

## GREATER MANCHESTER COMBINED AUTHORITY

**DATE:** Friday, 27th October, 2023

**TIME:** 10.30 am

**VENUE:** Council Chamber, Bury Town Hall, Knowsley Street,  
Bury, BL9 0SW

### 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 29 September 2023** 5 - 22

To consider the approval of the minutes of the meeting held on 29 September 2023.
5. **GMCA Resources Committee - 29 September 2023** 23 - 26

To approve the minutes of the GMCA Resources Committee held on 29 September 2023.

<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. GMCA Overview and Scrutiny Committee - 27 September 2023** 27 - 38

To note the minutes of the GMCA Overview and Scrutiny Committee held on 27 September 2023.

**7. Bee Network Committee - 28 September 2023** 39 - 48

To note the minutes of the Bee Network Committee held on 28 September 2023.

**8. Greater Manchester Waste and Recycling Committee - 11 October 2023** 49 - 60

To note the minutes of the Greater Manchester Waste & Recycling Committee held on 11 October 2023.

**9. Greater Manchester Race Equality Strategy** 61 - 78

Report of Councillor Arooj Shah, Portfolio Lead for Equalities and Communities.

**10. Implementation of Greater Manchester Voluntary, Community, Faith and Social Enterprise Accord and a Fair Funding Protocol** 79 - 100

Report of Councillor Arooj Shah, Portfolio Lead for Equalities and Communities.

**11. Homelessness Update 2023** 101 - 124

Report of Salford City Mayor, Paul Dennett, Portfolio Lead for Homelessness.

- 12. Greater Manchester Strategy Progress Report - Autumn 2023** 125 - 174

Report of Andy Burnham, Mayor of Greater Manchester.

- 13. GMCA Revenue Update Quarter 2 2023/24** 175 - 194

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

- 14. GMCA Capital Update Quarter 2 2023/24** 195 - 212

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

- 15. UKSPF - E22 SME Workspace - Project Change** 213 - 220

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

- 16. Ashton Growth Corridor: Proposed Mayoral Development Zone** 221 - 240

Report of Andy Burnham, Mayor of Greater Manchester.

- 17. Electric Vehicle Charging Tariff** 241 - 246

Report of Paul Dennett, Deputy Mayor of Greater Manchester.

- 18. 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**

<b>19.</b>	<b>Tranche 3 Bus Procurement</b>	<b>3</b>	<b>247 - 254</b>
	Report of Andy Burnham, Mayor of Greater Manchester.		

<b>Name</b>	<b>Organisation</b>	<b>Political Party</b>
Councillor Arooj Shah	Oldham Council	Labour
Councillor Tom Ross	Trafford	Labour
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
City Mayor Paul Dennett	Salford City Council	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Bev Craig	Manchester CC	Labour
Councillor Nicholas Peel	Bolton 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 23 October 2023 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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## 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

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 29TH SEPTEMBER 2023 AT THE BANQUETING  
SUITE, LEIGH SPORTS VILLAGE**

**PRESENT**

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bolton	Councillor Nicholas Peel
Bury	Councillor Eamonn O'Brien
Oldham	Councillor Arooj Shah
Manchester	Councillor Bev Craig
Rochdale	Councillor Neil Emmott
Stockport	Councillor Mark Roberts
Tameside	Councillor Ged Cooney
Trafford	Councillor Tom Ross
Wigan	Councillor David Molyneux

**ALSO IN ATTENDANCE:**

Bolton	Councillor Nadim Muslim
Rochdale	Councillor Janet Emsley
Salford	Councillor John Merry

**OFFICERS IN ATTENDANCE:**

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Exec Director of Policy & Strategy	Simon Nokes
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
GMCA Director of Governance & Scrutiny	Julie Connor
GMFRS Chief Fire Officer	Dave Russel

GMFRS Deputy Chief Fire Officer	Ben Norman
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	James Binks
Oldham	Harry Catherall
Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Sylvia Welsh
GMCA	Lee Teasdale
NHS	Claire Norman

**GMCA 160/23      APOLOGIES**

That apologies be received and noted from City Mayor Paul Dennett (Salford), Councillor Mark Hunter (Stockport) & Joanne Roney (Manchester).

**GMCA 161/23      CHAIRS ANNOUCEMENTS AND URGENT BUSINESS**

The Mayor of Greater Manchester, Andy Burnham, provided an update following the launch of Tranche 1 of the Bee Network on Sunday 24<sup>th</sup> September. The launch had been successful, with an enormous programme of work having taken place at the depots on the Saturday night to transfer over the IT systems, radios, and branding. Tribute was paid to the Transport for Greater Manchester (TfGM) officers who had worked on the changeover led by Chief Executive Officer, GMCA & TfGM Eamonn Boylan. Thanks were also given to Diamond and Go North West who had worked closely with TfGM during the transition. It was also advised that the new app and

ticketing options were now available, effectively introducing 20% savings across the entire region.

Members welcomed the scope that would now be opened up to allow residents to work with their councillors to suggest and propose bus routes that worked best for them through their local respective Bee Network structures.

The Mayor of Greater Manchester, Andy Burnham, provided an update on the current issues around the potential cancellation of the Manchester-Birmingham arm of High Speed 2 (HS2). The loss of HS2 to Manchester would be hugely detrimental to the region, not only impacting strong north to south connectivity, but also the viability of strong west to east lines across the north. The Mayor , together with Cllr Bev Craig, have written to the Prime Minister asking for an audience with him during the Conservative Conference in Manchester to seek further clarity on the decision being taken and the reasons for it.

Deputy Mayor, Kate Green, was invited to provide an update on the ongoing Baird Review. The review had been commissioned over the summer following the reporting by Sky News of a number of serious allegations made by three women whilst in Greater Manchester Police (GMP) custody suites. Dame Vera Baird was in the process of investigating the circumstances of the cases and the way in which wider lessons needed to be learned about the treatment of women and girls , when in police custody. It was advised that prior to the review an improvement programme had already commenced across the estate of GMP custody suites following recommendations made by a HM Chief Inspectors report earlier in the year. It was expected that a follow up visit would be made towards the end of 2023.

Dame Baird had met with a number of people who had sought to share their experiences of GM custody, including some of the women who had shared their stories in the media, and remained on track to produce her report towards the end of the year. However, there was still a window of opportunity for anyone who wished to share their experiences of custody to come forward, and it was asked that they do so within the next two weeks.

**RESOLVED /-**

1. That the update following the introduction of Tranche 1 of the Bee Network on Sunday 24<sup>th</sup> September 2023 be received.
2. That the update on the current issues around HS2 be received.
3. That it be noted that the Mayor was seeking an audience with the Prime Minister to gain further clarity on the HS2 line to Manchester proposals.
4. That the Deputy Mayor's update on the ongoing Baird Review be noted.
5. That it be requested that any persons who wished to engage with the Baird Review and had not already done so, to make contact within the next two weeks.

#### **GMCA 162/23      GMFRS FIRE COVER REVIEW**

Deputy Mayor, Kate Green, together with Chief Fire Officer (CFO) Dave Russel and Deputy CFO Ben Norman were to provide the outcomes of the recent Greater Manchester Fire & Rescue Service (GMFRS) Fire Cover Review.

The review had taken place as required by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) every four years, to ensure that the fire resources currently in place were as best matched to the requirements of the city region as possible. Ensuring that the right equipment was in the right place at the right time, with a recognition that the areas of most demand did shift over time.

The public and staff consultation process had commenced on 5<sup>th</sup> June for a period of 11 weeks, and it had been made clear from the outset that this was a truly engaged process that sought to listen to the voices of colleagues and local communities. In excess of 830 responses had been received throughout the process, and the wider engagement process had also involved attendance at local scrutiny meetings, sessions with local MPs and councillors, and in-person local events held in the areas

at most risk of day crewing systems being introduced. The headline outcomes following the consultation exercise were detailed as follows:

- Introduce additional wholetime fire engine at Manchester Central Community Fire Station – taking the total fleet from 50 to 51 pumps.
- Invest an additional £340k in Prevention and Protection activities – targeting more resources to keeping people safe from emergencies before they happen.
- Implement Enhanced Rescue Station proposals at Leigh and Ashton Community Fire Stations – strengthening the ability to respond to increasing numbers of complex emergencies.
- Implement all proposals from the Strategic Review of Special Appliances – Implementing new technologies and ensuring specialist technical equipment is best located for where it is most needed across the city-region.
- Crews will continue to be based on station 24/7 and day crewing arrangements will not be progressed at Sale and Offerton fire stations.

Chief Fire Officer, Dave Russel, stated that the results of the review represented a very positive outcome for GMFRS and the communities it served. The Service will be stronger and more resilient as a result of these changes.

Thanks were expressed to CFO Dave Russel, DCFO, Ben Norman, and all staff at GMFRS who had been involved in the review and brought it to a successful conclusion.

#### **RESOLVED /-**

1. That the GMCA notes that the GMFRS Fire Cover Review outcomes constitute a Mayoral Decision.
2. That the verbal update on outcomes of the GMFRS Fire Cover Review be received and noted. With the proposals highlighted as follows:
  - Introduce additional wholetime fire engine at Manchester Central Community Fire Station – taking the total fleet from 50 to 51 pumps.

- Invest an additional £340k in Prevention and Protection activities – targeting more resources to keeping people safe from emergencies before they happen.
- Implement Enhanced Rescue Station proposals at Leigh and Ashton Community Fire Stations – strengthening the ability to respond to increasing numbers of complex emergencies.
- Implement all proposals from the Strategic Review of Special Appliances – Implementing new technologies and ensuring specialist technical equipment is best located for where it is most needed across the city-region.
- Crews will continue to be based on station 24/7 and day crewing arrangements will not be progressed at Sale and Offerton fire stations.

**GMCA 163/23      DECLARATIONS OF INTEREST**

**RESOLVED /-**

That there were no declarations of interest made in relation to any item on the agenda.

**GMCA 164/23      MINUTES OF THE GMCA MEETING HELD ON 28 JULY 2023**

**RESOLVED /-**

That the minutes of the GMCA meeting held on 28 July 2023 be approved as a correct record.



**GMCA 165/23            MINUTES OF THE GMCA RESOURCES COMMITTEE  
MEETING HELD ON 28 JULY 2023**

**RESOLVED /-**

That the minutes of the GMCA Resources Committee meeting held on 28 July 2023 be approved as a correct record.

**GMCA 166/23            MINUTES OF THE GMCA AUDIT COMMITTEE MEETING HELD  
ON 20 SEPTEMBER 2023**

**RESOLVED /-**

That the minutes of the GMCA Audit Committee meeting held on 20 September 2023 be noted.

**GMCA 167/23            MINUTES OF THE GMCA OVERVIEW AND SCRUTINY  
COMMITTEE MEETINGS HELD ON 26 JULY & 16 AUGUST  
2023**

**RESOLVED /-**

1. That the minutes of the GMCA Overview & Scrutiny Committee meetings held on 26 July & 16 August 2023 be noted.
2. That it be noted that as part of the Trailblazer Devolution Deal, parallel scrutiny arrangements with members of parliament were being finalised, and that work would take place to ensure that these arrangements compliment the work of the existing GMCA Overview and Scrutiny Committee.

**GMCA 168/23            MINUTES OF THE GREATER MANCHESTER BUSINESS  
BOARD MEETINGS HELD ON 19 JULY & 19 SEPTEMBER  
2023**

**RESOLVED /-**

That the minutes of the Greater Manchester Business Board meetings held on 19 July & 19 September 2023 be noted.

**GMCA 169/23          MINUTES OF THE BEE NETWORK COMMITTEE HELD ON 27 JULY 2023**

**RESOLVED /-**

That the minutes of the Bee Network Committee meeting held on 27 July 2023 be noted.

**GMCA 170/23          APPOINTMENTS TO GREATER MANCHESTER BODIES**

**RESOLVED /-**

1. That the appointment of Councillor Imran Rizvi (Bury) as a member of the GMCA Overview & Scrutiny Committee be approved.
2. That the appointment of Councillor Nathan Boroda (Bury) and Councillor Mohammed Iqbal (Bolton) as substitute members of the GMCA Overview & Scrutiny Committee be approved.
3. That the appointment of Councillor Elliot Moss (Bury) to the GM Joint Clean Air Scrutiny Committee be noted.

**GMCA 171/23          COST OF LIVING AND ECONOMIC RESILIENCE**

Councillor Bev Craig, Portfolio Lead for Economy & Business, and Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, were invited to provide an update on the cost-of-living pressures faced by residents and businesses in Greater Manchester, and some of the measures being put in place by the GMCA and partners to respond to this as another winter period approached.

In terms of the business community, uncertainty remained high. Whilst improvements were gradually being seen in inflation, this had yet to transfer over in terms borrowing or elements such as energy and staffing costs. However, there was positivity that the worst-case scenarios posited last year in terms of redundancies and bankruptcies had largely been averted. Thanks were recorded to the Growth Company for the work they had been undertaking with businesses in the region throughout this period. There were concerns that businesses were having to expand mental health support for staff and adapting food offers during shifts due to the inability of staff to access good quality food elsewhere.

Headlines from the latest residents' survey and the cost-of-living dashboard were detailed. The survey had found that seven in every ten residents were still suffering significantly from the cost-of-living crisis. ONS data had also shown that Greater Manchester residents were suffering the impacts of the crisis more acutely than other areas of the country with 1 in 3 feeling acute financial pressure compared to 1 in 4 across the country as a whole.

The importance of costs coming down was emphasised. Stopping inflation rising would not solve the crisis, as people were already well past the point where everyday goods and services were affordable, and wages were not rising in line with these increased costs.

#### **RESOLVED /-**

That the latest assessment and emerging response be noted.

#### **GMCA 172/23      GREATER MANCHESTER EQUALITY PANELS ANNUAL REPORT**

Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, presented a report that summarised the activity and impact of the Greater Manchester Equality Panels through their individual Annual Reports 2022-23.

The great work of the Panels and how they positively impacted dialogue was highlighted. It was noted, however, that as these Panels were non-statutory and advisory without direct decision-making powers, the vital role of portfolio leads

continued to interact with these Panels in a genuine way to ensure that their advice was meaningfully implemented.

## **RESOLVED /-**

1. That the Annual Reports provided by the Disabled People's Panel, Youth Combined Authority, Women and Girls Equality Panel, Race Equality Panel, Faith and Belief Panel Advisory Panel, Older Peoples Equality Panel and LGBTQ+ Equality Panel be noted.
2. That the commitment of all Portfolios to proactively engage with Equality Panels (individually or collectively) on issues that impact communities-of-identity be endorsed.

## **GMCA 173/23      TOWARDS AN INTEGRATED TECHNICAL EDUCATION, SKILLS AND WORK CITY-REGION**

Councillor Eamonn O'Brien, Portfolio Lead for Technical Education, Skills and Work, presented a report setting out the ambition of a Technical Education, Skills & Work (ESW) city region within the wider proposed Governance structure to take forward the whole ESW agenda and devolution trailblazer.

The vision for the ESW was to give residents in the city region (particularly younger people) clarity, quality and equality of choice as they proceeded through the education system. The current system was clearly weighted towards the academic route through education, and the ESW sought to lift the value of technical education routes into work and see it placed on a level footing.

It was emphasised that this was not about discouraging young people from entering university, but instead about ensuring choice and the broadening of opportunities available to as wide a set of people as possible. This would initially be enabled through the Manchester Baccalaureate which would provide a clearly defined pathway for a post-16 technical route.

The delivery of this system would require appropriate governance, and the report outlined how the existing governance would be stepped down and replaced by an employer led governance system rooted in the needs of the Greater Manchester economy. It was requested that all districts encourage local businesses to engage with the boards being inaugurated to ensure that the governance was as meaningful and impactful as possible. There would also be a series of thematic boards looking at what truly embodied good skills and fair & accessible employment. Standing at the top of the governance system would be a Joint Oversight Board, this would be the Board through which the GMCA would partner with relevant government partners to deliver the necessary change.

Recent polling had shown 60% support for the Manchester Baccalaureate plans amongst the Greater Manchester public, which was a huge indication of the willingness to embrace this new approach.

#### **RESOLVED /-**

1. That the update and proposed next steps be noted and endorsed.
2. That the proposals for new governance arrangements for GMCA's Education, Skills and Work portfolio, including the development of the Joint Oversight Board (JOB) with central government, in line with the Trailblazer Devolution Deal, and the proposed operation of a 'shadow' JOB ahead of full implementation in early 2024, be approved.
3. That the standing down of current Employment Skills and Work (ESW) governance be approved – primarily the Employment & Skills Advisory Panel (ESAP), with thanks for members' contributions to date.
4. That the establishment of a GMCA ESW Executive Member portfolio leads' forum, comprising the ten portfolio leads (e.g. Work & Skills or equivalent) be approved, with Leaders invited to nominate their relevant Executive Member portfolio lead.

5. That the progress of the Local Skills Improvement Fund (LSIF) application and delegate initial sign off for the submission to the Portfolio Leader for Technical Education, Skills & Work be noted.
6. That all individual districts be requested to engage with their local businesses to encourage involvement with the new ESW governance arrangements.

**GMCA 174/23      PUBLIC SWITCHED TELEPHONE NETWORK (PSTN)  
SWITCHOVER**

Councillor Nick Peel, Portfolio Lead for Digital, presented a report that highlighted changes in the UK telecoms infrastructure that would impact a significant number of people and organisations across the city region.

The network was due to be switched off and an internet connection would be needed to run any landline telephone number. This would inversely affect older people in the region and there was significant concern that the impact of this changeover was not yet being appropriately disseminated through communications and media channels., therefore furthering the risk of isolation and being 'left behind'.

An issue with the communications element, was that the government had asked that this be an industry led switchover, and whilst people were receiving calls offering them a free switchover, many people were understandably believing these to be scam callers.

The report recommended that the government be requested to take more of a coordinating role, particularly in terms of awareness and public relations, and that they also help housing providers with the capital they will need to provide new equipment. A working group would be established within Greater Manchester to help with locally led interventions.

**RESOLVED /-**

1. That the report and progress towards supporting PSTN switchover in GM be noted.

2. That support be given to advocating that the Government should play a stronger and more active role in the PSTN switchover.
3. That the need to ensure that public sector organisations and their partners were undertaking appropriate steps to upgrade or mitigate be endorsed.
4. That the work between local authorities and industry to identify vulnerable households and the request that no-one is disconnected by industry until a suitable alternative connection is available be supported.
5. That the establishment of a GM PSTN Switchover working group to coordinate activity and communication, in partnership with ISPs and Local Authorities be endorsed.

**GMCA 175/23      BUSINESS PLAN FOR THE INTEGRATED WATER  
MANAGEMENT PLAN TO 31 MARCH 2024**

Mayor of Greater Manchester, Andy Burnham, and Councillor Tom Ross, Portfolio Lead for Green City Region, presented a report seeking approval for the Business Plan for the Integrated Water Management Plan (IWMP) to 31 March 2024 and the resources required to enable the plan to be progressed and delivered.

The Plan had been agreed at the June 2023 meeting of the GMCA, and since then a Round Table had taken place on the delivery of the Plan. The resource request, which would match the commitment of the Environment Agency and United Utilities, was for a Project Lead, an Analyst, Support Officer and a Graduate position.

Councillor Nadim Muslim, the Chair of the GMCA Overview & Scrutiny Committee, was invited to provide feedback following the Committee's receipt of a further update on the Integrated Water Management Business Plan, and had made the following highlighted recommendations:

- That the GMCA and all its constituent councils and TfGM use every opportunity to increase awareness through consistent messaging to residents about the

need for behavioural change to prepare for the increased levels of water predicted, and that there are strong communication campaigns aligned with national announcements, such as the latest surface water data expected to be published in 2024

- That although the issue crosses multiple portfolio areas, the need for a political lead is evident in order to keep the momentum, alongside further developed governance arrangements
- That the current measures of success be considered by the Partnership as part of the Greater Manchester Strategy Refresh next year, to determine whether we are in fact measuring the right metrics
- That each of our Local Authorities continue to look for ways to engage effectively with this Plan in order to influence changes to development planning processes and aid the introduction of Schedule 3 where consideration regarding sustainable urban drainage become mandatory for every infrastructure development

It was advised that a session of the Integrated Water Management Plan would be taking place during the Green Summit on Monday 2<sup>nd</sup> October.

**RESOLVED /-**

1. That the Business Plan for the Integrated Water Management Plan to 31 March 2024 (Annex A) be approved.
2. That the budget request this financial year (£207,758) to operationalize the plan (paragraph 3.5) be approved.
3. That the request to create new fixed terms posted funded through retained business rates (paragraph 3.2) be approved.
4. That the allocation of a minimum of £250k is allocated to the Integrated Water Management Plan from FY 24/25 retained business rates (Paragraph 3.6) be approved.



5. That the comments raised by the GMCA Overview & Scrutiny Committee be received and noted.
6. That it be noted that an Integrated Water Management session would be held during the GM Green Summit on Monday 2<sup>nd</sup> October.

**GMCA 176/23      DELIVERING THE BEE NETWORK: ACQUISITION OF BUS DEPOTS TO SUPPORT BUS FRANCHISING**

Mayor of Greater Manchester, Andy Burnham, provided an update on the acquisition of Bus Depots to support Bus Franchising and sought authorisation for procedural changes in the acquisition of the bus depots required to support Tranches 2 and 3 of the GM Bus Franchising Scheme.

**RESOLVED /-**

1. That the procedural changes for depot acquisitions for Tranches 2 and 3, in order to streamline the acquisition and leasing of depots, be approved.
2. That the changes to the decisions and delegations from the September 2022 GMCA meeting, set out in the Appendix, be noted.
3. That authority be delegated to the Chief Executive Officer, TfGM and GMCA, to agree the final terms of leases of bus depots both in respect of interim leaseback arrangements to existing operators and the franchise depot leases to be granted to the franchise bus operators for Tranches 2 and 3.
4. That authority be delegated to TfGM to manage, maintain and insure all of the bus depots on behalf of GMCA in accordance with the terms of an agreed Protocol between GMCA and TfGM referred to in earlier reports to the GMCA.
5. That authority be delegated to the GMCA Treasurer to agree the terms of any agreement between the GMCA and TfGM to bring Tranche 1 leases in line with Tranches 2 and 3.

**GMCA 177/23      ANNUAL TREASURY OUTTURN REPORT**

Councillor David Molyneux, Portfolio Lead for Investment & Resources, presented the Annual Treasury Outturn Report 2022/23 as required by regulations issued under the Local Government Act 2003.

**RESOLVED /-**

That the report be approved.

**GMCA 178/23      GREATER MANCHESTER BROWNFIELD PROGRAMME**

Councillor Ged Cooney, Portfolio Lead for Housing, presented a report setting out details of further allocations of funding from the Greater Manchester Brownfield programme which were approved during August and September under the delegation agreed by the Combined Authority in July.

**RESOLVED /-**

1. That the allocation of up to £14.9m of the Brownfield Housing Fund programme funding devolved to GMCA to the 7 projects identified at Appendix 1, be noted.
2. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, acting in consultation with the Portfolio Lead for Housing and the Lead Member of the relevant district to approve increases of up to 10% on brownfield funding allocations previously approved by the Combined Authority and other variations to funding conditions in the period up to 31 March 2024.

**GMCA 179/23      GREATER MANCHESTER CITY DEAL RECEIPTS –  
INVESTMENT APPROVAL RECOMMENDATION**

Councillor Ged Cooney, Portfolio Lead for Housing, presented a report seeking approval to the investment of City Deal Receipts into two social impact funds to aid in delivering the GM Housing objectives.

**RESOLVED /-**

1. That the following investments of City Deal Receipts in two Social Impact Funds, be approved as follows:

FUND	DISTRICT	CDR INVESTMENT
National Homelessness Property Fund 2	GM Wide	£6.5m
Resonance Supported Homes Fund	GM Wide	£2.5m

2. That the City Deal Receipts, which form part of the £119.8m GMCA was lending to Renaker's Bankside and Trinity D2 developments being increased from £20m to £21m, with the GM Housing Investment Loans Fund ("GMHILF") element of the loan reduced accordingly, be approved.
3. That authority be delegated to the GMCA Treasurer and GMCA Solicitor & Monitoring Officer to review the due diligence information in respect of the above loan, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the loan, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loan noted above.

**GMCA 180/23      GREATER MANCHESTER INVESTMENT FRAMEWORK  
CONDITIONAL PROJECT APPROVAL**

Councillor David Molyneux, Portfolio Lead for Resources & Investment, presented a report seeking approval for a loan to ClearCycle Ltd and advised that an investment into LoveRaw Limited had been approved under delegation and was being reported to the GMCA for information.

**RESOLVED /-**

1. That the loan facility of up to £950,000 to ClearCycle be approved.

2. That the investment into LoveRaw Limited (“LoveRaw”) of £500,000, approved under delegated authority be noted.
  
3. That authority be delegated to the GMCA Treasurer and GMCA Solicitor & Monitoring Officer to review the due diligence information in respect of the above loan, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the loan, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loan noted above.

**GMCA 181/23      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.

**GMCA 182/23      GREATER MANCHESTER INVESTMENT FRAMEWORK  
CONDITIONAL PROJECT APPROVAL**

**Clerk’s Note:** This item was considered in support of the report considered in Part A of the agenda (minute 180/23)

**RESOLVED /-**

That the report be noted.

## MINUTES OF THE MEETING OF THE GMCA RESOURCES COMMITTEE HELD ON FRIDAY 29 SEPTEMBER 2023

### PRESENT:

Andy Burnham	Mayor of Greater Manchester
Councillor Eamonn O'Brien	Bury
Councillor Tom Ross	Trafford
Councillor David Molyneux	Wigan

### ALSO PRESENT:

Eamonn Boylan	Chief Executive Officer, GMCA & TfGM
Andrew Lightfoot	Deputy Chief Executive, GMCA
Gillian Duckworth	Solicitor & Monitoring Officer, GMCA
Steve Wilson	Treasurer, GMCA
Julie Connor	Director, Governance & Scrutiny, GMCA
Kevin Lee	Mayor of Greater Manchester's Office
Councillor Mark Roberts	Stockport

### RC/09/23/4 Apologies

Apologies were received and noted from Councillors Bev Craig (Manchester), Mark Hunter (Stockport) and Salford City Mayor, Paul Dennett.

### RC/10/23/4 Chairs Announcements & Urgent Business

There were no Chairs Announcements or Urgent Business.

#### **RC/11/23/4 Declarations of Interest**

There were no declarations of interest made in relation to any item on the agenda.

#### **RC/12/23/4 Minutes of the GMCA Resources Committee held on 28 July 2023**

That the minutes of the meeting of the Resources Committee held on 28 July be approved as a correct record.

#### **RC/13/23/4 Recruitment of GMCA Deputy Monitoring Officer**

Gillian Duckworth introduced a report seeking approval for the establishment of a second post of GMCA Deputy Monitoring Officer within its structure.

The Chair advised the Committee that there had been outstanding legal support throughout the Bus Franchising process and the creation of the new post will help build a strong legal team and create resilience.

#### **RESOLVED/-**

That the establishment of a second permanent role of Deputy Monitoring Officer within the GMCA organisational structure be approved.

#### **RC/14/23/4 Transport Commissioner Contract Extension**

Andy Burnham, Mayor of Greater Manchester, introduced a report seeking approval for the extension of the contract of the Greater Manchester Transport Commissioner until 30 April 2024.

The Committee was advised that Vernon Everitt had played a pivotal role in the bus franchising work and the plans to bring rail services into the Bee Network. He had provided invaluable and critical support for the launch of the Bee Network in Greater Manchester, by utilising his expertise from his experience in London.

Eamonn Boylan, Chief Executive Officer, GMCA & TfGM added that Vernon was the most respected transport professional in the country and provided a level of insight, in the most challenging of circumstances, demonstrating and evidencing why he had been engaged.

In conclusion, the Committee was also informed that a piece of work would be undertaken on lessons learned from the Bee Network tranche 1 launch to be implemented for the following tranches.

**RESOLVED/-**

That the contract extension of Vernon Everitt, as Transport Commissioner, on the terms outlined in paragraph 2.6. of the report, be approved.

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**MINUTES OF THE MEETING OF THE  
GMCA OVERVIEW & SCRUTINY COMMITTEE  
HELD WEDNESDAY 27 SEPTEMBER 2023  
AT THE TOOTAL BUILDINGS, BROADHURST HOUSE, 1ST FLOOR,  
56 OXFORD STREET, MANCHESTER, M1 6EU**

**PRESENT:**

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Robert Morrisey	Bolton Council
Councillor Peter Wright	Bolton Council
Councillor Russell Bernstein	Bury Council
Councillor Nathan Boroda	Bury Council
Councillor Basil Curley	Manchester City Council
Councillor John Leech	Manchester City Council
Councillor Mandie Shilton Godwin	Manchester City Council
Councillor Jenny Harrison	Oldham Council
Councillor Sameena Zaheer	Rochdale Council
Councillor Joshua Brooks	Salford City Council
Councillor Lewis Nelson	Salford City Council
Councillor Helen Hibbert	Stockport Council
Councillor Naila Sharif	Tameside Council
Councillor Jill Axford	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Fred Walker	Wigan Council
Councillor Joanne Marshall	Wigan Council

**ALSO IN ATTENDANCE:**

Andy Burnham	GM Mayor
Councillor Tom Ross	GM Portfolio Lead for Green City Region

**OFFICERS IN ATTENDANCE:**

Gillian Duckworth	GMCA
Julie Connor	GMCA

Nicola Ward	GMCA
Elaine Mottershead	GMCA
David Hodcroft	TfGM
John Wrathmell	GMCA
Andy Hollingsworth	GMCA
Ann-Marie Purcell	TfGM
Stephen Rhodes	TfGM
Alex Cropper	TfGM
Richard Nickson	TfGM

### **O&SC 22/23            WELCOME AND APOLOGIES**

Apologies for absence were received from Councillor Tom Besford, Councillor Patricia Dale and Eamonn Boylan.

### **O&SC 23/23            CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

The Chair thanked members for their contributions to the workshop on task and finish projects. The priority topic had been identified as “*How can we ensure that the targeted number of affordable homes can be delivered in Greater Manchester?*”. Members were asked to indicate their interest to Elaine Mottershead ([elaine.mottershead@greatermanchester-ca.gov.uk](mailto:elaine.mottershead@greatermanchester-ca.gov.uk)) if they wish to participate. There was a reminder that some of the work and meetings could be done online to assist with participation and attendance.

### **RESOLVED /-**

That members note the priority topic for a Task and Finish group and indicate if they wish to participate.

### **O&SC 24/23            DECLARATIONS OF INTEREST**

One declaration was received but was not applicable to the discussion taking place and therefore was not acted upon.

## **O&SC 25/23            MINUTES OF THE MEETING HELD ON 16 AUGUST 2023**

It was suggested that the minutes could be circulated to the Overview and Scrutiny Committees across the ten local authorities to improve links with local scrutiny activity. The Chair agreed to consider this.

### **RESOLVED /-**

1. That the minutes of the meeting held on 16 August 2023 be approved as a correct record.
2. That consideration be given to widening the distribution of the minutes of this Committee.

## **O&SC 26/23            TRAILBLAZER IMPLEMENTATION**

Andy Hollingsworth (Head of Devolution, GMCA) attended to give an update on the progress of implementing the latest trailblazer devolution deal which was announced and endorsed by the GMCA in March 2023. The deal contained over 130 commitments with varying timescales for delivery. The following areas were highlighted:

**Governance and Accountability:** The Governance review was still being considered including some transport powers that may be required but there would be a further update when that was clearer. There was an expectation that most of the governance could be contained within business-as-usual arrangements. There were still ongoing discussions and negotiations regarding the MP Scrutiny sessions set out in the Trailblazer deal but it was anticipated that the first session would be held within this municipal year.

**Data and Digital:** some of the most encouraging discussions that had been held were around a data partnership and having access to data that the UK Government holds which was not available at the Combined Authority level. The data partnership would be a good opportunity to get access to data and it would allow better decision making. Early discussions on this had been promising.

**Fiscal Devolution:** the two main elements to this included the ten-year extension of retaining 100% business rates (previously agreed on an annual basis) alongside the

progression of Growth Zones (smaller sites with 25-year rates retention). It was expected that the terms and conditions around these would largely be similar to those that had been in place during the pilot period.

**Housing and Regeneration:** in June 2023, a new deal for renters was published to try and tackle quality standards in the private rented sector, to implement some of the elements of the Trailblazer deal and to look at “where next?” for the housing sector. The Brownfield Funding should be acted upon quite quickly as the first year’s funding was within this financial year and the proposals submitted to the GMCA in June were being followed-up with another paper on 29 September 2023. The new powers for designation of larger selective licensing schemes at local authority level had been enacted.

**Skills and Employment:** a paper had been published in mid-May 2023 “Toward a Technical Education City Region” to set out the vision for use of the new powers. Proposals on a new integrated governance model were being submitted to GMCA on Friday 29 September 2023.

**Transport:** announcement of the first PAYGO (pay-as-you-go) on the rail system as a step towards the goal of full ticket integration by 2030. The first pilots would be Hadfield/Glossop-Piccadilly and Stalybridge-Victoria lines.

**Economy and Culture:** a range of new Strategic Partnerships were being considered and it was expected that they would start meeting in Autumn 2023.

**Net Zero and the Environment:** retrofit funding would be enacted through the Single Settlement process.

**Public Services:** the headline commitment highlighted was the discussions around funding streams relating to multiple disadvantages in the Single Settlement from the next funding review period.

**Single Settlement:** a set of principles had been agreed which would form the basis of a memorandum of understanding to scope out how the single settlement would operate.

The Spending Review in Autumn 2024 would confirm the amount of the Single Settlement and it was noted that this could be post-general election.

### **Comments and questions:**

- Members thanked officers for a comprehensive breakdown of the progress on the devolution deal.
- There was a query over whether the outcome of the general election would affect the Single Settlement. Officers responded that there were different elements to the Single Settlement, and some could be affected by the outcome of the election.
- There was a question over where risk might lie in relation to the business rates retention scheme and whether it would be businesses or local authorities who might be affected. Officers responded that none of the business rates arrangements in the deal would affect how much individual businesses pay. The main element of the deal was the certainty around the retention of business rates for ten years instead of a yearly agreement. Officers clarified that the Growth Zones would not be subject to any re-sets.
- The wider UKG policy shifts on standards (page 18 of the agenda pack) was queried as to whether this related to landlords no longer being required to improve their housing stock. If this was the case, it was not clear whether Greater Manchester would be in a position to insist on maintaining the requirements and standards for the private renters at a disadvantage. Officers responded that it was difficult to assess whether there would be scope for localised arrangements given the changes, but it could be possible in the next 12 months.
- There was discussion around the housing proposals and whether they would be enough to deal with the current housing crisis. Officers responded that the Brownfield funding was not for the construction of housing, it was for the remediation of the land for the houses. The deal had scope for much more control over the affordable homes programme which could help in addressing some of those issues.
- There was further clarification around the MP Scrutiny sessions. The timescale for setting them up would depend on getting agreement for the Terms of Reference. The GMCA Monitoring Officer confirmed that they would not be part of the formal governance arrangements. The sessions would serve the purpose of the MPs being

able to discuss issues with the GM Mayor and members of the GMCA but they would not have a statutory basis.

- A question was asked about the funding available for Retrofit but officers did not have the numbers to hand and would need to furnish them separately.
- In terms of resilience, officers confirmed that it had not been included in the report but that there was work ongoing.
- It was noted that the deal does not change decision-making arrangements for the GMCA and/or the local authorities. The mechanisms that were currently in place for local authority involvement and engagement would remain but there was some wider review of Governance generally within the GMCA.
- There was a query regarding the level of certainty regarding of the affordable homes programme. Officers confirmed that there would be an amount per year allocated and the first year had already been agreed. Future years may change depending on the Single Settlement.
- There was concern about local authorities that were not included the spatial framework for housing and regeneration. It was acknowledged that local authorities involvement in Places for Everyone was not related to the deal.
- A member gave an example about decision-making from the GMCA and its affect on a local authority. The example was in relation to the closure of a fire station to which the Mayor responded and outlined the rationale behind that decision-making.
- The issue of transport fares evasion was raised and whether there would be additional legal powers included to tackle this. This had not been included yet, but discussions were ongoing.
- With Housing quality, there were multiple problems not just with the private rented sector but also with the registered provider sector and this needed to be considered. There were no new powers to provide for this but there were ongoing discussions.
- The discussion returned to governance issues and whether more resources would be made available across GMCA.
- It was clarified that whilst individual councils don't retain 100% of the business rates, the 100% retention rate for GMCA was based on using it for further economic growth and development. There could be flexibility around how it might be further devolved.
- It was acknowledged that the Trailblazer deal does not give any additional powers or scope in terms of health and social care although the NHS had undergone its own restructure which was ongoing.

## **RESOLVED /-**

1. That further details on the funding for retrofit be circulated to members.
2. That the contents of the report be noted.
3. That further updates would be welcomed by members.

## **O&SC 27/23            BEE NETWORK – LAUNCH OF BUS FRANCHISING (TRANCHE 1)**

This item was presented by the GM Mayor Andy Burnham and supported by officers from Transport for Greater Manchester (TfGM) - Alex Cropper, Ann-Marie Purcell, and Stephen Rhodes.

The Mayor gave a brief introduction to the implementation of the first tranche of bus franchising which had taken place over the weekend of 23 and 24 September 2023. It was a vast undertaking and an impressive amount of work had taken place over that weekend including the transferring of technology, vehicles, infrastructure, and staff. On Sunday 24 September 2023, the first timetable under the Bee Network launched with 96% of the service operating. By Tuesday 26 September 2023, this had increased to 98.1%. The changeover had exceeded expectations, but it was acknowledged that there were still some issues with particular services although it should be easier and quicker to address them under the new arrangements.

There was discussion around the Bee Network app and some of its functionality. Some of the information required manual updates which were not being completed. There were also some challenges with the app linking to the V1 and V2 services, but this was being looked at.

It was noted that, despite some challenges, the first franchising tranche had been delivered on the target date and within the budget that was set.

Officers continued the discussion outlining how the network might be further developed and improved. There would be much more data available than under the previous arrangements. Area based network reviews were planned and this could be extended to thematic reviews such as night-time services. This engagement and consultation would

not happen immediately but would be available in the future. The Mayor further asked local authorities to establish localised Bee Network Committees which could feed into the main GMCA Bee Network Committee.

### **Comments and questions:**

- Committee members thanked TfGM officers for all their hard work and dedication in the successful launch.
- A recent news article which suggested that the network was already facing a significant deficit had raised concern. The Mayor responded that funding post-2025 was a widely recognised national concern. There had been no equivalent replacement of the City Region Sustainable Transport Settlements (CRSTS), but this was not unique to Greater Manchester. The Mayor stated that franchising had placed Greater Manchester in a stronger position than those without it as it gave greater control over best value for money. The operation of initiatives such as *Our Pass* would benefit from deregulation and franchising. The aim was to seek a reasonable and fair transport settlement, similar to that which London receives to operate their network.
- A member asked about the number of complaints that had been received and whether there was anything that could be learnt from this launch which could inform future launches. Officers responded that demobilisation of an operator was more challenging than expected, as was moving from an operator from one depot to another. There would be similar scenarios in future launches and there were lessons to be learned about planning for this and operators' feedback and advice would be included. There needed to be earlier access to depots and more holding space for the fleet during the transition. It was hoped that operators involved in the first tranche would also be available to advise operators in later tranches.
- A member echoed the challenges remaining around the app stating that feedback had included that there was no live tracking, that there were no maps available and that it was not compatible with Google or Apple Pay. Officers responded that the live tracking was linked to the manual input of data which was being addressed. Scheduled updates were planned which would include some incremental improvements alongside significant updates to be rolled out. The maps were to be



included as soon as possible. The compatibility of payment methods was scheduled for late 2023/early 2024. Similarly, journey planning was scheduled to be added in 2024. Clarification was given around tickets – there were no daily tram tickets but there were daily bus or multi-modal (bus and tram) tickets available through the app. The tap-in/tap-out method was still the recommended method.

- A question was raised about the high level of reliability on technology, the possibility of cyber attacks and what contingency plans were in place. Officers responded that there had been extensive cyber-attack testing on the network but assured members that there were strong safeguards and sufficient contingency plans in place to operate the network should an incident occur.
- It was acknowledged that some of the operators had gone above and beyond expectations with embracing the branding and ordering additional new vehicles ahead of schedule.

#### **O&SC 28/23            BEE NETWORK CYCLE HIRE RECOVERY PLAN**

GM Mayor Andy Burham provided a brief overview to the cycle hire scheme and how it had been subject to unexpected levels of vandalism leading to a recovery plan. This had been a joint partnership approach from the operator, Greater Manchester Police, Transport for Greater Manchester and GMCA officers. There were now over 500 bikes in circulation. Some of the bays were still suspended, on advice of GMP.

It was acknowledged that GMP had devoted significant resources to assisting with the recovery and seven arrests had been made of people suspected of vandalism and/or theft of the cycles.

The Chair asked that the remainder of the report and discussions (in Parts A and B) be deferred to the next meeting on 25 October 2023.

#### **RESOLVED /-**

That the report and discussions on the Bee Network Cycle Hire Recovery Plan be deferred to the next meeting on 25 October 2023.

#### **O&SC 29/23            INTEGRATED WATER MANAGEMENT**

Councillor Tom Ross attended as the Green City Region portfolio lead to update on the Integrated Water Management Plan. This had been the topic of an Overview & Scrutiny task and finish group and presented to GMCA in May 2023.

The Delivery Plan which picks up many of the task and finish recommendations was to be submitted to GMCA on Friday 29 September 2023.

Members commented on the significant work that had been progressed on this agenda, but urged for stronger links between the GMCA, TfGM and Local Authorities to ensure that local planning processes can be supported to consider integrated water management as a priority, and effectively implement Schedule 3.

In relation to the recommendation on an increased level of awareness, there had been three round table sessions with key stakeholders and GM portfolio leads, following which there has been a dedicated session scheduled at the forthcoming Green Summit.

The review had suggested that the current measures contained within the Greater Manchester Strategy to identify whether water management had improved were perhaps not the most effective measures, and therefore suggested that the Greater Manchester Strategy Refresh scheduled for 2024 may be a good opportunity to ensure the most effective measures were included.

Increasing public awareness would be addressed through ongoing communication campaigns, it was suggested that the forthcoming national publication of surface water data would be a further opportunity to ensure that residents were aware of the actions they could take to improve water management.

The review had highlighted additional areas which would benefit from detailed scrutiny, and therefore it was suggested that 'water quality' remained on the work programme for the Committee.

**RESOLVED /-**

1. That the Committee recognised the effectiveness of the awareness programmes already completed but would urge for this work to be continued and expanded where possible.

2. That the Committee would like to see progress measurements clearly identified and suggested that the Greater Manchester Strategy refresh would be a good opportunity to do this.
3. That the Committee would like to include “Water Quality” and how it relates to the Water Management Plan as a future agenda item.

## **O&SC 30/23            WORK PROGRAMME & FORWARD PLAN OF KEY DECISIONS**

### **RESOLVED /-**

That the Overview & Scrutiny work programme be noted.

## **O&SC 31/23            FUTURE MEETING DATES**

The Chair drew members’ attention to the list of future meeting dates.

### **RESOLVED /-**

That the schedule for future meetings be noted:

25 October 2023	1-3pm
22 November 2023	1-3pm
13 December 2023	1-3pm
24 January 2024	1-3pm
7 February 2024	1-3pm
21 February 2024	1-3pm
20 March 2024	1-3pm

## **O&SC 32/23            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.

**RESOLVED /-**

That the report and discussions on the Bee Network Cycle Hire Recovery Plan be deferred to the next meeting on 25 October 2023.

# Agenda Item 7

**MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE  
HELD THURSDAY, 28TH SEPTEMBER, 2023 AT GMCA OFFICES,  
56 OXFORD STREET, M1 6EU**

**PRESENT:**

Councillor Eamonn O'Brien (Chair)	Bury
Councillor John Walsh	Bolton
Councillor David Meller	Stockport
Councillor James Gartside	Rochdale
Councillor Hamid Khurram	Bolton
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Phil Burke	Rochdale
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Warren Bray	Tameside
Councillor Aidan Williams	Trafford
Councillor Julian Newgrosh	Trafford
Councillor John Vickers	Wigan

**OTHER MEMBERS IN ATTENDANCE:**

Councillor Noel Bayley	Bury
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**OFFICERS IN ATTENDANCE:**

Eamonn Boylan	GMCA
Gwynne Williams	GMCA
Ninoshka Martins	GMCA
Alex Cropper	TfGM
James Baldwin	TfGM
Martin Lax	TfGM
Steve Warrener	TfGM
Peter Boulton	TfGM
Nick Roberts	TfGM

BOLTON

MANCHESTER

ROCHDALE

STOCKPORT

TRAFFORD

BURY

OLDHAM

SALFORD

TAMESIDE

WIGAN

## **OFFICERS IN ATTENDANCE:**

Chris Barnes	TfGM
Anne Marie-Purcell	TfGM
Daniel Vaughan	TfGM

## **BNC/18/23 APOLOGIES**

Apologies were received and noted from Andy Burnham (GM Mayor) and Councillors Howard Sykes (Oldham), Paul Prescott (Wigan), Paul Dennett (Salford), Elaine Taylor (Oldham) and Dan Costello (Tameside).

## **BNC/19/23 DECLARATIONS OF INTEREST**

### **RESOLVED/-**

That it be noted that as an employee of Keolis Amey Metrolink (KAM), Councillor Phil Burke declared a personal interest in item 6: Tackling Fare Evasion.

## **BNC/20/23 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS**

### **1. Bee Network - Launch of Bus Franchising (Tranche 1)**

The Chair advised of the start of bus franchising and thanked officers for the huge amount of work to get to this point. There had been challenges during the transition however members were assured that these issues were being monitored with the view to being resolved in the near future.

### **2. HS2**

In noting the current speculation about HS2, it was felt that a committee discussion at this stage would be premature without clarity on the Government's position. The Chair added that Greater Manchester (GM) remained committed to making the case for HS2 and Northern Powerhouse Rail to be delivered in GM.

### **3. Acquisition of Bus Depots to support Bus Franchising**

Members were advised that a report on the acquisition of bus depots was due to be received by the GMCA in September with the recommendation to endorse the simplification of the process relating to the acquisition of depots. If endorsed, this change would allow TfGM to buy depots directly, rather than through the GMCA who would then need to lease to TfGM who in turn would need to lease to operators.

#### **RESOLVED/-**

1. That the start of bus franchising and the significant work to get to that point be noted.
2. That in relation to HS2, it be noted that without clarity on Government's position a discussion at this stage would be premature and that GM remained committed to making the case for HS2 and Northern Powerhouse Rail to be delivered in Greater Manchester.
3. That it be noted that a report on the acquisition of bus depots was due to be received by the GMCA with the recommendation to endorse the simplification of the process relating to the acquisition of depots. This would allow TfGM to buy depots directly, rather than by the GMCA who would then need to lease to TfGM who in turn would need to lease to operators.

### **BNC/21/23 THE MINUTES OF THE MEETING HELD ON 27 JULY 2023**

#### **RESOLVED/-**

1. That the minutes of the Bee Network Committee held on 27 July 2023 be approved as a correct record.
2. That officers develop a set of guidelines for districts considering the establishment of local Bee Network forums.

## **BNC/22/23 CONGESTION INTERVENTION PLAN**

Consideration was given to a report that provided an overview of the changing nature of Greater Manchester's (GM) highways network, the impact of congestion and identified areas where improvements could be made to ease congestion and in particular support the reliability of the bus network as GM entered a new era with bus franchising.

Members welcomed the report and noted the need to introduce measures to improve punctuality of services on the network.

In noting the impact to business, it was queried whether there was any provision for red routes to accommodate loading bay. Officers advised that where loading bays could not be accommodated either off the highway or on adjacent roads, in such areas red route would have the provision of loading bays which would operate either for the full duration of the control period or for shorter period.

