

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 26th January, 2024

TIME: 10.30am

VENUE: Council Chamber, Stockport Town Hall, Edward Street,
SK1 3XE

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. **GMCA Minutes - 15 December 2023** 5 - 18

To consider the approval of the minutes of the meeting held on 15 December 2023.
5. **GMCA Standards Committee - 15 December 2023** 19 - 22

To approve the minutes of the GMCA Standards Committee held on 15 December 2023.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

6.	GMCA Overview & Scrutiny Committee - 13 December 2023 To approve the minutes of the GMCA Overview & Scrutiny Committee held on 13 December 2023.	23 - 30
7.	Bee Network Committee - 14 December 2023 To note the minutes of the Bee Network Committee held on 14 December 2023.	31 - 42
8.	GMCA Waste & Recycling Committee - 17 January 2024 To approve the minutes of the GMCA Waste & Recycling Committee held on 17 January 2024.	43 - 56
9.	Greater Manchester Clean Air Administration Committee - 20 December 2023 To note the minutes of the Greater Manchester Clean Air Administration Committee held on 20 December 2023.	57 - 66
10.	Mayoral General Budget and Precept Proposals Report of Andy Burnham, Mayor of Greater Manchester.	67 - 94
11.	Vision Zero Strategy Report of Andy Burnham, Mayor of Greater Manchester.	95 - 154
12.	Greater Manchester Investment Plan Report of Councillor Bev Craig, Portfolio Lead for Economy & Business.	155 - 178
13.	Greater Manchester Brownfield Programme - Year 2 and 3 Methodology and Allocations Report of Councillor Ged Cooney, Portfolio Lead for Housing.	179 - 198
14.	Greater Manchester Housing Investment Recommendations Report of Councillor Ged Cooney, Portfolio Lead for Housing.	199 - 204

15. Greater Manchester Investment Framework 205 - 210
 Report of Councillor David Molyneux, Portfolio Lead for Resources & Investment.

16. TfGM Senior Appointments 211 - 216
 Report of Eamonn Boylan, Chief Executive Officer, GMCA & TfGM.

17. 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

18. Greater Manchester Housing Investment Recommendations 217 - 220
 Report of Councillor Ged Cooney, Portfolio Lead for Housing.

19. Greater Manchester Investment Framework 221 - 226
 Report of Councillor David Molyneux, Portfolio Lead for Resources & Investment.

Name	Organisation	Political Party
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. Alternatively, contact the following

Governance & Scrutiny Officer: Governance and Scrutiny

✉ sylvia.welsh@greatermanchester-ca.gov.uk

This agenda was issued on 18 January 2024 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

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

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 15TH DECEMBER 2023 AT MANCHESTER
TOWN HALL**

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
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Hunter
Trafford	Councillor Tom Ross
Wigan	Councillor Nazia Rehman

ALSO IN ATTENDANCE:

Bolton	Councillor Nadim Muslim
Tameside	Councillor Jacqueline North

OFFICERS IN ATTENDANCE:

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Monitoring Officer	Gillian Duckworth
GMCA Treasurer	Steve Wilson
GMCA Director of Governance & Scrutiny	Julie Connor
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	Joanne Roney
Oldham	Harry Catherall

Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Caroline Simpson
Tameside	Julian Jackson
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
TfGM	Martin Lax
TfGM	Steve Warrener
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 223/23 APOLOGIES

That apologies be received from Councillor David Molyneux (Wigan), Councillor Ged Cooney (Tameside) & Sandra Stewart (Tameside).

GMCA 224/23 CHAIRS ANNOUCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, opened with an item of urgent business concerning the continued poor performance of Avanti West Coast Rail. The latest information available advised that 37 services serving Piccadilly had been cancelled and through the course of the week had been at a reliability level of 52%. In his view this was unacceptable at a time of year when many residents were seeking to travel, and it was also, again, inflicting severe damage upon the Greater Manchester economy at a key retail and hospitality moment in the year. He also suggested that in these circumstances, it was not acceptable that people were ‘crammed’ into the standard carriages whilst the first-class carriages remained quiet, and that trains departing Piccadilly and London Euston should be declassified when these reduced services were in place.

The recent good news that the English National Opera had chosen Greater Manchester as its new home as of 2029 was highlighted. Congratulations were expressed to the Culture teams at the GMCA, Manchester City Council and Salford

City Council who had put considerable work into making this a reality. This was a real vote of confidence in the cultural aspirations for the whole city region.

It was advised that a meeting of the Clean Air Administration Committee would be taking place the following week to consider the finalised plans for a non-charging investment led approach to a Clean Air Zone for the city region. It was stated that the approach being proposed would offer a fairer and more democratic approach for residents and would not punish them for not making changes that they could not afford to make. The approach would instead invest further into zero emission buses and taxis, with specific targeted interventions around traffic hotspots.

The Mayor of Greater Manchester added that it was also vital that continued lobbying took place with government regarding the closure of the current loophole that allowed Hackney Carriage licence holders, who obtained their licences in areas with looser restrictions on emissions and safety standards outside of Greater Manchester, to currently operate within the region.

The first meeting of the Employer Integration Board had taken place, which was overseeing the reform of technical education linked to the trailblazer devolution deal. It was an important week for this to have happened, as in the same week the House of Lords Education Select Committee had published a report, strongly endorsing the Greater Manchester Baccalaureate.

The Deputy Mayor for Police, Fire & Crime, Kate Green, provided an update on the launch event for the Greater Manchester Violence Reduction Strategy.

It was advised that the government had announced a forthcoming review of rail infrastructure and that this would be led by former GM Local Enterprise Partnership Member Juergen Maier.

The Mayor of Greater Manchester referenced the latest update on the development of the proposed Liverpool to Manchester rail line upgrades. It was suggested that the path to HS2 alignment favoured by the Liverpool City Region would also be the most appropriate favoured path for Greater Manchester, as any other paths would likely result in at least a ten-year delay. It was made clear that discussions with government would continue to reaffirm Greater Manchester's position

that it should not contribute financially to a new rail station at Manchester Airport and reaffirm that the development of an underground station at Manchester Piccadilly was required.

RESOLVED /-

1. That the update on continued concerns around the performance of Avanti West Coast Rail be received.
2. That a request be made that all trains leaving, or travelling towards Manchester, fully declassify their 1st class carriages when offering a reduced service.
3. That the GMCA welcomes the vote of confidence shown in the city region's cultural aspirations with the announced relocation of the English National Opera to Greater Manchester from 2029.
4. That it be noted that the Clean Air Administration Committee would be considering the finalised plans for a non-charging investment led approach to a Clean Air Zone for the city region at a meeting on 20 December 2023, and, that with Government agreement, would offer a fairer and more democratic approach for all residents.
5. That a re-emphasis be placed on calls made to Government to ban 'out of area' working currently allowed on taxi licences to end the unfair and currently unmanageable approach to ensuring taxi emission standards were met within the region.
6. That the update on the House of Lords Education Select Committee's Report strongly endorsing the approach being taken to the development of the Greater Manchester Baccalaureate be received.
7. That the update by the Deputy Mayor for Safer and Stronger Communities on the launch of the GM Violence Reduction Strategy be received.

8. That the update on the forthcoming review of rail infrastructure, to be led by Juergen Maier, be received.
9. That the update on discussions around the development of a new northern powerhouse rail connection, that would align the Liverpool City Region's and Greater Manchester's favoured path to HS2 links be received.
10. That it be confirmed that all discussions with Government on rail links will reaffirm Greater Manchester's position that it should not contribute to a new rail station at Manchester Airport and reaffirm the development of an underground station at Manchester Piccadilly was required.

GMCA 225/23 DECLARATIONS OF INTEREST

RESOLVED /-

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

**GMCA 226/23 MINUTES OF THE GMCA MEETING HELD ON 24 NOVEMBER
2023**

RESOLVED /-

That the minutes of the GMCA meeting held on 24 November 2023 be approved as a correct record.

**GMCA 227/23 MINUTES OF THE GMCA RESOURCES COMMITTEE
MEETING HELD ON 24 NOVEMBER 2023**

RESOLVED /-

That the minutes of the GMCA Resources Committee meeting held on 24 November 2023 be approved.

**GMCA 228/23 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY
COMMITTEE MEETINGS HELD ON 22 NOVEMBER 2023**

RESOLVED /-

That the minutes of the GMCA Overview & Scrutiny Committee meetings held on 22 November 2023 be noted.

**GMCA 229/23 MINUTES OF THE BEE NETWORK COMMITTEE MEETING
HELD ON 23 NOVEMBER 2023**

RESOLVED /-

That the minutes of the Bee Network Committee meeting held on 23 November 2023 be noted.

**GMCA 230/23 APPOINTMENT TO THE GMCA OVERVIEW & SCRUTINY
COMMITTEE**

RESOLVED /-

That Councillor Ged Carter (Trafford) be appointed as a substitute member to the GMCA Overview & Scrutiny Committee.

GMCA 231/23 COST OF LIVING AND ECONOMIC RESILIENCE

Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, and Councillor Bev Craig, Portfolio Lead for Portfolio Lead for Economy, Business and Inclusive Growth, introduced the latest update on the cost-of-living pressures being faced by residents and businesses in Greater Manchester, and some of the measures being put in place by the GMCA and partners to respond.

Residents were continuing to feel the pressure of the cost-of-living crisis. The latest surveys indicated that most people still felt worried about the state of their finances.

Three in every ten Greater Manchester residents were now considered to be financially vulnerable and more people than ever were having difficulties managing their debts, with significant increases being seen in loans. Continuing high energy costs would continue to make the impact worse over the winter period.

There was disappointment that the government currently maintained a position which would see the Household Support Fund ceasing in 2024. It was agreed that all ten Greater Manchester authorities, together with the GMCA, would write to the government asking that they extend the period of the Fund for those households in most need.

In terms of continued business impacts, high prices within supply chains and energy costs still caused significant concern. It was encouraging however, that in spite of the challenges being faced, businesses in the region were still signing up to become real living wage employers, and to the Greater Manchester Good Employment Charter.

RESOLVED /-

1. That the renewal of the latest assessment and emerging response and views given on the next steps in that response be noted.
2. That the signing of a letter drafted on behalf of all ten Greater Manchester Local Authorities to Government to extend the existing Household Support Fund offer for those most in need be agreed.

**GMCA 232/23 GREATER MANCHESTER LOCAL TRANSPORT PLAN –
RENEWING OUR VISION**

Andy Burnham, Mayor of Greater Manchester, presented a report highlighting the development of a document, 'Renewing Our Vision' which set out how the GMCA was proposing to update its Local Transport Plan vision. This was a high-level document which would be used to engage with stakeholders during the development of the refreshed Local Transport Plan. One of the key elements of this was the 'right mix' target, which referred to journeys undertaken around the city region by public transport

or by active travel. There was a proposal to go further than previously, with the target now above 50%.

The importance of the establishment of Local Bee Network Committees was emphasised, this would aid in creating a collaborative approach to investing in the right places and more choices for residents.

Mayor of Greater Manchester, stated that in his position as the Chair of the Rail North Committee, he has made rail station accessibility issues a standing item at the top of every single agenda. Full commitment to lobbying government for devolved funding to allow the region to implement schemes improving disability access at rail stations was also reaffirmed.

Councillor Mark Hunter noted that the report did not contain a commitment to extend the Metrolink network to Stockport, but rather emphasised the maintenance of the current network. It was advised that the Rapid Transport Strategy was due for publication in the new year and that this would set out plans around potential Metrolink extensions. Any comments raised through the forthcoming round table between the Mayor of Greater Manchester and Stockport business leaders would aid in informing the development of the Strategy.

Councillor Nadim Muslim provided feedback on behalf of the Overview and Scrutiny Committee. The Committee emphasised that the right mix would mean different things in different areas and that a 'one size fits all' approach to this would not be appropriate, and that it would be important to take on board any lessons learnt from the implementation of recent infrastructural initiatives such as cyclops junctions when planning future infrastructure.

RESOLVED /-

1. That the development of a Greater Manchester's transport vision as part of a refreshed Local Transport Plan be noted.
2. That the 'Renewing Our Vision' stakeholder engagement document be approved.

3. That the comments raised by Councillor Nadim Muslim on behalf of the Greater Manchester Overview & Scrutiny Committee be received and noted.
4. That Greater Manchester reaffirms its commitment to lobbying Government for devolved funding to allow the region to implement schemes improving disability access at rail stations.
5. That it be advised that the Rapid Transport Strategy due for publication in the new year would set out plans around potential Metrolink extensions, and that comments raised through the forthcoming round table with Stockport business leaders would aid in informing the approach.

GMCA 233/23 GMCA STATEMENT OF INTENT FOR DELIVERY OF GMCA ENERGY COMPANY OBLIGATION (ECO4) AND GREAT BRITISH INSULATION SCHEMES

Councillor Tom Ross, Portfolio Lead for Green City Region, provided an update on the progress made in delivering energy efficiency programmes to residents. Seeking approval for the latest GMCA Energy Company Obligation (ECO4) and Great British Insulation Scheme (GBIS) Flex Statement of Intent (Sol) Version 5 (V5) which set the Local Authority Flexible Eligibility criteria for these funding schemes in Greater Manchester.

RESOLVED /-

1. That the progress made to date in delivering ECO4, the Social Housing Decarbonisation Fund, and the Local Energy Advice Demonstrator Project in Greater Manchester be noted.
2. That the centralised management of ECO4 and GBIS Flex by the GMCA for the whole of Greater Manchester be approved.
3. That the GMCA ECO4 and GBIS Flex Statement of Intent V5 (Annex 1) be approved.

4. That authority be delegated to the Chief Executive Officer, GMCA & TfGM, to sign the Statement of Intent on behalf of the GMCA.
5. That the numerous long term significant positive impacts on health and wellbeing, jobs and skills, and carbon reduction, through an increase in home energy efficiency and a reduction in fuel poverty, identified in the Sustainability Assessment, be noted.

**GMCA 234/23 UKSPF PROPOSAL FOR LOCAL BUSINESS INTERVENTION
E23**

Councillor Nazia Rehman presented a report outlining the background and proposal for a £0.5m proposal for experimental business support to directly tackle the inequalities element of E23. The report sought the approval for the strategic fit and deliverability of the proposal.

RESOLVED /-

1. That the proposal for the £0.5m experimental programme of business support to directly tackle inequalities be noted.
2. That it be agreed that the proposal was a strategic fit with the GM UKSPF Investment Plan and was deliverable, as set out in this report.
3. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Lead for Economy and Inclusive Growth and Portfolio Lead for Resources and Investment, to agree the procurement method and subsequent award of contract(s) worth up to £0.5m.

**GMCA 235/23 GREATER MANCHESTER INVESTMENT FRAMEWORK
REQUEST FOR DELEGATION**

Councillor Nazia Rehman presented a report seeking approval to delegate authority to the Chief Executive Office, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority, for the period 16th December 2023 to 25th January 2024.

RESOLVED /-

1. That authority be delegated to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 16th December 2023 to 25th January 2024.
2. That it be noted that any recommendations approved under the delegation will be reported to the next available meeting of the GMCA.

**GMCA 236/23 INVESTMENT IN NEW MECHANICAL SORTING
INFRASTRUCTURE**

Councillor Tom Ross, Portfolio Lead for Green City Region, presented a report that set out proposals for investment in recycle sorting infrastructure that would meet the requirements of the national Resources and Waste Strategy for consistency of collections (now referred to as Simpler Recycling) and to enable the collection for recycling of additional materials at the kerbside.

RESOLVED /-

That the options appraisal be noted and the recommended approach for the future investment in recycle sorting infrastructure be approved.

GMCA 237/23 PROVISION OF FUTURE WASTE DISPOSAL SERVICES

Councillor Tom Ross, Portfolio Lead for Green City Region, presented a report that made a number of recommendations for the future provision of waste disposal services from 2026.

Councillor Nadim Muslim was invited to provide feedback following the Overview & Scrutiny Committee's consideration of the item. Points raised included that the Committee recognised that the current contract was performing particularly well in terms of landfill diversion and household recycling rates, and that the Committee commended the social value of the renew hub at Trafford Park.

RESOLVED /-

1. That the contents of the report be noted.
2. That approval be given for the initiation of discussions with the current contractor to extend the WRMS and HWRCMS contracts in accordance with contract clauses.
3. That the comments raised by Councillor Nadim Muslim on behalf of the Greater Manchester Overview & Scrutiny Committee be received and noted.

GMCA 238/23 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 239/23 PROVISION OF FUTURE WASTE SERVICES

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (minute 237/23)

RESOLVED /-

That the report be noted.

GMCA 240/23 LAND ACQUISITION – MANCHESTER

RESOLVED /-

That the recommendations in the report be approved.

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MINUTES OF THE MEETING OF THE GMCA STANDARDS COMMITTEE HELD ON FRIDAY 15 DECEMBER 2023

Present:

Geoff Linnell	Independent Member
Councillor Nick Peel	Bolton
Councillor Bev Craig	Manchester
Councillor Arooj Shah	Oldham
Councillor Mark Hunter	Stockport

Also present:

Eamonn Boylan	Chief Executive Officer, GMCA
Melinda Edwards	Deputy Monitoring Officer, GMCA
Gwynne Williams	Deputy Monitoring Officer, GMCA
Nicola Ward	Statutory Scrutiny Officer, GMCA

GMSC/09/23 Apologies

RESOLVED/-

Apologies were received and noted from Councillor Ged Cooney (Tameside).

GMSC/10/23 Chairs Announcements and Urgent Business

RESOLVED/-

There were none.

GMSC/11/23 Declarations of Interest

RESOLVED/-

There were no declarations of interest.

GMSC/12/23 Terms of Reference

RESOLVED/-

That the Terms of Reference for the GMCA Standards Committee be noted.

GMSC/13/23 Minutes of the GMCA Standards Committee 10 February 2023

RESOLVED/-

That the minutes of the GMCA Standards Committee meeting held on 10 February 2023 be approved.

GMSC/14/21 Review of GMCA Complaints Procedure

Nicola Ward, GMCA Statutory Scrutiny Officer took members through a report which highlighted suggested amendments following an internal review of the GMCA Complaints Procedure.

The review had been undertaken in line with the latest guidance provided by the Local Government & Social Care Ombudsman on effective complaint handling to ensure that the GMCA's practices were as simple, accessible and effective as possible.

Specifically, attention was drawn to the suggested two stage process that begins with a formal complaint and ends in a complaint review, removing the requirement for an informal complaint ahead of this process. This removed the need for the complaint process to be initiated through an enquiry, comment or suggestion. Instead, if a resident was unhappy about how an issue had been dealt with, a formal complaint would enable it to be escalated further through the complaints procedure.

The revised procedure also made it clear where there were exclusions to the policy, i.e. those complaints regarding data protection or in relation to the code of conduct, further improving the clarity as to where the procedure would apply.

Finally, assurances were provided that the procedure itself had been assessed against accessibility criteria to ensure that there were no physical or typographical barriers for readers.

RESOLVED/-

1. That the report be noted.
2. That officers apply the suggested amendments to the procedure.

GMSC/15/23 Review of the Code of Corporate Governance

Gwynne Williams, Deputy Monitoring Officer GMCA, introduced a report which presented the GMCA's Code of Corporate Governance for review in accordance with the Standards Committee's Terms of Reference.

Members attention was drawn to section 4 of the Code which had been updated to reflect the evolving governance of the GMCA in relation to transport functions and the Bee Network Committee and in relation to overview and scrutiny following the introduction of a single committee.

Section 4.10 was added to the Code following the review of the constitution this year and other suggested amendments are of a typographical nature.

RESOLVED/-

1. That the report be noted.
2. That the revised Code be recommended to the GMCA for adoption.

GMSC/16/23 Standards Committee Work Programme 2023/24

RESOLVED/-

That the GMCA Standards Committee Work Programme be noted.

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Agenda Item 6

**Minutes of the meeting of the GMCA Overview & Scrutiny Committee
held on Wednesday 22 November 2023
at the Tootal Buildings, Broadhurst House, 1st floor,
56 Oxford Street, Manchester, M1 6EU**

Present:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Peter Wright	Bolton Council
Councillor Imran Rizvi	Bury Council
Councillor John Leech	Manchester City Council
Councillor Basil Curley	Manchester City Council
Councillor Jenny Harrison	Oldham Council
Councillor Colin McLaren	Oldham Council
Councillor Tom Besford	Rochdale Council
Councillor Patricia Dale	Rochdale Council
Councillor Lewis Nelson	Salford City Council
Councillor Arnold Saunders	Salford City Council
Councillor Naila Sharif	Tameside Council
Councillor Mike Cordingley	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Fred Walker	Wigan Council
Councillor Joanne Marshall	Wigan Council

Also in attendance:

Councillor Nazia Rehman	GM Assistant Portfolio Lead for Resources & Investment
Councillor Tom Ross	GM Portfolio Lead for the Green City Region

Officers in attendance:

Eamonn Boylan	GMCA
Gillian Duckworth	GMCA
Laura Blackey	GMCA
David Taylor	GMCA
Nicola Ward	GMCA
Elaine Mottershead	GMCA

O&SC 55/23 Welcome and Apologies

Apologies for absence were received from Councillor Russell Bernstein, Councillor Jill Axford, Councillor Helen Hibbert, Councillor Mandie Shilton-Godwin and Councillor Shaun Ennis.

O&SC 56/23 Chair's Announcements and Urgent Business

The Chair announced that there would be a short reflective session (5-10 minutes) at the rise of this meeting to reflect on the work of the Committee.

Members were reminded that there would be an informal briefing session on 10 January 2024 at 12noon-1pm with a focus on GM Budgets.

O&SC 57/23 Declarations of Interest

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

**O&SC 58/23 Minutes of the GMCA Overview and Scrutiny Committee
held on 22 November 2023**

Resolved/-

That the minutes of the GMCA Overview and Scrutiny Committee held on 22 November 2023 be approved as a correct record.

O&SC 59/23 Greater Manchester Investment Funds Update

Councillor Nazia Rehman, GM Assistant Portfolio Lead for Resources and Investment presented this item supported by GMCA Officers Eamonn Boylan and Laura Blakely. The report presented a snapshot of Greater Manchester investment funds operating across business properties, commercial properties, and housing. The funds were initially established in 2013 following the receipt of approximately £100m of Regional Growth Fund and Growing Places monies which were principally invested on a recycling basis. The funds had now grown to approximately £470m. The funds represented a success story for Greater Manchester Combined Authority, with investments of over £1.2b into commercial property, residential development and businesses, supporting the development of over about 9,500 new homes and creation of approximately 108,000 jobs across a range of sectors.

Greater Manchester's unique flexible approach to investment delivered exponential outcomes through investments and recycling. Officers gave a presentation (as circulated) and invited comments and questions..

- There was a query about the process, balance, and protocols for internal and external teams. It was confirmed that, for example, with the Life Sciences Fund, investments were made according to agreed management principles set out in the procurement document. The document included what was meant by Life Sciences, what types of businesses they could and could not invest in, the location of the business and the type of investment. There was some flexibility and if an opportunity had arisen outside of those parameters, then permission could be sought to progress by providing a clear business case.
- There was interest in how other local authorities had invested and whether they had taken a different approach. It was confirmed that many others had taken the approach to borrow money. Greater Manchester had taken a unique approach to primarily recycle equity or loan investments which proved to have a greater impact in the long-term. Others were now looking at this as good practice.
- The report appeared to show that core funds had made a loss and members were interested in whether there were any lessons learnt from this. It was confirmed that each time an investment had not gone as expected, there had been reflective sessions to assess whether a different approach could have been taken.
- With reference to the Life Science Fund, it had been stated that the performance data was unavailable. Officers explained that it would not be available until the end of the 15-year term. Whilst all 40 businesses were still in the system, the value of the portfolio was in constant flux and until the businesses exited, the true value of the fund could not be known.
- Members queried that there had been no defaults on some funds to date. It was clarified that not all defaults would be known because the income did not come to GMCA. For example, on the City Deal receipts, the income was directed to Homes England.

- A pie chart in the presentation gave a percentage investment spread across local authorities which illustrated that 57% of the total fund was going to Manchester City Council. Officers clarified that the proportionate rates reflected economic viability and that individual Councils were not doing anything specific that had resulted in either a higher or lower percentage of investment. There was a core set of general criteria across all funds that had to be met to start the process. Local authorities, however, were encouraged to bring innovative proposals even if it was outside of the criteria.
- A member asked about democratic accountability and the fact that any decisions were drawn to the attention of elected members at a late stage in the process i.e. at GMCA Committee. There did not appear to be a timely opportunity for scrutiny by members, particularly when there might be potential reputational or ethical considerations. Officers clarified that the Leaders who hold specific portfolios on behalf of the GM Mayor were consulted throughout the process. In addition, where there were any physical schemes, they were not progressed by the GMCA but through the relevant planning local authority in the usual way. Whilst the final decision would be at a GMCA Committee, there would have been member engagement beforehand.
- A member raised concern that the investments GMCA were making could be considered “too safe”, lacked innovation and did not include borrowing when this might be expected. The designs for Farnworth town centre were highlighted as a good example of investment by GMCA. It was clarified that whilst risk mitigations were in place, they did not hamper progress. There was not a specific policy to prevent borrowing but the decision had been taken not to use this approach as there needed to be a substantial income stream to pay it back. As an example, developments for the metrolink were originally through borrowed money but there was an obvious future income stream for sustainability.
- A member raised concern about a potential new Government and the affect this may have on the housing fund if it was to run out in 2025. Officers confirmed that there were ongoing discussions with Government colleagues and interim procedures in place.
- There was a discussion around the voluntary, community and social enterprise (VCSE) sector and potential investment opportunities. In response, it was noted that there was

work ongoing between the GMCA and the Greater Manchester Centre for Voluntary Organisations (GMCVO) on investments. It was agreed that investments to the VCSE sector could be added to the Committee's work programme for a further report.

- There were queries raised about specific references to financial figures in the presentation and it was agreed that, as part of addressing the suggestion for further accountability (as above), more information would be brought back to the Committee.
- It was noted that page 23 of the agenda pack outlined successful tangible outcomes and there was a question about whether similar outputs for the next 12 months were expected. Officers confirmed that expectations remained positive.
- Clarity was provided regarding investments not being made solely by GMCA but in partnership with others. There was not a policy to dictate that GMCA could not be a sole investor but this had been a decision taken to mitigate risk. Private sector interest and support was usually sought although it was noted that there was no requirement for a 50-50 match in funding.
- There was an example given of a proposal recently approved by Wigan's Planning Committee that could not have taken place without these investments and funding and officers were thanked for their work in this matter.

The Chair and members thanked the team for presenting a comprehensive report on a very complex topic. In summary, they were reassured by the fact that GMCA had not borrowed monies but sought to recycle funds instead. There were prudent processes in place and there were tangible results in housing, support for local businesses, working with local authorities and creating social impact that reflected the spirit of the purpose of devolution.

Resolved/-

1. That the contents of the report and presentation be noted.
2. That the Committee identified a further area for further scrutiny and recommended that greater democratic oversight of the decision-making process for investments be explored and proposals brought back to a future meeting.

O&SC 60/23 Options Appraisal for Provision of Future Waste Disposal Services

Councillor Tom Ross, GM Portfolio Lead for the Green City Region presented this item and, after a short introduction, invited comments and questions:

- Reference was made to Section 6 in the Part A report and implications for a contract extension in light of the new National Waste Strategy, for example, with the deposit return scheme. This would come into effect in 2026 and potentially there could be a change in law where any loss of income was claimed back. If procurement was undertaken in 2026, additional costs could be incurred because the changes could not be quantified at that point.
- Clarity was sought on consideration of an in-house option. The definitive factor to discount this option had been that GMCA would be considered as a new provider and would be unable to get insurance. The level of risk this would pose was unacceptable.

Resolved /-

1. That the comments from the GMCA Overview and Scrutiny Committee on the report and outcomes be noted.
2. That the recommendations below, which will be considered by the GMCA at their meeting on the 15 December 2023, be noted:
 - a. To note the contents of the report
 - b. To approve the initiation of discussions with the current contractor to extend the Waste and Resource Management Services (WRMS) and Household Waste Recycling Centre Management Services (HWRCMS) contracts in accordance with contract clauses.

O&SC 61/23 Work Programme

Resolved /-

That the Overview & Scrutiny work programme be noted.

O&SC 62/23 Dates of Future Meetings

The schedule for the future meetings was noted:

24 January 2024	1-3pm
7 February 2024	1-3pm
21 February 2024	1-3pm
20 March 2024	1-3pm

O&SC 63/23 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.

O&SC 64/23 Options Appraisal for Provision of Future Waste Disposal Services

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (minute reference 60/23).

Resolved /-

1. That the comments from the GMCA Overview and Scrutiny Committee on the options appraisal methodology and outcomes be noted.

2. That the recommendations below, which will be considered by the GMCA at their meeting on the 15 December 2023, be noted:
 - a. To note the contents of the report;
 - b. To approve the initiation of discussions with the current contractor to extend the Waste and Resource Management Services (WRMS) and Household Waste Recycling Centre Management Services (HWRCMS) contracts in accordance with contract clauses.

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Agenda Item 7

**MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE
HELD THURSDAY, 14TH DECEMBER, 2023 AT GMCA OFFICES, 56 OXFORD STREET,
M1 6EU**

PRESENT:

GM Mayor Andy Burnham (Chair)	GMCA
Councillor Eamonn O'Brien	Bury
Councillor David Meller	Stockport
Councillor Dan Costello	Tameside
Councillor John Walsh	Bolton
Councillor Hamid Khurram	Bolton
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Chris Goodwin	Oldham
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

OFFICERS IN ATTENDANCE:

Eamonn Boylan	GMCA
Ninoshka Martins	GMCA
Gillian Duckworth	GMCA
Dame Sarah Storey	GMCA
Lucy Prince	GMCA
Alison Chew	TfGM
Chris Barnes	TfGM
Nick Fairclough	TfGM
Richard Nickson	TfGM

BOLTON

MANCHESTER

ROCHDALE

STOCKPORT

TRAFFORD

BURY

OLDHAM

SALFORD

TAMESIDE

WIGAN

OFFICERS IN ATTENDANCE:

Alex Cropper	TfGM
James Baldwin	TfGM
Stephen Rhodes	TfGM
Martin Lax	TfGM
Steve Warrener	TfGM

BNC/47/23 Apologies

Apologies for absence were received from Councillors Paul Prescott, Paul Dennett, Howard Sykes, James Gartside and Elaine Taylor.

