

## GREATER MANCHESTER COMBINED AUTHORITY

**DATE:** Friday, 16th December, 2022

**TIME:** 10.30 am

**VENUE:** Council Chamber, Manchester Town Hall Extension  
(Entry via Mount Street Entrance)

### AGENDA

1. **Apologies**
2. **Chairs Announcements and Urgent Business**
3. **Declarations of Interest** 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 Hours before the start of the meeting.

4. **Minutes of the Meeting held on 25 November 2022** 5 - 18

To consider the approval of the minutes of the meeting held on 25 November 2022.

5. **GMCA Overview & Scrutiny Committee Minutes - 23 November 2022** 19 - 28

To note the minutes of the GMCA Overview & Scrutiny Committee meeting held on 23 November 2022.

<b>BOLTON</b>	<b>MANCHESTER</b>	<b>ROCHDALE</b>	<b>STOCKPORT</b>	<b>TRAFFORD</b>
<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

**6. Greater Manchester Transport Committee Minutes - 9 29 - 38  
December 2022 -**

To note the minutes of the GM Transport Committee held on 9 December 2022.

**7. GM Appointments**

- i. To appoint Councillor Eamonn O'Brien as the GMCA representative on the GM Transport Committee.
- ii. To note the Mayor's appointment of Cllr Mark Aldred as Chair of the GM Transport Committee.

**8. A review of Special Responsibility Allowances for Members appointed to the Greater Manchester Combined Authority Overview and Scrutiny Committee 39 - 66**

Report of Gillian Duckworth, GMCA Monitoring Officer and Steve Wilson, GMCA Monitoring Officer.

**9. Greater Manchester European Social Fund Co-Financing Programme Update 67 - 80**

Report of Councillor Eamonn O'Brien, Portfolio Lead for Education, Skills, Work, Apprenticeships and Digital.

**10. Delivering the Bee Network: Weekly Bus Fares 81 - 88**

Report of Andy Burnham, Mayor of Greater Manchester.

**11. Transport Capital Programme 89 - 98**

Report of Andy Burnham, Mayor of Greater Manchester.

**12. Greater Manchester Active Travel Programme 99 - 106**

Report of Andy Burnham, Mayor of Greater Manchester.

**13. Greater Manchester Investment Framework Conditional Project Approval 107 - 112**

Report of Councillor David Molyneux, Portfolio Lead for Investment and Resources.

**14. EXCLUSION OF THE PRESS AND PUBLIC**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

**PART B**

**15. GM Investment Framework, Conditional Project Approval 113 - 120**

Report of Councillor David Molyneux, Portfolio Lead for Investment and Resources.

<b>Name</b>	<b>Organisation</b>	<b>Political Party</b>
Councillor Mark Hunter	Stockport	Liberal Democrats
Councillor Gerald Cooney	Tameside Council	Labour
Councillor Neil Emmott	Rochdale	Labour
Councillor Eamonn O'Brien	Bury Council	Labour
GM Mayor Andy Burnham	GMCA	Labour
Deputy Mayor Beverley Hughes	GMCA	
City Mayor Paul Dennett	Salford City Council	Labour
Councillor Andrew Western	Trafford	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Bev Craig	Manchester CC	Labour
Councillor Martyn Cox	Bolton	Conservative
Councillor Amanda Chadderton	Oldham Council	Labour

For copies of papers and further information on this meeting please refer to the website

[www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following

Governance & Scrutiny Officer: Governance and Scrutiny

✉ [sylvia.welsh@greatermanchester-ca.gov.uk](mailto:sylvia.welsh@greatermanchester-ca.gov.uk)

This agenda was issued on 8 December 2022 on behalf of Julie Connor, Secretary to the  
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,  
Manchester M1 6EU

## Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

Agenda Item Number	Type of Interest - PERSONAL AND NON PREJUDICIAL Reason for declaration of interest	NON PREJUDICIAL Reason for declaration of interest Type of Interest – PREJUDICIAL Reason for declaration of interest	Type of Interest – DISCLOSABLE PECUNIARY INTEREST Reason for declaration of interest
Page 1			

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

## Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

**You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:**

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

**Failure to disclose this information is a criminal offence**

**Step One: Establish whether you have an interest in the business of the agenda**

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

## Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

### For a non-prejudicial interest, you must:

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

### To note:

1. You may remain in the room and speak and vote on the matter

2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

### For prejudicial interests, you must:

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

### You must not:

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,  
participate in any vote or further vote taken on the matter at the meeting.

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED  
AUTHORITY HELD ON FRIDAY, 25 NOVEMBER, 2022 AT SALFORD COUNCIL,  
SALFORD CIVIC CENTRE, CHORLEY ROAD, SWINTON, SALFORD.**

**PRESENT:**

GM Mayor	Andy Burnham (in the Chair)
GM Deputy Mayor	Baroness Beverley Hughes
Bolton	Councillor Martyn Cox
Bury	Councillor Charlotte Morris
Manchester	Councillor Bev Craig
Oldham	Councillor Amanda Chadderton
Rochdale	Councillor Neil Emmott
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Hunter
Tameside	Councillor Gerald Cooney
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

**OFFICERS IN ATTENDANCE:**

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
Bolton	Sue Johnson
Bury	Geoff Little
Manchester	Neil Fairlamb
Oldham	Harry Catherall
Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Wigan	Alison McKenzie-Folan

Office of the GM Mayor

Kevin Lee

GMCA

Julie Connor

GMCA

Sylvia Welsh

GMCA

Lee Teasdale

TfGM

Anne Marie Purcell

#### **ALSO IN ATTENDANCE:**

Chair of GMCA Overview & Scrutiny

Cllr John Walsh

Chair of the GM Youth Task Force

Diane Modhal

GM Civic Leadership Programme

Professor Erinma Bell

GM Active Travel Commissioner

Dame Sarah Storey

The Growth Company

Mark Hughes

#### **GMCA 208/22      APOLOGIES**

##### **RESOLVED/-**

That apologies be received and noted from Councillor Eamonn O'Brien (Bury), Sara Todd (Trafford) and Joanne Roney (Manchester)

#### **GMCA 209/22      CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

GM Mayor, Andy Burnham highlighted the continuing issues faced with rail services in the region. Transpennine Express was seeing widespread cancellations, including during the vital morning peak times, and Avanti West Coast continued to make any unacceptably low number of services available. The December timetable changes were due to be implemented soon, and indications were that problems would continue following these changes, with no guarantees to a return of what would be considered an acceptable level of performance. It was important that the GMCA made its position clear on this matter, that being, if the widespread cancellation of train services by Transpennine Express was not resolved, and the return of three trains per hour between Manchester and London was not reintroduced by Avanti

West Coast, then the GMCA would urge the Government to strip the franchise from both companies upon the expiration of their current contracts in the new year.

It was highlighted to all that November 25<sup>th</sup> marked 'White Ribbon Day' – focussed upon addressing and ending male violence against women and girls. The Deputy Mayor was then invited to provide the GMCA with an update on the related 'IsThisOK?' campaign being led locally.

The GM Mayor reminded members of the news that the Deputy Mayor Baroness Beverley Hughes would be standing down from the role, with the proposed nominee, Kate Green, to take up the role in the new year, subject to the confirmation of the GM Police, Fire & Crime Panel. Baroness Hughes' 36 years of service to the residents of Greater Manchester was commended by those present.

It was advised that a request had been received from Greater Manchester's LGBTQ+ Panel to endorse the Conversional Therapy pledge that would commit the GMCA to helping to end the practice of Conversion Therapy within the region. Those present supported and endorsed the pledge.

#### **RESOLVED/-**

1. That the GMCA endorses a request received from the LGBTQ+ Panel to commit to the ending of Conversion Therapy in Greater Manchester.
2. That the GMCA notes the decision of Deputy Mayor Baroness Beverley Hughes to step down from the role, and the proposal for Kate Green to be nominated by the GM Mayor as her successor in the role subject to the confirmation of the GM Police, Fire & Crime Panel on 5<sup>th</sup> December 2022.
3. That the GMCA agrees to adopt the position that, if the widespread cancellation of train services by Transpennine Express is not resolved, and the return of three trains per hour between Manchester and London is not reintroduced by Avanti, the Government will be urged to strip the franchise from both companies upon the expiration of the contracts in the new year.
4. That it be noted that today was 'White Ribbon Day' and that the update on the on the progress of the GMCA 'IsThisOk?' campaign be received

**GMCA 210/22      DECLARATIONS OF INTEREST**

**RESOLVED/-**

There were no declarations received in relation to any item on the agenda.

**GMCA 211/22      MINUTES OF THE GMCA MEETING HELD ON 28 OCTOBER  
2022**

**RESOLVED/-**

That the minutes of the GMCA meeting held on 28 October 2022 be approved as a correct record.

**GMCA 212/22      MINUTES OF THE GMCA OVERVIEW & SCRUTINY  
COMMITTEE HELD ON 26 OCTOBER 2022**

**RESOLVED/-**

That the minutes of the meeting of the GMCA Overview & Scrutiny Committee held on 26 October 2022 be noted.

**GMCA 213/22      COST OF LIVING AND ECONOMIC RESILIENCE IN  
GREATER MANCHESTER**

Councillor Amanda Chadderton, Portfolio Lead for Equalities, Inclusion & Cohesion, was invited to provide an update on the cost-of-living pressures on residents and

businesses in Greater Manchester, and some of the measures being put in place by the GMCA and partners to respond.

A number of areas of good practice were highlighted through the report, these included Oldham's comprehensive £3m support package put in place to support residents, and a similar £8m package arranged by Manchester City Council.

An update was provided on the warm spaces being made available throughout region. 306 warm spaces were in place across the region, including every library. It was expected that this number would grow over the coming months. A GM Warm Spaces Network had also been established, with an inaugural meeting having taken place on 11<sup>th</sup> November.

The latest residents survey taken had drawn out that 82% of respondents had indicated that their personal cost of living had increased since the last survey, 81% were worried about further increases, and this was further exacerbated for residents who had children under 5, disabled residents and those who were 25-34 years old. Homeowners across GM were also finding it increasingly difficult to pay their mortgages.

Councillor Bev Craig, Portfolio Holder for Economy & Business, provided an update on business impacts. Anxiety was now clearly increasing, with cash reserves dropping month by month and the effects of rampant inflation beginning to take hold. An area of particular concern for GM businesses at present was the impact of the continuing train problems. Significant work had gone into preparing for the busiest time of the year for many businesses, only for their plans to be significantly hampered by these external factors. This also impacted upon efforts by economic leads to bring extra business into the region, due to a lack of confidence around the reliability of the network.

Notwithstanding that, there were some good news stories, with 530 GM businesses now accredited as paying staff the Real Living Wage, also, despite all the external

pressures being faced, another tranche of businesses had signed up to GM's Good Employment Charter.

**RESOLVED/-**

1. That the latest assessment and emerging response be noted.
2. That the intention to launch the Greater Manchester project with the National Family Centre and Amazon be noted, and that it be agreed that appropriate support would be provided to contribute to the success of the project.
3. That it be noted that the GMCA was committed to working with Government in partnership to address the cost-of-living crisis and to drive the economy.
4. That the GMCA continues to consider the cost-of-living crisis as a specific item each month.

**GMCA 214/22      DELIVERING THE BEE NETWORK: ACTIVE TRAVEL  
UPDATE**

Dame Sarah Storey, GM Active Travel Commissioner, was invited to provide an update on the Greater Manchester (GM) Active Travel programme, and its key activities.

Dame Storey had been travelling around the region to meet each of the GM Leaders to fully understand the active travel priorities within the context of their locality. So far discussions had been very helpful and had been drawn upon to support the refresh of the Mission.

A series of recommendations had arisen from the refresh and these were highlighted for comment and consideration. Mayor Burnham advised that a substantive response would be prepared to acknowledge how the region would answer all the main recommendations highlighted.

**RESOLVED/-**

That the update on the Active Travel Programme be noted and agreed that the GMCA will prepare a substantive response to the recommendations of Dame Sarah Storey, GM Active Travel Commissioner, highlighted in report.

**GMCA 215/22            GREATER MANCHESTER CIVIC LEADERSHIP  
PROGRAMME**

*It was agreed by the GMCA that Item 11 (Greater Manchester Civic Leadership Programme) would be taken ahead of the closed session that would allow Item 14 (Part B) (Greater Manchester Franchising Scheme for Buses – Procurement Update) to be taken in advance of the public facing part at Item 8.*

Mayor Burnham invited Diane Modhal, Chair of the GM Youth Task Force, and Professor Erinma Bell, GM Civic Leadership Programme, to present a report updating on the inaugural Greater Manchester Civic Leadership Programme, commissioned by the GMCA and delivered by Operation Black Vote. The report also highlighted how the programme would be strengthened in year two, and the role of GMCA Leaders and organisations in supporting delivery to maximise impact.

The GMCA was advised that the Year one of the Programme had been a success, with an overarching message from the programme for GM to address racial inequalities. There would be a need to seriously address the lack of racial diversity within the leadership positions of the organisations that had the power to act in the region.

The Young Persons Guarantee had been welcomed, and there was encouragement that this had been strongly supported in every region of GM. This allowed not only

for the consideration of ingrained inequalities, but also to look at opportunities going forward.

28 Leaders have been recruited during year one of the programme and support had been received from a number of partners in education; policing; criminal justice; health; the voluntary sector and local government.

There were concerns however that would need to be addressed during year two of the programme. One of these was ensuring the continued investment from leaders to ensure that the vital pathways were opened up. For example, an approach been made to Magistrates to open up their doors for programme members to view how the court system worked, but unfortunately this approach had not been responded to.

The GM Mayor welcomed the update on the first year of the Programme and provided assurance that ahead of the first Civic Leadership Programme Graduation event, the GMCA would prepare a report on activity to support the programme by bringing through opportunities post-graduation. The GMCA would also look at the feasibility of Civic Leadership becoming a 'Programme of the 11' going forward. Each GM district would also be asked to nominate an individual as lead contact for the Programme going forwards, and also ask that other key partner bodies within GM, including GMP and the Magistrates Court, should also be encouraged to nominate individuals to act as lead contacts for their organisations and support the Programme. Finally, each of the nominated individual contact leads would be requested to assist in developing and shaping clear key targets for the programme going forward.

#### **RESOLVED/-**

1. That the programme's first year outputs, outcomes and case studies be noted.
2. That the commissioning of a year two programme, funded from the Mayoral Budget, and the areas of focus and delivery, be endorsed.

3. That the GMCA consider practical ways to support this year's participants, and next year's programme delivery and participants.
4. That, ahead of the first Civic Leadership Programme Graduation event, the GMCA will prepare a report on the activity to support the programme by bringing through opportunities post-graduation.
5. That the GMCA will look at the feasibility of Civic Leadership becoming a 'Programme of the 11' going forward.
6. That each GM local authority be requested to nominate an individual as lead contact for the Programme going forwards.
7. That other key partner bodies within GM, including GMP and the Magistrates Court, should also be encouraged to nominate individuals to act as lead contacts for their organisations and support the Programme.
8. That the nominated individual contact leads be requested to assist in developing and shaping clear key targets for the programme going forward

**GMCA 216/22      EXCLUSION OF THE PRESS AND PUBLIC**

**RESOLVED/-**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

**GMCA 217/22      GREATER MANCHESTER FRANCHISING SCHEME FOR BUSES: PROCUREMENT UPDATE (PART B)**

The item was heard in closed session.

**RESOLVED/-**

That the recommendations contained within the Item 14 report be agreed in full.

**GMCA 218/22      TRANSPORT CAPITAL PROGRAMME: CITY REGIONAL  
SUSTAINABLE TRANSPORT SETTLEMENT DRAWDOWN  
(PART B)**

The item was heard in closed session.

**RESOLVED/-**

That the report be noted.

The GMCA moved back in to open session for the following items:

**GMCA 219/22      GREATER MANCHESTER FRANCHISING SCHEME FOR  
BUSES: PROCUREMENT UPDATE (PART A)**

Mayor Andy Burnham provided an update and made a number of recommendations in relation to the procurement process for the Greater Manchester Franchising Scheme for Buses 2021 (the Scheme), in particular, seeking that the GMCA note and agree the process to procure service providers to operate the Bolton Large Bus Franchise and the Wigan Large Bus Franchise.

The Mayor stated that it would only be by taking control of the fare box throughout the region that a more convenient and more affordable network for the residents of GM could be realised.

With this decision GM had taken an important step towards becoming the first region in the nation to re-regulate its bus services in 36 years. This would only benefit residents in terms of accountability.

The procurement process had been subject to the highest standards of rigour, transparency and independence, with no undue pressure placed upon the teams undertaken the process for TfGM. It was important that the process was subject to scrutiny, and Cllr John Walsh (Chair of the GMCA O&S Committee) confirmed that

the Committee had undertaken a rigorous examination of the process ahead of the decision being brought to the GMCA.

**RESOLVED/-**

1. That outcome of the process to procure a preferred service provider to operate the Bolton Large Local Service Contract and the Wigan Large Local Service Contract in Sub-Area A of the Scheme be noted and agreed.
2. That the proposed key contractual arrangements of the Bolton Large Local Service Contract and the Wigan Large Local Service Contract be noted.
3. That in relation to the Local Service Contracts required for the implementation and operation and Sub-Areas B and C of the Scheme:
  - a) That the commencement and procurement process be agreed
  - b) That authority be delegated to TfGM to undertake and manage the procurement process on behalf of the GMCA subject to the following condition:
    - i. TfGM will recommend a preferred bidder in relation to each Local Service Contract; in relation to large Local Service Contracts the decision to award will be taken by the GMCA and in relation to small Local Service Contracts and contracts for schools, the decision to award will be taken in accordance with the contract award delegations as set out in the GMCA Constitution.
4. That in relation to Sub Area A, it be agreed that TfGM will manage the implementation and operation of the Scheme and the Local Service Contracts awarded in relation to Sub Area A following their award on behalf of the GMCA, subject to the following conditions:
  - a) TfGM will manage the above contracts in accordance with the provisions of an agreed Protocol with the GMCA.