Concerns were raised around the impact in terms of parking for residents living within terraced houses along the red route. Officer advised that Red Routes were intended to be used strategically to deal with traffic problems and would not be required to operate for the entire day and therefore the provision for parking space along the route would remain and if need another designated locations would be identified.

It was noted that that there was a need to work with each Local Highway Authority to understand the requirement of each area to ensure no negative impact to residents. It was felt that it would be appropriate to also have a consistent approach across the network.

With regards to the fines associated with Lane Rental Scheme, members were advised that through this scheme Local Highway Authorities could charge organisations undertaking roadworks for the time their works occupy specific streets at traffic sensitive times. A successful lane rental scheme would result in all relevant works being undertaken outside of traffic sensitive times; this would result in no charges being applied. Any proceeds gained would be reinvested by the charging Authority for the purposes intended to reduce disruption and other adverse effects caused by roadworks.



In response to a member's query regarding the protocol to emergency work carried out when Lane Rental Schemes would be in operation, officers advised that details were yet to be developed and would be included within future iterations of the report.

In noting that the success of any scheme would require buy-in from all 10 Local Authorities, it was felt appropriate that on completion both the GMRAPS and Lane Rental Scheme should be endorsed by leaders at a future GMCA meeting.

Given that residents would be unfamiliar with the proposed interventions, it was felt that it would be beneficial if a communication strategy was developed to ensure residents were informed of upcoming changes to the road network.

It was felt that as the bus network developed, dependency on personal vehicles would be reduced however this was contingent upon bus services being reliable. To improve customer experience, it would be welcomed if bus stop names/destination details were included for those following the journey on the application. A member highlighted that the tracking service on application had been providing incorrect information. Officers noted the comments and acknowledged that there had been issues with the tracking functionality and assured members that work was underway to get the issue resolved.

#### **RESOLVED/-**

1. That the change to GM's Road network and the impact this can have on congestion be noted.
2. That the commencement of franchised bus operations and the negative impact that congestion can have on bus network performance be noted.
3. That the proposed improvements to Greater Manchester Road Activity Permit Scheme (GMRAPS) and other short-term measures being implemented to improve GM's highway network be endorsed.
4. That the development of a Red Route Network on key corridors in conjunction with Local Highway Authorities be endorsed.

5. That the development of a proposal for the introduction of Lane Rental in GM be endorsed.
6. That it be noted that officers would work with each Local Highway Authority to understand the requirement of each area and to ensure a consistent approach across the network.
7. In noting that the success of any scheme would require buy-in from all 10 Local Authorities, it was felt appropriate that on completion both the GMRAPS and Lane Rental Scheme should be endorsed by leaders at a future GMCA meeting.
8. That process details relating to emergency works that would need to be carried out when Lane Rental Schemes would be in operation be included within future iterations of the report.

### **BNC/23/23 TACKLING FARE EVASION**

Consideration was given to a report that sought approval from members on the strategy to tackle and reduce fare evasion on Metrolink.

Commuters and young people had been identified as repeat offenders therefore it was suggested that it would be beneficial to move up operations to entry points into the city centre.

Members welcomed the move to increased penalty fares from £100 to £120 as it would deter fare evaders and urged officers to develop a mechanism whereby increased fines could be issued to repeat offenders.

Concerning young people, members welcomed the provision of using the igo pass on trams with the addition of frequent targeted ticketing checks.

It was highlighted that certain Metrolink lines would benefit from increased policing activity particularly during late hours. Officers were therefore urged to continue monitoring areas and accordingly deploy staff on the network which would ultimately increase public confidence in network.

In response to a member's query on whether there were any provisions for users to appeal their fines, officers informed members of the appeals process that is currently in place and advised that if an appeal was submitted within 14 days of receiving the notice and was unsuccessful, the appellant would still have the opportunity to pay the reduced charge of £60.

In terms of the query raised around the impact to revenue, officers stated that it was anticipated that there would be positive bearing to revenue from the increase in fares with any excess generated being re-invested into the network.

As patronage on Metrolink continues to recover strongly, it was noted that further interventions were needed to close the gap between the revenue generated and the cost of running and maintaining the network. Therefore given the size of the network and associated costs, introducing conductors on trams were not seen as a feasible option.

Due to Metrolink being an open network there were challenges to managing entry points into the city centre however as part of phase 2 of the strategy it was noted that there was an opportunity to explore the introduction of ticketing gates as part of the wider solution to tackling fare evasion.

To deliver against the strategy during events, a robust operational plan had been developed looking through changes to queuing and stewarding of crowds to ensure advance ticket purchase. It was noted that further long-term measures were being developed to manage congestion and encourage the use of public transport during events.

Officers thanked members for their input and advised that regular updates on progress on the implementation of different phases of the Fare Evasion Strategy would be brought to future meetings.

#### **RESOLVED/-**

1. That the support of members to the strategy and ongoing plans to tackle fare evasion on Metrolink be noted.

2. That it be noted that the Bee Network Committee would receive regular updates on progress on the implementation of different phases of the Fare Evasion Strategy.

## **BNC/24/23 TRANSPORT CAPITAL PROGRAMME**

Consideration was given to a report that provided an overview of the current position on the Greater Manchester Transport Capital Programme. The report also sought approval over the funding of a number of CRSTS and Active Travel schemes in order to support the continued development and delivery of the Greater Manchester Transport Capital Programme.

Members welcomed the report and further investment into rail highlighting that this would create further job opportunities for local residents. It was felt that there was an opportunity for GM to work with Government through the introduction of HS2 to develop a suitable rail network.

### **RESOLVED/-**

1. That the current position on the capital programme and recent progress be noted.
2. That the draw-down of CRSTS funding be agreed as follows:
  - Ashton – Stockport Quality Bus Transit (QBT). £0.57m to develop the scheme to Outline Business Case;
  - Golborne Station. A further £2.0m to develop the Outline Design, including further management of key risks and issues;
  - Salford: Peel Green Active Travel Scheme City of Salford Community Stadium scheme (Cos Cos). £0.65m to develop the scheme to Full Business Case;
  - Oldham: Beal Valley & Broadbent Moss - Greenway Corridor. £0.86m to develop the scheme to Full Business Case; and
  - Integrated Ticketing and Information Measures (Customer Contact Centre). £1.56m to develop and deliver Bee Network Customer Contact Centre Improvements.
3. That the draw-down of Active Travel funding be agreed as follows:

- £0.38m of additional Mayor's Challenge Fund development funding for Trafford MBC to progress their prioritised programme to delivery; and
- That formal development cost budget variations for Trafford MBC, as set out in section 2.9 of the report be agreed.

### **BNC/25/23 NON-FRANCHISED BUS SERVICES - PART A**

Consideration was given to a report that provided an overview of the range of issues and actions relating to non-franchised bus services and sought approval for a number of proposed changes to subsidised services.

To ensure stability of the Bee Network the frequency of a number of subsidised services had been reduced. Members were advised that usage of the service would be reviewed with a view to it being restored when the service would be taken control of in January 2025 when the route becomes part of the Bee Network. It was felt that there was a need for any changes to be communicated to members of the public to ensure and members were advised of any future changes to non-franchised/franchised bus services.

Over the years there had been a number of services changes/withdrawals and therefore it was suggested that it would be useful to review the network to understand if services were fit for purpose.

### **RESOLVED/-**

1. That the range of issues and actions relating to non-franchised bus services as set out in the report be noted.
2. That the changes to the commercial network as set out in Appendix 1 of the report be noted.
3. That it be agreed that no action was taken in respect of changes or de-registered commercial services as noted in Appendix 1 of the report.
4. That the proposed changes to subsidised services as set out in Appendix 1 of the report be approved.

5. That the Bee Network Committee would receive early notification of any future changes to non-franchised/franchised bus services.

#### **BNC/26/23 DATES AND TIMES OF FUTURE MEETINGS**

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

That the dates for the rest of the municipal year be noted as below:

- 26 October; 2 – 4 PM
- 23 November; 2 – 4 PM
- 14 December; 2 – 4 PM
- 25 January; 2 – 4 PM
- 22 February; 2 – 4 PM
- 21 March; 2 – 4 PM

#### **BNC/27/23 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.

#### **BNC/28/23 NON-FRANCHISED BUS SERVICES - PART B**

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

That the contents of the report be noted.

**Clerk's Note:** This item was considered in support of the report considered in Part A of the agenda (Item 9 above refers).

## MINUTES OF THE ANNUAL MEETING OF THE GMCA WASTE AND RECYCLING COMMITTEE HELD ON WEDNESDAY 11<sup>TH</sup> OCTOBER 2023 AT GREATER MANCHESTER COMBINED AUTHORITY

### PRESENT:

Bolton Council	Councillor David Chadwick
Bolton Council	Councillor Richard Silvester
Bury Council	Councillor Alan Quinn (in the Chair)
Manchester CC	Councillor Lee-Ann Igbon
Manchester CC	Councillor Shaukat Ali
Rochdale Council	Councillor Peter Rush
Salford CC	Councillor David Lancaster
Salford CC	Councillor Arnold Saunders
Stockport Council	Councillor Dena Ryness
Stockport Council	Councillor Mark Roberts
Trafford Council	Councillor Stephen Adshead
Trafford Council	Councillor Tom Ross

### OFFICERS IN ATTENDANCE:

GMCA Chief Executive	Eamonn Boylan
GMCA Waste & Resources	David Taylor
GMCA Deputy Monitoring Officer	Gwynne Williams
GMCA Waste & Resources	Justin Lomax
GMCA Waste & Resources	Michael Kelly
GMCA Waste & Resources	Paul Morgan
GMCA Environment	Michelle Lynch
GMCA Finance	Lindsey Keech
GMCA Waste & Resources	Michelle Whitfield
GMCA Environment	Sarah Mellor
GMCA Governance & Scrutiny	Kerry Bond

**DISTRICT OFFICERS IN ATTENDANCE:**

Bury Council

Daniela Dixon

**WRC 23/21 APOLOGIES**

Apologies for absence were received and noted from Councillors Josh Charters (Oldham), Pam Byrne (Oldham), and Karl Bircher (Rochdale)

Apologies were also received and noted from Steve Wilson (GMCA).

**WRC 23/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

There were no announcements or items of urgent business reported.

**WRC 23/23 DECLARATIONS OF INTEREST**

Members were reminded of their obligations under the GMCA Members' Code of Conduct and the requirement to complete an annual declaration of interest form. Members noted that once completed, their respective declarations of interest will be published on the GMCA website.

**RESOLVED/-**

1. There were no Declarations of Interest reported.

**WRC 23/24 MINUTES OF THE MEETING HELD ON 13<sup>TH</sup> JULY 2023**

The minutes of the previous meeting of the committee, held on 13<sup>th</sup> July 2023 were submitted.

**RESOLVED/-**



1. To approve the minutes of the meeting held on 13<sup>th</sup> July 2023.

## **WRC 23/25 CONTRACTS UPDATE**

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report which provided an overview of the performance of the Waste and Resources Management Services (WRMS) and the Household Waste Recycling Centre Management Services (HWRCMS) contracts that commenced on 1 June 2019.

The report presented cumulative annual data, for the period up to the end of Quarter 1 (April 2023 to June 2023) of the financial year 2023/24 (Contract year 5), for the two Contracts held by Suez. An overview of the cumulative data, total waste arisings, and contamination levels, landfill diversion, HWRC recycling rates and HWRC visit levels were also provided.

The report outlined an event that had occurred over the last year that is reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR).

Members highlighted further concern about the contamination of the paper and card and other waste streams with disposable vapes. Members added that there is a serious risk of fire at the sites. Officers were made aware of a Home Office video of the risk of fire from the recycling of battery-operated products.

Members requested an overview of the impact of the introduction of the HWRC access restriction policy and van permit policy, in particular the vehicle length restriction of 5.3m.

Members supported officers in raising awareness of recycling across the city region. It was highlighted that more information could be made available to the public on

hard plastics. Officers stated that there would be a session with members, looking at what further products could potentially be collected for recycling and the costs and benefits. The outputs of this session would be used to inform whether an interim GM waste strategy is required.

Members noted the right direction of travel for recycling rates.

Members also complimented the staff at the Salford Road HWRC for their professionalism during visits to the site.

**RESOLVED /-**

1. That the report be noted.

**WRC 23/26      2023/24 BUDGET UPDATE AND BUDGET AND LEVY SETTING  
PROCESS FOR 2024/25 UNICATIONS AND BEHAVIOURAL  
CHANGE PLAN UPDATE**

Lindsay Keech, Head of Capital & Treasury Management, Finance GMCA, presented a report updating members on the forecast 2023/24 budget position as of quarter 1 and the timeline for setting the budget and levy for 2024/25.

The report highlighted the forecast revenue outturn for 2023/24 as of quarter 1. The forecast capital outturn for 2023/24 as at quarter 1, the medium-term financial plan to 2024/25 and the budget consultation and timeline.

**RESOLVED /-**

1. That the report be noted.

Michael Kelly, Head of Engineering and Asset Management, GMCA Waste and Resources Team provided an update on current asset projects presented at the last committee.

The report presented an update on the Reliance St HWRC Redevelopment, fire risk reduction measures, rail container weighing equipment, Every Street – access road, and other Category A Asset Projects.

Members raised awareness of the capacity of complaints due to the size of resident bins within the local area and that larger families may need larger bins. Officers noted that discussions with SUEZ had led to an understanding that additional material such as pots, tubs and trays may need to be recycled going forward and that members would be updated as this progresses.

The issue of fire risk reduction measures was once again highlighted by members who felt that the safety of staff at HWRCs was paramount. Members asked for capital investment to help secure these sites and pledged further support for health and safety.

Members were advised that a whole scale fire safety review will take place.

Officers confirmed that the Materials Recovery Facilities (MRF) review at Longley Lane and other facilities continues to look at capacity and availability and that an update will be brought to the January meeting.

Members thanked officers for the staff visit to a site in Bredbury.

Members raised the importance of climate change during this process and requested that future updates include carbon reduction and climate resilience measures within asset management.

Officers noted the threat of disposable vapes at the sites and the need to not be anti-vaping from a population health perspective. Members added that the introduction of a vape deposit return scheme could be a way of reducing the amount of vapes being disposed of inappropriately and littered.

**RESOLVED /-**

1. That the report and updates be noted.
2. To agree that a detailed update on the Materials Recovery Facilities (MRF) review be brought to the January meeting.
3. To agree that future updates include carbon reduction and climate resilience measures within asset management.

**WRC 23/28      COMMUNICATIONS AND BEHAVIOURAL CHANGE PLAN  
UPDATE**

Michelle Whitfield, Head of Communications and Behavioural Change, GMCA Waste and Resources Team introduced a report seeking feedback on the Recycle for Greater Manchester Communications & Engagement Behaviour Change Plan 2024/25.

The report highlighted the development of the R4GM Communications Plan, updates to the In the Loop campaign as well as the textiles and food waste contamination campaigns, the engagement sessions taking place at the education and visitor centres, and next steps.

Officers stated that there is a battery safety campaign to encourage people to recycle batteries correctly. Officers added that there are discussions with BBC producers about a 7-minute campaign film on how to correctly recycle batteries. Members requested that officers liaise with the designated officer at the Local Government Authority (LGA) on this issue.

Members agreed that communication is key for these campaigns and that influencers will be used to highlight key issues. Officers noted that an ethnographic study has taken place to see how members of the public access and use HWRCs and how this information can be used to develop policy strategy.

Officers noted the work taking place with SUEZ to support apprenticeships and traineeships alongside the GM Business Plan to decarbonise.

Members enquired about the performance of the Renew Shops. Officers stated that there are reports provided by SUEZ based on sale figures and targets. Officers stated that funds raised go into the Mayor's Charity and other community funds.

Members noted that providing pictorial information and in languages other than English for residents is critical as it allows for further inclusion. Members added that this could be added to a ward-level action plan on climate change, based on each neighbourhood and fed back into the Waste & Recycling Committee. Members highlighted the importance of the report being accessible for residents.

Members asked if there is a piece of work being undertaken to help cope with the policy changes that the National Resources and Waste Strategy will make once announcements are made. Officers confirmed that work is taking place on this and that officers continue to liaise with Defra.

Members noted the growing trend for sustainable fashion and the need for communication support around the future of fast fashion and recycling.

**RESOLVED /-**

1. To note the progress made in developing the communications plan.
2. To agree that a report providing further details on the performance of the Renew shops be brought to a future meeting.

**WRC 23/29**

**HOUSEHOLD WASTE RECYCLING CENTRE ACCESS  
POLICY AND VAN PERMIT SYSTEM**

Paul Morgan Head of Commercial Services, GMCA Waste and Resources Team provided a clarification of the changes made to the Household Waste Recycling Centre Access Policy and Van Permit System approved by this Committee in July 2023.

Members received updates on how the policy revision of vehicles have had positive effects on reducing the delivery of commercial/trade waste to HWRCS, the ability of motorhomes and campervans to visit the sites and next steps.

Members asked officers for advice on how they can support waste disposal for residents who carry out community work. Officers confirmed that arrangements can be made to take this waste to transfer loading facilities and that community groups should liaise with districts to arrange this.

Officers stated that they were now confident with the proposals on aligning vehicle sizes and don't envisage further revisions. Any other vehicles that may have had any bespoke changes will be reviewed individually.

**RESOLVED /-**

1. To note and endorse the clarification of the changes made to the Household Waste Recycling Centre Access Policy and Van Permit System approved by this Committee in July 2023.
2. To agree that the enquiry response contact details be emailed to members.

**WRC 23/30**

**SUSTAINABLE CONSUMPTION AND PRODUCTION  
UPDATE**

Sarah Mellor, Head of Sustainable Consumption and Production and Michelle Lynch, Principal Environment Officer Sustainably Consumption and Production, GMCA Environment Team provided a report that updated Members on the progress of a number of key projects within the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan.

Members were updated on the 4 key priority areas of the SCP Plan:

- Moving to a Circular Economy
- Managing Waste Sustainably
- Reducing Food Waste
- Moving to Sustainable Lifestyles.

Officers gave an update on progress of the 2019 Single Use Plastic Pact and the progress made towards Greater Manchester being single-use plastic free and key achievements, including:

- Plastic Free GM Campaign
- Green Carrier Bag Scheme
- Single Use Plastic Performance Toolkit
- Refill Destination Launch in September 2023
- Sustainability E-Module

Officers relayed information on the GM Green Summit that was held on Monday 2 October 2023 at the Lowry. Officers stated that there were over 1,500 people in attendance and over 2,000 people joining the summit online. Members welcomed the work that was done by officers for and at the Green Summit

Members asked whether there had been any analysis on budget reduction from pots, tubs and trays in possible deposit return schemes. Officers confirmed that analysis and work is ongoing with government and the industry.

Members noted the use of refillable cups and bottles to help give residents a cheaper refill price as well as supporting the reduction of waste in GM. Members

were advised that hygiene around this isn't an issue as clean cups are used when refills are requested.

Officers confirmed that refillable cup schemes are still in the early stages. Both members and officers felt that trial return schemes could be of use.

Officers stated that work on the preparation of various scenarios for the English Waste Strategy is ongoing in collaboration with district officers.

Members raised concerns about single-use plastics that are being used at Takeaways. Officers confirmed that these concerns will be taken to the Food Waste Task and Finish Group for discussion.

#### **RESOLVED /-**

1. To note the progress of the key areas of activities currently being undertaken.
2. To agree that a workshops between Members and Officers be created to determine the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan.
3. To agree that a deep dive on food waste consumption data will be brought to a future meeting.
4. To agree that members concern around single use plastics in takeaway food outlets be taken to the Food Waste Task and Finish Group for discussion.

#### **WRC 23/31                      WASTE PREVENTION PROGRAMME FOR ENGLAND**

Paul Morgan, Head of Commercial Services, GMCA Environment Team provided a report that updated the committee on the Government's Waste Prevention Programme published in July 2023 and its potential implications for the GMCA.

The report highlighted DEFRA's publication on waste prevention programmes for England: Maximising Resources, Minimising Waste and the governments priorities to manage resources and waste, across three cross cutting themes:



- Designing out waste,
- Systems and services
- Data and information

These themes will be applied to seven key sectors that combined will generate c.80m tonnes of waste per annum.

Next steps include a public consultation on new policy. The Plan aligns well with GMCA actions, work in sectors and collaboration with industry and academia.

**RESOLVED /-**

1. To note the report and the government's strategic approach to waste prevention.

**GMCA 23/32            DATES AND TIMES OF FUTURE MEETING**

Thursday 18th January 10am-12noon

Thursday 14th March 10am-12noon

**RESOLVED /**

1. The dates and times for future meetings were noted.

**GMCA 23/33            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 because this involved the likely disclosure of exempt information, as set out in the relevant paragraph 3 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 23/34            CONTRACTS UPDATE**

Justin Lomax, Head of Contract Services, Waste and Resources Team introduced a report updates the Committee on performance and commercial issues relating to the Waste and Resources (WRCMS) and Household Waste Recycling Centre Management Services (HWRCMS) Contracts that commenced on 1 June 2019.

### **RESOLVED/-**

1. To note the contract updates and key risks set out in the report.
2. To note the work programme in section 4 detailing the options appraisal for future service provision from April 2026.
3. To return to the committee in January 2024 with a full report on outcomes.

## Greater Manchester Combined Authority

Date: 27<sup>th</sup> October 2023  
Subject: Greater Manchester Race Equality Strategy  
Report of: Councillor Arooj Shah and Sara Todd, Portfolio Leads for Equalities and Communities  
Report for: Greater Manchester Combined Authority

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### Purpose of Report

This report provides an update on the development of Greater Manchester Race Equality Strategy and outlines the next steps required to achieve meaningful change for our racially diverse communities.

### Recommendations:

The GMCA is requested to:

1. Note the contents of the report,
2. Consider their role in supporting delivery of the themes and actions within the proposed framework and development of a Race Equality Strategy
3. Endorse the key themes and actions set out in the report, including appointment of a political and organisational lead from each Local Authority to drive forward individual action and collective development of a Greater Manchester Race Equality Strategy.

### Contact Officers

Adrian Bates, Head of Equalities Strategy, GMCA

[Adrian.bates@greatermanchester-ca.gov.uk](mailto:Adrian.bates@greatermanchester-ca.gov.uk)

# Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers		
Insert text		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>The Strategy will focus on People and Communities experiencing racial inequalities, and their intersectional protected characteristics, including disability, sex, age and sexual orientation</p> <p>People from ethnically diverse communities are disproportionately impacted by socio-economic issues</p> <p>The strategy will set a framework for public services to be more inclusive, including their workforce recruitment and culture</p> <p>The strategy will focus on the importance of lived-experience in shaping services and holding leaders to account</p> <p>The strategy will ensure the needs of different ethnicities are considered and targeted to achieve equitable access, experience and outcomes</p>
Health	G	<p>The strategy will be aligned with the GM NHS Integrated Care Anti-Racism Framework, underpinning their work on improving health, care and wellbeing, as well as partners to address inequalities in the wider determinants of health e.g. housing, transport, digital</p>
Resilience and Adaptation	G	<p>People from racially minoritised communities have been disproportionately impacted by the pandemic and cost-of-living crisis</p> <p>By improving workforce diversity and leadership, the needs of communities will be more understood and responded to</p> <p>The strategy aims to ensure racially minoritised people are treated equitably reducing their discriminatory vulnerability</p> <p>The strategy will be aligned with Greater Manchester Police's Race Action Plan</p>
Housing	G	<p>The strategy will inform delivery of housing and homelessness services, reducing discrimination and increasing equity of provision.</p> <p>The strategy will be aligned with activity underway within the Greater manchester housing partnership to support accessibility and affordability of social housing. In addition it will inform the emerging Good Landlord Charter.</p>
Economy	G	<p>The strategy will focus on improving diversity of the public sector workforce, through inclusive recruitment and retention practices.</p> <p>In addition, it will drive improvements in the private sector through stronger leadership of the issue driving more targeted commissioning of work and skills programmes</p> <p>The strategy will be aligned with the Good Employment Charter and business support investment and activity</p> <p>The strategy will encourage local businesses to develop more inclusive recruitment and retention practices, increasing both employment for local people and strengthening innovation within their business</p> <p>GM has a very diverse population which is currently not being fully utilised for the benefit of the economy</p> <p>The strategy will set out ambitions for an inclusive and cohesive city-region, which may be more attractive to external investors.</p> <p>GMCA work and skills programmes will be aligned with the principles and actions of the strategy, with the aim to narrow the skills gap.</p>
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s): Equalities Impact Assessment		
<b>G</b>	<b>A</b>	<b>R</b>
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.
		<b>RR</b> 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 non-residential (including public) buildings	N/A			
Transport				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
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.

## Risk Management

This paper describes work to manage risk relating to services for racial minoritised people.

## Legal Considerations

As set out in section 149 Equality Act 2010, a public authority (which includes the GMCA within its definition) must, in the exercise of its functions, have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This legislation is more commonly known as the Public Sector Equality Duty and is informed, amongst other things, in GM, by the research referred to in this report.

## Financial Consequences – Revenue

N/A

## Financial Consequences – Capital

N/A

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

### Comments/recommendations from Overview & Scrutiny Committee

- The GMCA Overview & Scrutiny Committee commented that the suggested themes of the Strategy felt right.
- Members acknowledged the scale of the task ahead in addressing engrained systematic racism and suggested that the Strategy prioritised a few initial steps where levers to delivery were more readily available.
- In clarifying these initial steps, it would enable the required resources to be more evident.
- Strong leadership was felt to be vital to address the previous decades of structural inequality, beginning with all elected members as leaders in their communities. The visible leadership from the GM Mayor and members of the GMCA was also welcomed.
- The Committee recognised that the Race Equality Panel was made up of volunteers, whose role was to steer and engage everyone in this agenda, but that for doing so they should be financially valued and suggested that an allowance for panel members be considered by the GMCA.
- Members felt that one of the most prevalent areas for race inequality was the currently fragmented criminal justice system and suggested that the panel may wish to direct its focus on stepped changes here as a priority.
- In relation to inequalities within the workplace, members felt that akin to the gender pay gap, although issues are known, there needs to be a method by which racial inequalities can be strongly challenged or penalised. This could also be an area of initial focus for the Panel.
- It was suggested that the trailblazer deal would be a good opportunity to embed equality practices across a number of GM portfolio areas and as policies were developed, they could be checked in terms of any potential negative impact they would have to a particular race.
- Finally, despite the recognition that improved racial equity may take decades to evidence, the Committee were clear that actions were needed now to support those

communities in crisis. Scrutiny would welcome further opportunities to work alongside the Race Equality Panel, whether that be to gain insight into a particular issue or to coproduce a particular piece of work.

## **Background Papers**

The Independent Inequalities Commission is published at <https://www.greatermanchester-ca.gov.uk/what-we-do/equalities/independent-inequalities-commission/>

The research into racial inequalities in Greater Manchester by the Centre on Dynamics of Ethnicity is presented here <https://blog.policy.manchester.ac.uk/posts/2022/08/race-equality-in-greater-manchester-opportunities-and-challenges-of-collaboration/>

## **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

### **GM Transport Committee**

N/A

### **Overview and Scrutiny Committee**

See above

## 1. Background

- 1.1 The [Greater Manchester Independent Inequalities Commission 2021](#) identified structural racism as a top priority for any serious agenda to tackle inequality. “*2020 was a wake-up call. The Covid-19 pandemic exposed the fractures running across our society and the Black Lives Matter movement forced us to acknowledge and confront the intractable realities of structural racism*”.
- 1.2 In response, the Mayor of Greater Manchester, in his 2021 Manifesto committed; *We will ask our Race Equality Panel to help us develop a Race Equality Strategy for Greater Manchester.* In November 2022, the Greater Manchester Tackling Inequalities Board, chaired by the Portfolio Leader for Equalities and Communities, endorsed the development of a Greater Manchester Race Equality Strategy, codesigned by Race Equality Panel members working with Greater Manchester public sector policy leaders and other cross-sector stakeholders, to ensure it adds value to current activity and secures the commitment and resources required to create sustainable change.
- 1.3 Established in December 2020, the Race Equality Panel is one of seven Greater Manchester Equality Panels; residents volunteering their time to share their lived experiences, insight and expertise, to proactively support and constructively challenge political leaders and policymakers to tackle the discrimination and disadvantage that cause injustice and inequality in society, as well as championing Greater Manchester as an inclusive city-region. The Race Equality Panel has focused its efforts on policing and criminal justice, education, employment, leadership, mental health and housing and homelessness. Examples of impact include the development of a Race Equality Charter for Schools adopted by secondary schools across Greater Manchester and hosting of two successful Employment Summits for employers. Membership reflects Greater Manchester’s racial diversity, across different demographics, districts, sectors, and other interests, and has recently been refreshed to bring in new perspectives, ideas, and energies.

## 2. Racial inequalities in Greater Manchester

- 2.1 Research published in 2022 by the [Centre on Dynamics of Ethnicity \(CoDE\)](#) (University of Manchester), supported by the [Greater Manchester Combined Authority](#), set out in stark terms the failure to address racial inequalities effectively, with gaps in outcomes experienced throughout the life course from early years



through to older age, across education, employment, health and wellbeing, and criminal justice. National and local data and research includes

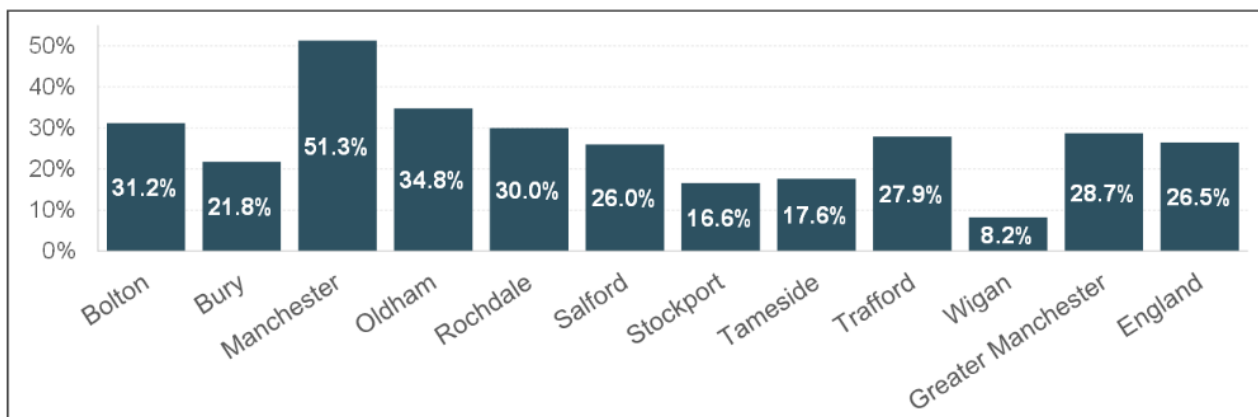
- Employment (GM) - there is a 16% gap in employment rates of White British (75% employment) and other ethnicities (59%). This is the same % gap as in 2014. One third of Black workers and 27% of Asian workers are paid below the living wage, compared with 21% of White workers. Whilst different ethnicities constitute 20% of all young people (aged 16-18), among apprentices they make up just 8%.
- Public Sector Workforce (GM) – if you are from a racially minoritised community, you are less likely to see people like you in senior positions of organisations, more likely to be subject to a formal disciplinary and less likely to earn the same hourly rate as your white counterparts
- Cost of Living (GM) - Racially minoritised people are most likely to experience food insecurity, find it difficult to pay energy costs and be in insecure employment. Nationally, all other ethnic groups have higher levels of people living in relative low-income households compared to White British
- Housing (UK) - 44% of Black and 27% of Mixed Ethnicity live in social housing compared to 16% of White British. Black and Asian people are more likely to live in overcrowded housing. One in three Black people who have experienced homelessness have also faced racial discrimination from a landlord, six times more than the general population
- Children and Young People (UK) - Black children are more likely to be in care and less likely to be adopted than White children. Though Asian children are less likely to be in care, they are even less likely than Black children to be adopted. Take-up of funded childcare shows that children who speak English as an additional language are nearly three times as likely not to take up their full five terms of eligible preschool. Black Caribbean pupils are disproportionately represented in different types of SEND identification.
- Health (UK) - The rates of compulsory admission to acute mental health services are much higher for Black, Mixed Black, and Mixed Asian patients. Black women in England are more likely to be diagnosed with late-stage cancer. South Asian women are at higher odds of being diagnosed with late-stage breast and ovarian cancers. Black men are at a greater risk of developing prostate cancer. The risk of maternal death is four times greater for Black women and two times greater for Asian women compared to White women in England.

- 2.2 The reasons are complex, with a legacy of structural and institutional racism. Successful action to address inequality has been driven in local activities by those committed to racial justice, but more is needed. The need for greater accountability and to recognise structural and institutional racism is central to effective policy making.
- 2.3 Lack of local evidence on race equality is a major issue and needs to improve. Better data collection and lobbying for data and evidence is vital if we are to track change and to tailor our local programmes to meet the needs of residents. Better information must take account of the lived experience of racially minoritised communities. The importance of working with people experiencing racial inequalities to design solutions is key, and diversifying workforce and leadership.
- 2.4 Some of the issues raised sit beyond the powers and duties of GMCA, and here GMCA have a role in influencing partners to address them. In making representations and responding to consultations GMCA need to identify and challenge central government on these issues.

### 3. Good Lives for All

- 3.1 The vision of the Greater Manchester Strategy is ‘Good Lives for All’, with a central pillar being a Fairer Greater Manchester. This must equitably apply to our increasingly ethnically diverse population. The 2021 Census estimated that there are 821,801 Greater Manchester residents from an ethnic minority. This equated to 28.7% of Greater Manchester’s population, slightly above the England average of 26.5%. Whilst there are considerable differences, diverse ethnicities make up a sizeable percentage of the population within each locality, and as such barriers and opportunities can not be overlooked.

Percentage of the population from an ethnic minority group, 2021



Source: ONS, Census 2021

- 3.2 Furthermore, between 2011 and 2021, the ethnic minority population of Greater Manchester increased by 280,960. This represented growth of 51.9%, significantly above the national increase of 39.3%, and largely driven by new arrivals – more than three quarters (77.4%) of the increase was accounted for by people who had settled in the UK since 2011. All ten Greater Manchester districts saw an increase in the number of ethnic minority residents between 2011 and 2021, with those districts that previously had a relatively small ethnic minority population experiencing the highest percentage growth rates.
- 3.3 In addition, the median age of Greater Manchester’s ethnic minority residents in 2021 was younger than that for the White British population (29 years compared to 41 years). The increase in Greater Manchester’s total working-age population (up 4.1% between 2011 and 2021) was driven by an increase in working-age ethnic minority residents (up 52.9%). In contrast, the White British working-age population decreased by 8.1%.
- 3.4 This ongoing demographic change confirms the requirement for public services to respond to the needs of a diverse range of ethnic groups. This includes representation within public life, given the relative lack of ethnic diversity amongst leaders, decision-makers and the wider workforce in many organisations.
- 3.5 A Race Equality Strategy is therefore essential in securing an explicit focus in the Greater Manchester Strategy on people and communities experiencing racial inequalities. To ensure that the strategy is not only aspiration but also measurable, it is imperative to establish a comprehensive set of performance measures that are specifically linked to racial inequalities and discrimination. These will be developed through collaboration between the Race Equality Panel and Greater Manchester policy leads, ensuring a holistic and insight-led understanding of the key areas of improvement and progress required to advance racial equity. By regularly publishing progress, residents will be able to see the difference being made, building trusting relationships with often disenfranchised communities.
- 3.6 Furthermore, whilst there is an explicit focus on race and ethnicity, people are not defined by just one characteristic, and improvements in outcomes will be across people’s sex, disability, age, maternity and other protected characteristics.

## **4. Developing the strategy**

- 4.1 Whilst development of a Race Equality Strategy sits within the Equalities and Communities Portfolio, providing strategic leadership and oversight, the delivery

and accountability of policy activity continues to sit with individual localities, organisations and boards. It is therefore imperative that the strategy is developed with partners and communities.

- 4.2 The key themes and actions set out below have been informed by a series of workshops involving senior officers and policy leads from across the public, private and voluntary sectors, including Local Authorities, Greater Manchester Police, Greater Manchester NHS and Greater Manchester Housing Partnership, alongside representatives of the Race Equality Panel. These have been facilitated independently by Dr Nigel de Noronha of the Centre on Dynamics of Ethnicity (CoDE) (University of Manchester).
- 4.3 In addition, there is a wide range of activity and good practice across the public sector organisations, which have been collated and evaluated, as well as research on other regions approaches and sector equality frameworks, to gain a full understanding of the current landscape and opportunities to change. The ambition is to align with other equality standards, avoiding duplication and achieving a consistent and collaborative approach.
- 4.4 The emerging themes and actions have also been explored with Local Authority Chief Executives in a deep-dive strategy session and with Overview and Scrutiny Committee. In both sessions the overarching importance and ambitions of the strategy, as well as the key themes and actions, received strong endorsement.

## **5. Ambitions and themes**

- 5.1 *Racism is endemic in society with inequalities evident in the lived experience of racialised minorities. Racism informs the way we are taught to see the world. Addressing this requires an anti-racist approach, a willingness to challenge the inequalities that we see. Demographic change in Greater Manchester means that racialised minorities form an increasingly important part of the pool of potential employees and service users. A vision for race equality in Greater Manchester includes equal workforce representation and fair outcomes, access and treatment by public services. This requires an accountable leadership that demonstrates commitment to delivering race equality.*  
*Dr. Nigel de Noronha, March 2023, Centre on the Dynamics of Ethnicity, University of Manchester*
- 5.2 Five key themes have emerged from the research and stakeholder engagement.

1. Clear and effective leadership in race equality, reflected both politically and at senior levels in organisations. *This should be informed by*
2. Accountability to the communities served based on engagement with the diverse people of Greater Manchester around service improvements. *This should be supported by*
3. Commitment and resources from public, private and voluntary services to achieve meaningful improvements in outcomes and experiences of racialised minorities. *This should deliver*
4. Transparent, agreed, and recognised performance measures that deliver fairer outcomes for racialised minorities, and utilising lived experiences of racism and racial inequalities to make more informed decisions to address structural, institutional and interpersonal manifestations. *This should be enabled by*
5. Removal of employment barriers to recruiting fairly from local communities and ensuring workplace environments are supportive and provide similar opportunities for job satisfaction, development and progression.

5.3 The themes come as no surprise and align with the 'ways of working' that underpin the sustainable and equitable delivery of all commitments and outcomes in the Greater Manchester Strategy. However, they are difficult to shift in terms of organisational culture and capacity and embed as core business. It is therefore essential leaders and stakeholders at all levels are engaged throughout the development of the strategy, to ensure the actions are SMART, add value to current activity, delivered consistently across localities and organisations, and be sustained.

## **6. Emerging actions**

- 6.1 From the workshops, good practice from public services and desktop research of other city-regions, the following practical actions have been identified to achieve change in the key themes. These are intentionally 'enablers' rather than thematic, providing a framework for all organisations to adopt to underpin their individual strategies and activity, and that will drive and evidence progress to staff and communities in achieving racial equity in services and outcomes.
- 6.2 Some of the actions listed below are immediate, others require more long-term change, to ensure sustained prioritisation of tackling racial inequalities and demonstration of impact for communities. It is recognised that organisations will already be progressing some of the actions, or others will be more challenging to

implement. The intention is to agree and implement this framework consistently across local authorities and encourage others across all sectors to adopt.

6.3 The framework will underpin and enable development and delivery of an effective Race Equality Strategy. In addition, the good practice set out below can be expanded across protected characteristics, to benefit other communities-of-identity and the multiple intersections people have.

<b>Themes</b>	<b>Actions</b>
Leadership	Political and executive leadership publicly demonstrate understanding of local communities and show commitment to reducing racial inequalities
	Executive or director level sponsor is appointed with a commitment to advancing anti-racism within organisation
	The executive / director creates and leads safe spaces for the development of reflective practices on race, for example staff network meetings.
	Evidence of inclusive leadership education for all executive directors.
	All senior managers have a personal development plan goal agreed around racial equality, diversity and inclusion, and a process to report annually the percentage of these goals that have been met.
	Diversity of Political or Executive leaders by ethnicity matches closely the diversity of the local population
	Co-ordination at Greater Manchester level to facilitate sharing of challenges, opportunities, and achievements across the area
Accountability	Clear evidence of action to make anti-racism work mission critical
	A race equality performance dashboard that includes performance against the workforce disparity and other race-specific targets as appropriate is used and presented quarterly to Executive / Board
	Race is considered in all service and policy development and decision making, with this documented and published (for example by consistently and comprehensively using Equality Impact Assessments)
	Proactive communication of a zero-tolerance approach to racism
	Established and evaluated engagement mechanisms for racially minoritised service users and residents.
	Work with partners in the public, private, community and voluntary sectors to address race equality priorities, reviewed on a regular basis

	Active engagement in planning and delivering activities that foster good community relations
	Ethnically diverse staff review progress and any learning be built into the following year's plans
	Understanding of the level of participation in civic life and decision-making by different ethnic communities, with action taken to address inequalities.
Commitment and Resources	Set and publish at least one stretch goal that goes beyond legal frameworks compliance
	Provide funding for sustainable access to infrastructure for community-led organisations in racially-minoritised communities
	Develop mechanisms to learn from previous experiences of effective action to address race equality
	When commissioning and procuring services, processes and practices consider diverse needs of racially minoritised service users
Performance Measures	Up to date and comprehensive race equality data is used regularly to plan, predict, and assess impacts of decisions and business as usual practice, with impacts monitored and reviewed
	Develop an agreed set of performance measures across Greater Manchester that reflect the things that matter to racialised minorities, with established methods of collecting information on these across all organisations
	Ongoing demonstrated progress on reducing identified racial inequalities
Workforce	Robust and comprehensive set of employment data (informed by the local labour market) to inform workforce strategy and management practice, to improve the recruitment, retention, progression, and work experiences of racialised minorities in Greater Manchester
	Leadership development for ethnically diverse workforce
	Evidence of racial diversity within disciplinary and grievance processes
	Positive health and wellbeing culture throughout all levels and areas of the workforce

## 7. Leadership and accountability

7.1 Strong leadership will be essential in driving meaningful change. As such a crucial action above, and recommendation in this report, is for **each local authority to**

**appoint a designated political and senior lead officer.** These leads will be convened to drive forward the ambitions and delivery of a collective Race Equality Strategy, ensuring clear accountability and progress on the themes and actions within the framework by individual partners.

- 7.2 The leads will be asked to independently reflect on their organisational policies and practices against the actions set out above to identify areas for change and improvement. In addition to individual reflection, a collaborative approach will enable sharing good practice, successes, and challenges, learning from each other's experiences and collectively driving progress. Throughout this, the leads will engage with the Race Equality Panel and other relevant stakeholders to ensure the voices of our communities are leading and embedded within strategy and action.
- 7.3 The proposed actions align with equality standards suggested by the Local Government Association (LGA) and the new statutory NHS Equality Framework, as well as other equality benchmarks. This ensures the strategy represents an adherence to industry best practice and aligns to (not duplicate) the ongoing work local authorities and key partners have been undertaking to advance race equality. This will amplify the individual impact of efforts in championing racial equity across organisations, sectors, and communities.
- 7.4 Whilst the arrangements for monitoring and reporting progress against a new strategy by organisations and collectively are to be developed by the designated leads, it is crucially important to ensure transparency, accountability and credibility with staff and communities. As such there is the expectation at the very minimum that each organisation will publish an annual statement highlighting their achievement, challenges, and future plans in addressing racial inequalities. And that these individual statements will be collated and evaluated to provide annual review across the city-region of efforts and progress. This will be presented to the Race Equality Panel and Tackling Inequalities Board, enabling independent and systemic check and challenge from stakeholders, and the identification of intersectional barriers and opportunities, prior to formal reporting to the GMCA. This strategic overview will drive coordinated action for future initiatives and play a pivot role in actualising the vision of racial equity.

## **8. Workforce diversity**

- 8.1 Workplace cultures often act as a barrier to delivering race equality and in the worst cases reflect toxic attitudes to racialised minorities



*Our investigation found reoccurring instances of residents being treated in dismissive, inappropriate or unsympathetic ways. In some instances, the language used was derogatory*

*Housing Ombudsman on Rochdale Boroughwide Housing*

- 8.2 As stated above, a key theme highlighted was the “Removal of employment barriers to recruiting fairly from local communities and ensuring workplace environments are supportive and provide similar opportunities for job satisfaction, development, and progression.”
- 8.3 The demographic changes mean that we have growing numbers and diversity of ethnic minority communities with implications for both recruitment and service delivery. Greater Manchester Human Resources Directors’ Network have commenced a project with the ambition to accelerate the broadening of local authorities’ workforce to reflect the diversity of the Greater Manchester population. This work explores the use of workforce representation targets, specifically on race and disability, by Greater Manchester local authorities and identifies areas for the local authorities and GMCA to work collaboratively on to increase representation within their workforces. The three areas identified for further development are:
- i. Development of a Greater Manchester Local Authority Workforce Equality Standard/Framework. The purpose is to help organisations review, monitor and improve their performance which takes into account both individual authority’s priorities and perspectives and the conurbation’s wider stated inclusion objectives. This will enable each authority to measure and monitor progress as well as providing the basis for us to develop areas for collaborative action.
  - ii. Leadership Development - to commission the design and delivery of a sustainable targeted Leadership Development programme to build the talent that can apply and progress to senior leadership roles within GM. The commission would include; Programme design in partnership with locality HR, OD and EDI practitioners as well as Employee Groups and senior leaders; Programme delivery and facilitation to include direct delivery, agreeing third party contributors, liaison with local authorities etc. Programme sustainability management to transition the approach so it can be delivered in-house by local authorities across GM going forward and subject to evaluation.
  - iii. Increasing employer attractiveness by focussing on inclusive public services. This will include extending the current mutual mentoring scheme connecting

senior leaders to those with lived experiences of disability and racial inequality across public sector employers in four boroughs more widely across the GM local authorities. This scheme has received overwhelmingly positive feedback. Additionally, extending the current programme of community engagement to understand perceptions in relation to public service employment in general and barriers in particular across communities experiencing racial inequality and disabled groups which is taking place within the four boroughs wider across local authorities. This programme has led to the identification of seven clear opportunities for change which the project is now seeking to address through practical exemplar activities in the boroughs, a community of practice and best practice toolkit.

- 8.4 A programme manager, hosted by GMCA, is being recruited to help drive the Workforce Inclusion agenda over the next two years and bring change at pace.

## **9. Summary and next steps**

- 9.1 Creation of a Race Equality Strategy provides a fresh opportunity to tackle longstanding and chronic inequalities, disadvantage and discrimination faced by racially minoritised communities across the city-region. By embedding new ways of working through the proposed framework, that are transparent and accountable to residents and staff, empowered through strong leadership and commitment of resources, real change can be made by individual organisations and collectively across the Greater Manchester system and wider society. Change will not happen overnight, will be difficult to achieve, and highlight failures in past attempts, but these are not reasons to not try.
- 8.2 Driving forward with workforce change and appointment of political and organisational leads will enable an ambitious yet tangible Race Equality Strategy to be developed and implemented, ensuring that measures and actions align with our ambitions for Greater Manchester, and fostering accountability to communities, building trust and delivering evidential change in outcomes.
- 8.3 If agreed, the leads will be convened by December 2023 and progress reported to GMCA in March 2024

## **10. Recommendations:**

The GMCA is requested to:

1. Note the contents of the report,
2. Consider their role in supporting delivery of the themes and actions within the proposed framework and development of a Race Equality Strategy
3. Endorse the key themes and actions set out in the report, including appointment of a political and organisational lead from each Local Authority to drive forward individual action and collective development of a Race Equality Strategy.