BNC/48/23 Declarations of Interest

None received.

BNC/49/23 Chair's announcements and Urgent Business

1. Retirement of Bob Morris, Chief Operating Officer, TfGM

Members were notified that Bob Morris, would be retiring from his role as Chief Operating Officer at TfGM. The Committee used this opportunity to record their thanks for everything he has done to further the transport agenda in GM and wished him well as he starts his well-earned retirement.

Following Bob's departure, Alex Cropper will retain his current interim leadership role across all of the Operations teams and Project Groups.

2. Bee Network Update

Members were advised that the first buses came under local control in September – serving Bolton, Wigan, parts of Salford, Bury and Manchester. Preparations were now underway for the second area of bus franchising – Rochdale and Oldham.

Despite higher volumes of road traffic year-on-year, the performance of franchised bus services is as good as, if not better, than before. Patronage had grown across franchised areas, with an average of c105k journeys made per day.

Bringing bus services under local control has ensured the accountability of franchised operators to local people allowing Greater Manchester to respond quickly to improve services.

As part of improving the offer to GM residents, the launch of the Bee Network family bus ticket has been brought forward that now allows a family one day's unlimited travel on Bee Network buses after 9.30am on weekdays and all day at weekends and bank holidays which would also be available for purchase through the Bee Network application from early 2024.

3. Rail

The recent poor performance across all train operating companies was highlighted but Avanti West Coast, had continued to perform badly, with cancellations and severe delays as a result of traincrew shortages. This no doubt was seen to affect patronage.

Members raised their concerns stating that the rail industry had repeatedly failed to deliver on promises and would contribute to lower patronage levels therefore members supported the Mayor in calling for the de-classification of 1st class services particularly during periods of cancellations.

4. GM Clean Air Plan Update

In noting the interconnectivity of the delivery of the Bee Network and to achieving Clean Air targets an update was provided on the recently issued Clean Air press release stating that through the use of zero emission buses GM had the potential to achieve its Clean Air targets.

A full report and accompanying recommendations would be considered at the GM's Air Quality Administration Committee on Wednesday 20 December.

Having a long-term vision was welcomed noting that this would allow manufactures sufficient notice to be able to stock order thus ensuring targets are met.

Members felt that public transport would allow better control and was a reliable route to meeting Government's directives. However, it was felt that the operations of out of area Taxi would pose a significant risk to achieving Clean Air targets therefore members were advised that within the recommendations there was a clear ask to ban out of area taxi operations in GM.

RESOLVED/-

1. That the update in relation to improvement in performance and punctuality of Tranche 1 services be noted.
2. That the launch of the Bee Network family bus ticket that allows a family one day's unlimited travel on Bee Network buses after 9.30am on weekdays and all day at weekends and bank holidays which would also be available for purchase on the Bee Network application from early 2024 be noted.
3. In noting the recent poor performance across all train operating companies, but particularly Avanti West Coast, members supported the Mayor in calling for the de-classification of 1st class services on train services during periods of cancellations.
4. That the update in relation to the Clean Air Plan be noted; and the interconnectivity of the delivery of the Bee Network to achieving Clean Air targets be noted.

BNC/50/23 Minutes of the meeting held on 23 November 2023

RESOLVED/-

That the minutes of the Bee Network Committee held on 23 November 2023 be approved as a correct record.

BNC/51/23 Active Travel in Greater Manchester

Consideration was given to a report that provided a progress update on the Active Travel programme a year on from the publication of the 'Refresh the Mission' document which forms a position statement on the way forward for active travel in GM.

The report restates the ambition to deliver an integrated transport network with active travel fully embedded and reveals a refreshed, walking, wheeling, and cycling 'vision' map, alongside revised costs and timeframe for delivery of the network.

Members welcomed the report and thanked officers for their close working with district officers in promoting and delivering active neighbourhood schemes.

There was broad consensus around the need for an invigorated school travel policy and a plan to support more sustainable travel choices through Vision Zero to provide safer environments for young people whilst also supporting parents and children to enable independent journeys. It was agreed that a report on the school travel policy for GM would be brought to a future meeting.

The issue with pavement parking was highlighted stating that this could be a hinderance for those seeking to use active travel modes. In addition, members also felt the need for improved signage.

In noting the correlation between health and active travel modes, members encouraged officers to rebalance figures in areas with higher dependency on cars through targeted interventions.

In discussing the expansion and integration of the Cycle Hire scheme with public transport and other high touch point areas, it was felt that there was a need to invest in the infrastructure including to provide that 'first mile/last mile' connectivity and encourage active travel. Officers were also reminded of the need to ensure that accessibility needs were considered when developing schemes.

The utilisation of announcements to inform passengers of available facilities was highlighted as an essential tool to supporting journeys. A member raised that it would be beneficial if the Metrolink blue line notified tram users on when to get off for Wythenshawe hospital. Officers noted the comments and agreed to get this issue sorted following the meeting.

A member raised a number of safety issues around travelling with bikes on trams. Officers noted the concerns and provided assurance stating that their comments would be considered as part of the risk assessment and findings would inform the work of the pilot. It was noted that the policy was in the developmental phase with an initial report due to be received by Committee in January. It was therefore requested that officers contact Edinburgh for an assessment of issues faced and gather operator views on their recently introduced cycle access trail.

RESOLVED/-

1. That the contents of the report be noted.
2. That the updated Bee Active Network be approved and adopted.
3. That the publication of the potential future Greater Manchester Cycle Hire footprint plan be approved.
4. That it be agreed that the Committee would approve proposals to review the delivery of Bikeability in Greater Manchester and bring the findings and any proposals to a future Committee meeting.
5. That the closure of and removal of the Bicycle Locker Users Club (BLUC) locker scheme be approved and plans to seek to renew, replace, and upgrade cycle parking offer across the public transport network, including the existing Cycle Hubs, subject to available funding be noted.
6. That the publication of the Greater Manchester Active Travel Annual report, attached at Appendix 2 be approved.
7. That it be agreed that the announcement on the Metrolink blue line would be altered to notify tram users on when to get off for Wythenshawe hospital.
8. That it be noted that a further report outlining the policy for Bikes on Trams would be brought to a future meeting.
9. That it be agreed that ahead of the Bikes on Trams policy report that was due to be received by the Bee Network Committee, officers would contact Edinburgh for an assessment of issues faced and gather operator views on their recently introduced cycle access trail.
10. That it be noted that a report on the school travel policy for GM would be brought to a future meeting.

BNC/52/23 Local Transport Plan - Refreshing Our Vision

Consideration was given to a report that introduced an engagement document, 'Renewing Our Vision' which set out how GM was proposing to update the Local Transport Plan vision. The report was a high-level document which would be used to engage with stakeholders as the refreshed Local Transport Plan is developed.

Members welcomed the report and the update on plans to create a further 500 more accessible bus stops as well as the CRSTS capital funding allocated to deliver further Access for All schemes to rail stations as it was seen as part of developing a fully inclusive and affordable sustainable transport system for all. Officers advised that details of the scheme would be shared with Committee once made available.

Given the scale of the overall rail station development, it was felt that the funding allocated would be insufficient and therefore as part of plans to bring rail under local control there should be an ask for additional funding to improve both accessibility and infrastructure at all rail stations in GM.

Achieving the Right Mix targets across GM would be a differing picture given that there were already established modes of travel in the regional centres however would not be applicable to rural areas. Therefore, it was suggested that GM might want to consider utilising Park & Ride schemes to support the system and to look at adopting zonal targets as opposed to a blanket Right Mix target for GM.

It was agreed that future iterations of the report would include route performance data and would be utilised to inform future network planning.

With regards to the comments raised around the funding available to cover cost of safety scheme officers advised that a further report on Vision Zero had been scheduled for January where members would be allowed the opportunity to raise further comments.

Officers explained that plans were underway to engage with a range of stakeholders including different planning authorities in Greater Manchester various different transport operators, business partners, as well as neighbouring authorities to consider those cross-boundary links.

RESOLVED/-

1. That the development of a Greater Manchester's transport vision as part of a refreshed Local Transport Plan be noted.
2. That the attached 'Renewing Our Vision' stakeholder engagement document for approval by the GMCA be endorsed.
3. That it be noted that future reports would include route performance data and would be utilised to inform future network planning.

BNC/53/23 Greater Manchester Transport Network Performance

Consideration was given to a report that provided the first quarterly performance update covering the period August 2023 to October 2023.

- Franchised bus services are now outperforming the non-franchised network, with an improvement plan in place to driver up performance further.
- Metrolink performed very well during the period with patronage continuing to grow.
- Train performance continues to be adversely affected by Network Rail infrastructure and external delay, crew availability and seasonal railhead conditions. A succession of recent severe weather events further added to overall declines in punctuality and increases in the number of cancellations.
- The cycle hire scheme continues to be well used with bike availability increasing each month as a result of the recovery plan introduced in response to high levels of bike damage and theft.
- A range of safety campaigns for drivers and public transport passengers have been delivered aligned to seasonal changes in conditions and travel behaviour.

In terms of reducing the number of casualties, it was reported that GM had a higher success rate in comparison to the rest of the UK however members urged officers to continue working towards aiming for zero casualties on the network.

Cycle hire usage continues to remain above target. The return of students from September and improved availability of bikes has both driven the increase in daily rides.

With regards to Metrolink, it was noted that there had been an increase in patronage in September and October. Officers added that patronage was expected to grow further in the run up to festive period and that farebox revenue throughout this period has been in line with budgets. September also saw the launch of Metrolink's crack down on fare evasion with additional staff, new tactics such as plain clothes operations and an increase to the penalty fare. This has been very positively received by passengers and was likely to be supporting growth in passenger journey numbers.

There had been a drop in the reliability and punctuality of non-franchised services therefore officers were urged to continue monitoring services to avoid further slippage. Officers welcomed the comments and advised members of the interventions in place to support non franchised areas including the work being done with Highways Authorities to improve service performance. It was felt that it would be appropriate for future reports would include route performance data and would be utilised to inform future network planning.

Safety was seen as an essential factor to increasing patronage on the network. Officers advised that as plans of improving safety on the network, through operation AVRO there had been increased stop and search activity with the view to deterring knife crime on the network. Further work was also being done with education institutes to influence behaviours.

RESOLVED/-

That the contents of the Greater Manchester Transport Network Performance report be noted.

This report seeks approval for Active Travel funding for improvements for walking and wheeling at signalised junctions, and three Stockport MBC schemes in Romiley, Ladybrook and Heatons Link. Members are also asked to note the current CRSTS1 and 2 position.

Members welcomed the funding towards active travel schemes as it was seen essential to improving the overall connectivity of the network.

RESOLVED/-

1. That the current position in relation to CRSTS1 and CRSTS2 be noted.
2. That the drawdown of Active Travel Fund (ATF) funding be approved as follows:
 - £1.51m of additional ATF4 funding to enable full approval and delivery of the GM walking and wheeling at signalised junctions scheme;
 - £0.18m of ATF4 funding to enable the development of the Stockport, Romiley to Stockport Route scheme;
 - £0.33m of ATF4 funding to enable the development of the Stockport, Ladybrook Valley scheme;
 - £0.23m of ATF4 funding to enable the development of the Stockport, Heatons Link Phase 2 scheme.

BNC/55/23 Network Planning and Review Process - Part A

Consideration was given to a report that set out the proposed process for future reviews of the franchised bus network. TfGM has been responsible for the day-to-day management of franchised services and has been already working with Tranche 1 operators to improve services for passengers by making changes to timetables, frequencies or adding extra buses where needed, with a number of changes to be introduced from January 2024. More significant changes such as the introduction of new routes, withdrawal of routes, or major changes to routes or frequencies would be considered as part of a network review process.

Members welcomed the report and requested that the Committee be kept informed of changes through regular updates.

Sought clarity on the position of Oldham to Huddersfield services beyond March 2024. Officers explained that post March 2024 this area would be managed by a cross boundary franchised service.

It was noted that work was needed to be done to turn around decades' worth of decline therefore members welcomed a separate training session to understand the costs involved to establishing services and an understanding of how the network is managed.

RESOLVED/-

1. That the proposed approach to reviewing and evolving the franchised bus network through a programme of Network Reviews be endorsed.
2. That the proposed Network Planning Guidelines be approved.
3. That the 12-month programme of Network Reviews be approved.
4. That the changes to the non-franchised network set out in Appendix 3 be noted.
5. That the proposed changes to subsidised services as set out in Appendix 3 be approved.

BNC/56/23 Dates & Times of Future Meetings

- 25 January; 2 - 4 PM
- 22 February; 2 - 4 PM
- 21 March; 2 - 4 PM

BNC/57/23 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/58/23 Network Planning and Review Process (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 17TH JANUARY 2024 AT THE MECHANIC INSTITUTE

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
Oldham Council	Councillor Josh Charters
Oldham Council	Councillor Pam Byrne
Salford CC	Councillor David Lancaster
Stockport Council	Councillor Dena Ryness
Stockport Council	Councillor Mark Roberts
Trafford Council	Councillor Stephen Adshead
Trafford Council	Councillor Tom Ross

OFFICERS IN ATTENDANCE:

GMCA Treasurer	Steve Wilson
GMCA Deputy Monitoring Officer	Gwynne Williams
GMCA Waste & Resources	David Taylor
GMCA Waste & Resources	Justin Lomax
GMCA Waste & Resources	Michael Kelly
GMCA Finance	Lindsey Keech
GMCA Waste & Resources	Michelle Whitfield
GMCA Waste & Resources	Paul Morgan
GMCA Environment	Sarah Mellor
GMCA Environment	Michelle Lynch
GMCA Governance & Scrutiny	Kerry Bond
GMCA Governance & Scrutiny	Kaja Davies – T Level Student

DISTRICT OFFICERS IN ATTENDANCE:

Bury Council	Daniela Dixon
Rochdale Council	Jo Oliver
Rochdale Council	Anthony Johns

WRC 23/21 APOLOGIES

Apologies for absence were received and noted from Councillors Shaukat Ali (Manchester), Arnold Saunders (Salford) and Denise Ward (Tameside).

Apologies were also received and noted from Tom Ross (Portfolio Leader) and Eamonn Boylan, (Portfolio Chief Executive).

WRC 23/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

There were no announcements or items of urgent business reported.

WRC 23/23 DECLARATIONS OF INTEREST

RESOLVED/-

1. That it be noted that Councillor Quinn declared an interest in Section 2 (City of Trees Planting Proposals) of item 7 – Capital and Asset Management Plan Project Update.

RESOLVED/-

That the minutes of the meeting held on 11 October 2023 be approved as a correct record.

WRC 23/25 CONTRACTS UPDATE

Justin Lomax, Head of Contract Services and Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team introduced a report which provided an overview on the performance of the Waste and Resource Management Services (WRMS) and Household Waste Recycling Centre Management Services (HWRCMS) Contracts, and key issues currently affecting the waste management services.

The report presented cumulative annual data, for the period up to the end of September 2023 for the two contracts held by Suez. An overview of the cumulative data, total waste arisings, and contamination levels, landfill diversion, HWRC recycling rate, overall recycling rate, HWRC visit levels and tonnage rates were also provided.

The report outlined three events that had occurred between April and September 2023 that are reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR).

A consultation to reform the 2013 Waste Electrical and Electronic Equipment (WEEE) Regulations was launched on 28 December 2023 in a bid to increase separately collected WEEE for recycling and re-use. Discussions are taking place with local authority officers around how this may impact districts collections of these types of waste.

Officers confirmed that links to communication and resources packages regarding kerbside recycling will be shared with local authority officers and Members.

Members were informed that the most recent verified local authority performance data issued by Defra, relating to the 2021/22 financial year, show that GMCA has a recycling rate of 50.9%, the 5th highest performance out of 29 disposal authorities.

Members requested that rejection rates data by district be shared.

Officers confirmed that separate checks on waste is carried out by Suez prior to the waste being sent to the recyclers.

DEFRA are carrying out a piece of work to analyse the amount of packaging in street litter bins, with payments for the management of packing starting in the 2nd scheme year (2026/27).

RESOLVED /-

1. That the report be noted.
2. To agree that the DEFRA Performance Figures for 2021/22 be shared with members.
3. To agree that links to communication and resources packages regarding kerbside recycling be shared with local authority officers and Members.

WRC 23/26 HOUSEHOLD WASTE RECYCLING CENTRE ACCESS POLICY REVIEW

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team introduced a report presenting several strands of evidence to assess the impact of restricting access to the Household Waste Recycling Centres (HWRC) on achieving the aims of the Policy, including:

- User visits analysis
- Reduction in tonnages
- Recycling performance
- Evidence that the policy is achieving its aims

Members raised concerns of staff safety at the recycling centres.

Officers confirmed that access to sites by community groups and voluntary groups can be arranged via districts officers.

Members requested a breakdown of data for access refusal to sites.

Officers confirmed that simpler and faster access to permit applications will be investigated at the next review of the system.

RESOLVED /-

1. That the report and the findings of the impact assessment be noted.
2. That the amendment of the Controlled Waste Regulations as regards “DIY waste” be noted.
3. To agree that officers liaise with districts to arrange access for community and voluntary sectors to recycling centres.
4. To agree that a breakdown of data for access refusal to sites be requested from Suez.

**GMCA 23/27 CAPITAL PROGRAMME AND ASSET MANAGEMENT
UPDATE**

Councillor Alan Quinn declared an interest in the report and vacated the Chair for the discussion.

Councillor Stephen Adshead, Trafford Council, took the Chair for this item of business.

Michael Kelly, Head of Engineering and Asset Management, GMCA Waste and Resources Team presented proposals for a new Materials Recovery Facility (MRF) and the City of Trees planting projects that are due to commence in 2024.

Due to new obligations under the Simpler Recycling element of the National Resources and Waste Strategy (RaWS) for all local authorities from 2026 to recycle pots, tubs, and trays (PTTs) and plastic films/soft flexible plastics from 2027. A review of the Longley Lane MRF has taken place confirming that the facility doesn't have the capacity or capability to capture the additional material types and would require significant modifications and additional third-party capacity would need to be sourced to process the additional recycling.

An appraisal has been carried out, considering four different options with a recommendation, approved at GMCA's December 2023 meeting, to implement a phased approach to refurbish Salford Road IVC, c.£2 to £3M, and install a new MRF, c.£15-£18m. Once construction is complete in January 2027, the Longley Lane Plant will be decommissioned creating operational space for alternative future uses, potentially, a washing and flaking plant.

The City of Trees (CoT) aim to tackle climate change through planting and woodland restoration across Greater Manchester (GM), they have an ambition to plant one tree for every resident in GM. The GMCA have offered the use of two areas of former landfill at Bredbury and Chichester Street that can be used to plant trees which will be managed by CoT for 3 years, following this and for up to 15 years CoT will make site inspections and carry out any remedial works. After 15-years, all trees will be the responsibility of the GMCA as the landowner to manage and maintain.

RESOLVED /-

1. That the report be noted.
2. That the planting proposals and arrangements with City of Trees for the Bredbury and Chichester Street sites be approved.
3. That officers make introductions between City of Trees and the Salford Brookhouse site owners.

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team presented a report detailing the steps required to develop a strategy to manage kerbside collected biowaste from May 2026 and the process for the procurement of biowaste treatment contracts.

The GMCA will be requested to approve a strategy for procurement of treatment capacity for mixed garden and food waste and a market testing exercise for the potential development of dry anaerobic digestion (AD), following the suggested timeline:

April- June 2024: run a 2026-29 Biowaste Framework procurement process

July 2024: contract award, delegated to the GMCA Head of Paid Service in consultation with the GMCA Treasurer and the Portfolio Lead for Green Cities

April-June 2024: run market testing exercise of dry AD/IVC treatment capacity

July 2024: evaluation and dialogue of the market testing exercise

September 2024: evaluation findings to be presented to the GMCA for approval.

Members were advised that there is the option for further procurement for contracts from 2029-34.

Officers confirmed that a dry anaerobic digestion system can accept garden waste, it has a different process of how material is dealt with, producing less digestate but more solid fertiliser, when seeking market interest specific technologies will be stressed to ensure maximum carbon return from the material. Feedback from a visit to a dry AD facility will be shared with members.

Members agreed that more stability and vision is required from DEFRA and the government.

RESOLVED /-

1. That the content of the report and proposed strategy be noted.
2. To agree that feedback following an officer visit to an anaerobic digestion in-vessel composting facility will be shared with members.
3. To agree that update reports be brought to future meetings.

GMCA 23/29 THE MANAGEMENT OF CARBON EMISSIONS FROM NON-RECYCLABLE RESIDUAL WASTE

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team updated members on the progress of the introduction of the UK Emissions Trading Scheme for carbon emitted from energy from waste facilities and the impact on the GMCA; a proposal for the capture and storage of carbon generated at the Runcorn thermal power station, and members approval to write a letter of support to Viridor to enable further discussions on how the scheme will operate and to identify risks and mitigations.

The government consulted on the inclusion of the energy from waste (EfW) sector in the existing UK Emissions Trading Scheme (UK ETS) – effectively a levy on the emission of fossil carbon to the atmosphere. From 2028 everyone that sends waste to an energy from waste facility will have to pay a fossil carbon element of the emissions trading scheme. The potential cost for the GMCA being modelled at up to c.£19m per annum based on current carbon trading prices. Waste from Raikes Lane will be subject to these levy charges.

Runcorn EfW facility is one of two facilities currently actively pursuing the possible construction of carbon capture and storage technology supported by the Department for Energy Security & Net Zero (DESNEZ) which may provide an opportunity for GMCA to claim that CO₂ generated by its waste is not emitted to the atmosphere. Initial discussions with Viridor, the EfW operator and project developer for carbon capture have taken place.

Members supported the proposal for the capture and storage of carbon generated at the Runcorn thermal power station.

RESOLVED /-

1. That the report and the potential implications of the UK Emissions Trading Scheme on GMCA residual waste management costs be noted.
2. That the proposal for the capture and storage of carbon emitted from the thermal recovery of residual waste at the Runcorn thermal power station and the potential implications for the GMCA as a significant supplier of residual waste to that facility be noted.
3. That an in-principal letter of support for the carbon capture project and the exploration of the opportunities, implications and potential impacts be approved.
4. That further update reports be brought to this Committee to enable members gain a better understanding of carbon capture and storage.

**GMCA 23/30 BUDGET AND LEVY 2024/25 AND MEDIUM-TERM
FINANCIAL PLAN TO 2026/27**

Steve Wilson, GMCA Treasurer presented a report detailing the budget and levy for 2024/25 and the Medium-Term Financial Plan to 2026/27, delivered by:

A total levy requirement for 2024/25 of £174.3m, which represents a 3.1% average increase over 2023/24, the levy changes at a local authority level range from 1.3% to 5.0%, and the medium-term financial plan proposed levy charges of £180.8m in 2025/26 and £189.2m in 2026/27.

A c.£9m forecast underspend for the 2023/24 waste budget is predominantly driven by a reduction in tonnages across Household Waste Recycling Centres and forecast income from paper, card and commingled waste being above budget which is expected to continue into 2024/25.

Discussions are underway with district Treasurers regarding the possibility of returning reserves to districts.

RESOLVED /-

1. That the forecast outturn for 2023/24 be noted.
2. That the proposed 2025/26 trade waste rate of £138.93 to allow forward planning by GM Local Authorities be noted.
3. That the capital programme for 2024/25 as set out at Appendix A of the report be noted.
4. That the budget and levy for 2024/25 of £174.3m (3.1% increase) be noted.
5. That the risk position set out in the Balances Strategy and Reserves be noted.

GMCA 23/31 SUSTAINABLE CONSUMPTION AND PRODUCTION UPDATE

Sarah Mellor, Head of Sustainable Consumption and Production and Michelle Lynch, Principal Sustainably Consumption and Production officer, GMCA introduced a report and presentation which provided an update on several key projects within the Greater Manchester (GM) Sustainable Consumption and Production Action (SCP) Plan, and on the development of the 5-year Environment Plan.

Key activities include:

1. Moving to a Circular Economy
 - a) Scope 3 Emission analysis due to be completed by the end of January with the toolkits developed by the end of March.
 - b) Food Waste, working with Manchester City Council to maximise redistribution of avoidable food waste out of the system in GM.
 - c) Single Use Plastic Pact, including refill projects and the commitment for GM to become a refill destination with a communication drive to raise awareness and

increase accessibility of refill and reuse options; a Schools Eco Refill Pilot will begin in February and two new e-modules on single use plastics and the GCMA Sustainability Strategy.

- d) The Foundational Economy Innovation Fund.
2. Managing Waste Sustainably: Interim Waste Strategy workshop to model an Interim Waste Plan.
3. New 5 Year Environment Plan structure and timeline to launch at the Green Summit towards the end of the year.

Members requested that details of the Refill Pilot in schools be shared with members.

Officers confirmed that Manchester Metropolitan University and the University of Manchester support with research evidence on various projects relating to circular economy, work is shared with district officers.

RESOLVED /-

1. That the progress of the key areas of activity currently being undertaken be noted.
2. To agree that the detail of the Refill Pilot in schools be shared.
3. That an update to the next meeting on behaviour insights be approved.

GMCA 23/31 DATES AND TIMES OF FUTURE MEETINGS

Thursday 14th March 10am-12noon

RESOLVED /

1. That the date and time of the next meeting be rearranged.

GMCA 22/32 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 23/33 CONTRACTS UPDATE

Justin Lomax, Head of Contract Services and and Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team updated members on the updating on the performance and commercial issues relating to the Waste and Resources and Household Waste Recycling Centre Management Services Contracts and on the Rail Wagon Capital Replacement Programme.

RESOLVED/-

1. That the contract updates and key risks set out at sections 1 and 2 of the report be noted.
2. That section 3 of the report on the Wagon Capital Replacement Programme be noted.
3. That the capital expenditure of eleven replacement rail wagons be approved.

GMCA 23/34 PROVISION OF FUTURE WASTE DISPOSAL SERVICES

David Taylor, Executive Director, GMCA Waste and Resources Team presented a report detailing the outcome of an options appraisal for the future provision of waste disposal services from June 2026.

RESOLVED/-

1. That the outcome of the contract procurement options appraisal for the Waste and Resources and Household Waste Recycling Centre Management Services Contracts be noted.
2. That the recommendation for the GMCA to not enter into procurement for a contract commencing in 2026 and the commencement of discussions with Suez on the extension of the contracts in accordance with contract clauses be noted.

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MINUTES OF THE MEETING OF THE GM AIR QUALITY ADMINISTRATION COMMITTEE HELD ON 20 DECEMBER 2023 AT THE GMCA OFFICES

PRESENT:

Manchester	Councillor Tracey Rawlins - Chair
Bolton	Councillor Richard Silvester
Bury	Councillor Alan Quinn
Oldham	Councillor Abdul Jabbar
Rochdale	Councillor Tom Besford
Salford	Councillor Mike McCusker
Stockport	Councillor Mark Roberts
Tameside	Councillor Denise Ward
Trafford	Councillor Aidan Williams
Wigan	Councillor Paul Prescott

OFFICERS IN ATTENDANCE:

GMCA	Gillian Duckworth
GMCA	Kerry Bond
TfGM	Megan Black
TfGM	Frank Tudor
TfGM	Martin Lax
TfGM	Nigel Bellamy
TfGM	Kate Jackson

AQC 23/12 APOLOGIES

Apologies for absence were received and noted from Councillor Eamonn O'Brien (Portfolio Leader) and Eamon Boylan, GMCA & TfGM Chief Executive.

AQC 23/13 DECLARATIONS OF INTEREST

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

AQC 23/14 CHAIR’S ANNOUNCEMENTS AND URGENT BUSINESS

There were no Chair’s announcements or urgent business.

AQC 23/15 THE MINUTES OF THE MEETING HELD ON 13 JULY 2023

RESOLVED /-

That the minutes of the meeting held on 13 July 2023 be approved, as a correct record.

AQC 23/16 GM CLEAN AIR PLAN – DECEMBER 2023 UPDATE

The Chair opened the item advising Members that the Greater Manchester (GM) Joint Clean Air Scrutiny Committee held their inaugural meeting on 18 December where they provided feedback on the report being considered on this agenda. As part of this feedback the Committee commended the recommendations with the following additional comments and recommendations:

- That the population health need for cleaner air remains first and foremost.
- That the GM Authorities need to be clear with the public of the overall cost of developing, implementing, and decommissioning the Clean Air Plan from the outset in order to build public trust for the proposed investment approach.
- That there is significant concern that the National Highways and motorway network remain exempt from being required to improve air quality.

- That assurances have been sought that the modelling undertaken has been done using the best currently available data.
- That continued efforts are required to address the congestion caused by roadworks across GM, whilst also recognising that local measures should also be considered to address the number of short journeys taken by car.
- That following the Government's decision on the final approach, any additional use of Automatic number-plate recognition (ANPR) cameras will be subject to public consultation.
- That the GMCA should continue to lobby for additional powers to enforce antisocial behaviour, dangerous driving, and speed exceedances on our road network in support of the proposed city centre interventions.
- That the Clean Air Plan process is subjected to a lessons learned review in due course by persons not involved in the current process, with a focus on how Local Authorities, the GMCA and the Government could work more effectively together.
- That the GM Joint Clean Air Scrutiny Committee continue to keep a watching brief on this agenda as it goes forward.

Megan Black, Interim Head of Logistics & Environment, TfGM introduced the report that provided an update on the case for a new Greater Manchester Clean Air Plan, confirming that an appraisal of GM's proposed investment-led plan has been undertaken against a benchmark charging Clean Air Zone (CAZ) in the centre of Manchester and Salford.

At the meeting held in July 2023 an update was provided stating that in April 2023 the government had advised TfGM to pause any new spending on bus retrofit as it had evidence that retrofitted buses had poor and highly variable performance in real-world conditions. Following this, Joint Air Quality Unit (JAQU) issued revised guidance to local authorities producing Clean Air Plans, stating that air quality modelling should no longer assume any air quality benefits from a retrofitted bus. Government had advised that a six-month focused research programme to investigate the causes of poor bus retrofit performance and how it could be improved would be reported in Autumn 2023, to date the outputs of this study have not been made available to GM.