- b) That authority to agree the final terms of the above Protocol and any other associated necessary legal agreements on behalf of the GMCA be delegated to the Monitoring Officer.
  - c) That authority to complete and execute the Protocol and any other necessary legal agreements be delegated to the Monitoring Officer.
5. That TfGM be authorised to enter into the agreements referred to in section 4 of this report for the purposes of establishing and implementing the Residual Value Mechanism on behalf of the GMCA.
6. That the comments of the Scrutiny Committee as reported, be noted.

**GMCA 220/22      TRANSPORT CAPITAL PROGRAMME: CITY REGIONAL  
SUSTAINABLE TRANSPORT SETTLEMENT DRAWDOWN  
(PART A)**

Eamonn Boylan, Chief Executive Officer, GMCA & TfGM, presented a report requesting approval to draw-down funding for the development and delivery of schemes being funded, either in whole or in part, from Greater Manchester's City Region Sustainable Transport Settlement (CRSTS).

**RESOLVED/-**

- 1. That the funding draw-down requests for the schemes, as set out in Section 2 of the report, be approved.
- 2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Mayor of Greater Manchester, to procure a further 50 Zero Emission Buses for deployment within Tranche 2 of bus franchising using the Crown Commercial Services national framework RM6060, to be funded from GMCA's City Regional Sustainable Transport Settlement.

**GMCA 221/22      TfGM EXECUTIVE BOARD – APPOINTMENT OF NON-EXECUTIVE DIRECTORS**

Eamonn Boylan, Chief Executive Officer, GMCA & TfGM, presented a report requesting the GMCA to consider the extension of the appointments of Tracey Matthews and Jo Kaye as Non-Executive Directors of Transport for Greater Manchester (TfGM) for a further three-year term until 31 January 2026.

**RESOLVED/-**

1. That extensions to the appointments of Tracey Matthews and Jo Kaye as Non-Executive Directors of TfGM until 31 January 2026 be approved.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM to formalise the terms of the extended appointments.

**GMCA 222/22      HOMELESSNESS UPDATE**

Mayor Paul Dennett, GMCA Deputy Mayor and Portfolio Lead for Homelessness, Healthy Lives & Quality Care, was invited to provide an update on the plans to support people at risk of homelessness and rough sleeping this winter.

Members were reminded that tackling homelessness in GM remained the number one priority policy in the region. However, homelessness continued to rise at present due to external pressures such as the cost-of-living and housing crises.

Work was continuing across local authorities and partnerships to ensure all were meeting their commitments, signed up to as part of the GM Homelessness Prevention Strategy.

The current crises were having a disproportionate impact upon already disadvantaged groups. Research work undertaken by Dataloft had shown that only 4% of all tenancies advertised in GM over the past six months had been at a rate below local housing allowance rates. This was a real concern as people who were currently in receipt of housing benefits were unable to access over 95% of the properties being advertised in the region.

Commitment remained to the Place for Everyone programme and the commitment to build 30,000 Net Zero Homes by 2037; this remained a long-term goal and there was a desperate need as the winter approached to address the here and now. The inflationary uplift proposed by the Government for March 2023 was also too late as people were being pushed into poverty right now.

Currently 732 residents in region were involved in the Bed Every Night Scheme, with an expectation that this would increase during the current winter, a stalling in the programme for the first time in five years. This additional non-recurrent investment would help to fund the additional Bed Every Night places required during this period.

**RESOLVED/-**

That the £460,000 investment into A Bed Every Night being made by the Greater Manchester Mayor from within current resources be noted.

**MINUTES OF THE MEETING OF THE  
GMCA OVERVIEW & SCRUTINY COMMITTEE HELD ON 23 NOVEMBER 2022  
AT THE GMCA OFFICES, TOOTAL BUILDINGS, OXFORD STREET,  
MANCHESTER**

**PRESENT:**

Bolton	John Walsh (Chair)
Bury	Mary Whitby
Manchester	Greg Stanton
Manchester	Mandie Shilton Godwin
Manchester	John Leech
Oldham	Colin McLaren
Oldham	Umar Nasheen
Rochdale	Tom Besford
Rochdale	Patricia Dale
Salford	John Mullen
Stockport	Mike Hurleston
Stockport	Elise Wilson
Stockport	Amanda Peers
Tameside	Naila Sharif
Trafford	Barry Brotherton
Wigan	Joanne Marshall

**ALSO IN ATTENDANCE:**

GM Mayor	Andy Burnham
Portfolio Leader, Economy, Business and International	Bev Craig

**OFFICERS IN ATTENDANCE:**

GMCA	Eamonn Boylan
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GMCA	John Wrathmell
GMCA	Nicola Ward
GMCA	Ninoshka Martins
GMCA	Simon Nokes
GMCA	Gillian Duckworth
GMCA	Liz Treacy
TfGM	Anne Marie Purcell
TfGM	Matt Bull
Ernst Young	Richard Barnes
Ernst Young	Andrew Mee

**O&SC 36/22**

**APOLOGIES**

Apologies for absence have been received from Councillors Nathan Boroda (Bury), Champak Mistry (Bolton), Ashley Dearnley (Rochdale), Alex Warren (Salford) and Jim King (Salford).

**O&SC 37/22**

**CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

Members were advised that there would be a change to the published agenda, the Committee would move into Part B after item 5 for consideration of item 11 in private on the grounds that this involved the likely disclosure of exempt information.

**O&SC 38/22**

**DECLARATIONS OF INTEREST**

There were no declarations of interest raised in relation to any items on the agenda.

**O&SC 39/22**

**THE MINUTES OF THE MEETING HELD ON 26 OCTOBER  
2022**



That the recommendations in relation to franchise agreements for Wigan and Bolton to be considered by the GMCA at their meeting on the 25 November 2022 be noted and endorsed, as below.

1. To note and agree the outcome of the process to procure a preferred service provider to operate the Bolton Large Local Service Contract and the Wigan Large Local Service Contract in Sub-Area A of the Scheme.
2. To note the proposed key contractual arrangements of the Bolton Large Local Service Contract and the Wigan Large Local Service Contract.
3. In relation to the Local Service Contracts required for the implementation and operation of Sub-Areas B and C of the Scheme:
  - a) To agree to commence the procurement process.
  - b) To agree to delegate to TfGM the authority to undertake and manage the procurement process on behalf of the GMCA subject to the following condition.
    - i. TfGM will recommend a preferred bidder in relation to each Local Service Contract; in relation to large Local Service Contracts the decision to award will be taken by the GMCA and in relation to small Local Service Contracts and contracts for schools the decision to award will be taken in accordance with the contract award delegations as set out in the GMCA Constitution.
4. To agree that in relation to Sub Area A TfGM will manage the implementation and operation of the Scheme and the Local Service Contracts awarded in relation to Sub-Area A following their award on behalf of the GMCA subject to the following conditions:
  - a. TfGM will manage the above contracts in accordance with the provisions of an agreed Protocol with the GMCA.

- b. That authority to agree the final terms of the above Protocol and any other associated necessary legal agreements on behalf of the GMCA be delegated to the Monitoring Officer.
  - c. That authority to complete and execute the Protocol and any other necessary legal agreements be delegated to the Monitoring Officer.
5. To authorise TfGM to enter into the agreements referred to in section 4 of this report for the purposes of establishing and implementing the Residual Value Mechanism on behalf of the GMCA.

**O&SC 43/22                    GREATER MANCHESTER STRATEGY – ECONOMY FOCUS  
CREATING A MORE PROSPEROUS GREATER  
MANCHESTER (SECTION A) AND INNOVATION GREATER  
MANCHESTER AND THE INNOVATION ACCELERATOR  
PILOT (SECTION B).**

Councillor Bev Craig, Elected Portfolio Leader, Economy, Business and International introduced the item and provided an overview of the report.

The report under section A, provided Members with an overview of the strategy, policy and programmes that were underway to deliver against the commitments in the Greater Manchester Strategy. Whereas the report under section B, provided a specific update on the Innovation Accelerator pilot that was announced in the Levelling Up White Paper which was being delivered through a process of co-design with Government and Greater Manchester and was set to run in parallel to the GMCA Foundational Economy Innovation Fund.

With regards to the Innovation Accelerator pilot, it was reported that the pilot had commenced in April 2022 followed by an open call for projects over Summer 2022. Over 60 projects were shortlisted, and 22 projects were submitted in a final application to Innovate UK. Project applications had undergone an assurance process and notifications would be issued to successful projects by December 2022. As part of the next stage local areas would then be invited to take final decisions on

projects that would be funded. This process would be led by local areas with support from Innovate UK. Members were advised that projects would be notified of outcomes in early 2023, with funding released to begin delivery from 1st April 2023.

Members welcomed the reports and thanked officers for their effort that had been put into progressing this piece of work.

Given the scale of economic challenges GM was facing, it was noted that the portfolio area would need to evolve a broader plan for GM's long-term economic recovery, prosperity, and resilience, as well as continuing the focus on growth and productivity improvements that were the focus of the Industrial Strategy. As part of this period of reflection, Members of the Committee were asked for their areas of prioritisation. Members welcomed the period of reflection to gain a stronger understanding of the strengths and weaknesses in GM's economic portfolio and ensure that the relevant plans were reflective of Greater Manchester's current landscape.

Members welcomed the approach of a codesigned Accelerator Pilot, it was seen significant in being able to draw down available Government funding that was essential for delivery.

The Prosperity Review highlighted that the transition to a carbon neutral economy was a global challenge, but Members acknowledged GM's ambition to have the potential to drive mission-based innovation to attract investment into new green industries and bring direct benefits to residents from quality-of-life improvements.

It was noted that whilst the Prosperity Review identified many strengths in Greater Manchester's education and skills system but recognised that it remained fragmented, however, through the Local Industrial Strategy a range of sector specific skills training activity had been introduced, targeted at sectors with skills shortages and forecasted growth.

Members felt that there was a need for the decision-making bodies such as the Innovation Greater Manchester Board to be reflective of the communities that GM

represents. Officers explained the challenges associated with a limited pool to draw from and advised of the considerable amount of work that had been done to ensure that the opportunities translate into economic benefit for all parts and communities of GM.

The need for regional connectivity to maximising inward investment opportunities was highlighted. The challenges to improving connectivity given the significant disinvestment were noted. Officers explained that HS2 and the Northern Powerhouse Rail (NPR) Programme remained crucial to the future prosperity of GM and the North, acting as a catalyst for the regeneration and sustainable growth objectives of the city region. The Committee were informed that a meeting had been scheduled with the Secretary of State for Transport and the Metropolitan Mayors to further consider current heavy rail connectivity issues.

In relation to managing potential conflicting priorities between GM, Local Authorities and Central Government, the Committee were assured in GM's pragmatic approach to shifting the angle of their approach to keep conversations with Government progressing and the ability to continually evidence clear deliverables for economic growth. Portfolio lead roles were also recognised as key in ensuring all parts of Greater Manchester benefitted from new economic policy initiatives and that there was support for Local Authorities to unlock potential new growth sectors.

## **RESOLVED /-**

### **In relation to the overview report on a 'Creating a more prosperous Greater Manchester':**

1. That the activity underway, and the assessment provided by the Greater Manchester Strategy six-month review process be noted.
2. That it be noted that the long-term framework for activity under the economy portfolio – the Greater Manchester Local Industrial Strategy – was currently being refreshed, and this process would facilitate a review of policy, investments and

programmes that support the ambitions in the GMS for a more prosperous Greater Manchester.

**In relation to the Innovation Greater Manchester and the Innovation Accelerator Pilot:**

That it be noted that the innovation accelerator was expected to have direct positive impacts on equality and inclusion, health, resilience and adaptation, economy, and mobility and connectivity. There were also expected to be indirect positive impacts on carbon emissions.

**O&SC 45/22            GREATER MANCHESTER GOOD EMPLOYMENT CHARTER**

**RESOLVED /-**

This item was deferred to a future meeting.

**O&SC 46/22            WORK PROGRAMME & FORWARD PLAN OF KEY DECISIONS**

**RESOLVED /-**

That the Overview & Scrutiny Work Programme for the forthcoming months be noted.

**O&SC 47/22            FUTURE MEETING DATES**

**RESOLVED /-**

That the following dates for the rest of the municipal year be noted:

- Wednesday 14 December
- Wednesday 25 January
- Wednesday 8 February

- Wednesday 29 March

Signed by the Chair: (to be printed off and signed by the Chair at the next meeting)

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**MINUTES OF THE MEETING OF THE  
GREATER MANCHESTER TRANSPORT COMMITTEE HELD ON  
9 DECEMBER 2022 AT MANCHESTER TOWN HALL**

**PRESENT:**

Wigan	Mark Aldred (Chair)
Bolton	Stuart Haslam
Bolton	Mohammed Ayub
Bury	Jo Lancaster
Manchester	Naeem Hassan
Manchester	Dzidra Noor
Oldham	George Hulme
Oldham	Howard Sykes
Rochdale	Phil Burke
Salford	Roger Jones
Stockport	Angie Clarke
Stockport	David Meller
Tameside	Doreen Dickinson
Tameside	Warren Bray
Trafford	Aidan Williams
Trafford	Linda Blackburn
Wigan	John Vickers

**OFFICERS IN ATTENDANCE:**

GMCA	Eamonn Boylan
GMCA	Gwynne Williams
GMCA	Nicola Ward
GMCA	Elaine Mottershead
TfGM	Simon Warburton
TfGM	Steven Rhodes
TfGM	James Baldwin
TfGM	Dave Abdy
TfGM	Emma Flynn

**ALSO IN ATTENDANCE:**

TransPennine Express

George Thomas

**GMTC 49/22          APOLOGIES**

**RESOLVED /-**

Apologies were received and noted from Mayor Andy Burnham, Councillor Eamonn O'Brien and Councillor Tracey Rawlins.

**GMTC 50/22          APPOINTMENT OF CHAIR OF THE GREATER  
MANCHESTER TRANSPORT COMMITTEE AND CHAIR OF  
BUS SERVICES COMMITTEE**

**RESOLVED /-**

1. That the GM Mayor's appointment of Councillor Mark Aldred as Chair of the Committee for the remainder of this municipal year be noted.
2. That Roger Jones be appointed to the Chair of Bus Services Sub Committee from amongst its membership, noting that he would also become a Vice chair of the GM Transport Committee.

**GMTC 51/22          CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

The Chair read a statement provided by Mayor Andy Burnham:

- As Committee members are all aware, the current performance across the rail operators serving Greater Manchester is unacceptable and currently worse than following the May 2018 timetable fiasco.
- The performance of Avanti, TransPennine Express and, to a lesser degree, Northern, continues to inflict huge damage on the people, economy and businesses of Greater Manchester and beyond.

- As a result, people are understandably losing faith in rail travel and have been forced into using their cars or into not travelling at all.
- On Avanti, we have now suffered over four months of a severely degraded timetable, including just one train an hour from London to Manchester. Whilst on TPE, the reduced timetable is still failing to provide frequency and reliability for passengers.
- Along with other Northern Mayors, last Wednesday I met with the new Secretary of State, Mark Harper, to discuss current rail performance and industrial action and I have since had a further meeting with the new Rail Minister, Huw Merriman.
- Both meetings have been constructive, and I welcomed the Secretary of State's commitment to get a grip on this crisis. During the meeting with the Secretary of State, all Mayors made it clear that an urgent agreement on rest day working is required in the short term to move things forward.
- We are approaching a critical period with the new rail timetable coming in on 11 December, so it is time to set a clear test for the train companies.
- On Avanti, unless they restore three trains an hour by the end of December, I will be calling for the cancellation of their franchise and for the Government to bring in an operator of last resort.
- As Committee members know, on 7 October the Government put Avanti on 6-months' notice and challenged them to deliver an urgent increase in the services required. However, given the poor and deteriorating picture, customers simply cannot wait until April to see the drastic improvements needed.
- On TransPennine Express, we need the Government to issue the same explicit warning to the operator by putting them on notice with clear, measurable expectations for how they must perform. Unless there has been a major reduction in cancellations by February next year, I will also be asking for their contract to be terminated when it expires in May and made that clear to the Secretary of State when we met.

In response, TransPennine Express (TPE), apologised for the poor standard of performance and reassured members that urgent improvement measures were being

taken including increased levels of recruitment and training of drivers and work to address high levels of sickness absence and staff turnover.

Members highlighted their lack of confidence in the new timetable change (scheduled for 11 December 2022), but TPE asked that members acknowledge that this interim period would remain challenging whilst the new measures and timetable take effect. The revised was based on lessons learnt over recent months and should provide better resilience and improved contingency planning.

Members raised further concerns regarding cancellations and service changes that happen at the very last minute or mid-journey, why extra carriages are not included on those trains that precede or follow a cancellation and why additional bus services are not offered to relieve the pressure. TPE responded that they try to make the cancellation announcements as soon as they are known. If this is the day before, they can make carriage changes but often the reason for cancellation will occur on the day. Bus alternatives are often not used because it is quicker for the passenger to reach their destination by waiting for the next available train than it would be to offer a bus alternative.

The high levels of sickness absence were discussed with TPE highlighting that there are long-term implications linked to the unprecedented NHS backlogs, particularly around musculoskeletal and mental health illnesses. Members suggested that links should be made with the Integrated Care Partnership Board to explore possible mitigations.

Members thanked TPE for attending and questioned why other operators were also not present today. It was noted that they had not been invited on this occasion but would be to the next meeting, along with another invitation to TPE to update on progress.

**RESOLVED /-**

1. That the Mayoral update on the current significant rail issues relating to Avanti and TransPennine Express be noted.

2. That TransPennine Express be requested to open discussions with the Integrated Care Partnership Board regarding ways to mitigate the impact of NHS delays on staff sickness absences.
3. That TransPennine Express (and other operators as required) be invited to the next meeting of the GM Transport Committee.

**GMTC 52/22            DECLARATIONS OF INTEREST**

**RESOLVED /-**

There were no declarations of interest received.

**GMTC 53/22            MINUTES OF THE GM TRANSPORT COMMITTEE HELD ON  
THE 14 OCTOBER**

**RESOLVED /-**

That the minutes of the GM Transport Committee meeting held on 14 October 2022 be approved as a correct record.