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## Greater Manchester Combined Authority

Date: 27th October 2023  
 Subject: Implementation of Greater Manchester VCFSE Accord and a Fair Funding Protocol  
 Report of: Councillor Arooj Shah, GM Portfolio Leader for Communities and Equalities, Andrew Lightfoot, GM Portfolio Chief Executive for Communities

### Purpose of the Report:

In September 2021, the Combined Authority approved a new tripartite Accord agreement with the Voluntary, Community, Faith and Social Enterprise (VCFSE) sector and NHS Greater Manchester, to act as a framework for collaboration involving VCFSE leaders and organisations in the delivery of the Greater Manchester Strategy (GMS) and the thematic strategies and delivery plans that will exist to deliver the GMS vision. This Accord has been endorsed through the Executive structures of all ten of the GM local authorities. In March 2022, a five-year Implementation Plan for the Accord was published, and this report provides an update on the work that is currently taking place across Greater Manchester.

It is clear that a huge amount of progress has been made already, with VCFSE sector representatives “at the table” in the places where important decisions are made across the NHS, Health and Social Care and GMCA partnerships. The sector is playing a strong role across all the commitments and thematic areas of the GMS, and improvements have been made for the sector’s workforce, in communication, in partnerships and in service delivery. The Accord includes a commitment that the CA will work with its partners to build a financially resilient VCFSE sector. However, the sustainability and resilience of front-line community groups and organisations has been hit hard by both the current economic situation and the withdrawal of Covid emergency funding, thereby reducing their capacity to help. It is proposed therefore that GMCA commits to a Fair Funding Protocol in relation

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

to new grants and contracts for activities and services that the VCFSE sector carries out across Greater Manchester which are funded directly from the CA's budget.

## **Recommendations:**

The GMCA is requested to:

1. Note the progress update provided.
2. Approve the Fair Funding Protocol for activities and services that the VCFSE sector carries out across Greater Manchester which are funded directly from the GMCA's budget.

## **Contact Officers:**

**Andrew Lightfoot** - Deputy Chief Executive, GMCA  
[Andrew.Lightfoot@greatermanchester-ca.gov.uk](mailto:Andrew.Lightfoot@greatermanchester-ca.gov.uk)

**Anne Lythgoe** – VCFSE Accord Lead  
[Anne.lythgoe@greatermanchester-ca.gov.uk](mailto:Anne.lythgoe@greatermanchester-ca.gov.uk)







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

*Results of the [Sustainability Decision Support Tool](#) are included here:*

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	<p>The Accord enables involvement of a range of communities of identity, experience and geography, facilitating support and advocacy for particular communities.</p> <p>Key to the work of the VCSE sector under the Accord will be to enhance its ability to tackle poverty and disadvantage</p> <p>The Accord will facilitate the involvement of VCSE organisations in the service reform programme and 'services for people' in localities and neighbourhoods.</p> <p>The VCSE Accord will include work to increase co-design of services, support the GM Equalities Alliance and enable structures that allow communities to have a say in shaping decisions that affect them</p> <p>Involvement of VCSE organisations will be key to work to support community cohesion across GM, and this will be embedded in work to deliver the Accord.</p>	
Health	G	<p>Through key VCSE-led programmes like GM Moving, also through development of structures for the GM-wide Live Well service.</p> <p>The VCSE Accord will build from existing successes around VCSE-led low level mental health programmes.</p> <p>Through key VCSE-led programmes like GM Moving, also through development of structures for the GM-wide Live Well service.</p> <p>Through facilitation of key VCSE-led wellbeing programmes including development of structures for the GM-wide Live Well service.</p> <p>Improving referral pathways and connections for support, via VCSE organisations collaborating with statutory services</p> <p>The VCSE Accord will enable VCSE involvement in key healthy food programmes, and enable a support infrastructure and resilient forms of funding</p>	
Resilience and Adaptation	G	<p>The VCSE sector has an important role to play in creating environmental benefits, reducing carbon use, responding to emergencies and mitigating risks to communities.</p> <p>The VCSE sector has an important role to play in the Coronavirus recovery work</p> <p>The VCSE Accord describes the sector's role in supporting resilience of society and environment</p> <p>A strong agreement with the VCSE sector will enable involvement in key community safety programmes such as the Violence Reduction Unit.</p> <p>VCSE organisations play a significant role in enhancing and maintaining green and blue space in GM</p>	
Housing	G	<p>The VCSE Accord will build from strong experience around the Homeless Action Network, for example</p> <p>Through the VCSE-led community homes programme</p> <p>Through community ownership and management of redundant and underused buildings and public spaces</p>	
Economy	G	<p>The VCSE Accord contains a commitment around making a more inclusive and social economy</p> <p>The VCSE Accord contains a commitment around improvement of workforce capacity and capability, also seeking for the sector to have 100% employees paid the Real Living Wage</p> <p>The VCSE Accord contains a commitment around improvement of workforce capacity and capability, also seeking for the sector to have 100% employees paid the Real Living Wage</p> <p>The Accord will include work to support social enterprises and other social economy organisations to thrive</p> <p>VCSE organisations play a key role in social innovation activities</p> <p>The VCSE sector can leverage funds from charitable funders, social investors and other philanthropic givers.</p> <p>VCSE organisations play a key role in community learning programmes that wrap around statutory provision</p>	
Mobility and Connectivity	G	<p>Focus in the VCSE Accord on accessible services, facilitating the hearing of lived experience from communities and co-design of infrastructure</p> <p>VCSE organisations play a role providing low carbon transport schemes</p> <p>Focus in the VCSE Accord on accessible services, facilitating the hearing of lived experience from communities and co-design of infrastructure</p>	
Carbon, Nature and Environment	G		
Consumption and Production	G	<p>VCSE organisations make commitments to reduce waste in their activities</p> <p>VCSE organisations make commitments to increase reuse and recycling in their activities</p>	
Contribution to achieving the GM Carbon Neutral 2038 target		<p>The UKG are interested in bids which are particularly strong on the need for UKCRF projects to demonstrate a contribution to national net zero and carbon reduction ambitions and this forms a key part of the UKG's assessment criteria. GM priorities should contribute to our carbon neutrality and environmental objectives. We would welcome projects which are innovative, inclusive and support the</p>	
<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>



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	These may result through implementation of the Accord		
Access to amenities	N/A			
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.

### Risk Management:

*This report is considered to have a low level of risk*

### Legal Considerations:

*All legal considerations are set out in the body of the report*

### Financial Consequences – Revenue:

*To support this work, a budget of £228,400 was approved by the GMCA in September 2020 funded from Cultural Fund met from District contributions, and approval delegated to the GMCA Treasurer, in consultation with the Communities Portfolio Leader and Chief Executive, to award grant agreements, subject to final agreement of GMCA budgets. This funding has been further supplemented by funding from GM Integrated Care Board. In order to ensure affordability, the Fair Funding Protocol will apply only to new funding awards and will be considered as part of prioritising available resources.*

### Financial Consequences – Capital:

N/A

### Number of attachments to the report:

Annex 1 – Draft Fair Funding Protocol

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

N/A

## **Background papers:**

Information about GM VCFSE Leadership Group and VCFSE Policy Paper –

<https://VCFSEleadershipgm.org.uk/our-work/>

## **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

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

# 1. Introduction and Background

- 1.1 The work described in this paper is set within a period of extreme demand and dependence placed on both the public and VCFSE sectors. It is also a time of great uncertainty. Local Authority, health and other public budgets are under immense pressure and that budgeting will have a *direct impact* on VCFSE organisations in terms of grants and commissioning, but also an *indirect impact* (reductions and pressures in public services often displace need and put more pressure on charities and communities). Moving forwards, active involvement of voluntary and faith-based organisations, community groups and social enterprises in places and neighbourhoods will be key to Greater Manchester being able to respond to these pressures and drive the economy, while addressing the priorities of tackling inequalities, building confidence, and co-design of a resilient city region. Put simply, there is a need to **take a practical approach where responsibility and risk are shared**, and the public and VCFSE sectors work together to support places and communities.
- 1.2 In September 2021, the GM Health & Social Care Partnership Executive Board and the Combined Authority approved a new tripartite Accord agreement with the VCFSE sector<sup>1</sup>. The Accord is a five-year agreement which will act as a framework for collaboration involving VCFSE leaders and organisations in the delivery of the Greater Manchester Strategy and the thematic strategies and delivery plans that will exist to deliver the GMS vision.
- 1.3 The Accord has now also been endorsed through the Executive structures of all ten of the GM local authorities.
- 1.4 The Accord agreement facilitates a unified way of working between the local authorities, GMCA, the Integrated Care System and the GM VCFSE sector, represented by the GM VCFSE Leadership Group and allow a single conversation with the sector in relation to all aspects of the GMS and its partner strategies. It will also enable a focus on sustaining their valuable work in communities and creating a more resilient VCFSE sector.

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<sup>1</sup> [New Voluntary, Community and Social Enterprise sector Accord signed with Greater Manchester Leaders - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/news/new-voluntary-community-and-social-enterprise-sector-accord-signed-with-greater-manchester-leaders)

1.5 This report acknowledges the significant role of Faith and Belief in society and the support faith organisations provide, often to the most disadvantaged, both in terms of spiritual wellbeing and practical services. The VCFSE Accord has always included the community activities of faith-based organisations in GM, however the term Voluntary, Community, Faith and Social Enterprise (VCFSE) sector has been adopted throughout to recognise this valuable work.

## 2. Delivering the Greater Manchester VCFSE Accord

2.1 In April 2023, a Delivery Plan was put in place for the final 3 years of the current VCFSE Accord agreement, which contains an iterative programme of enabling and developmental activities driven at a GM-wide footprint, informed by the support and capacity needs identified through locality working. The three-year period will enable continuity across financial years and facilitate longer-term, transformational programmes of work. The actions invested in at a GM footprint aim to enable and facilitate delivery in localities, neighbourhoods and communities. All commitments will be achieved in partnership. The work aims to provide dedicated support, create capacity and help the VCFSE sector function as a collaborative ecosystem across the city region.

### Progress Update to September 2022 – October 2023

2.2 Work to date has focussed on building relationships: bringing people together, developing improved ways of working and addressing barriers to productive working. It is already making progress towards the creation of a thriving VCFSE sector that is **involved, empowered and responsive**, and therefore better able to support diverse communities on whom the pandemic and cost of living crisis were having an unequal impact.

2.3 The successes so far have included enabling activities across 8 delivery themes:

- **Population Health** – strengthening relationships between the VCFSE sector and the population health system including increasing the sector’s delivery role in early intervention and prevention; building Primary Care Network, GP Practice and local VCSE working relationships and referral pathways (not just health and care); improving data, research and intelligence sharing, and participation in the Live Well system design.
- **Commissioning and Investment** – rolling out learning from the GM VCFSE Commissioning Framework and exploring the best ways to commission services

from VCFSE providers, for example around future work and skills provision to improve reach and impact across communities and boroughs. The continuing development of the **GM Alternative Provider Collaborative** – initially a group of 20 VCFSE organisations holding contracts with the health sector in GM, but now expanding membership to become a key player in the health provider system. GM is the only place in the country where VCFSE health and care providers have some together and federated in this way.

- **VCFSE Workforce development** – Launch of a pioneering GM-wide workforce development programme for the VCFSE sector, to boost skills, capacity and leadership across all communities of the VCFSE sector.
- **Communication** – delivering a communication and engagement strategy linked to groups across Greater Manchester to improve the sharing of information, build links to Accord delivery and better connect to public sector partners.
- **Ecosystem development** – building capacity in the social infrastructure which underpins the VCFSE sector across GM, which links with strategic relationships at a district and neighbourhood level. Having this resourced infrastructure will be a key part of the success of the Accord as a whole and will enable more effective collaborative ways of working. The first 18 months of the new Accord agreement has seen an increasing collaboration between the VCSE local infrastructure organisations across the 10 districts of GM. Barriers and misconceptions were addressed, and the small financial contribution that was made available in each district for involvement in the GM work provided much needed capacity to engage. Further activity includes enhancing links to faith communities, and bolstering sector capacity to collectively connect to action on poverty, and to support refugee and asylum seekers.
- **GM Equalities Network** – acting as a collaborative of people from a wide range of communities of identity, working closely with the ICS and GM Equalities Panels to advise, support and bring insight from diverse and intersectional viewpoints on key strategies and service design issues.
- **Inclusive Economy** – policy development arising from VCFSE-led discussions about the creation of a fairer and more inclusive economy, including input to discussion around the refresh of the GM Local Industrial Strategy. This has seen the development of a range of case studies and pieces of evidence of what an

inclusive economy might look like in action in Greater Manchester, as well as work with the Good Employment Charter strengthen their VCSE sector offer.

- **VCFSE Involvement and Influencing** – Since the signing of the new VCFSE Accord in 2021, there has been an increased focus on involvement of members of the GM VCFSE Leadership Group as well as leaders from the wider sector in the partnerships, Boards and other collaborative structures of the work of the GMCA and GMS. Examples include the GM Business Board (formerly the Local Enterprise Partnership), thematic ‘Action Networks’ set up to address aspects of inequality in our communities, the GM Planning and Housing Commission and the new Drug and Alcohol Board. Involvement and influencing has progressed with the NHS GM Integrated Care, including through coordinated VCSE responses from NHS consultations, as Primary Care Blueprint, NHS GM Integrated Care Joint Forward Plan and ICP Strategies.

## **Complimentary activities**

- 2.4 Aligned to the work described in section 2.3 above, activities across the 10 districts of Greater Manchester through **UK Shared Prosperity Fund proposal E11** are focussing on capacity building of infrastructure support for local civil society. This work is led by a partnership of Local Infrastructure providers across Greater Manchester and has established a common framework of VCFSE infrastructure functions, working with each locality in Greater Manchester to identify strengths, weaknesses, gaps and development needs. This has led to a programme of capacity building which includes improved communication channels, development of new types of support (for example around social enterprise / investment, social value and Net Zero carbon), improved membership and collaborative leadership models, staff training, standardised equalities monitoring, and new arrangements for VCFSE organisational health checks.
- 2.5 In order to support this work, the new **VCFSE Forum** has uniquely brought together representatives from all ten GM Councils, health and VCFSE together to discuss some of the key issues facing Greater Manchester and the VCFSE sector’s role in addressing inequality. There is also a new local authority VCFSE Commissioners Group established to share good practice and provide peer support, and the Accord has enabled better partnership working at all levels and across all districts.

## Next steps

2.6 Over the next 12 months, the focus of this work will shift further towards the responsiveness of the VCFSE sector. The Accord Delivery Plan will include activities to improve system-wide data sharing, capacity building aimed at increasing supply chain spending with VCFSE organisations, building skills and capacity in the VCFSE workforce, strengthening the support infrastructure across all districts of GM, and agreeing the best mechanisms to involve people from diverse backgrounds in service design.

### 3. Enabling VCFSE Sector activities in communities

3.1 The VCFSE sector has played an increasingly a vital role in communities in the post-Covid period.

#### Critical response in the cost-of-living crisis.

3.2 Examples of recent activity across GM include:

- **Distributing emergency funds** – such as the Household Support Fund, Migrant Destitution Fund GM and Other VCFSE-led funding which the sector has secured for Greater Manchester.
- **Information and signposting** – VCFSE organisations play a key role in communicating information about emergency and other support with people and communities.
- **Insight and intelligence about the crisis** – the work of the sector creates a rich source of data and insight.
- **Other broader support activities led by VCFSE organisations include:**
  - Food banks/food pantry - increasing culturally appropriate food offers – Food Solutions Networks.
  - Community warehouse/logistical support/ bulk purchasing/home delivery services
  - Preparing warm spaces/ public living rooms and winter warmth packs.
  - Increasing access to welfare advice and funds – Citizens Advice, and partnerships to extend reach. Multi-lingual welfare advice.
  - Energy efficiency schemes and support
  - Winter volunteering campaigns recruiting additional support.

- 3.3 As part of the CA's Reform work strand, GMCA staff have been working with local authority, health and VCFSE sector colleagues to identify examples that demonstrate trust and positive relationships to support effective strategic partnerships and collaboration, exploring recent responses to the cost-of-living crisis as a means to understand this subject. Findings and recommendations from this work will be shared with relevant leadership forums at the beginning of 2024.
- 3.4 Furthermore, it should be noted that many of the '**Action Networks**' established to address key issues such as homelessness, food insecurity and climate are led by the VCFSE sector. The recent Action Networks Summit demonstrated a flagship approach to tackling climate and social justice in Greater Manchester and is an example of the Accord in action; partnership working to tackle inequalities.
- 3.5 As described in the June report to the GMCA on the Big Disability Survey, an example of where progress is being made to support disabled people maps closely with the local authority working closely with a strong Disabled People's Organisation in that locality. These disability 'infrastructure organisations' are more strongly representing, supporting and engaging disabled residents. Resourcing the VCFSE has demonstrable benefits to both public services and residents, especially those most disadvantaged in society.

## **Barriers and issues**

- 3.6 However, it is clear from the activities around the VCFSE Accord that there are several pressures and risks faced in the sector which are affecting the capacity to respond. These include the fact that a significant amount of VCFSE provision is delivered on short term, often COVID-linked funding. The scale of demand is too great for the current VCFSE provision, with workforce capacity stretched and access to funding to meet the demand on food and advice, for example. Furthermore, inflation costs are hitting the sector hard, affecting what groups can buy/provide for money they have. Pay and conditions in the VCFSE sector workforce are usually benchmarked with the public sector and pay reviews for staff are squeezing budgets, particularly where these are not reflected in contract uplifts.
- 3.7 One example of the impact that this is having can be seen in relation to payment of the Real Living Wage (RLW). VCFSE organisations in Greater Manchester have been leading the way in terms of payment of the RLW and have set a target in the Accord that 100% of employees in the sector are paid at least the RLW by 2026.



However, many grants and contracts were developed before the current period of inflation, and the uplift in the RLW to £10.90 from April 2023 is appearing to be unaffordable for many VCFSE organisations. This will be further compounded if, as expected, the RLW rate jumps by a significant amount from 2024.

#### **4. GMCA role in the VCFSE Accord**

- 4.1 As well as being a funder of work to deliver the VCFSE Accord, the GMCA is a Partner in the delivery of the 8 strategic commitments contained in the Accord agreement. In signing the VCFSE Accord, GMCA has made an organisation-level commitment to the sector and supporting / enabling the capacity building of VCFSE organisations. It will be important to demonstrate leadership and commitment to the Accord, and it is proposed that the CA does this through a range of activities in addition to providing grant funding.
- 4.2 It should be stressed that the CA is already making significant progress in its operational relationship with the VCFSE sector through the Accord and other workstreams. In Works and Skills, a new Community Grant Scheme has been developed following extensive engagement with VCFSE sector providers and a new role has been created within the commissioning team to work closely with the sector; the CA has made considerable progress against commitments through its social value work towards increasing the diversity of its supply chain (small medium enterprise and VCFSE), contract uplifts have been provided for the VCFSE Accord and GM Equalities Panels, and longer term grant agreements are now provided through the GM Culture Fund, for example.

#### **Fair Funding Protocol**

- 4.3 It is now proposed that a principles-based '**Fair Funding**' Protocol is put in place between GMCA and the VCFSE sector, which further develops Commitment 3 of the VCFSE Accord: *We will build a financially resilient VCFSE sector that is resourced to address our biggest challenges of ending poverty and inequality in Greater Manchester.*
- 4.4 This supplementary agreement "Protocol" will cover activities and services that the VCFSE sector carries out in communities which are funded by the GMCA's budget in Greater Manchester. It will be used to guide how the CA plans its grant funding, commissions, and manages contracts with VCFSE organisations, and will have the following benefits:

- Support improved trust, partnership working and co-creation of services between GMCA and the VCFSE sector,
- Enable fairness and transparency in the financial relationship between the VCFSE and GMCA,
- Reduce the likelihood of unrealistic financial expectations by either partner,
- Enable risk sharing between GMCA and the VCFSE sector, and
- Improve the ability of the VCFSE sector to provide publicly funded services in communities, and the resilience of those services.

- 4.5 The Protocol will apply to new agreements only and represents a shared ambition within the confines of the conditions on external funding pots. It will also set out our intent to further collaborate with the sector through the GM VCFSE Accord on future strategic planning and commissioning. GMCA accepts that under the current terms and conditions associated with its funding there is often little room to manoeuvre but will use this protocol to set a direction of travel for future funding negotiations. The aim is to maintain an open, honest and regular dialogue between the CA and the VCFSE sector about the challenges we are all facing and how we can help each other.
- 4.6 The draft Fair Funding Protocol is provided at **Annex 1** for approval by the CA. It is proposed that a VCFSE Fair Funding Protocol Monitoring Group is established which meets on a quarterly basis to reflect on implementation of the Protocol, discuss the implications of forward strategy and CA budget-setting.
- 4.7 GMCA is leading the way with the agreement of this protocol, and it is hoped that other public sector organisations across GM can put in place similar arrangements in the future.

### **Skills development, volunteering and joint projects.**

- 4.8 The GMCA has listened to employee feedback through the B-Heard Survey and will be introducing a new Employer Supported Volunteering (ESV) Policy. Implementing this policy will support staff 'personal growth' and 'giving something back' ambitions, highlight to employees in all roles how they can contribute to the Greater Manchester Strategy, and helps deliver more impact in the communities we serve.
- 4.9 Furthermore, through the GMCA Business Plan, opportunities exist to invite VCFSE colleagues to join staff skills development activities, further explore secondments and placements within the CA for VCFSE staff, undertake collaborative research

projects and joint work that leads to improved understanding of the work of the VCFSE sector, and put in place mechanisms to enable the brokerage of social value offers in GMCA contracts, for example.

## **5. Next Steps**

- 5.1 This report is one of a series of regular updates on progress facilitated by the GM VCFSE Accord. As work continues, there has been an increased focus on evaluation not only of progress, but also of 'what works' in terms of collaboration between the public and VCFSE sectors. The results from this evaluation work will be shared in future reports.

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## **DRAFT GMCA and VCFSE sector Fair Funding Protocol**

### **PREAMBLE**

#### **Introduction**

Greater Manchester Combined Authority (GMCA) greatly values the work the GM Voluntary, Community, Faith and Social Enterprise (VCFSE) Sector is doing to help people across Greater Manchester support each other during these difficult times. We know that the skill, energy and compassion of VCFSE organisations is vital in keeping our communities strong.

However, it is recognised that this puts huge pressure on staff, volunteers and budgets.

GMCA believes that the VCFSE sector is a key delivery partner of services and activities for communities. We want to reduce financial barriers in the goal that we share with the VCFSE sector – that of delivering the outcomes and commitments of the Greater Manchester Strategy and creating a greener, fairer and more prosperous Greater Manchester.

#### **Purpose**

The [GM VCFSE Accord](#) is a three-way collaboration agreement between the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Integrated Care System, and the VCFSE Sector represented by the GM VCFSE Leadership Group, based on a relationship of mutual trust, working together, and sharing responsibility.

It is now proposed to put in place a principles-based '**Fair Funding**' Protocol between GMCA and the VCFSE sector, which further develops Commitment 3 of the VCFSE Accord: *We will build a financially resilient VCFSE sector that is resourced to address our biggest challenges of ending poverty and inequality in Greater Manchester.*

This supplementary agreement "Protocol" will be used to guide how the CA plans its grant funding, commissions, and manages contracts with VCFSE organisations, and will have the following benefits:

- Support improved trust, partnership working and co-creation of services between GMCA and the VCFSE sector,
- Enable fairness and transparency in the financial relationship between the VCFSE and GMCA,
- Reduce the likelihood of unrealistic financial expectations by either partner,
- Enable risk sharing between GMCA and the VCFSE sector, and
- Improve the ability of the VCFSE sector to provide publicly funded services in communities, and the resilience of those services.

#### **Drivers**

It is recognised that both the public and VCFSE sectors are facing extreme financial pressures at the current time. Many of these pressures are interlinked between the sectors.

We know that:

- There are an estimated 17,494 VCFSE organisations in Greater Manchester with a combined income of £1.2bn. Evidence from the 2021 [VCFSE State of the Sector](#)

report shows that Greater Manchester local authorities were the most frequently identified sources of funding (65%).

- The VCFSE sector is currently faced with a shortage of available labour for customer facing roles as a buoyant jobs market means that people can receive higher salaries elsewhere. This situation is further heightened by recent pay awards in the public sector which have led to the movement of front-line staff away from the VCFSE sector and into better paid employment.
- VCFSE organisations in Greater Manchester have been leading the way in terms of payment of the Real Living Wage and have set a target in the GM VCFSE Accord that 100% of employees in the sector are paid at least the Real Living Wage by 2026. However, many grants and contracts were developed before the current period of inflation, and staff pay has not kept up with inflation. The uplift in the Real Living Wage to £10.90 from April 2023 is unlikely to be affordable for many VCFSE organisations.
- The VCFSE sector is facing a spike in demand for its services caused by the cumulative impact of the Covid pandemic and the cost-of-living crisis, and this builds on pressure which the sector was already experiencing as people seek alternative forms of support due to the reduction in public services over the last 13 years.
- This situation is compounded by reported energy bill increases of around 300% and volunteering being in long term decline – the growth in contributions from mutual aid was short-term around the pandemic, but many volunteers are now not able to dedicate the time to continue.
- The public sector is continuing to face budget cuts – which is compounded by the effect of previous reductions in budgets, and that public sector organisations have insufficient capacity and resource to maintain services themselves.

However, there are also opportunities to be gained from a closer financial working relationship, for example, the [Devolution Trailblazer](#) agreement, announced in March 2023, could open doors to further collaboration with the VCFSE sector. Furthermore, as new the Procurement Bill works its way through into legislation, there is an opportunity to explore how this might support our shared ambitions for change, and the VCSE ‘State of the Sector’ report showed that 75% of organisations **also** have at least one source of income from outside the public sector and so can bring in additional funding for projects and services.

Overall, there is a growing risk to the delivery of services by VCFSE organisations for the people of Greater Manchester; a perfect storm of increased demand and reduced resources which is being felt across both public and VCFSE sectors.

### **Scope**

This Protocol relates specifically to activities and services that the VCFSE sector carries out in communities which are funded by the GMCA’s budget in Greater Manchester.

At the current time, GMCA funding for the VCFSE sector is from District contributions and grants that usually aren’t uplifted for inflation. There is often a finite budget with no option to increase the overall amount, therefore, any increase in a single grant or contract may require a reduction in the number of organisations/projects that can be supported. **For this**

**reason, the Protocol will apply to new agreements only and represents a shared ambition within the confines of the conditions on external funding pots.**

The Protocol also sets out our intent to further collaborate with the sector through the GM VCFSE Accord on future strategic planning and commissioning. GMCA accepts that under the current terms and conditions associated with its funding there is often little room to manoeuvre but will use this protocol to set a direction of travel for future funding negotiations.

We want to maintain an open, honest and regular dialogue about the challenges we are all facing and how we can help each other.

## **PROTOCOL**

GMCA will honour the Commitments made in the [VCFSE Accord](#) by:

1. Helping to support a financially resilient VCFSE sector through the principle that cost pressures / pay awards and longer-term funding should be considered as part of prioritising available resources. This will include the following actions:
  - Where funding conditions allow, offering an annual uplift in contract or grant payments in line with inflation which enables VCFSE organisations to continue to pay staff at least the Real Living Wage. This is already the case in the GM VCFSE Accord grant funding agreement and those for the GM Equalities Panels, for example.
  - Where we are able and funding conditions allow, considering minimum 3-year terms for grant funding agreements. This is already the case in the GM VCFSE Accord grant funding agreement and those for the GM Culture Fund, for example.
  - Not passing on any budget cuts disproportionately to the VCFSE sector and not exceed the proportion of any cuts or limitations that have been applied to GMCA budgets.
  - Providing more regular or upfront payment of existing grants where we can.
  - Where possible within funding conditions and assuming suitable performance, carrying forward unspent funding or 'rolling over' recurrent grants between financial years without the need for lengthy applications, or including extension clauses in contracts to avoid unnecessary procurement exercises.
  - Ensuring that a minimum of three months' notice is given in writing for all major changes to contracts and grant funding agreements, where these are known.
2. Working with VCFSE Sector Leaders to explore implementation of the good practice described in the [VCFSE Commissioning Framework](#), for example working with you to explore appropriate routes to market alongside commissioning and contracting, including the strategic use of small grants.
3. This will include working with you to explore how we might:

- Deliver our commitment to improve supplier diversity by reserving some contracts for Voluntary, Community, Faith and Social Enterprise (VCFSE) or Small and Medium Enterprise (SME) organisations.
  - Where relevant, consider VCFSE benchmarks such as relevant pay awards, inflationary / cost of living pressures and impact on the viability of VCFSE organisations alongside other delivery considerations in our budget setting and commissioning processes.
  - Explore 'Priceless Procurement' whereby the price is set, and evaluation is based purely on quality of delivery.
  - Improve access to procurement by publishing pipelines, advertising opportunities using sector communication channels, shifting compliance requirements towards development opportunities for winning bidders, and simplifying below threshold processes.
  - Build capacity by providing more pre-procurement engagement, supporting the sector to articulate their social value offer, and providing data on successful VCFSE contracts as well as those where no VCFSE organisations applied, thereby informing review processes and identifying learning for future commissioning and procurement processes.
  - Facilitating collaboration by allowing service / process co-design (building on the successful model used for GMCA Probation procurements in 2022) and creating and supporting networks that can form consortia bids.
4. Acknowledging that generating 'social value' is inherent to the work of the VCFSE sector and working with you to better understand and demonstrate that value.
  5. Exploring opportunities for non-financial support for the VCFSE sector through the work of the GMCA in providing training, mentoring, guidance, taking on discrete research projects, or supporting evaluation work, for example.
  6. Engaging in dialogue with VCFSE Leaders as we jointly develop the details of the new Devolution Trailblazer and single financial settlement.
  7. Recognising the value of external funding that you are able to lever into our communities and places, and work with you to increase this external funding for key programmes and services, including jointly developing bids for funding from Government and external agencies, within the parameters of any time frame required by Government or other funders.
  8. Exploring opportunities to build inflationary adjustments into longer term agreements. This needs to be included at the outset for anything awarded through competition and set out in detail (index linked).
  9. Working with you and statutory sector partners through the GM VCFSE Accord to shift financial resources where possible from crisis support and into preventative activity.
  10. Continuing to lobby Government about the importance of the sector and the support you need to enable you to undertake vital work with all our communities.



In return, GMCA asks that the VCFSE sector:

1. Works with us so that you can provide a high level of financial transparency and impact reporting, to enable a shared understanding of financial spend, outcomes, risks and issues as well as agreeing to open book accounting so that you are better able articulate the cumulative value of what you do.
2. Understands that many of the financial, contracting and reporting arrangements that we have are dictated by others, including Government. Supports wider communication that funding arrangements are often constrained by the terms and conditions that are 'red lines' from Government departments or statutory requirements.
3. Uses your networks, your relationship with your communities and your experience to provide us with information, insight and advice about what needs to happen.
4. Ensures that minimum required standards are met around aspects such as safeguarding, information governance and sub-contracting, for example.
5. Helps us to understand the collective value of GMCA spending with the VCFSE sector.
6. Takes part in strategic dialogue and partnerships, providing insight from the VCFSE sector and sharing information from these discussions about what is and isn't possible with the wider sector.
7. Engages with your locality and Greater Manchester-wide coordination activity and tell us quickly if you are finding this to be too much of a burden, being honest about capability and capacity to deliver on expectations.
8. Maintains an open and honest dialogue about the challenges you are facing, as well as asks for, and accept, help when needed.
9. Keeps us informed about any changes you make to your activity.
10. Understands that we are also facing severe pressures, with many similar demands on our finances and our time.
11. Understand that in the unlikely event that we do something wrong that we will promptly act to rectify any mistake.

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## Greater Manchester Combined Authority

**Date:** 27 October 2023

**Subject:** Homelessness Update 2023

**Report of:** Paul Dennett, Portfolio Lead for Homelessness and Steve Rumbelow, Portfolio Lead Chief Executive for Housing and Homelessness

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### Purpose of Report

To update GMCA on current pressures and activity on homelessness and rough sleeping in Greater Manchester

### Recommendations:

The GMCA is requested to:

1. Note the current and forthcoming pressures on Rough Sleeping and Statutory homelessness services and activity taken to mitigate these.
2. Note funding risk and uncertainty for all homelessness programmes beyond 31 March 2025.
3. Note ongoing work to define a vision for homelessness beyond 2025.

### Contact officers:

Joe Donohue, Strategic Lead – Homelessness, Rough Sleeping and Migration ([email](#))

Report authors must identify which paragraph relating to the following issues:

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

Report not for Full Decision.

### **Risk Management**

N/A

### **Legal Considerations**

N/A

### **Financial Consequences – Revenue**

The paper concerns future and current revenue funding

### **Financial Consequences – Capital**

N/A

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

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

N/A

### **Background Papers**

N/A

### **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

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

N/A

## **1. Introduction**

1. Greater Manchester has made great strides in ending rough sleeping and preventing homelessness since 2017 (see Appendix 2 for timeline). We continue to be a leading region nationally and our efforts are consistently recognised as best practice.
2. We have achieved all the manifesto commitments made on homelessness and rough sleeping, including:
  - Develop and implement a GM Homelessness Prevention Strategy
  - Work with the Government to make sure our Housing First pilot has a long-term legacy.
  - We will develop 300 new units of “move-on” accommodation through the Rough Sleeper Accommodation programme (591 secured across GM) and develop the Ethical Lettings Agency model.
  - Supporting A Bed Every Night for the full duration of the second Mayoral term.
3. These successes come against a backdrop of extreme turbulence, with the Covid-19 pandemic, the war in Ukraine, the cost of living crises and continued volatility in migration policy.
4. We are heading into another difficult winter, and this paper seeks to describe some of the challenges, risks and opportunities that lie ahead in the short and long term.

## **2. Pressures from Delivery of Accelerated Asylum Decision-making**

1. Clearing the backlog of people seeking asylum waiting on an initial decision by the end of 2023 is a public commitment of the Prime Minister and core facet of the Government’s plan to tackle “illegal migration”. In order to meet this commitment the Home Office is considerably ramping up the capacity and activity of decision-makers, aiming to clear the backlog of decision by 31 December 2023

2. In the long term, this is undoubtedly a positive development for individuals and communities, as it is expected that a high proportion of people will receive a positive decision, enabling them to get on with their lives, start work and settle in Greater Manchester. However, in the short term, this sudden acceleration in decisions will create pressures on Local Authorities and the VCFSE sector.
3. In Greater Manchester, this is likely to mean an estimated 2-3,000 households receiving an asylum decision under the accelerated scheme in the coming months and being asked to leave their dispersal accommodation. In many boroughs, this represents a doubling or trebling of the number of people at risk of homelessness as a result of evictions from asylum accommodation.
4. This pressure is *additional* to the strains currently being felt in Local Authority homelessness services and will place significant pressure on services in a number of ways, including:
  - Families (ca. 500) receiving a positive decision requiring Temporary Accommodation at a time of record demand.
  - Single-person households (ca.2,000) receiving a positive decision being at risk of rough sleeping, as a result of being unlikely to be deemed in priority need of Temporary Accommodation.
  - People receiving a negative asylum decision are likely to be at risk of having no recourse to public funds, destitution and (in some cases) exploitation.
5. We have seen substantial changes to the Modern Slavery and exploitation pathways, including through the Nationality and Borders Act and the Illegal Migration Act, which will make it more difficult for people to successfully escape exploitation and receive support. A tightening of National Referral Mechanism criteria has already led to a significant reduction in the number of people receiving a positive decision in recent months. Whilst it is difficult to quantify the risk of exploitation for people who receive a negative decision, due to the hidden nature of the issue, without NRM support it will certainly increase. We continue to connect

Homelessness and Migration into the work of GMP and GMCA on Programme Challenger and will embed the need for protection from exploitation as a core principle of our emerging strategic approach to migration and integration.

6. These additional pressures come in the context of an increasingly fragmented policy environment from the Home Office, as well as continued challenges from the impact of resettlement schemes for people from Afghanistan and Ukraine.
7. In addition to disjointed policymaking, Local Authorities are also seeing increasingly adverse practice due to pressures to rapidly move large numbers of people on from asylum accommodation. This is visible in the effective reduction in already short notice periods being issued to people being asked to leave accommodation in recent months in particular. There are clearly misaligned incentives between the policy aims of the Home Office and the needs of individuals and Local Authorities in mitigating homelessness risk. To this end, there is a need for greater ownership of the asylum transition by the Home Office and more proactive collaboration with Local Authorities in responding to this systemic challenge, and taking account of longer-term impacts of their immediate priorities.

### **3. Rough Sleeping Pressures**

8. Last year, the annual rough sleeper count for GM rose for the first time since 2017, by 13% to 102 cases in the single-night figure. This was part of a trend which saw a 26% rise in cases nationally, with greater rises in several metropolitan areas.
9. Since last year's rise, GMCA, local authority partners and their colleagues have worked collectively to address service-level barriers to accessing support, including:
  - Adopting a focused, multi-disciplinary approach to the monthly rough sleeping count in Manchester, bringing together a multi-disciplinary team of professionals to systematically review support plans for individuals identified.
  - Transforming the ABEN and outreach offer, with focussed improvement projects in Manchester, Tameside and Trafford to maximise the quality of the off-the-streets response.



- Development and expansion of the Restricted Eligibility Support Service, enhancing our immigration advice and support offer to non-UK nationals experiencing or at risk of rough sleeping.
- Participation in the Women's Rough Sleeping Census to understand how outreach services can become more gender informed.
- Our Young Person's Pathfinder programme has interviewed young people in ABEN to understand how rough sleeping could be prevented for young people.

10. Despite these efforts, it has become increasingly difficult to support people experiencing rough sleeping into permanent accommodation, due to frozen Local Housing Allowance rates, cost-of-living pressures and rapidly escalating rents in the private rental sector.

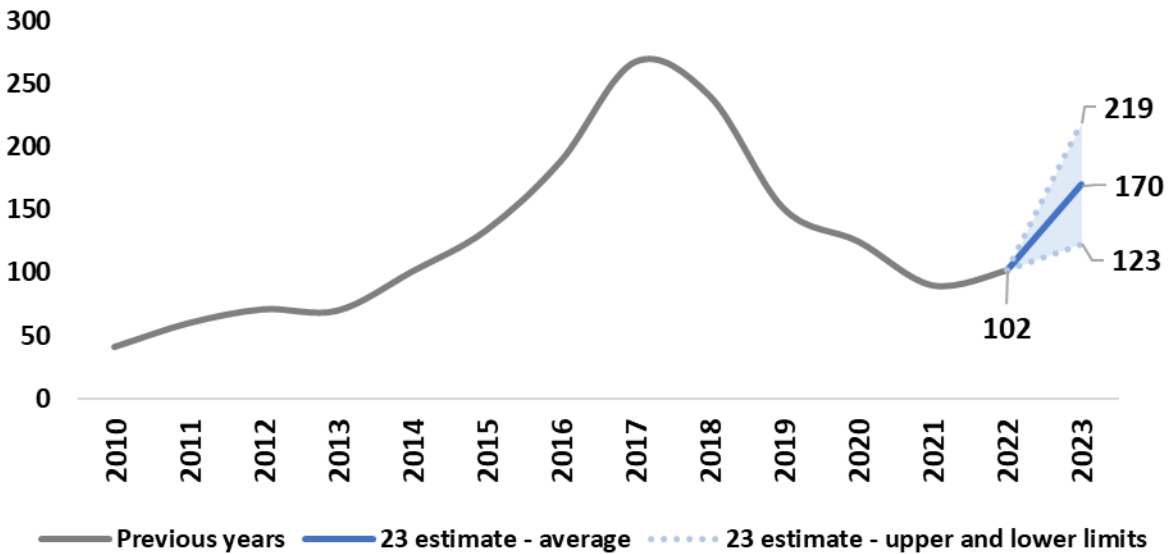
11. A lack of affordable accommodation creates bottlenecks in A Bed Every Night and other forms of supported accommodation meaning that people are staying in transitional accommodation for longer, thereby reducing accommodation availability and increasing the risk of abandonment. In the previous quarter (Apr-Jun 2023), 374 people have had a positive move on outcome from A Bed Every Night, compared to 441 positive move on outcomes over the same period in 2022.

12. These economic pressures are compounded by an expected surge in the number of people receiving an asylum decision over the winter months, with potentially over 2,000 single person households likely to be at risk of homelessness and unlikely to be deemed in priority need of temporary accommodation (see related paper – 'Managing the homelessness impact of the sharp increase in asylum decisions')

13. In the face of these headwinds, it is expected that the number of people identified as sleeping rough on a single night is likely to increase again in the annual single night count. In August 2023, there were 145 people sleeping rough on a single night in Greater Manchester, representing a 42% increase compared to the last official count.

14. Although our data quality and insight is maturing, it remains exceedingly difficult and precarious to understand and forecast how significant an increase to expect, even for a cohort as small and specific as those experiencing street homelessness. In the absence of sophisticated models of predictive analysis, we are restricted to an educated guess and therefore reading the technical annex in Appendix 1 is highly recommended.

15. Taking this inherent volatility and unpredictability into account, we anticipate a single night count ranging from 123-219 people.



#### 4. Statutory Homelessness Pressures

16. Local Authorities continue to face sustained pressure because of a combination of co-occurring economic and social challenges:

- **Dwindling affordable housing:** Extreme mismatches between the supply and demand for social housing, leaving people with no option other than the private rental sector (PRS)
- **Increased homelessness risk in the PRS itself:** with soaring rents and a sustained uptick in Section 21 no-fault evictions as increasing interest rates bite

and forthcoming regulation as a result of the Renters' Reform Act drive more landlords to exit the market.

- **An ineffective welfare safety net:** Frozen Local Housing Allowance rates meaning people in receipt of welfare benefits face limited affordable housing options. In 2022, less than 4% of properties in the PRS were affordable under LHA, a number that has likely decreased significantly in 2023.
- **Families getting 'stuck' in Temporary Accommodation:** finding suitable accommodation for families remains a challenge within the constraints of the benefit cap and underoccupancy charge.
- **Stretched homelessness teams and budgets:** There is a growing gulf between Homelessness Prevention Grant rates and the actual costs of exercising statutory homelessness duties in Greater Manchester. This creates pressure on budgets due to subsidy loss, particularly where LAs are unable to recoup the full costs of accommodation through housing benefit.

17. Local Authorities continue to see increasing numbers of presentations from people at risk of, or currently experiencing homelessness and the number of households in Temporary Accommodation has tipped over 5,000 for the first time ever in 2023.

Data Type	Prev Release	Current release	Change	Trend	Next Release
<b>Number of Prevention Cases</b>	2213 (Oct – Dec 22)	2617 (Jan – Mar 23)	18%	UP	November 2023
<b>Number of Homelessness Relief Cases</b>	3210 (Oct – Dec 22)	3603 (Jan – Mar 23)	12%	UP	November 2023
<b>Number of Households in Temporary Accommodation</b>	5134 (31 <sup>st</sup> Dec 22)	5014 (31 <sup>st</sup> Mar 23)	2%	DOWN	November 2023

<b>Number of Children in Temporary Accommodation</b>	6174 (31 <sup>st</sup> Dec 22)	6468 (31 <sup>st</sup> Mar 23)	5%	UP	November 2023
<b>Number of Households in B&amp;B Accommodation</b>	774 (31 <sup>st</sup> Dec 22)	882 (31 <sup>st</sup> Mar 23)	13%	UP	November 2023
<b>Number of households with children in B&amp;B Accommodation</b>	205 (31 <sup>st</sup> Dec 22)	286 (31 <sup>st</sup> Mar 23)	40%	UP	November 2023

18. Local Authorities continue to innovate to meet these challenges and we see positive progress on Temporary Accommodation and Bed and Breakfast placements in Manchester and other Boroughs.

19. To support this, GMCA is working with the Centre for Homelessness Impact in October 2023 to undertake an exercise with GM LAs looking at how we can individually and collectively achieve better Value for Money from our spend on Temporary Accommodation. This project will unearth practical changes that Local Authorities can make to improve TA quality and cost, whilst also exploring what changes could be made at a regional level.

**5. Homelessness Programmes and Funding Risk**

20. The evolution of the homelessness response in Greater Manchester (See Appendix 2 for overview) is significant and the reductions in rough sleeping we have seen are remarkable considering the prevailing conditions over the last 6 years.

21. The GM portfolio of commissioned homelessness services has grown significantly and GMCA currently commissions 9 homelessness programmes with an annual value of ca. £18million (see appendix 3 for breakdown of costs and overview of outcomes and narrative).

22. Of these programmes, £11.4m (62%) is directed towards people either already experiencing rough sleeping and homelessness. This is not by design, but rather a

consequence of the national funding landscape for homelessness being balanced heavily towards rough sleeping, rather than prevention.

23. Equally, GMCA-commissioned programmes focus predominantly on cohorts who are unlikely to be owed a statutory homelessness duty and the funding applied pales in comparison to Local Authority spend on statutory homelessness services.
24. Ultimately, there is a strong economic argument to shift the balance of funding towards upstream homelessness prevention, given the long term reductions in welfare spend on temporary and emergency accommodation and cost avoidance across the whole of public service.
25. Currently, all homelessness programmes (GMCA and LA commissioned) are tied to the current Spending Review period, meaning there is no funding certainty beyond 31 March 2025. The prospect of a general election in late 2025 means that it is unlikely that funding certainty will be forthcoming in the medium term.
26. Continued uncertainty has a negative impact on staff retention across the sector, which is already challenging due to real-terms wage stagnation and burnout from continued crisis response.

## **6. Risk and Reward: Defining a Vision for Homelessness Response post-2025**

27. Despite these clear risks, there are also significant opportunities presented by devolution and influencing the national agenda ahead of a general election, which may allow us to reconfigure our homelessness response infrastructure.
28. As a region, we need to be ready to seize these opportunities, and this requires us to take a critical look at the infrastructure we have built to respond to homelessness through four lenses:
  - Better data and insight, providing a deeper understanding of homelessness risk.
  - Qualitative insight from people with lived experience of homelessness and disadvantage.

- Professional insight from leaders and practitioners across the system
- How inequalities manifest within the homelessness ecosystem

### **Professional Insight**

29. GMCA is seeking to establish a Task and Finish group of the Homelessness Programme Board to establish what a truly preventative homelessness ecosystem would look like and how we might overhaul our existing structures and services to achieve it. This group will also have lived experience input.

30. The work of this group will be structured around how we can utilise the GM principles of Public Service Reform to redesign our collective infrastructure and achieve the missions of the GM Homelessness Prevention Strategy.

31. At the same time, we are gathering professional insight from practitioners routinely through a number of different forums, including:

- **Best practice spaces within our services:** e.g., Rough Sleeping Navigators Network, Refugee Transitions Outcomes Fund keyworkers and ABEN Managers Group
- **Frontline Voice Collaborative:** a group of frontline professionals convened by the Changing Futures Programme designed to surface and escalate system barriers
- **Women with Multiple Unmet Need Group:** Group of cross-sector commissioners and strategic leads across GM, working together to unpick system barriers facing women.

### **Better Data and Insight**

32. We are refining the data we collect on our core programmes (e.g. ABEN) to better surface some of the longstanding gaps in our understanding about the core drivers of homelessness risk. This includes developing a better understanding of immigration status and non-UK nationals homelessness across our work.

33. As an early adopter of the national Rough Sleeping Data Framework, we are seeking to improve our intelligence and narrative on rough sleeping specifically, by expanding the number of indicators we routinely report on. This is likely to mean a reduced reliance on the single night count to explain the current state of rough sleeping, and exploring the extent to which rough sleeping is being prevented and made a rare, brief and non-recurrent experience.

### **Lived Experience Input**

34. We are continually, and rightly, challenged to go further and faster on embedding co-production and lived experience in our homelessness and migration work across Greater Manchester.

