of options as part of the case for a new GM Clean Air Plan²³. This review was part of the scheme appraisal which considered additional evidence of the likely disproportionate or differential impacts of an Investment-led Plan verses a charging CAZ in the Regional Centre.
- 7.1.2 The assessment considered impacts on the nine protected characteristics identified by the Equality Act 2010, including: age, disability, sex, gender reassignment, race / ethnicity, married / civil partnership, pregnancy and maternity, religion / belief, and sexual orientation. Impacts on additional characteristics as agreed by the majority of the 10 GM Local Authorities in their approach to the Equality Impacts Assessment (EqIA) process were also reviewed. These were low-income households, carers, veterans and homeless.
- 7.1.3 Of the two scenarios reviewed, the Investment-led Plan maximised positive and minimised adverse impacts on groups with protected characteristics.
- 7.1.4 Air quality improvements were expected to disproportionately benefit older people and young children, expectant parents, people with certain disabilities (particularly where they affect respiratory problems), carers, low income groups, and ethnic and faith minorities.
- 7.1.5 The Investment-led Plan was anticipated to result in a level of risk to affordability disproportionately affecting some protected groups, which included males in the 55+ age group, and from ethnic and faith minorities. However, these groups also disproportionately benefitted from funding support through the GM CAP.
- 7.1.6 The proposed adjustments to the Plan from the adaptive planning process are not expected to result in negative equality impacts. In addition, measures from adaptive planning could strengthen positive impacts through bringing forward air quality compliance.

7.2 Equalities Impacts of Consultation Feedback

- 7.2.1 Feedback on the equality impacts of the Local Measures (within the investment-led Plan) has been collected through public consultation and further feedback will be gathered for the Hackney Support Fund through the satisfaction survey launched on 23 April 2026.
- 7.2.2 The feedback from the Hackney Support Fund Satisfaction Survey will be reported in the next Annual Monitoring Report (2026/27).

²³ <https://democracy.greatermanchester-ca.gov.uk/documents/s33846/8%20x%20%20Appraisal%20Report.pdf#page=116&zoom=100,92,97>

- 7.2.3 For the Local Measures consultations, consultation feedback was received in the context of enforcement cameras, and the introduction of speed limit changes in Salford.
- 7.2.4 For the enforcement cameras in Salford, a 6-week public consultation was conducted by Salford City Council on the proposals for the introduction of moving traffic offence enforcement cameras at sites on Regent Road and Trinity Way as part of the Investment-led Plan. The consultation included details of the proposals and to encourage responses, a series of questions were included on the Council's website, supported by suitable comms and social media messaging during the consultation period. The consultation concluded on 4 July 2025, with 134 responses submitted. The consultation showed a divide in views. Some respondents who strongly supported the proposals at every site highlighted the need for enforcement to tackle persistent yellow box blocking, improve traffic flow, and how it would also benefit pedestrians as it will help keep crossings clear. Respondents who strongly opposed the proposals at every site provided additional comments about concerns with perceived revenue-raising motives, fairness in enforcement where drivers may be forced to stop within a box, and suggestions to improve traffic signal optimisation and road maintenance over camera enforcement. Both sides outlined the importance of road improvements, including clearer markings and improved traffic management. Based on the consultation responses received, no material equality concerns were raised by either supporters or opponents to the proposals. The feedback primarily focused on operational issues. Equality implications will continue to be monitored during the operational phase to address any issues that may arise.
- 7.2.5 For the speed limit order consultation, Salford City Council formally consulted on the proposals of a consolidated Speed Limit Order (SLO) for Class A and B roads across Salford from 3 June 2024 until 14 June 2024 during which no opposing comments were received. The SLO was legally advertised from 22 May 2025 until 16 June 2025, with one objection received. The objection argued that the 40mph limit should be retained as it is the most suitable and practical option for these arterial roads, which are designed for high-volume traffic and operate efficiently at the current speed. It stated that reducing the speed limit could increase congestion, extend journey times, and create more stop-start traffic with associated emissions. The objection mentioned there has been no evidence provided to show the existing limit is unsafe, making any reduction to 30mph unjustified. The objection also suggested there are potential negative impacts on businesses, emergency services, and overall driver behaviour, including frustration and reduced compliance when the speed limit is reduced on key link roads. During the consultation periods, no material equality concerns were raised. The equality implications will continue to be monitored during the operational phase to address any issues that may arise.

8 Summary and Recommendations

8.1 Measures Delivery Status

- 8.1.1 At the end of March 2026, there has been significant progress in the delivery of the GM CAP measures, as shown in Section 3.
- 8.1.2 All the planned bus upgrades to Euro VI and ZEBs were complete, with the remaining upgrades to be implemented from May 2026. Bus depot electrification as part of GM CAP in Manchester and Bolton was complete.
- 8.1.3 The Hackney Support Fund was delivered as planned and went live in December 2025. At the end of March 2026, 395 applications had been submitted with £2.65 million of a total of £8 million funding for cleaner hackneys committed, and upgrades to 75 vehicles complete.
- 8.1.4 Highway measures to reduce emissions were completed by Manchester City Council in the St John's area, with improvements on the A57 Regent Road scheduled for Summer 2026.