**GMTC 54/22            MINUTES OF THE GMTC SUB COMMITTEES**

**RESOLVED/-**

1. That the minutes of the Active Travel Sub Committee held on 28 October 2022 be noted.
2. That the minutes of the Metrolink & Rail Sub Committee held on 11 November 2022 be noted.
3. That the minutes of the Bus Services Sub Committee held on 18 November 2022 be noted.
4. That it be noted that the Chair and Councillor Vickers have requested a meeting with TfGM and operators regarding the ongoing issues with the Vantage Services.
5. That TfGM would provide information directly to Councillor Burke on the formation of Metrolink services along the Rochdale line.

A report was presented by Emma Flinn, Head of Partnerships, Engagement and Inclusion, Transport for Greater Manchester (TfGM) on the vision for accessibility and inclusion across the Bee Network.

Members noted that there was an omission in section 3 on active travel and TfGM offered to address this in a future report to the Active Travel Sub Committee.

There was a question relating to the membership of the White Ribbon Group. It was confirmed that this was currently an internal officer group for the purpose of drawing up the strategy, but TfGM would eventually run focus groups of open membership across the region. The demographics of engagement would be considered, and any gaps addressed.

Councillor Bray quoted paragraph 1.4 (on page 53) of the report and gave an example of how the co-design approach is not being delivered locally around the implementation of a cycle lane. TfGM officers offered to investigate and respond separately. However, officers further clarified that some of the funding criteria for active travel schemes may dictate certain approaches and outcomes and it might be helpful to members if further information was given on this at an appropriate opportunity.

A member referred to paragraph 3.4 (on page 57) relating to improving accessibility in rail stations and whether Mayor Burnham's aspiration of making 40% of Greater Manchester stations fully accessible by 2025 was still feasible. TfGM responded that it would not be impossible to meet that target with the current levels of funding and powers. However, they were seeking to prioritise and make improvements where possible. In the meantime, officers and members were keen to explore where the negotiations on ownership of rail services might be revisited.

**RESOLVED /-**

1. That the contents of the report be noted.

2. That the omission of Active Travel in section 3 be acknowledged and that future examples and reassurances of inclusion are shared with the Active Travel Sub Committee.
3. That Emma Flynn responds directly to Councillor Bray on a local issue in Tameside regarding consultation with elected Members on the layout of a cycle lane.
4. That Eamonn Boylan requested that TfGM provide further clarity around the conditions attached to some of the funding for active travel schemes which might help elected Members understand why some decisions are required to be taken.
5. That in light of the delay for the implementation of Great British Railways, Simon Elliott be requested to provide further information to Leading Members as to any further potential negotiations on the devolved ownership of GM rail stations.

**GMTC 56/22                      CITY REGION SUSTAINABLE TRANSPORT SETTLEMENT  
PROGRAMME**

Steve Warrener from Transport for Greater Manchester (TfGM) presented the report. In 2021, Greater Manchester were successful in securing the largest capital allocation of £1.07 billion from the City Region Sustainable Transport Settlement (CRSTS) which set out a clear five-year programme. 14 schemes had been allocated approval including the Zero Emissions Bus programme. There were additional challenges impacting this funding with the unusually high inflation and energy costs. TfGM recommended that this Committee receive periodic reports on the implementation of the CRSTS Programme in 2023.

A member asked about funding on zero emissions for taxi drivers. TfGM has submitted a Clean Air Zone investment led proposal which included allocations to support taxi drivers including the changeover to electric power and they were still awaiting Government response on this. In the interim, there was GM investment in EV charging points that offered attractive rates for taxi drivers that were already driving electric vehicles.

There was a separate discussion on making changes to bus stops that were particularly vulnerable to vandalism. TfGM confirmed that they have an arrangement in place to action this where required although the impact of doing so needs to be

carefully considered each time. TfGM were happy to look at particular examples if Members wish to make recommendations.

#### **RESOLVED /-**

1. That the background, intended outcomes and key interdependencies in relation to GM's City Region Sustainable Transport Settlement (CRSTS) funded programme be noted.
2. That the progress that has been made in relation to the development and delivery of the programme to date and the key challenges be noted.
3. That a further report providing an update on progress be brought to the Committee in Spring 2023 and periodically thereafter.

#### **GMTC 57/22                      DELIVERING THE BEE NETWORK**

Steve Warrener from Transport from Greater Manchester (TfGM) introduced the report, highlighting the recent daily capping of bus fares that has been introduced and the proposed next stage of capping weekly tickets which was being submitted to the Greater Manchester Combined Authority Committee on 16 December 2022. Passenger rail would also be incorporated into the proposals for the next phases of the Bee Network. The Bee Network brand has been launched along with 'Get on Board' campaign and alongside capped fares these initiatives had seen a growth in patronage.

A member gave an example of a resident being unable to buy a System One Ticket from a ticket machine at an unstaffed rail station to highlight that multi-modal transport needed to be more widely accessible. TfGM would respond separately on this issue.

Members asked about the procurement process for the bus franchising and what criteria had and would be applied. Officers responded that the contracts were being awarded and documents would be publicly available from Friday 16 December 2022 for the first tranche.

The daily cap on bus fares has been welcomed in the current economic climate and there was a discussion around the free off-peak bus passes with a view to reverting the qualifying age back to 65 years old along with extending the offer to include tram

and rail travel passes. A report on bus passes would be submitted to a future meeting of the Bus Sub Committee, however it was recognised that the cost of reversing this policy would be significant.

A member referred to School Streets in paragraph 5.11 (page 84) and asked for further information on the number of schemes implemented, the criteria and any problems encountered. Officers agreed to submit this information to the Active Travel Sub Committee.

A member gave an example of residents purchasing day tickets without understanding they were being given operator products and therefore could only use them with that operator rather than System One tickets for more flexible travel. Officers confirmed that there had been some specific advertising campaigns around this and that operators had been told to ensure that customers were aware of the choices available. Officers would welcome specific details from members so these incidences could be investigated further.

**RESOLVED /-**

1. That the content of the report and comment on progress toward delivering the Bee Network be noted.
2. That officers respond to Councillor Vickers separately regarding the demolition of a bridge in Hindley that local councillors were not informed about.
3. That it be noted that the Committee wish to consider the following elements of Bee Network delivery at future meetings: ticketing, bus passes eligibility criteria and take up (Bus Services Sub), Metrolink fares, School Streets (Active Travel Sub).
4. That officers would respond directly to the issues raised by Councillor Clarke regarding the System One ticket and some operators only offering their product to passengers.

**GMTC 58/22            WORK PROGRAMME**

**RESOLVED /-**

That the proposed Work Programme for the GM Transport Committee and its Sub Committees be noted.

**RESOLVED /-**

That the dates and times of the Full Committee and the Sub Committees for the forthcoming year be noted.

Metrolink & Rail	13-Jan-23
Bus Services	20-Jan-23
Full committee	17-Feb-23
Metrolink & Rail	03-Mar-23
Bus Services	10-Mar-23
Full committee	17-Mar-23

Signed by the Chair: (to be printed off and signed by the Chair at the next meeting)

## Greater Manchester Combined Authority

Date: 16 December 2022

Subject: A review of Special Responsibility Allowances for Members appointed to the Greater Manchester Combined Authority Overview and Scrutiny Committee

Report of: Gillian Duckworth, GMCA Monitoring Officer & Steve Wilson GMCA Treasurer

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### PURPOSE OF REPORT:

To report the recommendations of the GM Independent Remuneration Panel in relation to the remuneration of the Members of the GMCA Overview & Scrutiny Committee.

### RECOMMENDATIONS:

The GMCA is requested to:

1. Note and accept the recommendations of the report of the GM Independent Remuneration Panel.
2. Note that the levelling up bill is still proceeding through parliament and therefore the GMCA does not yet have legislative power to pay allowances directly to the GMCA Overview and Scrutiny Committee members.
3. Recommend that the GM Districts consider paying such allowances to their appointees to the GMCA Overview and Scrutiny Committee in the interim.

BOLTON  
BURY

MANCHESTER  
OLDHAM

ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

4. Request the Treasurer to ensure that appropriate arrangements are put in place with GM Districts to enable the payment of the allowances, subject to reimbursement from the GMCA.
5. Recommend that any SRAs for Members and Chair of the GMCA Overview and Scrutiny Committee are set as recommended in the report and are backdated to 24th June 2022 when the new scrutiny arrangements were put in place.

**CONTACT OFFICERS:**

Gillian Duckworth, Monitoring Officer, GMCA.

Steve Wilson, Treasurer GMCA

**Equalities Impact, Carbon and Sustainability Assessment: N/A**

**Risk Management: N/A**

**Legal Considerations:**

As set out in the report.

**Financial Consequences – Revenue**

**Financial Consequences – Capital**

**Number of attachments to the report: 1**

**Background Papers**

[Independent Review of the GMCA Overview & Scrutiny Function](#) – June 2022

**Tracking/ Process**

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

**No**

**Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No

## **1. INTRODUCTION**

- 1.1 The Greater Manchester Combined Authority Order 2011, as amended by the GMCA (Amendment) Order 2015 and the GMCA (Functions and Amendment) Order 2017 provides for the appointment of a GMCA Independent Remuneration Panel (IRP). At their meeting on 24 February 2017 the GMCA agreed to establish in accordance with relevant statutory provisions, its own Independent Remuneration Panel.
- 1.2 Following consideration of the Independent Review<sup>1</sup> of the GMCA Scrutiny function undertaken by the Centre for Governance and Scrutiny at their meeting on the 24 June 2022, the GMCA agreed to re-convene the IRP to consider a special responsibility allowance for members and substitutes of the GMCA Overview & Scrutiny Committee.

## **2. INDEPENDENT REMUNERATION PROCESS**

- 2.1 Membership of the Greater Manchester Independent Remuneration Panel consists of:
- Dr Declan Hall –Independent Chair
  - Clive Memmott – Chamber of Commerce
  - Vicky Knight – UNISON Northwest
- 2.2 The Panel met in July 2022 to begin the process of reviewing the remuneration for the Members of the GMCA Overview & Scrutiny Committee. Their final report was completed in November 2022 but was not considered immediately by the GMCA as it was anticipated that the reference to the payment of allowances to Scrutiny, Audit and PCP Committee members within the Levelling Up White Paper was imminently to become law.

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<sup>1</sup> <https://democracy.greatermanchester-ca.gov.uk/documents/s21088/4%20Final%20GMCA%20scrutiny%20report%202022.pdf>

2.3 The Panel formally convened to conduct the review and it interviewed members of Scrutiny, members the GMCA and relevant officers. In addition, all Scrutiny members were sent a short questionnaire for those who were unable to meet with the Panel were given the opportunity to make a written submission.

2.4 The Panel wishes to thank those Members and officers who assisted them with their review and submits its recommendations for consideration by the GMCA.

### **3. RENUMERATION PANEL RECOMMENDATIONS**

3.1 The recommendations of the GMCA's Independent Remuneration Panel are –

- a) The IRP recommends that the Members of the GMCA Overview and Scrutiny Committee are paid an annual SRA of £3,228.
- b) The IRP recommends that the Substitute Members of the GMCA Overview and Scrutiny Committee are paid an SRA consisting of two components:
  - A Standing SRA of £536 per year
  - A Variable SRA of £134.52 for every meeting of the Overview and Scrutiny Committee and task and finish group attended
- c) The IRP recommends that the SRA for the Chair of the GMCA Overview and Scrutiny Committee should be £9,684.
- d) The IRP recommends that if the GMCA Overview and Scrutiny Committee appoint a Vice Chair then that post holder should receive an SRA of £4,035.
- e) The IRP recommends that the SRAs recommended for the Members, Substitutes, Chair and if so appointed a Vice Chair of the GMCA Overview and Scrutiny Committee are also annually indexed in accordance with the annual percentage cost of living increase that is applied each year as set by the National Joint Council for Local Government Staff, with the indexation applied

at the same time it is applied to the remuneration of the GMCA Elected Mayor and Co-opted Members.

- f) The Panel further recommends that the recommended SRAs for Members and Chair of the Overview and Scrutiny Committee are backdated to 24<sup>th</sup> June 2022 or any date thereafter than the GMCA deems is appropriate.

**Appendix 1** – full report of the Independent Remuneration Panel – November 2022.

**A Review of  
Special Responsibility Allowances**

**For Members**

**Appointed to the**

**Greater Manchester Combined  
Authority Overview and Scrutiny  
Committee**

**By the**

**Greater Manchester Combined  
Authority**

**Independent Remuneration Panel**

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**Dr Declan Hall (Chair)  
Vicky Knight  
Clive Memmott OBE**

**November 2022**

**An Independent Review  
Of  
Special Responsibility Allowances  
For  
Members appointed to the  
Greater Manchester Combined Authority  
Overview and Scrutiny Committee  
By the  
Greater Manchester Combined Authority  
Independent Remuneration Panel  
November 2022**

**Introduction: The Regulatory Context**

1. This report contains the recommendations to the Greater Manchester Combined Authority (GMCA) made by the independent remuneration panel (Panel or IRP) for the GMCA on the remuneration of the Members appointed to the new single GMCA Overview and Scrutiny Committee
2. The Greater Manchester Combined Authority was established under the *Greater Manchester Combined Authority Order 2011* (SI 2011/908). The GMCA is made up by the ten metropolitan boroughs that make up Greater Manchester. The Order provided for each constituent authority to have one formal member. These are the Leaders (or elected City Mayor in the case of Salford) of the ten Greater Manchester Councils and also constitute the GMCA 'Combined Authority Cabinet' in that they each hold a Greater Manchester-wide policy

portfolio alongside representing their local authority. Under this Order the GMCA was assigned economic and transport powers.

3. In May 2017 the GMCA became a Mayoral Combined Authority with an elected Mayor who was also assigned the functions of the Greater Manchester Police and Crime Commissioner. In addition, under The Greater Manchester Combined Authority (Fire and Rescue Functions) Order (2017/469) from the 8<sup>th</sup> May 2017 the functions of the Greater Manchester Fire and Rescue Authority (GMFRA) were transferred to the GMCA and the GMFRA was abolished. The Mayor now exercises the vast majority of the fire and rescue functions previously exercised by the GMFRA in addition to many transport functions. The Greater Manchester Combined Authority (Fire and Rescue Functions) (Amendment) Order 2020 [SI 2020/641] which came into force on 26 June 2020, authorised the Mayor of the GMCA to arrange for fire and rescue functions to be exercised by the deputy mayor for policing and crime.

### **The role of the GMCA Independent Remuneration Panel**

4. The Greater Manchester Combined Authority Order 2011 (as amended by the Greater Manchester Combined Authority (Functions and Amendment) Order 2017 [SI 2017/612]) and the Greater Manchester Combined Authority (Amendment) Order 2018 [SI 2018/444] sets out the statutory remuneration framework for the GMCA IRP. It provides authority for the GMCA to establish an Independent Remuneration Panel primarily to make recommendations for the remuneration of the elected Mayor of the GMCA. The IRP may also make recommendations to the GMCA and to the constituent councils regarding the allowances payable to (i) members appointed to the GMCA; and (ii) members of a committee or sub-committee of the GMCA. Currently, the Order expressly prohibits payment of remuneration by the GMCA to Members of the GMCA (other than the Mayor) or members of a committee or sub-committee of the GMCA who are not an elected member of a constituent council.
5. However, the constituent councils may, in accordance with their own scheme of allowances, pay an allowance not exceeding the allowance recommended by the independent remuneration panel to an elected member of that council. In addition, the Levelling Up and Regeneration Bill (Clause 65), which has just passed its second reading and is expected to pass into law within the next 12 months, will specifically enable Combined Authorities to directly remunerate members appointed to their Overview and Scrutiny and Audit Committees.
6. Subsequently, in anticipation of these new powers the Authority at its Annual Meeting on 24<sup>th</sup> June 2022 decided that Members appointed to its new single Overview and Scrutiny Committee should be remunerated. To achieve consistency and avoid duplication of effort by the IRPs of the constituent councils the Authority asked its IRP to provide advice on the appropriate levels of remuneration for Members appointed to the GMCA Overview and Scrutiny Committee.

7. In this context, as in previous reviews the IRP has been cognisant of the principles that underpin the work of statutory IRPs at the nominating Councils by paying regard where relevant to the 2006 Statutory Guidance and the requirements of the 2003 Regulations in arriving at the recommendations for SRAs of Members appointed to the GMCA Overview and Scrutiny Committee..

## The IRP

8. The members of the GMCA IRP are:
- Dr Declan Hall (Chair):
    - a former lecturer at the Institute of Local Government, the University of Birmingham, currently an independent consultant specialising in Members Allowances and support
  - Vicky Knight:
    - Regional Manager UNISON North West
  - Clive Memmott (OBE):<sup>1</sup>
    - Chief Executive of Greater Manchester Chamber of Commerce
9. The work of the IRP was supported by the following
- Nancy Evans: Graduate Management Trainee, Governance, Scrutiny & Business Support, GMCA
  - Nicola Ward: Governance & Scrutiny Officer, GMCA
  - Gwynne Williams: Deputy Monitoring Officer, GMCA

## The IRPs Terms of Reference

10. The IRP was given the following terms of reference
- i. To make recommendations to the GMCA on the level of SRA payable to
    - a. Members appointed to the GMCA Overview and Scrutiny Committee
    - b. The Chair of the GMCA Overview and Scrutiny Committee
    - c. Substitute Members appointed to the GMCA Overview and Scrutiny Committee

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<sup>1</sup> For transparency purposes Clive Memmott made a declaration of interest, namely he was the independent Chair of the Independent Review of the GMCA Scrutiny Function

## The IRPs approach to the review

11. The IRP convened virtually via MS Teams on the following occasions:
  - 20<sup>th</sup> July 2022
  - 18<sup>th</sup> August 2022
  - 19<sup>th</sup> August 2022
  - 23<sup>rd</sup> August 2022
12. The first meeting was a scoping meeting where the IRP met with relevant Officers to plan and organise the review. At the subsequent meetings the IRP received briefings from Officers, interviewed Overview and Scrutiny Committee Members and the GMCA Mayor and Deputy Mayor and considered other relevant written evidence and data, including relevant benchmarking figures. In addition all GMCA and Overview and Scrutiny Committee Members were sent a short questionnaire so as to enable all stakeholders to exercise a voice during the review, three questionnaire returns were received.
13. For further details on the range of evidence and written material the Panel considered in its deliberations and in arriving at its recommendations see:
  - Appendix 1:
    - list of written material and other relevant documentation included in the information pack for the IRP
  - Appendix 2:
    - the Members of the GMCA and the Overview and Scrutiny Committee who made representations to the IRP and the Officers who provided a factual briefing to the IRP
  - Appendix 3:<sup>2</sup>
    - relevant benchmarking data namely:
      - BM1 – Basic Allowance, Executive and Scrutiny SRAs paid in the 10 GM Councils
      - BM2 – SRAs paid to appointees via constituent Councils by other English Combined Authorities (Cambridgeshire and Peterborough Combined Authority only) or directly (West Yorkshire Combined Authority only)

## Key Messages/Observations - A new Overview and Scrutiny Model

14. One of the key messages that came through to the IRP by a review of written evidence and representation received was how the new Overview and Scrutiny structure was different from that which it replaced. A great deal of consideration and effort had gone into the new Overview and Scrutiny arrangements with the

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<sup>2</sup> The IRP also reviewed where relevant the SRAs paid by the 10 Greater Manchester Constituent Councils for their appointees to other GMCA Committees

aim to make it more effective and enhance Member involvement. The new Overview and Scrutiny Committee is an important committee of the GMCA and recent changes in its structure reflects the growing maturity of the GMCA.