35. We continue to enjoy strong connections to GM Homelessness Action Network and are actively engaged in the work of the network. We remain committed to funding expenses and payment for people who are unwaged to participate in the network.

36. We are in the process of commissioning a legislative theatre exercise in early 2024, to explore progress at the halfway point of the GM Homelessness Prevention Strategy and inform the work of the Task and Finish Group.

37. GMCA's Homelessness Team is now adopting lived experience as standard in our recruitment exercises, to ensure that we build a team that is committed to participation and co-production. Furthermore, we are exploring how we can expand the GROW programme to develop paid lived experience roles within the team.

### **A strategic approach to asylum and migration**

38. Through the Greater Manchester Homelessness Prevention Strategy, we are collectively committed to ensuring that "Everyone leaves our places of care with a safe place to go". For non-UK nationals, this mission has already driven significant change, including the integration of Homelessness and Migration at a GM level, the expansion of the Restricted Eligibility Support Service and continued collaboration between Homelessness and the Police and Crime functions to align our approaches to exploitation and gender based violence.

39. Given our growing focus on this agenda, we recognise the particular challenges and risks faced by non-UK nationals in the round. We are therefore developing a cross-sectoral GM Strategy for Migration and Integration, in order to take a proactive, ambitious and strategic approach to improving the lives of Non-UK nationals. In tandem with this strategic work, we require a response to the immediate crisis which is scalable, sustainable and provides a vehicle to directly embed this emerging strategic approach.

40. With the end of the Home Office Refugee Transitions Outcomes Fund (RTOF) funding in March 2024 (Appendix 3) and current asylum pressures, we are urgently seeking to identify funds for an innovative and VCSE-led GM Refugee Homelessness Prevention Model, which can be mobilised for both immediate, and medium-term response to this specific pressure. By investing in key interventions that support integration and maximise chances of preventing homelessness in the round.

41. Significant skills, knowledge and capacity already exists in the VCSE sector in organisations that are deeply rooted in their communities, however the sector currently lacks the investment required to scale their activities. We are seeking £2.6 million for mobilisation and delivery up to March 2025, and have approached Government with our proposals. The proposed interventions can be outlined as follows:

- **VCSE Emergency Mobilisation Fund (one off), £1.3 million**
  - i. Immediate mobilisation of the following services: Flexible destitution funds; tenancy access/navigation service; early language and employability support, including access to volunteering; upskilling of staff and resource development.
- **2024-25 Refugee Homelessness Prevention Model, £1.3 million**
  - i. LA Asylum homelessness prevention keyworkers;
  - ii. flexible destitution funds and personal budgets;



- iii. tenancy access and navigation service;
- iv. early language and adaptive pre-ESOL classes in the community;
- v. employability support, including access to volunteering and employer mobilisation campaign;
- vi. upskilling and development of mainstream services' immigration- and asylum-literacy, including translated resource development;
- vii. Capacity building and strategic coordination.

### **Other Inequalities**

42. GMCA is in the process of developing a research project to examine racial inequalities in housing and homelessness and recommend pragmatic changes which could ameliorate the overrepresentation of people experiencing racial inequality in homelessness services. This project, in partnership with GMCA Homelessness and Place teams, GMHP and the Race Equality Panel, will take a solution-focused approach to addressing inequalities in the aftermath of the death of Awaab Ishak.

43.8 GM Boroughs participated in the Women's rough sleeping census in September 2023 to better understand the scale, extent and experiences of women sleeping rough. This will provide rich qualitative insight which will determine how we can adapt and transform services to ensure that they are truly gender informed. We are connecting this work to the Gender Based Violence Strategy priorities, recognising significant crossover between the two policy agendas. Whilst we await the outputs, it is likely to surface significant numbers of women whose needs are not currently being met.

## **APPENDIX 1 – Technical Commentary – Estimating Rough Sleeping**

The estimation provided in the main paper should not be taken as a scientific prediction, or one developed with any degree of sophistication. It is offered as a very simple model. There are a wide range of factors which drive rough sleeping.

Last year, the annual rough sleeper count for GM rose for the first time since 2017, by 13% to 102 cases in the single-night figure. This was part of a trend which saw a 26% rise in cases nationally, with greater rises in several metropolitan areas.

Since last year's rise, local authority partners and their colleagues have worked collectively to address service-level barriers to accessing support, and additional investment has been placed in the A Bed Every Night (ABEN) offer at Etrop Grange. Nevertheless, it is expected that through a combination of cost-of-living pressures and national policy influences, the number of people identified as sleeping rough on a single night is likely to increase again.

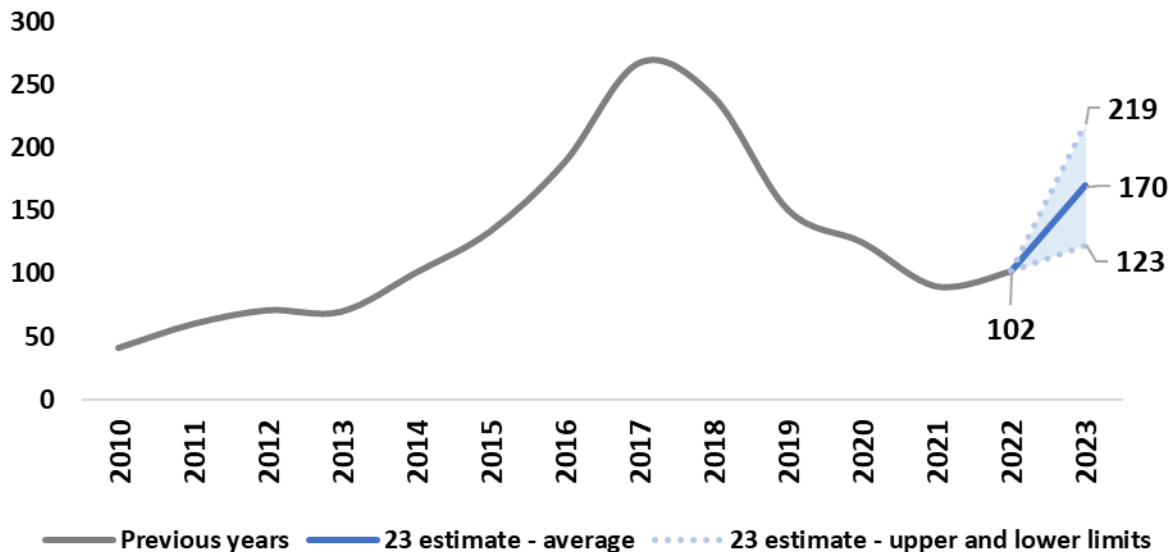
Forecasting outcomes, even for a cohort as small and specific as those experiencing street homelessness, is complex and precarious. GMCA research leads do not have access to sophisticated models of predictive analysis. However, with the evidence available with respect to:

- (i) Trends in vulnerability and demand continuing; and
- (ii) key policy changes (and specifically the influence which the Home Office's approach to processing its backlog of s.95 asylum decisions)

- it is possible to make an educated assessment about the most likely scale of increase.

Taking these factors into account, GMCA leads estimate that this year's count across GM may rise to approximately 170. They would be surprised if the count were any less than 123, or any higher than 219. In any of these scenarios – this year, GM is likely to experience another rise in the rough sleeper count.

**Figure 1 – Overview of model forecast for this year’s GM rough sleeper count**



**What was *not* included in this estimate?**

- **A sensitive understanding of local authority policy.** LA-level conditions around the management of homelessness outreach services, as well as stock and other contextual factors, will have a bearing on their resilience in the face of demand pressures.
- **Scientific modelling of economic context.** Institutions such as the Joseph Rowntree Foundation and Heriot Watt have developed work historically to review the long-term drivers of poor outcomes relating to core homelessness, and have developed models which account for housing affordability, PRS rent levels, housing formation, housing supply, or wider economic circumstances, among others<sup>1</sup>. Economic conditions are not benign with respect to outcomes, but understanding the manner in which they manifest is beyond the remit of this light exercise.
- **Demographics.** There are recognised links between the ethnic demographics of an area and the risk of its population to become homeless<sup>2</sup>. The change in the modelled demographics of GM’s population from year to year has not been accounted for.
- **There is no numerical understanding, at any level, of the risk that an individual who loses access to public funds will become street homeless.** In a research

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<sup>1</sup> Heriot Watt University, “What would make a difference? Modelling policy scenarios for tackling poverty in the UK”, July 2016, (available at [this link](#))

<sup>2</sup> Heriot Watt University, “Homelessness and Black and Minoritised Ethnic Communities in the UK: A Statistical Report on the State of the Nation”, November 2022 (available at [this link](#))

briefing issued this year, the House of Commons Library noted that “the Home Office does not know how many people have no recourse to public funds”<sup>3</sup>. Additionally, there is no numerical account available which expresses the probability that the withdrawal of public funds will result in rough sleeping.

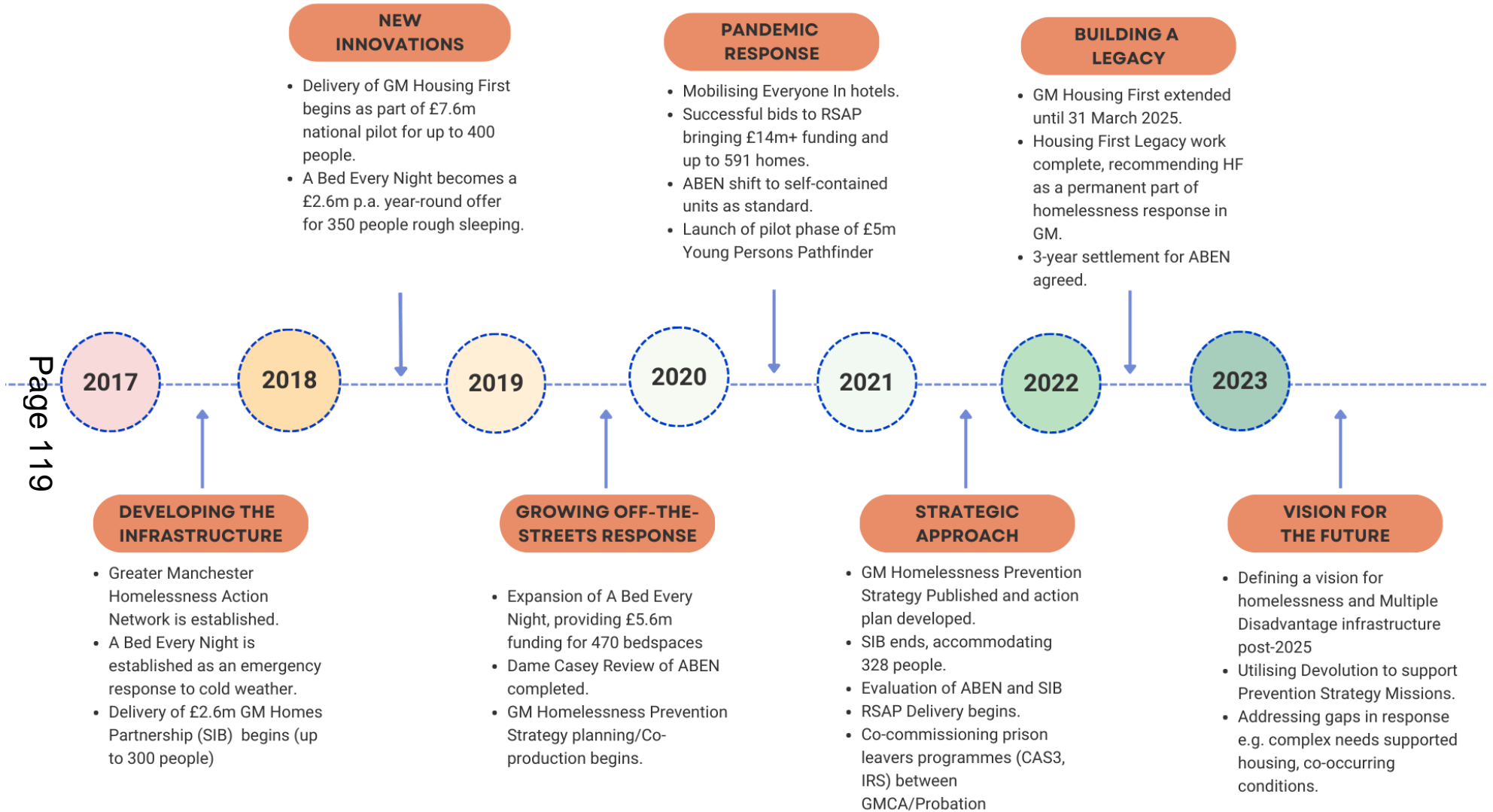
### **What was included in this estimate?**

- **An assumption about continued trends in vulnerability.** GM proved resilient in the face of a greater national increase last year. Nevertheless, pressure which GM may have resisted in 2022 will continue to prove challenging. Additionally, authorities experienced varied rates of change last year. The model assumes that MCC continues to be a hotspot for vulnerability, and that other authorities no longer resist the rise MCC experienced last year.
- **An assumption that 5% of all those who end up on the street .** GMCA asylum leads have undertaken detailed modelling of the likely numbers cleared by HO decisions on a weekly basis. The throughput of this processing is taken into account in the model. However, without the ability to account of homelessness risk, it is only possible to make basic estimates (i.e. ‘1%’, ‘5%’, ‘10%’) about the likelihood that this cohort will become rough sleepers. The model assumes that no more than 5%, and probably fewer, of this cohort will end up sleeping on the street. The single factor most likely to result in a higher rough sleeper count would be for this risk to have been underestimated.

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<sup>3</sup> House of Commons Library, “No recourse to public funds”, May 2023 (available at [this link](#))

## APPENDIX 2 – Evolution of the Homelessness Response in GM



**APPENDIX 3 – Homelessness Programmes, Funding and Outcomes**

**Funding Picture**

<b>Programme</b>	<b>People Supported</b>	<b>2023/24</b>	<b>2024/25</b>	<b>Funding End Date</b>
<b>Refugee Transitions Outcomes Fund (RTOF)</b>	People who have been newly granted refugee status and require support to access housing and employment.	£844,000	0	31 March 2024
<b>Community Accommodation Service Tier 3</b>	People leaving prison who are at risk of homelessness.	£3,691,000	£3,762,588	31 June 2025
<b>Integrated Resettlement Service</b>	People leaving prison and in the community on probation who are at risk of homelessness.	£848,688	£853,551	31 March 2025
<b>Young People’s Homelessness Prevention Pathfinder</b>	Young People (18-35) at risk of homelessness.	£2,605,000	£1,488,000	31 March 2025
<b>Restricted Eligibility Support Service</b>	People with restricted eligibility for public funds, who are at risk of homelessness and rough sleeping.	£240,000	£240,000	31 March 2025
<b>A Bed Every Night</b>	People experiencing, or at risk of, rough sleeping.	£5,699,000	£5,372,000	31 March 2025

Programme	People Supported	2023/24	2024/25	Funding End Date
<b>Greater Manchester Housing First</b>	People who have experienced long term and/or repeat homelessness for whom traditional pathways have not met their needs.	£3,631,000	£3,102,640	31 March 2025
<b>RSI Dual Diagnosis Support Service</b>	Outreach Teams and people experiencing rough sleeping and co-occurring mental health and substance misuse issues.	£314,206	£322,196	31 March 2025
<b>Rough Sleeping Accommodation Programme</b>	People who have experienced rough sleeping and would benefit from community-based housing with support.	£532,000	£275,000	31 March 2025
<b>Changing Futures GM</b>	People experiencing multiple disadvantages (homelessness, poor mental health, substance misuse, criminal justice system)	£1,560,633	£1,392,793	31 March 2025
<b>Total</b>		£18,567,321	£16,808,768	

### Outcomes and Challenges from Core Homelessness Programmes

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
<b>Refugee Transitions Outcomes Fund (RTOF)</b>	<ul style="list-style-type: none"> <li>617 refugees have been enrolled in RTOF to receive housing, integration, education and employment support since March 2022.</li> <li>At the end of August 2023:</li> </ul>	<ul style="list-style-type: none"> <li>Unprecedented pressures on RTOF keyworkers from new presentations is placing strain on offer for existing RTOF clients.</li> </ul>

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
	<ul style="list-style-type: none"> <li>• 243 housing entries and 126 6-month sustainments were achieved.</li> <li>• 69 employment entries were achieved.</li> <li>• 69 intermediate employment outcomes were achieved.</li> </ul>	<ul style="list-style-type: none"> <li>• Availability of accommodation for new refugees, especially for single males without priority need, has been consistently the greatest barrier to progress throughout the programme delivery.</li> <li>• Capacity and suitability of ESOL classes has been another key barrier for RTOF clients.</li> <li>• By delivering embedded frontline specialist roles in LAs, with pathways to VCSE, the RTOF has enabled improvements in knowledge, practice and partnerships across the system and an offer that should be retained as a priority.</li> </ul>
<b>Community Accommodation Service Tier 3</b>	<ul style="list-style-type: none"> <li>• 185 people accommodated in the last quarter (Apr-June)</li> <li>• Increased capacity – 154 spaces (of 162 target)</li> <li>• 49% positive move on outcomes (ahead of national average)</li> <li>• Achieving 93.7% occupancy slight reduction from last quarter</li> </ul>	<ul style="list-style-type: none"> <li>• High occupancy leading to challenges placing individuals prior to release.</li> <li>• Move on options limited as per ABEN and other services</li> <li>• Continued strong performance on key indicators, amongst the best regions in the country.</li> <li>• Work underway to better manage capacity and streamlining homelessness prevention across the whole system.</li> </ul>
<b>Integrated Rehabilitation Service - Accommodation</b>	<ul style="list-style-type: none"> <li>• Over 3300 referrals to Ingeus for Housing support and advocacy in 2022-23 (for reference approximately 400 prison releases a month in GM)</li> <li>• Individuals leaving prison with suitable and sustainable accommodation remains at or above 89%</li> </ul>	<ul style="list-style-type: none"> <li>• Working with GM Probation and Police Crime Justice and Fire to design integrated services supporting people leaving prison</li> <li>• Availability of affordable accommodation impacting options for individuals</li> </ul>



Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
<b>Young People's Homelessness Prevention Pathfinder</b>	<ul style="list-style-type: none"> <li>• 1037 young people have started the programme to date.</li> <li>• Homelessness has been prevented for 6 months for 240 young people</li> </ul>	<ul style="list-style-type: none"> <li>• The service supports more care leavers than originally envisaged, due to falling through the gaps of statutory support</li> <li>• A high proportion of Young People have dependant children</li> <li>• Financial Stability is the key risk factor for Young People</li> <li>• Access to Private Rented Sector is increasingly difficult for people who require accommodation</li> </ul>
<b>Restricted Eligibility Support Service</b>	<ul style="list-style-type: none"> <li>• 66 people received practical support and advice (Apr-Jun)</li> <li>• 119 people received an immigration assessment in the quarter (Apr-Jun)</li> <li>• 60 people received one off immigration advice (Apr-Jun)</li> <li>• 56 people were taken on for ongoing immigration advice casework (Apr-Jun)</li> </ul>	<ul style="list-style-type: none"> <li>• Making the service more preventative, supporting non-UK nationals before they are rough sleeping.</li> <li>• Developing the service in line with a strategic approach to migration.</li> <li>• Delivering training sessions to enhance the immigration literacy of the homelessness workforce.</li> </ul>
<b>A Bed Every Night</b>	<ul style="list-style-type: none"> <li>• Average Length of Stay: 84 days</li> <li>• NRPf Average Length of Stay: 216 days</li> <li>• Positive Moves: 386</li> <li>• Evictions: 69</li> <li>• Returners: 33%</li> </ul>	<ul style="list-style-type: none"> <li>• The annual funding cycle creates uncertainty for commissioners and staff.</li> <li>• Move on is increasingly difficult due to the sheer lack of affordable housing in the PRS and social sector and bottlenecks in supported accommodation.</li> </ul>
<b>Greater Manchester Housing First</b>	<ul style="list-style-type: none"> <li>• 369 people rehoused (excludes managed moves)</li> <li>• 78% sustainment of current tenancies</li> <li>• 311 people currently on the programme</li> <li>• 62 people have been housed over 3 years of which 41 have never moved</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of social housing has made securing properties for remaining individuals on the programme and managed moves difficult.</li> <li>• Exploring opportunities to pool the Dual Diagnosis service with other funding sources and develop a GM-wide offer.</li> </ul>

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
		<ul style="list-style-type: none"> <li>The service is in the process of migrating to regular (RSI) spend as the pilot draws to a close.</li> </ul>
<b>Rough Sleeping Accommodation Programme</b>	<ul style="list-style-type: none"> <li>Currently 37 people housed in GMCA RSAP properties.</li> <li>3 people have successfully moved on into other tenancies.</li> </ul>	<ul style="list-style-type: none"> <li>Market remains slow and acquisitions of 1-beds extremely challenging.</li> <li>Local Housing Allowance freeze has significantly reduced the number of financially viable properties.</li> </ul>



## Greater Manchester Combined Authority

Date: 27<sup>th</sup> October 2023

Subject: Greater Manchester Strategy Progress Report – Autumn 2023

Report of: Andy Burnham, Mayor of Greater Manchester and Eamonn Boylan,  
Portfolio Lead Chief Executive for Policy & Strategy

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### Purpose of Report

To provide draft progress report on the Greater Manchester Strategy (GMS) for review, comment and approval.

The progress report has been developed based on a series of GM system engagement and discussions, with the progress report providing an overview of collective progress against the GMS ambitions.

### Recommendations:

The GMCA is requested to:

1. Subject to comments, approve the draft progress report, noting the development in approach to the progress reporting, with a greater emphasis on whole system metrics and actions.
2. Agree and comment on the whole system actions included in the report (section 3.4 below), and agree the next steps for progressing these actions through a round of thematic, sectoral and place based engagement on the findings.
3. Note the impact assessment summary provided and that the process adopted for the development of this progress report, has not gathered sufficient detail to assess specific impacts arising from delivery of programmes and policies supporting the GMS ambitions. The assessment completed takes an

overview approach, considering the strategic intent of the GMS and collective ability to, over time achieve that strategic intent.

## **Contact Officers**

Simon Nokes, Executive Director, GMCA [simon.nokes@greatermanchester-ca.gov.uk](mailto:simon.nokes@greatermanchester-ca.gov.uk)

Amy Foots, Head of Implementation, GMCA [amy.foots@greatermanchester-ca.gov.uk](mailto:amy.foots@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers		
<p>Note the impact assessment summary provided and that the process adopted for the development of this progress report, has not gathered sufficient detail to assess any specific impacts arising from delivery of programmes and policies supporting the GMS ambitions. The assessment completed takes an overview approach, considering the strategic intent of the GMS and collective ability to, over time achieve that strategic intent.</p>		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	A	There is evidence of work underway which supports the advancement of equalities and inclusion across the GM system, however further work is required to progress this further and faster. The whole system actions identified in the progress report aim to drive system reviews of current practice and targeting and where gaps and opportunities are identified, provide for responsive actions to be put in place.
Health	A	The review of the data and outcomes undertaken to support the development of this progress report show some good examples of activities which can advance improved health outcomes in GM. The reviews of the prioritised outcomes however highlighted some of the challenges faced by the health and care system and the need for truly cross system working to tackle some of the challenges GM faces.
Resilience and Adaptation	A	The information gathered for this progress report is insufficient to assess the overall impact on resilience and adaptation. Key policies such as Places for Everyone provide the detail and policy framework through which GM will deliver. The whole system review of the Carbon Emissions measures highlighted the need for climate adaptation and biodiversity protection in order to support GM's resilience in the future.
Housing	A	The significance of the role of good quality, affordable housing was discussed as part of the policy review of the prioritised outcomes. Progress is being made of GM's home building ambitions along with net zero homes and building retrofit to support GM's carbon neutrality ambitions. Work underway with both private and social landlords is supporting the wider ambitions of delivering good quality homes for all.
Economy	A	Positive progress is being made in supporting economic and wider GM ambitions delivery through flagship programmes such as the Good Employment Charter and Real Living Wage campaign. The upcoming refresh of the Local Industrial Strategy provides further opportunity for the alignment of strategic ambitions across policy areas, with evidence of joint work in this area already underway.
Mobility and Connectivity	A	Significant developments have been launched in GM's ambition to provide an affordable integrated public transport system. The Bee Network and launch of the first tranche of bus franchising are providing strong foundations from which to build. The importance of the role of transport, accessible and affordable was discussed in respect of all the prioritised outcomes and how this can be further advanced enabling the attainment of GMS ambitions
Carbon, Nature and Environment	A	The agenda was discussed in detail at the cross-policy review and was further expanded upon in the GMS Stakeholder discussions. The importance of this agenda is clear and understanding of the need for responsive actions understood systemwide. The refresh of the 5YEP provides opportunity for greater specificity in targeting and accountability to the delivery of the actions in the plan.
Consumption and Production	A	The reviews undertaken to produce this report did not gather sufficient information to assess overall impacts on consumption or production. However, it is clear that the developments and actions planned and currently underway in support of delivery of the GMS will, at least in the short term, result in negative impacts on consumption and production.
Contribution to achieving the GM Carbon Neutral 2038 target		The reviews undertaken to produce this progress report have shown far greater understanding of the role of all thematic areas and stakeholders in supporting GM's carbon neutrality ambitions. This report highlights further work is required, with a significant opportunity with the refreshing of GM's 5 Year Environment Plan, with clarity of actions and accountabilities across the GM system to its delivery.
Further Assessment(s): Equalities Impact Assessment and Carbon Assessment		
<b>G</b>	Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.
<b>R</b>	Mostly negative, with at least one positive aspect. Trade-offs to consider.	<b>RR</b> Negative impacts overall.

Carbon Assessment		
Overall Score	[REDACTED]	
Buildings	Result	Justification/Mitigation
New Build residential	[REDACTED]	Insufficient detail has been gathered for this progress report to assess these elements. The detail of impacts arising from individual policies and plans delivering against the GMS ambitions will assess these elements.
Residential building(s) renovation/maintenance	TBC	As above
New build non-residential (including public) buildings	TBC	As above
Transport		
Active travel and public transport	TBC	As above
Roads, Parking and Vehicle Access	TBC	As above
Access to amenities	TBC	As above
Vehicle procurement	TBC	As above
Land Use		
Land use	TBC	As above
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 report updates on progress of activity supporting the delivery of GMS outcomes and commitments. The update highlights some of the priority outcome measures where whole system working and greater focus on targeting of disparities can support greater learning and progress against outcome measures. There is a risk that GM may be less likely to achieve the ambitions set out in the GMS without developing appropriate responses to the issues identified in this report.

## Legal Considerations

No direct legal consideration resulting from this report

## Financial Consequences – Revenue

No direct financial consequences resulting from this report

## Financial Consequences – Capital

No direct financial consequences resulting from this report

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

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

Being considered on 25<sup>th</sup> October.

## **Background Papers**

[Greater Manchester Strategy Progress Report – Spring 2023](#)

[Greater Manchester Strategy Progress Report – July 2022](#)

[Greater Manchester Strategy Refresh – December 2021](#)

## **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?

N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

25<sup>th</sup> October 2023

## 1. Introduction/Background

- 1.1 The annexed report provides the latest progress report for the Greater Manchester Strategy (GMS), providing an overview of collective progress of delivery of GMS ambitions, and updating since the last progress report in Spring.
- 1.2 The latest progress report focuses in greater detail than previous reports on the performance data in the GMS performance framework. Cross-policy area reviews, along with a review by the GMS Stakeholder panel have been undertaken on prioritised metrics to support greater whole system learning, working and consideration of greater targeting of activity aiming to support improvements in overall performance. Summaries of the measures reviewed and headline whole system actions are included below.

## 2. Whole system review of prioritised outcomes

- 2.1 Five measures were prioritised for cross-policy review discussions. The metrics were chosen after a review the latest performance data, with those chosen being off target or underperforming in terms of spatial and demographic variations, and chosen as those measure considered to have truly cross-cutting impacts, where there may be whole system actions and leverage to support collective improvement. See section 4.1 in annexed report.
- 2.2 The prioritised measures review discussions built an understanding of existing actions in place, drivers of performance and the impacts of existing actions. The cross-policy review discussions focused on areas where additional or different actions may be needed, requiring whole system responses. The reviews also provided for some reflection of how current activities could be delivered differently to support overall improvements in outcomes. Building on the initial findings from the cross-policy reviews, the GMS Stakeholder Panel - with representatives from GM thematic groups,



places and across sectors - developed further the understanding of the current situation surrounding the five prioritised outcomes. The Stakeholder Panel discussions have supported the refinement of the required responsive actions, and re-emphasised the truly whole system commitment evident to improvement and collective desire to deliver on GMS ambitions.

2.3 For each of the prioritised outcomes whole system areas for action have been identified. Further work will take place over the coming six months, starting immediately, with the aim of refining the issues and developing specific propositions and commitments to delivery. These reviews will provide a more comprehensive overview of the current activities supporting these outcomes, via policy themes, sectors and places, and will seek to track responsive actions put in place over coming months.

## **2.4 Summary of whole system actions**

Detail in section 4 in annexed report

### **2.4.1 Poverty – children in low-income households**

Greater recognition / clearer understanding of the specific roles of policy areas, sectors and organisations contribution to reducing poverty and supporting those experiencing poverty. In support of the upcoming 2024 refresh of the Greater Manchester Strategy, adopt an approach that more clearly articulates the actions and commitment across the GMS system that support poverty reduction, ensuring these are visible, delivered and joined up across the system to maximise impact.

### **2.4.2 Carbon Emissions**

Refreshing of the 5 Year Environment Plan provides the opportunity to develop further whole system commitment and specific actions which can support GM's carbon neutral ambitions. The next iteration of the Environment Plan must restate GM's firm commitment to this agenda, providing greater specificity of targets and actions required to attain

ambitions, with the expectation of whole system responses and accountability to its delivery.

#### **2.4.3 Employment Rate – racially minoritised / disabled people**

Across all delivery, there is opportunity for the review of current targeting and consistency of approaches. Reviews undertaken should identify any gaps and consider where more specific targeting of activity could be applied. Such reviews should be undertaken for both economically active and inactive cohorts, specifically targeting access to, take up and achievement of racially minoritised and disabled people.

#### **2.4.4 Overweight and obese children and adults**

The evolving work being led by the Population Health Board around Healthy Weight provides a platform from which GM can build. Whole system engagement and ensuring appropriate governance and oversight is in place to deliver the wide ranging activities required to support this agenda will enable the maximum reach and benefit, along with the sustainability of impacts potentially achieved.

#### **2.4.5 Child development in early years, aged 2.5**

There are opportunities to further explore the spatial variation in outcomes across the city-region. A review could be undertaken into the current deployment of interventions, with greater sharing of lessons learned and good practice and where appropriate greater use of GM principles / minimum standards to support a reduction in unwarranted variation.

### **3. Overall Progress**

3.1 Addition to the prioritised outcome assessments, the main report annexed also provides an overview of performance against the greener, fairer, more prosperous pillars of the GMS (section 5) and progress updated on the

GMS floor targets (section 6). The report highlights achievements and challenges, along with drawing out some of the variation present across measures included in the GMS outcomes framework.

3.2 To support the development of the progress report the [GMS performance dashboards](#) have been updated, providing the latest available data for all GMS outcomes and commitments. The dashboards provide timeseries, place based and cohort level data where available across the breadth of GMS measures.

3.3 The overview of performance against the 3 pillars (greener, fairer, more prosperous) and the floor targets, as well as in relation to the 5 measures prioritised for cross-policy review, show significant variations by geography and demographics in many domains. These are highlighted in the attached report and the full datasets. GM has always been clear that any one community being 'left behind' in key metrics is an issue for the whole of GM and therefore some of these variances are of concern.

3.4 The report also reaffirms the system commitment to the GMS ways of working, including the role of the unified model of public services and GoodLivesGM as the established mechanisms by which whole system working can be further developed.

## **4. Recommendations**

4.1 Recommendations appear at the front of this report.

## Annex

### Greater Manchester Strategy Progress Report – Autumn 2023

#### Contents:

1. [Introduction](#)
2. [Context](#)
3. [Progress since the Spring Report](#)
4. [Whole system approach to improving shared outcomes](#)
  - a. [Poverty](#)
  - b. [Carbon emissions](#)
  - c. [Employment Rate – Racially minoritised / disabled people](#)
  - d. [Overweight and obese children and adults](#)
  - e. [Child development in early years](#)
  - f. [Overarching findings / system learning](#)
5. [Overall progress against the Greener, Fairer, More Prosperous Pillars](#)
6. [GMS floor targets progress](#)
7. [Next steps](#)

#### 1. Introduction

1.1 This progress report provides a view on the collective progress of the Greater Manchester (GM) system in delivery of Greater Manchester Strategy (GMS) ambitions, updating since the [previous report](#), which identified a series of strategic opportunities, which, if GM can capitalise on their benefits, can further the system's ability to achieve the shared ambitions of the strategy.

1.2 This report focuses in more detail than previous reports on the performance data (the targets and measures) within the GMS performance framework. The report does not seek to comment in detail on the impact or effectiveness of individual programmes or delivery activity, instead it seeks to provide a collective overview on whole system direction of travel.

1.3 Building on the previous report an update on overall progress is provided, along with greater detail and updated data on the three GMS floor targets. Additionally for this report an approach has been adopted which has undertaken cross-policy area reviews of the progress of a few outcomes in detail, the performance of which has whole system impact and therefore whole system / cross stakeholder buy in to their achievement.

- 1.4 The GMS seeks to support ways of working which enable cross-policy and partnership design and delivery around a shared set of outcomes and commitments.
- 1.5 The focus of this report on a few measures where, working together, GM has the potential to achieve whole system improvement, has provided for a more detailed analysis and investigation of a few measures to better understand the actions being taken, and to support the development and commitment of pivot, changes or development of additional actions in response to the underperformance of the selected metrics.**
- 1.6 This approach has allowed for an understanding of how current activity contributes to the attainment of the outcomes, along with the opportunity to identify any levers within the system which could be used to support further improvement, along with building an understanding of how the strategic opportunities presented to GM can support improvement against these shared outcomes.

## **2. Context**

- 2.1 The economic context in which this report is being drafted continues to remain extremely challenging. Despite recent falls in overall inflation, the cost of living crisis continues to impact on the people and places of Greater Manchester, with evidence of increasing financial hardship and challenging circumstances not only for our residents but also significant challenges for the organisations and agencies involved in the delivery of the Greater Manchester Strategy.
- 2.2 Within this context, the role of this report can be seen as a lever, supporting whole system working around the GMS shared commitments and outcomes, ensuring that where there is a need for joining up and delivering differently that this can be enabled.
- 2.3 The review undertaken for the development of this report can also be used to support the ongoing work to develop the implementation priorities and approaches for delivery as Greater Manchester moves into the delivery of the Single Settlement and other powers and flexibilities granted through the latest [devolution deal](#) with Government.

## **3. Progress since the Spring Report**

3.1 The previous report identified key strategic opportunities presented to GM right now:

- Devolution trail blazer and single settlement
- Refreshing the 5 Year Environment Plan
- Reenergising the prevention agenda
- Refreshing the Local Industrial Strategy
- Development of the Integrated Care Partnership
- Refreshing the GM Digital Blueprint

3.2 The assessment of the metrics prioritised for working together to drive change, take account of how the identified strategic opportunities can support GM collectively in achieving the GMS ambitions.

3.3 The GMS ways of working were discussed as part of the cross-policy review of metrics. A reaffirmed commitment to the [unified model of public services](#) and the roll out of GoodLivesGM can support the whole system to work in ways together that can support the delivery of better outcomes for the people and places of GM.

3.4 A summary of overall progress against the three GMS pillars (greener, fairer, more prosperous) is provided at [section 5](#) of this report.

#### 4. Whole system review of shared outcomes

4.1 The following section focuses on the prioritised measures around which a whole system review has been undertaken. For each of the outcome measures a review of the current performance data is provided, along with a logic model approach which identifies the key drivers for that outcome, and how those feed into the existing GMS commitments and up into the headline outcomes. Following the cross-policy review, a summary of key discussion points and suggested areas for action are provided for each of the outcomes.

**The outcomes reviewed were selected following a review of the latest performance data across all of the [GMS outcomes and commitments](#), and were specifically selected where the data shows under-performance where there is one or more of the following:**

- **considerable gap between GM performance and relevant target / comparator areas**
- **considerable spatial variation**
- **considerable demographic variation**

**Identified measures were then assessed to select a small number to focus on which are cross-cutting outcomes on which improved performance requires joined-up activity from across 'the system'; and outcomes where**

**there is clear leverage to bring about improved performance, either on the metric itself or on areas that impact upon it.**

*Note that the performance dashboards (link above and screenshots below) are currently draft, subject to final quality assurance.*

4.2 Based on this assessment, the measures selected were:

- [Poverty](#)
- [Carbon emissions](#)
- [Employment Rate – Racially minoritised / disabled people](#)
- [Overweight and obese children and adults](#)
- [Child development in early years](#)

4.2 In reviewing the outcome measures the role of external factors (beyond GM's direct control) were discussed, however the focus of the discussion was on what GM is doing and the things within GM's control; GM's actions may in some cases achieve only marginal gains but focus on key questions:

- Where can we add most value?
- Are we ensuring we are maximising the impact of the interventions we have in place? – are we targeting resources and prioritising to ensure maximum impact?
- What can we do with the levers that we have in our control?
- Are we working in ways that adopt the GMS ways of working and the principles of the unified model of public services?
- Can we do things differently?

4.3 Further to the cross-policy review of the priority outcomes, the GMS Stakeholder Panel – drawing representatives from across GM places, sectors and policy themes – reviewed the initial findings, discussed the draft content and has added to and refined the insight and recommended actions for each of the five prioritised outcomes.

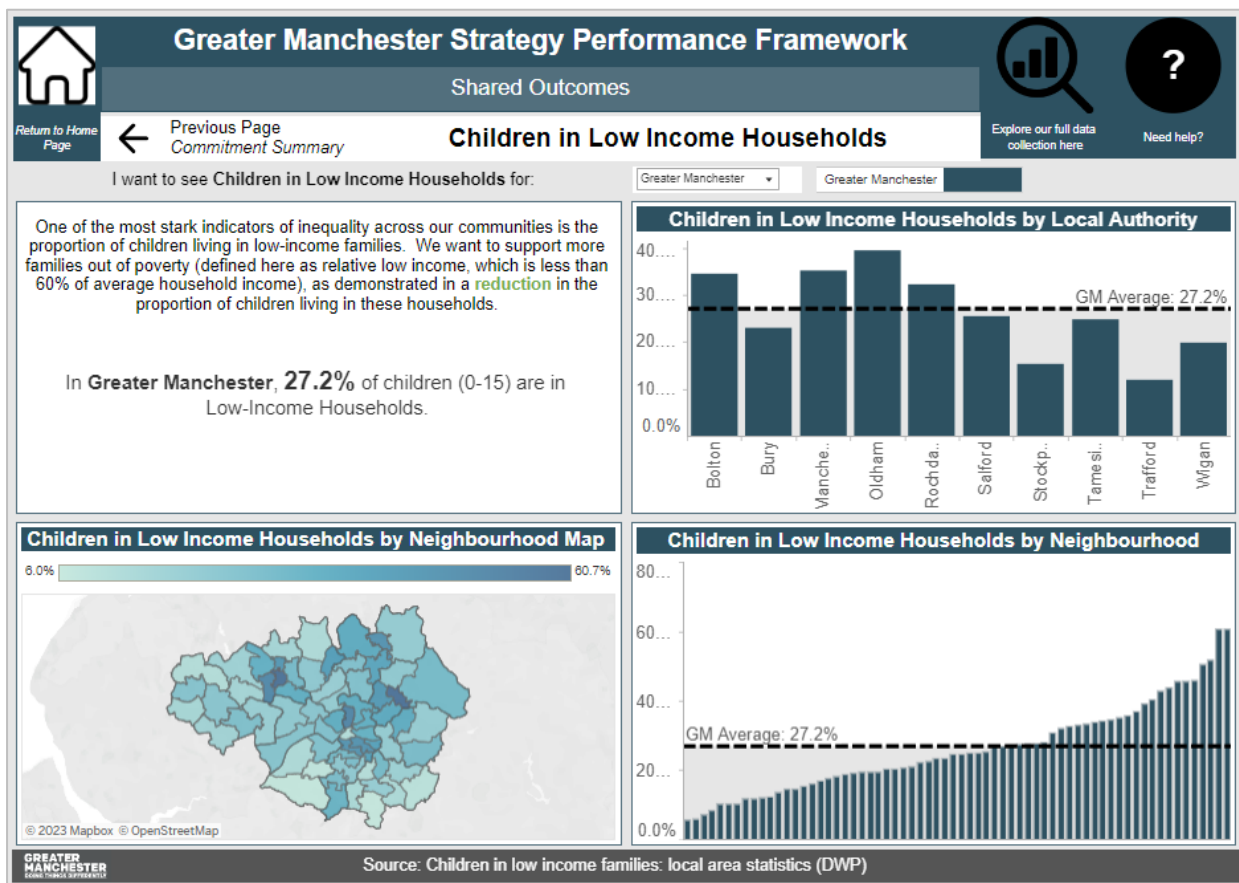
4.4 Headline whole system actions for each outcome reviewed are highlighted under each section.

## Poverty – children in low-income households

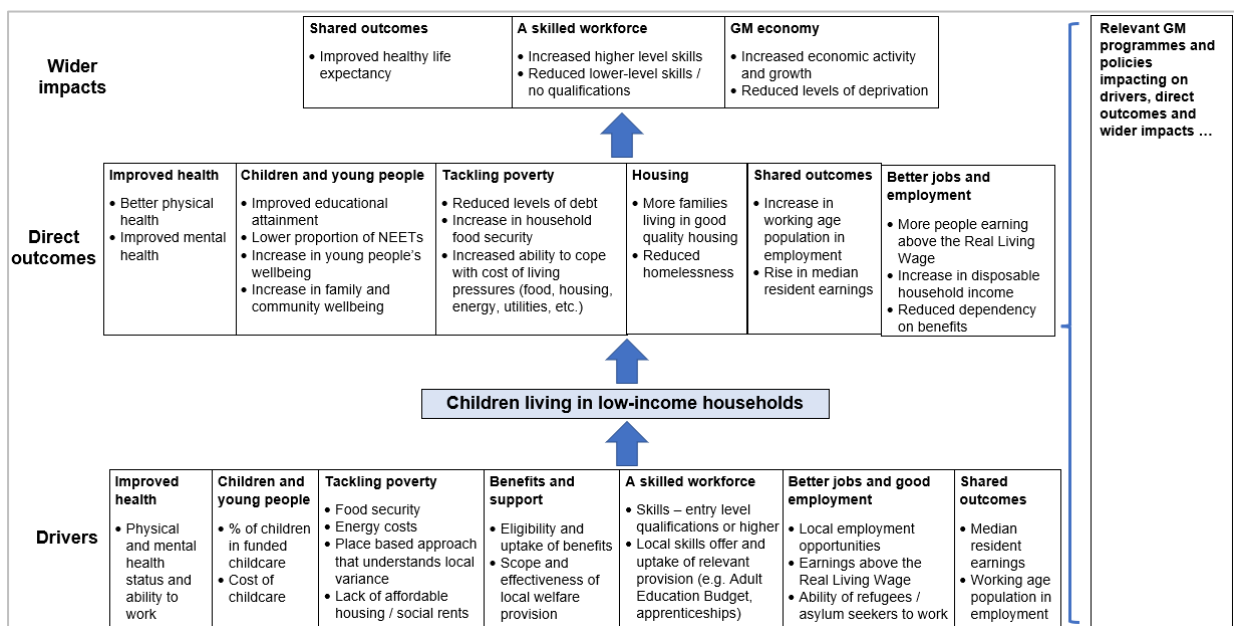
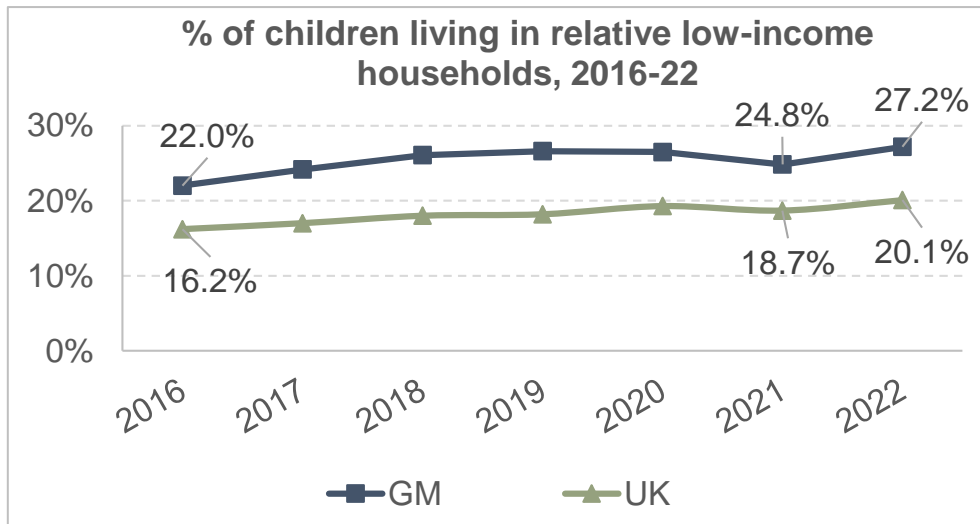
**GM wants to support more families out of poverty.**

**More than a quarter (27.2%) of GM children were living in low-income households in 2022, an increase compared to the previous year (24.8%), and considerably higher than the 2022 UK average (20.1%).**

Latest dashboard is available [here](#), including place-based data







This measure was chosen as a headline measure due to the very cross-cutting nature of the agenda, and the understanding of the increasing numbers of people experiencing poverty, along with the implications of poverty impacting on all policy areas and its influence on the policies and actions that GM collectively takes.

While this measure focuses on children in low-income households, the cross-policy review of this outcome considered poverty experienced by people of all ages, including households without children.

Some key discussion points:

- Recognition of the truly cross cutting nature of the agenda and the influence this has on all aspects of GM policy and delivery.
- Understanding of this being a good measure of how the whole system needs to work together in order to drive change.

- Recognition of the breadth of drivers and factors influencing poverty levels across GM.
- Local leverage and joining up of activities has potential to increase impact of activities delivered.
- Role of national policy impacting numbers of people experiencing poverty / financial hardship.
- Housing costs significant driver of poverty with recent alarming rises in rent cost significantly reducing the amount of disposable income available to many households.
- Generational issues – fewer younger people households forming due to lack of affordability; older people approaching retirement age but who are not owner occupiers.
- Opportunities presented by increasing home efficiency to reduce costs, while also achieving environmental benefits.

#### GMS Stakeholder Panel Review

- Significant increase in the numbers of people entering GM seeking asylum or refugees, which is likely impacting on the increasing numbers of people living in poverty. Challenges around the asylum system limit individuals' ability to access employment and therefore financial challenges progress.
- Uptake and availability of working age benefits – discussion around the role of various benefit systems, their accessibility and availability and role of partner agencies in ensuring maximum take up of benefits available – supporting households and families currently experiencing poverty.