Table 41: GM CAP Measures Delivery Status

Measure – Output	Delivery Status
Cleaner Buses	Overall Status: Ongoing • Ongoing: Upgrade of 78 buses to ZEBs at Bolton - 20 Clean Air funded ZEBs in operation, further 58 ZEBs to be phased into service from May 2026. • Complete: Upgrade of 12 buses to ZEBs at Queens Road. • Complete: Upgrade of 29 buses to ZEBs at Hyde Road. • Complete: Upgrade of 38 buses to ZEBs at Middleton. • Complete: Upgrade of 79 buses to ZEBs at Oldham. • Complete: Upgrade of 77 buses to OEM Euro VI at Stockport. • Ongoing: Upgrade of 17 buses to Euro VI at Wigan - Initial cascade of fleet into Wigan complete, further cascade on target to be complete in June 2026.
Bus Electric Charging - Depot Electrification	Overall status: Complete • Complete: 24 dual chargers to support the additional 78 ZEBs at Bolton. • Complete: 1 dual charger at Piccadilly Approach to support Free Bus (Service 1 & 2).

Measure – Output	Delivery Status
Hackney Support Fund	Overall status: Complete - Complete: Hackney Support Fund opened on 8 December 2025. - Note: Operation phase to distribute funding for upgrades ongoing with 395 applications submitted, £2.65 million of a total of £8 million funding committed, with upgrades to 75 vehicles complete.
Local Highway Measures – A57 Regent Road	Overall status: Ongoing - Ongoing: Speed limit reduction from 40mph to 30mph expected by mid-2026. - Ongoing: Signal timing adjustment on A57 Regent Road and adjacent parallels expected by mid-2026. - Ongoing: Yellow box enforcement at junctions along the A57 Regent Road corridor line marking complete, operational commencement of enforcement cameras expected by mid-2026.
Local Highway Measures – St John's Area	Overall status: Ongoing Ongoing: Yellow box enforcement at junctions along the A34 Quay Street corridor line marking complete, operational commencement of Manchester City Council enforcement cameras complete, Salford City Council cameras expected by mid-2026.

8.2 Progress to Benefits Realisation

8.2.1 The Performance Management Plan (PMP), issued in December 2025, sets out the process for monitoring and evaluation. This process forms the basis for determining if the GM CAP's anticipated benefits have been realised and therefore, whether the Plan is on target to enter the Government exit process. The PMP also sets out the Adaptive Planning Process, which allows for adjustment where the Plan is not on course to deliver compliance.

8.2.2 In many areas, it is too early to assess the impact of the GM CAP. However, based on current evidence the following progress has been made:

- Bus measures have mostly been deployed and are on target, with Euro VIs and ZEBs being deployed onto the required services and the remaining Euro VI and ZEB bus services to be delivered from May 2026. GM CAP related depot electrification has also been implemented with all bus electric vehicle chargers being delivered as required, enabling the required operation of ZEBs;

- In March 2026, hackney compliance stood at 53%, an increase by 5 percentage points since the fund opened in December 2025;
 - Traffic and fleet data shows an improving trend over time. The level of compliance for all vehicle types shows an improving compliance trend, and there is an increase in the proportion of electric / hybrid electric vehicles. Highway trips within GM show a 2% increase, however this is in line with national trends and forecasted growth.
- 8.2.3 Air Quality Monitoring data provides a measure of the overall effectiveness of the GM CAP. This data was reviewed at sites which either exceeded legal limits for NO₂ concentrations of 40.4 µg/m³ at the end of 2025, or were at risk of doing so. Sites are considered at risk of non-compliance if NO₂ concentrations are higher than 38.0 µg/m³.
- 8.2.4 The review showed material improvements in air quality. In 2025, legal NO₂ limits were exceeded at 11 sites, compared with 38 in 2024. Maximum concentrations also reduced from 59 µg/m³ in 2024 to 43 µg/m³ in 2025.
- 8.2.5 There are now seven districts across GM with no exceedances of the NO₂ legal limit: Bolton, Bury, Rochdale, Salford, Tameside, Trafford and Wigan, with exceedances still recorded in Manchester, Oldham & Stockport.
- 8.2.6 These improvements form part of a longer term downwards trend since 2019 when legal NO₂ limits were exceeded in 129 locations. However, 18 sites either exceeded limits or remained at risk of non-compliance with legal limit NO₂ values as shown in **Table 42**.

Table 42: Summary of 2025 End of Year AQ Monitoring Data

Exceedances	Number of Sites
Exceedances	11
Sites at Risk	7
Total Sites Under Review	18

8.2.7 A summary of progress for each of the metrics that are used to monitor the GM CAP outcomes are shown in **Table 43**.