### **Remuneration as key to underpinning work of Overview and Scrutiny**

15. The concomitant message arising out of the new emphasis on enhanced Overview and Scrutiny is that remuneration of Overview and Scrutiny Members is important to support Members to fulfil their various expected roles. As Overview and Scrutiny will be vital to ensuring the work of the Authority and Mayor is more informed and robust remuneration is essential in delivering that outcome.

### **Remuneration at a realistic level**

16. Finally, the other key message that came through via the interviews was that any remuneration that the IRP recommended should reflect the importance of the Overview and Scrutiny Committee and the roles that Members appointed to it will be required to carry out. While the recommendations should not reflect 'market' rates, there is an implicit element of public service built into Member remuneration it does need to be at a level that supports the demands put upon Members who are appointed to the GMCA Overview and Scrutiny Committee.

### **Making recommendations without meaningful experience**

17. A central dilemma for the IRP is that it is being asked to make recommendations without meaningful experience of how Overview and Scrutiny will operate in reality. As such, any recommendations are based on the oral and written evidence rather than experiential evidence. The recommendations to the Combined Authority only represent what is known at this particular juncture, they are in effect interim recommendations. Therefore, the IRP would welcome the opportunity to revisit the recommendations contained this report after experience of the operation of Overview and Scrutiny has been gained, in time for the 2024 Mayoral elections.

### **The GMCA Overview and Scrutiny Committee – the context**

18. At the Authority's Annual Meeting on 24<sup>th</sup> June 2022, the Authority decided to discontinue the three Overview and Scrutiny Committees and replace it with a single Overview and Scrutiny Committee. This decision arose out of the recommendations from an independent review of the overview and scrutiny function by the Centre for Governance and Scrutiny, which published its full findings in June 2022.

19. There are 20 full Members of the Overview and Scrutiny Committee, appointed by the GMCA from elected Members of the Constituent Councils, with at least one Member from each Constituent Council and so far as reasonably practicable to reflect the political balance of political parties prevailing among members of the Constituent Councils when taken together.
20. In addition, 20 Substitute Members are also appointed who may be invited to attend as full members of the Overview and Scrutiny Committee when apologies have been received. Substitute Members also reflect political balance amongst the Constituent Councils as far as practicable. There is also an expectation that Substitute Members, as with full Members of the Overview and Scrutiny Committee, will take part in the work of task and finish working groups.
21. The Overview and Scrutiny Committee has appointed its own Chair, who must be a Member of one of the Constituent Councils and who is not a member of a registered political party of which the Mayor is a member, or if the Mayor is not a member of a registered political party then who is not a member of a registered political party which has the most representatives among the members of the Constituent Councils on the GMCA. The Overview and Scrutiny Committee may also appoint a Vice Chair who also must not be from the same political party as the Mayor. At the time of the review, the Overview and Scrutiny Committee has chosen not to appoint a Vice Chair.
22. At present there are 11 scheduled meetings of the Overview and Scrutiny Committee per year. It is intended that Committee meetings will be followed by short 'wash up sessions', to reflect on the outcomes of the full meetings and where potential improvements may be identified. There will also be at least six knowledge briefings per year, to bring Members up to date with particular topics. All Members will be expected to attend at least two training sessions per year. Finally, there will be up to 3-4 task and finish groups per year that will look at topics in greater depth, meeting no more than 3-4 times over a short period of time, probably no more than two months. Each task and finish working group will consist of a mixture of full Overview and Scrutiny Committee and relevant Substitute Members.
23. The Overview and Scrutiny Committee will determine its own work programme but there are three main areas where it will be expected to strengthen the role of overview and scrutiny:
  - To review and evaluate the performance of the Mayor and the GMCA , and the way it works with its partners to deliver for local people
  - To contribute to policy development in respect of high profile, complex issues affecting the whole of Greater Manchester
  - To investigate more complex cross-cutting issues with a particular focus on the delivery of the Greater Manchester Strategy

24. A new and central process in delivering Overview and Scrutiny will be the task and finish working groups. They will provide the opportunity for the Substitute Members to get involved in scrutiny without sitting on the full Overview and Scrutiny Committee, with membership of the task and finish working groups being a mixture of full Committee and Substitute members with regard to the interests, skills, knowledge and priorities of the task and finish working group Members.
25. If it is envisaged that there is a need to delve more deeply into a topic it will lend itself to deliberation in a task and finish working group, which will be focused on teasing out new policy directions both to challenge and support the Mayor and GMCA. Other issues, will be more likely to be more appropriate to consider in the more formal setting of the full Committee where activity is more likely to be focused holding the Mayor and GMCA to account as well as asking the Mayor and GMCA to give an account.

## **Arriving at recommendations – Overview and Scrutiny Committee Members**

### **Benchmarking/seeking analogous roles I – other Combined Authorities**

26. The IRP considered a number of different approaches in arriving at the recommended SRA for the full Members of the Overview and Scrutiny Committee. An obvious starting point was to consider what other English Combined Authorities pay their members of Overview and Scrutiny. The only Combined Authority that directly remunerates its Members of their Overview and Scrutiny Committees is West Yorkshire (by designating them as co-opted Members). It pays those Members £648 apiece per annum. However, there are some important differences. In West Yorkshire there are three overview and scrutiny committees and the scope of the budget and policy items they are required to scrutinise does not compare with GMCA Overview and Scrutiny Committee, where the GMCA revenue budget for 2021/22 was £1.93bn, by far the largest of any Combined Authority. As such the remuneration for Overview and Scrutiny Members at West Yorkshire Combined Authority is not relevant for benchmarking purposes.
27. Similarly, the IRP referred to all the allowances schemes of the nominating councils to other English Combined Authorities and the only English Combined Authority that remunerates their appointees to Overview and Scrutiny via the allowances schemes of the constituent councils is Cambridgeshire and Peterborough Combined Authority and even then two of the constituent councils, Peterborough and Fenland have decided not to pay such an SRA. The average SRA paid to the Cambridgeshire and Peterborough Combined Authority Overview and Scrutiny Members is £1,326, with a median SRA of £1,303. However, the IRP has not been guided by this level of remuneration for the same reasons it has not been guided by the SRA paid to Overview and Scrutiny Members in West Yorkshire Combined Authority, the size, scope, workloads and responsibility of GMCA Overview and Scrutiny Members is much

more broader than is the case in Cambridgeshire and Peterborough Combined Authority.

### **Benchmarking/seeking analogous roles II – Other GMCA bodies**

28. The IRP then considered the SRAs paid by the 10 Greater Manchester constituent councils to their appointees to other GMCA bodies via their own allowances schemes, namely the Transport Committee and Waste and Recycling Committee. This exercise did not throw up a great deal of useful comparisons. It is noted that only three of the GM Councils remunerate their appointees to the Waste and Recycling Committee. The one GM Council that has specifically reviewed remuneration for the appointee to the GMCA Waste and Recycling Committee (Bury) pays an SRA of £1,500.
29. It is noted that Bury has recently specifically reviewed the SRA for its appointee to the GM Transport Committee (which is a joint committee of the ten constituent councils, the GMCA and the Mayor) and set it at £3,000. It is also noted that transport is largely a mayoral function and there is no requirement for the GMCA to have a Transport Committee, whereas the Overview and Scrutiny Committee is a statutory committee that has a wider brief. Nonetheless, the Bury SRA of £3,000 paid to its appointees to the GM Transport Committee established a base point for the IRP – it would not be unreasonable for Members of the GMCA Overview and Scrutiny Committee to receive an SRA greater than £3,000.

### **Benchmarking/seeking analogous roles III – The 10 GM Constituent Councils**

30. As a further benchmarking exercise the IRP explored whether there were any analogous roles in the 10 Greater Manchester (GM) Constituent Councils. It is noted that in no GM Council are Members remunerated for sitting on an Overview and Scrutiny Committee, their Basic Allowance is deemed to cover such duties. This review did not throw up any analogous roles to the Members of the GMCA Overview and Scrutiny Committee at the Constituent Councils

### **Benchmarking/seeking analogous roles IV – Other remunerated roles paid directly by the GMCA**

31. Finally the IRP considered the annual remuneration paid to the Independent Person (£988) and the co-opted Member appointed to the GMCA Audit Committee (£1,627). Once again the IRP rejected drawing an analogy with the remuneration of these roles at GMCA as the time commitment and breath of work of Overview and Scrutiny Members is greater than that of the Independent Person and the Co-opted Member on the GMCA Audit Committee.

### **Adopting the time assessment multiplied by rate of remuneration approach**

32. However, the IRP did note how the recommended remuneration for the Co-opted Member of the Audit Committee was arrived at, in its March 2018 Review. This was done by assessing a time input and then multiplying it by an appropriate rate of remuneration. The IRP also noted that this approach is utilised by most IRPs from the Constituent Councils (and advised by the 2006 Statutory Guidance) when arriving at their recommended Basic Allowance. As such the IRP has adopted this approach in arriving at the recommended SRA for the Members of the GMCA Overview and Scrutiny Committee.

### **Overview and Scrutiny Committee Members - Assessing time required**

33. The IRP recognises that the Overview and Scrutiny Members also undertake a responsibility and their roles do not just involve workloads. However in the absence of any meaningful comparisons and benchmarking data and the fact that this approach has precedent the IRP has decided this is the most transparent and simple to understand approach to adopt.
34. In arriving at the estimated required time input by Overview and Scrutiny Members the IRP has settled on a figure of two days per month, or 24 days per year. In arriving at this time estimate the IRP has included:
- Attendance at 11 Overview and Scrutiny Committees per year, plus follow up wash up sessions
  - Attendance at six Knowledge Briefing sessions per year
  - Attendance at least two Training sessions per year
  - Sitting on and attending at least one task and finish working group with three meetings per year
  - Individually to keep a watching brief on portfolio business to assist with performance monitoring and policy development
  - Engage with their respective local authorities to ensure relevant GMCA-related information is circulated between local authorities and the GMCA
  - All reading, preparation and additional research where required
  - An element for travel time

### **Overview and Scrutiny Committee Members – rate of remuneration**

35. In arriving at an appropriate rate of remuneration the IRP has adopted a day rate that replicates the day rate utilised by the IRP when arriving at the recommended remuneration for the Co-opted Member on the GMCA Audit Committee, namely the mean gross daily earnings of all full time employees within the metropolitan county of Greater Manchester as set out in the Annual Survey of Hours and Earnings (ASHE) Table 7.1a (2021). A similar rate of remuneration is adopted by IRPs in the Constituent Councils when arriving at a recommended Basic Allowance. It is a robust and defensible rate of

remuneration as it links Members' remuneration to the average earnings of those they represent and therefore cannot be seen as excessive.

36. ASHE Table 7.1a (2021) shows that the mean gross weekly earnings of all full time employee jobs in Greater Manchester is £672.60.<sup>3</sup> To arrive at a daily rate of remuneration the IRP has simply divided the mean weekly figure by five working days, which equates to £134.52 per day.

### **Arriving at the Overview and Scrutiny Committee Members SRA**

37. In arriving at the recommended SRA for Members of the GMCA Overview and Scrutiny Committee the IRP has multiplied 24 days expected input per year by a daily rate of remuneration of £134.52, which equates to £3,228. Viewed another way, an SRA of £3,228 sizes of the role of a Member of the GMCA Overview and Scrutiny Committee at 28 per cent of the role of being a Member of a Constituent Council. The IRP felt that this relative sizing was fair, by definition being a Member of the GMCA Overview and Scrutiny Committee is does not entail the same commitment and responsibility as being an elected Member of a Constituent Council but it can reasonably be estimated to be at least quarter of the size of that role.
38. **The IRP recommends that the Members of the GMCA Overview and Scrutiny Committee are paid an annual SRA of £3,228.**

### **Substitute Members of the GMCA Overview and Scrutiny Committee**

39. The term 'substitute' member is somewhat of a misnomer. Their role extends beyond that of the traditional substitute Member in that they are expected to do more than only stand in when a Committee Member sends their apologies, although that is one aspect of their role. They will be explicitly drawn upon to sit on the task and finish working groups, alongside full Members of the Overview and Scrutiny Committee. While it cannot be known at this stage the number of task and finish working groups and the number of meetings these working groups may hold it is a reasonable assumption that all Substitute Members will have the opportunity to serve on at least one task and finish working group each year, even if the actual level of involvement does not work that way in practice.
40. Again the IRP was unable to find any analogous role in other English Combined Authority's or across other GMCA bodies. The Substitute role on the GMCA Overview and Scrutiny Committee and associated task and finish groups is unique to the GMCA.

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<sup>3</sup> See

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/earningsandhoursworkedallemployeesashetable7>

41. The IRP decided not to recommend a flat rate SRA for Substitutes as the reality is their workloads will be variable. In any one year, it is not inconceivable that a Substitute could stand in at the Overview and Scrutiny Committee a couple of times a year and attend up to three task and finish working groups, with each task group meeting up to 3-4 times. Conversely, it is equally conceivable that a Substitute will attend no Overview and Scrutiny Committee or task and finish working group meetings in any one year. Then again, an SRA that solely relates to the number of meetings a Substitute Member may attend does not recognise the common roles and responsibilities that all Substitutes are expected to undertake.

### **Adopting a hybrid approach to recommending Substitute Members SRA**

42. Consequently, the IRP has adopted a hybrid approach in arriving at the recommended SRA for the Substitute Members that is made up of two components. The IRP is recommending a standing SRA of £538 per year. This standing SRA is to recognise that all Substitute Members will be expected to undertake relevant induction and training sessions, liaise with their respective Overview and Scrutiny Committee Member and generally to keep abreast of the broader workings of the Overview and Scrutiny Committee and to be prepared to step in when required. In arriving at the Standing SRA of £538 the IRP has assessed the common time commitment of all Substitute Members regardless of attendance at the Overview and Scrutiny Committee or any task groups at 4 days per year and multiplied that by the adopted rate of remuneration of £134.52, which equates to £538.
43. The second element is the variable SRA. Substitute Members should also receive a variable SRA that relates to the number of meetings of the Overview and Scrutiny Committee and task and finish working group meetings they attend. For each meeting attended the IRP has simply decided that they should be paid a SRA set at the adopted rate of remuneration of £134.52 per meeting.
44. **The IRP recommends that the Substitute Members of the GMCA Overview and Scrutiny Committee are paid an SRA consisting of two components:**
- **A Standing SRA of £536 per year**
  - **A Variable SRA of £134.52 for every meeting of the Overview and Scrutiny Committee and task and finish group attended**
45. To check that this hybrid approach does not lead to the anomalous situation where a Substitute Member could be paid more than a full Member of the GMCA Overview and Scrutiny Committee the IRP modelled potential scenarios for Substitute Member remuneration under this recommended hybrid model. It is noted that a Substitute Member would have to attend 20 meetings a year before they equalled the recommended SRA (£3,228) for Members of the Overview and Scrutiny Committee. This was arrived at by taking the Substitute

Members standing SRA of £536 and adding it to a hypothetical attendance of 20 meetings per year multiplied by £134.52 per meeting attended (£2,690), which totals £3,226. It is extremely unlikely that a Substitute Member will be attending 20 meetings of the Overview and Scrutiny Committee and task and finish working groups per year. As such, the IRP is assured that the hybrid model would not lead to Substitute Members receiving a higher remuneration than Overview and Scrutiny Committee Members.

### **The Chair of the GMCA Overview and Scrutiny Committee**

46. Obviously the workload and responsibility of the Overview and Scrutiny Committee Chair will be greater than that of the Members of the Committee. The Chair will not only be required to Chair Overview and Scrutiny Committee meetings effectively to ensure that all Members can contribute effectively but also to work with relevant Officers to develop the work programme on behalf of the Committee, taking into account the upcoming work of the GMCA and areas where scrutiny must be carried out, i.e., on the annual GMCA budget. The Chair will also attend Overview and Scrutiny pre-meetings with relevant Officers to review agenda and point out any issues that they think need attention.
47. Furthermore, the Chair will also be expected to facilitate strong team-working between committee members during formal meetings, informal meetings and task group meetings. The Chair will also be expected to monitor the progression of the task and finish working groups to ensure that they are meeting their declared targets.
48. The Chair will also be primarily responsible for liaising with the Mayor and relevant Members of the GMCA, plus relevant Officers to lead in the co-ordination of the work of Overview and Scrutiny with that of the Mayor and GMCA. The Chair has a standing invitation to attend GMCA meetings and it is expected that they will at the very least attend when Overview and Scrutiny issues are discussed and speak on the same issues.