**Whole system action:**

**Greater recognition / clearer understanding of the specific roles of policy areas, sectors and organisations contribution to reducing poverty and supporting those experiencing poverty.**

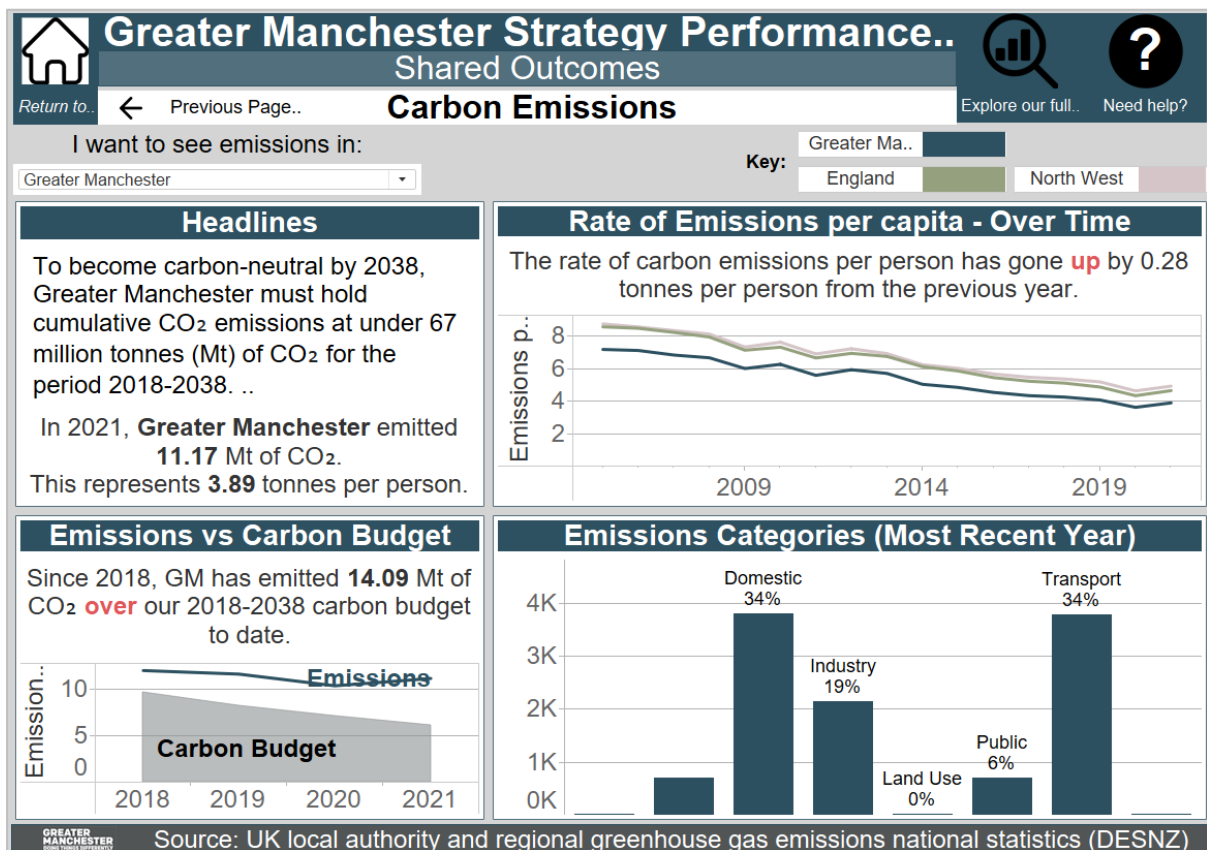
**In support of the upcoming 2024 refresh of the Greater Manchester Strategy, adopt an approach that more clearly articulates the actions and commitments across the GM system that support poverty reduction, ensuring these are visible, delivered and joined up across the system to maximise impact.**

## Carbon Emissions

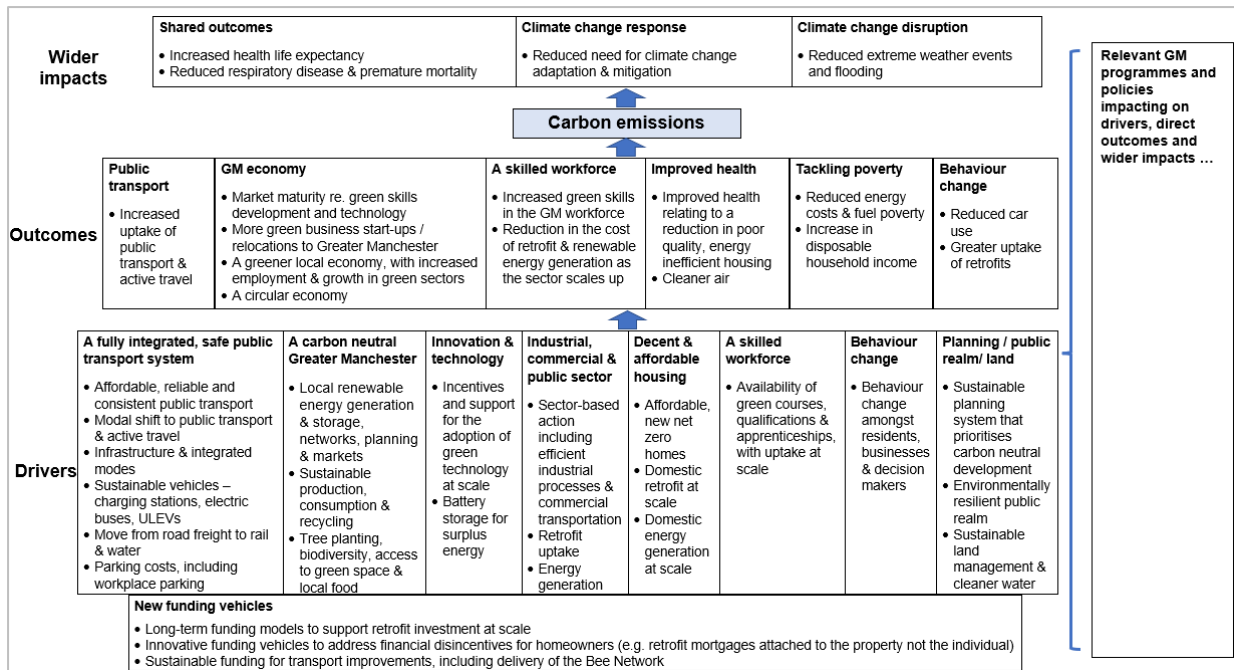
GM wants to create a carbon neutral city region by 2038, with better air quality and natural environment.

The latest data show GM emitted 11.2Mt of CO<sub>2</sub> in 2021, an increase (worsening) from the previous report at 10.7Mt of CO<sub>2</sub>.

Latest dashboard is available [here](#), including timeseries and place-based data



A related dashboard on nitrogen dioxide exceedances is available [here](#), with further data available from the [Clean Air Greater Manchester Data Hub](#). We also report on the energy efficiency of new homes built in GM [here](#), and on the number of trees planted across the city region [here](#).



This measure was chosen as all areas of policy impact on carbon emissions. GM's carbon-neutral commitment by 2038 is a flagship commitment which will require all parts of GM to go further and faster in reducing carbon emissions.

Some key discussion points:

- Significant improvements in public transport, active travel network and timely implementation of the next phase of activity. However, headline data shows private vehicle ownership in GM is increasing, which typically aligns with ownership and reductions in active travel. Policy developments need to encourage greater modal shift from private vehicles, but also need to recognise the continued need for private car usage, supporting the transition to electric vehicles where this cannot be avoided.
- Delivery of integrated and safe public transport system, ensuring that public transport is safe to use, accessible and appealing to people to encourage greater use.
- Role of digital technology to support modal shift; people will be more inclined to use the bus if they know in real time when it is going to arrive and get them to their destination.
- National policy decisions impacting, e.g. closure of rail ticket offices putting more people off using trains.
- Building retrofit programmes are key intervention, able to deliver a significant reduction in energy use. Approx 800,000 homes across GM which require retrofit. Innovative funding models being explored to enable access to retrofitting of private dwellings.
- Across all policy areas intent should be to reduce energy use firstly and then decarbonise when used.
- Net zero homes programme support this ambition, with a comparatively smaller than building decarbonisation, but significant role to play.

- Recognition of focus on industrial sectors is more to support them to decarbonise rather than a policy to pursue low carbon sectors per se.
- Need greater understanding of how policies impact on one another, especially in terms of climate impact.
- Understanding of the role of development, not just where we develop, but how we do this – designing out carbon from the outset.

#### GMS Stakeholder Panel Review

- Recognition of this report being a whole system overview, but within that the need to understand – and celebrate / share – the successes and actions being taken by individual organisations in supporting carbon reduction in their own operations. Consideration of greater scope for sharing / learning from partners within GM system.
- Importance of the role of the refresh of the Five Year Environment Plan (5YEP), in setting the system up with stretching, but achievable, targets and ambitions which may galvanise greater support and commitment than high level aspirations.
- Supporting a greater shift in the public narrative / perception of the public transport system. Recognising the significant progress being made, but perceptions of poor public transport remain. Individual stakeholders could consider what more can be done to support their workers, learners and access
- Discussion around the long term sustainability of the public transport system and work underway to provide a clean, affordable, accessible integrated public transport system across the whole of GM.
- Given recent national government changes to the route to net zero, there was discussion of the need for GM to continue to stand firm on this agenda, developing and delivering in line with the stated ambition and ensuring the refresh of the 5YEP reaffirms that commitment.

#### Potential further questions to explore:

- Could there be greater consideration of the positioning of the reduction of private car ownership and shift to electric cars where need remains?
- Opportunity to explore the potential for the role of digital technology supporting greater modal shift and linking to other policy areas, e.g. virtual wards reducing the need for travel to hospitals, and development of digital transport technologies supporting ease of access to services, work places and leisure activities.
- Opportunities to develop with the refresh of the 2040 Transport Plan?
- Opportunities to develop with the refresh of the Local Industrial Strategy; alignment with refresh of the 5YEP, to support decarbonisation of existing industries and development of 'green' industries and supply chains?

- Are there further opportunities as public, private and voluntary sector partners to commit to doing more as individual organisations / institutions? Are there possible actions which could be developed around corporate social responsibility and contribution to support the 2038 target? Potential opportunities for development under the NHS GM Anchors activity underway.
- Opportunities for the greater roll out of support to improve impact of the co-benefits tool assessments completed and develop greater system understanding of outputs and use of this (and other) evidence to challenge proposals, support trade-off discussions and develop more environmentally beneficial decisions.
- Opportunities to explore further around the communication of the environmental agenda, positioning more through behaviour changes and personal choices which can support individuals' health or wealth, while also attaining environmental improvements?

**Whole system action:**

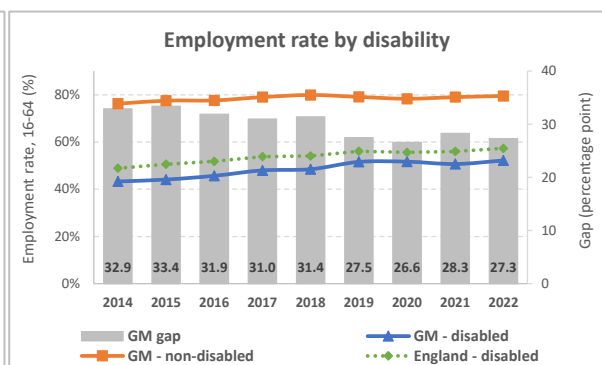
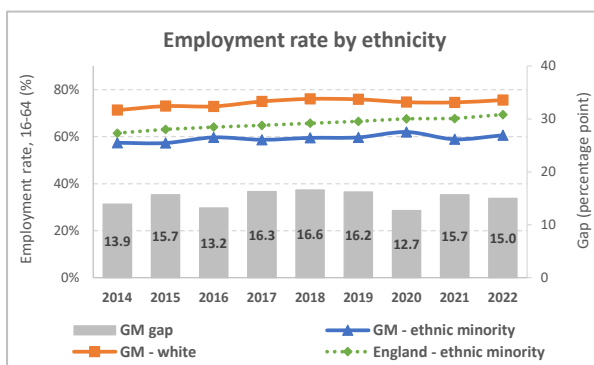
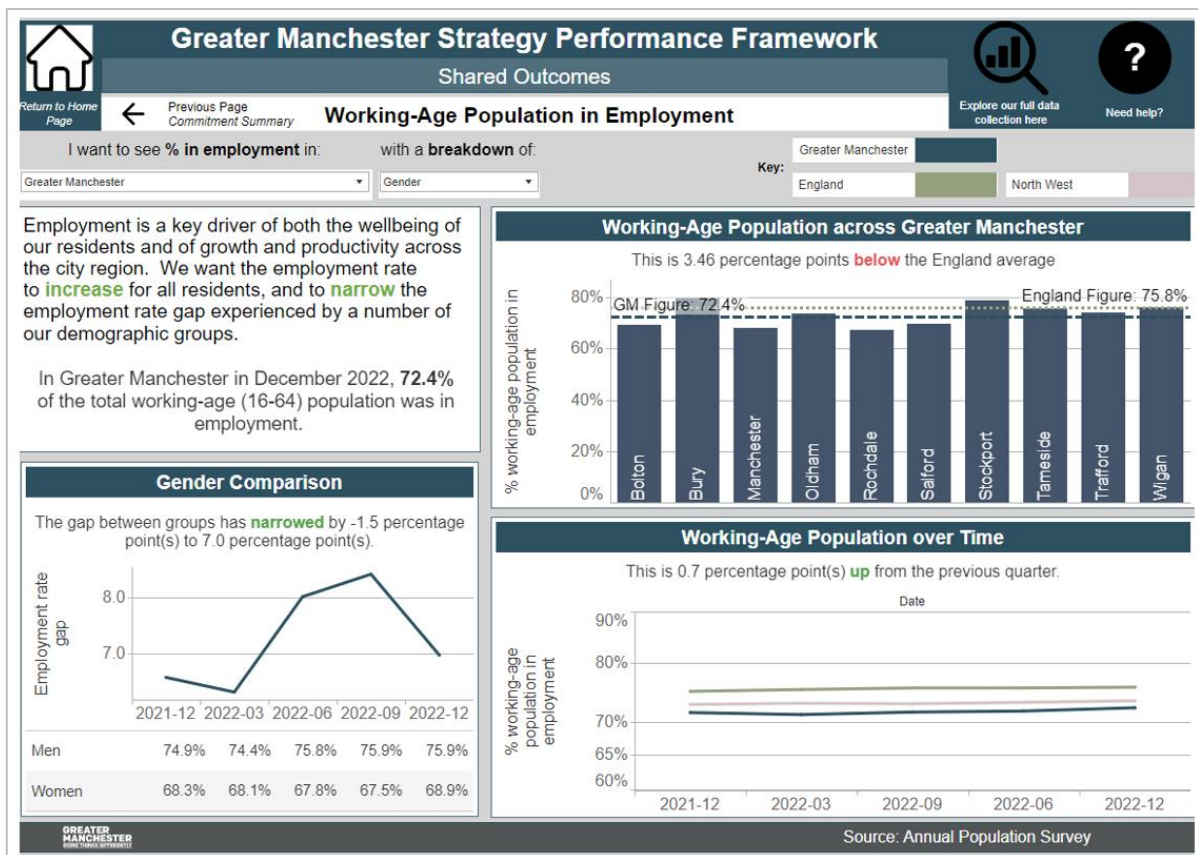
**Refreshing of the 5 Year Environment Plan provides the opportunity to develop further whole system commitment and specific actions which can support GM's carbon neutral ambitions. The next iteration of the Environment Plan must restate GM's firm commitment to this agenda, providing greater specificity of targets and actions required to attain ambitions, with the expectation of whole system responses and accountability to its delivery.**

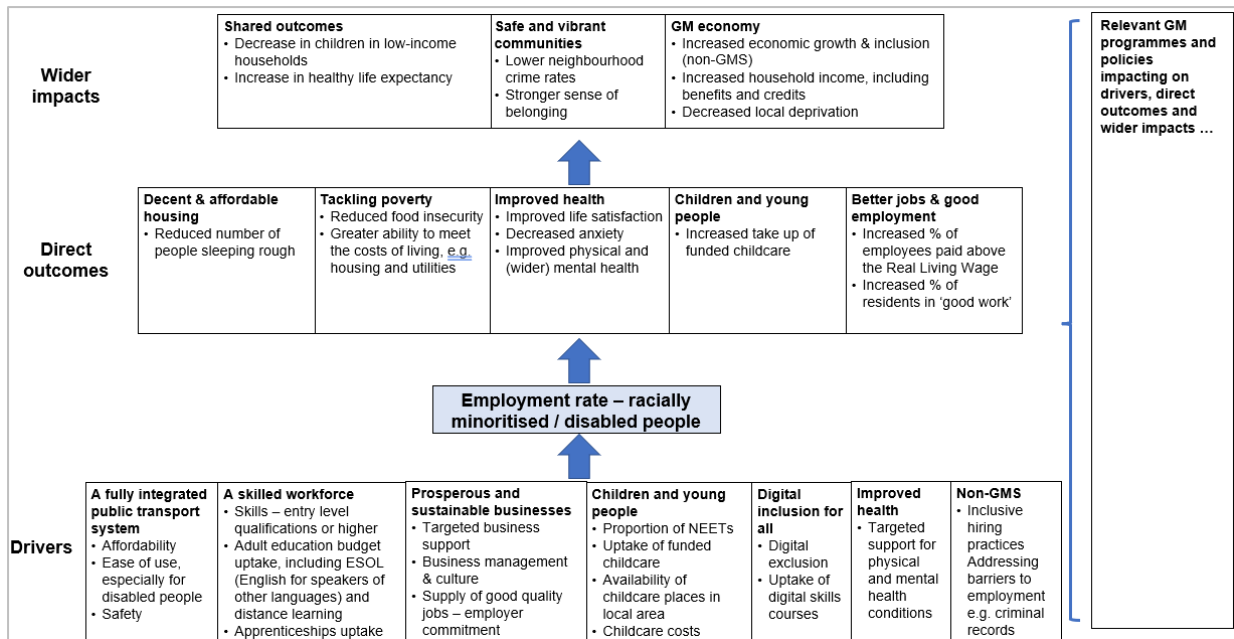
## Employment rate – racially minoritised / disabled people

GM wants the employment rate to increase for all residents and to narrow the employment rate gap experienced by a number of demographic groups.

Total employment in GM in the year to December 2022 was 72.4%, up from 71.8% in the previous report. However, the employment rate for racially minoritised and disabled people was much lower, with both considerably below the England average for these groups.

Latest dashboard is available [here](#), including timeseries and place-based data





The performance information shows a persistent lag in overall employment rate at GM level compared to national performance, but stark differences beneath that average for people from racially-minoritised communities and people with disabilities.

Some key discussion points:

- Recognition that this measure does not capture economically inactive, which is a key policy area for both health and skills & employment.
- Important to understand the role of activity to support economically inactive and those close to the labour market can have on this measure.
- Significant variation amongst the cohorts, not single homogeneous groups and therefore appropriate understanding, tailoring and targeting key to driving improvement in outcomes.
- Wider recognition of the connection between employment and poverty, understanding of people in work experiencing financial hardship.
- Policy levers around quality employment, progression and development of good work to support employment being a means to support people out of poverty. Recognition of the role of employers and understanding that direct influence and impact in this area can be limited.
- Breadth of impacts across policy areas adversely impacting racially minoritised and disabled people, such as inequality in policing and the criminal justice system, which will contribute to the poorer relative performance.
- Recognition of the need to understand cultural factors which impact on overall employment and progression rates. This understanding needs to be present across all policy areas to ensure interventions are appropriately designed and delivered to ensure take up and achievement of successful outcomes.



- Understanding of the significant role of employers in supporting improvements in employment practices and driving good quality work, pay and progression. There was discussion about continuing to ensure the successful work of the Good Employment Charter, and recognition of the importance of this on the main levers in the GM System to support 'good work'.
- College sector struggling to keep up with demand for English for speakers of other languages (ESOL) provision – making links to not only, but significantly, the increases in refugees and asylum seekers. Recognition of the current variation in delivery across GM colleges for AEB-funded ESOL courses, with potential for greater strategic direction at GM level.
- Travel to learn was discussed, notably for challenges posed to people with disabilities being able to access learning, along with the role of distance learning and variation in approaches currently used across GM.

Potential further questions to explore:

- Are there further local levers to support people in and out of employment?
- Is there anything further that can be done with employers?
- Opportunity to review approaches across GM, identifying good practice, with, as appropriate, greater GM principles / minimum standards to support greater consistency across places.
- Opportunities to develop greater engagement with Equality Panels in policy design and development to ensure they are culturally appropriate and designed in ways which can maximise their impact.

**Whole system action:**

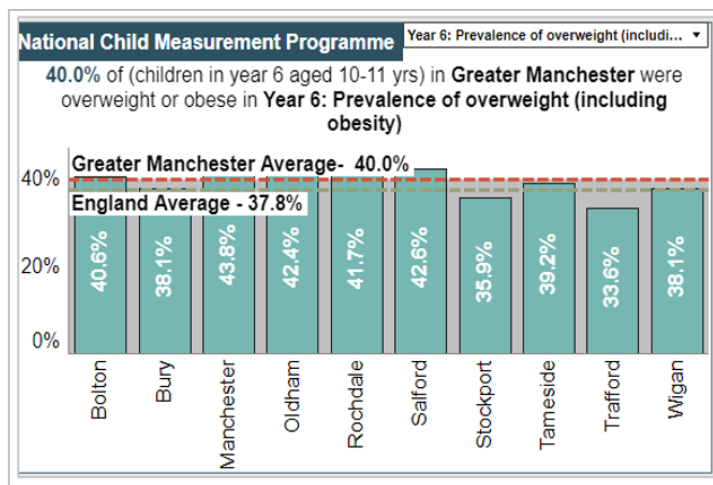
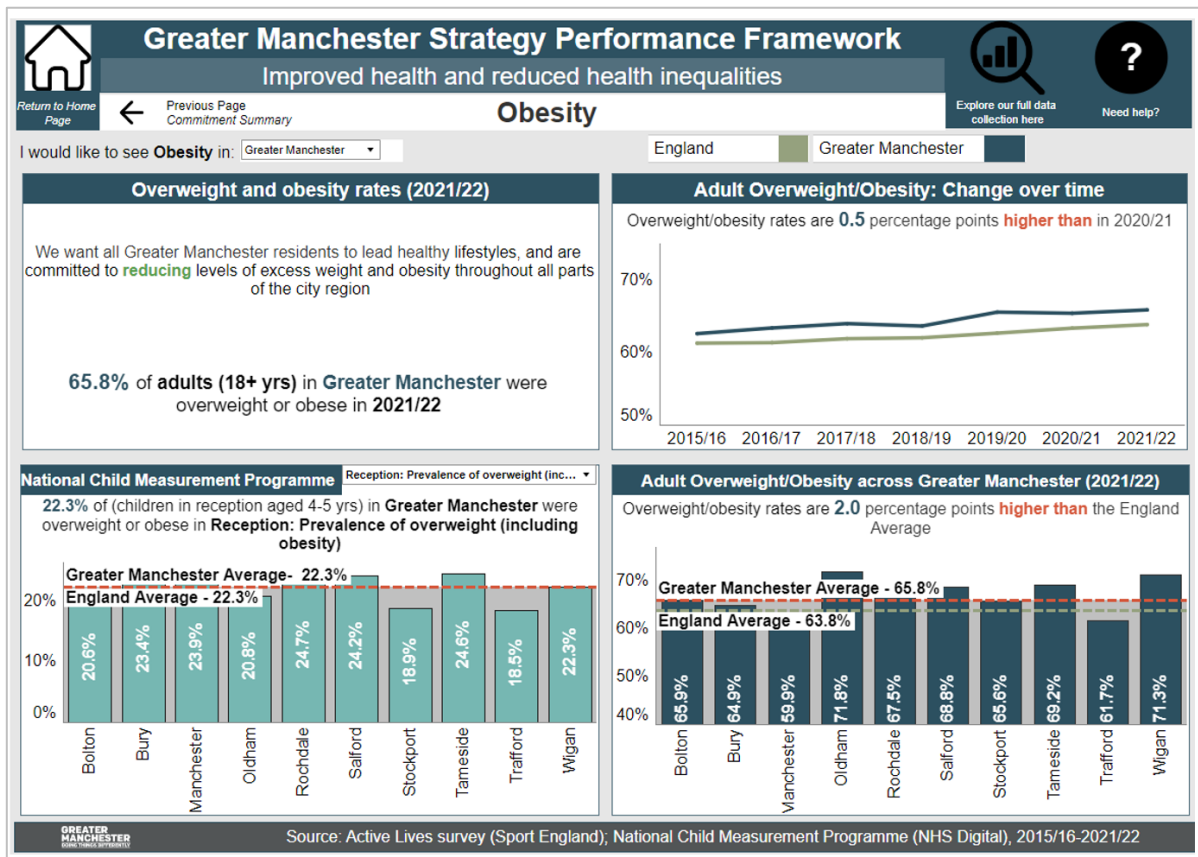
**Across all delivery, there is opportunity for the review of current targeting, and consistency of approaches. Reviews undertaken should identify any gaps and consider where more specific targeting of activity could be applied. Such reviews should be undertaken for both economically active and inactive cohorts, specifically targeting access to, take up and achievement of racially minoritised and disabled people.**

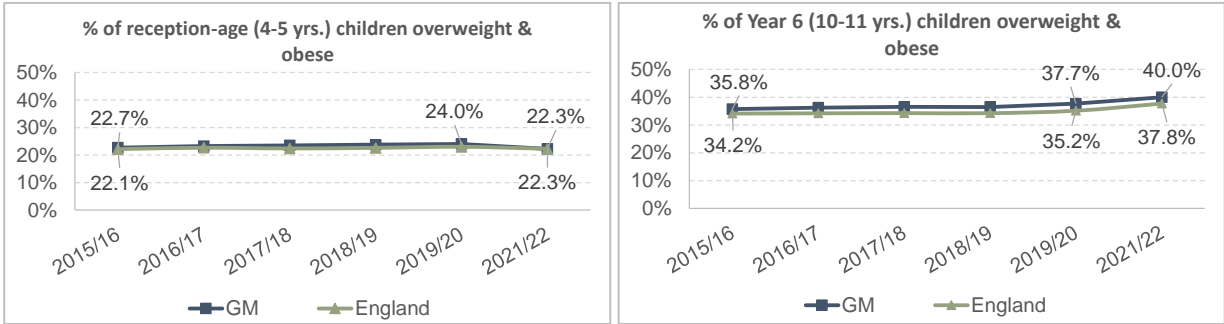
## Overweight and obese children and adults

GM wants all residents to lead healthy lifestyles and is committed to reducing levels of excess weight and obesity.

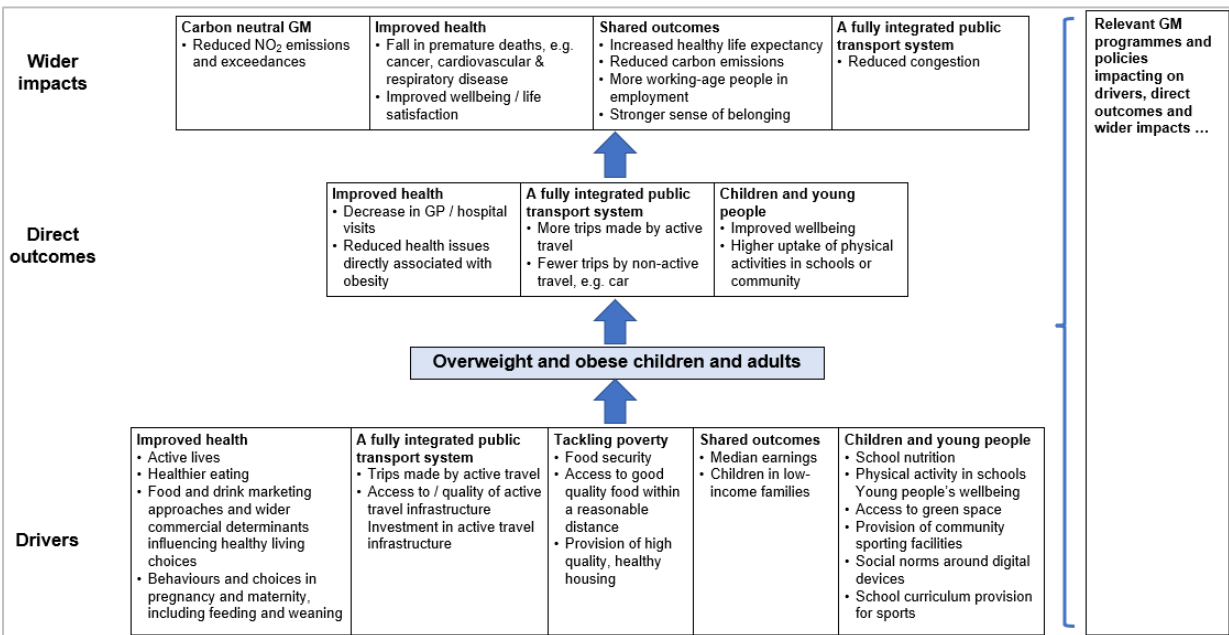
The latest data show 65.8% of GM adults are overweight and obese, a slight increase (worsening) from the previous report which showed 65.6%.

Latest dashboard is available [here](#), including timeseries and place-based data





Note: due to the impact of the pandemic, GM data for 2020/21 are not available and therefore not shown in the above charts.



A measure chosen due to its whole system nature, with actions and implications across multiple policy areas influencing improvement in the headline outcomes. Also with the recognition of this being an indicator of population need and service demand for both now and in the future.

Some key discussion points:

- Recognition of this measure being highly complex and drivers and responses being multifaceted.
- Recognition of the significant variation between districts.
- Obesity and healthy weight is not as prominent in the national policy narrative as previously, however this remains a priority for GM. GM-led activity continues, including activity on the commercial determinants of health, e.g. junk food marketing, and consideration of how to utilise to maximum effect policy levers in this area.

- Recognition of the strong correlation between obesity and poverty; costs of food and energy impacting ability of households to make healthier choices.
- Access to affordable food, reliance on local convenience stores in deprived areas.
- Current work being undertaken by ICP on population segmentation can support greater understanding.
- Also flagged people who are overweight or obese are also likely to have multiple morbidities, such as high blood pressure, heart disease, diabetes, etc.
- Discussion around family dynamics, with greater understanding of the link between children living in households with obese adults are more likely to be obese children.
- Greater understanding required on the rapid increase in weight gain from when children enter and leave primary school:
  - What are the impacts of national policy such as sugar tax?
  - How effective are school food policies?
  - How effective are school PE programmes and facilities?
- Recognition of the change in societal norms such as less physical activity.
- Local Government financial constraints resulting in closure of affordable, accessible sport and leisure facilities.
- Role of housing, provision of fridges and cooking facilities – not available in some temporary accommodation, and limited use for those experiencing financial hardship (in both private rented and some social housing).

#### GMS Stakeholder Panel Review

- Recognition of the need for whole system approaches to supporting healthy weight, role of community resources and family hubs to support this agenda and work cross-agency to provide the necessary information and support.
- Importance of the use of asset based language and approaches to support healthy weight, impact and effectiveness of public health and broader policy response will be greater if they are developing from an asset based approach.
- Food & Healthy Taskforce being established will draw membership from across the GM system, undertaking consultation and engagement, evidence of 'what works' and agree GM delivery priorities. Additionally this work will review governance, ensuring the appropriate oversight and accountabilities are in place to deliver on the strategy developed.
- Importance of GM stating ongoing commitment to this agenda, despite a reduction in prominence in the national policy context.

Potential further questions to explore:

- Is there more that can be done with free school meals data; are there greater policy levers which can be applied at GM level?

- Recognised gap in data between poverty and free school meals eligibility – can something local be put in place to support this?
- Is there scope for increased activity programmes; developments with Greater Sport? Are there opportunities for consideration of local funding choices and impacts on sport and leisure facilities accessibility and affordability?

**Whole system action:**

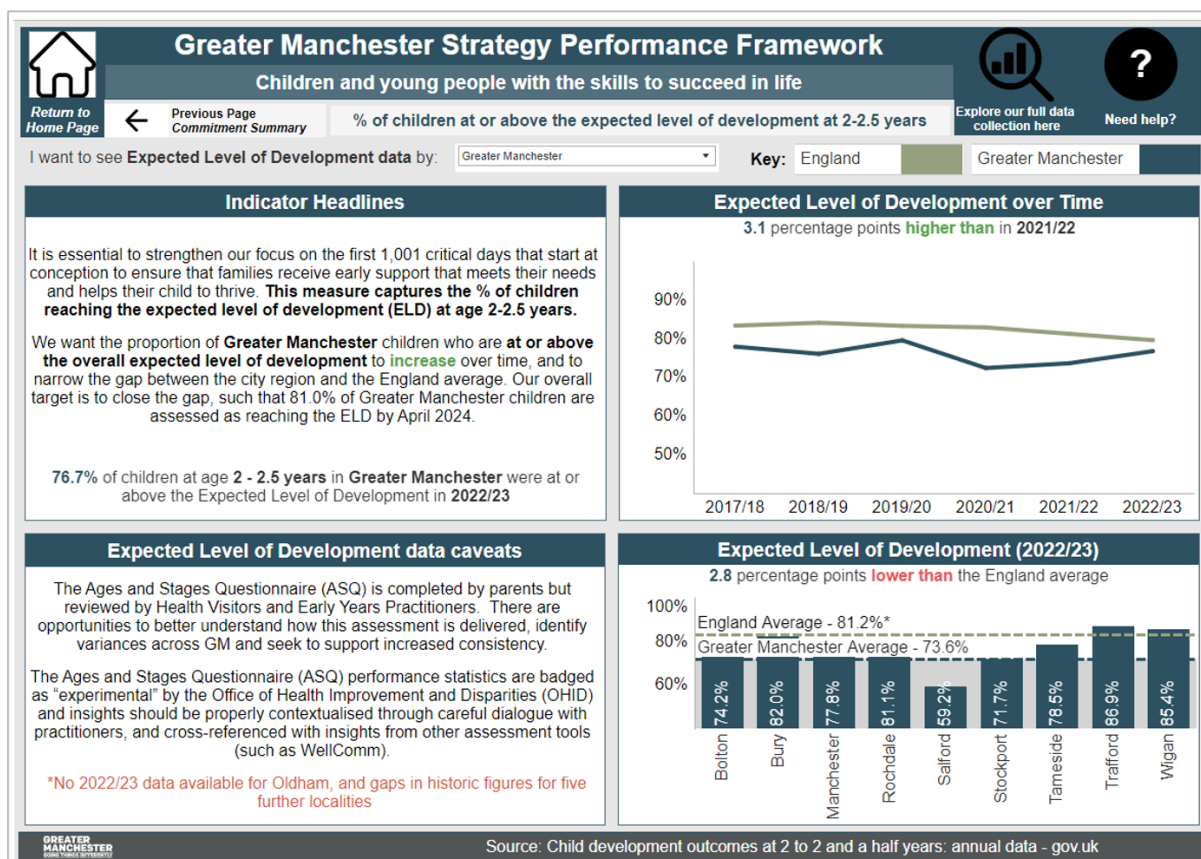
**The evolving work being led by the Population Health Board around Healthy Weight provides a platform from which GM can build. Whole system engagement and ensuring appropriate governance and oversight is in place to deliver the wide ranging activities required to support this agenda will enable the maximum reach and benefit, along with the sustainability of impacts potentially achieved.**

## Child development in early years, aged 2-2.5

**GM wants the proportion of children who are at or above the overall expected level of development to increase.**

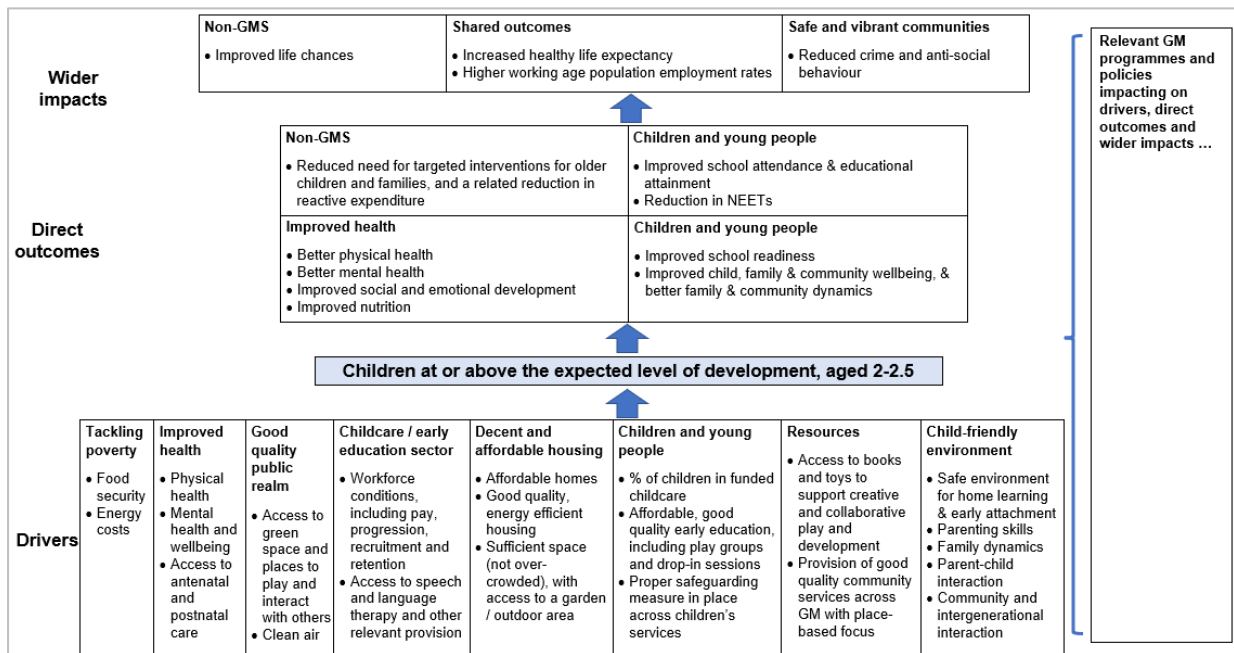
**The GMS target is to close the gap with the national average, such that 81.0% of GM's children are achieving the expected level of development by April 2024. 76.7% of children are currently at the expected level of development, an increase (improvement) from 73.6% at the last report.**

Latest dashboard is available [here](#), including timeseries and place-based data



It is important to treat the data reported against this indicator with some caution, and particularly the levels of variance between localities. As indicated in the dashboard, the data are drawn from the Ages and Stages Questionnaire (ASQ), and are currently considered to be 'experimental' by the Office for Health Improvement and Disparities (OHID). Within GM, there is a strong focus on improving the quality of the data, and to address gaps where locality-level data are not available or are incomplete. However, the current data do not allow comparison between areas to be undertaken with confidence, in part due to differences in mode of data collection (some in paper form, some digitally) and differences in approach (e.g. the level of support and guidance for parents to support completion of the screening tool).

Nevertheless, as indicated below, it is accepted that there is notable variance in local performance across GM, and a commitment to share thinking and approaches to improve consistency and effectiveness in all areas of the city region.



This measure has been selected with the understanding of the breadth of drivers which influence this outcome and the impacts arising from poor child development across policy areas, not just now but also implications for the future.

Some key discussion points:

- Recognition of the average data for this measure masking significant variation between parts of GM. Important to understand that variation and seek to share learning across the city-region.
- Extensive programme of research, policy, review and understanding developed in early years, therefore confident in GM approaches and interventions being the right ones to achieve the outcomes, but variance is concerning.
- A significant policy area where devolution discussions with Government have seen limited success. Significant evidence of opportunities for moving from the 2 year old development check to 18 months, based on GM pilot work.
- Recognition of the interconnections between this agenda and the outcomes around obesity, links to nutrition and wider health and wellbeing.
- Discussion around the role of community health services. Such services have never had the same profile or focus as acute services, resulting in poor quality community service data and long wait times. This results in unintended consequences, likely to mean interventions later will be more complex, more costly and less impactful than earlier intervention and prevention. The work underway through GM Community Health Services will address some of these issues. This results in unintended consequences, likely to mean

interventions later will be more costly and less impactful than earlier intervention and prevention.

- Introduction of national policy around expansions to childcare, need to consider what impact this may have and how GM is able to maximise the potential of this policy change.
- Challenges posed with cross boundary working and movement of young people between LAs.
- Consideration how GM system as a whole works to keep our young people safe, considering physical and mental abuse and the extended effects of adverse childhood experiences.
- Role of public realm considered – have we got opportunities for communities to develop socially, responsibly and ensure our community spaces are safe and welcoming?
- Issues around the many agencies involved in this agenda and reliance on paper records. The GM developed and piloted early years app can further support better integration between services and more impactful service delivery.

#### GMS Stakeholder Panel Review

- Recognition of the significant variation in approaches and outcomes across the conurbation, alongside challenges around data collection – opportunity for greater learning / sharing of good practice, and development of more consistent methods. Where appropriate, greater adoption of GM principles / minimum standards to support reduction in variation of outcomes.
- Opportunities for intervening earlier, based on 6, 12 and 18 month assessments, seeking earlier intervention and prevention / escalation of issues and significantly impacting on school readiness.
- Of the five areas of development explored in the ASQ data, GM performance is weakest in the communication domain. There is huge demand for speech and language therapy and extensive waiting lists. Is there further opportunity for the prioritisation of speech and language services, greater investment in skills to support an increase in speech therapists over the medium term?

#### Potential further questions to explore:

- Is there scope for the local prioritisation of this agenda, given to date, devolution discussions with Government have gained little ground?
  - How far can GM go with the levers we currently have available to us?
  - Can GM introduce the move to 18 months development check locally without Government support?
- Opportunity presented in the re-prioritisation of community services as part of the ICP strategy work?
- Opportunity to review the potential from national policy to expand childcare provision.



- Is there scope for the GM system to consider how good we are at keeping our children safe?
- Could there be further expansion of the use of the GM Early Years digital record which can support improvement in outcomes? Can its roll out be expedited and broadened across more agencies and places?

**Whole system action:**

**There are opportunities to further explore the spatial variation in outcomes across the city-region. A review could be undertaken into the current deployment of interventions, with greater sharing of lessons learned and good practice and where appropriate greater use of GM principles / minimum standards to support a reduction in unwarranted variation.**

### **Overarching findings / system learning**

In addition to the detailed review of the five prioritised outcomes, general / system working points were also raised in the review. The learning from which are significant to support collective improvement, but also useful in informing the development of approaches as GM moves into implementation of the latest devolution agreement.

- There is value in undertaking whole system reviews – looking across policy areas rather than individual reviews, building connections, understanding of interdependencies and opportunity for greater systemic working / approaches to work together to achieve shared ambitions.
- The approach adopted has built a greater commitment to review prioritisation of current activity and greater focus on targeting with future activity.
- The review process has demonstrated the maturity of GM system working, able to have open and honest conversations on collective contributions and progress, and understanding where we have actual levers, while also recognising the impacts of our actions may in some cases not always result in a step-change in overall outcome performance.
- Important to create time for conversation, reflection and time to develop whole system understanding – building bridges / connections between activity and outcomes, especially where inputs and outputs are indirect. An important learning point as GM moves into devolution implementation, prioritisation and how outcomes are determined, impact measured and the influence of activities (both direct and indirect) on achieving the agreed targets and outcomes.

- The process has enabled the identification of barriers which may to date have prevented further achievement being attained. While some of this is related to national policy levers, lack of local influence, or limited progress on some areas of devolution, this process has led to the identification of some potential actions / prioritisation decisions which GM could chose to take.
- There were also wider reflections about culture and practice across the breadth of the GM system, recognising that variation across the system is inevitable, however recognising the need to work together, aligned to the ways of working, which can support greater whole system collaboration and improve outcomes.
- A commitment to 'find out more', where are the further opportunities; where is more information required; do we fully understand the current picture?
- Also reflections on where to intervene – look at the numbers, where are the potential greatest gains, how do we ensure that our investments and actions have the greatest possible reach?
- The cross-policy area review has identified the value of truly shared outcomes and commitments, providing insight which can inform the refresh of the GMS.
- The greater focus on performance metrics to bring together cross-system conversations, understanding and appreciation of the issues has been beneficial. The focus around specific measures also provides a greater opportunity for review across agencies and partnerships as to existing actions which contribute and where there is opportunity for development in support of improving the prioritised outcomes.

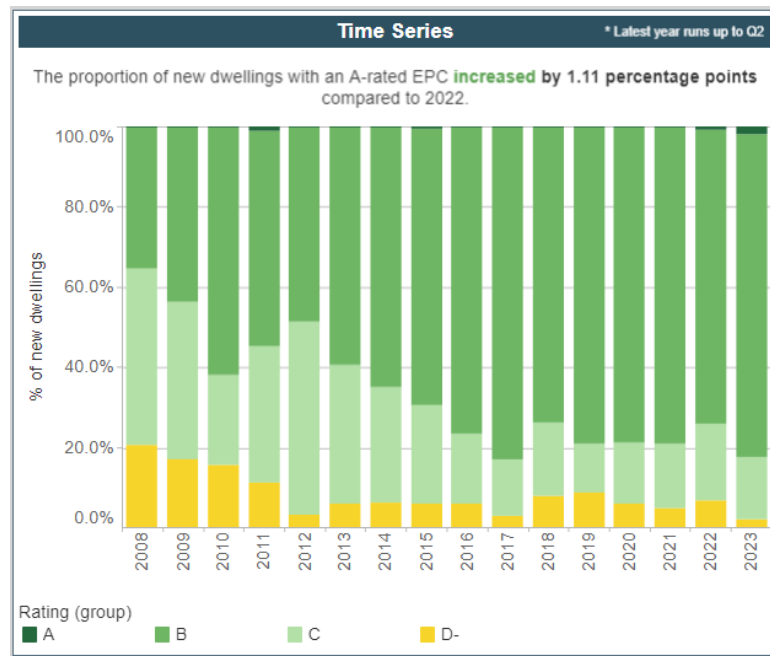
**5. Overall performance against the three pillars of the GMS:**

The updated performance dashboards for all GMS outcomes and commitment measures can be viewed [here](#). The dashboards provide timeseries, place based and cohort data where available. The below summaries should be read in conjunction with reviewing the full performance dashboards for a broader view of overall progress.

**Greener**

**Proportion of new build homes with an energy performance certificate (EPC) rating in the reporting year of A**

**GM wants to increase the proportion of newly build homes with the highest energy performance rating (A).  
2.0% of homes built in 2023 achieved an A rating, an increase from 0.9% in the previous report.**



There is still only a small number of new GM homes that are fully energy efficient, but there has been gradual improvement over time. The proportion with poor energy efficiency has reduced considerably.

As shown by the darkest sections at the top of the chart, [the proportion of new homes built so far in 2023 that had the highest EPC rating \(A\)](#) remained small (2.0%, or 84 homes), albeit this was the third year in a row that the rate had effectively doubled compared to the previous year (0.2% in 2020; 0.4% in 2021; 0.9% in 2022).

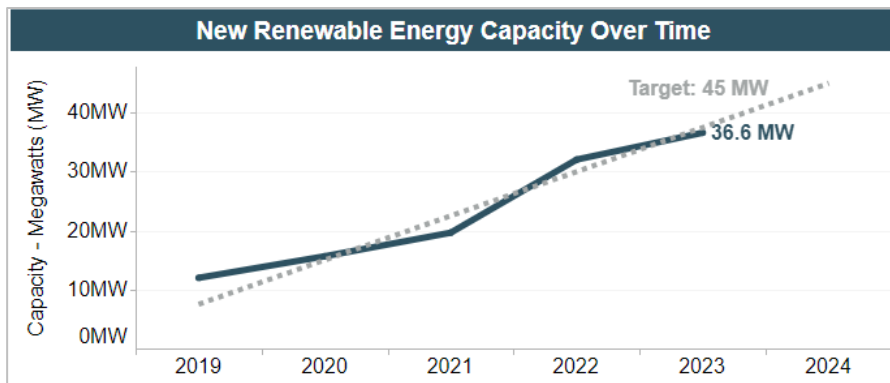
Although there are caveats to the data (e.g. low carbon homes with electrified heating can have a worse rating than gas-heated homes, as the rating is primarily based on energy costs), it is notable that **so few new homes are fully energy efficient**. At the opposite end of the EPC ratings, **there was a considerable reduction in the proportion of new homes in GM with poor energy efficiency** (shown in yellow) – in 2023 to date, 2.2% (95) received an EPC

Source: Live Tables on Energy Performance Certificates (DLUHC)

rating of D or below, compared to 6.9% (679) in 2022. Note: the 2023 data only covers the first two quarters of the calendar year.