In the absence of the government's bus retrofit study outcomes, GM has incorporated the revised guidance from JAQU into the modelling which underpins the development of the Clean Air Plan (CAP) and have appraised GM's Investment-led Plan against the benchmark of a Clean Air Zone (CAZ) in the centre of Manchester and Salford. Evidence from the appraisal shows that only the Investment-led Plan complies with the requirement placed on the ten GM authorities to deliver compliance by 2026.

The Investment-led Plan has established that targeted investment in zero-emission buses and taxis would provide the most effective means to achieve compliance supplemented by local highway-based measures at known persistent exceedance locations.

The bus investment measures represents the most important mechanism for reducing exceedances under the Investment-led Plan due to GM operating a bus franchising scheme. Taxi measures also represent an important mechanism to reduce exceedances through licensing conditions, requiring an emissions standard for private taxis and hackney carriage vehicles to be adopted by the ten GM local authorities.

Using existing Clean Air Funds, GM propose to invest:

£51.2m to purchase 64 new zero emission buses and provide electrification required on Piccadilly Approach, at Bolton, Queens Road, and Middleton depots.

£30.5m for a Clean Taxi Fund (CTF) to support GM license owners to upgrade their vehicles.

£5m on targeted local traffic management measures to reduce Nitrogen Dioxide (NO₂) exceedance concentrations in Salford and Manchester.

Members supported the continuing lobbying of government by the GM Mayor to allow only taxis registered within GM to work within the conurbation.

Members were advised that the whole life costs of the investment-led CAP are based on high level estimates with a high level of contingency and risk built in, following confirmation of the way forward from government and discussion with suppliers the risk and contingency figures will be refined, with confidence that the figures will reduce to within the funding window.

Officers confirmed that regular discussions take place with bus suppliers and are confident that the supply of 64 zero emission buses for the CAP will be met.

Officers advised that the new CAP focusing on buses through franchising and taxis through licensing, means that a greater level of certainty can be built into the modelling with monitoring of assumptions and forecasts being tracked along with figures from other city regions and comparison of trends to ensure GM authorities can reduce harmful NO₂ levels to meet the long-term annual mean legal limit of 40 µg/m³ by 2026 as directed by government.

Members supported the recommendation, agreeing that additional use of ANPR cameras be subject to public consultation, and requested that any discussion take place within the relevant blue light committees.

Officers confirmed that there is sufficient funding for taxi and private hire vehicles across GM to upgrade to compliant vehicles and for hackney vehicles to be upgraded from compliant to zero emission.

Members were advised that GM will mobilise as soon as possible once confirmation from government has been given to remove the currently displayed clean air zone signage.

Members requested that the GM Mayor write to those councils that taxi drivers are exploiting the licencing gap to highlight the concerns raised.

RESOLVED /-

1. That the update from the Clean Air Scrutiny Committee held on 18 December 2023 be noted.
2. That the latest position with the government's National Bus Retrofit be noted.
3. To note that the modelling results now evidence that GM's proposed investment-led plan (the Investment-led Plan) can achieve compliance with legal limits of NO₂ concentrations in 2025 and that compliance is not achieved in either 2025

or 2026 under a benchmark charging CAZ C in the centre of Manchester and Salford.

4. To note that whilst it is for the government to determine what measures GM is to implement, the appraisal shows that only the Investment-led Plan complies with the requirement placed on the 10 GM Authorities to deliver compliance in the shortest possible time and by 2026 at the latest.
5. To note that bus measures represent the most important mechanism for reducing exceedances under the Investment-led Plan and are grounded in the ability of GM to control the emissions standards of vehicles operating on key routes having introduced a bus franchising scheme.
6. To note that the Investment-led Plan seeks to use £51.2 million of funds already awarded to purchase 64 Zero Emission Buses and to fund the costs for the electrification required on Piccadilly Approach, and at Bolton, Queens Road and Middleton depots.
7. That taxi measures represent an important mechanism for reducing exceedances under the Investment-led Plan and GM wants to offer £30.5 million of already awarded funding to support upgrades to help the GM licensed hackney carriage and private hire trade upgrade to cleaner vehicles (the Clean Taxi Fund) be noted.
8. That an emissions standard, requiring licensed hackney carriages (hackneys) and private hire vehicles to be a minimum of Euro 6 (diesel) or Euro 4 (petrol) by 31st December 2025, needs to have been adopted by all GM Authorities to secure compliance with legal limits in 2025 be noted.
9. That each GM Authority puts appropriate arrangements in place to facilitate a transitional start date for the implementation of emission standards by the 1st January 2025 with the end transition date being the 31st December 2025 be agreed.
10. That the Investment-led Plan proposing taxi funding being issued directly to applicants, subject to meeting the relevant criteria and production of relevant evidence be noted.
11. To note that the Investment-led Plan seeks to use £5 million of funds already awarded to deliver targeted local measures to reduce NO₂ exceedance

concentrations at Regent Road (Salford), Quay Street and Great Bridgewater Street (Manchester) sites.

12. That funding awarded by government to help van, minibus, coach, HGV owners upgrade and mitigate against the economic impact of a GM-wide Category C charging Clean Air Zone that has not been committed would be redistributed under GM's Investment-led Plan be noted.
13. That the funding for HGVs should be closed to new applicants and applicants that have an existing funding award should be given to 1st January 2025 to spend the committed funding be agreed.
14. To note that from an equality impacts perspective, the Investment-led Plan would deliver an air quality improvement that benefits individuals with protected characteristics. An air quality improvement is likely to be faster for the Investment-led Plan than a benchmark CAZ due to the former achieving compliance earlier.
15. To agree that government be requested to give urgent consideration to agreement to the removal of the 1309 signs installed for a GM-wide category C charging Clean Air Zone across GM and its boundary Authorities, as the appraisal shows that only the Investment-led Plan meets the legal requirement to deliver compliance in the shortest possible time and by 2026 at the latest and therefore the signs are no longer required.
16. That the Investment-led Plan would require an additional £22.9m of funding versus £56m for a benchmark CAZ when considering whole life costs be noted.
17. That a delegation be made to the Chief Executive, GMCA and TfGM, in consultation with the GM Clean Air Lead to approve the final submission of material to the Government's Joint Air Quality Unit and deal with any supplementary requests from the Joint Air Quality Unit in support of the appraisal be agreed.
18. That Members support the continuing lobbying of government by the GM Mayor to allow only taxis registered within GM to work within the conurbation be agreed.
19. To agree that the GM Mayor writes to those councils who's taxi drivers are exploiting the licencing gap, to highlight concerns raised.

AQC 23/17 GM CLEAN AIR PLAN EXPENDITURE UPDATE

Megan Black, Interim Head of Logistics & Environment, TfGM introduced the report that provided Members with an update on the funding received from Government, the expenditure made and the funding requirements that have emerged as the new Greater Manchester Clean Air Plan is developed to the end of November 2023

RESOLVED /-

1. To note that the report provides further details on the aggregate spend following on from the “GM Clean Air Plan – Expenditure Update” dated 26 October 2022 which provided spend to the end of September 2022;
2. That the funding received from Government, the expenditure made and the funding requirements that have emerged as the Greater Manchester Clean Air Plan has been developed be noted.
3. That an additional £8.2 million of forecast expenditure, for the fiscal year 2023/24, requires funding from JAQU and is subject of an additional funding request to cover the ongoing case development work as well as the operational costs for the Clean Air Zone and Financial Support Scheme be noted.
4. To note that TfGM and JAQU reached an agreement in Q4 2022/23 over the funding required to fund the continued development of the GM Clean Air Plan to fill the gap that would have been covered by the Clean Air Zone revenues and £12.2 million was provided to fund that shortfall and covered the period up to 31st March 2023;
5. To note that TfGM is unable to materially change or terminate the contracts that have been put in place for the delivery of a charging Clean Air Zone or the delivery of the Financial Support Scheme, until a formal decision is received from the government.

AQC 23/18 DATES AND TIMES OF FUTURE MEETING

RESOLVED /-

To note that future meeting requirements are being clarified and will be notified to members following consultation with the Chair.

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GREATER MANCHESTER COMBINED AUTHORITY

Date: 26th January 2024
Subject: Mayoral General Budget and Precept Proposals
Report of: Andy Burnham, Mayor of Greater Manchester

PURPOSE OF REPORT

To set out the proposals for the Mayoral General Budget and precept for 2024-25 for consideration by the members of the GMCA. Unique amongst Mayoral Combined Authorities, the proposals being made include a significant element for the Fire Service which had previously fallen to the GM Fire and Rescue Authority to determine. The report includes details supporting the proposed precepts for the Mayoral General Budget as shown at paragraph 3.

RECOMMENDATIONS:

The GMCA is recommended:

1. To consider my proposal to increase the Mayoral General Precept by £5 to £112.95 (for a Band D property), comprising of:
 - i) Functions previously covered by the Fire and Rescue Authority - precept of £81.20 (**£5 increase**);
 - ii) Other Mayoral General functions - precept of £31.75 (**no increase**).

2. To note and comment on:
 - i). the overall budget proposed for the Fire and Rescue Service,

- ii). the use of the reserves to support the revenue and capital budgets, and the assessment by the Treasurer that the reserves as at March 2025 are adequate,
 - iii). the proposed Fire Service capital programme and proposals for funding,
 - iv). the medium-term financial position for the Fire and Rescue Service covered by the Mayoral precept
3. To note and comment on the detailed budget proposals for other Mayoral functions;
 4. To note and comment on the use of reserves as set out in Paragraph 3.3 of the report;
 5. To consider whether they would wish to submit any written comments to the Mayor in line with the legal process and timetable described in this report; and
 6. To note that at its meeting on 9 February 2024 there will be an updated budget submitted, consistent with the precept proposals, to reflect final tax base and collection fund calculations and the final baseline funding settlement.

CONTACT OFFICERS:

Name: Steve Wilson, Treasurer to GMCA
E-Mail: steve.wilson@greatermanchester-ca.gov.uk

Name: Rachel Rosewell, Deputy Treasurer to GMCA
E-Mail: rachel.rosewell@greatermanchester-ca.gov.uk

Name: Tracey Read, Head of Finance
E-Mail: tracey.read@greatermanchester-ca.gov.uk

Equalities Implications: N/A

Climate Change Impact Assessment and Mitigation Measures: N/A

Risk Management – An assessment of the potential budget risks faced by the authority are carried out quarterly as part of the monitoring process. Specific risks and considerations for the budget 2024/25 insofar as they relate to the Fire Service are detailed in Part 2.

Legal Considerations – See Appendix 1 of the report.

Financial Consequences – Revenue – The report sets out the planned budget strategy for 2024/25 and future years.

Financial Consequences – Capital – Proposals for Fire and Rescue Services capital spend are set out within Part 2 of the report.

BACKGROUND PAPERS:

GMCA – Mayoral General Budget and Precept Proposals 2023/24 – 10 February 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?

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

7th February 2024

1. INTRODUCTION

1.1 The purpose of this report is to notify the GMCA of the Mayor's draft budget for 2024/25, setting out proposed spending to meet the costs of Mayoral general functions. The GMCA must review the draft budget and report before 8th February to confirm whether it would approve the draft budget in its current form or make alternative recommendations. If no such report is made before 8th February, then the draft budget shall be deemed to be approved.

1.2 The Mayoral General Budget 2024/25 is set out in two parts:

1.2.1 Part 1 - Mayoral General Budget 2024/25 (excluding Fire and Rescue).

There is **no proposed increase** to the Mayoral General precept for 2024/25 the existing precept of £31.75 will continue to be used to support:

- The 'A Bed Every Night' emergency response scheme to reduce rough sleeping in Greater Manchester and continue to support local schemes and homelessness partnerships to end rough sleeping. This scheme is supplemented by financial support from the Greater Manchester Integrated Care Partnership, Probation Service and other partners across Greater Manchester.
- The 'Our Pass' scheme for a further 12 months from September 2024, providing free bus travel within Greater Manchester for 16-18 year olds.
- Care Leavers concessionary pass providing free bus travel in Greater Manchester for young people 18-21 years old who have been in care.
- Bus Reform implementation as a key step toward development of The Bee Network - an integrated 'London-style' transport system which will join together buses, trams, cycling and walking and other shared mobility services. The Mayoral precept and Earnback grant funding will fund the procurement and implementation of local bus service contracts (bus franchising) in three 'Tranches'. Tranche 1 commenced operation in

September 2023 covering Wigan, Bolton and parts of Salford and Bury, extending to the whole city region in Tranche 3 by January 2025.

- Equality panels facilitated by appropriate voluntary organisations, enabling investment in organisations which work in partnership with public services and the wider community, contributing to tackling the inequalities agenda.

1.2.2 Part 2 - Greater Manchester Fire and Rescue Service (GMFRS) Medium Term Financial Plan 2024/25 – 2026/27. There is a proposed £5 (Band D) increase to the GMFRS element of the mayoral precept. The precept increase is required to ensure, given the significant increase in inflationary pressures on both pay and non-pay budgets, there is no adverse impact on frontline fire cover. In addition to funding the unavoidable impact of these inflationary cost pressures the proposed increase will also allow additional investment in the service including an additional fire engine for GM and further investment in protection and prevention work. Together with the changes introduced through the 2023 Fire Cover Review (FCR) these changes will increase the number of fire engines across GM from 50 to 52 and allow significant investment in prevention and protection.

1.3 The Mayor therefore proposes an increase to the Mayoral General Precept (fire) for the financial year 2024/25. If the proposal is accepted, the Mayoral Precept will increase by £3.33 (6 pence per week) to £75.30 for a Band A property split between £54.14 (£1.04 per week) for the fire service and £21.16 (41 pence per week) for other Mayoral-funded services (an increase of £5.00 to £112.95 for a Band D property, with the fire service accounting for £81.20 and £31.75 for non-fire).

1.4 Although it is required to set a precept specifying the Band D Charge, by far the majority of properties, 82.0% in Greater Manchester, will be required to pay less than this amount. The following table outlines the amounts to be paid by each band and the proportion of properties which fall into each band.

2024/25	A	B	C	D	E	F	G	H
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Mayoral								
Other	21.16	24.69	28.22	31.75	38.80	45.86	52.91	63.50
Mayoral Fire	54.14	63.16	72.18	81.20	99.25	117.29	135.34	162.40
Total	75.30	87.85	100.40	112.95	138.05	163.15	188.25	225.90
Proportion of Properties	44.6%	19.8%	17.7%	9.6%	4.9%	2.1%	1.3%	0.2%

1.5 The Mayoral General Precept is part of the overall council tax paid by Greater Manchester residents and used to fund Greater Manchester-wide services for which the Mayor is responsible.

1.6 Income from Business Rates, both a share of the income collected by District Councils and a 'top up' grant, is received. As the GMCA is part of the 100% Business Rates Pilot, the previous receipt of Revenue Support Grant has been replaced by equivalent baseline funding through an increased Business Rates top up.

1.7 At the present time, both Council Tax and Business Rates income is subject to confirmation by District Councils, and the estimate of the Business Rates 'top up' grant will be confirmed in the final settlement.

2. BACKGROUND TO BUDGET PROCESS

2.1 The functions of the GMCA which are currently Mayoral General functions are:

- Fire and Rescue
- Compulsory Purchase of Land
- Mayoral development corporations
- Development of transport policies
- Preparation, alteration and replacement of the Local Transport Plan
- Grants to bus service operators
- Grants to constituent councils

- Decisions to make, vary or revoke bus franchising schemes

- 2.2 The sources of funding for Mayoral costs, to the extent that they are not funded from other sources, are precept or statutory contributions (not Fire). A precept can be issued by the Mayor to District Councils as billing authorities. The precept is apportioned between Districts on the basis of Council Tax bases and must be issued before 1st March.
- 2.3 Constituent councils can make statutory contributions to the Mayor in respect of Mayoral functions where authorised by a statutory order but they require at least 7 members of the GMCA (excluding the Mayor) to agree (Fire cannot be met from statutory contributions).
- 2.4 In terms of timetables, I must, before 1st February notify the GMCA of my draft budget in relation to the following financial year. The draft budget must set out the proposed spending and how I intend to meet the costs of my General functions.
- 2.5 The GMCA must review the draft budget and may make a report to the Mayor on the draft. The Authority must make such a report before 8th February and must set out whether it would approve the draft budget in its current form or make alternative recommendations. If no such report is made before 8th February then the draft budget shall be deemed to be approved.
- 2.6 A full, legal description of the process is attached at Appendix 1.

3. MAYORAL GENERAL BUDGET SUMMARY 2024/25

- 3.1 The table below shows the summary of gross and net budget for Mayoral General Budget including GMFRS budget for 2024/25:

Budget Summary 2024/25	Gross	Gross	Net
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	Expenditure £000	Income £000	Estimate £000
Fire Service Budget	137,908	3,814	134,094
Other Mayoral General Budget	140,105	27,384	112,721
Capital Financing Charges	2,259	0	2,259
Contribution from balances/reserves	0	829	-829
Budget Requirement	280,272	32,027	248,245
Localised Business Rates		10,743	-10,743
Business Rate Baseline		51,281	-51,281
Services Grant		204	-204
Section 31 Grant - Business Rates		7,707	-7,707
Section 31 Grant - pensions		0	0
Transport - Statutory Charge		86,700	-86,700
Collection Fund surplus/-deficit	0	688	-688
Precept requirement	280,272	189,350	90,922

3.2 The full calculation of aggregate amounts under Section 42A (2) and (3) of the Local Government Finance Act 1992 as updated in the Localism Act 2011 is shown at Appendix 2.

3.3 Taking account of the budget proposals outlined in this paper, the reserves for both Mayoral and GMFRS for 2023/24 are as follows:

Mayoral and GMFRS Reserves	Closing Balances 31 March 2023 £000	Transfer out/(in) 2023/24 £000	Projected Balance March 2024 £000	Transfer out/(in) 2024/25 £000	Projected Balance March 2025 £000
General Reserve - Mayoral & GMFRS	-12,093		-12,093		-12,093
Bus Services Operators Grant	-4,049	1,955	-2,094		-2,094
Our Pass Reserve	-3,553	700	-2,853	1,700	-1,153
A Bed Every Night	-2,511	2,511	0		0
Capital Reserve	-10,870	-2,842	-13,712		-13,712
Capital Grants Unapplied	-12		-12		-12
Earmarked Budgets Reserve	-8,075	287	-7,788	829	-6,959
Revenue Grants Unapplied	-6,832	273	-6,559		-6,559

Insurance Reserve	-2,600		-2,600		-2,600
Business Rates Reserve	-1,128		-1,128		-1,128
Restructuring Reserve	-418		-418		-418
Innovation and Partnership CYP	-127		-127		-127
Transformation Fund	-3,604		-3,604		-3,604
Total Mayoral & GMFRS Reserves	-55,872	2,884	-52,988	2,529	-50,459

3.4 The current General Fund Reserve balance stands at £12.093m, this is considered an appropriate level and there is no planned use of this reserve.

4. LEGAL ISSUES

4.1 In coming to decisions in relation to the revenue budget, I have various legal and fiduciary duties. The amount of the precept must be sufficient to meet the Mayor's legal and financial commitments, ensure the proper discharge of my statutory duties and lead to a balanced budget.

4.2 In exercising my fiduciary duty, I should be satisfied that the proposals put forward are a prudent use of my resources in both the short and long term and that they are acting in good faith for the benefit of the community whilst complying with all statutory duties.

4.3 Given that I intend to make firm proposals relating to the Fire Service budget at the February meeting, there will be a need to reassess the overall prudence of the budget, but at this stage, there are sufficient reserves available to ensure a balanced budget is set.

Duties of the Treasurer (Chief Finance Officer)

4.4 The Local Government Finance Act 2003 requires the Chief Finance Officer to report to the Mayor on the robustness of the estimates made for the purposes of the calculations and the adequacy of the proposed financial

reserves. I have a statutory duty to have regard to the CFO's report when making decisions about the calculations.

- 4.5 Section 28 of the Local Government Act 2003 imposes a statutory duty on the Mayor to monitor during the financial year the expenditure and income against the budget calculations. If the monitoring establishes that the budgetary situation has deteriorated, I must take such action as I consider necessary to deal with the situation. This might include, for instance, action to reduce spending in the rest of the year, or to increase income, or to finance the shortfall from reserves.
- 4.6 Under Section 114 of the Local Government Finance Act 1988, where it appears to the Chief Finance Officer that the expenditure of the Mayoral General budget incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure, the Chief Finance Officer has a duty to make a report to the Mayor.
- 4.7 The report must be sent to the GMCA's External Auditor and I/the GMCA must consider the report within 21 days at a meeting where we must decide whether we agree or disagree with the views contained in the report and what action (if any) we proposes to take in consequence of it. In the intervening period between the sending of the report and the meeting which considers it, the GMCA is prohibited from entering into any new agreement which may involve the incurring of expenditure (at any time) by the GMCA, except in certain limited circumstances where expenditure can be authorised by the Chief Finance Officer. Failure to take appropriate action in response to such a report may lead to the intervention of the External Auditor.

Reasonableness

- 4.8 I have a duty to act reasonably taking into account all relevant considerations and not considering anything which is irrelevant. This Report

sets out the proposals from which members can consider the risks and the arrangements for mitigation set out below.

Risks and Mitigation

4.9 The Treasurer has examined the major assumptions used within the budget calculations and considers that they are prudent, based on the best information currently available. A risk assessment of the main budget headings has been undertaken and the level of reserves is adequate to cover these.

5. PART 1 - PROPOSED MAYORAL GENERAL BUDGET 2024/25 (EXCLUDING FIRE & RESCUE)

5.1 This section provides the proposed Mayoral General Budget (excluding Fire & Rescue) for 2024/25. The Mayoral General Budget funds the Mayor's Office and Mayoral functions including Transport. The budget for 2024/25 is a proposed £140.105m to be funded from Precept income, Transport Statutory Charge, reserves, grants and external income.

5.2 The table below sets out the 2023/24 budget and 2024/25 proposed budget:

Mayoral Budget	2023/24 Original Budget	2024/25 Proposed Budget
	£000	£000
Employee Related	496	500
Supplies and Services	15	15
Travel Related	15	15
Corporate Recharge	826	851
Mayoral Priorities		
A Bed Every Night	2,400	2,400
Equality Panels	350	350
Other Mayoral Priorities	300	300
Total Mayoral Priorities	3,050	3,050
Mayoral Transport		
Bus Reform	15,895	15,895
Our Pass	16,891	17,229

Care Leavers	550	550
Bus Service Operators Grant	11,750	11,750
TfGM Revenue Grant	90,250	90,250
Total Mayoral Transport	135,336	135,674
Gross Expenditure	139,738	140,105
Funded by:		
Mayoral Precept	-25,193	-25,558
Collection Fund Surplus /-Deficit	-1,059	-463
BSOG grant	-13,150	-13,150
Mayoral Capacity grant	-1,000	-1,000
Statutory charge	-86,700	-86,700
Earnback Grant	-11,045	-11,045
Other Grants	-741	-1,339
External Income	-850	-850
Gross Income	-139,738	-140,105

5.3 In relation to the level of the precept to be levied for Mayoral functions it is proposed that this is frozen at £21.16 for a Band A property and £31.75 for a Band D property which will be used to support Mayoral priorities as set out below.

5.3.1 Continuation of the A Bed Every Night (ABEN) programme, which over the last 5 years has contributed to a reduction in rough sleeping in Greater Manchester. Alongside other funding streams, this contribution is part of a three year plan to enable greater investment in other areas of homelessness response and prevention.

5.3.2 The Our Pass scheme which provides free bus travel within Greater Manchester for 16-18 year olds and direct access to other opportunities in the region. The Our Pass scheme is funded from a combination of Precept, reserves and other income. A budget of £17.2m is proposed for 2024/25 with a risk reserve held by TfGM if costs increase during the year, in line with the original funding strategy for the scheme agreed by the GMCA.

5.3.3 Bringing bus services under local control through a franchising scheme to deliver passenger benefits including simpler fare and ticketing and joined-up planning between bus and tram journeys. The Mayoral precept and Earnback funding will fund the procurement and implementation of local service

contracts in three 'Tranches', for which Tranche 1 commenced operation in September 2023 and Tranches 2 and 3 to commence operation during 2024/25.

5.3.4 Other Mayoral priorities:

- Care Leavers concessionary pass to providing a free bus travel in Greater Manchester for young people 18-21 years old that have been in care.
- Equality panels facilitated by appropriate voluntary organisations, enabling investment in organisations which work in partnership with public services and the wider community, contributing to tackling the inequalities agenda.

Statutory Transport Charge

5.4 The Mayoral Transport includes TfGM Revenue Grant budget met from the statutory transport charge of £86.7m and the Bus Service Operators Grant. Following the GMCA (Functions and Amendment) order being laid in April 2019, I was given further powers for transport functions and a £86.7m statutory charge to District Councils (with a corresponding reduction in the Transport Levy). The order also states that this amount (£86.7 million) can only be varied with the unanimous agreement of the members of the GMCA. The full breakdown by local authority is shown below:

Transport Statutory Charge 2024/25			
District	Population Mid 2022	%	£
Bolton	298,903	10.27%	8,900,127
Bury	194,606	6.68%	5,794,582
Manchester	568,996	19.54%	16,942,407
Oldham	243,912	8.38%	7,262,716
Rochdale	226,992	7.80%	6,758,907
Salford	278,064	9.55%	8,279,625
Stockport	297,107	10.20%	8,846,649
Tameside	232,753	7.99%	6,930,446
Trafford	236,301	8.12%	7,036,091
Wigan	334,110	11.47%	9,948,449
Total	2,911,744	100.00%	86,700,000

6 PART 2 - PROPOSED GREATER MANCHESTER FIRE AND RESCUE REVENUE AND CAPITAL BUDGET 2024/25

6.1 The following information provides details supporting the Greater Manchester Fire and Rescue Service Revenue and Capital Budgets.

6.2 The Medium-Term Financial Plan (MTFP) to 2026/27 has been updated, based on the 2023/24 baseline updated for pay and price inflation, known cost pressures and agreed savings.

6.3 The Chancellor announced the Spending Review in December 2023 which presented a one-year settlement as the final of the three-year government Spending Review. In relation to Fire and Rescue Services, the announcements covered the following:

- Fire & Rescue services receiving an average 6.5% increase in core spending power.
- Flexibility on council tax precept for stand-alone Fire Services of 3%
- Services Grant reduction of 84%
- Fire and Rescue Pensions Grant now included within core spending power.

6.4 The Provisional Local Government Settlement was published in December 2023 and the MTFP has been updated based on this. Final confirmation of the funding position will be confirmed in the Local Government Final Settlement due for late January / early February.

6.5 The table below presents the budget requirements incorporating pressures and savings from 2023/24 onwards:

<u>Medium Term Financial Plan</u>	Original 2023/24	Revised 2023/24	Proposed Budget 2024/25	Indicative Budget 2025/26	Indicative Budget 2026/27
	£000	£000	£000	£000	£000
Fire Service	115,365	115,365	125,437	132,391	134,095
Pay and price inflation	5,955	5,955	5,005	2,418	2,463
Savings	-712	-712	-1,629	0	0

Cost pressures and variations	4,828	4,828	5,281	-714	0
Cost of service	125,437	125,437	134,094	134,095	136,558
Capital Financing Charges	2,082	2,082	2,259	4,685	5,179
Transfer to Earmarked Reserves	2,637	2,842	0	0	0
Net Service Budget	130,156	130,361	136,353	138,780	141,737
Funded by:					
Localised Business Rates	10,649	10,743	10,743	10,743	10,743
Baseline funding	43,275	43,275	51,281	51,281	51,281
SFA - Services Grant	1,244	1,296	204	0	0
Section 31 - Business rates related	7,567	7,707	7,707	7,707	7,707
Section 31 - Pension related	5,605	5,605	0	0	0
Precept income (at £81.20 Band D)	60,463	60,433	65,364	65,854	65,854
Collection Fund surplus/deficit	531	479	225	225	225
	129,334	129,538	135,524	135,810	135,810
					0
Shortfall	822	823	829	2,970	5,927
Shortfall Funded by:					
Earmarked Reserves	822	822	829	0	0
General Reserves/Precept Increase	0	0	0	2,970	5,927
Use of Earmarked & General Reserves/Precept	822	822	829	2,970	5,927

REVENUE BUDGET ASSUMPTIONS

Funding

6.6 Funding is based on the details from the Provisional Settlement, released in December. The baseline funding from Revenue Support grant and Top-up grant has increased by £2.401m, net of pension funding as described at paragraph 6.7, from the 2023/24 position with a reduction in Services Grant of £1.092m.

- 6.7 The pension grant, previously paid under a separate Section 31 grant, has now been allocated through the Revenue Support Grant as part of the baseline funding. Payment has been added on a flat cash basis as per previous years from 2019/20 to 2023/24.
- 6.8 This represents an increase in total Government funding for the service of just over 2.4% which falls some way short of the pay and non-pay inflation pressures faced by the service.
- 6.9 Localised business rates and Section 31 business rates relief grant are assumed at the same level of income as last year, with information from Districts not yet available to determine next year's position at this stage. There has also been a change in relation to the compensation for under indexation calculations, for which, we are awaiting clarity from Government.
- 6.10 Precept income has been included at the increased rate of £54.14 per Band A property, equivalent to £1.04 per week (£81.20 per household at Band D equivalent, or £1.56 per week) which ensures frontline fire cover is maintained. This is an increase of £5 at Band D equivalent, or 10p per week. The estimated taxbase for 2023/24, i.e. the number of households paying council tax, has seen an increase when compared to levels assumed in 2023/24, however, final taxbase numbers are to be confirmed.
- 6.11 Collection Fund surplus/deficits are to be confirmed by Districts as soon as the information is available. Early indications show that business rates are expected with a small surplus which has been reflected in the draft medium term financial plan.

Pay and Pensions

- 6.12 The original pay inflation in respect of 2023/24 included 5% for uniformed and 4% for non-uniformed staff. Negotiations in respect of uniformed pay concluded in March 2023 with a 5% pay offer. In relation to non-uniformed staff, pay award was agreed at £1,925.