### **Benchmarking/seeking analogous roles to Overview and Scrutiny Chair**

49. The IRP also considered analogous roles that may provide some appropriate benchmarking providing guidance in arriving at the recommended SRA for the GMCA Overview and Scrutiny Committee Chair. It is noted that where the GMCA has a co-opted (independent) Chair of the Audit Committee that their remuneration is £4,067, which was arrived at by factoring the Co-opted Member remuneration of £1,627 by 2.5. The co-opted (independent) Chair of the Standards Committee is remunerated £1,234, which was arrived at by factoring the remuneration of the Independent Person by 1.25
50. Looking at the remuneration for the three Chairs of the West Yorkshire Combined Authority Overview and Scrutiny Committees they each receive an

SRA of £7,341. In the Cambridgeshire and Peterborough Combined Authority none of the constituent authorities make provision for the remuneration of the Chair of its Overview and Scrutiny Committee through their allowances scheme.

51. The IRP chose not to be guided by the remuneration paid to the Chairs of the GMCA Audit and Standards Committees nor the Chairs of the West Yorkshire Combined Authority Overview and Scrutiny Committees for similar reasons it was not guided by the remuneration of Members of these committees – the role of the Chair of a single GMCA Overview and Scrutiny Committee is broader and deeper than these other Chairs reviewed by the IRP.
52. One suggestion put to the IRP was the role of Chair of the GMCA Overview and Scrutiny Committee could be seen as similar to that of Chairing a parliamentary Select Committee, who are paid £16,865 (as of April 2022). The IRP has not accepted this comparison: while the work of Select Committees can be similar to that of the GMCA Overview and Scrutiny Committee in terms of process and outputs in that they have a specific scrutiny role, Select Committees have a national rather than sub-regional dimension and while tending to have a specific focus they deal with much larger topics that can be both national and international in scope.
53. The IRP also considered whether chairing the GMCA Overview and Scrutiny Committee is comparable to chairing an Overview and Scrutiny Committee in the Constituent Councils, where the mean SRA is £8,471 and median SRA £8,426. The IRP concluded the roles were not comparable. At the Constituent Councils there are normally more than one Overview and Scrutiny Committee and their focus is narrower than the GMCA Overview and Scrutiny Committee, they are also scrutinising a smaller budget. This was a view that was supported in the representation received. Nonetheless, by doing this comparison the IRP concluded that the recommended SRA for the Chair of the GMCA Overview and Scrutiny Committee should be larger than the mean SRA (£8,471) paid to Overview and Scrutiny Chairs at the Constituent Councils.
54. On the other hand the IRP rejected a comparison with Cabinet Members at the Constituent Councils, who receive a mean SRA of £15,901 and median SRA of £15,579. While the roles may well compare in terms of time commitment they do not in terms of constitutional powers. Cabinet Members at the Constituent Councils have extensive decision making powers, the Chair of the GMCA Overview and Scrutiny Committee does not have similar powers as the Committee is not a decision making committee, its role is to inform, influence, affect and steer the work of the Mayor and the GMCA where the decisions are made.
55. Again the IRP reviewed the SRAs paid via Constituent Council Members' Allowances schemes to see if they have provision for paying SRAs for when their Members are Chairs of other GMCA bodies. The only relevant example was in Wigan, which pays an SRA (£8,039) for GM Transport Chair and was specifically reviewed about two years ago as at the time a Wigan Member was

Chair of the GM Transport Committee. It was set with reference to the SRA paid to Chairs of Overview and Scrutiny at Wigan, a comparison the IRP has already rejected.

### **Adopting the Factor approach to arrive at Overview and Scrutiny Chair's recommended SRA**

56. In arriving at the recommended SRA for the Chair of the GMCA Overview and Scrutiny Committee the IRP has adopted the same approach it utilised in arriving at the recommended SRA for the Chairs of the GMCA Audit and Standards Committee, namely by factoring the recommended remuneration for the co-opted Member of the Audit Committee. This approach is also suggested in the 2006 Statutory Guidance that is applicable to IRPs at the Constituent Councils and commonly utilised by Constituent Councils IRPs in setting other SRAs. This is known as the 'factor' approach. Once the remuneration for an ordinary Member has been determined the Chair's SRA is arrived at setting it at an appropriate multiple of the ordinary Members remuneration.
57. In adopting an appropriate factor for arriving at the remuneration of the Chair of the Audit Committee the IRP adopted a multiple of 2.5 times the recommended remuneration for the Audit Committee Co-opted Member. The IRP has not been guided by a multiple of 2.5 times the recommended SRA for the Members of Overview and Scrutiny to arrive the recommended SRA for the Chair of Overview and Scrutiny. The IRP has taken the view that the chairing Overview and Scrutiny is a larger role, in terms of numbers of meetings and workload and a greater responsibility with the Overview and Scrutiny Committee having a wider strategic remit.
58. The IRP noted that the differential between the mean Basic Allowance (£11,654) and the mean SRA (£40,568) for Leaders/City Mayor paid across the 10 Greater Manchester Councils is a factor of 3.5. Similarly, the IRP has not been guided by this differential. The difference in workload and responsibility between a GM Council ordinary Member and the GM Council Leaders/City Mayor is greater than that between the Members and Chair of the GMCA Overview and Scrutiny Committee, by virtue of the Leaders/City Mayor of the GM Councils having all executive functions vested in their role.
59. As such the IRP has adopted a factor of 3 times the recommended SRA (£3,228) for Overview and Scrutiny Committee Members to arrive at recommended SRA for the Chair of the Overview and Scrutiny Committee, which equates to £9,684. This differential reflects the difference in workloads and responsibility. This level is also proportional, a message that came through from the representation was that there should not be too great a differential between the SRAs for the Members and the Chair of the GMCA Overview and Scrutiny Committee, their relationship should be proportionate. An SRA of £9,684 meets this representation. Furthermore it also meets the test of assessing the role as larger than the Chairs of Scrutiny at the 10 GM Councils.

60. Consequently the IRP has adopted a multiple of 2.5 times the recommended SRA (£3,228) for the Members of the Overview and Scrutiny Committee to arrive at the recommended SRA for the Chair of the Overview and Scrutiny Committee.
61. **The IRP recommends that the SRA for the Chair of the GMCA Overview and Scrutiny Committee should be £9,684.**

### **Issues arising I: The Vice Chair of the GMCA Overview and Scrutiny Committee**

62. It was not within the IRPs terms of reference to consider an SRA for a Vice Chair of the Overview and Scrutiny Committee. This was because at the time of the review the GMCA Overview and Scrutiny Committee has decided not to appoint a Vice Chair. While the IRP was given no indication that this situation could change in the short term at least to future proof the allowances for the GMCA Overview and Scrutiny Committee the IRP has decided to make a recommendation in the event that it decides to appoint a Vice Chair. By doing this it negates the need of the GMCA seeking further advice of the IRP if a Vice Chair of the GMCA Overview and Scrutiny Committee were to be appointed.
63. It is difficult to assess the size of a role that is not in place but the role profile for a Vice Chair indicates that the post holder would be expected to replicate many of the duties of the Chair, although it would be expected that these duties will typically be undertaken in conjunction with and in support of the Chair of the Overview and Scrutiny Committee.
64. Benchmarking revealed limited comparisons. Vice Chairs of the three Overview and Scrutiny Committees in West Yorkshire Combined Authority each receive an SRA of £1,296, which is double the SRA paid to Members of the West Yorkshire Combined Authority Overview and Scrutiny Committees. Once again the role on the GMCA Overview and Scrutiny Committee would be much larger..
65. Looking for comparisons at the 10 GM Constituent Councils it is noted that only two Councils, Tameside and Trafford remunerate their Vice Chairs of Overview and Scrutiny, at £3,509 and £4,236 respectively. This is too limited data to draw any meaningful analogies. Moreover, the IRP does not know if the Vice Chairs of Overview and Scrutiny at Tameside and Trafford have particular discrete tasks or responsibilities. For instance it is often the case in principal councils that where a Vice Chair of Overview and Scrutiny is paid an SRA they have a designated responsibility such as chairing task and finish groups or lead on informal reviews, an expectation that is not explicit for a Vice Chair of GMCA Overview and Scrutiny Committee.
66. In arriving at the recommended SRA for a Vice Chair of the GMCA Overview and Scrutiny Committee the IRP has continued with the factor approach. In

other words, the SRA for the Vice Chair has been set as a multiple of the recommended SRA for Members of the GMCA Overview and Scrutiny Committee.

67. The question remains what is the size of the role of the Vice Chair compared to the Members of the GMCA Overview and Scrutiny Committee? Clearly the role is larger than that of an Overview and Scrutiny Member but from the role profile at least the IRP obtained no sense that it is as large as 1.5 times of the responsibility and workload of the Overview and Scrutiny Members. Clearly, there is a substantial time requirement, and may be broadly similar to that of the Chair but the Chair bears ultimate responsibility for the effective working of the GMCA Overview and Scrutiny Committee.
68. The IRP noted that the mean SRA (£6,709) paid to Assistant Executive Members (where appointed) in the 10 GM Constituent Councils when added to the mean Basic Allowance (total of £18,363) is about 1.5 times the mean Basic Allowance (£11,654) ) paid to across the 10 GM Constituent Councils. The IRP rejected this multiple as Assistant Executive Members in the 10 GM Constituent Councils will not only support their respective Cabinet Member when required but also be given discrete responsibilities and tasks to undertake, such as being the lead on specific topics that fall within their relevant Cabinet Members portfolio.
69. As such, the IRP has arrived at the recommended SRA for a Vice Chair of the GMCA Overview and Scrutiny Committee by setting it at 1.25 times the recommended SRA (£3,228) for the Members of the GMCA Overview and Scrutiny Committee Chair, which equates to £4,035. At this level it clearly assesses the role as being greater than that of ordinary Overview and Scrutiny Members but is also proportionate in that maintains a clear differential vis-à-vis the recommended SRA for the Chair of the Overview and Scrutiny Committee.
70. **The IRP recommends that if the GMCA Overview and Scrutiny Committee appoint a Vice Chair then that post holder should receive an SRA of £4,035.**

## **Issue arising II – the indexation of the Overview and Scrutiny SRAs**

71. It was not within the IRPs terms of reference to consider whether the recommended SRAs should be indexed, i.e., uplifted annually in accordance with an appropriate linkage. However, the IRP noted that all other allowances paid by the GMCA are indexed linked. The relevant index being the annual percentage cost of living increase that is applied each year as set by the National Joint Council for Local Government Staff, known as the 'NJC' index. It would be inequitable if the recommended SRAs arising from this review were not also indexed linked. The IRP also notes that it is common practice for the 10 GM Constituent Councils Members' Allowances schemes and indeed across English local government to contain provisions for the index mechanism.

72. **The IRP recommends that the SRAs recommended for the Members, Substitutes, Chair and if so appointed a Vice Chair of the GMCA Overview and Scrutiny Committee are also annually indexed in accordance with the annual percentage cost of living increase that is applied each year as set by the National Joint Council for Local Government Staff, with the indexation applied at the same time it is applied to the remuneration of the GMCA Elected Mayor and Co-opted Members.**

### **Implementation of recommendations**

73. The establishment of the Member roles and the GMCA Overview and Scrutiny Committee date back to the Authority's Annual Meeting on 24<sup>th</sup> June 2022. As such, it appears logical and equitable that the recommended SRAs should apply from that date. It is recognised that until the Levelling Up and Regeneration Bill is enacted that these SRAs will have to be paid on an interim basis via the allowances schemes of the Constituent Councils. Indeed, it was explicitly recognised by the Authority when it decided that Overview and Scrutiny Members should be remunerated.
74. However, the means of delivering the recommended SRAs in the absence of having express authority to do pay them directly at this moment is an issue that is not within the remit of the IRP, all it has been tasked with is to make appropriate recommendations on the remuneration of Members on the GMCA Overview and Scrutiny Committee.
75. The IRP feels that it only reasonable for the recommended SRAs to be paid from the date of the establishment of the GMCA Overview and Scrutiny Committee.
76. **The Panel further recommends that the recommended SRAs for Members and Chair of the Overview and Scrutiny Committee are backdated to 24<sup>th</sup> June 2022 or any date thereafter than the GMCA deems is appropriate.**

## **Appendix One: List of Information considered by the Panel**

1. The Greater Manchester Combined Authority Order 2011 (SI 2011/908) 1 April 2011, updated July 2012
2. The Greater Manchester Combined Authority (Amendment) Order 2015 (SI 2015/960)
3. The Greater Manchester Combined Authority Order 2011 (as amended by The Greater Manchester Combined Authority (Functions and Amendment) Order 2017 [SI 2017/612])
4. GMCA Scoping Paper, Review of the allowance to be paid to the Overview and Scrutiny Committee, that also sets out the IRP terms of reference
5. GMCA Report 24<sup>th</sup> June 2022, Independent Review of the GMCA Scrutiny Function, at which meeting established the single Overview and Scrutiny Committee, agreeing in principle to remunerate Overview and Scrutiny Committee Members and authorising the IRP to review their remuneration
6. Centre for Governance and Scrutiny, Greater Manchester Combined Authority: Scrutiny Evaluation Report, Final June 2022, includes GMCA Overview and Scrutiny Member, Chair and Vice Chair Role and Responsibilities description
7. GMCA Constitution, June 2022, Part 4 Committees Section E that sets out the composition and terms of reference for the Overview and Scrutiny Committee
8. GMCA Constitution, June 2022, Part 5 Rules and Procedures, Section C Overview and Scrutiny Committee Procedure Rules
9. Annual Survey of Hours and Earnings (ASHE), average Weekly pay – gross – all full-time employee jobs in Greater Manchester (Table 7.1a Work Geography) 2021, Office of National Statistics
10. The Local Authorities (Members' Allowances) (England) Regulations 2003 (SI2003/1021)
11. New Council Constitutions, Guidance on Regulation for Local Authority Allowances, Department of Communities & Local Government, 5<sup>th</sup> May 2006
12. Allowances schemes from the ten constituent GMCA councils and other relevant benchmarking data - see appendix 3 for further details
13. All allowances schemes of Constituent Councils of the other nine English Combined Authorities were consulted

## **Appendix Two: Members and Officers who met with the IRP**

### **Members interviewed by the IRP**

Cllr Barry Brotherton	Member Overview and Scrutiny Committee (Trafford – Labour)
Andy Burnham	GM Mayor (Labour)
Paul Dennett	Deputy GM Mayor and City Mayor Salford (Labour)
Cllr Mark Hunter	GMCA Lead for Young People, Leader Stockport Council (Liberal Democrat)
Cllr Jim King	Member Overview and Scrutiny Committee (Salford – Labour)
Cllr Tom McGee	Substitute Member Overview and Scrutiny Committee (Stockport – Labour)
Cllr John Walsh	Chair Overview and Scrutiny Committee (Bolton – Conservative)

### **Written Submissions from Members**

Cllr M. Godwin	Overview and Scrutiny Committee Member (Oldham – Labour)
Cllr D. Molyneux	GMCA Member (Wigan – Labour)
Cllr G. Stanton	Overview and Scrutiny Committee Member (Manchester – Labour)

### **Officers who briefed the IRP**

Eamonn Boylan	Chief Executive Officer GMCA & TfGMC
Julie Connor:	Assistant Director Governance & Scrutiny GMCA
Liz Treacy	Monitoring Officer, GMCA
Gwynne Williams	Deputy Monitoring Officer, GMCA

### Appendix Three: Benchmarking Data

BM1 GMCA BM Group - Other GM Mets: BA + Exec + Scrutiny SRAs (21/22 unless indicated)										
Comparator Council	Basic Allowance	Leader or Elected Mayor	Leader Total	Deputy Leader or Mayor	Executive Members	Assistant or Deputy Execs	Chair Main O&S	Chairs/Lead Scrutiny	V/Chairs Scrutiny	Chairs Scrutiny Subs/WGs
<b>Bolton</b>	£11,644	£31,294	£42,938	£18,775	£7,140			£5,100		
<b>Bury (22/23)*</b>	£10,791	£38,373	£49,164	£19,424	£14,568	£2,185		£8,093		
<b>Manchester (22/23)</b>	£17,798	£44,413	£62,211	£18,680	£18,680	£7,475		£11,220		
<b>Oldham* (22/23)</b>	£10,151	£36,542	£46,693	£21,317	£18,272	£7,613	£9,135	£9,135		
<b>Rochdale*</b>	£11,172	£39,395	£50,567	£16,758	£15,082	£3,016	£8,379	£8,379		
<b>Salford (22/23)</b>	£11,043	£54,654	£65,697	£33,296	£14,901	£11,175		£9,315		
<b>Stockport</b>	£10,717	£32,151	£42,868	£17,683	£16,075			£6,430		£1,286
<b>Tameside</b>	£12,787	£39,588	£52,375	£25,812	£22,081	£9,176		£10,526	£3,509	
<b>Trafford (22/23)*</b>	£7,061	£38,678	£45,739	£19,770	£14,122	£7,060	£8,473	£8,473	£4,236	
<b>Wigan* (22/23)</b>	£13,380	£50,589	£63,969	£26,093	£18,087	£5,969		£8,039		
<b>Mean</b>	<b>£11,654</b>	<b>£40,568</b>	<b>£52,222</b>	<b>£21,761</b>	<b>£15,901</b>	<b>£6,709</b>	<b>£8,662</b>	<b>£8,471</b>		
<b>Median</b>	<b>£11,108</b>	<b>£39,037</b>	<b>£49,866</b>	<b>£19,597</b>	<b>£15,579</b>	<b>£7,268</b>	<b>£8,473</b>	<b>£8,426</b>		
<b>Highest</b>	<b>£17,798</b>	<b>£54,654</b>	<b>£65,697</b>	<b>£33,296</b>	<b>£22,081</b>	<b>£11,175</b>	<b>£9,135</b>	<b>£11,220</b>		
<b>Lowest</b>	<b>£7,061</b>	<b>£31,294</b>	<b>£42,868</b>	<b>£16,758</b>	<b>£7,140</b>	<b>£2,185</b>	<b>£8,379</b>	<b>£5,100</b>		
<b>Mean Ratios</b>	<b>Leader = 3.5 X BA</b>	<b>100%</b>		<b>54%</b>	<b>39%</b>	<b>42%</b>	<b>21%</b>	<b>21%</b>		

\* Leaders' SRAs for Bury, Oldham, Rochdale, Trafford & Wigan include 2nd SRA for role on GMCA

<b>BM2 GMCA BM Group Cambridgeshire &amp; Peterborough Combined Authority Appointees Remuneration July 2021</b>						
<b>Constituent Council</b>	<b>Leader - Combined Authority Board Member</b>	<b>Deputy Leader - Combined Authority Deputy Member</b>	<b>O&amp;S Appointees</b>	<b>Audit &amp; Governance Appointees</b>	<b>Substitute Members</b>	<b>Other</b>
Cambridgeshire	£3,170	NA	£1,585	£1,585	NA	NA
Peterborough	NA	NA	NA	NA	NA	NA
Cambridge City	£5,210	NA	£1,303	£521	NA	NA
East Cambridgeshire	£5,138	£1,541	£1,541	£822	NA	CA Committee Member if not on Board - £822
Fenland	May 2021 Review looked at COMBINED AUTHORITY SRAs but made no recommendations					
Huntingdonshire	£5,100		£946	£946	£1,655 (CA Board)	O&S & Audit Chairs £3,068
South Cambridgeshire	£5,010	NA	£1,253	£501	NA	NA
<b>Mean</b>	<b>£4,726</b>		<b>£1,326</b>	<b>£875</b>		
<b>Median</b>	<b>£5,100</b>		<b>£1.303</b>	<b>£822</b>		
<b>West Yorkshire Combined Authority – Appointees 2021/22</b>						
	<b>Chairs</b>	<b>Deputy Chairs</b>	<b>Members</b>	<b>Engagement Leads</b>		
<b>Overview &amp; Scrutiny Committees</b>	£7,341	£1,296	£648			
<b>Transport Committee</b>	Chaired by CA Board Transport Portfolio Holder	£13,731	£2,616	£3,663		

## Greater Manchester Combined Authority

Date: Friday 25<sup>th</sup> November 2022

Subject: Greater Manchester European Social Fund (ESF) Co-Financing Programme Update

Report of: Councillor Eamonn O'Brien, Portfolio Lead for Education, Skills, Work, Apprenticeships and Digital and Joanne Roney, Portfolio Lead Chief Executive for Education, Skills, Work and Apprenticeships and Digital.