### Greater Manchester additional renewable generation capacity (MW)

Installation of new renewable electricity capacity is gaining pace, with the expectation that the 2024 target will be met



4.5MW of [new renewable electricity capacity](#) was installed in GM in the first three months of 2023.

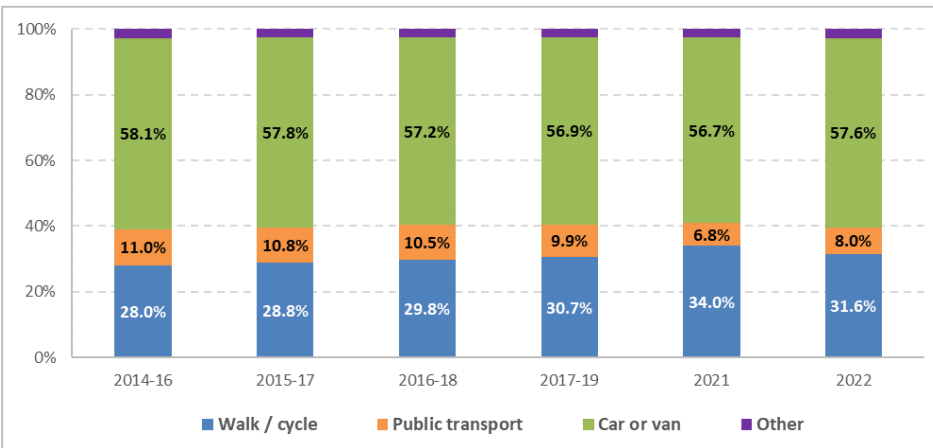
GM has committed to adding 45 MW of new capacity between 2019 and 2024.

**Current performance** (36.6MW installed between 2019 and March 2023) **looks on track to exceed the year-end target, and the expectation is that the 2024 final target position will also be met.**

Source: Renewable Energy Planning Database (BEIS); Microgeneration Certification Scheme (MCS) database; ENWL Embedded Capacity Register

Proportion of trips made via public transport and active travel

Public transport and active travel trips have increased gradually over time, but most trips are still made by car or van



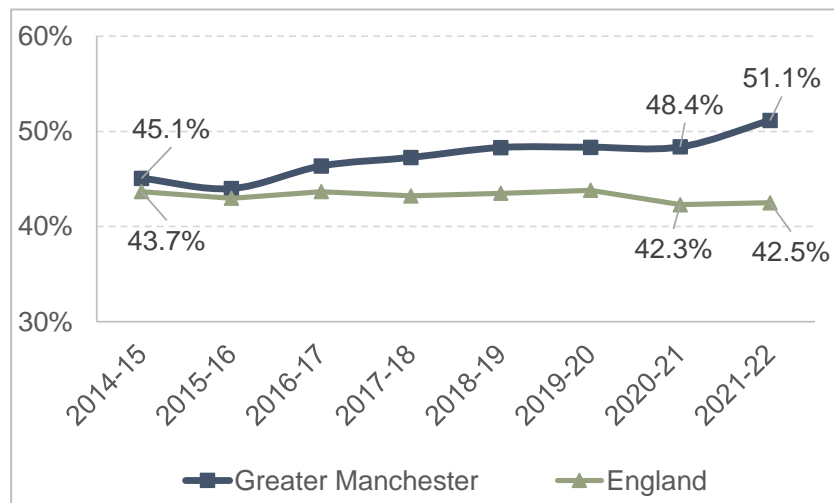
In 2022, 39.6% of [GM trips were made either by public transport or active travel](#) (cycling or walking), **down slightly compared to 2021** (40.9%). The majority of these (29.5%) involved walking, with public transport (8.0%) and cycling (2.1%) accounting for much smaller proportions.

**More than half (57.6%) of trips were made by car or van.** There was considerable spatial variation across GM, with public transport or active travel accounting for 52.2% of trips in the highest-performing locality, and 27.5% in the lowest, a gap of nearly 25 percentage points.

Source: Greater Manchester Travel Diary Survey data (Transport for Greater Manchester). Note that data for 2020 are not available due to the COVID pandemic.

## Household waste recycling rate

Household waste recycling rates in GM continue to out-perform the England average, but there is considerable variance across the localities



Source: DEFRA WasteDataFlow

51.1% of [household waste was recycled](#) in GM in 2021/22, nearly **nine percentage points above the national average** (42.5%).

GM performance had **improved compared to the previous year**, up by 2.8 points, and further widening the gap with England.

However, there was **considerable variance by locality**, with a gap of more than 20 percentage points between the best- (60.3%) and worst-performing (39.7%) localities.

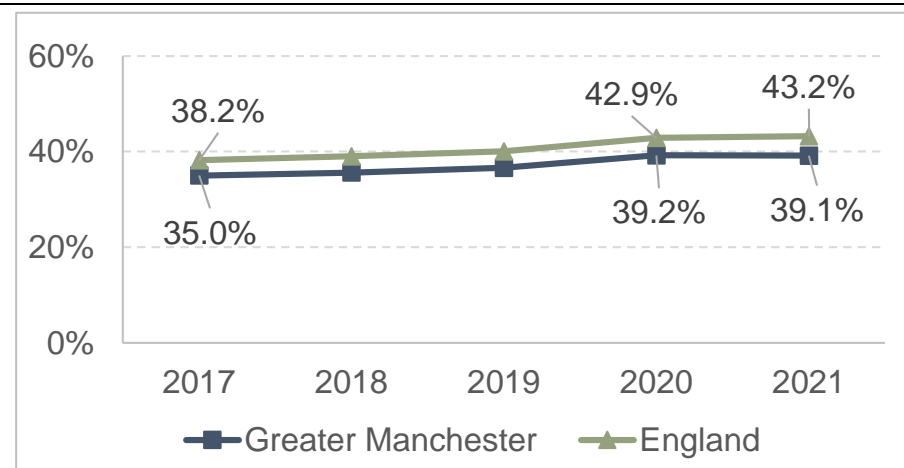
## Fairer

### Higher-level (Level 4+) qualifications

GM wants residents to be well-qualified, enabling access to higher value employment and boosting productivity.

Currently 39.1% of adults hold Level 4+ qualifications, no significant change from 39.2% in the last report.

The proportion of the working-age population with higher-level (Level 4+) qualifications remains below the national average, with wide disparity in performance both spatially and demographically.



Source: Annual Population Survey, Office for National Statistics

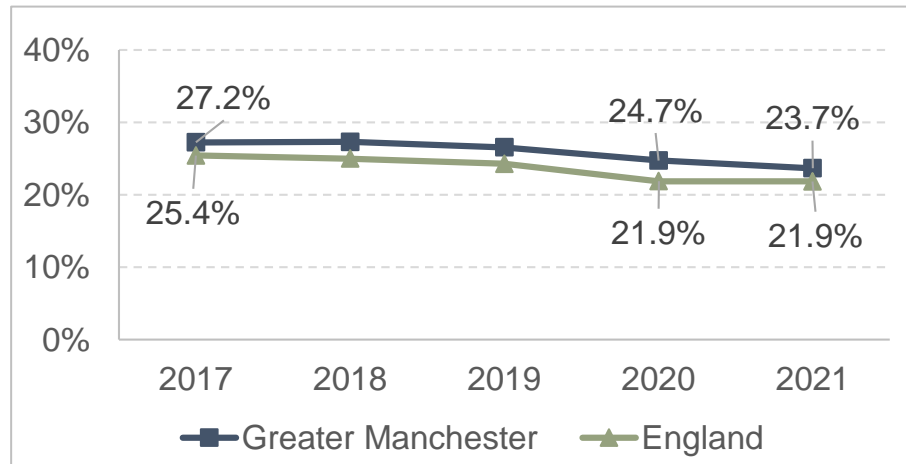
The [proportion of the GM working-age population with higher-level qualifications \(Level 4 and above\)](#) **remained static** between 2020 (39.2%) and 2021 (39.1%), and was **considerably below** the England average (43.2% in 2021).

**There was variance both spatially and demographically across GM in 2021:** the gap between localities with the highest (54.9%) and lowest proportions with Level 4+ qualifications (26.6%) was more than 28 percentage points, and females (40.7%) out-performed males (37.6%) by some 3 points. Older people (33.7% for 50–64 year-olds) were less likely to have higher-level qualifications compared to their younger peers (51.4% for 25–29 year-olds).

## Lower-level (sub-Level 2) qualifications

At the other end of the qualifications spectrum, the improving trend in the proportion of GM working-age residents with lower-level (below Level 2) qualifications continued, narrowing the gap with England.

However, as with higher-level qualifications, there was considerable variance across the GM localities and between demographic groups.



Source: Annual Population Survey, Office for National Statistics

There was improvement in the [proportion of the GM working-age population with lower-level \(below-Level 2\) qualifications](#), with a **reduction from 24.7% in 2020 to 23.7% in 2021**.

Although **GM continued to under-perform the England average**, the **gap narrowed from 2.8 percentage points in 2020 to 1.8 points in 2021**.

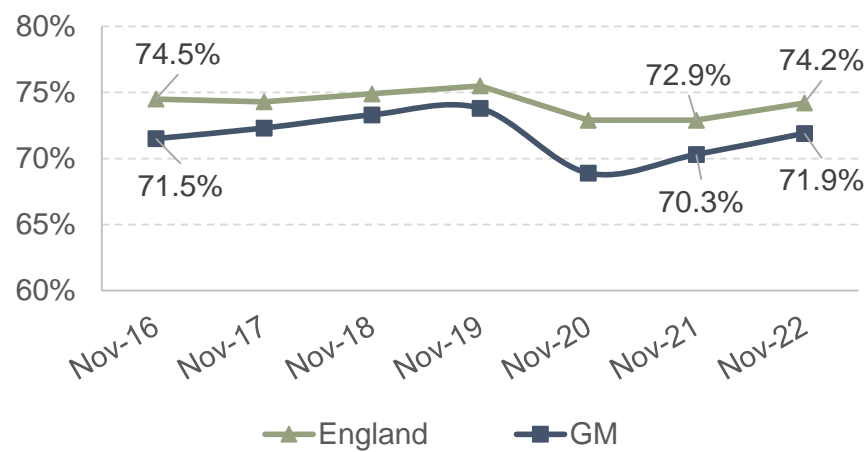
As with higher-level qualifications, there was **similar spatial and demographic variance**, with a gap between localities with the highest (16.2%) and lowest (29.5%) proportion of qualifications below Level 2 of some 13 percentage points, and with females (20.7%) out-performing males (26.7%) by 6 points. Again, older people were more likely to be less well qualified, with 30.7% of 50–64 year-olds having below Level 2 qualifications in 2021, more than double the proportion of 25–29 year-olds (14.2%).



## Active lives

The latest data show an increase in participation in physical activity, with GM under-performance relative to England narrowing slightly.

There was considerable variance by social class, with residents from 'higher' social groups more likely to be active than those from 'lower' social groups.



Source: Active Lives Survey

The [proportion of GM adults who reported that they were 'active' or 'fairly active'](#) increased between November 2021 and November 2022 from 70.3% to 71.9%.

**GM continued to underperform England**, although the gap with the national average narrowed slightly (from 2.6 percentage points to 2.3).

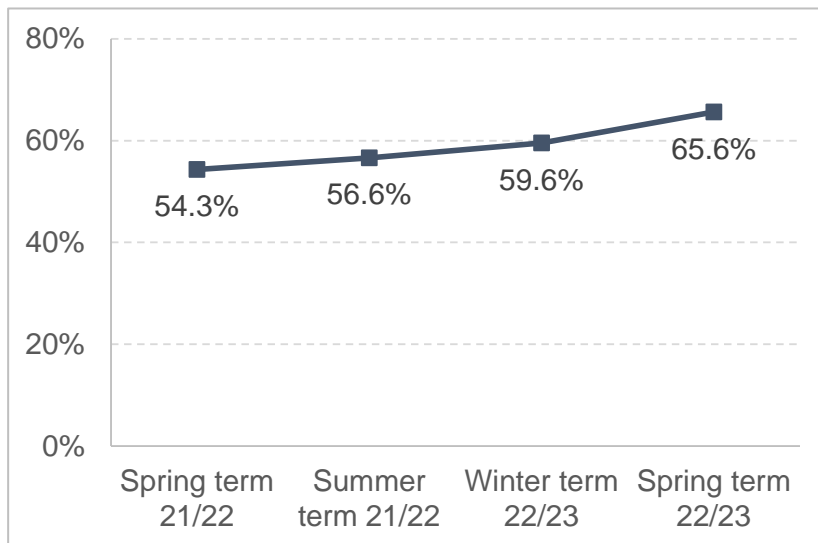
The demographic data show that people from 'higher' social groups (NS-SEC 1-2, 81.9%) are **more likely to be active or fairly active** than those from 'lower' groups (NS-SEC 6-8, 59.4%). As might be expected, older people (aged 75+) are less active than younger age groups, as are disabled people compared to people without a disability. Note however that sample sizes are relatively small, so the demographic data should be treated with caution.

## More Prosperous

### Quality of careers education in GM schools and colleges

GM wants to increase the proportion of institutions implementing the highest quality careers education.

More GM schools and colleges are offering high quality careers education, although there is considerable variance across the ten localities.



Source: local data

There has been a **steady increase** in the [quality of careers education in GM schools and colleges](#) over the period between spring 2022 and spring 2023, with the proportion implementing the highest or high quality careers education increasing from just over half (54.3%) to nearly two-thirds (65.6%).

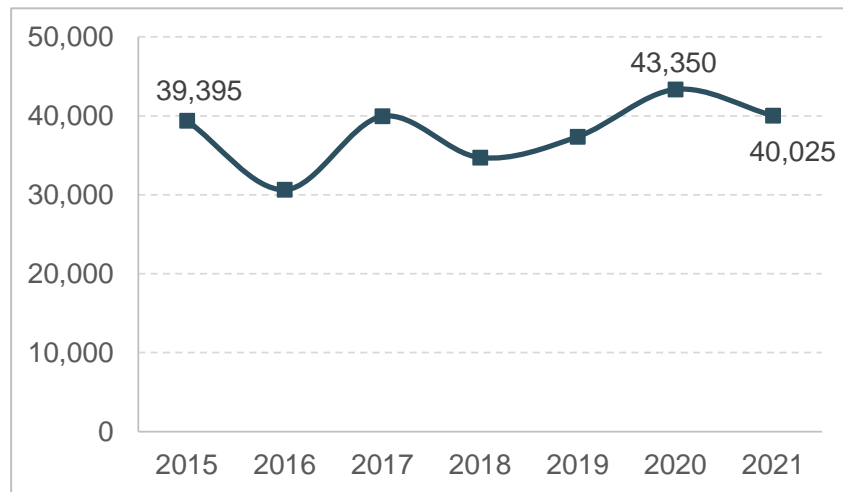
However, there was **considerable variance across the ten localities**, ranging from 85.0% of schools and colleges in the highest performing locality implementing the highest or high quality careers education to 36.8% in the worst performing locality.

Improvement work is underway to address variance, with evidence being used by Strategic Partnership and Quality Leads to inform action plan discussions and implementation with Partnership Quality Leads.

## Number of people employed in digital industries

Employment in the digital industries reduced between 2020 and 2021.

Digital jobs were concentrated in Manchester.



Source: Business Register and Employment Survey (ONS)

There were around 40,000 [employees in GM's digital industries](#) in Quarter 1 of 2021, **down by more than 3,000** compared to the same period in 2020. However, it is important to note that sector definitions are not clear cut, so the data may not represent an accurate picture; wider evidence from other sources suggests that the sector may be considerably larger than is represented in the Business Register and Employment Survey (BRES) data that are reported here.

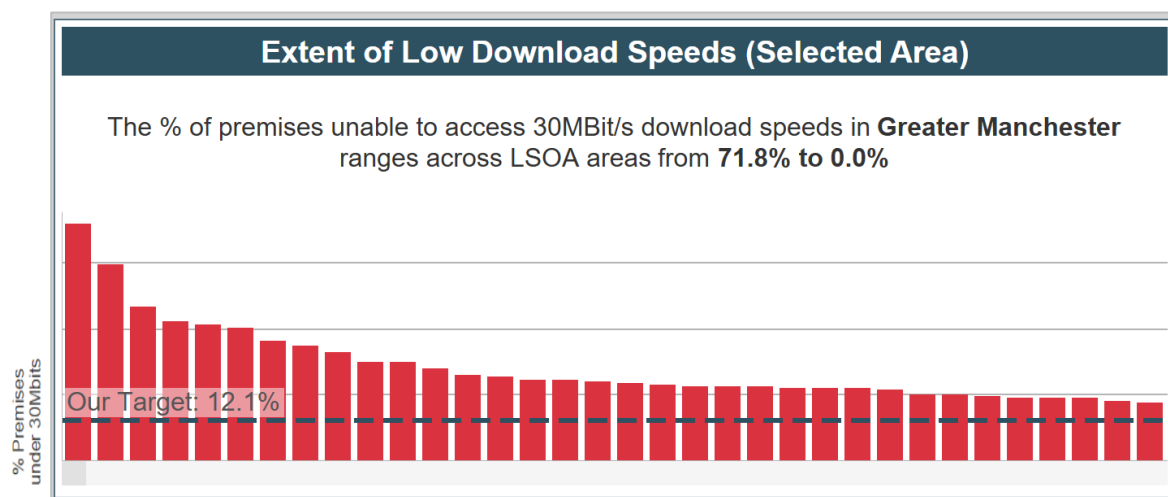
As might be expected, some 40% of these employees had jobs in Manchester, with a further 15%, 14% and 12% in Trafford, Salford and Stockport respectively. The remaining GM localities had fewer than 2,000 employees in the digital industries each (each accounting for less than 5% of GM total employment).

**6. Progress on the GMS floor targets**

6.1 Three floor targets are being piloted, under which GM has committed to a collective response that transcends locality boundaries in favour of shared responsibility to uplift under-performing areas so that they exceed the floor target baseline over time.

6.2 As time moves on, a substantive body of evidence has been generated on how the floor target data are being used to highlight local spatial variance and inequality that is obscured when locality averages are reported, and how the GM system is targeting its response. The three pilots have adopted different approaches, and therefore they are informing policy and delivery in different ways. Whilst it would be simplistic to claim that adoption of the floor targets has been the core driver of improvements seen across the three areas, the approach has clearly helped to embed a more granular focus on areas within GM where outcomes are disproportionately poor, and has built the evidence base for sub-locality spatial targeting.

**Floor Target 1: No LSOAs in Greater Manchester to have more than 12.1% of premises unable to access 30Mbit/s download speeds.**



6.3 As of January 2023, 72 LSOAs (4.2% of all LSOAs in GM) did not meet this target. More than half of these areas were in Manchester (28 LSOAs) and Salford (13 LSOAs). However, while Oldham had the lowest number of LSOAs missing the target at just 2, joint with Wigan, these areas missed the target by a considerable amount. Oldham had the LSOA in GM with the highest proportion of premises unable to access 30Mbit/s – 71.8% of premises – based in the rural hinterland.

6.4 Broadly, the LSOAs not meeting the target fall into two categories – those in more rural areas, and those in and around town / city centres. Those LSOAs not meeting the target in and around town / city centres are more numerous, but there is a greater gap between performance and target performance in more rural areas.

6.5 In 2022, Ofcom began reporting coverage figures based on 2021 Census boundaries, switching from the previous 2011 Census boundaries. This meant that the number of LSOAs in GM increased from 1,673 to 1,702. As a result, comparing the *number* of LSOAs meeting the target over time is not comparable. However, a broader comparison of the *proportion* of LSOAs can be used.

6.6 **The proportion of LSOAs not meeting the target has fallen from 5.4% in January 2021 to 4.2% in January 2023.** Almost every reporting period (every 4 months) has seen a fall in the proportion of LSOAs not meeting the target. The switchover in boundaries used between May and September 2022 did not show a significant change to the proportion of LSOAs not meeting the target, falling from 4.4% to 4.3%.

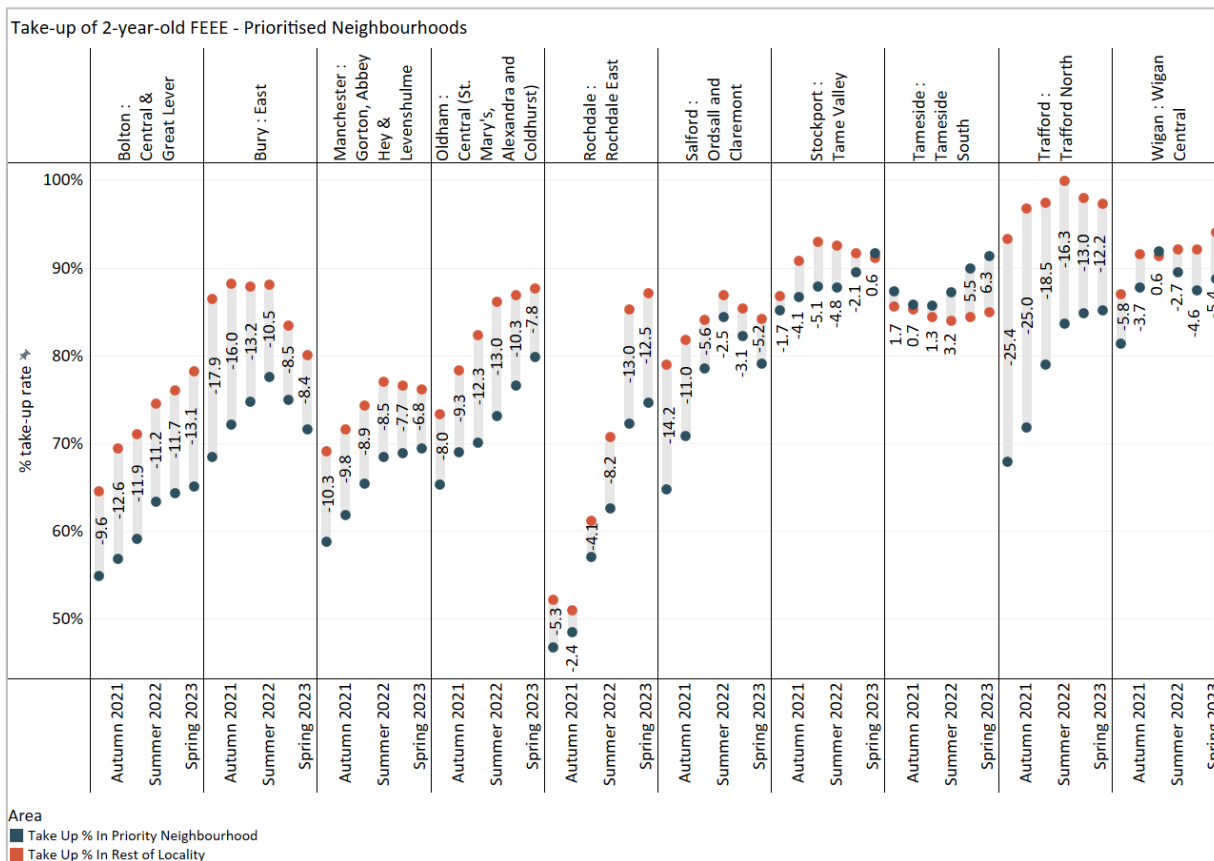
- **Progress made toward the floor target can in part be attributed directly to the Local Full Fibre Network, which unlocked £21.3m of DCMS funding,** matched with local authority contributions, to invest in gigabit infrastructure that connected 1,600 public sector sites to 34 fibre nodes. This fibre backbone enabled infrastructure to reach areas which would not have been connected without subsidy, taking gigabit coverage in the city region from 4.8% to nearly 85%. The programme started in 2020, with the majority of sites connected by June 2022, which explains the slowing of the downward trajectory.
- **The floor target has informed development of the Social Housing Pilot,** which tests ways of working with the market and social housing providers to bring connectivity to areas not seen as commercially viable, and to test ways of enabling and accelerating market investment in these areas. Results from the pilot will continue to inform GM infrastructure policy and market engagement, removing barriers to investment for example through standardised wayleaves agreements.
- **The floor target has also informed our approach to engaging with and lobbying government.** The Trailblazer Devolution Deal framed a more collaborative partnership with government to better target public investment in the city region and inform future government policy.
- **Ongoing engagement with Building Digital UK (BDUK) is enhancing our understanding of the policy solutions** to address urban Not Spots, and the future policies required to enhance connectivity in areas of market failure that fall out of scope for future public procurement.

6.7 **Moving into 2024, one of the focus areas will be working with alternative network providers** and local planning authorities to direct and maximise the impact of this investment in areas falling below the floor target.

6.8 As we move beyond large scale capital investment and look to address areas with multiple barriers to connectivity, the rate of improvement will ultimately slow and potentially plateau. **Alternative technical solutions will need to be considered including using wireless technologies to provide connectivity. It will therefore be increasingly important to understand the floor target in the context of wireless coverage.**

**Floor Target 2: By April 2024, take-up of funded childcare in prioritised neighbourhoods to improve by at least 10 percentage points, closing the gap with the rest of the locality.**

- 6.9 There has been ongoing improvement since the last report, with **average take up across GM in January 2023 at 77.2%, continuing a historic trend of GM performing above the national average (73.9%), and demonstrating a 2.8 percentage point increase on 2022 performance.**
- 6.10 **Locally-sourced data covering figures up to and including spring term 2023 show we are seeing sustained positive progress against our GMS floor target.**
- 6.11 The gap between the targeted neighbourhood and the rest of the locality has narrowed in 6 localities compared to the last reporting period (up to and including autumn / winter term 2022/23) and in 7 localities compared to the summer 2021 baseline.
- 6.12 Eight of the ten priority neighbourhoods have increased take up from the previous measurement point and all ten localities have increased take up rates in their prioritised neighbourhood compared to the baseline (see chart below).
- 6.13 However, **increases in take up across the prioritised neighbourhoods range from 3.1 to 27.8 percentage points, highlighting the need to identify the most effective strategies and activities impacting on performance.**
- 6.14 Overall, **the increase in take up rates across prioritised neighbourhoods translates to approximately 313 more children taking up the offer compared to the summer 2021 baseline, and approximately 1,384 more children across all GM neighbourhoods (assuming the same number of children in summer 2021 and spring 2023).**



6.15 The termly bespoke GM reporting cycle provides a more frequent, granular level of reporting that is underpinning a continuous review and learn cycle within the School Readiness programme, supported by locality Early Education leads. Termly reviews of the data, with the sharing of locality case studies, identify the GM and locality activities contributing to improved performance and support with transferable learning between localities. Over the last reporting period, examples of what works has included:

- **Stronger multi-agency collaboration around a single strategic aim**, allowing for a more joined-up approach to identify, engage and follow up with eligible families at the earliest opportunity. This includes working with wider partners, for example Registered Housing Providers (Rochdale), Job Centre Plus (Bury) and library services (Bolton) to maximise reach.
- **Targeted engagement with wider family members**, to address entrenched community and cultural perceptions of early education and raise awareness of the benefits for early childhood development – particularly with grandparents.
- **Additional support to address application barriers**, including digital exclusion and English as an additional language. Revised processes have been put in place to help parents to apply over the phone or at advertised drop-in sessions with support (Bury).
- **Proactive outreach in priority communities**, maximising reach of Health Visiting, VCSE partners and Family Information Services to promote the offer in community venues, at outdoor park sessions and through wider services in Family Hubs.
- **Improved communication between frontline professionals** is helping to ensure direct follow up can take place with eligible families through existing trusted relationships. Specifically, social workers have been targeted to ensure all looked after children are taking up places, with a regular review of cases between Social Care and Early Years teams (Bury).

- **Local flexibility over eligibility criteria**, to allow for early identification of vulnerable children through early help assessments (Oldham). This is supporting early engagement with eligible families and enabling children to access a place during the term after they turn 18 months, rather than the term after they turn 2 years. Families are made aware of the offer much earlier and children not meeting early developmental milestones are supported in provision as soon as the need is identified.

6.16 It is important to contextualise this work within the wider challenges in relation to early education and childcare provision and the impact this is having on local take up.

- **Market sufficiency** continues to be a challenge due to acute workforce recruitment and retention issues and low government funding levels; both are impacting on operational capacity and the financial viability of settings. Sufficiency is a specific challenge in several priority neighbourhoods, with higher levels of deprivation, as these areas are also the least commercially attractive to providers.
- **Consumable fees charged to parents by providers** to offset the low levels of government funding, even when children are in receipt of the funded entitlement, have also been identified as a barrier.

6.17 **Collective ownership of the funded childcare and early education target is supporting a GM focus on both of the above issues, identifying opportunities to support localities with addressing these challenges through GM work and ensuring a strong collective voice in discussions with national government around this issue. This will be especially critical over the next 12 months, with demand for early education provision increasing due to an expansion of the funded entitlements for children of working parents from April 2024.**

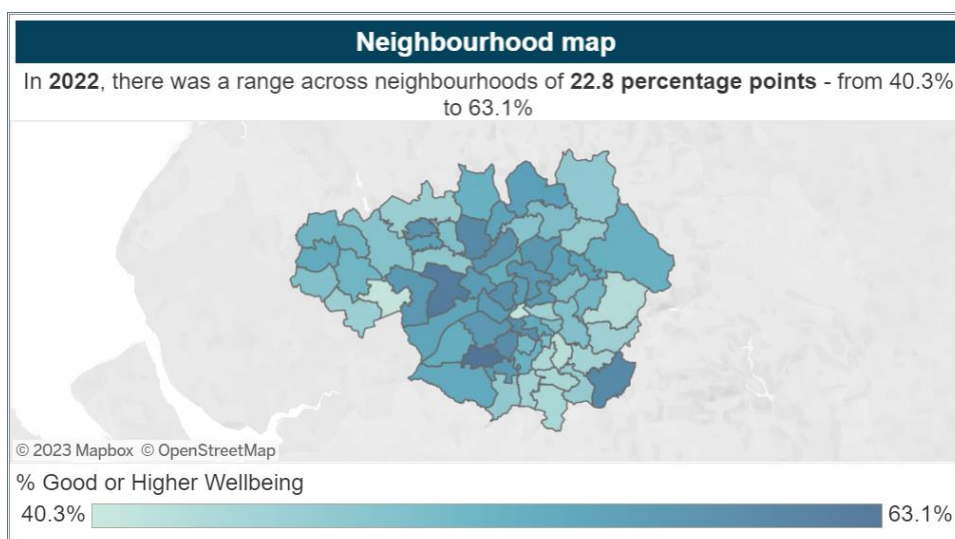


**Floor target 3: Increase the percentage of young people reporting good or higher wellbeing (with a particular focus on prioritised neighbourhoods) from the 2021 baseline of 51.5%, and reduce the range or 'spread' of wellbeing scores across the 61 GM neighbourhoods**

6.18 The school-level engagement driven by the #BeeWell programme works on an academic year cycle, and as such there is no substantive update to our current evidence base on self-reported wellbeing of Year 10 pupils across GM since the spring GMS progress report. A technical piece of work was, however, completed in June 2023 to update the geographical presentation of #BeeWell insights, accommodating several changes to neighbourhood boundaries that have been introduced in several GM localities in the last twelve months (in the main this is due to underlying changes in electoral ward boundaries). As such, the latest position against the GM floor target can be expressed with some minor amendments, as follows:

- Across GM as a whole, which now comprises 61 neighbourhoods, 51.5% of Year 10 pupils who completed the #BeeWell survey in autumn 2021 reported a good or higher level of wellbeing.
  - **When the survey was repeated with Year 10 pupils in autumn 2022, results were essentially unchanged: 51.6% reported a good or higher level of wellbeing.**
- A place-based appraisal of the 2021 figures shows that the level of wellbeing ranged from 38.7% (lowest neighbourhood) to 60.9% (highest neighbourhood), which constituted a 'spread' of 22.2 percentage points.
  - **The 2022 figures show that wellbeing ranged from 40.3% (lowest neighbourhood) to 63.1% (highest neighbourhood). This represents a 'spread' of 22.8 percentage points: again, not substantially changed from the year prior.**

**Proportion of Y10 pupils reporting good or higher wellbeing, Autumn 2022**



6.19 Ideally, in the third year of the #BeeWell programme (initial funding for three years, ambition to continue to 2026), a more substantive increase amongst areas previously characterised by lower levels of pupil wellbeing will be attained, whilst seeing stability (or potentially an increase) in wellbeing in those areas where higher levels of wellbeing have been identified. **At the current point in time, this trajectory is not evidenced.**

6.20 However, given the post-pandemic context of #BeeWell, rising costs of living, and a range of associated pressures and challenges in the lives of young people in the city region, the fundamental trends in the GM data (of stability, and no obvious widening of geographic inequalities) should be taken as broadly positive.

6.21 As reported in the spring GMS progress report, intelligence from the #BeeWell survey continues to permeate into locality-, place- and school-level responses across the city region.

- **The #BeeWell Champions Social Prescribing Pilot, an early exemplar of this, is now operational at a place-based level in five of the GM neighbourhoods highlighted as having levels of wellbeing that are, and remain, below the GM average.**
- **110 young people have been trained as young health champions, with investments now being directed towards supporting a diverse range of localised activity (e.g. gardening; self-defence / martial arts; fishing). Whilst the initial impact of this kind of activity will be small scale, there will be much learning from the evaluation of this pilot (due January 2024) and significant potential for upscaling.**
- **Taking a broader view of activity at all spatial levels, #BeeWell data has already informed responses valued in the region of £1m; so the scale of potential future impact is significant already, with particular opportunities to more fully embed the evidence into NHS decision-making forums (e.g. insights in relation to physical activity and nutrition, understood at place and neighbourhood level).**
- **It is also important to note that many of #BeeWell's insights continue to prompt a vital focus on demographic (as well as place-based) inequalities, particularly for gender and sexual orientation. This is not measured directly in the GMS floor target, but focused investment and interventions have been put in place to understand and improve the experiences of LGBTQ+ young people.**

6.22 **Engagement on the part of schools in the #BeeWell survey remains strong, with indications that over 170 schools may participate in the third iteration of the survey between October and December 2023.** The scale of responses this will yield will again be unrivalled nationally, and as such the scope for place-based responses remains strong.

6.23 **The value of a neighbourhood focus is starting to emerge, but the next 6-12 months represent a major opportunity to further test approaches and share learning, and to gain a clearer measure of how geographical inequalities can best be identified and addressed through a 'floor target' type approach.**

6.24 At the same time, the [spread and scaling of #BeeWell](#) to reach the ambition of having a regular and robust, national, measurement of wellbeing (with the first step being a second programme in Hampshire, Portsmouth, Southampton and the Isle of White, now starting to roll out the survey) will ensure that GM's focus on young people and wellbeing is at the forefront of city regional and national policy discussion on the importance of youth voice.

## **7. Next Steps**

- 7.1 The reviews of overall progress for the outcomes subject to the cross-policy review identified areas for development and possible actions. These will be further explored with specific opportunities for development of whole system approaches and actions to further collective progress. The highlighted whole system actions will be developed over the coming six months to inform the next progress report.
- 7.2 Additionally, delivery will continue against the floor targets, with a focus on the development of system learning and approaches which can further inform collective delivery.
- 7.3 The progress of GMS delivery across all areas, and the development of system learning and working, will continue to inform ongoing discussions around the approaches to be developed for the implementation of GM's latest devolution powers, along with informing and further honing the requirements of the refresh of the GMS planned for 2024.

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Date: 27<sup>th</sup> October 2023  
Subject: GMCA Revenue Update Quarter 2 2023/24  
Report of: Councillor David Molyneux, Portfolio Lead for Resources  
Steve Wilson, GMCA Treasurer

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## **PURPOSE OF REPORT**

This report is to inform members of the Greater Manchester Combined Authority financial position at the end of September 2023 (quarter 2) and forecast revenue outturn position for the 2023/24 financial year.

The report also includes an update on the proposed areas for the enhanced business rates sites in Greater Manchester as part the Trailblazer Devolution Deal between Government and GMCA.

## **RECOMMENDATIONS:**

The GMCA is requested to:

1. Note the forecast position at 30<sup>th</sup> September 2023;
2. Note the proposed areas for the enhanced business rates sites in Greater Manchester and that confirmation and approval of final sites will be reported to a later meeting of the GMCA following formal feedback from Government and that the final details for the operation of enhanced business rates sites will be included in the Investment Plan (Section 2);
3. Approve updates to the GMCA General budget as set out in the report (Section 3);

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

- Note the intention, subject to formal approval by the Department for Transport (DfT), to re-allocate £15m of Bus Service Improvement Programme (BSIP) grant funding previously awarded by DfT to support bus services, with £7.5m of this re-allocation to be utilised in 2023/24 and £7.5m in 2024/25 (Section 7).

#### **CONTACT OFFICERS:**

Name: Steve Wilson, GMCA Treasurer  
Telephone: 07725 481067  
E-Mail: [steve.wilson@greatermanchester-ca.gov.uk](mailto:steve.wilson@greatermanchester-ca.gov.uk)

Name: Rachel Rosewell, Deputy Treasurer  
Telephone: 07725 482865  
E-Mail: [rachel.rosewell@greatermanchester-ca.gov.uk](mailto:rachel.rosewell@greatermanchester-ca.gov.uk)

Name: Steve Warrener, Finance and Corporate Services Director, Transport for Greater Manchester  
Telephone: 07711 819301  
E-mail: [steve.warrener@tfgm.com](mailto:steve.warrener@tfgm.com)

**Equalities Implications:** N/A

**Climate Change Impact Assessment and Mitigation Measures:** N/A

**Risk Management** – An assessment of major budget risks faced by the authority are carried out quarterly as part of the reporting process – the risks are identified within the report.

**Legal Considerations** – There are no specific legal implications with regards to the 2023/24 budget update.

**Financial Consequences** – Revenue – The report sets out the provisional outturn position for 2023/24.

**Financial Consequences** – Capital – There are no specific capital considerations contained within the report.

Number of attachments included in the report: 0

**BACKGROUND PAPERS:**

GMCA Budget Reports – 10th February 2023

GMCA Revenue Update Quarter 1 2023/24 – 28<sup>th</sup> July 2023

**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?

N/A

**GM Transport Committee** N/A

**Overview and Scrutiny Committee** N/A

## 1. INTRODUCTION

- 1.1 The purpose of this report is to provide the 2023/24 forecast revenue outturn position in relation to the GMCA General, Mayoral, GM Fire and Rescue, Waste and Resources and Transport, including Transport for Greater Manchester (TfGM).
- 1.2 The report also includes an update on the proposed areas for the enhanced business rates sites in Greater Manchester as part the Trailblazer Devolution Deal between Government and GMCA.
- 1.3 The table below shows the summary of the financial position at quarter 2. Further details on the variances are provided in each section of the report.

Summary 2023/24 Quarter 2	Revised Budget			Forecast Outturn Q2			Variance from Budget		
	Exp	Income	Total	Exp	Income	Total	Exp	Income	Total
	£000	£000	£000	£000	£000	£000	£000	£000	£000
GMCA General	259,862	-259,862	0	270,110	-270,110	0	10,248	-10,248	0
Mayoral	140,238	-140,238	0	140,238	-140,238	0	0	0	0
GMFRS	130,308	-130,308	0	129,081	-129,948	-867	-1,227	360	-867
Waste	169,023	-169,023	0	162,511	-169,023	-6,512	-6,512	0	-6,512
Transport (exc TfGM)	79,221	-79,221	0	79,221	-79,221	0	0	0	0
TfGM	339,913	-339,913	0	318,569	-311,069	7,500	-21,344	28,844	7,500

## 2. RETAINED BUSINESS RATES

- 2.1 As part of both the GM Trailblazer proposals and the Investment Zone policy, Greater Manchester is in discussions with Government on the operation of the Retained Business rates system from 2024/25 onwards. Within the current proposals there is an opportunity to identify up to five sites where all business rates growth above the baseline, likely to be 2023/24, will be retained for a 25-year period and which will not be subject to a business rates reset during that period. Two of the sites relate to the Investment Zone policy published by Government and can cover an aggregate area of up to 600 hectares, a further three sites are available through the GM Devolution Trailblazer proposals and can also total 600 hectares in aggregate.



- 2.2 Further details will be brought to future GMCA meetings but at this stage the GMCA is asked to note the proposals for five geographically specific “Enhanced Business Rates” sites which are currently being discussed with Government.
- 2.3 The proposed sites for the two Investment Zone Enhanced Business rates areas are as follows:
- The Manchester/Salford Smile - A site to the South of Manchester City Centre stretching from Mayfield in the East to Salford Crescent in the West.
  - Norther Gateway (Part of Atom Valley) – A site spanning Bury and Rochdale Local Authority boundaries.
- 2.4 The sites for the three proposed Growth Zones Enhanced Business Rates areas are as follows:
- Manchester City Centre Northeast – An area from the North West of the City Centre to the North of the Etihad Stadium
  - Salford Quays and Trafford Wharfside
  - Trafford Park – An area to the North of the Trafford Centre running along the boundary of the Ship Canal
- 2.5 Detailed proposals for the operation of the sites in GM will be included in the final investment plan, however, the high principle for all five sites will be that the income received by the individual local authority through the standard business rates regime operating elsewhere in Greater Manchester will not be affected by the enhanced status. The individual districts with an enhanced site within their boundaries will therefore be no worse off and no better off as a result of the enhanced business rates designation.

### **3. GMCA GENERAL BUDGET**

- 3.1 The original budget for 2023/24 for the GMCA Revenue General budget approved in February 2023 was £245.584m. This was revised at quarter 1 to £259.862m due to new funding which was reported to GMCA for approval on 28<sup>th</sup> July 2023.
- 3.2 At quarter 2, there is a further increase in external funding of £10.248m to £270.110m. The increase in expenditure relates to additional funding for various projects as noted within the report. There is a forecast breakeven position for the

GMCA General budget by year end.

- 3.3 The table below shows the expenditure and income for the original budget approved in February 2023, the revised budget at quarter 1 and the forecast outturn and variance against revised budget at quarter 2.

<b>GMCA General Revenue Outturn 2023/24 - Quarter 2</b>	<b>Original Budget</b>	<b>Revised Budget at Qu1</b>	<b>Forecast Outturn at Qu2</b>	<b>Forecast Variance at Qu2</b>
<b>Expenditure</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
GMCA Corporate	27,526	28,386	30,403	2,017
Digital	353	4,781	5,529	748
Economy	9,746	11,556	13,264	1,708
Environment	1,509	5,731	6,916	1,185
Place	23,446	27,906	29,304	1,398
Public Service Reform	41,884	42,813	44,429	1,616
Education, Work and Skills	141,120	138,689	140,265	1,576
<b>Total Expenditure</b>	<b>245,584</b>	<b>259,862</b>	<b>270,110</b>	<b>10,248</b>
Government Grants	-188,865	-190,787	-194,636	-3,849
District Contributions	-8,603	-8,603	-8,603	0
Internal Recharges	-22,905	-23,068	-23,910	-842
Retained Business Rates	-8,014	-14,940	-17,956	-3,016
Earmarked Reserves - Other	-5,543	-3,895	-4,418	-523
Other Income	-11,654	-18,569	-20,587	-2,018
<b>Total Resources</b>	<b>-245,584</b>	<b>-259,862</b>	<b>-270,110</b>	<b>-10,248</b>
<b>Net Expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

#### Corporate Services

- 3.4 GMCA Corporate Services provide support for the whole of GMCA including Fire and Rescue Service, Police and Crime Commissioner, Waste and Resources and Transport. The Corporate functions include services such as Strategy, Research, ICT, Human Resources, Organisational Development, Finance, Internal Audit and Risk, Commercial Services, Legal and Governance. Funding of GMCA corporate functions is predominantly from recharges within the GMCA and to grants, external funding and District contributions.

3.5 The original approved budget for 2023/24 was £27.5m and the forecast at quarter 1 was revised to £28.4m. The forecast at quarter 2 is £30.4m, the increase in forecast expenditure of £2m is due to:

- AGMA Resilience Unit budget was previously held within a partner authority which has transferred to GMCA within the quarter. The forecast expenditure is £0.8m which is funded via district contributions and other external recharges.
- Finance spend is forecast to increase by £400k due to the on-going work particularly around the implementation of IFRS16, for which income from has been identified with costs to be shared with TfGM and GMP, offset by savings from current vacancies.
- Strategy expenditure increase of £200k is in relation to the expansion of the staff resources required for the devolution work, funded by earmarked reserves.
- Communication, Media & PR forecasts an increase of £100k for resources requested by other Directorates, for which, costs will be recharged.
- The remainder of the overall variance of £300k is due to forecasts on staffing resources across a number of teams to meet demand, which will be funded from earmarked reserves.
- Preparations for the 2024 Mayoral election are underway, with staffing costs being incurred. The forecast for 2023/24 is £200k which is to be funded via agreed business rates retention reserve.

### Digital

3.6 The GM Digital team is committed to delivering on the GM Digital Strategy through a three year approach set out in the GM Digital Blueprint. GM Digital collaborates across the GM digital system which includes industry, universities, health, Voluntary, Community and Social Enterprise (VCSE) sector to create opportunities, maximise outcomes and generate inward investment.

3.7 The 2023/24 original budget for Digital was £0.3m, which included the key programmes of GM Connect and Smart Residents Data Exchange Platform. At quarter 1, £4.8m forecast was reported. The current forecast position is

expenditure of £5.5m, the additional expenditure of £0.7m since the last period and corresponding funding is in relation to the following schemes:

- Smart Residents Data Exchange Platform increase of £0.6m funded via £100k government grant expected for improvements of data and evidence regarding children in care, £300k recharges for a number of specific projects across Directorates and £200k for specific projects provided in partnership with external organisations.
- Digital Social Care is a joint initiative with Manchester City Council. Expected additional expenditure since the last period is £100k which is fully funded from programme funding from NHS England.

### Economy

3.8 The Economy portfolio leads key groups including the Growth Board, Local Industrial Strategy Programme Delivery Executive, GM Economic Resilience Group and GM Local Enterprise Partnership (LEP).

3.9 The 2023/24 approved budget for Economy was £9.7m and at quarter 1, the forecast outturn was £11.6m. The current forecast is £13.3m which reflects the additional or confirmation of and additional £1.7m of funding for the following schemes:

- MIDAS and Marketing Manchester costs are forecast to increase by £1m and £0.7m respectively for 2023/24 in relation to the contract costs. This is to be funded via business rates retention reserve for GM Frontier sector attraction and promotion activities which was approved in March 2023 following budget setting.
- Made Smarter Adoption (Phase 2) has increased in cost due to the marketing work conducted by GMCA on behalf of the national programme. The increase of £200k will be fully funded via a grant uplift from Department for Business and Trade.
- The Business Angels project expected expenditure is now included in the forecasts at £300k, to be funded via business rates reserves as approved.

- The forecast against the GM Local Industrial Strategy has been reviewed and revised which has seen a decrease in funding requirement of £0.5m from the business rates retention reserve.

### Environment

- 3.10 Environment is the lead for the implementation of the GM Five Year Environment Plan and delivering housing and public retrofit programmes as part of green economic recovery and progressing the environment plan to continue to reduce carbon emissions and create an improved, more resilient natural environment for socially distanced recreation.
- 3.11 The 2023/24 original approved budget for Environment was £1.5m with forecast expenditure at Quarter 1 of £5.7m. The forecast at quarter 2 is £6.9m, the increase of £1.2m relates to new funding available offset by reduction in funding requirements for the following:
- Environment and Low Carbon programme £0.7m, £300k funded government grant in relation to Social Housing Decarbonisation Fund Wave 2 and Public Sector Decarbonisation plus £400k funded via existing business rates retention allocations.
  - Ignition Project costs are forecast at an increase of £400k with the residual from additional funds to be transferred to reserves at the end of the financial year. An additional £0.6m has been received in relation to the programme via EU funding.
  - Local Nature Recovery Strategy allocation of £100k has been received from government to build on the city region's successful pilot, which concluded in September 2021, to provide fairer access to green space for all.