- 6.13 On calculating the 2024/25 pay budget requirements, assumptions have been made of a further 5% pay inflation for uniformed staff and 3% for non-uniformed staff.
- 6.14 As noted at paragraph 6.7, the pensions grant has been included at flat cash within the Revenue Support Grant allocation. Following the 2020 pension valuation, the Home Office has confirmed that the projected increase in the employer contribution rate will be covered in full for 2024/25 by additional grant funding. The methodology uses both actual and forecasted pension costs and takes a four-year average (percentage) which is applied to forecast 2024/25 pension costs. The Home Office have consulted with NFCC on the methodology and have agreed this approach.
- 6.15 The rates for the projected increase in the employer contribution rate have not yet been confirmed, this is expected in January. Therefore, the current MTFP does not include estimates of either the increased contribution or the additional grant, albeit we are assuming a balanced position for 2024/25.

Savings

- 6.16 Following delivery of savings within 2023/24 of £0.788m, further savings of £1.629m have been identified to be delivered in 2024/25. As part of the Fire Cover Review, proposals were put forward and agreed to implement a more flexible and resilient approach for the technical rescue capability operating from enhanced rescue stations. Taking these steps brings savings of £1.179m which are to be reinvested to increase the number of fire engines from 50 to 51. Additionally, savings have been identified as part of a facilities management review of £0.450m.

Pressures

- 6.17 Budget pressures have been identified as set out below:

- Pay award – budget pressures of £4.433m have been calculated on the basis of a 5% increase for uniformed staff and 3% for non-uniformed staff as noted at paragraph 2.6.
- Price inflation – an estimated 2% inflation has been factored into the medium term financial plan across all general non-staffing expenditure budgets including energy costs, which equates to a £0.572m pressure. The exception is around business rates payable which has been identified and quantified as £0.236 included within the cost pressures.
- In conjunction with partners, control room operations are under review, where projects have been proposed and initiated. Pressures of £0.533m have been identified, in terms of one-off support and ICT upgrade costs £0.416m and on-going pressures of £0.209m arising from control room staff pay inflation and lease costs.
- Corporate Services support from the wider GMCA will see a cost increase, mainly in relation to pay award. This has been estimated at £0.247m.

Investments

- 6.18 As described at paragraph 6.16, savings have been identified which are to be reinvested to support the implementation of an additional (51st) fire engine to provide improved capacity to respond to emergencies, increased coverage within the city centre of Manchester and enhance ability to save lives and property. This element of the Fire Cover Review is to be funded from the savings with a minor residual pressure of £0.200m.
- 6.19 Further investment is required in Prevention, Protection and Response to enable the Service to proactively respond to the ongoing transformation of the city-region, particularly in and around central Manchester, where increasing number of high-rise buildings are combining with an ageing infrastructure, increasing the risk of fires spreading and being more difficult to put out. Whilst

increasing resilience, the service also seek to improve response times where possible.

- 6.20 The Service intend to explore the possibility of the introduction of a further fire engine as part of the investment into Response which would increase the total number of appliances to 52 as per the original plans within the Fire Cover Review which gained support through the public consultation.

CAPITAL PROGRAMME

- 6.21 GMFRS have reviewed capital investment requirements for the Fire estates, Fire ICT schemes and operational vehicles and equipment. As the current approved budget ends at 2027/28, estimates to 2032/33 have been included to be agreed in principle. The proposed capital programme requirements are set out below:

<u>Revised Capital Programme</u>	<u>2023/24</u>	<u>2024/25</u>	<u>2025/26</u>	<u>2026/27</u>	<u>2027/28</u>	<u>Future Years to 2032/33</u>	<u>Total</u>
Estates	7,807,401	20,561,438	11,702,598	11,220,448	2,236,330	58,582,311	112,110,525
Transport	4,271,798	2,963,952	3,580,000	5,455,000	275,000	7,687,500	24,233,250
ICT	1,101,341	465,392	350,000	150,000	150,000	750,000	2,966,733
Equipment	1,490,256	3,464,500	72,000	305,000	1,978,098	1,278,000	8,587,854
Sustainability	432,364	525,000	75,000	75,000	75,000	375,000	1,557,364
Health & Safety	521,369	0	0	0	0	0	521,369
Waking Watch Relief Fund	2,112,181	429,000	0	0	0	0	2,541,181
Total	17,736,710	28,409,282	15,779,598	17,205,448	4,714,428	68,672,811	152,518,276

- 6.22 A long-term estates strategy has been formulated, the approved phase 1 of the scheme with plans for new builds, extensions, refurbishments and carbon reduction schemes is underway with expected completion by 2027/28. Alongside this is the Bury Training and Safety Centre which is also underway and due to complete within 2022/23. Phase 2 of the Estates Strategy has been added to with estimates over the period 2028/29 to 2032/33, to align to the proposed extended capital programme timeline.

- 6.23 Alongside the estates strategy is a refresh programme of work to replace and update fitness equipment and enhance the facilities across stations in line with managing contaminants guidance. Projects to support the refresh programme have commenced within the current financial year with the aim to complete during 2024/25.
- 6.24 Transport and equipment replacement programme budgets are profiled in accordance with expected need and delivery profiles allowing for lead times where supply chains require orders to be placed up to 18 months prior to goods being delivered. The replacement profile of vehicles beyond the current approved capital programme has been included at estimated costs including an allowance for inflation.
- 6.25 Following the successful roll out of the Waking Watch Relief Fund, Department for Levelling Up, Housing and Communities (DLUHC) requested further support from GMFRS to assist with the delivery of the Waking Watch Replacement Fund. This is due to come to an end within 2024/25.
- 6.26 The figures will be updated to reflect the quarter 3 2023/24 position once the information is available.

BUDGET RISKS

- 6.27 Future budget risks are set out below:
- Future government funding beyond 2024/25 has not been confirmed and is likely to be announced within the next Comprehensive Spending Review.
 - Pay inflation for firefighters and local government employees in excess of the assumptions set out in the report.
 - Funding beyond 2024/25 has not yet been confirmed in respect of the pension increases as noted at 2.9.

- McCloud/Sargeant Remedy – the judgement refers to the Court of Appeal’s ruling that the Government’s 2015 public sector pension reforms unlawfully treated existing public sectors differently based upon members’ age. The implications of the remedy are being determined but are likely to be significant in future years.
- Delivery of sufficient savings to meet the requirements of the medium-term financial strategy, and dependent on availability of resources to deliver a change programme.
- Emergency Services Mobile Communications Project (ESMCP) – a national project to procure and replace the emergency services network has been paused but may create budget pressures in future years.
- Any changes required following the recommendations from the Manchester Arena Public Inquiry and Grenfell Inquiry, and, implications arising from the Fire Safety Act 2021, and the Building Safety Act 2022 not already factored into the budget.
- Any business continuity arrangements that require funding which are not part of the base budget.
- As no capital grants are available to FRSs, future schemes in the capital programme will be funded by a combination of revenue underspends and borrowing. The costs associated with additional borrowing will have to be met from the revenue budget.

LEGAL REQUIREMENTS, MAYORAL PRECEPT – GENERAL COMPONENT

- 1.1 The Finance Order sets out the process and the timetable for determining the general component of the precept.

Stage 1

- 1.2 The Mayor must before 1st February notify the GMCA of the Mayor's draft budget in relation to the following financial year.
- 1.3 The draft budget must set out the Mayor's spending and how the Mayor intends to meet the costs of the Mayor's general functions, and must include "the relevant amounts and calculations".
- 1.4 "The relevant amounts and calculations" mean:
- (a) estimates of the amounts to be aggregated in making a calculation under sections 42A, 42B, 47 and 48;
 - (b) estimates of other amounts to be used for the purposes of such a calculation;
 - (c) estimates of such a calculation; or
 - (d) amounts required to be stated in a precept.

Stage 2

- 1.5 The GMCA must review the draft budget and may make a report to the Mayor on the draft.

- 1.6 Any report:
- (a) must set out whether or not the GMCA would approve the draft budget in its current form; and
 - (b) may include recommendations, including recommendations as to the relevant amounts and calculations that should be used for the financial year

- 1.7 The Mayor's draft budget shall be deemed to be approved by the GMCA unless the Combined Authority makes a report to the Mayor before 8th February.

Stage 3

- 1.8 Where the GMCA makes a report under 1.5, it must specify a period of at least 5 working days within which the Mayor may:
- (a) decide whether or not to make any revisions to the draft budget; and
 - (b) notify the GMCA of the reasons for that decision and, where revisions are made, the revised draft budget

Stage 4

- 1.9 When any period specified by GMCA under 1.8 has expired, the GMCA must determine whether to:
- (a) approve the Mayor's draft budget (or revised draft budget, as the case may be), including the statutory calculations; or
 - (b) veto the draft budget (or revised draft budget) and approve the Mayor's draft Budget incorporating GMCA's recommendations contained in the report to the Mayor in 1.5 (including recommendations as to the statutory calculations).

- 1.10 The Mayor's draft budget (or revised draft budget) shall be deemed to be approved unless vetoed within 5 working days beginning with the day after the date on which the period specified in 1.8 expires.
- 1.11 Any decision to veto the Mayor's budget and approve the draft budget incorporating the GMCA's recommendations contained in the report to the Mayor in 1.5 must be decided by a two-thirds majority of the members (or substitute members acting in their place) of the GMCA present and voting on the question at a meeting of the authority (excluding the Mayor).
- 1.12 Immediately after any vote is taken at a meeting to consider a question under 1.9, there must be recorded in the minutes the names of the persons who cast a vote for the decision or against the decision or who abstained from voting.

**CALCULATION OF AGGREGATE AMOUNTS UNDER SECTION 42A (2)
AND (3) OF THE LOCAL GOVERNMENT FINANCE ACT 1992 UPDATED
IN THE LOCALISM ACT 2011)**

BUDGET SUMMARY 2024/25

Budget Summary 2024/25	Gross Expenditure £000	Gross Income £000	Net Estimate £000
Fire Service Budget	137,908	3,814	134,094
Other Mayoral General Budget	140,105	27,384	112,721
Capital Financing Charges	2,259		2,259
Contribution from balances/reserves	0	829	-829
Budget Requirement	280,272	32,027	248,245
Localised Business Rates		10,743	-10,743
Business Rate Baseline		51,281	-51,281
Services Grant		204	-204
Section 31 Grant - Business Rates		7,707	-7,707
Transport - Statutory Charge		86,700	-86,700
Collection Fund surplus/-deficit	0	688	-688
Precept requirement	280,272	189,350	90,922

CALCULATION OF TAX BASE

The Tax Base is the aggregate of the Tax Bases calculated by the District Councils in accordance with the Local Authorities (Calculation of Council Tax Base) Regulations 1992. These are currently estimated as:

<u>District</u>	Council Tax Base
Bolton	80,002.3
Bury	57,559.0
Manchester	133,589.3
Oldham	59,377.5
Rochdale	58,415.3
Salford	74,966.9
Stockport	98,996.3
Tameside	64,485.5
Trafford	79,641.0
Wigan	97,947.5
Total	804,980.6

AMOUNTS OF COUNCIL TAX FOR EACH BAND

2024/25	A	B	C	D	E	F	G	H
Costs for Band £	75.30	87.85	100.40	112.95	138.05	163.15	188.25	225.90

CALCULATION OF BAND D EQUIVALENT TAX RATE

	£
Net expenditure	280,271,640
Less funding	188,661,470
	91,610,170
Adjusted for estimated surplus (-)/deficit on collection funds	-688,170
Net budget requirement to be met from Council Tax	90,922,000
Net budgetary requirement	90,922,000
Aggregate tax base	804,980.6
Basic tax amount at Band 'D'	£112.95

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Greater Manchester Combined Authority

Date: Friday 26 January 2024

Subject: Greater Manchester Vision Zero Strategy

Report of: Mayor Andy Burnham, Portfolio Lead for Policy, Reform and Transport

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

Purpose of Report

This report is to share the draft strategy for Vision Zero including the key features and targets for 2040.

This report will underline the current picture, highlight the key aims and objectives of the strategy, and seek to gain approval of the draft from members.

Recommendations:

The GMCA is requested to:

1. Note and comment on the content of the draft strategy.
2. Approve the draft Vision Zero Strategy and the commencement of a period of engagement with stakeholders and the public.
3. Note that a supporting Action Plan will be developed and brought to the GMCA following the period of stakeholder and public engagement on the strategy.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy		
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):		Equalities Impact Assessment and Carbon Assessment

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		
Roads, Parking and Vehicle Access		
Access to amenities	N/A	
Vehicle procurement	N/A	
Land Use		
Land use	N/A	

Risk Management

Not Applicable

Legal Considerations

Not applicable

Financial Consequences – Revenue

Not applicable

Financial Consequences – Capital

Not applicable

Number of attachments to the report: 1

Comments/recommendations from Overview & Scrutiny Committee

The draft strategy is due to be considered by the Overview and Scrutiny Committee on Wednesday 24 January 2024. Any comments or recommendations will be reported verbally at the GMCA meeting.

Background Papers

- Bee Network Committee Report from 23/11/23 ‘Safer Roads and Vision Zero’
- DfT Report - National statistics ‘Reported road casualties Great Britain, annual report: 2022’, (<https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022/reported-road-casualties-great-britain-annual-report-2022>) Reported road casualties Great Britain, annual report: 2022 - GOV.UK (www.gov.uk) Published 28th September 2023

- DfT Report – Guidance on severity adjustments for reported road casualties Great Britain, report update, ([Guide to severity adjustments for reported road casualties Great Britain - GOV.UK \(www.gov.uk\)](#)), updated 28th September 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. However, the strategy is subject to pre-decision scrutiny at the Overview and Scrutiny Committee meeting taking place.

Bee Network Committee

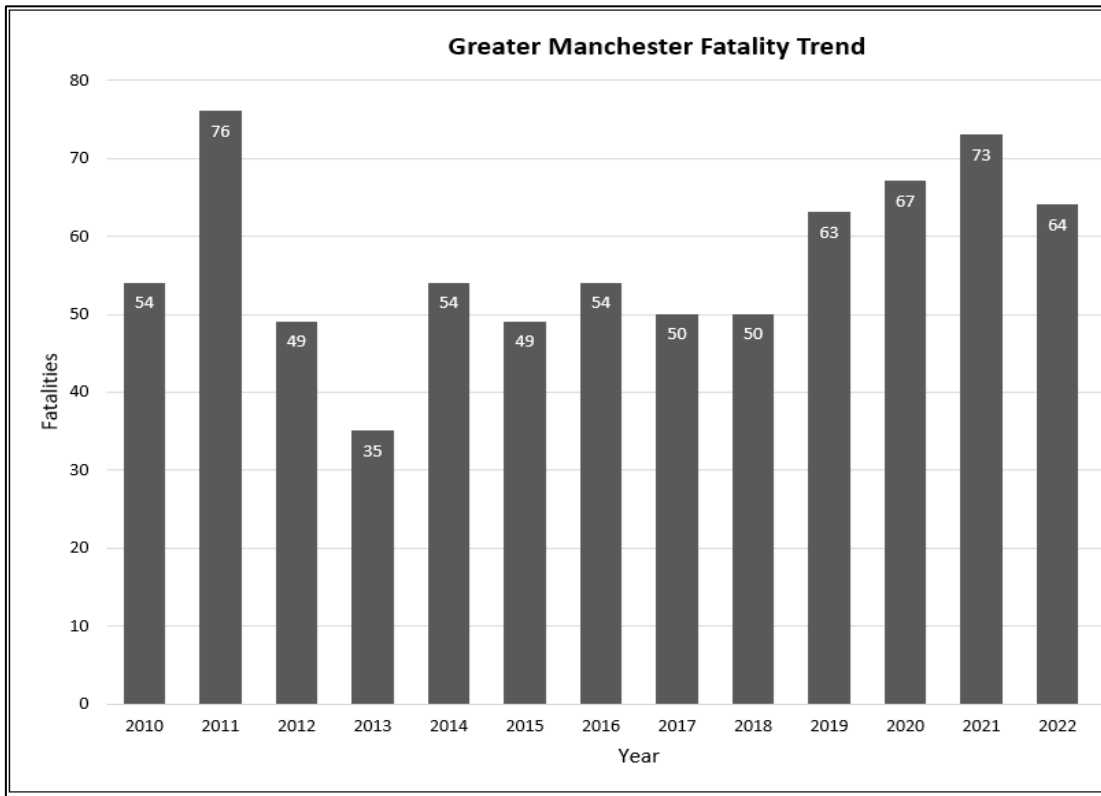
The draft strategy is due to be considered by the Bee Network Committee on Thursday 25 January 2024. Any comments or recommendations will be reported verbally at the GMCA meeting.

1. Introduction

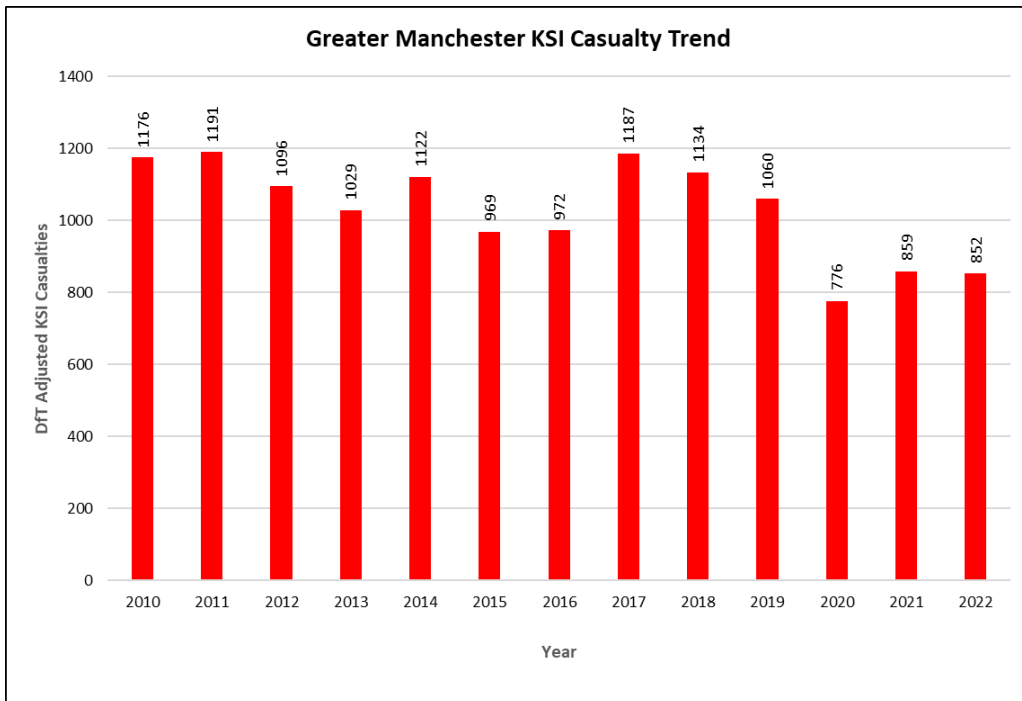
- 1.1. In the last ten years nearly 10,000 people who live in, work in or visit Greater Manchester have been killed or seriously injured on our roads. Road death is the biggest killer of 5-29 year olds worldwide.
- 1.2. In 2022 alone, 64 people lost their lives on the roads of Greater Manchester, devastating families and communities. Any life lost on our roads is one too many, especially when road death is so preventable.
- 1.3. In total 852 people were killed or seriously injured in 2022; there is no other method of transport where this amount of injury would be accepted, and it is time we acted to eliminate harm on our roads.
- 1.4. Vision Zero is a city region aspiration to reduce the number of people who are killed or who receive life changing injuries on our roads to zero by 2040.
- 1.5. Embracing Vision Zero is not just a commitment to road safety; it is an investment in the well-being, economic prosperity, and inclusivity of Greater Manchester. By prioritising human lives and creating a road network that prevents fatalities and life changing injuries, the Vision Zero Strategy can pave the way for a safer and more sustainable future for all.
- 1.6. Vision Zero is not merely an aspiration; it will enable us to develop an actionable roadmap toward achieving a vision of roads where every journey is a safe journey. It represents a transformative step towards creating a safer and more liveable environment and a city region where everyone can live a good life, growing up, getting on and growing old.

2. Fatal and Seriously Injured Statistics

- 2.1. There was a total of 64 people killed on Greater Manchester's roads in 2022, a reduction of 12% from the previous year (73). There was also a reduction of 5% from the previous 3-year average (2019 – 2021).



2.2. There was a total of 852 people killed or seriously injured on Greater Manchester’s roads in 2022, a reduction of 1% from the previous year (859). There was also a reduction of 5% from the previous 3-year average (2019 – 2021).



2.3. Although in 2022 there was a small decline in the number of people killed and seriously injured, much more needs to be done if we are going to reach our target of zero deaths and life changing injuries on our roads. We need to put the safety of

all road users at the heart of what we do as it underpins what we want to achieve in Greater Manchester to deliver ‘world class connections that support long-term, sustainable economic growth and access to opportunity for all’.

3. Vision Zero

Greater Manchester’s Vision Zero Strategy

- 3.1. A copy of the draft Vision Zero Strategy is included in Appendix A.

What is Vision Zero?

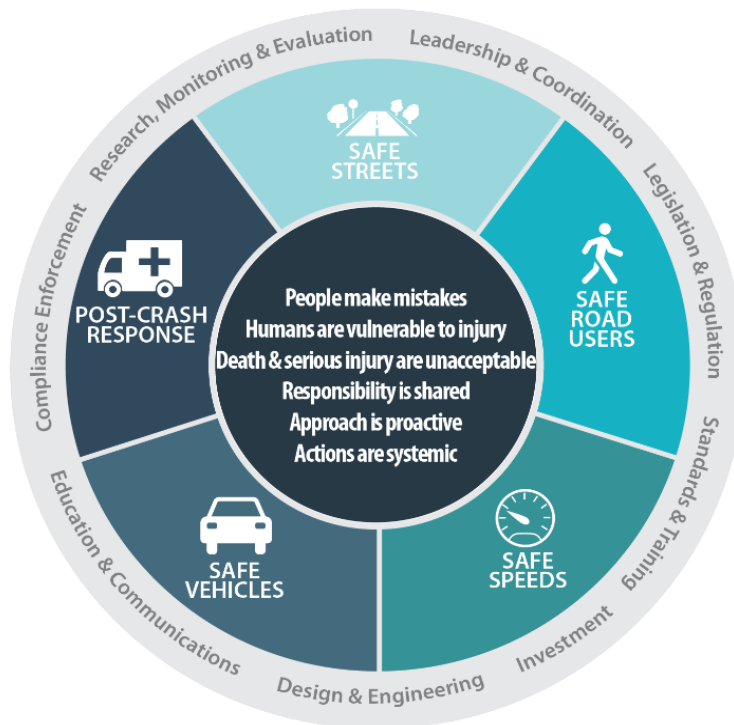
- 3.2. Vision Zero is an ambition to eliminate deaths and serious injuries on our road network and to provide safe and equitable travel for all. Vision Zero is a worldwide vision with several countries having already adopted it; a number of counties within the UK have now started to adopt Vision Zero for themselves including our neighbours West Yorkshire, South Yorkshire, Lancashire and Liverpool City Council, as well as other areas of the United Kingdom.

Why is it important?

- 3.3. 64 people were fatally injured on our roads last year. Each of these deaths were preventable. They were people going about their daily lives, including travelling to work, school or to socialise and these people never returned home. Road deaths are devastating to all of those involved and they have far-reaching consequences for the community.
- 3.4. That is why, in Greater Manchester, we are working towards there being zero deaths or life changing injuries on GM’s roads by 2040.
- 3.5. This goal changes the way we think about road safety. It means that crashes on our roads will be no longer accepted as an inevitability or ‘something that just happens’. Death and life changing injuries should not be seen as an inevitable consequence of travelling on the roads.

Safe Systems

- 3.6. The Safe Systems approach to road safety management emphasises that life and health should not be compromised by one’s need to travel. The approach advocates the uses of system interventions and a shared responsibility for long term elimination of road deaths and serious injuries.



- 3.7. The Safe System approach requires us to take a systematic approach to reducing road danger. In practice, this means we plan and prioritise interventions together and earlier, delivering across multiple elements of the Safe System so that improvements are implemented across the board.
- 3.8. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety. Seeing the road network as a ‘system’ helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole to remove risk.

4. The Cost of Inaction

- 4.1. Last year in Greater Manchester, the cost of all casualty and injury collisions amounted to nearly £472 million (including emergency services, insurance costs, human costs, which reflect, pain, grief and suffering; the direct economic costs of lost output and the medical costs associated with road collision injuries)¹. If we do nothing this figure will increase year on year as the number of collisions and casualties increase.

¹ [A valuation of road accidents and casualties in Great Britain: Methodology note \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

- 4.2. It is important to acknowledge that we cannot put a figure on the cost of someone's life and the loss to their family and friends. That loss is priceless and can never be replaced.
- 4.3. Vision Zero not only reduces the economic burden of road harm but also contributes to the overall economic well-being of Greater Manchester by creating a safer environment for businesses to thrive. The resulting decrease in collisions and their associated costs can free up resources for more productive investments in the local economy.

5. Targets

- 5.1. Committing to achieving Vision Zero moves beyond incremental targets to a substantial long-term commitment to create a future where nobody is killed or receives life changing injuries on the road network.
- 5.2. Setting targets and measuring progress has been shown to incentivise road safety stakeholders to focus on best practice proactively. There are currently no national road safety targets in England, with the last formal period of target setting ending in 2010. Individual Local Authorities can set targets themselves; we have therefore set out ambitious goals for GM in the near- and long-term.
 - **Zero deaths and life changing injuries by 2040**
 - **50% reduction in deaths and life changing injuries by 2030 based on 2022 figures as a baseline.**

6. Next Steps - Public and Stakeholder engagement

Draft Strategy

- 6.1. Following approval of this draft, a period of engagement will take place in early spring with the public and stakeholders in the form of an online questionnaire on the strategy.

Draft Action Plan

- 6.2. A draft Action Plan that will help us to deliver of Vision Zero Strategy will be developed and engagement with the public and stakeholders on these actions will take place in May 2024 for approximately two months. The action plan will evolve during this time based on the feedback. The Action Plan will include a set of Key

Performance Indicators (KPI's) and Safety Performance Indicators (SPI's) to help us to achieve our longer term targets.

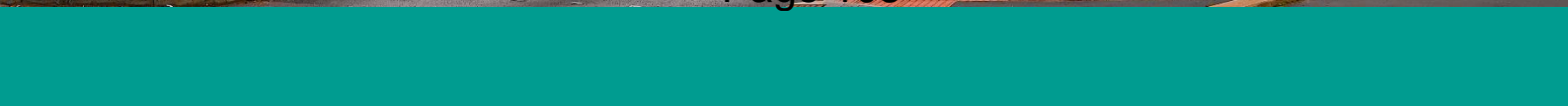
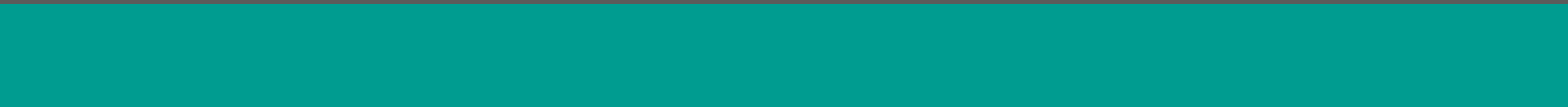
Launch of the Vision Zero Strategy and Action Plan

- 6.3. Subject to the approval of the draft strategy, it is proposed that the finalised Vision Zero Strategy and Action Plan will be reported to Bee Network Committee and then to the GMCA for formal adoption and approval in November 2024. A public launch will then commence which will coincide with Road Safety Week (18 – 24 November 2024). The World Day of Remembrance for Road Traffic Victims takes place on 17 November 2024.

Vision Zero Strategy

Reducing Road Danger in Greater Manchester

Draft - January 2024



DRAFT

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FOREWORD

Andy Burnham
Mayor of Greater Manchester



DRAFT

Dame Sarah Storey
Active Travel Commissioner

I am supporting the Vision Zero aspiration for Greater Manchester (GM) after I promised to do so in my Active Travel Mission and because every death or serious injury on our roads is one too many. Not only are these collisions devastating people's lives but they are leaving a long-lasting impact on the wider community and preventing other people from feeling safe when they are out and about on their own journeys.



It's heartbreaking to learn of a death or life-changing injury as a result of a road crash and with over 90% of all incidents attributed to human error the power to change things is not far away. These incidents are neither acceptable nor inevitable, and we should all be doing everything we can to prevent them.

The people of GM will need to work together to make Vision Zero a reality and I am confident the work that now follows will make it a place where everyone feels safe when they take to the roads, whether that be on public transport, in a car, on foot or on a bike. In order to establish what is important to you, we need your views as GM residents and/or workers to shape the action plans and inform future activity.

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one through road crime. Emergency and health services are too frequently overwhelmed by the aftermath of collisions and the fiscal cost to society each year runs into the billions of pounds. In addition to preventing death, Vision Zero aims to eradicate life-changing injuries as a result of road crashes, ensuring no person endures the lifelong pain and financial hardship associated with these incidents. Road crashes place an immeasurable cost on everyone, and by preventing deaths and serious injury, the region will be a more vibrant and fulfilling place to grow up, get on in life and grow old.

I have said before that getting it right will require a collective effort and commitment by everyone, which is why I am keen to be involved in the strategy and action plans for Vision Zero Greater Manchester as we go on this journey together.

Greater Manchester should be a place where people feel safe and are safe.

EXECUTIVE SUMMARY

Our ambition is for Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all

Zero.

We believe this is the only acceptable number of lives lost on our roads.

Taking a Vision Zero approach to road safety represents a change from our previous approach towards addressing road safety. This Vision Zero Strategy explains what this will mean for Greater Manchester, why it is needed and how we will do it.

This strategy has been developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety.

Safer Roads Benefit Everyone

Every person has a right to mobility and to travel safely, but some groups face a greater risk on our roads than others. Car drivers and passengers made up 34% of those killed or seriously injured on Greater Manchester's roads between 2018 and 2022, making them the largest group. Vulnerable road users (those who are not protected inside a vehicle) accounted for nearly two thirds of those killed or seriously injured. Despite posing the lowest risk to others, pedestrians made up 31% of those killed or seriously injured on our roads.