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### Purpose of Report

To provide an update on GMCA's three European Social Fund (ESF) Co-financing contracts noting key progress, challenges and risks including the end financial position alongside recommendations to ensure Greater Manchester can maximise its use of remaining ESF programme before it closes in December 2023.

### Recommendations:

GMCA is requested to:

1. Note the progress made in relation to the GMCA ESF Programmes.
2. Agree that the GMCA Chief Executive and GMCA Treasurer, in consultation with the Lead Member and Lead Chief Executive for Education, Skills, Work, Apprenticeships and Digital (and subject to considerations around any conflicts of interest which might arise), be granted continued delegated authority to take forward the final ESF commissioning, including the procured element, to contract award where required.
3. Agree that the Chief Executive Officer, GMCA & TfGM and GMCA Treasurer ensure that the GMCA continues to comply with all of its obligations in relation to the Greater Manchester European Social Fund Co-Financing Programme, including its obligations to retain records relating to the use of ESF monies for the required period following the end of this Programme in September 2023.

## Contact Officers

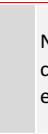
Gemma Marsh, Director, Education, Work and Skills

[Gemma.Marsh@greatermanchester-ca.gov.uk](mailto:Gemma.Marsh@greatermanchester-ca.gov.uk)

## Equalities Implications:

Impacts Questionnaire				
Impact Indicator	Result	Justification/Mitigation		
Equality and Inclusion	G	The ESF co-financing programmes support access to skills and employment opportunities for some of our most disadvantaged residents including young people who are not in education, employment or training and those facing barriers to work through health & disability.		
Health				
Resilience and Adaptation	G	Upskilling residents and tackling skills gaps supports individuals, businesses and GM's labour market to become more adaptable and resilient.		
Housing				
Economy	G	The programmes support young people and adults into education, training and work, reducing the risk of long-term unemployment/ economic activity and delivering systemic benefits to the economy. They also address the need for upskilling and retraining to support progression in work and career change to our priority sectors in GM where there is skills need. Our employer-led approach to gathering and responding to employer intelligence has already seen to support inward investment and job creation.		
Mobility and Connectivity				
Carbon, Nature and Environment				
Consumption and Production				
Contribution to achieving the GM Carbon Neutral 2038 target				
Further Assessment(s):	N/A			
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

## Climate Change Impact Assessment and Mitigation Measures:

Carbon Assessment				
Overall Score	<input type="text"/>			
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial	N/A			
<b>Transport</b>				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
<b>Land Use</b>				
Land use	N/A			
 No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.	 Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.	 Not best practice and/ or insufficient awareness of carbon impacts.

## **Risk Management**

The purpose of this report is for GMCA's Education, Work and Skills Directorate to highlight the key risks on three ESF Co-financing contracts and next steps and recommendations for managing these risks. Risk management is referenced in paragraphs 1.5, 2.3, 3.8, 3.11 and 5.4 of this report.

## **Legal Considerations**

GMCA's Education, Skills and Work Directorate will continue to work with legal support to ensure all legal requirements and agreements are complied with and completed throughout the remainder of the ESF programme.

## **Financial Consequences – Revenue**

N/A

## **Financial Consequences – Capital**

N/A

## **Number of attachments to the report: 0**

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

N/A

## **Background Papers**

- GMCA Report: Progress update covering Education, Work & Skills activity over past 12 months along with specific recommendations for key programmes, 24/09/2021
- GMCA Report: European Social Fund (ESF) 2014-2020 Programme Update (June 2020), 26/06/2020
- GMCA Report: ESF Co-Financing Organisation – Approval of Working Well and Work & Health programme bid, 27/01/2017
- GMCA Report: ESF Co-Financing Organisation Update, 29/01/2016

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## 1. Background

- 1.1 GMCA secured ESF Co-financing Organisation (CFO) status from the ESF Managing Authority (DWP) back in 2016. This enabled Greater Manchester to apply for a significant proportion of ESF 2014-2020 allocation available to GM. This equated to £86m in one or more 'block' requests and placing themselves in control of processes to commission, contract and manage ESF activity. Other ESF provision has and is being delivered in Greater Manchester through contracts with Education & Skills Funding Agency (ESFA), National Lottery and the HM Prison and Probation Service.
- 1.2 Key ESF Co-financing conditions include that GMCA must have confirmed match funding in place - noting that ESF funding is claimed down based on actual expenditure in arrears – and that all ESF eligible activity must conclude by late 2023 when the ESF 2014-2020 programme formally closes.
- 1.3 GMCA secured three ESF CFO contracts. Firstly in 2017, up to £32.7m ESF was secured to enable more residents to access Working Well programmes, primarily through the Working Well Work & Health programme since January 2018. DWP funding agreed through the Devolution Deal Agreement provides the necessary match funding.
- 1.4 With concerns over whether ESFA (Education & Skills Funding Agency) would stop its ESF provision and a wider lack of available match funding, GMCA presented proposals to shape and align skills provision locally which resulted in two further ESF CFO contracts being secured. Up to £42m was secured for the ESF Skills for Growth Programme (approved in Summer 2020) and up to £11.85m for an ESF NEET and Youth Unemployment Programme (approved in Summer 2021). The devolved Adult Education Budget provides match funding for both these contracts.
- 1.5 This report provides a summary of key progress and challenges encountered and the key risks faced by these three ESF CFO contracts, notably regards financial end position. It then presents next steps and recommendations.

## **2. ESF Working Well**

2.1 The commissioned Working Well programmes – especially the WW Work & Health Programme - have continued to successfully provide key worker support to unemployed Greater Manchester residents with health & disability conditions. The objective has been to support residents towards sustainable employment. ESF funding of up to £32.7m (ESF PA1.1/1.4) has been used to maximise the number of GM residents accessing Working Well programmes.

### **Current position:**

2.2 ESF CFO eligible expenditure to the end of September 2022 was £23.8m (74% of total contract value) and has achieved its target of supporting 33k GM residents. Employment Outcomes of around 30% means GM is performing slightly above the national Work & Health Programme position but all are below initial contractual expectations (40-45%). There have been notable increases in employment outcomes seen both during and after the COVID pandemic period.

2.3 The WHP payment by results outcome model means that less ESF expenditure than forecast has been drawn down to date. However, the extension of ESF activity by 12 months until September 2023 will enable GM to maximise positive employment outcomes and expenditure claimable under ESF and reduce the risk of financial underspend.

2.4 It is worth noting that GMCA and DWP are in the final stages of agreeing an extension to the WW Work & Health Programme for a further two years – with referrals running until October 2024 and the programme running until Summer 2025. Whilst the extension is beyond the timeframes of this ESF contract, it will create a challenge for GMCA in trying to maximise funding drawdown of all available DWP and ESF funding.

### **Next Steps / recommendations**

2.5 GMCA will continue to maximise performance and financial drawdown on this contract with the contract end spend position likely to be £30-31m against the original contract value of £32.7m.

## **3. ESF Skills for Growth**

- 3.1 Greater Manchester's ESF Skills for Growth Programme has been delivering an innovative and employer led approach to understanding the skills needs of employers and their current and future workforce through the creation of intelligence reports. These are then used to commission delivery to address the needs identified that can't be met within the current skills system.. The programme set out to create a shift in the skills system, improving dialogue and understanding between business and skills providers. The aims of the programme are to create progression routes for those working in GM and support growth for the business' in our region.
- 3.2 The original £42m programme proposal was planned across two ESF priority areas mainly focussed on Level 3+ provision to ensure it complements our devolved AEB activity:
- Up to £10m to commission a provider(s) to undertake and complete projects with more than 2,750 SME's in Greater Manchester that will support them to identify their skills needs, access existing provision and feed skills gap intelligence (ESF PA2.2)
  - Up to £29.2m to commission skills delivery provision based on the iterative intelligence gathered around employer needs and lack of provision available. Supporting more than 25,000 individuals, who are in work to gain key skills and progress (ESF PA2.1)
  - Funding to support the resourcing of the programme including projects, performance and contracts and employer intelligence teams within GMCA (to a maximum of 10% of total costs).
- 3.3 The programme faced some early challenges; a delay with the MoU being signed off and the ongoing effects of Covid on our economy. With business' struggling to survive their attention has been focused on more immediate issues than upskilling their workforce. Despite supporting the intelligence reports employers were not in a position to release their staff for training due to more urgent matters like staff absence or recruitment challenges.
- 3.4 GMCA has undertaken significant market engagement with providers and has launched 21 commissions over the last two years using its Flexible Procurement

System. However only 11 of these reached contract award stage due to a combination of reasons including:

- A lack of quality and/or eligible bids from providers;
- Many providers not bidding due to ESF funding requirements;
- The introduction of other national/local funded programmes such as DfE funded Skills Bootcamps – which providers have found more suitable to bid for.

3.5 GMCA has continued to work with the provider market to understand issues and approved a further six contract awards in October 2022 through a final commissioning round focussed on innovation.

**Current Position:**

3.6 Despite these initial challenges, the total committed expenditure on the ESF Skills for Growth Programme is currently £30m - £25.7m to the end of September 2022 with a further £4.3m forecast from the latest contract awards. This is 71.5% against the original contract value of £42m.

3.7 The SME contract (up to £7m) is on track to support more than 3,000 SMEs by March 2023 with businesses subsequently informing 11 Sector Skills Intelligence reports across frontier and foundation sectors ([Current skills gaps in Greater Manchester](#)) and also shaped plans for the commissioning of skills delivery provision to meet the contracted ESF targets.

3.8 GMCA officers are working with providers and stakeholders to maximise performance and where necessary instigate performance management measures. The pipeline forecast against the original ESF targets suggests c.82% of individuals will be supported (21k residents) individuals and 110% of SMEs (3,000) could be achievable by September 2023 set against an overall programme expenditure of £24m.

3.9 Whilst both the committed and pipeline forecast scenario don't equate to maximum drawdown, if the forecast delivery is achieved this will offer better value for money than the original contract value and minimises risk of financial clawback.

## **Next Steps**

- 3.10 GMCA is discussing options with the ESF Managing Authority (DWP) on how it can best utilise its remaining ESF funding. The intention is to align with the scope of the original bid but introducing some more flexible routes to market and ideas aligned with GM's strategic need relating to the current economic climate. The ESF Managing Authority will have to agree to any changes through a Project Change Request (PCR).
- 3.11 This PCR will also include a reprofile down to £30m as the ESF MA is currently strengthening performance management and reviewing current contracts. This reprofile will ensure that GMCA can maximise its committed contract drawdown.
- 3.12 The key risk involved will be the ability to stand up, deliver and conclude activity by September 2023 at a time when the ESF Managing Authority (DWP) is seeking to reduce the value within uncommitted and/or underperforming contracts.
- 3.13 If further and/or changes to can be agreed with the ESF Managing Authority progressed, GMCA are asked to renew the delegated authority granted to the Skills for Growth Programme in June 2020 - further renewed in September 2021.

## **4. ESF NEET and Youth Unemployment Programme**

- 4.1 Greater Manchester's ESF NEET & Youth Employment programme is delivering a personalised support programme which mitigates the impacts on: those young people most affected by the Covid-19 pandemic; those who are experiencing disadvantage, and those not engaged with other provision.
- 4.2 It is delivered through a comprehensive engagement and transition offer that will enable these young people to successfully engage in a positive learning or work destination and develop the skills and confidence to continue into a sustainable career pathway.
- 4.3 ESF funding of £10m was commissioned across two lots; one focusing on young people aged 15-19 and one focusing on young people aged 18-24 years and has been operational since January 2022. Both successful providers have involved young people in co-design of the delivery models, and have ongoing youth voice mechanisms to inform their outreach and engagement strategies.

4.4 Critical success factors identified for the programme are:

- 6000 young people to be supported
- A minimum of 45% of all participants to progress into defined education, work or skills outcome
- A minimum of 80% of all participants to complete support with an end of programme discussion and completion of exit template

### **Challenges**

4.5 The original ESF CFO application outlined a programme of three year's duration commencing during late 2020. Delays to appraisal and approval of the programme and delays due to the COVID-19 pandemic meant that procurement needed to respond to changes in demand for support for our most disadvantaged young people.

4.6 As a result the duration of the programme has been reduced from 36 months to 20 months, however at the point of commissioning we retained the original target of supporting 6,000 young people across GM.

4.7 Due to the focus on targeting our most disengaged young people, not accessing other support programmes, providers have been struggled to balance meeting the required delivery profiles whilst also delivering a high quality bespoke individual focused support mentoring offer with additional wraparound support as defined in our specification. This has been noted in the Lot 2 programme with engagement of 18-24 year old "hidden" NEET being difficult to identify and engage.

### **Current Position**

4.8 Despite the challenges outlined above, £2.8m has been drawn down to the end of September 2022.

4.9 The Lot 1 provider is on track to engage and support 3,000 young people through the life of the programme and realise its original budget. The Lot 2 provider has built a strong relationship with Job Centre Plus and Local Authorities to support identification of 18–24-year-olds in receipt of benefits or known to services but has encountered significant challenges in identifying "hidden" NEET, which makes up 50% of the target cohort.

GMCA officers are working with the Lot 2 provider to maximise performance and have instigated preliminary performance management measures. The latest delivery flightpath suggests they could support up to 2,400 GM residents – contractual target is 3,000 - being supported with c£4.2m ESF expenditure forecast to be spent.

### **Next Steps**

- 4.10 Final starts to the programme were originally profiled to end on 30<sup>th</sup> April 2023. Discussions are underway with both providers to extend this window to enable a wider number of young people to engage with the programme.
- 4.11 This action will also help to mitigate potential gaps in support pending the start of UKSPF delivery in 2023 and reflects additional evidence now available through delivery to date of the likely period of support required by young people to achieve a successful outcome.
- 4.12 Therefore, to maximise these successful outcomes – primarily progressions into formal education - GMCA would look to extend the current ESF delivery completion date by one month from 30<sup>th</sup> September to 31<sup>st</sup> October 2023.
- 4.13 These proposed changes will lead to a Project Change Request (PCR) being submitted to the ESF Managing Authority.

## **5. Summary**

- 5.1 GMCA has worked extensively to ensure it is able to utilise ESF Co-financing to support as many GM residents to gain positive outcomes including entering into sustainable employment and achieve qualifications to help them progress.
- 5.2 As detailed above, there have been significant challenges which have impacted on the delivery of our ESF contracts. Nevertheless, if the current forecast position is realised across the three ESF co-financing contracts, then a combined 59,400 GM residents will have received support through our ESF funded programmes against an original target of 64,000 (92%). Whilst also over performing on SME's supported against a target of 3,000.

- 5.3 The maximum ESF expenditure at this stage is likely to be c£71.5m against total contracted value amounting to £86.6m (82.5%). In comparison, the UK evaluation of its ESF 2007-2013 programme shows it spent £2bn of its £3bn allocation (67%).
- 5.4 GMCA is asked to note the progress, challenges and issues/risks on these programmes and the impact on maximising ESF funding investment.

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## Greater Manchester Combined Authority

Date: Friday 16<sup>th</sup> December 2022

Subject: Delivering the Bee Network: Weekly Bus Fares

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport  
and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

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### Purpose of Report

This report requests GMCA to approve the proposal, and delegate authority to the Chief Executive Officer, GMCA & TfGM, to cap weekly bus fares.

### Recommendations:

GMCA is requested to:

1. Delegate authority to the Chief Executive Officer, GMCA & TfGM to cap weekly bus fares in Greater Manchester at £21 for adults and £10.50 for children from January 2023, subject to agreement with bus operators and Greater Manchester Travelcards Limited (GMTL).
2. Note that the development of a sustainable funding model will be a key part of the annual review of the existing and proposed bus fare caps, to be undertaken in Summer 2023.

### Contact Officers

Steve Warrener, Managing Director, TfGM

[steve.warrener@tfgm.com](mailto:steve.warrener@tfgm.com)

Helen Humble, Head of Ticketing, TfGM

[helen.humble@tfgm.com](mailto:helen.humble@tfgm.com)

## Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation		
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
<b>Further Assessment(s):</b>	Equalities Impact Assessment and Carbon Assessment	
		
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.
		 Negative impacts overall.