### Place

- 3.12 Place Directorate focuses on the development of individual places and all the elements that support prosperous and vibrant places in which GM residents can grow up, live and grow old. This has brought together Housing and Planning, Land and Property, Culture, Delivery and Infrastructure teams, each of which has a vital role to play in place development.

- 3.13 The 2023/24 original approved budget for Place was £23.4m with forecast expenditure at quarter 1 of £27.9m. The forecast at quarter 2 is £29.3m, an increase of £1.4m since the last period which includes:
- Places for Everyone of £0.7m, funded from allocated retained business rates, reflecting the latest estimate of spend within the current year.
  - Cultural and Social Impact Fund forecast spend has increased by £300k which is expected to be funded via external income, however, due to the nature of the spend if the external income is not granted, a further ask from retained business rates may be proposed.
  - Planning and Housing costs are expected to exceed the original budget allocation by £200k which is due to staffing costs previously funded via grant.
  - Other changes forecast such as Night Time Economy forecast has been identified at £70k, for which, retained business rates reserve has been allocated and approved.

#### Public Service Reform

- 3.14 Public Service Reform (PSR) supports reform, innovation and social policy development across GM with the overarching objective of addressing inequality and improving outcomes for all residents across the city-region. It is made up of a number of thematic strands with lead responsibilities that include Early Years, Children and Young People, Troubled Families, Homelessness and Rough Sleeping, Asylum and Refugees, Armed Forces and Veterans, Gambling Harm Reduction and the GM Ageing Hub. The service performs a cross-cutting role across GM in collaboration with localities, other public service organisations and the voluntary, community and social enterprise (VCSE) sector to drive the implementation of unified public services for the people of Greater Manchester.
- 3.15 The 2023/24 original approved budget for PSR was £41.9m with forecast expenditure of £42.8m at quarter 1. At quarter 2, forecast expenditure is £44.4m, the majority of the £1.6m increase relates to the GM Fostering Programme, for which £1.4m has been awarded by Department for Education. This is a campaign with an ambition to inspire more people within the city region to become foster carers and turns the spotlight on the real life experiences of the community.

3.16 The remainder of the increase across PSR is to be funded from a range of earmarked reserves, existing grant funding and external income.

#### Education, Work and Skills

3.17 Education, Skills & Work works in partnership with local authorities, partners and businesses to deliver and performance manage programmes that support people to enter, progress and remain in work.

3.18 The original 2023/24 budget was £141.1m with forecast expenditure of £138.7m at quarter 1. The current forecast of £140.3m is an increase in expected expenditure of £1.5m, of which £0.8m is to be funded from new grants awarded for the following:

- Careers and Enterprise funding for “Experiences with Employers” initiative of £0.2m
- Work & Health Pioneers of £0.6m, which is an extension to the Work and Health programme providing a universal support offer with a wider scope of referrals through to the Pioneers programme.
- The remainder of the increase will be funded via existing grants, whereby, claims are made in arrears within specified allocations or via earmarked reserves.

#### **4. MAYORAL GENERAL BUDGET**

4.1 The Mayoral General budget (excluding Fire and Rescue) funds the Mayor’s Office and Mayoral functions, the majority of which relates to Transport functions. The budget approved by in February 2023 was £139.738m funded from Precept income, Transport Statutory Charge, reserves, grants and external income.

4.2 It was reported to GMCA on 28<sup>th</sup> July 2023 that the Mayor has agreed to make a contribution of £500k towards the cost of additional extended rough sleeper provision provided through Manchester City Council to be funded from Mayoral reserves. This increased the revised budget to £140.238m

4.3 The table below shows the original budget and breakeven forecast outturn at quarter 2:

<b>Mayoral Budget Outturn 2023/24 - Quarter 2</b>	<b>Original Budget</b>	<b>Revised Budget at Qu1</b>	<b>Forecast Outturn at Qu2</b>	<b>Forecast Variance at Qu2</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>				
Mayors Office	526	526	526	0
Corporate Recharge	826	826	826	0
Mayoral Priorities	3,050	3,550	3,550	0
Mayoral Transport	135,336	135,336	135,336	0
<b>Gross Expenditure</b>	<b>139,738</b>	<b>140,238</b>	<b>140,238</b>	<b>0</b>
<b>Funded by:</b>				
Mayoral Precept	-25,193	-25,193	-25,193	0
Collection Fund Surplus /-Deficit	-1,059	-1,059	-1,059	0
BSOG grant	-13,150	-13,150	-13,150	0
Mayoral Capacity grant	-1,000	-1,000	-1,000	0
Statutory charge	-86,700	-86,700	-86,700	0
Use of Reserves	-11,786	-12,286	-12,286	0
External Income	-850	-850	-850	0
<b>Total Funding</b>	<b>-139,738</b>	<b>-140,238</b>	<b>-140,238</b>	<b>0</b>
<b>Net expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## 5. GM FIRE AND RESCUE SERVICE

5.1 The 2023/24 budget for GM Fire and Rescue Service (GMFRS) set in February 2023 was approved at £130.156m and, at quarter 1, was revised to £130.308m to reflect the changes in collection fund figures provided by Districts following the budget setting period. At quarter 2, it is expected that the position will be an underspend of £867k. The table below provides a summary of the position:

<b>GM Fire &amp; Rescue Service Budget 2023/24 Quarter 2</b>	<b>Original Budget</b>	<b>Revised Budget at Qu1</b>	<b>Forecast Outturn at Qu2</b>	<b>Forecast Variance at Qu2</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Expenditure:</b>				
Employees	99,972	99,653	98,439	-1,214
Indirect Employees	2,149	1,910	1,981	71
Premises	6,719	6,645	6,980	335



Transport	2,467	2,470	2,487	17
Supplies & Services	9,986	10,654	10,269	-385
Support Services	8,272	8,272	8,272	0
Government Grants	-1,169	-1,169	-1,404	-235
Other Grants & Contributions	-365	-365	-365	0
Customer & Client Receipts	-2,595	-2,685	-1,960	725
Capital Financing Costs	2,082	2,082	1,356	-726
Tfr to Earmarked Reserve	2,637	2,841	3,026	185
<b>Total Expenditure</b>	<b>130,156</b>	<b>130,308</b>	<b>129,081</b>	<b>-1,227</b>
<b>Funded by:</b>				
Localised Business Rates	-10,650	-10,743	-10,743	0
Baseline Funding	-43,275	-43,275	-43,275	0
SFA - Services Grant	-1,244	-1,296	-1,296	0
Section 31 - Business Rates	-7,567	-7,707	-7,707	0
Section 31 - Pension Related	-5,605	-5,605	-5,605	0
Precept Income	-60,463	-60,433	-60,433	0
Collection Fund Deficit	-531	-479	-479	0
Trf from Earmarked Reserve	-822	-770	-410	360
<b>Total Funding</b>	<b>-130,156</b>	<b>-130,308</b>	<b>-129,948</b>	<b>360</b>
<b>Net Expenditure</b>	<b>0</b>	<b>0</b>	<b>-867</b>	<b>-867</b>

- 5.2 Employees pay and pensions is an underspend of £1.214m based on assumed costs including expected appointments to current vacancies. This includes an estimated value of pay award for non-uniformed employees at an assumption of 4% as per the budget. The forecast includes assumptions in respect of on-going Bear Scotland v Fulton costs.
- 5.3 The forecast also includes assumptions in respect of pre-arranged overtime and detachments which is utilised to provide flexibility for training and maintaining ridership plus estimates of new starters based on the firefighter recruitment strategy.
- 5.4 Indirect employee costs is broadly in line with budget with a minor variance mainly in relation to forecast detached duty mileage payments. These costs are closely monitored and links to ensuring training can be accessed whilst maintaining fire cover.
- 5.5 Premises related expenditure is an overspend of £335k predominantly in the area of repairs and maintenance based on spend to date as an indication. The information supporting this area of spend is being utilised to understand the needs against the estates strategy capital programme.

- 5.6 Supplies, services and other expenditure is forecast at an underspend of £385k. Included in the budget is an expected increase in costs for contract renewals that occur throughout the year. Updates will be provided in future reports.
- 5.7 Following the 2022/23 capital outturn position, the attributable capital financing costs have been re-calculated resulting in an underspend of £726k.
- 5.8 Income is forecast to be underachieved by £725k mainly due to a forecast underspend in expenditure in relation to training delivery and the apprenticeship levy income due to the Service. Work is on-going to provide further detail in this area which will support estimates in future reports.

## 6. WASTE AND RESOURCES

- 6.1 The levy for the Waste and Resources service was set in February 2023 for a total of £170.023m with use of reserves of £1m. At the end of Quarter 2, the forecast underspend is £6.512m as detailed in the table below:

Waste and Resources 2023/24 Quarter 2	Original Budget	Forecast Outturn Qu1	Forecast Outturn Qu2	Forecast Variance at Qu2
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Operational Costs	108,555	107,714	103,326	-5,229
Operational Financing	53,731	52,553	52,553	-1,178
Office Costs	7,212	7,212	6,561	-651
Non-Operational Financing	525	599	599	74
<b>Total Budget</b>	<b>170,023</b>	<b>168,078</b>	<b>163,039</b>	<b>-6,984</b>
Levy Adjustment	0	366	472	472
Return to constituent authorities	0	27,000	27,000	27,000
Transfer (from)/to reserves	-1,000	-28,000	-28,000	-27,000
<b>Levy</b>	<b>169,023</b>	<b>167,444</b>	<b>162,511</b>	<b>-6,512</b>

- 6.2 Operational costs element of the budget is forecast to underspend by £5.229m due to tonnages for the first five months being lower than budget, particularly in the Household Waste Recycling Centres (HWRC), and income from pulpables and commingled recyclates being higher than budget during the first five months of the year. Recyclate markets remain volatile and can change suddenly which could change the income position negatively against the budget. The position will be updated based on actual income as the year progresses.

- 6.3 Tonnages and recycle prices will be monitored monthly through the remainder of the year. It should be noted that tonnage trends at the HWRCs are unpredictable as they can be affected by many factors such as the weather, economic conditions, timing of Bank Holidays etc so a downward trend in quarters 1 and 2 may not necessarily carry forward into the remainder of the year.
- 6.4 An underspend on capital financing of £1.2m is forecast relating to lower than budgeted Minimum Revenue Provision and slightly lower interest costs. The levy adjustment payment of £400k is a reflection of lower than budgeted tonnages delivered by local authorities and is a cost to the GMCA.
- 6.5 At the GMCA meeting of 10 February 2023 approval was given to make a one-off payment of £27m funded from reserves which has been paid.

## **7. TRANSPORT REVENUE BUDGET**

- 7.1 The Transport revenue budget was approved by GMCA in February 2023 and includes funding from the Transport Levy and Statutory Charge, Mayoral precept, grants and reserves. Since the budget was set additional grant funding and use of reserves has increased the budgeted expenditure to £375.5m. Of this £296.3m is budgeted to be paid to Transport for Greater Manchester (TfGM) and the remaining £79.2m retained by GMCA for capital financing costs for Metrolink and other programmes.
- 7.2 The TfGM original budget for 2023/24 was for a £60m deficit, for which a Financial Sustainability Plan (FSP) was reported for approval on 28<sup>th</sup> July 2023 as part of the Quarter 1 Revenue Update report (para. 7.15). This reduced the budget deficit to £7.5m. As previously reported, it is therefore proposed, subject to formal approval by the Department for Transport (DfT), to repurpose £7.5m of Bus Service Improvement Programme (BSIP) grant to offset the residual budget deficit.
- 7.3 The forecast outturn at quarter 2 has been updated to include the savings and additional income which are being delivered in 2023/24 as part of TfGM's FSP. As a result of this funding from GMCA has been updated to reflect additional grant income

being received from DfT as part of the FSP (£30.2m) and additional funding from GMCA reserves for Metrolink financing costs (£7.8m). The remaining changes in funding are due to GMCA funded schemes which is largely in line with the quarter 1 outturn and described in each section below.

7.4 The table below summarises the original approved budget for TfGM for 2023/24 and the forecast at quarter 2 reflecting the FSP. A commentary on the key changes is provided below the table.

<b>TfGM Revenue Budget 2023/24</b>	<b>Original Budget</b>	<b>Revised Budget at Qu1</b>	<b>Forecast Outturn at Qu2</b>	<b>Change Qu1 v Qu2</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
<b>Resources</b>				
Funding from GMCA	-232,677	-258,677	-296,333	-37,656
Metrolink financing costs	-12,836	-12,836	-12,836	0
DfT Rail grant	-1,900	-1,900	-1,900	0
<b>Total Resources</b>	<b>-247,413</b>	<b>-273,413</b>	<b>-311,069</b>	<b>-37,656</b>
<b>Expenditure</b>				
Concessionary Support	76,254	76,254	76,254	0
Bus Supported Services	63,000	69,500	67,000	-2,500
Capped Fares Scheme	13,000	32,000	32,000	0
Payment of Devolved BSOG	11,750	11,750	11,750	0
Accessible Transport	3,700	3,700	3,700	0
Operational Costs	45,697	45,997	37,997	-8,000
Traffic signal Costs	3,822	3,822	3,822	0
Clean Air Plan Costs	9,349	9,349	9,200	-149
Scheme pipeline development Costs	19,800	19,800	18,800	-1,000
Bus Franchising costs	15,895	22,595	23,400	805
Metrolink net revenue loss	38,836	38,836	28,336	-10,500
Financing	6,310	6,310	6,310	0
<b>Total Expenditure</b>	<b>307,413</b>	<b>339,913</b>	<b>318,569</b>	<b>-21,344</b>
<b>Net deficit / -surplus on Core budget pre FSP</b>	<b>60,000</b>	<b>66,500</b>	<b>7,500</b>	<b>-59,000</b>
<b>FSP interventions</b>				
Local mitigations:				
Internal operating efficiencies	-8,000	-8,000		8,000
Network efficiencies	-7,500	-7,500		7,500
Market renewal	-5,500	-5,500		5,500
	-21,000	-21,000		21,000
Continuing support from central Government	-39,000	-30,200		30,200
	<b>-60,000</b>	<b>-51,200</b>		<b>51,200</b>
<b>Remaining deficit/ -surplus after FSP</b>	<b>0</b>	<b>15,300</b>	<b>7,500</b>	<b>-7,800</b>

- 7.5 The costs of concessionary reimbursement are currently forecast to outturn in line with budget and the quarter 1 outturn, after transfers to reserves. TfGM has, in line with previous DfT guidance, continued to reimburse bus operators for concessionary reimbursement in line with pre COVID-19 volumes, adjusted, in line with further DfT guidance, where operated mileage has been less than 100% of pre COVID-19 levels.
- 7.6 The costs of Bus Supported Service are currently forecast to outturn £2.5m below the quarter 1 outturn. This is due to the savings which are being implemented as part of the FSP (£2.5m). There are ongoing pressures on this budget and there is a risk that further costs will arise in the remainder of the year however, at this point, it is forecast that these can be managed within the quarter 2 reforecast.
- 7.7 In June 2023 GMCA approved the continuation of the Capped Fares scheme until Summer 2024 at a cost of £32m in 2023/24. The costs of the scheme are fully funded from Bus Service Improvement Plan (BSIP) funding. There is no change in the cost compared to the quarter 1 outturn.
- 7.8 Bus Service Operator Grant (BSOG) and Accessible Transport costs are currently forecast to outturn in line with budget and the quarter 1 outturn.
- 7.9 £8m of targeted savings in Operating Costs was included in the FSP. This included savings in resource costs, including from a voluntary severance programme implemented in 2022/23; other cost efficiencies; and additional commercial income. These savings are now reported on the Operational costs line and represent the difference to the quarter 1 outturn.
- 7.10 Traffic signal operating costs are currently forecast to outturn in line with budget and the quarter 1 outturn.
- 7.11 The Clean Air Plan costs in the outturn above include all revenue expenditure in the year including on further work to develop the business case; revenue support grants paid as part of the Financial Support Scheme; and the operational costs for the Clean Air scheme. Together these costs are forecast to outturn at £9.2m, which is £0.1m below the quarter 1 outturn. All of these costs are funded by grants from the Government's Joint Air Quality Unit. The nature of the expenditure being incurred

was reported to the GMCA via the GM Air Quality Administration Committee report dated 26 October 2022.

- 7.12 The budget for 2023/24 included £19.8m of costs for the further development of GM's pipeline of future transport schemes. These costs are funded from the DfT through £4.25m from the Intra-City Transport Settlement funding for financial year 2023/24; and a further £15.55m of previously approved funding from GM's previous award of Transforming Cities funding (TCF2) and CRSTS. TCF2 has now been amalgamated within GM's CRSTS award and this funding will be drawn down through a permitted switch of resources between revenue and capital. The current forecast outturn for these costs in 2023/24 is £18.8m, which is £1m below the quarter 1 outturn, with the difference being due to timing differences.
- 7.13 The Mayoral General Budget included an estimated sum of £15.9m for the revenue costs for the implementation plans for the introduction of Bus Franchising. Due to a rephasing of expenditure from 2022/23, the forecast outturn for these costs in 2023/24 is now £23.4m, which is £0.8m higher than the quarter 1 outturn. This variance is due to timing differences with the overall outturn costs during the franchising transition period remaining within the previously approved overall budget.
- 7.14 The net operating loss on Metrolink is reduced by £10.5m compared to the budget and the quarter 1 outturn. This reflects the inclusion of the FSP initiatives. This includes measures to deliver increases in farebox revenues, reduce fare evasion and to deliver savings from operational efficiencies. Together these are planned to deliver £10.5m of additional net income in 2023/24, which is reflected in the quarter 1 outturn.
- 7.15 In summary the quarter 2 forecast reflects the delivery of the FSP which includes:
- Targeted savings of £8m in operating costs;
  - Additional income from market renewal and savings from network efficiencies of £13m in total from Metrolink (£10.5m) and Bus (£2.5m);
  - A £7.8m 'debt repayment holiday' which means that some capital financing charges will be funded from the GMCA Capital Programme Reserve for 2023/24; and
  - £30.2m of additional funding from DfT.

7.16 Based on the current outturn and the forecast delivery of the planned FSP elements identified above, there remains a net shortfall, prior to further interventions, of £7.5m. The GM BSIP included funding of £21m to cover the operating / revenue costs of ticketing and other customer related interventions in the period to March 2025. Due to the phasing of the delivery of those interventions, £15m of that funding will now not be required to cover those operating / revenue costs during that period. It is therefore proposed, subject to final agreement with DfT, to re- allocate the £15m to fund ongoing bus network support costs. £7.5m of the £15m will be applied to the current shortfall in 2023/24, with the remaining £7.5m to be allocated to ongoing bus network support costs in 2024/25.

## **8. RECOMMENDATIONS**

8.1 The recommendations appear at the front of this report.

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Date: 27 October 2023

Subject: GMCA Capital Update Quarter 2 2023/24

Report of: Councillor David Molyneux, Portfolio Lead for Resources  
Steve Wilson, GMCA Treasurer

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## Purpose of Report

To present an update in relation to the Greater Manchester Combined Authority's 2023/24 capital expenditure programme.

## Recommendations:

The GMCA is requested to:

1. Note the current 2023/24 forecast of £623.6m compared to the previous forecast of £681.3m and approve changes to the capital programme as set out in the report.
2. Approve other increase in capital budget over £0.5m as follows:
  - Cycling and Walking Challenge Fund capital funding of £0.7m as outlined in section 3.4.3.
  - Transport Local Growth Deal 1 Majors Schemes of £1.7m as outlined at section 3.11; and
  - UK Shared Prosperity Fund of £7.7m as outlined at section 4.10.

## Contact Officers

Name: Steve Wilson, Treasurer

Telephone: 0161 778 7004

E-Mail: [steve.wilson@greatermanchester-ca.gov.uk](mailto:steve.wilson@greatermanchester-ca.gov.uk)

Name: Rachel Rosewell, Deputy Treasurer

Telephone: 07725 482865

E-Mail: [rachel.rosewell@greatermanchester-ca.gov.uk](mailto:rachel.rosewell@greatermanchester-ca.gov.uk)

Name: Steve Warrener, Managing Director, Transport for Greater Manchester

Telephone: 07711 819301

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

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

There are no specific equalities impact, carbon and sustainability issues contained within this report.

### **Risk Management**

An assessment of major budget risks faced by the Authority are carried out quarterly as part of the reporting process – at the present time a significant proportion of the capital budget is funded through grant. In order to mitigate the risk of monetary claw back the full programme is carefully monitored against the grant conditions and further action would be taken as necessary.

### **Legal Considerations**

There are no specific legal implications contained within the report.

### **Financial Consequences – Revenue**

There are no specific revenue considerations contained within the report.

### **Financial Consequences – Capital**

The report sets out the forecast capital expenditure for 2023/24.

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

### **Background Papers**

GMCA Capital Programme 2022/23 – 2025/26 – 10 February 2023

Greater Manchester Active Travel Programme – 26 May 2023

Transport Capital Programme – 26 May 2023

Transport Capital Programme – 30 June 2023

GMCA Transport Revenue Update 2023/24 – 28 July 2023

### **Tracking/ Process**

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

### **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?

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

N/A

## **1. Introduction/Background**

- 1.1 The Greater Manchester Combined Authority approved the 2023/24 capital programme at its meeting on 10 February 2023. This report is part of a series of updates throughout 2023/24 and seeks approval for changes to capital budget for schemes above £0.5m.
- 1.2 The Authority's capital programme includes Greater Manchester Fire and Rescue Services (GMFRS), Economic Development & Regeneration programmes, Waste and Resources Service and the continuation of the programme of activity currently being delivered by the Authority, Transport for Greater Manchester (TfGM) and Districts including the following elements:
- a) The Greater Manchester Transport Fund (GMTF);
  - b) Metrolink Trafford Park Line Extension;
  - c) Clean Air Schemes including Early Measures Investment Fund (EMIF), Clean Bus Initiatives, Office for Zero emissions Vehicles (OZEV), Electric Vehicles (EV), Taxi, EV Taxi Infrastructure, Clean Air Zones (CAZ), Financial Support Schemes (FSS) and Department for Environment, Food and Rural Affairs (DEFRA) Air Quality Monitoring;
  - d) City Regions Sustainable Transport Settlement (CRSTS) funded schemes;
  - e) Other capital projects and programmes including Transforming Cities Fund 1, Active Travel, Rail – Access for All, Cycle Safety, Bus Franchising and Zero Emission Buses Regional Areas (ZEBRA);
  - f) Transport Growth Deal Major Schemes;
  - g) Minor Works (including schemes funded by Integrated Transport Capital Block and Growth Deal); and
  - h) Capital Highways Maintenance, Traffic Signals and Full Fibre.
- 1.3 The 2023/24 Capital Programme is summarised in Appendix A and the major variances are described in this report.
- 1.4 Measures are in place to identify and manage inflation and other cost pressures within project budgets as set out in the May 2023 Transport Capital Programme report.

## **2. CRSTS Re-baselining**

- 2.1 On 4 October 2023, the Prime Minister announced additional funding to be provided through City Region Sustainable Transport Settlements (CRSTS). The indicative allocation for Greater Manchester is c£2.5 billion.
- 2.2 The final allocation, funding profiles and split of capital and revenue funding will be confirmed in due course following engagement with Department for Transport (DfT). The DfT will also discuss with city regions and HM Treasury whether a proportion of the indicative CRSTS2 allocation may be brought forward into the final 2 years of CRSTS1 as part of ongoing work with MCAs on their current delivery plans.
- 2.3 The ongoing re-baselining exercise of CRSTS1 has therefore been paused in light of these announcements.

## **3. Transport Schemes**

### **3.1 Greater Manchester Transport Fund (GMTF)**

- 3.1.1 The GMTF programme is funded from a combination of grants from the DfT; a 'top slice' from the Greater Manchester Integrated Transport Block (ITB), Local Transport Plan (LTP) funding and from a combination of borrowings, to be undertaken by the Authority, and partly from local/third party contributions and local resources (including LTP and prudential borrowing).
- 3.1.2 The GMTF was established on the basis that the Authority would repay the borrowings in full by 2045, in part through the application of Metrolink net revenues (being Metrolink revenues, net of operating, maintenance and other related costs), in part by the application of the annual ring-fenced levy contributions, which will be raised by the Authority, under its levying powers and in part from local, third party, revenue contributions.
- 3.1.3 The Transport Revenue 2023/24 Quarter 2 update, on the agenda for this meeting, includes further detail on the overall revenue funding position, including in relation to Metrolink net revenues and financing costs.

### **Metrolink Programme**

- 3.1.4 The Metrolink GMTF Programme includes the close out of certain activities relating to the Phase 3 expansion programme as well as other service and operational improvement works to the network.

3.1.5 The current forecast expenditure on these works in 2023/24 is £9.4m, compared to a previous forecast of £9.7m. The variance is primarily due to the rephasing of works into future years to minimise disruption to the customer.

3.1.6 The total forecast cost is within the total approved budget.

### **Metrolink Renewals and Enhancements**

3.1.7 The Metrolink Renewals and Enhancements programme has historically been funded by prudential borrowings, with repayments being made from Metrolink net revenues. However, because of COVID-19 and the associated impact on Metrolink revenues, the programme has been reprioritised, with only works that are either safety or operationally critical currently being delivered. The works are now funded from a mixture of borrowings and grant, including the City Regional Sustainable Transport Settlement (CRSTS).

3.1.8 The current forecast expenditure in 2023/24 is £11.1m, compared to a previous forecast of £11.7m. The variance is due to the programme for the development and delivery of renewals having been reviewed and revised to minimise disruption to the customer, resulting in works being rephased into next financial year.

3.1.9 The total forecast cost is within the total approved budget.

### **Park and Ride**

3.1.10 The current forecast expenditure in 2023/24 is in line with the previous forecast.

3.1.11 The total forecast cost is within the total approved budget.

### **Bus Priority Programme**

3.1.12 The current forecast expenditure in 2023/24 is £0.2m and is in line with the previous forecast.

3.1.13 The total forecast cost is within the total approved budget.

### **Interchanges**

3.1.14 The current forecast expenditure in 2023/24 is in line with the previous forecast.

3.1.15 The total forecast cost is within the total approved budget.

## **3.2 A6 to Manchester Airport Relief Road (A6MARR)**

3.2.1 Stockport Council is responsible for the delivery of the A6MARR, resulting in the expenditure largely comprising of grant payments to Stockport MBC.

3.2.2 The current forecast expenditure in 2023/24 is £3.6m, which is in line with the previous forecast.

3.2.3 The total forecast cost is within the total approved budget.

### **3.3 Metrolink Trafford Park Extension**

3.3.1 The current forecast expenditure in 2023/24 is £0.2m, compared to a previous forecast of £0.3m. This is due to final accounts for utilities being agreed lower than originally forecast.

3.3.2 The total forecast cost is within the total approved budget.

### **3.4 Transforming Cities Fund – First Allocation (TCF1)**

3.4.1 The programme includes:

- a) The Metrolink Additional Capacity Programme; and
- b) The Mayor's Cycling and Walking Challenge Fund (MCF)

3.4.2 The Metrolink Additional Capacity programme includes the purchase and delivery of 27 additional trams and additional supporting infrastructure. The current forecast expenditure for 2023/24 is £4.3m, compared to a previous forecast £4.7m. The variance is due to additional supporting infrastructure works now forecast to be completed next financial year.

3.4.3 The Cycling and Walking Challenge Fund includes 127 schemes. Overall programme management, governance and assurance is undertaken by TfGM on behalf of the Authority. Most schemes are delivered by the Districts. The current forecast expenditure for 2023/24 is £28.7m, compared to a previous forecast of £28.0m. The variance is due to agreement of the final account for Stockport MBC's MCF programme.

3.4.4 The total forecast costs are within the total approved budgets.

### **3.5 Active Travel Fund (ATF 2, 3 and 4) and Cycle Safety Grant**

3.5.1 The Active Travel Fund programme (ATF 2, 3 and 4) comprises 37 cycling and walking infrastructure schemes. The ATF capital programme is being delivered predominantly by the Districts. The total current forecast expenditure for 2023/24 is £8.0m compared to a previous forecast of £11.1m. The variance is predominantly due to recently funded bids being at an early stage and a corresponding programme wide review which has rephased expenditure into future years.

3.5.2 The current forecast for the Cycle Safety Grant is £0.3m, which is in line with the previous forecast.

3.5.3 The total forecast costs are within the total approved budgets.

### **3.6 Clear Air Programme**

3.6.1 This is a range of Clean Air schemes which are funded entirely through grant funding from central government.

3.6.2 The 'Case for a new Greater Manchester Clean Air Plan' was submitted to the Secretary of State in draft on 1 July 2022 and confirmed as an approved document, following a meeting of the Greater Manchester Air Quality Administration Committee on 17 August 2022. The costs to date and all future costs are fully funded by the Government's Joint Air Quality Unit. The current forecast included for the Clean Air Plan is broadly in line with original budget and the previous forecast.

3.6.3 In January 2023, government asked GM for additional evidence to support the case for a non-charging Clean Air Plan. GM leaders responded with initial evidence. This showed how investment in zero-emission buses will help GM meet legal limits for nitrogen dioxide on the A58 Bolton Road in Bury with the launch of regulated bus services in Wigan and Bolton. Government has also asked GM to model how its investment-led approach performs (in terms of delivering compliance with legal nitrogen dioxide levels) against the 'benchmark' of a charging clean air zone to address the nitrogen dioxide exceedances identified in central Manchester and Salford. An update to GM's Air Quality Administration Committee was provided in July 2023. Due to the government's review of its bus retrofit programme both sets of requested evidence will need further work by Greater Manchester. The Greater Manchester Authorities continue to work with government to ensure Greater Manchester has an agreed Clean Air Plan as soon as possible, updates are provided to the Greater Manchester Air Quality Administration Committee.

3.6.4 The current forecast is £20.8m, which is in line with the previous forecast.

3.6.5 The total forecast cost is within approved budgets for this programme.

### **3.7 Rail - Access for All**

3.7.1 The current forecast expenditure in 2023/24 for the Access for All Programme is £3.9m, compared to a previous forecast of £5.4m. The variance is predominantly



due to contract award being concluded in Q3 of 2023 /24 and therefore rephasing of main contract works based on contractor's programme.

3.7.2 The total forecast costs are within the total approved budgets for these programmes.

### **3.8 Bus Franchising**

3.8.1 The current 2023/24 forecast expenditure is £58.4m, compared to a previous forecast of £70.4m. The variance is predominantly due to continuing negotiations relating to future (Tranche 3) bus depot acquisitions and ongoing IS equipment procurement activities rephasing expenditure into 2024/25.

3.8.2 The 2023/24 forecast expenditure includes costs funded from CRSTS local matched funding contributions met from borrowings.

3.8.3 The total forecast cost is within the total approved budget.

### **3.9 City Region Sustainable Transport Settlement (CRSTS)**

3.9.1 The current 2023/24 forecast expenditure for CRSTS funded schemes is £103.4m, compared to a previous forecast of £132.2m. The variance is predominantly due to a rephasing of Bus Infrastructure activities and design works on Bury Interchange into the current financial year, offset by a rephasing of the Local Authorities Strategic Maintenance allocation into future years to align with latest programme delivery.

3.9.2 The total forecast cost is within the total approved budget for this programme.

### **3.10 Zero Emission Buses Regional Areas (ZEBRA)**

3.10.1 The ZEBRA project has received £35.7m of DfT Zero Emission Buses Regional Areas funding and £12.5m funded from prudential borrowing.

3.10.2 The current 2023/24 forecast expenditure is £0.5m, compared to a previous forecast of £1.3m. The variance is due to associated infrastructure works, including utility works, now rephased into next financial year.

3.10.3 The total forecast cost is within the total approved budget for this programme.

### **3.11 Transport Local Growth Deal 1 Majors Schemes**

3.11.1 The Transport Local Growth Deal 1 and 3 Majors Programme consists of 15 major schemes (excluding Stockport Town Centre Access Plan (TCAP) which are being delivered by TfGM and the Districts. The total 2023/24 forecast expenditure is

£58.7m, compared to a previous forecast of £57.4m. This is predominantly due to Stockport Interchange construction activities taking place ahead of schedule, offset by rephasing of Carrington A1 design works into next financial year.

3.11.2 The 2023/24 forecast expenditure includes costs funded from the CRSTS grant.

3.11.3 The total forecast costs are within the total approved budget for all projects.

### **3.12 Minor Works**

3.12.1 The Minor Works schemes are being delivered by TfGM and the Districts.

3.12.2 The total 2023/24 forecast expenditure on these schemes is £1.0m, compared to a previous forecast of £1.5m. The variance is due to rephasing of Salford Council's New Bailey St Gateway Phase 1 construction works into next financial year.

3.12.3 The total forecast costs are within the total approved budgets.

### **3.13 Traffic Signals**

3.13.1 Traffic signals are externally funded and spend will fluctuate dependent on the level on new installations requested. Current forecast is in line with budget.

### **3.14 Local Full Fibre Network**

3.14.1 The final milestone has been delivered but there are small number of outstanding issues to be finalised.

3.14.2 The current forecast is £0.1m to allow for these works to be completed.

### **3.15 GM One Network**

3.15.1 The GM One Network scheme is for Wide Area Network services across several Districts and the Authority and fulfils the Department for Culture, Media and Sport (DCMS) grant conditions for activating the Local Full Fibre Network (LFFN) dark fibre infrastructure. There is currently potential for the completion date to be moved back a small number of weeks and this is currently being closely monitored.

3.15.2 The expenditure has increased due to reprofiling of the scheme from 2022/23 to 2023/24.

## **4 Economic Development and Regeneration**

### **4.1 Regional Growth Fund (RGF)**

4.1.1 The Regional Growth Fund was secured in 2012/13 and 2013/14 to create economic growth and lasting employment. This fund is now in the recycling phase.

4.1.2 The forecast expenditure has decreased to £9.4m due to a drawdown being delayed from 2022/23 offset by one scheme not going ahead.

### **4.2 Growing Places**

4.2.1 The Growing Places Fund was secured in 2012/13 to generate economic activity and establish sustainable recycled funds. This fund is now in the recycling phase.

4.2.2 The forecast expenditure has decreased to £15.5m due to a scheme not progressing in 2022/23 as planned.

### **4.3 Housing Investment Loans Fund (HILF)**

4.3.1 The GM Housing Investment Loan Fund has been designed to accelerate and unlock housing schemes to help build the new homes and support the growth ambitions of Greater Manchester.

4.3.2 Expenditure is constrained by income received from loan repayments and HILF was at full capacity at the end of 2022/23. The forecast expenditure is £133.0m.

### **4.4 Life Sciences Funds**

4.4.1 The Life Sciences Funds are a 15-year venture capital funds investing in life sciences businesses across the region.

4.4.2 The forecast expenditure is £2.4m due to the last drawdown in 2022/23 being delayed. This drawdown is now included in the forecast expenditure for 2023/24.

### **4.5 Pankhurst Institute**

4.5.1 The Pankhurst Institute is a University of Manchester led initiative to promote needs-led health technology research and innovation.

4.5.2 The total forecast expenditure is within budget.

## **4.6 City Deal**

4.6.1 The original City Deal from 2012 was to cover a 10-year period. The expenditure was included in the budget due to ongoing negotiations with Homes England for a new City Deal fund.

4.6.2 Homes England have now approved two schemes and there are a further two schemes highly likely to be approved and included within the forecast of £9.4m.

## **4.7 Brownfield Land Fund**

4.7.1 The Authority has been successful in receiving funding from central government from the Brownfield Land Fund. The grant from central government has been provided with the aim of creating more homes by bringing more brownfield land into development.

4.7.2 The increase in expenditure is due to additional funding having been awarded.

## **4.8 Affordable Homes**

4.8.1 The Affordable Homes grant scheme is finished and no further spend is expected.

## **4.9 Public Sector Decarbonisation Scheme**

4.9.1 The Public Sector Decarbonisation Scheme is grant funding received from central government for public building retrofit projects.

4.9.2 The increase in expenditure is due to the rollover of funding from 2022/23 due to schemes not having been completed.

## **4.10 UK Shared Prosperity Fund**

4.10.1 The forecast spend of £11.4m has been increased following consolidation of forecast spend data from the Districts. This is matched by a reduction in the amount of revenue spend in 2023/24.

## **4.11 Social Housing Decarbonisation**

4.11.1 The Social Housing Decarbonisation fund is to improve the energy performance of social rented homes.

4.11.2 The increase in expenditure is due to Wave 1 being rolled over from 2022/23 and the inclusion of Wave 2 in 2023/24.

## **4.12 Social Housing Quality Fund**

4.12.1 The Social Housing Quality Fund is to make improvements in the physical decency of social housing with a focus on serious hazards, eg mould and damp.

4.12.2 The increase in expenditure is due to the grant funding being received in 2023/24.

## **4.13 Rough Sleeper Accommodation Programme**

4.13.1 The scheme is to support those rough sleeping or with a history of rough sleeping into longer-term accommodation with support.

4.13.2 This project has been rolled over from 2022/23. It is expected to be spent in 2023/24 but will depend on the ability to acquire appropriate units.

## **5. Fire and Rescue Service**

### **5.1 Estates**

5.1.1 An assessment of the estates capital programme strategy is continuing as part of the Estates Strategy work. It is expected that there will be re-profiling of the schemes once timelines of the full strategy have been identified. The reported variance is the re-profiling of budget to date, reflecting the expected position for the current financial year.

### **5.2 Transport**

5.2.1 Within transport, a Special Appliance Review has been undertaken which formulated part of the Fire Cover Review. Following a period of consultation, the capital programme has been realigned to reflect the outcome.

### **5.3 ICT**

5.3.1 The forecast is broadly in line with the quarter 1 forecasts with the exception of the Emergency Services Mobile Communication Programme (ESMCP) project. The government led project has been delayed until 2025/26, therefore, the £0.2m aligned to this work has been reprofiled.

### **5.4 Equipment**

5.4.1 The minor variance is in relation to the two-year project to purchase water personal protective equipment, spend in year is forecast to be slightly higher than the budget as profiled at quarter one. The required budget has been accelerated from 2024/25 into the current year.

## **5.5 Sustainability**

- 5.5.1 Delivery of core sustainability work was paused in 2022/23 to enable resources to be utilised to deliver on overarching schemes such as Public Sector Decarbonisation Scheme and the wider Estates Strategy which encompasses carbon reduction. As such, the remaining core budget was reprofiled into 2023/24.

## **5.6 Waking Watch Relief Fund**

- 5.6.1 Waking Watch has two schemes within 2023/24, the end of the Relief Fund and the start of the Replacement Fund. Department for Levelling Up, Housing and Communities (DLUHC) have provided confirmation of additional grant funding in respect of the Relief Fund, further to the original Memorandum of Understanding value, in relation to identified high rise properties which meet the criteria. The forecast at quarter two reflects the expected awards within the year with the remaining reprofiled to 2024/25.

## **6. Waste and Resources**

### **6.1 Operational Assets**

- 6.1.1 The current forecast expenditure has decreased due to expenditure at Reliance Street, Newton Heath Household Waste Recycling Centre (HWRC) being reprofiled in to 2024/25. The project has many technical, planning and procurement requirements which may delay construction on site.

## **7. Police and Crime Commissioner**

### **7.1 Reducing Reoffending**

- 7.1.1 This project is to enable Greater Manchester Integrated Rehabilitative Services (GMIRS) providers to strengthen the offer for people on probation. Expenditure of £0.4m was approved with £0.2m of spend incurred in 2022/23 with the remaining spend to take place in 2023/24.

Appendix A – Q2 2023/24 forecast

	Budget 2023/24 £000s	Q1 2023/24 Forecast £000s	Current 2023/24 Forecast £000s	(Increase)/ Decrease £000s
Metrolink Programme	10,392	9,662	9,402	260
Metrolink Renewals and Enhancements	10,762	11,651	11,079	572
Park and Ride	-	42	43	(1)
Bus Priority Programme	982	206	224	(18)
Interchange Programme	-	8	48	(40)
<b>Greater Manchester Transport Fund</b>	<b>22,136</b>	<b>21,569</b>	<b>20,796</b>	<b>773</b>
<b>Road Schemes (Stockport)</b>				
A6 MARR / SEMMMS	3,600	3,600	3,600	-
<b>Stockport Council Schemes total</b>	<b>3,600</b>	<b>3,600</b>	<b>3,600</b>	<b>-</b>
<b>Other Metrolink Schemes</b>				
Trafford Extension	325	299	175	124
<b>Other Metrolink Schemes total</b>	<b>325</b>	<b>299</b>	<b>175</b>	<b>124</b>
<b>Other Capital Schemes</b>				
TCF - Mayors Challenge Fund	28,256	27,969	28,696	(727)
TCF - Metrolink Capacity Improvement Programme	4,657	4,698	4,262	436
Active Travel Fund	7,505	11,105	7,979	3,126
Cycle Safety	258	258	296	(38)
Clean Air Schemes	20,039	20,818	20,797	21
Access For All	2,602	5,353	3,925	1,428
Bus Franchising	70,773	70,398	58,409	11,989
ZEBRA	23,004	1,318	509	809
<b>Other Capital Schemes total</b>	<b>157,094</b>	<b>141,917</b>	<b>124,873</b>	<b>17,044</b>
Bus CRSTS	46,115	43,208	38,184	5,024
Interchanges CRSTS	1,900	984	1,527	(543)
Rail CRSTS	2,284	2,352	1,716	636
Other CRSTS	1,300	1,300	1,300	-
Metrolink CRSTS	4,858	1,277	447	830
Local Authority CRSTS	41,764	83,115	60,236	22,879
<b>Total CRSTS</b>	<b>98,221</b>	<b>132,236</b>	<b>103,410</b>	<b>28,826</b>
<b>Growth Deal</b>				
TfGM Majors	57,156	56,315	58,019	(1,704)
Local Authorities Majors	634	1,122	697	425
<b>Growth Deal total</b>	<b>57,790</b>	<b>57,437</b>	<b>58,716</b>	<b>(1,279)</b>

	Budget 2023/24	Q1 2023/24 Forecast	Current 2023/24 Forecast	(Increase)/ Decrease
	£000s	£000s	£000s	£000s
<b>Minor Works</b>				
ITB Local Authorities	415	334	334	-
Growth Deal 1 & 2 Local Authorities	555	788	307	481
Growth Deal 2 TfGM Schemes	10	11	4	7
Growth Deal 3 TfGM schemes	255	332	330	2
Growth Deal 3 Local Authorities	-	-	-	-
<b>Minor Works total</b>	<b>1,235</b>	<b>1,465</b>	<b>975</b>	<b>490</b>
Traffic Signals (Externally Funded)	2,500	2,500	2,500	-
Full Fibre	-	-	70	(70)
GM One Network	3,518	5,343	5,343	-
<b>Total Capital - Transport</b>	<b>346,419</b>	<b>366,366</b>	<b>320,458</b>	<b>45,908</b>
Regional Growth Fund	7,503	11,371	9,433	1,938
Growing Places	11,685	21,000	15,500	5,500
Housing Investment Fund	123,363	133,000	133,072	(72)
Life Sciences Fund 1	2,203	2,369	2,369	-
Pankhurst Institute	793	793	793	-
City Deal	30,000	9,361	9,365	(4)
Brownfield Land Fund	36,112	52,521	52,521	-
Affordable Homes	100	50	-	50
Public Sector Decarbonisation Scheme 3a multi year	1,002	2,774	2,774	-
UK Shared Prosperity Fund	2,646	3,663	11,374	(7,711)
Social Housing Decarbonisation	-	26,673	26,673	-
Social Housing Quality Fund	-	15,000	15,000	-
Rough Sleeper Accommodation Programme	-	2,142	2,142	-
<b>Total Capital - Economic Development &amp; Regeneration</b>	<b>215,407</b>	<b>280,717</b>	<b>281,016</b>	<b>(299)</b>
Estates	12,186	12,908	7,957	4,951
Transport	7,720	7,720	4,272	3,448
ICT	400	1,617	1,417	200
Equipment	274	1,555	1,563	(8)
Sustainability	75	333	333	-
Health & Safety	522	521	521	-
Waking Watch Relief	2,000	2,541	2,112	429
<b>Total Capital - Fire &amp; Rescue Service</b>	<b>23,177</b>	<b>27,195</b>	<b>18,175</b>	<b>9,020</b>
Operational Sites	6,780	6,780	3,780	3,000



	Budget 2023/24 £000s	Q1 2023/24 Forecast £000s	Current 2023/24 Forecast £000s	(Increase)/ Decrease £000s
Non-Operational Sites	-	-	13	(13)
<b>Total Capital - Waste &amp; Resources</b>	<b>6,780</b>	<b>6,780</b>	<b>3,793</b>	<b>2,987</b>
Reducing Reoffending	-	203	203	-
<b>Total Capital - Police and Crime Commissioner</b>	<b>-</b>	<b>203</b>	<b>203</b>	<b>-</b>
<b>Total Capital</b>	<b>591,783</b>	<b>681,261</b>	<b>623,645</b>	<b>57,616</b>

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## Greater Manchester Combined Authority

Date: 27 October 2023

Subject: UKSPF – E22 SME Workspace – Project Change

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

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### Purpose of Report

In January 2023, GMCA agreed to allocate £15m of UKSPF Intervention E22 funding to a number of projects to support SME workspace across a number of GM's town and city centres, subject to further due diligence.

The location of the scheme in Oldham town centre will, subject to GMCA agreement, now change from creating SME workspace in the Prudential Building to SME workspace in The Spindles Centre. The UKSPF funding requirement and purpose will remain the same.

This report seeks the agreement of GMCA to this change, noting that this will not impact on GMCA's ability to achieve the outputs and outcomes set out in the GM UKSPF Investment Plan agreed by GMCA in July 2022.

### Recommendations:

The GMCA is requested to:

1. Agree that the UKSPF E22 investment in SME workspace in Oldham town centre will support the creation of SME workspace in the Flexible Workspace project in the Spindles Centre and not the Prudential Building.
2. Agree that any UKSPF E22 underspend under the £15million total allocated is reassigned to E22 projects that had to reduce grant ask in 2023, up to the maximum E22 total of £15million agreed by GMCA in January 2023.
3. Note the overall UKSPF investment to the end of March 2025 remains the same overall at £1.462million, but is to be split £1million capital investment and £0.462million revenue investment.
4. Note the revised outputs and outcomes proposed and the positive contribution they will make to achieving those set out in the GM UKSPF Investment Plan

## Contact Officers

Alison Gordon, Assistant Director, Place - GMCA

[Alison.gordon@greatermanchester-ca.gov.uk](mailto:Alison.gordon@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers		
Insert text		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health		
Resilience and Adaptation		
Housing		
Economy	G	
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target	The overall Spindles development will be built to the latest development standards lead by Oldham Council.	
Overall	G	Positive impacts overall, whether long or short term.
	A	Mix of positive and negative impacts. Trade-offs to consider.
	R	Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR	Negative impacts overall.

## Risk Management

The grant funding will be conditional upon the satisfactory outcome of detailed due diligence and ongoing monitoring that the scheme is being delivered satisfactorily. With regard to the DLUHC UKSPF grant funding agreements, all conditions will be mirrored in the agreements between the GMCA and the Districts (who are promoting the respective projects). This will ensure any risk is mitigated by the GMCA. Legal Considerations

## Legal Considerations

Recommendation 1 supercedes a scheme set out in paras 3.1, 3.3, 4.2, 4.3 in GMCA Item 15. Communities and Place Local Authority Investment Proposals to Deliver UKSPF Intervention E22 January 2023.

## **Financial Consequences – Revenue**

Any revenue costs associated with overseeing UKSPF Intervention E22 will be absorbed into the overall management costs of administering the UKSPF programme.

## **Financial Consequences – Capital**

There are no capital consequences for the GMCA as all capital expenditure associated with the projects will be funded via the grant allocations.