Pedestrians, cyclists and motorcyclists were predominately killed or seriously injured when a car or HGV collided with them. Car drivers and passengers were predominantly killed or seriously injured when involved in a collision with another car. This shows how some road users pose a greater risk to others, and therefore have a greater responsibility to keep others safe.

Achieving Vision Zero is important not only to save people's lives; having safer roads has multiple co-benefits.

- Having safe and attractive streets will encourage more people to walk, cycle, or wheel on our roads, improving health outcomes, air quality and reducing carbon emissions.
- Fewer collisions mean less congestion; from the initial road traffic collision to repairing the damage to the road, boosting the economy and helping to keep our public transport network running on time.
- In 2022, **road casualties in GM cost almost £500 million** in medical, police, damage to property, insurance costs, lost output and the human cost from losing a loved one.

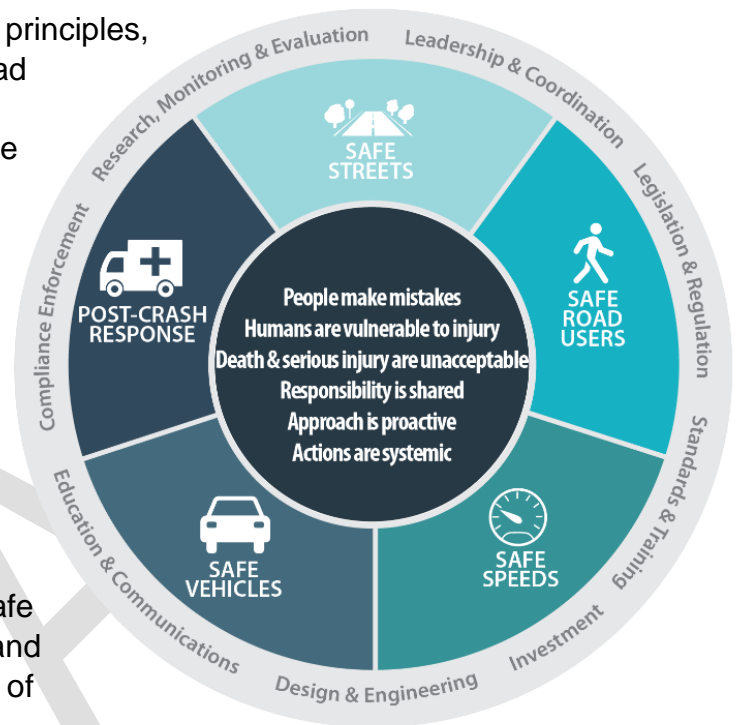
Adopting the Safe System Approach

To make our roads safer, we are changing our approach towards road safety by adopting the Safe System approach. A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.

The Safe System approach requires us to take a systematic approach to reducing road danger, strengthening all parts of the system so that where there are failures, as there inevitably will be, the rest of the system is able to minimise the outcomes.

At the heart of the Safe System are six principles, these are the values that guide how road safety is approached by all of those involved. Based on these principles, five safe system elements are identified. These are: safe streets, safe road users, safe speeds, safe vehicles and post-collision response. Together they reduce the risk and severity of a collision and reduce the likelihood of death and life changing injuries if a collision does occur.

To create the Safe System multiple change mechanisms have been identified. These go beyond creating safe roads through engineering, education and enforcement to involving a wider range of organisations and approaches.



Vision Zero Action Plans

This strategy sets out our ambition to achieve Vision Zero and how we will use the Safe System approach to deliver this. The SRGMP will engage with stakeholders to implement this strategy and develop a Vision Zero Action Plan. The Action Plan will set out the short, medium and long term actions we will take to ensure nobody is killed or receives life changing injuries on our roads by 2040.

This will build on our existing Road Danger Reduction (RDR) Action Plans. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon. We will also report on performance management, producing a Bi-Annual Progress Report, detailing our progress against Key Performance Indicators.

We plan to publish our first Vision Zero Action Plan by the Autumn 2024 following a period of research and public consultation.

INTRODUCTION

The safety of our roads affects us all. Across Greater Manchester (GM) we walk, wheel, cycle, bus, tram and drive along our road network. Roads connect people, communities and businesses. It is essential that our road network works safely and efficiently so we can all reach our destinations as planned.

Many of our roads are also streets or neighbourhoods. They serve other purposes in addition to getting us from A to B. Yet 75% of GM residents think that their streets are dominated by moving or parked motor vehicles¹.

These are places where we live, work and play. Roads, streets and neighbourhoods are not just about travel, but are about the people who use them. **People, not vehicles, use roads.** Each of us uses a variety of modes to live our daily lives, for different reasons and at different times. None of us can be defined by one mode of travel.



In recent years, GM has made significant progress in reducing the number of people killed or seriously injured on our roads. However, on average 1,000 people a year are still being killed or seriously injured each year. This is unacceptable. One death or life changing injury on our road network is one too many.

Nobody should lose a loved one while using our roads. That is why we are developing this strategy. We will build on the progress we have made and further reduce the number of preventable deaths and life changing injuries on our roads to achieve our goal, zero.

This Vision Zero Strategy sets out our ambitions for the city region to make our roads safe, sustainable and accessible for all. The overall objectives are for:

Greater Manchester to have **zero fatalities and life changing injuries on our roads by 2040** whilst increasing safe, healthy, equitable mobility for all.

And to **reduce deaths and life changing injuries by 50% by 2030**, achieving the UN's ambitious goal of halving road traffic deaths by 2030.

This strategy is being developed by the Safer Roads Greater Manchester Partnership (SRGMP). SRGMP brings together organisations across Greater Manchester to improve road safety, including the development of this Vision Zero

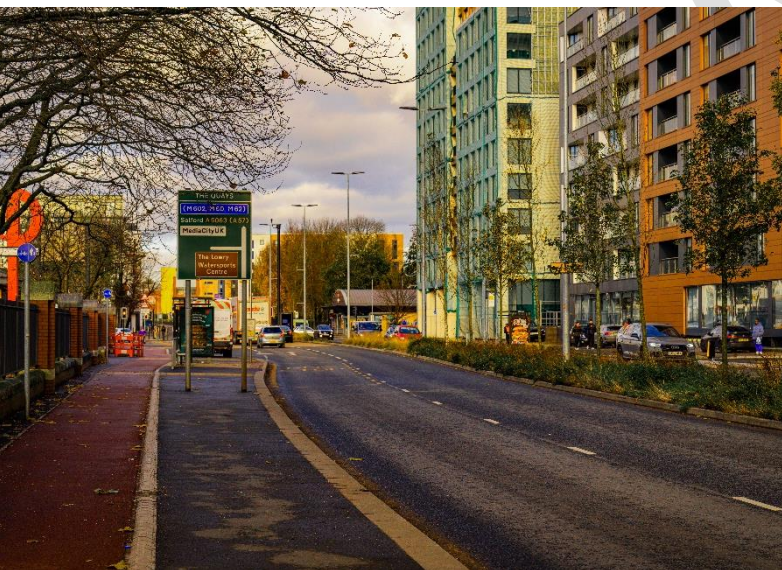
¹ [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

Strategy. Throughout this document when using the term ‘we’ it refers to the organisations that make up the SRGMP, these are:

- Greater Manchester Combined Authority (GMCA).
- The ten GM local authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan).
- Transport for Greater Manchester (TfGM).
- Greater Manchester Police (GMP).
- Greater Manchester Fire and Rescue Service (GMFRS).
- Greater Manchester Communities.
- And other key partners on road safety.

The Mayor, through the Combined Authority, works with the ten GM local authorities and with local services, businesses, communities and other partners to improve the city region. The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy² and the Greater Manchester Transport Strategy 2040³, our statutory Local Transport Plan.

This Vision Zero Strategy will support the ambitions we have for our city region, forming a sub-strategy of the Greater Manchester Transport Strategy 2040, which in turn supports the delivery of the Greater Manchester Strategy.



This Vision Zero Strategy is looking long-term to 2040 and will be supported by Vision Zero Action Plans which will set out our short, medium and long-term actions. This will allow GM to respond to changes in travel patterns, or technological innovations in vehicle safety, for example.

The Vision Zero Strategy is not a funded delivery plan and the priorities and ambitions set out here are anticipated to require some additional funding to be delivered in full.

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one.

More of us will be enabled to walk and cycle if we are travelling on roads which we feel are safe and where speeds are appropriate. This will help to reduce transport emissions, improve air quality and improve our residents physical and mental health. The GM Transport Strategy 2040 has a ‘Right Mix’ vision of 50% of trips to be made by sustainable modes, with no net increase in motor vehicle traffic, by 2040. Safety

² [About Greater Manchester](#)

³ [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

is at the heart of this vision – we need it to be safe and to feel safe, when we walk or wheel, cycle, take public transport or spend time in our streets.

We want our city region to be fairer and improve the quality of life for all. There are currently inequalities in road safety, with vulnerable road users and people from deprived communities more likely to be killed or seriously injured. Children, older people and women are more likely to be killed or seriously injured as vulnerable road users.

We have an ageing population for whom continued mobility is essential – our older residents are more likely to be physically and mentally healthier if they are supported to travel safely. By maintaining their mobility, older peoples' quality of life will be improved by avoiding loneliness and isolation; and their mobility is beneficial to the wider community, by providing opportunities for older people to volunteer, work and shop.

Road crashes have a negative effect on for the economy – road closures caused by crashes create delays and stop us going about our business. In 2022, **road casualties in GM cost nearly £500 million** in medical, police, damage to property and insurance costs, lost output and human costs - which attempts to provide an economic value to the pain, grief and suffering caused by road collisions⁴.



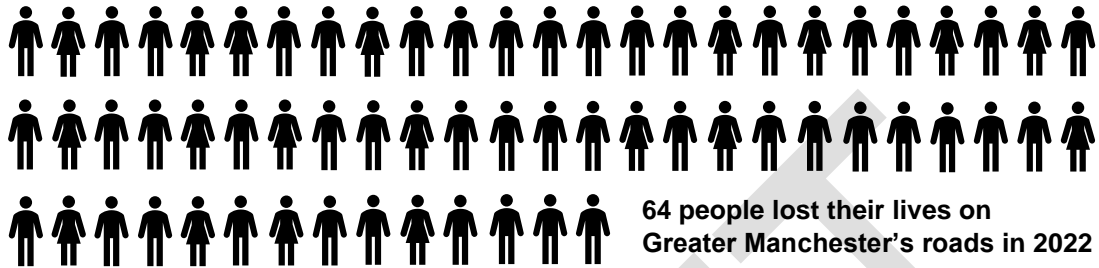
Zero is ambitious but it is the only goal we can aspire to, helping with our other aims and ensuring that we are building a safe road transport system for us all.

⁴ [A valuation of road accidents and casualties in Great Britain: Methodology note \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

WHY VISION ZERO?

Imagine being asked how many people you think is acceptable to die on GM's roads in a year. In 2022, 64 people lost their lives on our roads and a further 787 people were seriously injured.

This is what that looks like:



Is this acceptable? The answer is obviously no.

It is impossible to represent the grief and loss involved through numbers alone. Therefore, with the support of Paula Allen, Marcus' mother, we want to share Marcus' story; and with the support of Calvin Buckley, share Frankie and Neeve's story:

Marcus Simmons-Allen, aged 18

On the night of October 10th, 2021, Marcus met a friend for a short walk near to his home in Broadheath, Altrincham. They were crossing George Richards Way when a speeding driver came towards them. Marcus' friend attempted to pull him out of the path of the oncoming vehicle, but Marcus was struck and critically injured. Police say the driver had been travelling between 55 and 67 mph, around twice the 30mph limit.



His friend ran for help and found Marcus' mum Paula, who lived only a short distance away. They then went back to the scene of the crash, found Marcus and called the emergency services.

Recalling that night, Paula said: "Time seemed to stand still and I just held my injured son in my arms. A man stopped to help and it turned out he was a surgeon. He said Marcus' pulse was very faint and he started to perform CPR. I was trying to console Marcus' friend, he was hysterical as he had tried to save Marcus and witnessed the whole thing."

Marcus was taken to Salford Royal Hospital and cared for in the intensive care unit, but sadly his life couldn't be saved. He died the following day on Monday, 11th October 2021.

Frankie Julia Hough, aged 38

Calvin's partner Frankie and their unborn daughter Neeve died because of the impact of a road traffic collision whilst pulled over on the M66 motorway due to a flat tyre.

Calvin says "The driver was filming himself driving at speeds of over 120mph just moments before he lost control and hit Frankie's car. He was driving recklessly, causing fear and risking the lives of others. Witnesses described him as an 'accident waiting to happen'.

The pain that I feel daily, the hopelessness of watching the person you love drift away in the most traumatic circumstances. Nothing will ever make up for my loss.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving. Nobody should have to live with the fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

Losing a loved one this way is devastating. For me; my world, my future, my peace was stolen from me and from so many others who loved Frankie and Neeve.

The only way that this tragedy can be made less tragic is by me sharing our story to help support the Vision Zero Strategy".



It is not acceptable that anyone's loved one heads out to work, school, to the shops, or off on holiday (whether they are walking, cycling, or as a driver or passenger in a motorised vehicle) and does not return home because of a preventable incident on our roads.

We don't accept it for rail, light rail or air travel, and we should not accept it for road transport.

That's why in Greater Manchester we are working towards there being **zero deaths or life changing injuries** on GM's roads **by 2040**.

Our goal is: **0**

This goal changes the way we think about road safety. It means that crashes on our roads will be no longer accepted as an inevitability or 'something that just happens'. Death and life changing injuries should not be seen as an inevitable consequence of travelling on the roads.

Even the language we use around these incidents can influence how we feel about them: the road safety industry has stopped referring to them as 'accidents', instead referring to them as 'road traffic collisions'. The word 'accident' implies that nothing could be done to prevent it and that is not true.

The only number we will accept is zero.

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MEASURING PROGRESS

Committing to achieving Vision Zero moves beyond incremental targets to a substantial long-term commitment to create a future where nobody is killed or receives life changing injuries on the road network.

Setting targets and measuring progress has been shown to incentivise road safety stakeholders to focus on best practice proactively.⁵ There are currently no national road safety targets in England, with the last formal period of target setting ending in 2010. Individual road safety authorities can set targets themselves; we have therefore set out ambitious goals for GM in the near and long term.

Our Progress to Date

One death or life changing injury on our road network is one too many. However, it is encouraging that GM has achieved consistent progress in reducing the number of injuries and the severity of those injuries on our roads.

In 2006, 1,525 people were killed and seriously injured (KSI) on our roads. By 2020 we had managed to decrease this by 30% to a low of 776 in 2020 (restrictions on movement due to the Covid pandemic reduced collision rates across the country).

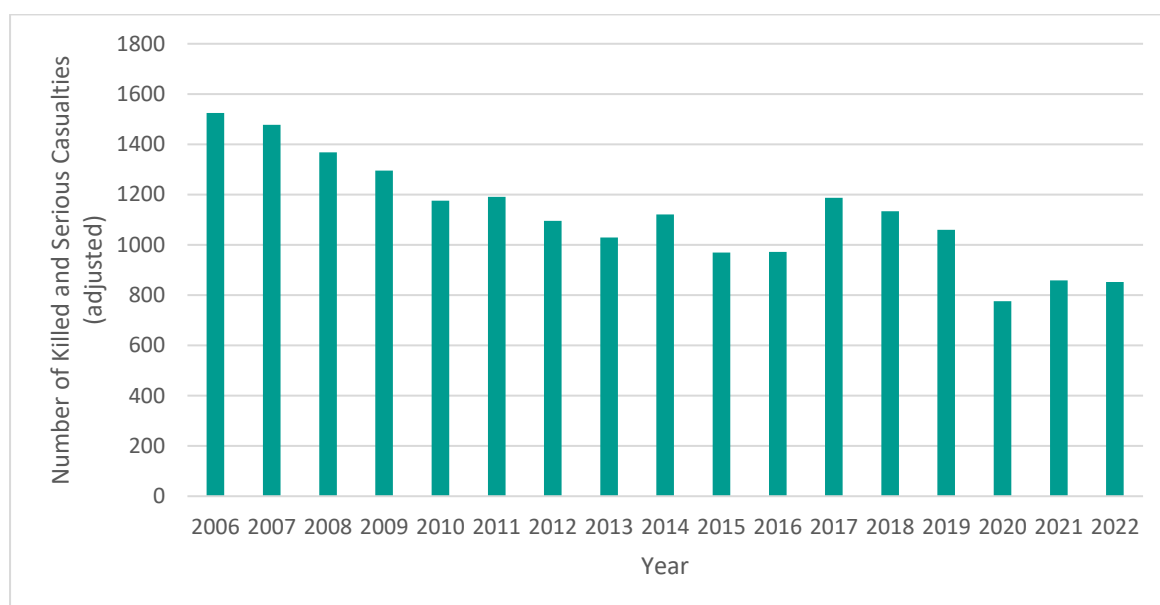
Figure 1 shows this general downward trend in adjusted KSIs over time. Due to a change in collision severity reporting methods to an Injury Based Reporting System (IBRS) which provides greater accuracy in determining injury severity, the Office of National Statistics have developed a methodology to identify the likely casualty figures on historic trends had IBRS been in use previously in order to enable the continuity of monitoring casualty trends; this is what leads to the term 'adjusted'.⁶

Comparisons are made against the DfT adjusted KSI's (published September 2022) to enable continuity of reporting since the implementation of the CRaSH Reporting System by GMP in February 2021 which provides greater accuracy in determining severity of injuries. CRaSH is likely to have increased the number of casualties recorded as "serious" which otherwise may have been recorded as "slight" and as a result, adjustments have been made on the historical KSI' figures by the DfT.

⁵ PACTS, Policy Briefing – *A Vision for Road Safety: The role of road safety strategy and casualty reduction targets since 2010.*

⁶ [Guide to severity adjustments for reported road casualty statistics - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/guide-to-severity-adjustments-for-reported-road-casualty-statistics)

Figure 1 - Long-term KSI casualty trend⁷



Before the pandemic, GM had a lower rate of killed or seriously injured casualties (36.0 per 100,000 population between 2017 and 2019⁸) than other urban areas nationally and other northern police force areas. We have made significant progress, but with 1,000 people being killed or seriously injured each year on GM's roads on average over the last five years, we still have much further to go if we are to achieve our goal – zero.

Measuring Vision Zero

The Department for Transport (DfT) has introduced a new Injury Based Reporting System (IBRS) that has changed how injury types are recorded. It is now possible to understand in much greater detail the types of injury sustained by casualties and to classify them beyond the broad 'seriously injured' category. This system is known as CRaSH (Collision Reporting and Sharing System).

GMP have adopted the CRaSH injury based reporting system which provides 21 different injury classifications. They range from those killed through to those suffering bruises or shock. We are, however, most concerned with preventing 'life-changing' injuries and deaths.

We are therefore proposing to adopt the following list of injury classification in our list of life-changing injuries:

⁷ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101222/Reported_road_casualties_Great_Britain_annual_report_2022.pdf)

⁸ GB Road Safety Performance Index, 2021 (<https://experience.arcgis.com/experience/8be7cabdac024de195202c2f4b9e2282>)

Very Serious (DfT definition)	Moderately Serious (DfT definition)
Broken neck or back Severe head injury, unconscious Severe chest injury, any difficulty breathing Internal injuries Multiple severe injuries, unconscious	Loss of arm or leg (or part) Fractured pelvis or upper leg Other chest injury (not bruising) Deep penetrating wound Multiple severe injuries, conscious

These injuries, together with those killed on the roads, will form our Vision Zero target for 2040. This is a change from the 2040 Transport Strategy which defined Vision Zero as “killed or seriously injured”.⁹

In 2022, the only year for which complete figures are available, the breakdown was as follows:

Fatal	64
Very serious	150
Moderately serious	174

Clearly, reducing death and life-changing injuries from the 2022 figure of 388 will be challenging and progress towards this vision will need to be monitored.

We have therefore set an interim target for 2030 to reduce road traffic deaths and life changing injuries by 50%.

Achieving this interim target would also mean that GM would meet the United Nations goal of halving road traffic deaths by 2030¹⁰.

Mental Health Impact

The effects of road collisions are not limited to physical harm. It is difficult to quantify the impact on mental health from the police reported records, but it is clear that the effects can be far-reaching.

Research in Australia found that mental health problems, such as depression and Post Traumatic Stress Disorder, are common following a road crash. The prevalence of psychological disorder (40%) was much higher amongst those involved in collisions than the wider Australian population (<10%). It was found that experiencing elevated distress following a collision greatly affects the ability for a person to

⁹ [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

¹⁰ [At High-Level Session, General Assembly Unanimously Adopts Resolution on Improving Global Road Safety, Stresses Commitment to Reduce Fatalities in Half by 2030 | UN Press](#)

recover quickly, which in turn increases the risk of developing serious mental health disorders and of suffering from co-occurring physical problems¹¹.

These effects will not only be felt by the individuals involved in the collision but will affect their family and friends.

Safety Performance Indicators

Casualty data is, of course, critical to measuring success, but this is a lag indicator, relying on historic data to arrive before we can interpret and understand trends. We also require Safety Performance Indicators (SPI) that can inform us of risk and danger on our roads related to Safe System elements.

This approach has been pioneered in Europe with detailed guidelines now in place to monitor and compare these indicators across many countries. Transport Scotland have developed a comprehensive set of SPIs which follow international best practice.¹²

These indicators do not simply measure outputs (e.g., number of traffic violations), but instead express known risk factors, or road dangers, as a compliance score. These scores can be benchmarked and measured at regular intervals either across GM or within individual local authorities. A suggested set of indicators will be published with our future action plans.

As we seek to increase the number of trips made using sustainable modes, we will also need to ensure that the levels of risk for these groups decreases per mile cycled, wheeled, walked or travelled. Therefore, in addition to the Safety Performance Indicators comparing relative risk rates between groups and over time will be a core part of our performance management.

¹¹ <https://australianrotaryhealth.org.au/ilaria-pozzato/>

¹² Transport Scotland. (2021) *Scotland's Road Safety Framework to 2030: Annual Delivery Plan 2021-2022*

UNEQUAL RISK

We all have a right to mobility, and we have a right to travel safely. Sadly however, road risk is unequal in many different ways:

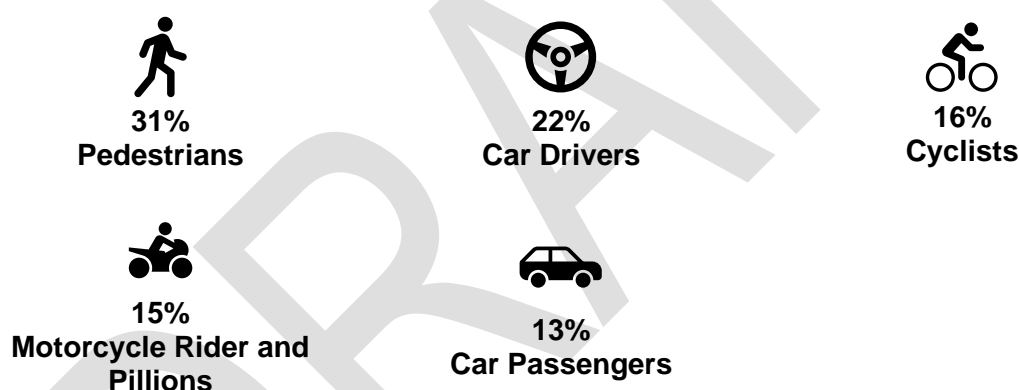


Vulnerable road users are at greater risk on our roads

When we look at the mode which casualties were travelling in when they were killed or seriously injured on GM's roads, we find that the greatest proportion of those who suffer death or serious injury are pedestrians, followed by car drivers, cyclists, motorcyclists and car passengers¹³ (see Figure 2). A further 4% of killed or seriously injured casualties were in buses, goods vehicles, or other motorised vehicles.

These percentages don't consider how many miles are walked, cycled, ridden or driven but they do show how **vulnerable road users (those who are not protected inside a vehicle) account for two thirds of those killed or seriously injured.**

Figure 2 - Killed or Seriously Injured Casualties (adjusted) in GM by User Group (2018-2022)^{14/15*}



The proportion of KSIs in each user groups is not consistent across the Local Authority areas within GM. Figure 3 shows the proportion of KSI casualties by road user groups split by the GM Local Authority. Pedestrians represent the highest proportions for almost all areas; motorcyclists also account for a high percentage of KSI casualties. Cycling risk differs across the region, with some areas like Tameside and Rochdale having much lower proportions than places like Trafford, Salford and Manchester, likely reflecting the higher number of cyclists in those areas.

It shows that whilst we must work in partnership to provide a consistent approach to road safety across GM, we need to recognise these differences and target risk accordingly. These differences in risk could be due to road design, modal choice, traffic levels and travel alternatives so we need to explore these factors to understand what will be effective in each area.

¹³ 'cars' includes taxis and minibuses

¹⁴ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/107122/Reported-road-casualties-Great-Britain-annual-report-2022.pdf)

¹⁵ * Note: the percentages do not equal 100 in all cases, due to rounding issues. This is because the adjusted KSI figures are not calculated as whole numbers.

Figure 3 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)¹⁶

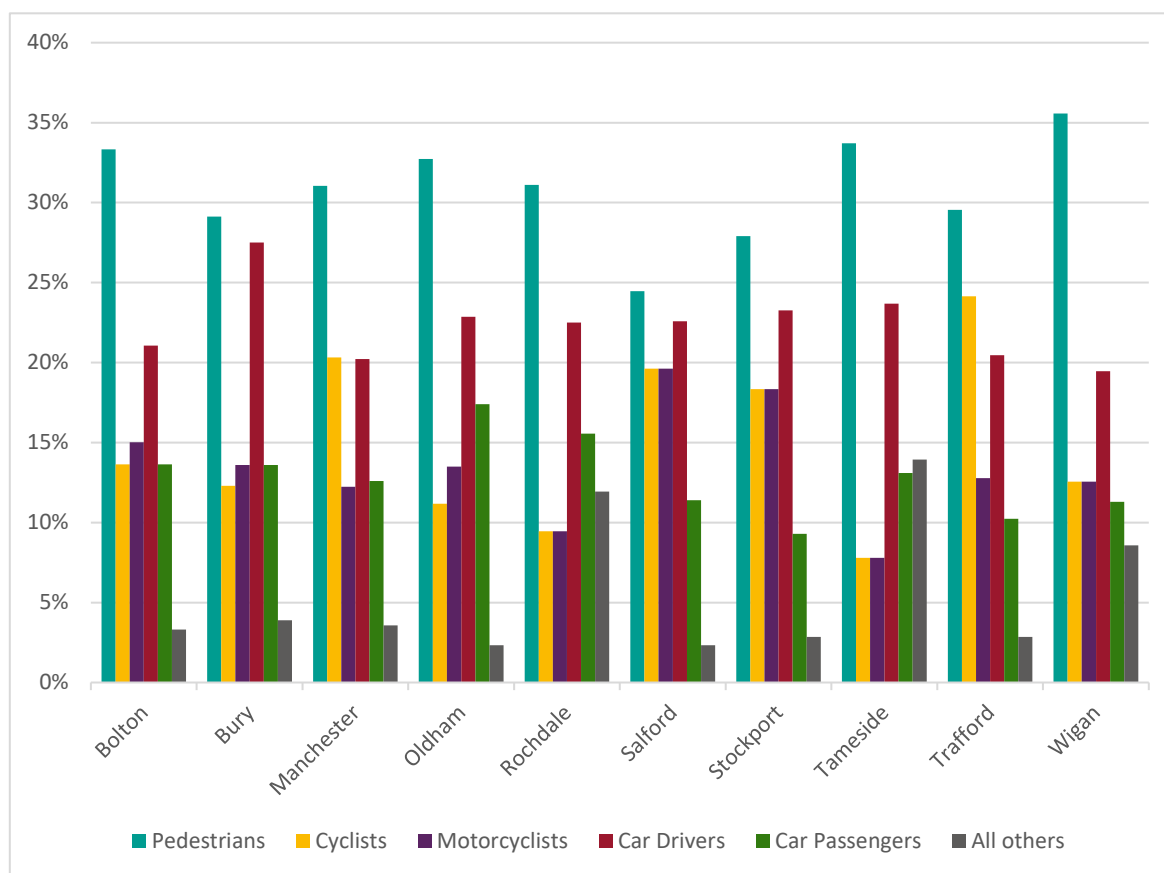


Table 1 - KSI casualties (adjusted) by GM Local Authority across road user groups (2018-2022)^{17*}

Red arrows indicate where a local authority has a higher percentage than the GM average

	Pedestrians	Cyclists	Motorcyclists	Car Drivers	Car Passengers	All others
GM	31%	16%	15%	22%	13%	3%
Bolton	33% ↑	14%	15% ↑	21%	14% ↑	3%
Bury	29%	12%	14%	28% ↑	14% ↑	4%
Manchester	31%	20% ↑	12%	20%	13%	4%
Oldham	33% ↑	11%	14%	23% ↑	17% ↑	2%
Rochdale	31%	9%	9%	23% ↑	16% ↑	12% ↑
Salford	24%	20% ↑	20% ↑	23% ↑	11%	2%
Stockport	28%	18%	18% ↑	23% ↑	9%	3%
Tameside	34% ↑	8%	8%	24% ↑	13%	14% ↑
Trafford	30%	24% ↑	13%	20%	10%	3%
Wigan	36% ↑	13%	13%	19%	11%	9% ↑

¹⁶ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)












¹⁷ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

Some road users pose a greater risk to others

Our analysis of GM’s roads shows that different types of vehicles present different levels of risk to other road users. In the results, shown in Table 2, we can see that car drivers are predominantly injured in collisions which only involve cars. Conversely, **pedestrians are most frequently injured in collisions which involve cars, goods vehicles and other motorised vehicles**, and this is the same for cyclists and motorcyclists.

After cars, good vehicles are the largest contributor to vulnerable road users being killed or seriously injured on our roads. Due to their size, weight and poor visibility HGVs are more likely to cause serious injury or death if involved in a collision¹⁸.