The Bee Network is a critical enabler of Greater Manchester’s Net Zero ambitions; a truly integrated transport network across active travel and public transport will provide excellent public transport and active travel choices for all, promoting sustainable travel behavioural change through integrated spatial, digital and transport planning; and supporting the electrification of vehicles and public transport fleets.

### Risk Management

There is a risk that agreement will not be reached with GMTL for the use of their ticketing product to fulfil this initiative, however given the use of their day ticket under the current arrangements, this is considered to be a risk that can be managed.

There is a risk that ‘shadow fare’ increases are higher than forecast if inflation is higher than forecast levels. The forecast costs include risk allowances in this regard.

### Legal Considerations

The proposals for setting capped fares are, in legal terms, a general rule specifying a maximum tariff, pursuant to Article 3(2) of Regulation 1370/2007 EU (as now incorporated into UK law). This allows for an authority to specify a general rule public service obligation arrangement that specifies a maximum tariff for a class of person (or all persons) travelling on services in an area. In doing so, the requirement is that operators who are subject to that requirement are compensated for the net financial effects (positive or negative) on

costs incurred and revenues generated in complying with the tariff obligation to prevent over-compensation.

This obligation already applies in respect of the concessionary travel schemes that the GMCA already have in place, which seek to achieve a no better no worse outcome as a result of the scheme. The Capped Fare Scheme (the Scheme), which was published on 4<sup>th</sup> September 2022, is drafted based upon the principles already applied to concessionary travel. The Scheme complies with the requirements of Regulation 1370/2007 and therefore deals with competition and subsidy control issues, as well as avoiding procurement issues.

The introduction of a weekly fare cap will require a variation to the Scheme, notice of which will need to be sent to operators in December, in accordance with the terms of the Scheme and the requirements of the Transport Act 1985. The notification will be 'subject to receiving full approval from the GMCA'. The approach carries an element of risk, but this has been assessed against the perceived benefits of the introduction of the weekly fare cap in January 2023.

### ***Financial Considerations – Revenue***

Refer to section 3 of the report

### ***Financial Considerations – Capital***

N/A

***Number of attachments to the report:*** None

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

This paper will be considered by the GMCA Overview and Scrutiny Committee on Wednesday 14<sup>th</sup> December. Any comments or recommendations will be reported verbally by the Chair of GMCA Overview & Scrutiny at the Combined Authority meeting on 16<sup>th</sup> December.

### ***Background Papers***

GMCA Report - Towards the Bee Network - Network Review, Market Renewal and Bus Service Improvement Plan, 24<sup>th</sup> June 2022

GMCA Report - Delivering the Bee Network: Bus Fares, Zero Emission Buses, Bus Depots and CRSTS, 29<sup>th</sup> July 2022

### **Tracking/ Process**

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

**Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No.

**GM Transport Committee**

N/A

## **1. Introduction**

- 1.1. The Bee Network is Greater Manchester's vision for an integrated 'London-style' transport system, which will change the way people travel across the city region. This report provides a further update on progress made towards delivering the vision.
- 1.2. At its meeting in June 2022, GMCA noted the proposal to use BSIP funds to reduce bus fare in response to the cost-of-living crisis.
- 1.3. At its meeting on 29<sup>th</sup> July 2022, GMCA delegated authority to the CEO, GMCA & TfGM, in consultation with the GM Mayor, to allocate BSIP funding to reduce bus fares to a capped £2 single fare (£1 for children), and a capped £5 day ticket (£2.50 for children), from early September 2022, for an initial 12 month period, subject to agreement with Government through the BSIP Delivery Plan; and commercial agreement with local bus operators.
- 1.4. Following agreement with local bus operators and the Department for Transport, on 4<sup>th</sup> September 2022 the Scheme was published and reduced fares for singles and day tickets were introduced across GM, on an initial one-year basis.
- 1.5. In the first three months of the Scheme, uptake of the capped single and daily fares has been significant, which has been driven by both switching from more expensive products, and also by additional trip generation. The net result is that existing bus users are making savings on the cost of their bus travel whilst also attracting more occasional users to bus.

## **2. Weekly Fares Proposal**

- 2.1. Following the launch of the capped single and day fares offer, and the response to initial feedback of the scheme, and as noted at the GMCA meeting on 28<sup>th</sup> Oct 2022, TfGM has been exploring an extension of the fares cap to other ticket types such as weekly tickets.
- 2.2. The objectives of the capped fares scheme are:
  - To support bus users through the cost-of-living crisis by reducing the cost of bus travel; and
  - To grow bus patronage (and hence revenue) as part of the Market Renewal work which is seeking to ensure the sustainability of the bus market over the medium term.

- 2.3. As with the initial Scheme, any such extension of the fares offer in advance of franchising has to be developed with the local bus operators as a revision to the compensation mechanism in such a way that:
- GMCA can make a rational decision, defined as having information of sufficient quality to assure itself that the scheme delivers on objectives in a way that is affordable and represents value for money; and
  - achieves a 'no better no worse' outcome for operators and complies with the requirements of the regulations.
- 2.4. Although the Scheme is a voluntary scheme, the provisions of the Scheme require TfGM to give operators 28 days' notice of any variation to the Scheme, to allow operators the opportunity to respond and confirm whether they wish to continue to participate in the Scheme as a result of the variation.
- 2.5. In order to expedite implementation, the notification to the bus operators will be clear that it is TfGM's intention to vary the scheme (to incorporate the cap on weekly all-operator fares) following the expiry of the 28 days, "subject to receiving full approval" from the GMCA. The draft of the Scheme, when issued, will be in its 'final form variation' and will not be subject to further amendments.
- 2.6. Dialogue has commenced with Greater Manchester Travelcards Limited (GMTL), who control and promote the all-operator tickets, in order to ensure that they are aware of the intention to vary the scheme in January 2023.
- 2.7. Subject to agreement with GMTL, and their bus operator members and shareholders, the extension of the fares cap would, from January 2023, include a weekly cap of £21 for adults and £10.50 for children.
- 2.8. That would mean that, within Greater Manchester, ticket prices will be capped, such that single journeys on any local bus will cost no more than £2 for adults and £1 for children; day tickets will cost no more than £5 for adults and £2.50 for children; and weekly tickets will be capped at £21 for adults and £10.50 for children.

### **3. Costs and Funding**

- 3.1. The capped single and day fares were funded from a £68 million allocation from Greater Manchester's total BSIP allocation of £94.8 million. These costs will be

kept under continuous review, including as part of the agreed annual review referenced below.

- 3.2. The extension of the scheme to include capped weekly fares is forecast to cost in the region of £10.5 million in the period from January 2023 to March 2025. The currently forecast phasing of the expenditure is set out below

2022/23     £0.5m

2023/24     £2.0m

2024/25     £8.0m

- 3.3. To the extent that the cost of the weekly cap is not covered by further Government funding; and / or the £68 million of BSIP funding cannot also accommodate the costs of the capped weekly fares, the extension could, subject to the agreed annual review, and the agreement of GMCA, be funded from a combination of Reserves that are specifically allocated for Bus, including the Concessionary Fares Reserve.
- 3.4. The extension to include weekly fares, would take effect from January 2023 and would be subject to the same review process, in Summer 2023, as for the initial capped fares. The review will determine whether the policy is achieving its objectives (as set out above) and whether it would be affordable for GMCA to continue to hold the fares at these levels. The period to Summer 2023 will allow GMCA / TfGM to better understand and hence forecast both the ongoing costs of operating the network and future demand and revenue.

## **4. Recommendations**

- 4.1. See front sheet for recommendations.

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## Greater Manchester Combined Authority

Date: Friday 16 December 2022

Subject: Transport Capital Programme

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Eammon Boylan, Chief Executive Officer, GMCA & TfGM.

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### Purpose of Report

This report requests approval to draw-down funding for the development and delivery of schemes being funded, either in whole or in part, from Greater Manchester's City Region Sustainable Transport Settlement (CRSTS).

### Recommendations:

The GMCA is requested to:

1. Note the SOBC submission for Bury Interchange Redevelopment to DfT and HM Treasury in November 2022 as part of the retained case process and the importance of maintaining momentum on this scheme prior to Government's response;
2. Approve the drawdown of £2.6 million of CRSTS funding to facilitate the progression of the Bury Interchange Redevelopment Outline Business Case (i.e. single preferred option) activity, with the intention being that this will enable the scheme to continue to be developed (including throughout the DfT's assessment of the SOBC as a retained scheme), noting that a further update will be brought to the GMCA in due course;
3. Note and endorse that the overall Local Contribution, financed by borrowings, for the Bury Interchange Redevelopment for the current CRSTS tranche (to March 2027) is £10.8 million; and
4. Note the update on the Minor Works / Road Safety (previously ITB) funding.

## Contact Officers

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# Equalities Impact, Carbon and Sustainability Assessment:

## Equalities Implications:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The interchange proposals will provide a safe and secure, attractive, accessible transport facility designed in accordance with best practice guidance and standards to mitigate barriers for all users.	
Health	G	The interchange proposals will include a step change in active travel provision, providing a much larger and more versatile active travel hub, which will include space for cycles	
Resilience and Adaptation	G	The interchange proposals will be developed with the Travel Safe team to ensure they reduce anti-social behavior and provide a safer facility for users.	
Housing	G	The interchange proposals will act as a catalyst for Bury town centre regeneration. It will be designed to support proposed new housing developments in particular through provision of a new access to the south.	
Economy	G	The interchange proposals will provide an improved quality, safe and secure, accessible public transport facility with more capacity to encourage mode shift and provide more people with better access to employment, educational, leisure and health access across GM. The proposals support economic growth as part of the Bury town centre masterplan	
Mobility and Connectivity	G	The proposals will provide a safe, secure and accessibility facility with improved activity travel provision to promote mode shift to sustainable public transport and away from private vehicles. Improved bus, Metrolink and active travel are key components of the scheme.	
Carbon, Nature and Environment	G	The interchange proposals will ensure the highest standards are achieved with the aim to be operationally carbon neutral and minimise embodied carbon in construction. The interchange proposals will follow TfGM policy to improve biodiversity. Specific details will be developed at OBC.	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
<b>Further Assessment(s):</b>	Equalities Impact Assessment and Carbon Assessment		
 <b>Positive impacts overall, whether long or short term.</b>	 <b>Mix of positive and negative impacts. Trade-offs to consider.</b>	 <b>Mostly negative, with at least one positive aspect. Trade-offs to consider.</b>	 <b>Negative impacts overall.</b>

The redevelopment of Bury Interchange will improve safety, security and accessibility for all users including improved vertical circulation (i.e. lift, stairs and escalator provision) to resolve current capacity and reliability issues. A new southern step free footpath to Metrolink is proposed to improve access and support town centre regeneration proposals.

The proposals have been developed through engagement with a multi-disciplinary team within TfGM and Bury Council. Early engagement with the Disability Design Reference Group has taken place and the proposals have been taken through TfGM's Design Review Panel.

An EQIA has been completed with TfGM's Partnership and Engagement team and submitted as part of the Bury interchange Redevelopment SOBC.

## Climate Change Impact and Mitigation Measures:

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential		The new interchange will be a catalyst for Bury town centre regeneration supporting new housing in the area, however the scheme itself will not deliver any housing.		
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial		Commercial opportunities are planned as part of the scheme.		
Transport				
Active travel and public transport		A new active travel hub will be provided as part of the proposals and link with existing and proposed cycle routes		
Roads, Parking and Vehicle Access		The interchange will not be providing public parking		
Access to amenities		The interchange proposals will provide an improved quality safe, secure, accessible public transport facility with more capacity to encourage mode shift and provide more people with better access to employment, educational, leisure and health access across GM.		
Vehicle procurement	N/A			
Land Use				
Land use	N/A			
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

The Bury Interchange development is proposed to be operationally carbon neutral and minimise embodied carbon in construction. The scheme is following the principles of PAS 2080 and an Embodied Carbon Assessment and Project Carbon and Sustainability Management Plan have been developed as part of the SOBC.

The redeveloped interchange will encourage active travel and public transport use through a significant increase in quality of provision. It will support planned cycle network upgrades and complementary town centre “streets for all” style measures proposed by Bury Council. This enhanced package of public transport and active travel improvements will provide a catalyst for modal shift from private vehicles to sustainable modes supporting GM’s carbon neutral and right mix objectives.

## Risk Management

The recommendations of this report will directly support Bee Network scheme delivery and enable prioritised infrastructure expenditure. This will directly assist in mitigating the programme risk of not fully expending the available budget. A programme risk register is maintained and updated regularly by TfGM.

## **Legal Considerations**

Legal Delivery Agreements and legal side-letters will be produced and implemented for full scheme and development costs approvals as appropriate.

## **Financial Consequences – Revenue**

N/A

## **Financial Consequences – Capital**

Financial Consequences – Capital, are referenced in paragraphs 2.12 and 2.16 of the report.

A specific CRSTS funding drawdown of £2.6 million is requested for the development of Bury Interchange Outline Business Case (OBC).

## **Number of attachments to the report: 0**

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

N/A

## **Background Papers**

- 24 June 2022 - City Region Sustainable Transport Settlement – Final Scheme list
- 28 October 2022 - GMCA 2022/23 Capital Update – Quarter 2

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## **1. Background**

- 1.1 Delivery of the transport capital pipeline is a key enabler to achieving the Bee Network – Greater Manchester’s vision for an integrated ‘London-style’ transport system, which will change the way people travel across the city region.
- 1.2 In line with the governance arrangements agreed at the 30 September 2022 meeting of the Combined Authority, this report requests the approval of the draw-down of CRSTS funding to enable the progression of Outline Business Case (OBC) activity for the Bury Interchange redevelopment scheme.
- 1.3 The report also provides an update on the latest position in relation to the Minor Works / Road Safety (previously ITB) funding.

## **2. Funding Draw Down Requests: City Region Sustainable Transport Settlement (CRSTS)**

### **Overview**

- 2.1 At the request of HM Government, the GMCA prepared and submitted a Programme Case to the Government’s City Region Sustainable Transport Settlement (CRSTS) Fund in January 2022.
- 2.2 On 1 April 2022, the Secretary of State wrote to the GM Mayor to say that GMCA had been awarded an allocation of £1.07 billion of CRSTS funding, conditional on agreeing a final scheme list that will be subject to the GM Local Growth Assurance Framework.
- 2.3 The GMCA approved the Scheme List on 24 June 2022, which was subsequently submitted in the form of a Delivery Plan for HM Government approval during early July 2022.
- 2.4 The Secretary of State for Transport wrote to the GM Mayor on 29 July 2022, confirming acceptance of GM’s Delivery Plan.
- 2.5 On 29 July 2022, the GMCA approved the 2022/23 budget of £105.7m, including local and match contribution, subject to the Greater Manchester Local Growth (Single Pot) Assurance Framework.
- 2.6 Individual schemes are progressing through the assurance framework with over £101m of funding now having been approved by GMCA across the CRSTS Pipeline in respect of the following programmes: Local Authority core and strategic highway maintenance; Local Authority minor works and road safety schemes; Zero Emission

Bus; Quality Bus Transit and Local Authority Town Centre and Corridor (Streets for All) schemes.

- 2.7 This request to approve the draw-down of CRSTS funding to facilitate the progression of OBC activities on the Bury Interchange scheme is brought in-line with the governance arrangements approved at the 30 September 2022 meeting of the Combined Authority.

### **Bury Interchange**

- 2.8 In recent years, Greater Manchester, via TfGM acting as officer of the Greater Manchester Combined Authority (GMCA), has invested in a programme of full bus interchange redevelopments in a number of its town centres including Altrincham, Wythenshawe, Rochdale, Ashton-under-Lyne, Wigan and Bolton, as well as upgrading Radcliffe Bus Station. TfGM is currently working with Stockport Council to deliver a new, modern transport interchange in Stockport, as part of a wider mixed-use development initiative. Investing in key interchanges facilitates the integration of different modes of transport whilst also supporting wider regeneration and economic growth of key centres in Greater Manchester.
- 2.9 Bury is one of the few district centre interchanges in Greater Manchester yet to be redeveloped to modern standards. It is an aging asset (opened in 1980), with many elements having reached and surpassed their intended lifespan. Building on the success of recent interchange schemes across Greater Manchester, the redevelopment of Bury Interchange is seen as the next step in the continued transformation of Greater Manchester's interchanges to deliver a transport network fit for the 21st century. It is therefore considered essential to transform the passenger experience and bring the standard of Bury's transport offer in line with that already being provided across the wider City Region.
- 2.10 To address the above, the Greater Manchester Five Year Transport Delivery Plan (2021-2026) and Bury Town Centre Masterplan identify the redevelopment of Bury Interchange as a priority project. In particular, the Delivery Plan states that in the next five years Greater Manchester aims to complete business cases for early delivery of a redeveloped Bury Interchange. This is reconfirmed through Greater Manchester's successful bid to the City Region Sustainable Transport Settlement (CRSTS) which identifies as a priority, a transformational package of improvements to public transport passenger facilities at the interchange for bus, Metrolink and active travel which seeks to minimise embodied carbon in construction and be carbon neutral in operation. The proposals will increase operational capacity and

improve safety, security and accessibility to encourage modal shift to public transport whilst providing a catalyst for regeneration as part of the Bury Town Centre Masterplan.