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

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

**N/A**

## **Background Papers**

- UK Shared Prosperity Fund - Greater Manchester Investment Plan – GMCA July 2022
- Greater Manchester UK Shared Prosperity Fund - Investment Plan – GMCA October 2022
- Communities and Place Local Authority Investment Proposals to Deliver UKSPF Intervention E22 – GMCA January 2023
- Officer and Mayoral Decisions - Progression to Grant funding agreement of LA proposals for SME Workspace funded by UKSPF – 10 May 2023

## **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 It was previously agreed by the GM UKSPF Local Partnership Board on 19th October 2022 and the GMCA at its 28th October 2022 meeting that £15m of the GM UK Shared Prosperity Fund (UKSPF) allocation would be utilised to set up a Small and Medium Sized Enterprises (SME) Workspace Fund, that GM's Local Authorities would bid into.
- 1.2 All ten GM Districts submitted final bids in October 2022. The bids were received under UKSPF Intervention E22 – “Investing in enterprise infrastructure and employment / innovation site development projects which will support growth in places” which is the source of the funding allocation for the SME Workspace Fund. Each of the Local Authorities prioritised a single bid in line with the agreed approach to fund only one project in each Local Authority area.
- 1.3 Following clarifications, bids totalling £15,927,769 were received. These were assessed and evaluated against the pre-agreed Prioritisation Criteria by the GMCA Delivery Team. The assessment criteria covered deliverability, strategic fit, demand and supply, value for money and leverage and finally outputs and additionality.
- 1.4 Eight projects scored over the 50% threshold, with two requiring further development with all successful projects subject to extensive due diligence.
- 1.5 As a result of the process set out in 1.4, one project will not progress in Trafford, and a scheme in Bury is now agreed, which will create 9 new SME workspace projects or programmes across GM, increasing the diversity of high streets and providing much needed space for small businesses in town centres.
- 1.6 All funded projects reviewed their grant ask downwards to ensure the UKSPF allocation of £15m for E22 – SME workspace would not be exceeded. Should there be any

underspend against the £15m allocation, it is proposed that the original grant ask is reinstated if underspend elsewhere allows.

## **2. Revised Oldham Council SME Workspace Proposal**

- 2.1 In January 2023, GMCA agreed that Oldham Council should receive £1,462,282 of UKSPF SME Workspace Fund capital to support the development of the Prudential Building in Oldham town centre into SME workspace.
- 2.2 As a result of time constraints caused by an ongoing compulsory purchase order on the building, it has become clear that the scheme will not be completed in time by the UKSPF end date of March 2025.
- 2.3 Oldham Council have requested that the UKSPF E22 funding allocated to them for the Prudential Building is now allocated to the alternative but equal scheme providing flexible SME workspace within the Spindles Shopping Centre.
- 2.4 The Flexible Workspace project will provide 3,200m<sup>2</sup> of new lettable office space that will support entrepreneurship, tap into latent demand for accommodation targeted at the creative and digital sectors, and provide space for the new businesses to be created and grow in Oldham town centre. It will specifically support the Social Innovation Hive which forms part of the Flexible Workspace project. Located in the Spindles Shopping Centre, the project will contribute to the repurposing of Spindles to address large amounts of vacant floorspace by condensing the retail offer and freeing up space for Grade A and flexible workspace in the town centre.
- 2.5 A full business case has been approved by Oldham Council and the proposal supports the delivery of the Greater Manchester Strategy, the Local Industrial Strategy and Oldham Council's Corporate Plan and Creating a Better Place Regeneration Strategy.
- 2.6 The new workspace project will also include the Social Innovation Hive, which will build upon and align with the success of the GMVCO Proper Good programme. The programme provides access to loan finance for social enterprises, alongside recent Social Enterprise UK (SEUK) Place Status to support the development of social enterprises and co-operative companies in the Foundational economy. This will be the focal point of Oldham's response to the Foundational Economy policy issues raised in the local Oldham Economic Review Board and will support delivery of the GM Local Industrial Strategy. The ambition is to create a centre of excellence, testing and securing innovation within the Foundational Economy Sectors, initially within health and social care, driving through new ways of working, providing better value for money and better



outcomes but then expanding into other parts of the foundational economy. The space will be a partnership led response with support from Manchester Metropolitan University's Business School, SE:UK, GMVCO, Upturn Enterprise, Greater Manchester Community Led Homes and Registered Social Landlords, Oldham Council and Northern Care Alliance.

2.7 The initial proposal from Oldham Council was for capital investment only. The revised proposal seeks to utilise both capital and revenue UKSPF investment with £1m capital to support the building and fit out of the space, and £0.462m revenue to commission a procured business support programme, building upon the work of the Proper Good programme outlined above, and the Oldham Social Enterprise Network. The revised capital/revenue split is manageable within the GM UKSPF programme. The activity will be procured subject to GMCA approval of this change request with a start date in Q4 2023/24. This will support new business start-ups and growth of existing companies to support the innovation in the Foundational Economy. This will operate alongside the UKSPF Build-a-Business programme and the wider UKSPF Business Support programme.

2.8 The capital element of the programme will be matched with £6million Town's funding and £2.15million of Oldham Council funds.

2.9 Using the same Prioritisation Criteria set out in 1.3 above, the revised project again scores over the 50% threshold at 81%, with the project providing a strong strategic fit with the GM UKSPF Investment Plan, the GMS, the Local Industrial Strategy and with Oldham's economic growth ambitions.

### **3. Impact of the proposed change on the UKSPF programme.**

3.1 Following extensive due diligence working with GM's LAs outputs and outcomes from each UKSPF E22 investment were finalised to ensure they met or exceeded the outputs and outcomes for E22 set out in the GM UKSPF Investment Plan agreed with Government in late 2022.

3.2 The revised outputs and outcomes from the Oldham Spindles project shows an improved distribution of outputs and outcomes from those estimated in January 2023 At that time the original Oldham scheme was forecast to deliver 2,690sqm of commercial space and 156 jobs created. The revised scheme reduces the number of jobs created

from 156 to 80, but will create an additional 40 new businesses, 300 businesses supported and 511sqm of commercial space.

3.3 The table below sets out the final anticipated outputs and outcomes including those that will be delivered in the revised Oldham Council Spindles project.

<b>Borough</b>	<b>Amount of commercial space completed or improved (sqm)</b>	<b>Amount of rehabilitated land</b>	<b>Enterprises receiving non-financial support</b>	<b>Jobs created as a result of support</b>	<b>Enterprises adopting new to the firm technologies or processes</b>	<b>New enterprises created as a result of support</b>
<b>Bolton</b>	5,574	0	8	25	2	4
<b>Bury</b>	832	1,788	150	25	5	2
<b>Manchester</b>	2,358	0	250	20	25	40
<b>Oldham</b>	3,201	0	300	80	0	40
<b>Rochdale</b>	1,179	0	112	16	8	29
<b>Salford</b>	1,218	0	200	100	100	12
<b>Stockport</b>	1,429	0	30	20	10	8
<b>Tameside</b>	240	0	50	33	3	6
<b>Wigan</b>	2,370	4,090	60	20	5	20
<b>Total</b>	<b>18,401</b>	<b>5,878</b>	<b>1,160</b>	<b>339</b>	<b>158</b>	<b>161</b>
<b>GM UKSPF Investment plan targets</b>	<b>2,577</b>	<b>0</b>	<b>1,000</b>	<b>200</b>	<b>100</b>	<b>75</b>
Variance from Investment plan	15,824	5,878	160	139	58	86

3.4 As the table above shows, the revised Oldham proposal makes a positive contribution to the E22 outputs and outcomes, and ensures that collectively the E22 projects will exceed those key outcomes of new jobs and enterprises created set out in the GM UKSPF Investment Plan.

3.5 All E22 projects are closely managed and monitored by the relevant LAs and GMCA to manage any potential slippage and/or underspends.

## 4. Recommendations

4.1 The recommendations can be found at the front of this report.

## Greater Manchester Combined Authority

Date: 27 October 2023

Subject: Ashton Growth Corridor: Proposed Mayoral Development Zone

Report of: Andy Burnham, Mayor of Greater Manchester, Eamonn Boylan, Chief Executive of GMCA and Transport for Greater Manchester

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### Purpose of Report

This report seeks approval for and sets out the proposed concept for a Mayoral Development Zone (MDZ) in the Eastern Growth Cluster, to be named Ashton Mayoral Development Zone (AMDZ). The Eastern Growth Cluster is one of six Growth Locations across Greater Manchester that will deliver new mixed use development, create a renewed and vibrant town centre, create and retain jobs, offer better job opportunities, enable training and skill development to increase the number of residents in employment. The AMDZ will be focussed around two principal growth sites: Ashton Moss and Ashton Town Centre, including St Petersfield. The Ashton Growth Corridor presents a unique opportunity to focus on a cluster of growth opportunities which will build on the investment of transport, digital assets and place planning to harness the opportunity presented by the allocation of a major employment site through PfE, the regeneration of the town centre which has surplus public sector owned land assets and the synergy between the two. The cumulative impact of these sites will be to contribute to the objectives of the GM Strategy and emerging Places for Everyone (PfE) Joint Development Plan which seek to rebalance the GM economy by accelerating the economic growth and competitiveness across the less prosperous areas of GM. Agreement of the Combined Authority is sought to the designation of the Zone, the Governance arrangements and the principles to be covered in the business case.

## Recommendations:

The GMCA is requested to:

1. Approve the designation of a Mayoral Development Zone known as Ashton Mayoral Development Zone (AMDZ).
2. Agree the proposed area of the AMDZ as indicated in Plan 2 attached at Appendix 1.
3. Approve the establishment of the AMDZ Board and give delegated authority to the Chief Executive Officer GMCA and Transport for Greater Manchester (TfGM) to agree appropriate representation on the Board in consultation with Tameside Council.
4. Note that the projects within the proposed AMDZ will aim to deliver sustainable forms of development that reflect and deliver the GM Strategy.
5. Note and agree the principles of the business case and development strategy for the MDZ as set out in paragraphs 5.3-5.9 below which the AMDZ Board will refine into the development of a business case for the AMDZ in overseeing the delivery of the growth sites and be brought back to the CA for approval.
6. Note that the current funding resource will be from TMBC's unallocated Levelling Up Capacity Grant with GMCA providing support with officer time.
7. Agree to receive future updates on delivery progress at AMDZ.

## Contact Officers

Andrew McIntosh, Director of Place, [andrew.macintosh@greatermanchester-ca.gov.uk](mailto:andrew.macintosh@greatermanchester-ca.gov.uk)

Simon Noakes, Executive Director, [simon.noakes@greatermanchester-ca.gov.uk](mailto:simon.noakes@greatermanchester-ca.gov.uk)

Report authors must identify which paragraph relating to the following issues:











## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

Note that the projects within the proposed AMDZ will aim to deliver sustainable forms of development that reflect and deliver the GM Strategy.

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Improvements to sustainable transport connectivity as part of regeneration plans. Any proposals will undergo public consultations. New communities will be delivered in the AMDZ as will job opportunities, having a positive impact on communities.
Health	G	The current area is deprived. Delivery of high paid jobs and opportunities will impact positively on deprivation indicators. The AMDZ will deliver positive change for residents. The delivery of projects in the AMDZ will improve sustainable connectivity. Delivery of projects in the AMDZ will improve physical and digital connectivity bringing people closer to services and facilities in the town centre.
Resilience and Adaptation		
Housing	G	More homes available in sustainable locations
Economy	G	
Mobility and Connectivity	A	Potential to extend dark fibre network in development areas. New employment areas such as Ashton Moss may well impact on road congestion but it is serviced by an existing tram link. AMDZ will aim to improve sustainable transport. The projects in the proposed AMDZ are at early stage in development and a number of issues such as mobility and connectivity will need to be considered further.
Carbon, Nature and Environment	A	Ashton Moss has peat on site but the remediation and delivery of physical works on site is yet to be determined. Regeneration of Ashton TC will improve visual amenity. The impacts on this indicator will be more fully understood and mitigated as the project progress. The intention is that developments are at least policy compliant and will deliver GM aspirations
Consumption and Production	G	Each project in the AMDZ will aim to be delivered using sustainable construction methods, minimising waste and recycling materials where possible.
Contribution to achieving the GM Carbon Neutral 2038 target		Through the procurement and delivery of the projects associated with the AMDZ, there will be a focus on delivering Carbon Neutral ambitions and other GM policy aspirations. A Board will be set up to guide delivery of projects in the AMDZ.
Overall	G	Positive impacts overall, whether long or short term.
Future	A	Mix of positive and negative impacts. Trade-offs to consider.
	R	Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR	Negative impacts overall.

Carbon Assessment									
Overall Score									
Buildings	Result	Justification/Mitigation							
New Build residential		Projects in the their entirety are not advanced enough. For St Petersfield sustainable design work has been done but potential issues with viability							
Residential building(s) renovation/maintenance	N/A								
New build non-residential (including public) buildings		Project not advanced enough							
Transport									
Active travel and public transport		Projects in the their entirety are not advanced enough, but strategic aspiration for improvement to public transport.							
Roads, Parking and Vehicle Access									
Access to amenities									
Vehicle procurement	N/A								
Land Use									
La	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 key risks identified include:

- The removal of land at Ashton Moss from the Green Belt needs to be confirmed through the statutory development plan adoption process for Places for Everyone. Failure to remove the site from the Green Belt through the PfE process will make the transformational growth opportunity of the corridor less certain. The Council and landowners are supporting the allocation of the site to support inclusive and sustainable growth that boosts competitiveness of this part of Greater Manchester.
- Some of the principal development sites are in third party land ownership and development may not come forward at pace and for desired use/ development mix. The Council is using its convening and regeneration powers to co-ordinate land owners and is entering into a Memorandum of Understanding (MOU) with land owners and is securing and investing resources to shape the future quality of place and mix of uses.
- There is insufficient market demand for the commercial, employment and new housing development. This is being mitigated by the public sector working collaboratively to obtain up to date market intelligence and directly engaging with

the market to secure feed- back on emerging masterplan concepts in order to shape a flexible plan framework and demand sensitive strategy.

## **Legal Considerations**

The MDZ is not a legal entity and legal implications apply to projects being delivered. Legal implications relating to individual projects will be considered on a case by case basis.

## **Financial Consequences – Revenue**

Progressing the growth opportunities in the MDZ is likely to require further support from the CA revenue funding surpluses such as Evergreen and Housing Surpluses. Approvals will be sought for the allocation of funding through appropriate business case routes. Current funding resource will be from TMBC's unallocated Levelling Up Capacity Grant.

## **Financial Consequences – Capital**

Delivery of these projects will require significant investment of public and private sector funding from a range of sources. Approval will be sought for any investment of GMCA funding.

## **Number of attachments to the report: 2**

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

N/A

## **Background Papers**

- Updated Greater Manchester Strategy.
- Growth Locations Update: Greater Manchester Combined Authority, 17 December 2021.

## **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

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

N/A



# 1. Introduction/Background

- 1.1 The GM Strategy and emerging PfE Joint Development Plan seeks to rebalance the Greater Manchester economy by accelerating the economic growth and competitiveness of the northern areas, which includes Tameside in the Eastern Growth Cluster, to a more equal level with the more prosperous centre and southern part of Greater Manchester to improve the income levels and life chances of residents. Following 10 years of persistent austerity and the prevailing economic conditions there is a new urgency to focus on issues and opportunities in this part of the conurbation. The Tameside area of Greater Manchester performs significantly worse overall than the southern areas and this is forecast to continue unless there are co-ordinated interventions to address this.
  
- 1.2 The central theme of PfE is to deliver inclusive growth across the city region, with everyone sharing in the benefits of rising prosperity through making the most of locations and assets best placed to support economic growth; provide quality investment opportunities that help to address disparities and creating places which will be more resilient to climate change. Currently Tameside experiences high levels of deprivation, characterised by relatively low incomes, low house prices, low qualifications, low economic activity, low proportions in higher managerial/professional occupations, and poor average health. Significant interventions will be required to address these issues through the provision of a good supply of high quality development sites, interventions to facilitate and lever town centre regeneration and make use of existing assets and investment in transport connectivity and enhanced digital connectivity at Ashton Old Baths. The urgency to more strongly intervene at scale and in a connected way has been accelerated by the opportunity presented by Government through the publishing of the Levelling-Up White Paper, subsequent Levelling-Up funding opportunities and emerging legislation.
  
- 1.3 Greater Manchester has designated 6 Growth Locations across the sub-region to provide a platform for levelling up across the sub-region, by creating value through new investment and development and in turn ensuring that the resultant benefits and outcomes are experienced across wider Greater Manchester communities. There is a significant cluster of growth opportunity emerging in the East of Greater Manchester in the area that stretches from Ashton through Hyde, across to Godley and

connecting into Hattersley on the edge of the Peak District. This has been agreed as the Eastern Growth Cluster within previous CA reports, see Plan 1 at Appendix 1 attached.

- 1.4 Tameside is located to the east of the city-region and 12 km from Manchester City Centre. The Ashton area is advantageously located to the east of the Regional Centre, with good transport links to it and the Higher Education and Research Centres of Excellence, a good existing business base with a strength in manufacturing ( Location Quotient 2.44) and advanced manufacturing and materials ( Location Quotient 1.13) (specifically ceilings, plastics and textiles) and an emerging opportunity in digital and technology. Whilst there are networks and links to research and innovation organisations there is an opportunity for these to be strengthened. In addition to its strong relationship with Greater Manchester, Ashton also benefits from its position to the west of the Peak District National Park offering a dramatic and attractive landscape setting to the Borough as well as providing an interface with wider rural, environmental and economic opportunities into Yorkshire. The growth location benefits from strong regional and national transport connections with both the M60 and M67 running through the Borough and rail and public transport including the Metrolink connecting into Ashton. These major infrastructure connections provide Ashton with accessibility to the Greater Manchester and Yorkshire conurbations including North Yorkshire (Leeds) and South Yorkshire (Sheffield). Access into Manchester City Centre by rail is achieved with trains from Ashton-under-Lyne station into Manchester Victoria station every hour (in under 15 minutes). Trains to Leeds require a change at Stalybridge with a total journey time duration of c. 1 hour. In addition, Ashton is served by 3 tram stops: Ashton Moss, Ashton West and Ashton-under-Lyne, with the latter being the end of the line. The tram provides direct access into Central Manchester every 12 minutes, with a total journey time of 35 minutes and then continuing west towards Salford Quays/ Eccles.
- 1.5 Positioned between the digital hubs of Manchester and Leeds City Centres and the advanced manufacturing hubs of Lancashire and south Yorkshire makes Ashton a key opportunity to harness the digital, creative and tech sector and advanced materials strengths of Greater Manchester to create an economic growth engine in the east of the City Region.

- 1.6 Proposals include diversifying the range of housing choices, including aspirational housing that will attract and retain skilled workers and entrepreneurs, regenerating town centres and diversifying the range of uses. The proposed AMDZ is located on the eastern edge of the wider growth location.
- 1.7 There is a corridor of growth and regeneration potential in the corridor that runs from Ashton Moss to Ashton town centre. Of particular significance is the opportunity for growth through the completion of St Petersfield, the proposed development of the remainder of land allocated for employment at Ashton Moss East and the release of land from the Green Belt at Ashton Moss West. In addition there is the potential for new residential development at the former Ashton Interchange Site, St Petersfield and other surplus and vacant town centre sites. This corridor has the potential to deliver around 190,000 sq.m. of new employment floorspace, 10,500 quality jobs and circa 1,500 new quality low carbon homes linked to improved sustainable transport which includes proposals to extend the Metrolink, a quality bus corridor and active travel improvements.

## **2. Opportunities for Growth and Regeneration**

- 2.1 The Ashton Growth Corridor has been identified for the range of opportunities and the synergy between them to create growth and cumulatively level up this part of Greater Manchester. As referenced in section 1 above there is significant potential in Ashton Town Centre which benefits from good connection to the regional centre through Metrolink, rail, road and the motorway to the north of the town centre. In addition a new bus Interchange has been developed, freeing up the former site for redevelopment. St Petersfield and Ashton Old Baths has the benefit of Dark Fibre Infrastructure and digital connectivity and offers the potential to create a digital and creative hub. Tameside College and the Council has invested in new efficient office space in the heart of the Town Centre.

- 2.2 The opportunity to harness this strategic infrastructure development in the town centre consists of completing the development of St Petersfield and the regeneration schemes supported by Levelling- Up Funding, specifically the remediation of the former Interchange site, the first stage of refurbishment at Ashton Town Hall and public realm works with a specific focus on Market Square. Linked to these opportunities is a need to provide employment space for existing businesses to modernise and grow and attract new businesses, particularly in the existing sectors that have a strong presence and the potential to grow in the area. The existing proposed Local Plan allocation as Ashton Moss East and through the release of Green Belt land, at Ashton Moss West will provide for significant employment development.
- 2.3 The Growth Corridor provides a synergy between the two areas of opportunity the employment growth site and the town centre. For Ashton Moss to attract the quality of businesses envisaged and retain and attract workers it is necessary that Ashton Town Centre is an attractive centre offering a range of uses that compliment other recent development at Ashton Moss. Similarly the town centre will benefit from the adjacent business growth to support commercial, retail and leisure uses.
- 2.4 St Petersfield is located in the south western part of Ashton town centre and is a landmark development and Tameside's primary quality office development following the first phase of development including the conversion of Ashton Old Baths to form 929 sqm of office space, housing a cluster of digital, creative and technical businesses. The concept masterplan for St Petersfield has been completed and The area is identified for the development of a mix of uses including residential and additional employment space in the form of a hub for the growth of the digital, creative and tech sector in the long term, to complement the completed Ashton Old Baths scheme, whilst also delivering increased town centre residential development in the short term. High quality residential development will provide new sustainable homes, increasing the local population and weaving together living and working environments which will energise the town centre throughout the day and into the evening.
- 2.5 The Council has also secured £19m levelling up funding to regenerate Ashton town centre focussed on enabling works at the vacant former Interchange site, that will unlock potential redevelopment of the Arcades and Ladysmith shopping centre sites to deliver 471 new homes, 1625 sqm (17,500 sq. ft) of retail floorspace supporting

the retention of 8361 sqm (90,000 sq. ft) and the provision of 94,000 sq. ft of commercial floorspace, and the first stage of refurbishment works at the iconic listed Ashton Town Hall. The town centre regeneration will be supported by the provision of improved public realm with a particular focus on Market Square, enhanced and integrated walking and cycling links, strengthening the connections between key areas of the town centre. These schemes are being progressed and the interventions will provide the initial stage in making Ashton Town Centre attractive to existing business and the workforce, attracting new business and attracting workers from St Petersfield and Ashton Moss developments to both live in and use the centre.

2.6 The Ashton Moss site has the potential to deliver transformational change with capacity for around 135,000 sqm of high quality employment facilities including industrial space, R&D laboratories and supporting office and logistics developments. The site is bounded by the M60 motorway to the east with access to J23, Manchester to Leeds heavy rail line to the north, residential properties to the west and A6140 Lord Sheldon Way and Metrolink to the south. The Metrolink line skirts the site's southern edge and several stops are present within the vicinity of the site. In addition, the eastern edge of the site is within 800m of the main town centre boundary for Ashton-under-Lyne and is connected to high speed dark fibre network. Ashton Moss West represents a major opportunity for Tameside and to deliver high quality employment floorspace primarily falling within research and life sciences; health technologies; advanced manufacturing; or materials science. A development framework is currently being finalised by the Council working with the private sector landowners. The site provides a significant opportunity to deliver new employment space for advanced manufacturing and materials uses, alongside greater engagement with Higher Educational Institutions.

2.7 This opportunity will be reinforced by the networks and partnerships already developed that build upon the current strength in Manufacturing and Advanced Manufacturing sectors as well as the opportunity to harness the cluster of digital, creative and technology specialisms based at Ashton Old Baths in the St Petersfield area. An integral component of the strategy to bring forward the site is the partnership between the landowners/ developers, businesses and Colleges to ensure that training support is in place enabling local residents to access jobs created. A

development framework for Ashton Moss is currently being finalised by the Council working with the private sector landowners.

- 2.9 The approach to looking at growth and regeneration at scale, connecting to opportunities for local residents and improved sustainable transport access chimes with Central Government's Levelling-Up White Paper and emerging legislation which proposes to take the radical steps needed to tackle the regional and local inequalities that unfairly hold back communities and to encourage private sector investment aimed at boosting productivity, pay, jobs and living standards.

### **3. Future Opportunity and Programme**

- 3.1 It is vital that all public agencies work collaboratively to deliver a common ambition and plan for this Eastern Growth Cluster growth opportunity to realise its potential. In order to focus and co-ordinate activity so that these ambitions are realised, there is a need to develop new mechanisms, which build on the strong local and Greater Manchester governance and place leadership. This will elevate the profile of opportunity to influence wider stakeholders and tailor and target their funding programmes and priorities to support these local ambitions. The GMCA, Local Authorities and TfGM are committed to the Growth Location concept to deliver this ambition.
- 3.2 Ashton Moss and Ashton Town Centre, including St Petersfield, are major catalysts for growth but require a longer-term vision and strategy to deliver. Whilst significant progress has been made in bringing forward regeneration opportunities in the town centre and promoting further land for development through the statutory development plan process. There remains a need and opportunity to galvanise the pace of regeneration using surplus and underused Council land ownerships as well as those assets of other public sector and private sector land owners. There is also a need to strengthen and widen the range of partnerships and networks to include Health, the local social housing providers, business sector networks and engagement with Higher Education Institutes in the Regional Centre.
- 3.3 There is an ambition to build on the transport investment made. As part of delivering the Bee Network, a new and enhanced public transport offer, alongside the creation of active travel connections, will encourage and facilitate access to employment and

services by sustainable modes, from existing and new residential communities. The CRSTS bid will also support delivery of a new Quality Bus Transit Corridor connecting Rochdale-Oldham-Ashton, alongside proposals to develop a similar scheme connecting Ashton and Stockport. Plans also include a new railway station at Ashton Moss and also investment in cycling and walking routes supported by Mayor's Challenge Fund and Active Travel Fund. Highways improvements will also be delivered that will ensure efficient access into the site from the A6140 Lord Sheldon Way, particularly for business associated transport. Transport proposals will create a safe, walkable and green development. Any highway measures will be delivered to ensure they support the decarbonisation plans of GM.

- 3.4 TfGM has negotiated significant funding from Department for Transport through the CRSTS programme, towards the ongoing delivery and feasibility of sustainable transport measures alongside developer contributions. However, to achieve this transformational level of connectivity across the area will require further funding contributions to be secured.
- 3.5 The designation of an MDZ is considered an effective mechanism for accelerating growth to deliver the potential of the area. The programme for the delivery of these sites which achieves the objectives of the growth location will be set out through the development of a Business Case overseen by the Board.

## **4. Proposal**

- 4.1 Levelling-up requires a focused, long-term plan of action and a clear framework to identify and act upon the drivers of spatial disparity through focussing on the key drivers of place which include: infrastructure, housing and business space; the application and transfer of technology to improve productivity; innovation and skills of the workforce; strong and resilient communities; appropriate financial resources and place leadership by local government organisations. Each of these are individually important but their real significance comes in combination.
- 4.2 As already identified support from national funding programmes has been secured by the Council to deliver town centre regeneration e.g. Levelling-up funding, UK SPF and TfGM has secured funding through CRSTS and infrastructure funding programmes. In addition, the Combined Authority and Homes England has provided revenue funding to support the delivery of the sites in the Growth Location. The

public sector partnership is working with developers that already have a controlling interest in the land. However, consideration has been given by the local authority to options for a delivery mechanism that will achieve an acceleration of the pace and scale of delivery. It is proposed that the optimal regeneration mechanism for this area is a Mayoral Development Zone (MDZ) as it would:

- assist in strategically focussing development activity across the area.
- align public sector investment to assist in unlocking the area's potential.
- have the profile and ability to create a diverse mix of investment propositions to take to the market and to Government.
- Capitalise fully on the existing strategic infrastructure already in place in the locality to deliver growth and address deprivation challenges in the area.
- have the profile to procure development partners, where this is required, underpinned by land sale agreements or joint ventures between public and private sector partners.
- be able to bring together appropriate experience and capacity in development and place-making from across the public sector, and at Board-level to create the momentum to support delivery of a long-term and complex change programme.
- set in place a time-limited but long-term structure and business plan that would sit outside other organisational contexts and pressures. This would ensure that there was a committed and certain resource set in place to underpin its investment strategy.
- Make full use of the Devolution Deal levers in the area, specifically the Brownfield Housing Fund, Single Settlement relating to Housing and Transport, Influence of the Affordable Homes Programme, and partnership with Network Rail.
- Enable a single place integrated approach for all these key activities and requirements that will optimise the relationships between democratic responsibility and the economic and social priorities of the Mayor, Combined Authority and the Council and other public/private partners. There will be a requirement to report to both Tameside Council and Greater Manchester Combined Authority to ensure that its proceedings can be scrutinised within existing democratic structures.

4.3 Agreement is sought from the CA to approve the designation of a Mayoral Development Zone (MDZ) and it is also proposed that the MDZ be referred to as



Ashton Mayoral Development Zone (AMDZ) and the area as indicated in the shaded grey area at Map 2 attached at Appendix 1. The draft vision for the AMDZ area is for it to be:

“an economic growth engine for the east of Manchester City Region with the potential to strengthen links with Yorkshire offering highly accessible employment opportunities, supported by exceptional further educational institutions and a choice of attractive and affordable homes within a thriving historic market town on the doorstep of the Peak District”.

4.4 The designation of a MDZ will provide a clear mechanism to align public and private sector investment and ensure that there is commitment to the principle to delivering inclusive and sustainable growth across the two sites and the wider town centre. It is envisaged that the Board will comprise at senior partner representation as follows:

- The Leader of Tameside Council.
- The Chief Executive of Tameside Council
- The GM Mayor or his nominated representative.
- A senior Director from TfGM
- A senior Director from Homes England
- A representative from a Higher Education Institution
- A representative from the Health Authority
- A representative from the stock owning affordable Housing Provider in the vicinity of the town centre
- A representative from Central Government e.g. the Regional Director from DHLUC, will be confirmed by the MDZ Board.
- Other independent private sector representatives as appropriate
- The Board will agree the appointment of a Board Chair, from the lead private sector landowners/developers and representatives from the business sector.

4.5 The proposal adheres to the principles that were previously agreed by GMCA when entering into mayoral vehicles, noting that in this instance there is no legal entity proposed.

## **5. Next Steps**

5.1 To advance the objectives below it will be necessary to:

Establish the MDZ Board and supporting Governance Structure and collectively develop priority projects for public sector funding to stimulate change and lever growth.

### **Governance**

5.2 The Ashton Innovation Corridor MDZ Board will be established as set out at paragraph 4.5, with appropriate representation agreed by the Chief Executive Officer GMCA & TfGM in consultation with Tameside Council and will work to support the local authority with the delivery of the strategic sites and provide focus on core deliverables both in terms of specific sites and linkages to surrounding communities. Following establishment, the Board will agree its Key Objectives and a Strategic Business Case.

### **Business Case**

5.3 The Board will develop a Business Case that will achieve the delivery of the Objectives for the area, as noted below.

The high level Objectives will consist of:

- Delivering approximately 190,000 sq.m. of new employment floorspace, 10,500 quality jobs and up to 1500 new quality low carbon homes linked to sustainable Transport by attracting public and private sector investment to support the delivery of employment and residential growth.
- Improve choice of homes, in particular modern energy efficient homes for rent and sale including affordable homes.
- Attract large scale employment in target sectors, with a focus on Advanced Materials and Manufacturing, Health Innovation, Digital, Creative and Media and Clean Growth.

- Grow and diversify the Ashton Town Centre offer including housing, leisure, health and culture, whilst increasing footfall.
- Reduce property vacancy rates in the area by repurposing space to create a more diverse offer in the Town Centre and make better use of existing sites and premises.
- Strengthen and grow the existing businesses within the area.
- Contribute to the delivery of the transport strategy for the area that capitalises on the existing strategic transport infrastructure and enhances connectivity between different parts of the Town Centre, in particular St Petersfield and Ashton Interchange, with improved walking/cycling routes and better quality public realm.
- Contribute to the delivery of the social infrastructure and amenity required to support an increase in the business and residential population of the area and to benefit existing residents.
- Attract public and private sector investment to support the delivery of employment and residential growth.
- Work with partners including Further Education Colleges and Higher Education Institutions to ensure that the local labour force has the skills to meet the need of new and growing businesses, residential and employment growth.
- Ensure that the development of inclusive and sustainable growth of the AMDZ are contributing to the wider regeneration of the Eastern Growth Cluster and Tameside as a whole.
- Through the AMDZ the Council will work closely with the GMCA, TfGM, Homes England, other relevant public bodies and the private sector to achieve its objectives.

5.4 This work will also contribute to the achievement of a range of outcomes, including:

- Increased population living in Ashton.
- Increased vitality and viability of the Town Centre and extended length of stay and spend of visitors.
- Increased council tax and business rates.
- More diverse employment opportunities.
- Enhanced skills and attract higher skilled and higher paid jobs.
- Boost northern competitiveness of Greater Manchester inclusive strategy boosting town centres and northern industrial areas.
- Improvements in health and wellbeing outcomes.

- 5.5 The Business Case will set out and refine the project programme that will be closely aligned to and include the programme for transport improvements.
- 5.6 The AMDZ Board will prepare a Strategic Business Plan for approval by the Council and the GMCA on an annual basis prior to it being adopted formally by the AMDZ Board. By the end of March 2024, it is proposed that AMDZ will deliver against the following objectives:
- A joint Investment Strategy agreed with the Council, GMCA, TfGM, Homes England, GMCA and the other AMDZ Board members.
  - Production of a dynamic delivery pipeline demonstrating how the employment and housing delivery for the area will be achieved over the short, medium and long term.
  - Initial engagement as the AMDZ with other infrastructure partners together to develop an infrastructure roadmap to set out the requirements to enable delivery within the MDZ area.
  - If required, a land acquisition strategy will be developed to support the objectives of the AMDZ vision.
- 5.7 The Business Case will focus on refining the programme for delivery in the three areas of St Petersfield, Ashton Moss and Ashton Town Centre. In doing its work the AMDZ Board will at all times consider how the development of these three areas will benefit the wider Eastern Growth Cluster and Tameside as a whole.
- 5.8 The AMDZ Board will receive future project progress updates and more detailed delivery plans and investment propositions to achieve the development programme. The work programme will also consider the most appropriate longer term delivery mechanisms and identify the need for any further additional analytical and evidence work required, specifically in respect of more clearly articulating the Economic Case and benefits for the AMDZ and seek specific funding for the component projects.
- 5.9 The AMDZ Board will monitor progress against expected benefits from the development. Each project will be supported by a risk register and risk mitigation strategy as part of existing project governance arrangements within Tameside. Key stakeholders will be identified and a communication and stakeholder plan will also be brought to an early meeting of the AMDZ Board. Through regular reporting to the Council's Executive Cabinet and the GMCA there will be transparency and accountability of delivery in the AMDZ.

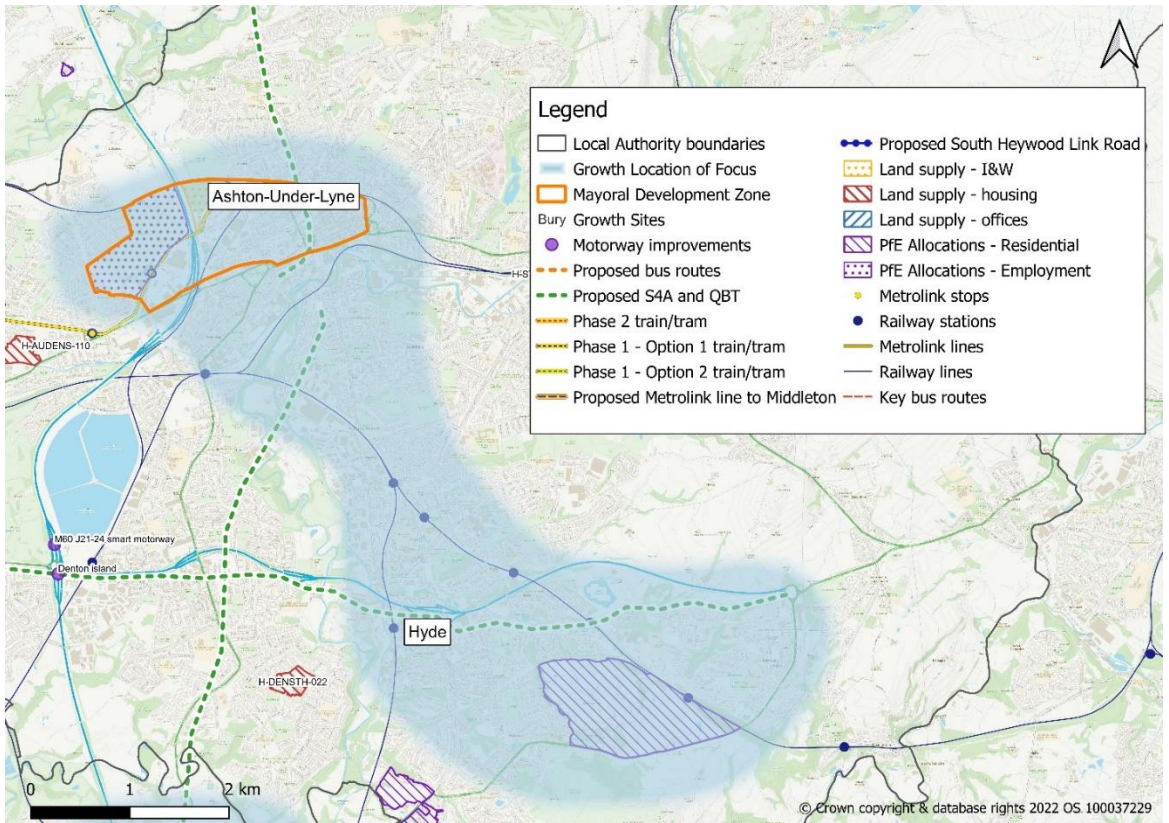
## **6. Recommendations**

6.1 The GMCA is requested to:

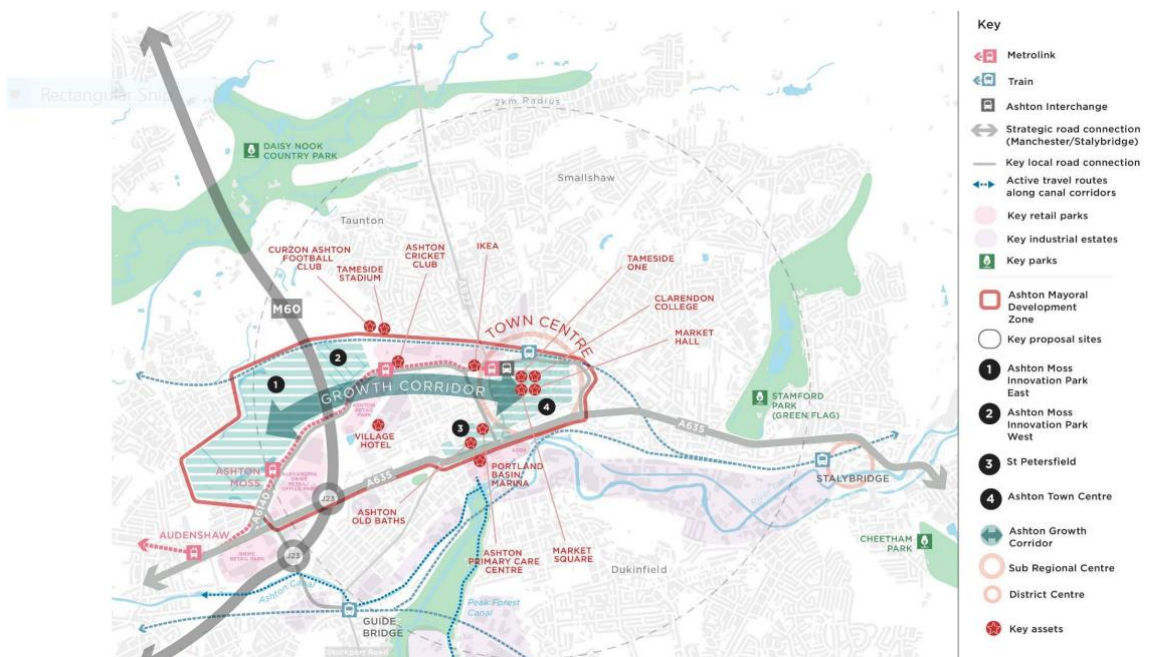
1. Approve the designation of a Mayoral Development Zone known as Ashton Mayoral Development Zone (AMDZ).
2. Agree the proposed area of the AMDZ as indicated in Plan 2 attached at Appendix 1.
3. Approve the establishment of the AMDZ Board and give delegated authority to the Chief Executive Officer GMCA and Transport for Greater Manchester (TfGM) to agree appropriate representation on the Board in consultation with Tameside Council.
4. Note that the projects within the proposed AMDZ will aim to deliver sustainable forms of development that reflect and deliver the GM Strategy.
5. Note and agree the principles of the business case and development strategy for the MDZ as set out in paragraphs 5.3-5.9 above in which the AMDZ Board will refine a business case for the AMDZ in overseeing the delivery of the growth sites.
6. Note that the current funding resource will be from TMBC's unallocated Levelling Up Capacity Grant with GMCA providing support with officer time.
7. Agree to receive future updates on delivery progress at AMDZ.

### **Appendix 1**

#### **Map 1: Eastern Growth Cluster Growth Location**



**Map 2: Proposed Ashton Growth Corridor MDZ**



## Greater Manchester Combined Authority

Date: Friday 27 October 2023

Subject: Electric Vehicle Charging Tariff

Report of: Paul Dennett, Deputy Mayor of Greater Manchester, and Eamonn Boylan,  
Chief Executive Officer, GMCA & TfGM

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### Purpose of Report

To request that the ability to amend the Electric Vehicle charging tariff is delegated to the Chief Executive GMCA and TfGM, within approved limits, to allow for a more agile approach to remain competitive within the market.

### Recommendations:

Members are requested to:

1. Approve that a floor and a ceiling price cap of 30% above and below the current EV tariff (set out in paragraph 1.10 of the report) is introduced.
2. Delegation to the Chief Executive of the GMCA and TfGM approval of tariff changes within those limits.

### Contact Officers

Megan Black Head of Logistics and Environment, TfGM

[Megan.Black@tfgm.com](mailto:Megan.Black@tfgm.com)

Richard Banks Senior Manager - Logistics and Environment, TfGM

[Richard.Banks@tfgm.com](mailto:Richard.Banks@tfgm.com)

## Equalities Impact, Carbon and Sustainability Assessment:

Impact Indicator	Result	Justification/Mitigation	Guidance
Equality and Inclusion			<i>See Equalities Impact Assessment Result</i>
Health			
Resilience and Adaptation			
Housing	N/A		
Economy			
Mobility and Connectivity		Increased tariff on Be.EV network required to enable operational costs to be covered	
Carbon, Nature and Environment			<i>See Carbon Assessment Result</i>
Consumption and Production			

### Risk Management

Tariff increases may result in complaints/reduction in usage. A communications plan will be implemented to help mitigate this.

### Legal Considerations

Set out in the report.

### Financial Consequences – Revenue

The ability to be agile in changing the Be.EV tariff will allow Greater Manchester to ensure that the tariff is covering operational costs.

### Financial Consequences – Capital

Not applicable.

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

### Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

### Comments/recommendations from Bee Network Committee

The Bee Network Committee is due to consider this report on Thursday 27 September. Any recommendations made the Committee will be reported at the GMCA meeting.



## **Background Papers**

GMCA 25 March 2022 Greater Manchester Electric Vehicle Charging Tariff

GMCA 29 November 2019 Greater Manchester Electric Vehicle Charging Proposal

GMCA 26 January 2018 Transport Budget for 2018/19

## **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

## 1. Introduction & Background

- 1.1. As of September 2023, there are 720 publicly accessible electric vehicle charging devices in Greater Manchester. Of these, 200 are branded as part of the Be.EV network, 151 of these are owned by TfGM (with Iduna Infrastructure Ltd owning the remainder). The Be.EV brand is owned by Iduna Infrastructure Ltd<sup>1</sup> who have a contract with TfGM to operate and maintain TfGM units. A programme of 60 additional TfGM-owned taxi charging points is currently being implemented.
- 1.2. The current contract term is 7 years from December 2019 i.e., to December 2026 with two optional 3-year extensions available from December 2029 and December 2032.
- 1.3. Whilst there are contractual arrangements about tariff setting, in that both parties can set their own, there is a non-binding agreement to have a unified rate so that there is a Be.EV tariff, rather than different rates depending on ownership – this is intended to improve the customer experience.
- 1.4. The tariff is primarily driven by the cost of electricity that is being supplied to the consumer through the unit, with a small percentage to cover the operation and maintenance costs. Effectively, in setting an EV tariff, TfGM is trying to cover its costs without a subsidy from the Transport Levy.
- 1.5. The first electric vehicle chargers installed in 2013 as part of the Greater Manchester Electric Vehicle (GMEV) charging network did not levy a charge. In November 2019 the GMCA agreed the pay-as-you-go tariff on the publicly owned EV charging network, subject to the development of a satisfactory Membership Scheme. The authority to approve the Membership Scheme and to implement the proposed electric vehicle charging tariff was delegated to the Chief Executive Officer, GMCA & TfGM, in consultation with the Deputy GM Mayor. The Membership Scheme was approved and the decision to implement the electric vehicle charging tariffs from 1st October 2021 was published in a decision notice on 19 August 2021.
- 1.6. It was subsequently reported to the GMCA in March 2022 that significant increases in energy prices had impacted on the ability of the publicly owned infrastructure to operate without a subsidy from the Transport Levy. There is therefore a requirement for TfGM to be able to quickly modify tariffs to remain competitive within the market.

- 1.7. As the EV Charging Infrastructure (EVCI) market matures and the consumer has a greater level of choice, giving greater flexibility for changing the tariff at pace in order to respond to market conditions would be highly beneficial for the consumer.
- 1.8. The introduction of a price cap would allow GM to quickly modify tariffs and this would strike a balance between protecting consumers / retaining transparency and being responsive and adaptable to a changing market.
- 1.9. It is recommended that a floor and a ceiling price cap of 30% above and below the existing EV tariff is implemented within which the tariff can fluctuate. These limits would be intended to prevent prices from falling below a certain point (floor) or rising about a certain point (ceiling), with a delegation to the Chief Executive of the GMCA and TfGM, to change the tariff within those limits. Changes outside of the floor and ceiling would require further agreement by GMCA.
- 1.10. The current Be.EV tariff, as implemented 22 August 2023 is outlined in the below table.

	<b>Pay-as-you-charge tariff</b>	<b>Be.EV membership tariff</b>	<b>Be.EV GM taxi membership tariff</b>
Fast Charger	£0.72 per kWh	£0.67 per kWh	n/a
Rapid Charger	£0.82 per kWh	£0.77 per kWh	£0.72 per kWh
Ultra Rapid Charger	£0.82 per kWh	£0.77 per kWh	n/a

- 1.11. The range of a 30% price cap is outlined in the below table.

	<b>Pay-as-you-charge tariff</b>	<b>Be.EV membership tariff</b>	<b>Be.EV GM taxi membership tariff</b>
Fast Charger	£0.50 to 0.94 per kWh	£0.47 to 0.87 per kWh	n/a
Rapid Charger	£0.57 to 1.07 per kWh	£ 0.54 to 1.00 per kWh	£0.50 to 0.94 per kWh per kWh
Ultra Rapid Charger	£0.57 to 1.07 per kWh	£ 0.54 to 1.00 per kWh	n/a

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<sup>1</sup> In April 2021 the Amey MAP Services unit, which delivers the EV contract, was divested by Amey plc to Iduna Infrastructure Ltd.

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

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