Table 2 - Vehicles Involved and who is injured in GM (2018-2022)¹⁹
 Vehicle type involved (rows) / Mode of the killed or seriously injured (columns)

Vehicle Involved	Road User Killed or Seriously Injured					
	 Pedestrian	 Cyclist	 Motorcyclist	 Goods Vehicle Driver/Passenger	 Car Driver/Passenger	 Bus Driver/Passenger
 Car	941	429	392	15	552	9
 Motorcycle	29	6	12		16	
 Goods Vehicle	96	47	27	3	59	
 Bus	39	12	4	2	9	1
 Cycle	7	2	2		4	

Key: The darker and larger the circle, the more KSI casualties involved.

¹⁸ [Driving around large vehicles and HGVs - National Highways](#)

¹⁹ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](#)

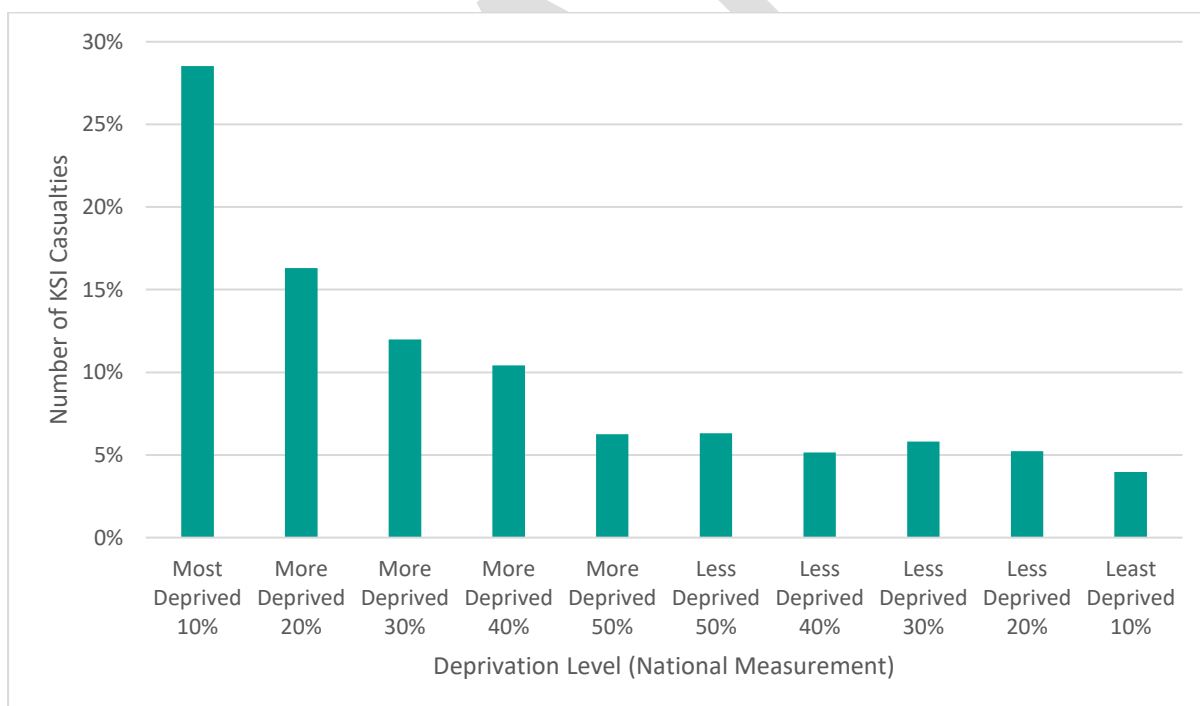
● People from our most deprived communities are more likely to be killed or seriously injured on our roads

Another way in which risk is unequal is deprivation. People from **our most deprived communities are most likely to be killed or seriously injured on our roads**, as shown in Figure 4. Deprivation can influence the way in which we travel. It may be that residents in these communities have no choice but to walk, cycle or use a motorcycle, making them more vulnerable.

The environment and access to services can influence mode choice. We know residents from our most deprived communities are much less likely to have access to a vehicle. Just over a quarter of households in GM don't have access to a vehicle, rising to 40% for households living in the most deprived areas.

Even in households with cars available, not all members of the household may drive. It may be the case that even when more deprived residents own or have access to a car, it is more difficult to purchase more expensive vehicles with enhanced safety features. Road design may also be an issue, with these communities potentially having higher levels of traffic, leading to increased chances of conflict.

Figure 4 - KSI casualties in GM by home deprivation level (2018-2022)²⁰



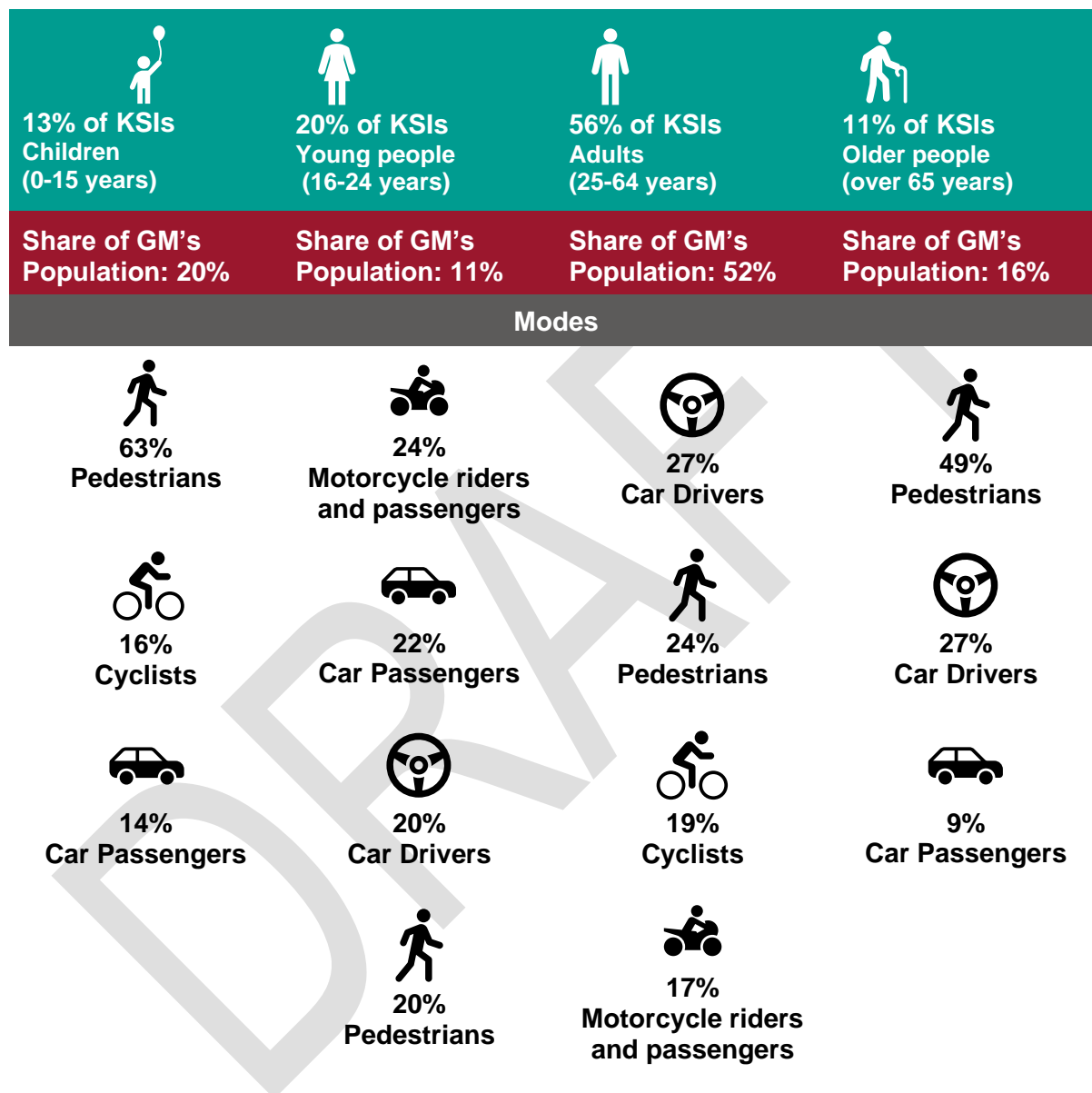
● Younger and older people are more likely to be killed or seriously injured as vulnerable road users

Risk is also unequal when we look at age, as shown in Figure 5. Children and older people are most likely to be hurt or killed as pedestrians, with many children also being injured or killed as cyclists and car passengers.

²⁰ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

Those aged 16 to 24 years old make up a much larger percentage of KSIs compared to their share of the population. Young people made up 20% of KSIs but just 11% of GM's population. Young people are most likely to be killed or seriously injured as motorcyclists, car passengers, car drivers and pedestrians.

Figure 5 - Killed or Seriously Injured Casualties (adjusted) in GM by Age Group (2018-2022)^{21*}



Men are more likely to be killed or seriously injured on our roads

A significantly higher proportion of KSIs on our roads are men. Between 2018 and 2022 1,004 women were killed or seriously injured, but 2,624 men were killed or seriously injured, over two and a half times more.

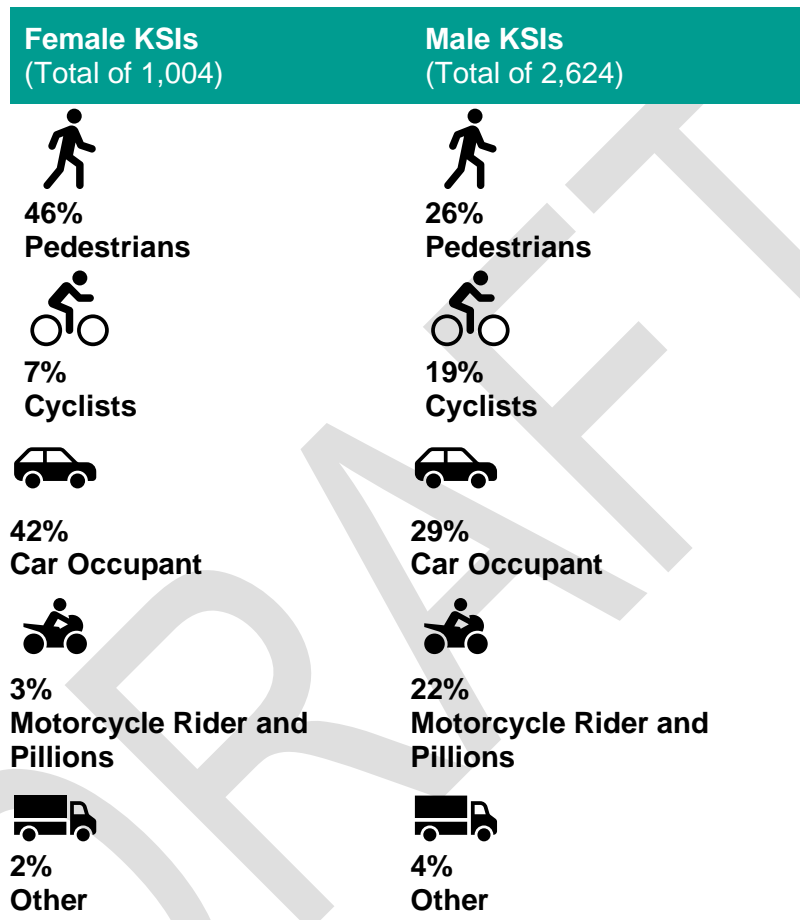
In addition, a greater proportion of male KSIs were vulnerable road users. 67% of male KSIs were vulnerable road users, compared to 55% of female KSIs. Men are

²¹ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

much more likely to be killed or seriously injured riding a motorbike or cycling, resulting in more male KSIs being classified as vulnerable road users.

Pedestrian KSIs however formed a greater proportion of female KSIs than males, reflecting how women are more likely to walk or take public transport (which requires walking to a bus stop / station) than men²².

Figure 6 - Killed or Seriously Injured Casualties (adjusted) in GM by Gender (2018-2022)²³



The casualty data gives us information on our priority areas for targeting. For each user group, age group, and area of GM, there is a need to delve deeper into the analysis to identify the most effective interventions to reduce road danger. We don't think it is fair that the most vulnerable in society (because of transport mode, age, or economic background) are at greater risk of being killed or seriously injured. We will therefore prioritise actions to eliminate danger amongst these groups.

²² Greater Manchester Travel Diary Survey 2022 found that 53% of walking trips are made by women and 60% of public transport trips (women make up 51% of GM's population).

²³ [Reported road casualties Great Britain, annual report: 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/reported-road-casualties-great-britain-annual-report-2022)

IT'S NOT JUST ABOUT SAFETY

Achieving Vision Zero will not only provide safety benefits, but also wider benefits that will improve the lives of all of GM's residents. These benefits will help deliver on the vision that we set out in the Greater Manchester Strategy of GM being a "place where everyone can live a good life"²⁴ and the Greater Manchester Transport Strategy 2040 of delivering "world class connections that support long-term, sustainable economic growth and access to opportunity for all".²⁵

Road safety is an important puzzle piece that contributes to our wider aim of creating a transport network and city region that supports these visions. For us to achieve these wider goals, road safety activity should be planned with these complementary agendas in mind, to maximise the opportunities for co-benefits to be realised.



Improve quality of life for all

The benefits of adopting Vision Zero go far beyond the important first reason of ensuring no family has to endure the death of a loved one. Fewer collisions, injuries and fatalities reduce the demand on emergency services and the need for hospitalisations and long-term medical treatments. It allows healthcare professionals to deliver care to more patients and frees up police time to respond to other priorities. **In 2022, road casualties in GM cost nearly £38 million in medical, police, damage to property and insurance costs alone** (not accounting for lost output or other human costs which increases the figure to £472 million).

Having safer streets will be central to building our world-class walking, wheeling and cycling network which is crucial to our Right Mix target of 50% of journeys being made actively or on public transport. Safety is repeatedly raised as the biggest barrier to travelling actively, especially for women, disabled people and older people.²⁶

²⁴ [About Greater Manchester](#)

²⁵ [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

²⁶ [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](#)

We must make our streets safe and attractive to encourage more people to be active, helping to improve their physical and mental health. **Every year walking and cycling in GM prevents 2,612 serious long-term conditions.**²⁷ By aiming for Vision Zero we have the potential to massively increase this number, meaning more people in GM living healthier for longer.

Reduced road danger means people can travel without constant fear of collisions, making daily routines, leisure activities and social interactions more enjoyable. **75% of GM residents think that their streets are dominated by moving or parked motor vehicles**²⁸.



Making our streets safer helps make our communities and neighbourhoods more pleasant and liveable places. Roads are about connecting people and places, but they are also places in their own right, where people live, work and spend time. When they are safer, they bring people and communities closer together.



Support sustainable economic growth

The best resource GM has is its people. Our economic growth depends on our residents being fit and healthy. Every injury or fatality on our road has an economic impact, making GM poorer than it would otherwise be. It is estimated that in 2022 **approximately £46 million of economic output was lost** due to fatal, serious and slight injuries on our road network.



Congestion costs Greater Manchester £1.6 billion a year in lost productivity²⁹. Road collisions are a large contributor to congestion: minor collisions can disrupt the traffic flow while more serious injuries can close roads for hours at a time. Approximately 6% of delays are caused by road traffic collisions, with a further 4% resulting from incidents on the strategic road network.³⁰ Further delays occur as the damage caused by vehicles colliding with barriers or traffic signals are

²⁷ [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

²⁸ [Walking and Cycling Index 2021: Greater Manchester \(sustrans.org.uk\)](https://www.sustrans.org.uk)

²⁹ [Made to move.pdf \(ctfassets.net\)](https://www.ctfassets.net) (figure adjusted for inflation, 2022)

³⁰ [Public Pack\)Agenda Document for Bee Network Committee, 28/09/2023 14:00 \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

repaired, with roads closed for hours or even sometimes days.

Congestion is also a key factor in **adding delays to bus journeys and negatively affecting the reliability of public transport**, making it a less attractive offer. In the Greater Manchester Bus Strategy³¹ we have committed to reduce journey times on key corridors and improve the reliability of buses so that 90% set off on time (less than one minute early and five minutes late). Making our roads safer and preventing collisions will be crucial to achieving these targets.

Vision Zero for Greater Manchester really does underpin a revolution in active travel, but it can bring an economic boost too. Every death or life-changing injury impacts on our workforce, costs business money in lost productivity and, of course, places a huge economic burden on our already-stretched healthcare system. Making our roads safer makes business sense, too.

Steve Connor, Founder / Director, Creative Concern



Protect our environment

Greater Manchester has set the ambitious target to be a **carbon-neutral city region by 2038**. Safer and more environmentally friendly driving practices, along with making it safer for people to travel actively, will help protect people's health, reduce air pollution and contribute towards tackling the climate emergency.

For instance, we can all play our part by obeying speed limits, driving more smoothly and maintaining our vehicles properly as this can lead to reduced fuel consumption and emissions.³² Reducing speeds on certain roads in GM is currently being trialled by National Highways as a way to improve safety, air quality and emissions.³³



³¹ [Greater Manchester Bus Strategy | Bee Network | Powered by TfGM](#)

³² [Strategic Case \(ctfassets.net\)](#)

³³ [Air quality speed limit trials - National Highways](#)

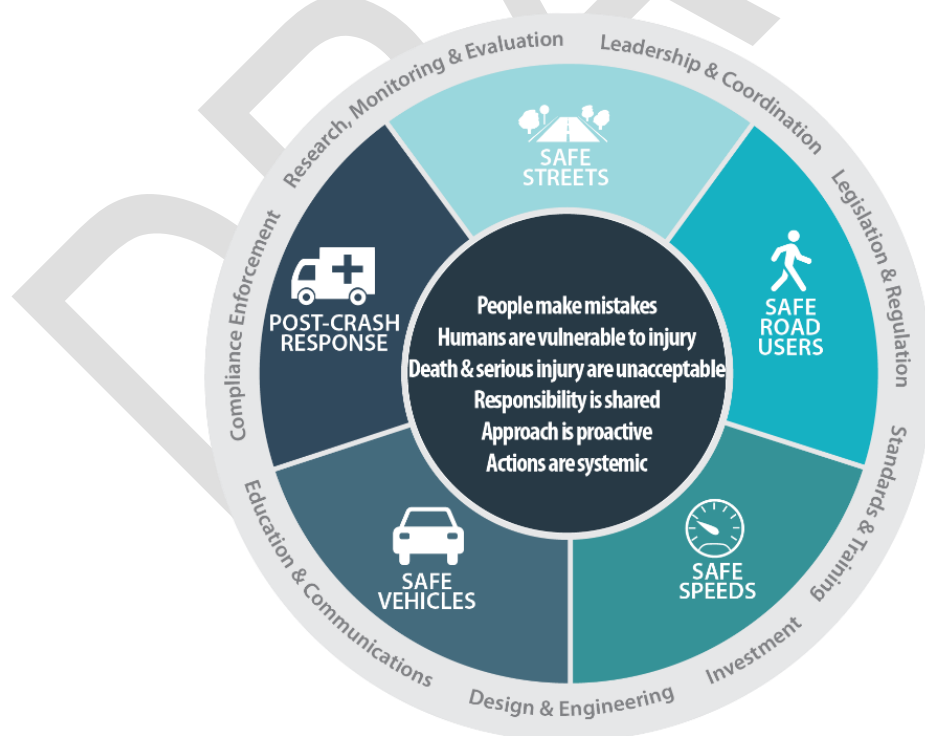
THE SAFE SYSTEM

To make our roads safer we are changing our approach towards road safety by adopting the **Safe System approach**. The Safe System was created in the Netherlands and Sweden in the 1980s and 1990s and is being adopted worldwide.³⁴

The Safe System approach requires us to take a systematic approach to reducing road danger. In practice, this means we plan and prioritise interventions together and earlier, delivering across multiple elements of the Safe System so that improvements are implemented across the board.

A Safe System is one where people, vehicles and the road infrastructure interact in a way that secures a high level of safety.³⁵ Seeing the road network as a 'system' helps us to see where there are systematic weaknesses and ways in which we can strengthen it as a whole to remove risk. It gives people the freedom to benefit from using sustainable modes whilst at the same time not being exposed to high levels of risk of injury. This will help us to unlock the full potential of our road network as one which delivers safe, secure, inclusive and sustainable connectivity - where zero harm is the result of combined actions by all.

Figure 7 - The Safe System.³⁶



³⁴ Proactive road safety management in the Netherlands is underpinned by 'sustainable safety', with Sweden pioneers in Vision Zero approaches, see SWOV (2018) Sustainable Safety 3rd Edition – The Advanced Vision for 2018-2030. The Hague, Institute for Road Safety Research.

³⁵ World Health Organisation (2021), Global Plan for the Decade of Action for Road Safety 2021-2030. Geneva. https://cdn.who.int/media/docs/default-source/documents/health-topics/road-traffic-injuries/global-plan-for-road-safety.pdf?sfvrsn=65cf34c8_35&download=true

³⁶ Agilysis, 2023, building on models from Canadian Council of Motor Transport Administrators, 2016; Loughborough University, 2017; New Zealand Transport Agency, 2019; Commonwealth of Australia, 2022

SAFE SYSTEM PRINCIPLES

There are some simple principles at the heart of the Safe System:

Figure 8 - Safe System Principles



People make mistakes

It is important that road users are compliant with the rules of the road, but many fatal or life changing injuries are sustained because an error or lapse took place and the road system could not protect those involved. It is almost impossible to eliminate all mistakes so instead, we need to build a system which combines to reduce their impact.



Humans are vulnerable to injury

We are not designed to withstand the forces involved in road collisions. This is particularly true for vulnerable road users who are cycling, walking, riding a horse or motorcycle, or people spending time in our streets, as they don't have the protection offered by cars, vans, buses, or trucks. Even within vehicles the human body is fragile, and this is particularly true for children and the elderly.



Death and life changing injuries are unacceptable

Road traffic injury is not and cannot be tolerated as a by-product of mobility. The Safe System does not aim to just reduce deaths and life changing injuries but to eliminate them, hence the Vision Zero goal.



Responsibility is shared

The Safe System isn't about victim blaming. Instead, there is a recognition that a combination of factors lead to death and life changing injuries and that responsibility is shared amongst those who design, maintain, operate and use roads and vehicles to eliminate risk. We all have a part to play.



Approach is proactive

Rather than reacting to specific incidents and working in isolation to reduce casualty problems, the Safe System is proactive. It is about adopting a systematic approach to building a safe road system, proactively identifying, targeting and treating potential risk.



Actions are systemic

It requires a combined approach. The Safe System requires us to bring together multiple interventions to reduce the impact of collisions and eliminate the likelihood of death or serious injuries. Risk would still be present if we concentrated all of our efforts on replacing all motor vehicles with the safest available, without thinking about the road design, the speeds travelled or the way road users behave.



Greater Manchester Fire and Rescue Service is committed to driving down deaths and injuries in our communities. Our success at reducing fires has been down to a partnership approach to prevention, regulation, innovation and response.

We fully endorse the ambitious target of this strategy and its holistic, Safe System approach. It aligns closely with our own aims of reducing risk in our communities and creating a safer, greener and more equal Greater Manchester.

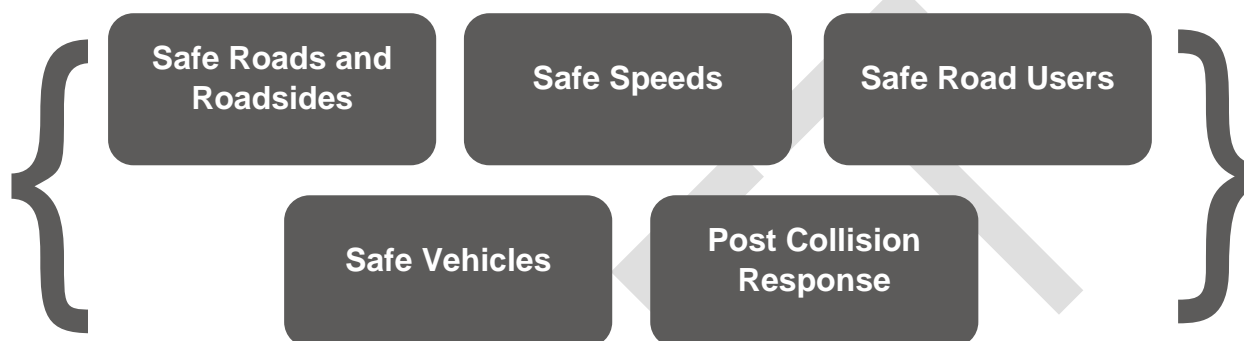
Billy Fenwick, Area Manager, Head of Prevention



SAFE SYSTEM ELEMENTS

The Safe System provides a best practice model whereby all stakeholders contribute together to tackle life changing and fatal injury levels on GM's roads. For our actions to be systematic, we must avoid siloed working and reliance on simple or ineffective interventions which do not deliver co-benefits. Together we can strengthen the road network by combining interventions to reduce the likelihood of death and life changing injuries if a collision does occur.

Figure 9 - Safe System Elements



Safe Roads and Roadsides

Roads should be designed to reduce both the risk of collisions occurring and their severity when mistakes do occur. Roadside infrastructure needs to be forgiving to account for peoples' vulnerabilities to collision forces when these inevitable mistakes happen. This means proactively managing spaces shared by different modes to protect vulnerable road users, targeting the most dangerous roads and also undertaking network-wide improvement programmes.



In Greater Manchester we have adopted the Streets for All approach, which provides a framework for everything we do with our streets.³⁷ Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public transport users.

We can create safer roads and roadsides by:

- Separating different road users on busy roads (connector roads and the strategic road network)
- Creating a safe shared space on quieter streets (neighbourhoods and high streets)

³⁷ [Streets for All, Transport for Greater Manchester](#)

Safe Speeds

Speed is a cross-cutting risk factor. Road users' ability to avoid collisions and their survivability in the event of a collision are directly affected by the speed and energy involved. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.³⁸ **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph.**³⁹

Speeds that are within Safe System limits are those which are appropriate for the type of road and users present. This means we consider whether there is road infrastructure which separates motorised and non-motorised road users and the capabilities of both infrastructural and vehicle features to mitigate collision impacts.

Lower speeds are appropriate where vulnerable road users share the roads with motorised forms of transport, whereas higher speeds are suitable only in contexts where all these factors can offer sufficient protection, such as dividing the carriageway.

We know that perceptions and experiences of vehicle speeds significantly impact the levels of willingness to participate in active travel. Many people don't feel comfortable or safe when cycling or walking where there are high speeds. Speed also causes noise stress and worsening air quality. Higher speeds impose greater stress on vehicles and increase braking particle and tyre particle emissions. Furthermore, designing for greater speed requires larger roads, with more generous radii and greater lane widths. A speed management strategy is therefore a vital component of the Safe System (see appendix for further discussion on a speed management strategy).



We can have safer speeds by:

- Ensuring that drivers obey the speed limit
- Setting the appropriate speed limit for the type of road (allowing a road to fulfil its role as an Active Neighbourhood, High Street, Connector Road, or Motorway / Strategic Road)

Safe Road Users

Road users are multi-modal transport users and the level of responsibility changes with the mode they are using. Road users need to be educated or regulated in their use of the roads, according to their chosen mode of transport and levels of risk that

³⁸ International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

³⁹ International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

mode could inflict on themselves and other users of the roads. To maximise their effectiveness, behavioural interventions need to be based on best practice and informed by data, research and evaluation insights.

Drivers should receive high quality training and testing and are expected to comply with road traffic laws. All users of the road should be made aware of their duty to look after not just their own safety, but also that of other road users. It is the duty of all road users to minimise the risk they pose, with those who act in an inappropriate and unlawful way being detected and swiftly dealt with.

Drivers should receive high quality training and testing and are expected to comply with road traffic laws. Meanwhile, provision must be made to support children, pedestrians and cyclists to travel in safety through Bikeability cycle training and pedestrian training. We regularly review our approaches to ensure we support all of those who use our roads.



We can have safer road users by:

- Preventing vehicles being driven while the driver is under the influence of alcohol and / or drugs
- Encouraging more people to wear a seat belt and preventing people using their phone while driving
- Educating drivers on the consequences of dangerous driving and inappropriate speeds
- Creating a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads

Road Death is being normalised and tolerated far more than any other crime in society. It is brutal, horrific and it must never be played down or excused.

Paula Allen, Marcus' mum

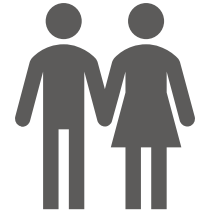
You can read Marcus' story on page 10



The safety on our roads can't be resolved without tackling it from many angles such as education and raising awareness. Improving and raising driving and test standards, speed limits, tougher sentences and deterrents for offenders, age restrictions on the engine size and power of cars accessible to younger or inexperienced drivers.

Too many lives are being lost unnecessarily at the hands of dangerous and reckless driving, as I know only too well. Nobody should have to live in fear that they will lose a loved one or their own lives whilst driving or walking on the streets.

Calvin Buckley, Frankie's partner
You can read Frankie's story on page 11



Safe Vehicles

Vehicles can offer a high level of safety to both occupants and other road users. Fundamental safety systems, such as seat belts, are supported by more advanced active safety measures such as autonomous emergency braking and electronic stability control. Routine checks for all vehicles, (including commercial and privately owned motor vehicles and non-motorised vehicles, including cycles) ensure that they are maintained to the highest safety standards. As levels of automation increase we can support vehicle owners with purchase decisions based on safety features and maintenance to ensure safety levels are high.



We can create safer vehicles by:

- **Helping vehicle owners and operators to choose the safest vehicles and increase awareness of what safety features are available**

Post-Collision Response

In the event of a road collision, emergency medical response should reach any injured parties quickly, transport them to high quality trauma care rehabilitation services which are readily available, and to places where victim support is on hand.



After the incident, data on the causes of the collision feed into systems to rehabilitate roads and evaluate how the system can be strengthened. To this end, investigations into the causes of each fatal and life changing injury collision will go beyond reviewing the data, to understanding what has happened and how we can prevent similar tragedies happening again. We regularly review our approach to supporting services and victims of road traffic collisions.

We can improve the post-collision response by:

- Providing a quick and high-quality response to incidents
- Continuing to invest in specialised incident training
- Undertaking through investigations when collisions do occur, using the findings to improve the other safe system elements



I want to take this opportunity to reaffirm our steadfast commitment to the Vision Zero initiative here in Greater Manchester. Vision Zero represents an ambitious and resolute endeavour toward creating safer streets and ensuring the well-being of every individual in our community.