Table 43: GM CAP Outcome Review Status

Outcome	Metric	Latest Position
Reduction in NO ₂ concentrations at key locations	Total NO ₂ concentrations and a reduction in NO ₂ concentrations at key locations (locations 'at-risk' and 'in exceedance')	Ongoing improving trend - Longer term trends indicate material reductions in air quality exceedances over time. In late 2025, 11 sites exceeded Legal Limits for NO ₂ concentrations and 7 sites remained at AQ risk.
	Observed total traffic by vehicle class, Euro class and fuel type	Ongoing improving trend - Traffic and fleet data shows an improving trend over time. In particular the level of compliance for all vehicle types, including those not directly impacted by GM CAP show an improving compliance trend, with fuel types showing an increase in the proportion of electric / hybrid electric vehicles. Highway trips within GM show a 2% increase, which is in line with national trends and forecasted growth.
Increase in cleaner buses deployed on GM bus routes	Proportion of OEM Euro VI and ZEB operated on CAP specified routes	On target – OEM Euro VIs and ZEBs have been deployed onto the required services with further upgrades ongoing as planned.
	Number of bus electric vehicle chargers by depot	On target - All bus electric vehicle chargers have been delivered across the various depots as required.

Outcome	Metric	Latest Position
Increase in cleaner GM-licensed Hackneys	Number of GM-licensed compliant and non-compliant hackneys by Local Authority	Too early to conclude – 75 vehicles have upgraded since the fund opened representing a 5 percentage point increase in the proportion of compliant Hackneys. Further increase expected as the Fund remains open.
Awareness and understanding of Hackney Support Fund options	Satisfaction rating for Hackney vehicle licensees that have applied to the Hackney Support Fund	Too early to conclude - Due to the survey launching in April 2026, monitoring data is not yet available during the reporting period.
	Reason why vehicle licensees decided not to upgrade via Hackney Support Fund	Too early to conclude - Due to the survey launching in April 2026, monitoring data is not yet available during the reporting period.
Smoother traffic flows and reduction in trips past exceedance locations along A57 Regent Road corridor	• Observed daily traffic flow • Observed fleet profile by vehicle class • Observed traffic flow at link level and traffic model periods (AM, IP, PM) • Observed directional speeds by traffic model periods	Too early to conclude - Measures on A57 Regent Road not yet been fully delivered, implementation expected in mid-2026.
Reduction in the number of vehicles blocking junctions along the A57 Regent Road corridor	Number of penalty notices issued by Salford City Council and Manchester City Council along the A57 Regent Road corridor	Too early to conclude - Measures not yet fully delivered, full implementation is expected in mid-2026.

Outcome	Metric	Latest Position
Unforeseen trip redistribution impacts along A57 Regent Road corridor onto parallel routes	- Observed daily traffic flow on parallel corridors - Observed fleet profile by vehicle class on parallel corridors - Observed traffic flow at link level and traffic model periods (AM, IP, PM) on parallel corridors - Observed directional speeds by traffic model periods on parallel corridors	Too early to conclude - Measures on A57 Regent Road not yet been fully delivered, implementation expected in mid-2026.
Reduction in the number of vehicles blocking junctions along A34 Quay Street corridor	Number of penalty notices issued by Manchester City Council and Salford City Council along A34 Quay Street corridor	Too early to conclude - Measures not yet fully delivered, full implementation is expected in mid-2026.

8.3 Adaptive Planning Summary

- 8.3.1 Sites which were identified as exceeding NO₂ limits or at risk of exceedance in 2026 have been reviewed to confirm whether adaptive planning is required to achieve compliance.
- 8.3.2 Of the 11 sites where air quality exceedance remained, several were very close to compliance, and several others, such as A34 Bridge Street, are still subject to CAP related measure deployment through 2026 which will further improve air quality at these locations.
- 8.3.3 Whilst the ongoing measure deployment and the background fleet improvements will continue to improve air quality, there are a small number of monitoring sites showing some risk to compliance in 2026.

- 8.3.4 To mitigate these risks, adaptive planning is recommended. A review of the sites shown in **Table 44** identified measures that could be deployed during 2026 to support progress towards compliance. Adaptive planning will be discussed with Government and any additional measures included within the GM CAP.

Table 44: Sites where Adaptive Planning Intervention is Recommended

Location
1/6: A665 Cheetham Hill Road (Miller Street)
3: A57(M) Mancunian Way
4: Shudehill
5: A6 Ardwick Green South
7: A626 St Marys Way
8: A665 Great Ancoats Street
13/17: A34 Kingsway, Cheadle

8.4 Next GM CAP Annual Monitoring Report

- 8.4.1 Progress of the GM CAP measures and benefits realisation in relation to the Plan will continue to be reviewed during 2026/27.
- 8.4.2 The next report, representing the period April 2026 to March 2027, will be prepared in July 2027. This will follow the same format as this report to provide an update on the delivery status of CAP measures, and include any adaptive planning interventions identified and delivered during 2026.
- 8.4.3 The 2026/27 GM CAP Annual Monitoring Report will also continue to review progress against the GM CAP's intended outcomes, through presenting up-to-date monitoring metrics and air quality trends.