- 2.11 The recently completed Strategic Outline Business Case (SOBC) for the Bury Interchange scheme acts on these commitments, representing the first stage in the scheme development process. The proposals have benefited from engagement with a multi-disciplinary TfGM project team and extensive engagement with Bury Council. The submission includes letters of support from local stakeholders including the Council, Bury North MP, Bury College, The Met and Bruntwood.
- 2.12 GMCA approved the CRSTS Scheme List on 24 June 2022 with an allocation of £63 million for the Stops and Interchanges package, within the Rapid Transit Integration programme. Whilst this includes an allowance for Bury Interchange redevelopment of up to £45 million, delivery of the full redevelopment scheme will require additional Government funding to be secured beyond the first CRSTS period (i.e. beyond March 2027), hence why the scheme is acknowledged by Government in its CRSTS funding award to GMCA (dated 1 April 2022) as a 'retained scheme'.
- 2.13 As a retained scheme – and following the undertaking of a robust independent internal review process – the SOBC was submitted to DfT for consideration on 16 November 2022.
- 2.14 In line with the agreed CRSTS assurance arrangements, the Bury Interchange redevelopment scheme has been subject to a CIFTER assessment and as a result it has been determined that this scheme will be subjected to Gateway-led business case reviews at Programme Confirmation (SOBC); Conditional Approval (OBC); Full Approval (FBC); and Close Out stages.
- 2.15 In line with the local assurance framework, the Bury Interchange SOBC has now completed the Programme Confirmation review stage, demonstrating the appropriate strategic case, value for money and deliverability for the current stage of development.
- 2.16 As such, GMCA is requested to:
  - a. Note the SOBC submission to DfT and HM Treasury in November 2022 as part of the retained case process and the importance of maintaining momentum on this scheme prior to Government's response;
  - b. Approve the drawdown of £2.6 million of CRSTS funding to facilitate the progression of Outline Business Case (i.e. single preferred option) activity, with the intention being that this will enable the scheme to continue to be developed

(including throughout the DfT’s assessment of the SOBC as a retained scheme), noting that a further update will be brought to the GMCA in due course; and

- c. Note and endorse that the overall Local Contribution, financed by borrowings, for the project for the current CRSTS tranche (to March 2027) is £10.8 million.

### 3. Minor Works / Road Safety (previously ITB funding) Update

- 3.1 At the 25 March 2022 GMCA meeting, approval was given to delegate to the Chief Executive Officer, GMCA and TfGM, the agreement of an interim funding award to ensure that those elements of the CRSTS programme that require funding from April 2022 were able to draw down funds. These funds related specifically to Minor Works / Road Safety and Core Highway Maintenance, which have been subsumed into the CRSTS funding.
- 3.2 At its meeting on 29 July 2022, GMCA then approved the addition to the 2022/23 Capital Programme forecast expenditure of £16.3m for Minor Works / Road Safety (previously ITB funding) funded from the GM allocation from CRSTS). Funding was allocated between TfGM and each district. The TfGM funding of £8.15m has been prioritised to part fund the ongoing programme of safety critical Metrolink works. The prioritisation of the district funding was undertaken separately by each authority as set out in the table below.

District	CRSTS / ITB allocation 22/23 (£'000)	Proposed spend areas
<b>Bolton</b>	£829	Measures to support GM ‘Road Danger Reduction (RDR) Strategy’ - e.g. school crossings and extension of the scope of Farnworth ‘Streets For All’ scheme
<b>Bury</b>	£543	Accident hotspot measures at 10 locations across the Borough
<b>Manchester</b>	£1,685	Road safety measures across the city: crossings, schools, speed limits
<b>Oldham</b>	£707	Safety schemes at junctions (pedestrian refuges, signalisation, relining), school safety zones,
<b>Rochdale</b>	£652	Local Safety Schemes, Pedestrian Crossings, Walking and Cycling Infrastructure, Local Transport Priorities (TRO’s etc.)
<b>Salford</b>	£796	Accident Investigation, junction upgrades, new and improved pedestrian facilities, anti-skid,

<b>District</b>	<b>CRSTS / ITB allocation 22/23 (£'000)</b>	<b>Proposed spend areas</b>
		minor safety improvements, traffic calming and TRO's.
<b>Stockport</b>	£791	Local Safety Scheme - pedestrian crossings, 20mph areas, school safety Walking and Cycling Infrastructure, Local Transport Priorities (TRO's etc.)
<b>Tameside</b>	£631	Road safety schemes / initiatives (although this still needs to go through TMBC governance)
<b>Trafford</b>	£607	Support for an active travel schemes A56, street lighting renewals, 20mph schemes.
<b>Wigan</b>	£908	Small-scale local safety schemes (controlled road crossings, minor safety works and traffic regulation orders)

## **4. Recommendations**

4.1 The recommendations are set out at the front of the report.

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**

## Greater Manchester Combined Authority

Date: Friday 16<sup>th</sup> December 2022

Subject: Greater Manchester Active Travel Programme

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

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### Purpose of Report

To seek approval of the delivery funding requirements for the Manchester to Chorlton Area 3, and GM Spot-Speed Safety Camera schemes, through the Mayor's Challenge Fund (MCF) Cycling and Walking programme.

### Recommendations:

The GMCA is requested to:

1. Approve the release of up to £7.209 million of MCF delivery funding for the Manchester to Chorlton Area 3 scheme; and
2. Approve the release of up to £3.451 million of MCF delivery funding for the GM Spot-Speed Safety Camera scheme.

### Contact Officers

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Richard Nickson	Cycling and Walking Programme Director	<a href="mailto:Richard.Nickson@TfGM.com">Richard.Nickson@TfGM.com</a>

## Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The Active Travel Fund programmes will deliver the Active Travel Bee Network, enhancing access by foot and cycle to services, local centres and opportunities.	
Health	G	The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements. The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements The scheme proposed for delivery in full will provide the infrastructure required to support and enable active, healthy travel - supporting both physical and mental health improvements The scheme proposed for full approval and subsequent delivery will provide high quality cycling and walking infrastructure in support of access to services, including healthcare.	
Resilience and Adaptation			
Housing			
Economy			
Mobility and Connectivity	G	The Active Travel capital programme will deliver the Active Travel Bee Network, enhancing access and connectivity by foot and cycle to services, local centres and opportunities. The Active Travel Capital programme will deliver the Active Travel Bee Network, enhancing access and connectivity by foot and cycle to services, local centres and opportunities.	
Carbon, Nature and Environment	G		
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Carbon Assessment		
			
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.	Negative impacts overall.

### Equalities Implications:

The schemes, which are developed and delivered through Greater Manchester's Active Travel Capital Programme, are subject to detailed local engagement and consultation to ensure that the needs of all users are considered in producing designs which provide equity of access. All scheme proposals also undergo a detailed design assurance process which takes into account national design guidance as well as Greater Manchester's own interim cycling and walking design guidance, which itself has been the subject of discussion with TfGM's Disability Design Reference Group.

### Climate Change Impact Assessment and Mitigation Measures –

The Mayor's Cycling and Walking Challenge Fund programme has been designed to support and expedite delivery of a network which is designed to facilitate a switch from a mechanised mode to walking or cycling, which will see a reduction in both local pollutants and greenhouse gases. By 2040 130,000 daily trips are expected to switch to cycling and walking from private car and taxi use. This equates to around 735,000 less vehicle kilometres being driven per day, with the resultant environmental benefits.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access	N/A	Full approval of the MCF schemes set out in this report will enable both the design and delivery of active travel routes as part of the Bee Active Network - including the creation of new and the extension and improvement of existing.
Access to amenities		
Vehicle procurement	N/A	Full approval of the MCF schemes set out in this paper will enable both the design and delivery of active travel routes as part of the Bee Network - including the creation of new and the extension and improvement of existing.
Land Use		
Land use		
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

## Risk Management

The recommendations of this report will directly support MCF scheme delivery and enable prioritised infrastructure spend. This will directly assist in mitigating the programme risk of not fully expending the available budget. A programme risk register is maintained and updated by the TfGM MCF programme team.

## Legal Considerations

Legal Delivery Agreements and legal side-letters will be produced and implemented for full scheme and development cost approvals as appropriate.

## Financial Consequences – Revenue

Manchester to Chorlton Area 3 – Ongoing maintenance will be undertaken by Manchester City Council as the Local Highway Authority.

Spot-Speed Safety Cameras – Ongoing maintenance will be undertaken by the preferred supplier, and funded through income over expenditure from the Safer Roads Greater Manchester (SRGM) Partnership's 'DriveSafe' function.

## **Financial Consequences – Capital**

Financial consequences are set out in section 2 of this report.

**Number of attachments to the report: No attachments**

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

N/A

## **Background Papers (last 12 months)**

- 26 November 2021 – Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 11 February 2022 – GMCA Revenue and Capital Programme Budget 2022/23
- 11 February 2022 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 25 March 2022 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 27 May 2022 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 29 July 2022 - Mayor’s Challenge Fund Cycling and Walking Financial Approvals
- 12 August 2022 – GMTC: Active Travel Progress and Programme Update
- 30 September 2022 - Greater Manchester Active Travel Programme
- 28 October 2022 – Greater Manchester Active Travel Programme
- 25 November 2022 – Delivering the Bee Network, Active Travel Programme Update

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

# 1. Background

- 1.1 On 29 March 2018, GMCA agreed to allocate £160 million of Greater Manchester's £243 million Transforming Cities Fund (TCF) to develop a Mayor's Cycling and Walking Challenge Fund (MCF). The fund had an initial four-year timeframe, running until the end of 2021/22.
- 1.2 The fund is being used to deliver the first phase of the Bee Active Network, which is the walking, wheeling and cycling element of the wider Bee Network, which will transform Greater Manchester's transport system. The Bee Active Network, once complete, will cover circa 1,800 miles and be the longest, integrated, planned network in the country connecting every neighbourhood of Greater Manchester. The initial network plan was contained in Greater Manchester's cycling and walking infrastructure proposal (adopted by GMCA in June 2018), as part of a GM Streets for All highways improvement programme.
- 1.3 On 29 June, 28 September, 14 December 2018 and 29 March, 28 June, 29 November 2019, GMCA sequentially approved Tranches 1 to 6 of the Mayor's Cycling and Walking Challenge Fund, granting schemes Programme Entry. In total this comprised 82 cycling and walking schemes with a forecast MCF funding requirement of £358.5 million, and a forecast overall value of £492.7 million, including local contributions. This figure excludes Programme Management costs.
- 1.4 Following the over-programming of the MCF and the creation of an infrastructure pipeline, on the 5 May 2020 GMCA approved the first phase of Bee Network delivery, based on identified District priorities. This phase has a forecast value of £216.5 million.
- 1.5 The additional c£66.5 million of funding required to deliver the overprogrammed element of the first phase of the Bee Network delivery is being sought from additional funding sources, including an allocation from the City Region Sustainable Transport Settlement, with future pipeline funding planned from the national Active Travel Fund pot (managed by the Department for Transport, supported by Active Travel England).
- 1.6 In addition, and in accordance with Local Transport Note 1/20, all future Highway schemes will be required to provide for active travel, including in particular the Streets programme within GM's proposed City Region Sustainable Transport Settlement programme, and notably the delivery of bus priority routes and multi-modal corridors.

- 1.7 This report recommends delivery funding approval for 2 capital infrastructure schemes, which are being progressed through the Mayor's Challenge Fund for Walking and Cycling.

## **2. MCF Full Scheme Approval**

- 2.1 Following Programme Entry, Local Authority partners can proceed with the development of their schemes, including progressing the necessary powers and consents, prior to obtaining either Conditional Approval and/or Full Approval of their scheme Business Cases.
- 2.2 The two recommendations set out below were endorsed by the Active Travel Programme Board on the 1<sup>st</sup> December 2022, for subsequently funding approval at GMCA.

### **GM Safety Cameras, Spot-Speed**

- 2.3 Having previously received MCF Programme Entry in June 2019, the GM Spot-Speed Safety Camera project will enable the renewal and replacement of 91 ageing spot-speed cameras across Greater Manchester, with modern, Home Office Type Approved (HOTA) camera installations, via the appointment of a preferred provider to supply, install and maintain the cameras for a period of up to 5 years (with the option of a further 2). A second future phase to the Safety Camera project will secure a provider for the installation and maintenance of a series of average-speed cameras across GM.
- 2.4 Around seventy-five per cent of the replacement camera locations are to be positioned on the Active Travel Bee Network. The replacement cameras have additional functionality in being capable of bi-directional enforcement, which will expand the 'zone of influence' for speed reduction as the existing assets are only capable of enforcing in one direction
- 2.5 The Spot-Speed camera project was subject to a full business case review, which concluded that it fulfilled the required five-case Green Book criteria (Strategic, Economic, Management, Financial and Commercial). The scheme is forecast to return a low value for money, however there are also a number of wider non-monetised benefits envisaged, including environmental and mode-shift considerations.
- 2.6 GM Spot-Speed Cameras is now recommended for Full Approval, which will enable contract award to the preferred supplier. The Spot-Speed Camera project requires a

total MCF funding contribution of £3,451,000, which includes £235,000 of previously approved development costs.

### **Manchester to Chorlton, Area 3**

- 2.7 Having previously received MCF Programme Entry for the whole Chorlton Cycleway, MCC's Area 3 scheme will complete full delivery of the scheme and is the third of four areas to be delivered through the MCF Programme, with Area 1 having been delivered using Cycle City Ambition Grant funding.
- 2.8 Whilst the full Chorlton Cycleway scheme will connect Chorlton with Manchester City Centre by means of a continuous cycle route, Area 3 will provide a key section from Seymour Grove to Sandy Lane, including Brooks Bar junction – and comprises 2.9km of the overall 5km long scheme. The scheme also provides 4 Cycle Optimised Protected Signal junctions (CYCLOPS), 11 cycle bypasses at bus stops, new and improved crossing facilities and extensive sustainable urban drainage systems.
- 2.9 Chorlton Area 3 was subject to a MCF Major scheme full business case review, which concluded that it fulfilled the required five-case criteria (Strategic, Economic, Management, Financial and Commercial). In isolation the scheme is forecast to return a low value for money owing to the costs associated with 4 major junction upgrades, however when taken as the full corridor, the Cycleway represents a medium value for money return.
- 2.10 Manchester to Chorlton Area 3 is now recommended for Full Approval and subsequent delivery, requiring a total MCF contribution of £7,208,223, which represents the full delivery cost (for Area 3).
- 2.11 Full Approval of the funding required for these 2 schemes would result in a total of 44 MCF work packages having secured full funding approval, with an associated total full approval commitment of £104,587,459 of MCF funding.

## **3. RECOMMENDATIONS**

- 3.1 The recommendations are set out at the front of the report.

**Eamonn Boylan**

**Chief Executive Officer, GMCA & TfGM**

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## Greater Manchester Combined Authority

Date: 16<sup>th</sup> December 2022

Subject: GM Investment Framework, Conditional Project Approval

Report of: Councillor David Molyneux, Portfolio Lead for Investment and Resources and Steve Wilson, Portfolio Lead Chief Executive for Investment

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### Purpose of Report

This report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval for a loan to Erlson Precision Holdings Limited (“Erlson”) and an investment into Miribase Limited (“Shopblocks”). The investments will be made from recycled funds.

Further details regarding the investments are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

### Recommendations

The GMCA is requested to:

1. Approve the loan facility of up to £400,000 to Erlson Precision Holdings Limited.
2. Approve the equity investment of up to £300,000 into Miribase Limited.
3. Delegate authority to the Combined Authority Treasurer and Combined Authority Monitoring Officer to review the due diligence information in respect of the above investments, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investments, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments noted above.

### Contact Officers

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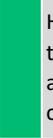
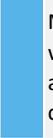
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# Equalities Impact, Carbon and Sustainability Assessment

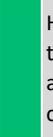
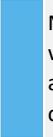
## A) Erlson Precision Holdings Limited

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	Investment supports advanced manufacturing jobs in GM, and exporting of high precision parts.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target	N/A	
<b>Further Assessment(s):</b>	Equalities Impact Assessment	
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment		
<b>Overall Score</b>	<input type="text"/>	
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
<b>Transport</b>		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
<b>Land Use</b>		
Land use	N/A	
	No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.
	Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.
	Not best practice and/ or insufficient awareness of carbon impacts.	

## B) Miribase Limited

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	Investment supporting technology and developer jobs in Stockport, and the upskilling & training of young people.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		N/A
<b>Further Assessment(s):</b>		Equalities Impact Assessment
	Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.
	Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New Build Commercial/Industrial	N/A	
<b>Transport</b>		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
<b>Land Use</b>		
Land use	N/A	
	No associated carbon impacts expected.	 High standard in terms of practice and awareness on carbon.
	Mostly best practice with a good level of awareness on carbon.	 Partially meets best practice/ awareness, significant room to improve.
	Not best practice and/ or insufficient awareness of carbon impacts.	

## **Risk Management**

The investments recommended in this paper will be governed under the existing investment framework which includes several levels of review and ongoing monitoring of performance.

## **Legal Considerations**

The legal agreements will be based upon the existing templates for the GM Investment Fund, amended for the specific requirements of the individual funding arrangements.

## **Financial Consequences – Revenue**

The proposed investment will be made from recycled funds.

## **Financial Consequences – Capital**

The proposed investment will be made from recycled funds.

## **Number of attachments to the report**

None.

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

None.

## **Background Papers**

None.

## **Tracking/ Process**

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

Yes

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No.

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

# 1. Introduction/Background

## 1.1. Background:

1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Core Investment Fund allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.

1.1.2. This assessment incorporated:

- an appraisal by the GM Core Investment Team; and
- a review by a sub-group of GM Chief Executives.

## 2. Investments Recommended for Approval in Principle

### 2.1. Erlson Precision Holdings Limited, Trafford

#### **Sector: Advanced Manufacturing**

2.1.1. The business case in respect of a £400,000 loan facility to Erlson Precision Holdings Limited ("Erlson") has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.

2.1.2. Erlson is a manufacturer of precisely engineered parts for use in various industries including truck & car engines and aeroplanes.

2.1.3. The loan will support the business as it seeks to grow and diversify revenue, and support 100 jobs in Altrincham, Trafford.

2.1.4. Further details regarding the loan are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

## **2.2. Miribase Limited, Stockport**

### **Sector: Digital & Creative**

- 2.2.1. The business case in respect of a £300,000 equity investment as part of a total funding round £1,250,000 into Miribase Limited (trading as “Shopblocks”) has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.
- 2.2.2. This 3<sup>rd</sup> investment round will follow GMCA investments of £335,000 and £400,000 in November 2019 and October 2021 respectively.
- 2.2.3. Shopblocks is a SaaS business (Software as a Service), building & maintaining fully integrated ecommerce platforms for a wide range of businesses.
- 2.2.4. The investment will fund the growth of the team to deliver the e-commerce platform to a growing pipeline of Business to Business enterprises.
- 2.2.5. Shopblocks currently has 24 employees, and is forecast to grow to 70 over the next 3 years.
- 2.2.6. Further details regarding the investment are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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