At its core, Vision Zero embodies our shared belief that no loss of life on our roads is acceptable. It's a holistic approach that demands a collaborative action from all sectors, Police, community organisations and amongst road users themselves.

In Greater Manchester, we are determined to make our streets safer and more accessible for all road users. This commitment transcends mere rhetoric; it's a pledge to proactively address infrastructure shortcomings, enhance education on road safety, and rigorously enforce measures that protect vulnerable road users and target the irresponsible minority....



...Our collective dedication to Vision Zero reflects our unwavering belief that the safety and security of every individual matters profoundly. Together, we can forge a future where traffic-related tragedies become much less common, where families can use our streets without fear, and where the utility of our roads combine with a clear sense of security and community.

Let's work together toward our vision of zero fatalities and severe injuries on our roads. Those who use the roads across Greater Manchester deserve no less.

**Chief Constable Steve Watson QPM,
Greater Manchester Police**

DRAFT

CREATING THE SAFE SYSTEM

Traditionally, road safety at a local level has focused on engineering, education and enforcement (known as the three 'Es'). These activities remain important in creating a Safe System, but they cannot be delivered in isolation, and they are not the only approaches required. This is why the Safe System presents a different way of working in road safety, building upon the Road Danger Reduction (RDR) approach we currently employ.

Existing Road Danger Reduction Approach

GM has developed this Vision Zero Strategy to carry forward momentum to eliminate life changing and fatal injuries on our roads, building upon the work already being undertaken by the SRGM Partnership (GM's local authorities, TfGM, GMP and other partners).

The SRGM Partnership sets out the actions we will take to make our roads safer through our RDR Action Plans⁴⁰. The RDR approach recognises that to make the region's streets safe for all, the levels of danger faced by all road users must be reduced through creating an environment which encourages walking, cycling and the use of public transport. It involves proactive management of the city region's roads to reduce the levels of danger experienced by road users who are the least protected from collision forces where motorised and non-motorised modes share road space.



This approach aligns with the DfT's 2022 update to the Highway Code; where road users capable of causing the greatest level of harm, often to other road users who lack the same levels of protection, have enhanced responsibilities to use roads in a safe manner.⁴¹

This approach has been developed to directly support everyone who uses GM's roads, with practical actions to reduce danger to benefit all road users who interact with the Key Route Network (KRN)⁴². We bring together urban and transport planning, speed management and behaviour change interventions to support strong RDR outcomes. The RDR Action Plans are already informed by the Safe System approach, providing a good foundation that we can build upon.

⁴⁰

https://assets.cfassets.net/nv7y93idf4jq/1viXHWUYzfiiWQo5mYmcqI/21ffd2822170c7889dd96fd09ba44bf2/23-0220_Road_Danger_Reduction_Action_Plan_2023-24.pdf

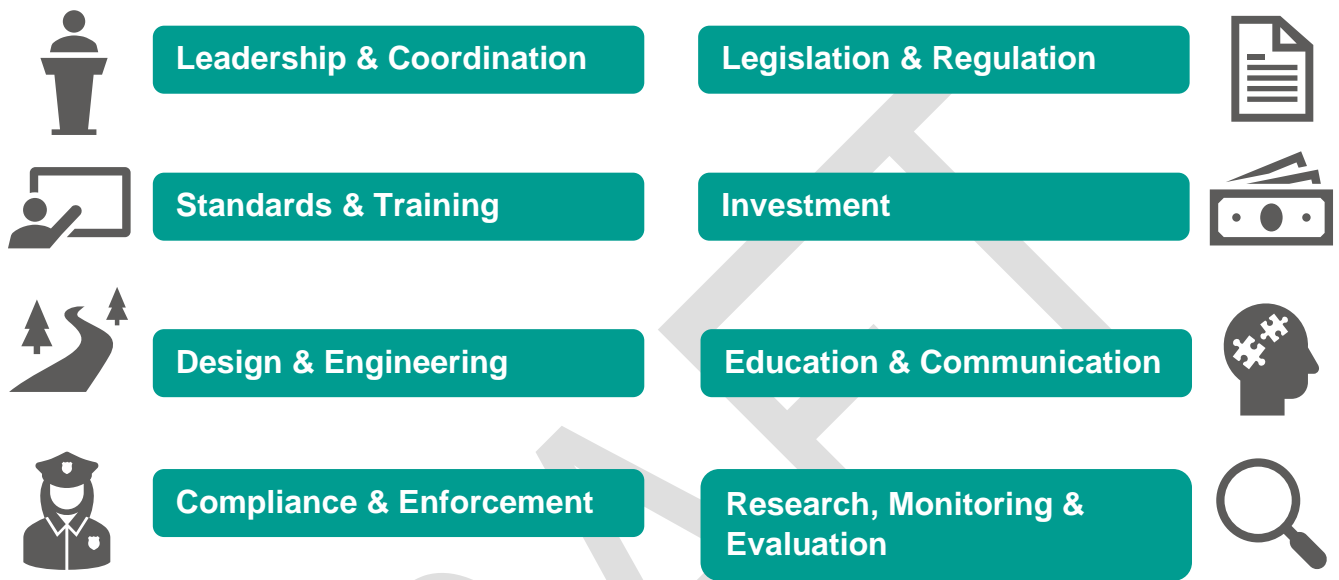
⁴¹ Department for Transport, The Highway Code (January 2022) <https://www.gov.uk/guidance/the-highway-code/updates>

⁴² The Key Route Network (KRN) is nearly 400 miles of Greater Manchester's busiest roads, managed by TfGM. It covers 7% of the total length of the highways network but carries some two-thirds of peak-time traffic.

Safe System Change Mechanisms

The Safe System doesn't just rely on road or vehicle engineering, enforcement or educating road users. It requires us to improve the road network through a range of approaches, including legislation, regulation, standards, training, innovation and research.

The Safe System identifies eight change mechanisms that when pursued together can be used to deliver Vision Zero. These are:



Without design and engineering, there are no roads or vehicles; without legislation, regulation, standards and guidance, there would be no established expectations around how they could be used; without research, monitoring and evaluation, we would have no information around road safety performance on our network, or about the effectiveness of the interventions we deploy in eliminating death and life changing injuries.

Our RDR Action Plans have been using the Safe System principles, but if we are to deliver on the ambitious aim of achieving Vision Zero we need to ensure that the next round of actions deliver across the change mechanisms and Safe System components in a coherent and consistent manner. To this end, **we will create short, medium and long term action plans to coincide with the lifetime of this strategy**, with actions reviewed alongside casualty analysis and the introduction of new innovations and interventions.

Leadership and Coordination

Leadership is critical in creating an ambitious environment which enables effective interventions and the activities needed to support them. We know this involves strong co-ordination between internal and external stakeholders and we recognise that co-delivery is as important as direct ownership when complex actions are being implemented. By working together, we can also amplify wider calls to action by supporting or advocating for interventions that are known to be effective.



We currently have strong partnership working practices and forums which will be used to implement actions. The recent review of the structure of the partnership has helped to strengthen governance structures and will help with the delivery of the current RDR Actions (see appendix for further details on governance structures). To help with the implementation of this strategy across partner organisations, we will look to build Safe System capacity and capability, so interventions are delivered to Safe System principles.

We all have a role to play to achieve vision zero – it's not enough that somewhere is safer, it must also feel safe to our communities.

To create spaces where we are confident, which feel safe and are accessible to everyone, we must design and build this change in from the start. We have to take personal responsibility for preventing and reducing accidents and collisions.

Tragically, too many people suffer fatal or life changing injuries on our roads and we should all do what we can to avoid the devastating impact this has on the families of loved ones.

It's not ok that people from our most deprived communities are more likely to be killed or seriously injured on our roads, and it's not fair that younger and older people are more likely to be killed or seriously injured as vulnerable road users.

Working towards vision zero will help us to avoid spending resources as a system on responding to these challenges – resources which can be better spent on preventing crime and investing in local priorities in our communities.

This shift requires us to be bold and challenge ourselves on how we create a different future for Greater Manchester and a safer road environment where all road users feel safe, including those who walk, wheel or cycle on our roads.

As Deputy Mayor for Policing, Crime, Criminal Justice and Fire, I'm committed to taking action across our partners and systems to embed vision zero in the work we do and create a safe system that can help realise this ambition.

Deputy Mayor Kate Green



Legislation and Regulation

Road safety stakeholders are all bound to the policy environment in which they operate. To enact meaningful change at all levels, we recognise that legislative action is required both to embed best practice and enable all stakeholders to deliver against our Vision Zero goal. Regulations and guidance help enhance the safety of different road user groups. By providing legal protections and wider policy recognition, it can assist in influencing behaviours and the actions of stakeholders.

Our current RDR actions include aligning our approaches to reflect wider policy developments, such as the Department for Transport's revision of the Highway Code and helping partners to develop policies which contribute to road danger reduction on our network.

In the future, we will look at how we can work with organisations at both the national and local level to support Government in developing future legislation on new vehicle technologies - such as micromobility and autonomous vehicles - where there is strong evidence of their benefits and that they can be used safely on our roads.

Standards and Training

Robust standards and practices result in interventions that have been designed and assured to achieve their desired outcomes. We know this is critical to translating policy into action in an effective way. Training is both internal and external; we need our stakeholders to be well-trained to implement interventions to the highest standards. We also need our road users to be well-trained to use the network safely and responsibly.

We already have many standards and training commitments in our existing RDR action plan. These relate to vehicle procurement and maintenance (both private and public), training and education programmes and enforcement practices.

Future actions are likely to explore vehicle procurement policies to ensure high safety standards are incorporated as business as usual for partner and contractor organisations and explore opportunities for internal and external training needs.

Investment

Investment to deliver both immediate and long-term action means leveraging existing funds and being proactive in identifying new funding mechanisms which support Safe System activities. Traditional funding models and economic modelling are not necessarily aligned with what is required to build capacity for the Safe System, so as we move forward, unlocking and securing finance is key.



We have invested significantly in active travel infrastructure, plus the introduction of the Zero Emission Bus Fleet and upgrades to the existing fleet through bus franchising has brought in new vehicle safety features. This includes features which ensure vehicles follow the speed limit, prevent bus runaways and improve driver's visibility.

As Greater Manchester moves to a Single Settlement as part of the Trailblazer devolution deal, this gives us an opportunity to plan and spend differently, allowing for flexibility and joint working across areas, which is more challenging in the current model. By aligning Vision Zero with related policies we can help unlock funding, whilst delivering co-benefits through coordinated activities.

Design and Engineering

Designers and engineers have unique responsibilities for safety that are equal in scale to those of policy and decision makers. Infrastructure maintenance and upgrades and additions to the road environment should be designed to facilitate safe road use and speeds, enhancing the overall resilience of the system.

Roads should be forgiving, intuitive and designed to accommodate the protection and needs of road users who are most susceptible to collision forces. Road infrastructural changes should be designed to incorporate other interventions and where possible provide co-deliverables. We recognise the need for safety to be at the heart of all our roads as we adopt our Vision Zero Strategy as one community.



We have an extensive list of current commitments in the RDR Action Plan which relate to design and engineering. These cover design standards, such as the recently introduced Streets for All Design Guide, and increasing the number of segregated cycleways and footpaths, pedestrian crossing facilities, School Streets and Active Neighbourhoods across Greater Manchester.

We will explore how we can prioritise the Safe System in the planning, design and engineering of new and existing schemes; using the Manual for Streets and the Streets for All Design Guide to put vulnerable road users first when designing our road, streets and neighbourhoods.

Education and Communication

Behavioural interventions should be deployed through targeted messaging that is built upon social and demographic insight from relevant road casualty data and evidence. These may include publicity and outreach campaigns alongside specific provisions for different road user segments.

Educational interventions need to be effective in their own right. This means we must develop a suite of interventions that draw upon multiple elements of the system as well as ensuring that we are not implementing ineffective educational interventions. We regularly look to review our offering and ensure they continue to contribute to delivering safer roads.

We will work with the public to increase awareness of their responsibility for their own welfare and that of others (for example our 'Last Steps' installation in Manchester City Centre is pictured). In the drive to reach no deaths or life changing injuries on our roads, the public are an essential partner.

Awareness of the Vision Zero goal and the role of residents and road users is key. One of the first tasks under this Strategy is to develop a coordinated Communications Strategy, covering both internal and external communications explaining the rationale of striving for Vision Zero, the concept of shared responsibility and ensuring consistent and coherent messaging.



Our current education and communication commitments include initiatives covering motorcycle safety, work related road risk, education as an alternative to prosecution through the National Driver Offender Retraining Scheme (NDORS), shared responsibility campaigns and specific education for different road users. In the future, we will review the role of education and campaigns to support the implementation of other Safe System interventions and improve our understanding of how we can access hard to reach groups.

Compliance and Enforcement

Enforcement is required to increase road user compliance, this includes the use of penalties and behavioural nudges. We accept that people make mistakes, but we also need to acknowledge the shared responsibility we all have and ensure that those who can cause the most harm drive sober, undistracted and within the speed limit.

We know that speeds should be both intuitive to follow and self-enforcing to secure public acceptance of enforcement. Active speed management policies to co-ordinate this activity consistently help to ensure that the benefits of lower speeds are diffused across the network. This enhances both the perception and experiences of safety to incentivise sustainable choices to be made by all.



We currently support a range of enforcement and compliance related activities, covering speed reduction plans, including safety cameras, Community Speed Watch, dashcam submissions, other moving traffic offences using AI CCTV and licencing and insurance offences, cloned vehicles and commercial vehicle misuse. GMP are the lead enforcement agency, supported by partners across the GM area.

Future action plans will look to link enforcement strategies with tried and tested communications to increase public understanding and support of road traffic laws, as well as renewing our speed management policy (see appendix). We will also ask Government to support a preventative rather than reactive approach to selecting speed camera locations, identifying risk locations using a wider criterion than just KSI numbers.

Research, Monitoring and Evaluation

Interventions should be grounded in research and evaluations taken either internally or externally. Likewise, data collection should be an active function to enable research, the monitoring of key performance indicators (KPIs) and targets, to facilitate intervention appraisal and critical review. All interventions should be evidence-based and be designed to enable impartial evaluation so that others may learn from what has been implemented. We believe that a collaborative and open approach helps to ensure that the most effective interventions are selected and promoted, resulting in fewer ineffective interventions.

Currently, we are commissioning reviews of existing schemes, analysing data to understand risk and provide intelligence to GMP to target those not driving their vehicles legally. Future research and analysis will include monitoring our KPIs, evaluating interventions to ensure they are effective, and exploring a fatal and severe collision review process, using a Safe System approach to understand where weaknesses in the system led to harm.



NEXT STEPS

It is our ambition that by 2040 no person will lose their life or receive life changing injuries while using GM's roads.

We have also set ourselves an interim target to reduce road traffic deaths and life changing injuries by 50% by 2030.

By adopting the principles of the Safe System, we will think about safety on our roads as a system. Reducing risk by focusing on and strengthening all parts of the system together (Safe Speeds, Safe Roads, Safe Vehicles, Safe Road Users and Post Collision Response). This will mean that if a mistake does occur and one of these areas of the system had a failing or a weakness, the rest of the system would be strong enough to protect road users from serious harm.

Achieving Vision Zero will ensure that no one else loses a loved one on our roads. This in itself is a worthy outcome, but by focusing on the co-benefits of our action we can not only create safer but more attractive streets and roads. Streets and roads that people feel safe to walk, wheel and cycle along, as well as creating neighbourhoods and high streets that people want to spend time in. This will make our city region healthier, greener and more prosperous, and also make it a better place for our residents to live and grow old in.

Currently the risk on our roads is unequal, with the most vulnerable users facing the greatest risk. A central principle of road danger reduction is the acknowledgment that some vehicle types have the potential to create more harm than others, increasing the responsibility levels of users of those modes. This is a shared responsibility though, it needs all of us to come together to make sure the system works.

Many stakeholders across GM, and indeed across the country, have a part to play in making our roads safe.

- We need road designers and engineers to provide safe roads. We need them to set speed limits appropriate to the function of the road, understanding what the risks might be.
- We need the police to enforce them utilising a proactive, rather than reactive enforcement strategy, and for road users to take responsibility and adhere to them.
- We need well-designed and well-maintained vehicles, which protect their occupants and other road users from harm. We need to take advantage of the advances in technology to help prevent collisions from occurring in the first place.
- Thinking about road users, we need all users of the system to understand their responsibilities and to respect one another. We don't want to pit road users against one another – different modes are used for different reasons, so

we need to work together to share the roads, recognising that the reason we use the roads is to allow us to live our daily lives, connecting people and places.

- It's also not just about those travelling – we need to consider non-transport use and users who are also impacted by, and impact on, road safety considerations.

VISION ZERO ACTION PLANS

Our Road Danger Reduction Action Plans set out our near term and long-term priorities, allowing partners to reflect on what has been effective, adapt to emerging challenges and plan immediate priorities.

This Vision Zero Strategy is a long-term commitment to 2040. It cannot detail all the activities which need to be delivered over its lifetime; we cannot predict how innovations in vehicle technologies will improve both passenger and vulnerable road user protection. We don't know how travel demand may change over that period; we are investing in increasing the use of cycling, walking and public transport and as we succeed in supporting greater use of these modes, risk will alter. We need to be flexible, using data and best practice evidence to guide our short-term activities.

As such, going forward **we will develop Vision Zero Action Plans, which will set out in detail our SMART activities for the short, medium and long term.** Like our RDR plans, these will allow us to review our successes and ensure we concentrate our efforts on eliminating road danger as quickly as possible. We will also report on performance management, producing Bi-Annual Progress Reports and detailing our progress against our Key Performance Indicators.

There will be a period of public engagement to shape our activity and we plan to publish our first Vision Zero Action Plan by the **Autumn of 2024.**



APPENDIX

GOVERNANCE STRUCTURES FOR VISION ZERO

Mayor of Greater Manchester and the ten local authority leaders

The Mayor and leaders of the 10 local authorities will offer political guidance and provide support to strategic direction on the strategy and Action Plan. They will also champion the reduction of fatal and life changing injury collisions in their respective areas.

The ten local authorities collaborate on issues which affect people across the region, including the Greater Manchester Strategy⁴³ and the Greater Manchester Transport Strategy 2040⁴⁴, our statutory Local Transport Plan.

Greater Manchester Combined Authority and Bee Network Committee

Greater Manchester Combined Authority will ensure we are delivering the Vision Zero targets and review progress annually. Bee Network Committee will check progress on deliverables within the Vision Zero Action Plan.

Road Danger Reduction Advisory Group

The partnership approach in GM is unique and we are fortunate to have an RDR Advisory Group which includes local and national road safety experts.

The Advisory Group includes senior transport officials, police officers, academic experts and representatives from Road Safety Support (RSS) and UK Road Offender Education (UKROEd) as well as other national road safety specialists. This wealth of expertise is used to provide strategic direction, ensure an evidence-led approach and scrutiny of partnership activities.

Safer Roads Partnership Board

GM has a long history of partnership working in road safety, evolving from a partnership focused on safety camera operations, through to improving road safety more broadly through the Greater Manchester Casualty Reduction Partnership from 2011, which in turn transformed into Safer Roads Greater Manchester Partnership. The Partnership includes representatives from:

- Bolton Council
- Bury Council
- Care Trust
- Crown Prosecution Service
- Greater Manchester Combined Authority
- Greater Manchester Fire and Rescue Service
- Greater Manchester Police
- HM Courts and Tribunal Services
- Manchester City Council

⁴³ [About Greater Manchester](#)

⁴⁴ [Greater Manchester Transport Strategy 2040 | Bee Network | Powered by TfGM](#)

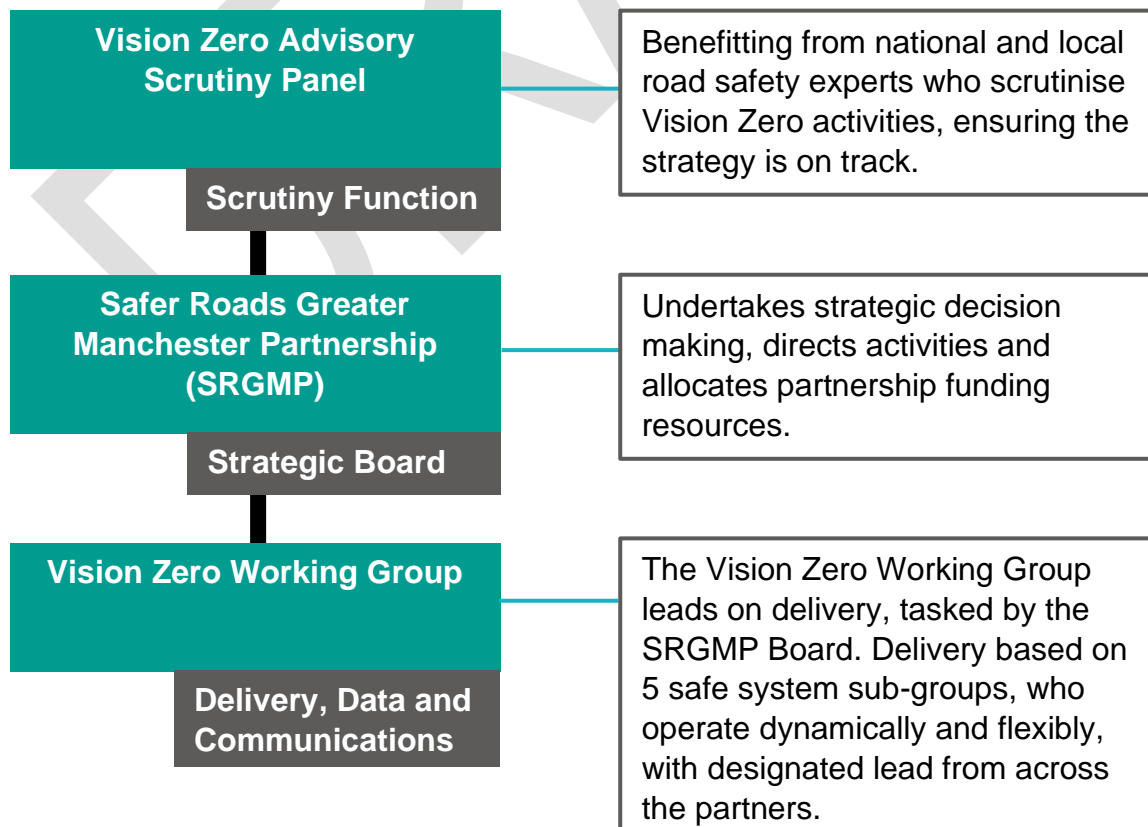
- National Highways
- Oldham Council
- Rochdale Council
- Salford Council
- Stockport Council
- Tameside Council
- Trafford Council
- Transport for Greater Manchester
- Wigan Council

The Partnership undertakes strategic decision making to direct the partners to deliver on this strategy. The Board currently has access to funding via the National Driver Offender Rehabilitation Scheme (NDORS), reinvesting funds from delivering educational courses to drivers who have committed traffic offences to improve road safety in GM for all.

Road Danger Reduction Working Group

Delivery of road safety is managed by the stakeholders represented at the Board, bringing in other specialist and expert groups, where necessary. Data is essential for directing the activities of the Working Group, whilst a central communications function ensures that consistent messaging is provided.

The Working Group will also provide input into future revisions of the GM 2040 Transport Strategy and also future GM Transport Delivery Plans, ensuring that Vision Zero is embedded into GM’s core transport strategy, policy and delivery framework.



Safe System activities will be delivered by the Working Group through five Safe System sub-groups (Safe Speeds, Safe Roads, Safe Road User Behaviour, Safe Vehicles and Post Collision Response). These sub-groups work dynamically and flexibly, co-ordinating together to ensure that interventions collectively strengthen the road system.

The SRGM Partnership is in the best shape to deliver on this strategy. It has national experts guiding local stakeholders, using best practice to scrutinise activities. Directing strategy activities is a Board representing organisations across the Safe System, working together and sharing responsibility for this ambitious goal. These same partners are collaborating to deliver actions, working to bring the Safe System elements together so that road safety is delivered in an evidence-led way.

SPEED MANAGEMENT POLICY

Managing speed is one of the most important activities we can do for our road network. Journeys are more efficient when vehicles are travelling at similar speeds and traffic can flow through the network without needing to stop and start constantly. People are more likely to switch to walking and cycling more often if they feel safe in doing so. Knowing that vehicles will be travelling more slowly on the routes on which people walk and cycle, and that these routes are maintained and accessible, helps with that feeling of safety.

Of course, speed management helps to increase actual safety – the forces involved in a collision increase with speed, both for vehicle occupants and those less protected as vulnerable road users. Even a 1% increase in average speed results in approximately a 3% increase in severe collisions and 4% increase in fatal collisions.⁴⁵ **The risk of being killed is almost 5 times higher in a collision between a car and a pedestrian at 30mph compared to the same type of collisions at 20mph⁴⁶.**

Therefore, we need to develop a comprehensive speed management policy that is consistent and clear across GM. If all road users know what speeds to expect to be travelling at on our roads, it will help with acceptance and compliance. A comprehensive speed management policy is therefore one which effectively integrates action across the Safe System so that deterrence is generated through multiple channels.

There are various tools in the speed management ‘toolbox’, which we will bring together in a new speed management policy for implementation across GM.

These include:

- Building a coherent and consistent speed management policy across GM, assessing speeding complaints and prioritising speed measures according to Safe System principles.







⁴⁵ International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF
































⁴⁶ International Transport Forum (2018) *Speed and Crash Risk*. Paris OECD/ITF

- Using data and evidence to monitor speeds across the road network, identifying problem locations and road types/functions where speed limit changes would be appropriate.
- Reviewing speed limits according to road function, setting limits to reflect the road user mix, risk and purpose of the road, in line with the Streets for All approach.
- Using a variety of tools to consistently respond to speeding issues, including vehicle activated signs, Community Speed Watch, enforcement and engineering solutions, depending on the levels of non-compliance and risk.
- Communicating with the public to explain speed limit changes, enforcement policies and the expectations of road users for safe speeds.
- Exploring the potential for the use of Intelligent Speed Assistance (ISA) in public owned vehicles.
- Supporting collision investigation efforts to increase understanding of the impact of speeding on collision severity, collision scenarios and amongst specific road users.

Table 3 shows the actions of the Speed Management Policy and how they map across the Safe System elements and the change mechanisms of delivery. It demonstrates the links across the Safe System and how actions are not delivered in isolation.

Table 3 - Speed Management Policy Actions by Safe System component and change mechanism

Key					
Road Safety Management		Safe Roads		Safe Road User Behaviour	
Safe Speeds		Safe Vehicles		Post Collision Response	

	Leadership and Coordination	Legislation and Regulation	Standards and Training	Investment	Design and Engineering	Education and Communication	Compliance and Enforcement	Research, Monitoring and Evaluation
Speed management policy creation								
Data analysis to inform enforcement and speed limit changes								
Speed limit review								
Use a range of tools to respond to speeding issues								
Public awareness and communication campaigns on speed								
ISA in public vehicles								
Collision investigation								

GREATER MANCHESTER COMBINED AUTHORITY

Date: 26 January 2024

Subject: Greater Manchester Investment Plan

Report of: Councillor Bev Craig, Portfolio Leader for Economy, Business and Inclusive Growth, Tom Stannard, Portfolio Lead Chief Executive for Economy, Business and Inclusive Growth

Purpose of Report

This report details the contents of the Investment Plan which relates to the investment approach to support inclusive Growth across Greater Manchester, including the things that need to be done to drive inclusive growth in GMs key sectors and 10 Local Authorities over the next 10-15 years. The Investment Plan comprises three key components:

- I. A clear set of Investment Milestones where investment decisions will be expected to be made. This will include the actions and related milestones that are required in order to ensure the appropriate methodologies for making these decisions are in place.
- II. A framework of Investment Principles that can be applied to funding and investment decisions that are made at a GM level such that funding can be appropriately invested to drive improved outcomes.
- III. The identification of the Investment Pipeline of activity to which those Investment Principles will be applied. The Investment Pipeline is being developed from the Spatial Framework (Places for Everyone plan and the emerging Stockport Local Plan) and the associated Growth Locations, the supporting transport infrastructure requirements, and a set of Frontier Sector Plans.

The report also seeks agreement to the boundaries being proposed to be agreed with government in relation to the GM Investment Zones and Growth Zones.

Recommendations:

The GMCA is requested to:

1. Approve the Investment Plan set out in this document and to receive periodic updates.
2. Agree the Investment Milestones as set out in Annex 1.
3. Approve the Investment Principles set out in Annex 2.
4. Approve the boundaries proposed for the GM Investment Zones and GM Growth Zones as set out in Annex 3.

Contact Officers:

Andrew McIntosh, Director of Place, andrew.mcintosh@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		
Health		
Resilience and Adaptation	G	The proposed Investment Plan considers activity undertaken in relation to the current GM Transport Strategy 2040 including ambitions of making 50% of all journeys in GM to be made by walking, cycling and public transport by 2040.
Housing	G	Activity and investment covered by the proposed Investment Plan will be aligned with GMS housing objectives such as Net Zero development and appropriate housing tenure mix e.g., affordable, social, specialist etc. A key milestone in the proposed Investment Plan is the Y2&3 Brownfield Housing Programme. The proposal supports Brownfield land being brought back into use where market failure has otherwise made this unviable. As above, the Brownfield programme is a key milestone of the Investment Plan and is required to unlock at least 7000 new homes back March 26.
Economy	G	The proposed Investment Plan will support the driving of inclusive economic growth across GM. The Proposed Investment Plan supports the ambition to develop good job growth across GM, including within the Frontier Sectors. The Proposed Investment Plan will attract wider investment into GM which will include private sector and other public sector funds.
Mobility and Connectivity	G	
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Investment priorities are to be considered as part of this scheme of work will have due regard to sustainability credentials in line with the Carbon Neutral 2038 target and applied through an agreed set of deliverability criteria.
Further Assessment(s):	Carbon Assessment	
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.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential				
Residential building(s) renovation/maintenance	N/A			
New build non-residential (including public) buildings	N/A			
Transport				
Active travel and public transport				
Roads, Parking and Vehicle Access	N/A			
Access to amenities		To be determined through CRSTS 2 project prioritisation		
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

The proposed Investment plan and any associated risks will be overseen and managed through the Growth Locations governance structure.

Legal Considerations

The work programme does not currently have requirements for legal input. Should future legal input be required it will be managed through appropriate governance arrangements.

Financial Consequences – Revenue

The proposed work plan is likely to result in future requests for revenue funding through the Evergreen Surplus Funding and Housing Surpluses. Requests will be approved through appropriate governance arrangements. All work currently being undertaken relates to existing resource.

Financial Consequences – Capital

Approval would be sought for any specific requests for capital investment through the GMCA in line with appropriate governance arrangements. All work currently being undertaken relates to existing resource.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

None.

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

N/A

1. Background

- 1.1. The GMCA have previously agreed priorities set out in the Greater Manchester Strategy (GMS) and the Local Industrial Strategy (LIS) which set the headline economic strategy that GM is trying to deliver. This includes the required ambition to develop good job growth, including within the Frontier Sectors, and the commitment to develop the Growth Locations.
- 1.2. The Devolution Deal, and announcements alongside, have subsequently given a new set of powers and resources to deliver those priorities. The Investment Plan is, in the first instance, seeking to set out how those resources relating to physical assets that deliver inclusive growth will be deployed to support the delivery of the priorities in the GMS and LIS.
- 1.3. The six Growth Locations represent opportunities for the whole city-region, to bring forward development at a scale that can drive transformational growth across GM and focus on priority growth areas across all 10 GM Local Authorities. The six Growth Locations are:
 - North East Growth Corridor
 - Eastern Growth Cluster
 - Airport & Southern Growth Corridor
 - Central Growth Cluster
 - Western Gateway
 - Wigan & Bolton Growth Corridor
- 1.4. As set out in the Greater Manchester Strategy (GMS), through Growth Locations, GM can use more effective prioritisation and targeting of resources to capitalise on the opportunity to reshape its future, levelling up with greater inclusivity and equity, for all communities, driving prosperity in neighbourhoods, towns and cities across the region and benefiting each of the 10 Local Authorities. Each Growth Location possesses unique opportunities and assets to respond to the variety of needs and challenges present in different parts of the conurbation. The Growth Locations will provide the platform for a levelling up approach by creating value through new development and in turn ensuring that the resultant benefits and outcomes are experienced across wider GM communities.

2. Purpose and Scope of Investment Plan

- 2.1. The purpose of the Investment Plan is to provide a cohesive joined up approach to investing funding at a GM level in physical assets that drive inclusive economic growth across GM. The rationale for taking this approach being that it will drive better outcomes for all of GM and greater efficiencies through delivery.
- 2.2. This will enable each of the 10 Local Authorities to bring forward their investment priorities and access the necessary investment to drive forward growth priorities in each of their respective Local Authorities. The principle of inclusive growth as set out in the GMS will be embedded into how investment will be prioritised across GM and will ensure that there is appropriate investment made across the conurbation and benefiting each of the 10 Local Authorities. This will mean that investment will be made to benefit the population outside the conurbation core and drive inclusive growth across the 10 Local Authorities.
- 2.3. The anticipated public sector cost of delivering the physical projects to meet the ambitions of the GMS over the next 10 to 15 years exceeds the likely funding that will be available. GM will therefore need to drive efficiencies and values that will enable alternative funding models to be deployed alongside traditional grant funding routes to support accelerated delivery of GMs ambitions. Given the constraints on funding there is a need to ensure investment is prioritised to maximise the outcomes that will be delivered.
- 2.4. The Investment Plan, therefore, comprises three key components:
 - 2.4.1. A clear set of Investment Milestones where investment decisions will be expected to be made. This will include the actions and related milestones that are required in order to ensure the appropriate methodologies for making these decisions are in place;
 - 2.4.2. a set of Investment Principles that will be incorporated into decision making methodologies and applied to funding and investment decisions that are made at a GM level such that funding can be appropriately invested to drive maximum improved outcomes; and
 - 2.4.3. the identification and development of the Investment Pipeline, being the projects and activity that will be seeking GM investment at the appropriate

Investment Milestones. The pipeline is being developed building from the Spatial Framework (Places for Everyone plan and the emerging Stockport Local Plan), the associated Growth Locations plus supporting transport infrastructure requirements, and the evolving Frontier Sector Plans.

- 2.5. The approach will be focussed on delivery of projects supporting inclusive economic growth, with a specific focus on driving good jobs, including within the frontier sectors. The Investment Plan will consider capital assets and the activity undertaken in relation to Growth Locations, the current GM Transport Strategy 2040 (the Local Transport Plan) and subsequent Local Transport Plans (noting the refresh is underway), and sector growth as set out in the Local Industrial Strategy and emerging Frontier Sector Plans (although the Investment Plan's scope will exclude wider business and skills support which will be covered through other GM level plans). It will also consider any priorities identified in the Housing Delivery Plan once developed.
- 2.6. The activity and investment covered by the plan will be both capital and revenue investment and will cover any activity that relates to the up-front development of enabling infrastructure or specific developments where they can support inclusive growth, development and innovation within businesses. Activity will similarly relate to supporting development of assets that align with the GMS objectives such as Net Zero development, appropriate housing tenure mix such as affordable, social, supported and specialist housing and age-friendly accommodation.
- 2.7. The Investment Plan is only part of the picture of investment needed in GM. For example, skills, business support, foundational economy, public sector services etc, will all require funding and all of which are vital to create a sustainable, fairer GM and support inclusive growth. However, these will not be directly covered by the Investment Plan given the specific focus on physical assets that support growth but there will be a requirement for a clear interface between the Investment Plan and other plans as these are developed.
- 2.8. The approach will enable "projects" to be supported through the development and delivery phase such that revenue and capital is aligned to ensure delivery of outcomes. This will create a stable platform such that priority projects identified through the Growth Locations process and sector plans can be developed with a greater degree of certainty that revenue support through GM is being spent on

priorities and that capital is likely to be available to build the assets once the development phase has been completed.

- 2.9. Due to the changing nature of the investment landscape and the approach to delivering GM ambitions, the Investment Plan will need to be revisited at appropriate intervals to ensure that it accurately reflects the current national and local position. The Investment Plan, therefore, needs to be revisited periodically, including when the Single Settlement is agreed.

3. Devolution and the Single Settlement

- 3.1. The Devolution Deal incorporates a commitment to the provision of a Single Settlement in the next Spending Review period (starting in April 2025) and a number of other aspects that are structured to support growth, including Growth Zones and the ability to influence the Affordable Homes Programme. This will result in an allocation of an element of departmental budgets to GM through the Single Settlement. This is alongside the Investment Zone process being run by DLUHC.
- 3.2. The Devolution Deal will result in the need for GM to make decisions periodically about the projects and activity in which it will invest. This will relate to allocation of both capital and revenue. These decision milestones are set out later in this paper. There will need to be recognition in the pipeline development activity that the Investment Plan is considering the delivery of GM growth priorities over the next 10 to 15 years and decisions will need to be made in relation to investing revenue into developing projects where the capital required to deliver the project will be identified through future Single Settlement allocations.
- 3.3. There is similarly a need to create some early certainty over the approach that is being adopted for investment of funds in growth projects, specifically major capital projects, where there is a long development cycle with a large cost of project development prior to starting construction.

4. Outputs and Outcomes

- 4.1. GM will need to enter into an Outcomes Framework with Government that will set outcomes that GM will be accountable for in return for receiving the Single Settlement. While the Outcomes Framework is yet to be agreed the projects and activities in which investment will be made will drive outputs and outcomes that align with the GMS and relate to driving inclusive growth. It must also be recognised

that development of physical assets and infrastructure, including frontier sector infrastructure and innovation assets can take 10+ years and therefore that the wider benefits will be delivered over time and some outcomes cannot be achieved in the short term but will be realised through longer term planning of major strategic projects. The methodology for prioritising investment decisions will need to recognise the outcomes agreed as part of the Devolution Deal and those set out in the GMS, with a focus on maximising the outcomes that can be delivered.

5. Investment Plan Milestones

- 5.1. The Devolution Deal and wider departmental process will require GM to be able to prioritise investment at certain decision points as and when access to funding is provided. It will therefore be required to identify Investment Milestones where specific investment decisions will be taken. Priority projects should be worked up into investible propositions to be considered for investment at these Investment Milestones. Appropriate appraisal methodologies will be developed and agreed in advance of the Investment Milestones, creating a framework for decision making that takes into account inclusive growth principles and considers the beneficiaries of investment. As the detail of the Devolution Deal is worked through, these Investment Milestones will need to be revisited.
- 5.2. This approach will similarly enable revenue funding to be utilised to support project development such that support is provided to priority project development to align with capital investment decisions.
- 5.3. As the detail of the Devolution Deal is worked through over the next 12-18 months and the Single Settlement is agreed, it is anticipated that the Investment Milestones will need to be revisited. However, the following section sets out the current expectation of those milestones to enable planning of activity and revenue funding investment.
- 5.4. The key milestones that are required to be set out relate to the following areas:
 - 5.4.1. Investment Zone: Announced in the 2023 Budget alongside the Devolution Deal and focused on developing Advanced Manufacturing & Materials. GM is allowed to identify two geographical areas within GM, totalling 600 hectares, which will have a 25-year business rate retention scheme without a reset. The announcement also confirmed an allocation of £80m to GM to be spent over

the next 5 years. This allocation was increased to £160m in the 2023 Autumn Statement with the time period for investment extended to 10 years. The agreement to the use of the funding allocation is subject to a timetable set by government and decisions relating to the Investment Zone funding will be covered in a separate paper to the February GMCA meeting.

5.4.2. Growth Zones: GM has the ability, as part of the Devolution Deal, to identify 3 geographical areas within GM, totalling 600 hectares in total, which would benefit from an extended 25-year business rates retention scheme. These three areas would be exempt from any reset of business rates growth, that would apply elsewhere. The zones have been identified as set out later in this paper.

5.4.3. Brownfield Housing Funding: The devolution deal identified £150m of Brownfield Housing funding, to be provided to GM across 3 financial years from FY 23/24, to support the development of housing on Brownfield Land.

5.4.4. CRSTS: A devolved transport settlement to deliver local transport priorities. Indicative allocations have been announced for CRSTS 2 with an expectation that projects will be prioritised by the end of FY 25/26, as part of a new Local Transport Plan (LTP) including a new Transport Delivery Plan for the period 2027-32. It should be noted that significant transport investment will be needed to deliver the Bee Network, for maintenance and renewals of existing transport assets as well as potentially the ongoing subsidisation of some transport services.

5.4.5. Affordable Homes Programme: The Devolution Deal includes the ability for GM to influence the way in which Homes England's Affordable Homes Programme is utilised in Greater Manchester.

5.4.6. Other National Bodies: The Single Settlement excludes a number of departmental budgets and GM will be required to participate in national funding rounds with each department having their own specific timetable which needs to be reflected in the Investment Milestones.

5.4.7. Other Revenue Funding: GM has access to revenue funding streams that have been utilised historically to support housing and inclusive economic

growth (primarily GM Housing Investment Loans Fund Surpluses, Retained Business Rates, Evergreen Surpluses and Homes England Revenue).

5.5. The below summarises the next Investment Milestones relating the above activities:

Activity	Next Key Milestone
BHF Yr 2 &3	Jan / Feb 2024: - CA Shortlist Approval
BHF Yr 4	Autumn /Winter 2025: - CA Shortlist and Approval
CRSTS 2	Winter 2025/26: - Projects Prioritised
Investment Zone Flexible Spend	Feb 2024: - Agreement of GM's proposals with DLUHC
Single Settlement	Mar 2024: – Agreement to process for agreeing Outcome Metrics
GM Growth Locations Revenue Funding Allocations	Jan 24: - Approvals and quarterly thereafter
Affordable Housing	Spring 2024 – Agree process of influence for AHP programme

5.6. Annex 1 sets out a more detailed schedule of the milestones related to the Investment Plan.

5.7. At each milestone there is an expectation that GM will make decisions around investment. All decisions will need to be the subject of robust decision making methodologies if GM is to ensure that outcomes are being maximised. This will require projects to be deliverable at the time that investment decisions are being taken. The schedule in Annex 1 sets out the proposed timetable for appraisal methodologies to be developed and agreed in order to support the decision making process at the specific Investment Milestones. Development of appraisal methodologies will be overseen by Directors of Place and Chief Executives and in line with the Growth Location approach.

5.8. There is an expectation that the appraisal methodologies will appropriately consider wider GMS policy objectives and will prioritise projects that maximise wider outcomes such as low carbon benefits, addressing inequalities and public sector reform. Providing clarity over the approach to prioritisation of investment will enable project sponsors to design and develop projects that best achieve the outcomes targeted. GM will need to demonstrate that it has delivered the best value for money

outcomes, in line with the GMS, through its decision making process under the Investment Plan as part of the Devolution Deal.

6. Investment Principles

- 6.1. The investment decision making processes that will be applied at each of the identified Investment Milestones will require a set of Investment Principles to be incorporated into the appraisal methodology utilised for prioritising investment decisions.
- 6.2. Investment Principles will need to be incorporated into specific decision making processes yet to be developed and as such they cannot be overly prescriptive at this stage. These are to be reflected in the methodologies developed as part of the governance and decision making processes. The timelines for developing methodologies relating to the different investment milestones are set out in Annex 1. Two categories of principles have been considered:
 - General principles - applicable to all investments
 - Project principles - defining the rules to be applied by project sponsors when seeking funding through GM.
- 6.3. The principles have been developed to ensure that public sector investment is minimised and there is an equitable approach adopted across GM, partners are treated fairly and on a transparent basis i.e. that the level of support or investment that is made into one project is considered in a comparable manner to any other investment made across GM. The principles are set out in Annex 2. There will be a need to review the Investment Principles in light of the Outcomes Framework that is agreed with Government.

7. Investment Pipeline

- 7.1. At the time at which Investment Milestones are reached there will need to be a developed pipeline of projects that can then be appraised and prioritised to allow limited funding to be allocated to projects. It is therefore imperative that the priority projects are developed into investible propositions in appropriate timeframes. There will be an ability to provide some ongoing revenue and capacity to Local Authorities to support development of these priority projects. When Investment Milestones are reached, the appraisal methodologies will still require the Project Sponsor to

demonstrate the deliverability of the project within specified timescales for expenditure reinforcing the need to ensure the continued development of the pipeline.

- 7.2. The Investment Pipeline of projects will, by its very nature, be a live and evolving pipeline that will need to change to reflect emerging and changing priorities at a Local Authority level. Investment appraisal methodologies will be applied to the current version of the pipeline at the time of the Investment Milestone.
- 7.3. The development programme for projects within the Investment Pipeline will need to be aligned with the Investment Milestones. The revenue resource will need to be used to support the development of the Investment Pipeline such that it will give a GM central view of those things (not necessarily individual projects) that have been agreed need to come forward in order to drive growth and suitably progressed as investible propositions. This approach will move GM towards having a pipeline of strategic priority projects that are also deliverable. It will, however, be incumbent upon project sponsors to ensure projects are appropriately developed given the clarity over when investment decisions will be made as set out in Annex 1.
- 7.4. Once developed, having such a pipeline, along with the Investment Milestones and Investment Principles / appraisal methodologies, should then enable GM to decide how to deploy funding in the most strategic way and make the case for further investment.
- 7.5. The Investment Pipeline will draw potential projects from a number of sources primarily:
 - 7.5.1. Growth Location and Spatial Framework – primarily focussed on the physical assets, and transport projects that will drive growth across GM.
 - 7.5.2. GM Transport Strategy 2040 – including the Transport Delivery Plan (2021-26) and ongoing work to develop the GM Transport pipeline of projects, as part of the new LTP.
 - 7.5.3. Housing Delivery Plan – setting out the approach and initiatives to support wider housing delivery, some of which will require investment
 - 7.5.4. Sector plans – setting out economic/Sector Investments in assets required to drive growth in each Frontier Sector.

- 7.6. There will be interactions between the different aspects of the pipeline and there will be a need to determine the interdependencies between the different areas. The oversight of the pipeline development will be undertaken as part of the Growth Location approach with Directors of Place and Chief Executives such that it can be overseen and managed through a single aligned approach.
- 7.7. The pipeline will be presented to the GMCA in early 2025 once further work has been undertaken to develop the pipeline.

8. Other National Bodies

- 8.1. There are a few areas relating to growth where funding has not been devolved to GM through the Devolution Deal and where there is a need for continued engagement with government departments to ensure that they will provide appropriate resources to GM and that they are aware of the GM growth priorities. The approach to pipeline development will support GM's ability to develop and prioritise projects to be promoted to national bodies as part of a joined up GM approach.
- 8.2. From a Research and Innovation perspective this relates to subsequent rounds of the Innovation Accelerator funding which has not been included as part of the Single Settlement process. Research and Innovation activity will need to continue to be supported through bidding into national funding pots or other national allocation mechanisms.
- 8.3. In relation to housing projects, Homes England continue to be a key strategic partner, enshrined in the Strategic Place Partnership. They have access to a number of capital funding pots, on both a grant and investment basis, and revenue funding that can be used to support project development. It is critical that the Investment Pipeline is used to support those partnership discussions with a view to accessing any further funding that is available to support priority projects.
- 8.4. In relation to transport projects, the Single Settlement did not include the devolved allocation of National Highways funding nor control over rail budgets. There is, therefore, a need on these transport projects to ensure that there is continued engagement at the appropriate level and that GM is clear on its own priorities in this regard. Current priorities are set out in the GM Transport Delivery Plan (2021-26) and will be updated in the new Transport Delivery Plan for the period 2027-32,

which will continue to support delivery of the Bee Network. These will be used as the basis for engagement with National Highways and Network Rail.

9. Frontier Sector Plans

- 9.1. In order to support the development of the Frontier Sectors, a Sector Plan will be developed for each sector. The structure of the different sector plans will draw on the work already developed for Advanced Materials and Manufacturing through the Investment Zone process.
- 9.2. The key focus of the Sector Plans will be to identify the broader activity that is required to support development of each of the frontier sectors and set out the necessary interventions that will need to be funded over the next 10 to 15 years in order to support their development. This will support the investment decisions in physical assets that are brought forward through the Investment Plan, and will also give clarity on the business and skills support that is necessary to support the sector alongside any research and development funding or other areas of activity. It should be noted that skills will be critical to the implementation of the frontier sectors plans alongside the physical assets.
- 9.3. Each Sector Plan will require to be approved through the GMCA such that the investment in physical assets that they require they can be adopted as part of the Investment Plan.

10. Investment Zone and Growth Zone Boundaries

- 10.1. With the need to make continued progress to meet the timescales set out by Government and associated spending milestones, there is a need to make some immediate decisions in relation to the boundaries for both the Investment Zones and Growth Zones.
- 10.2. Following discussions with GM Directors of Place, Chief Executives and Leaders, and in consultation with DLUHC, the following five sites have been proposed to the Government to receive enhanced status through the new business rates initiatives (Maps of the proposed locations can be found in the annexes).
- 10.3. Two proposed Investment Zone Enhanced Business Rates Areas:
 - 10.3.1. Manchester “Smile” (Annex 3):

- Boundary covers sites in Manchester and Salford
- Total Hectares: 209.1
- Includes Mayfield site, ID Manchester site and up to Salford University

10.3.2. Northern Gateway (Annex 4):

- Boundary covers sites in Rochdale and Bury
- Total Hectares: 388.27

10.4. Three proposed Growth Zones Enhanced Business Rates Areas:

10.4.1. Manchester CC North & East (Annex 5):

- Boundary covers sites in Manchester and Salford
- Total Hectares: 143.86
- Includes Etihad and Co-op Live development sites

10.4.2. Salford Quays and Trafford Wharfside (Annex 6):

- Boundary covers sites in Salford and Trafford
- Total Hectares: 223.9

10.4.3. Trafford Park (Annex 7):

- Boundary covers sites exclusively in Trafford
- Total Hectares: 231.23

10.5. **RECOMMENDATION:** The GMCA is recommended to approve the boundaries identified for the Investment Zones and Growth Zones.

11. Recommendations

11.1. Recommendations are set out at the front of this report.

Annex 1 – Investment Plan Milestones and Actions

Investment Activities	DRAFT Decision Milestones	Investment Appraisal Methodology
Brownfield Housing Fund (BHF) - Yr 2 & 3 Programme	<p>Main BHF Programme:</p> <p>Dec 23/ Jan 24 – Shortlisting Yr 2 & 3 programme including apportionment of investment for Land Acquisition Fund</p> <p>Jan / Feb 24 – Yr 2& 3 CA approval of shortlisted programme</p> <p>Autumn 2024 – Shortlisting and approvals for any Yr 2 underspend</p> <p>Autmn 2025 - Shortlisting and approvals for any Yr 3 underspend</p> <p>Land Acquisition Fund (LAF):</p> <p>Dec 23/ Jan 24 – Agree apportionment of funding to be held for LAF</p> <p>Further LAF Decision Milestones at 6 monthly intervals thereafter.:</p>	Yr 2 & 3 BHF appraisal methodology in place (includes Benefit Cost Ratio approach)
Brownfield Housing Fund - Year 4 Programme (tbc)	Autumn/ Winter 2025 – Shortlisting and approval of Year 4 programme	Yr 4 BHF appraisal methodology needed by Spring 2025 to inform bidding and shortlisting approach.
CRSTS 2 (2027/28 – 2031/32)	CRSTS 2 confirmed as part of the October 23 Network North Announcements. The investment programme is planned to be developed as part of the process to develop the next LTP. Scheme prioritisation winter FY 25/26	CRSTS2 appraisal methodology approach Summer FY 25/26.

Investment Zone Flexible Spend (£80m)	Nov 23- Jan 24 – Finalisation and agreement of individual projects with Department for Levelling Up.	Investment Zone appraisal methodology in line with DLUHC guidance.
Single Settlement	<p>Nov 23 – MoU agreement</p> <p>Jan 24 – Investment Plan CA approval</p> <p>Spring 24 – Outcomes Framework process agreed with HMT/DLUHC</p> <p>Spring 24 – Assurance Framework approval</p> <p>2024/25 – Periodic refinement of investment plan</p> <p>Summer/Autumn 24 – HM Treasury Spending Review</p> <p>April 2025 – Single Settlement commence</p>	An appraisal methodology will be developed over 2024 to support allocation of funds to deliver against the agreed outcomes framework.
Retained Business Rates	<p>Feb 2024 – Agree FY 24/25 RBR Allocations</p> <p>Further milestones to be set subject to further work.</p>	N/A
GMCA Growth Location Revenue Allocations	<p>Quarterly approach agreed for allocation of GM revenue allocation for Growth Location. 2023/24 – 2024/25 programme of decision milestones:</p> <p>Jan 2024</p> <p>April 2024</p> <p>July 2024</p> <p>Oct 2024</p> <p>Jan 2025</p>	<p>Appraisal methodology for allocating revenue in the Growth Locations has been agreed.</p> <p>This will be further reviewed and refined as the Single Settlement appraisal approach evolves.</p>
Homes England Revenue Allocations	Homes England revenue programme confirmed annually. Budget confirmed spring 2024 (approx.) shortlisting decision milestone spring/ summer 2024 .	Joint appraisal approach with Homes England to be agreed over spring 2024 .
Affordable Homes Programme	Need to determine approach to influencing the next AHP program –March 24	N/A

Annex 2 – Investment Principles

General Investment Principles

The purpose of setting out the investment principles would be to maximise the benefits that can be delivered through the investments being made in line with agreed priorities.

The proposed principles are as follows:

- Maximise the outcomes/outputs being delivered in line with the Greater Manchester Strategy (and the Growth Locations it identifies) and the GM Local Industrial Strategy.
- Address decarbonisation and inequalities through the design and delivery of projects and interventions, which also support in achieving our transport Right Mix and sustainable economic growth.
- Maximise the private sector leverage being delivered by capital projects and invest on a recyclable basis where at all possible
- Any clawback or overage is used to support further investment in similar activity at a GM level
- Seek to minimise displacement of other / existing investment in projects or programmes
- Ensure revenue sources focussed on capital growth will be utilised primarily to create the necessary capacity to support the development of priority projects identified through the Growth Location programme and the Sector Plans
- Long term revenue streams generated through retained business rates (such as Growth Zones and Investment Zones – excluding any revenue carved out for other purposes as agreed with Leaders and UK Gov or other revenue agreed to be used for this purpose) will be considered as a mechanism for raising further capital for investment in Growth
- Capital investment should seek to align with other revenue and capital investment programmes to maximise benefits and vice versa
- Investments should be made alongside existing GM Investment Funds to minimise the grant that is required for any project

These investment principles would ultimately need to be imbedded in investment decision making process.

Project Investment Principles

A set of principles are also proposed that relate to projects in which GM investment is made such that there is an equitable approach adopted across GM and partners are

treated fairly and on a transparent basis i.e. that the level of support or investment that is made into one project is considered in a comparable manner to any other investment made across GM. For example, level playing field on the way Public Sector land is invested. The following sets out the proposed project principles.

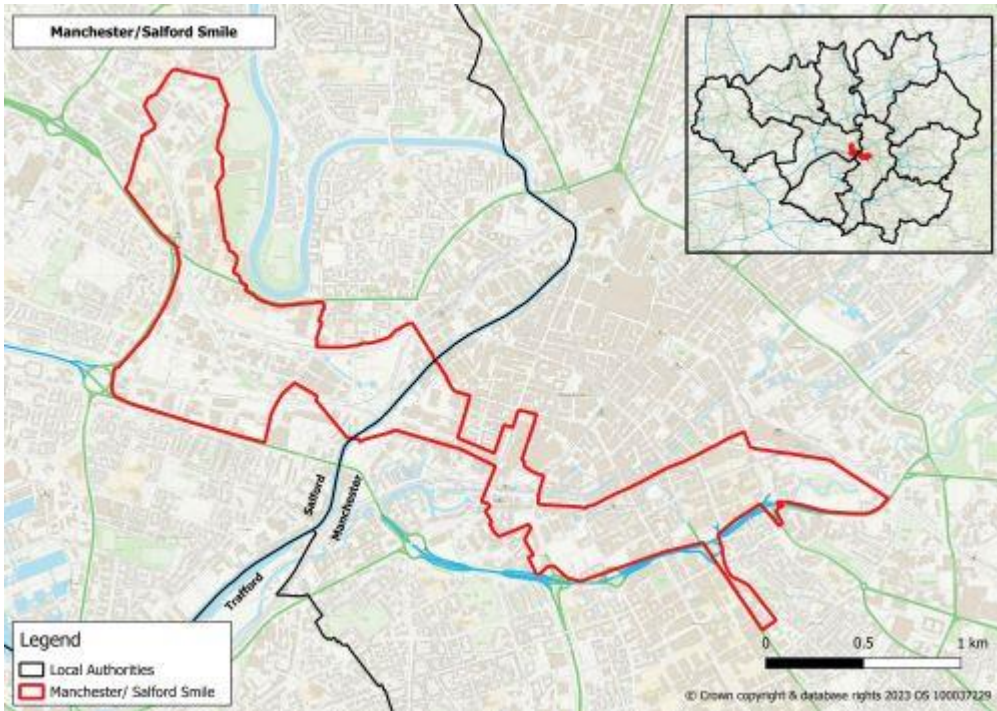
- Principles to be applied to projects seeking investment from GM.

Public sector land should be invested at cost and not incorporate any value uplift. This means land invested on a residual value basis taking into account any reasonable costs incurred by local authorities. Reasonable costs being considered costs such as demolition, a proportion of land acquisition costs where recently acquired (to be agreed case by case to avoid GM displacing LA investment in projects), etc – Further work to be undertaken to define this in more detail

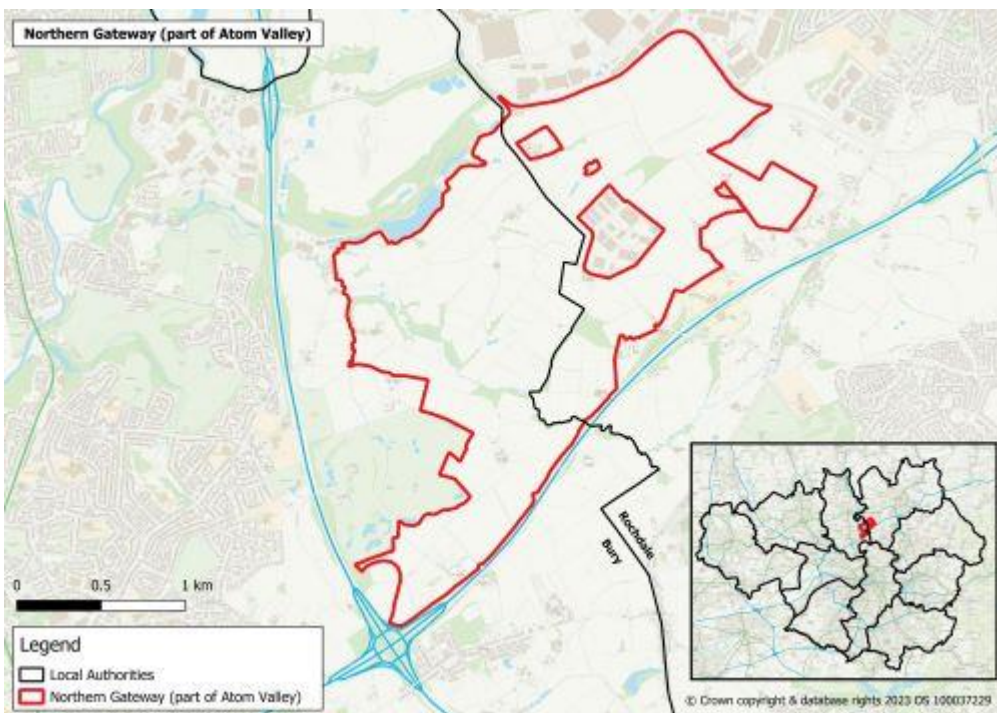
- Investment should be on a recyclable basis where at all possible
- Any recycled funds should be recycled back at a GM level and not at a locality level such that funds can be re-invested in priority projects identified at the time receipts are crystalised

Affordable / social housing schemes to be presented in line with approach as agreed with Homes England to enable transparency and comparability across projects

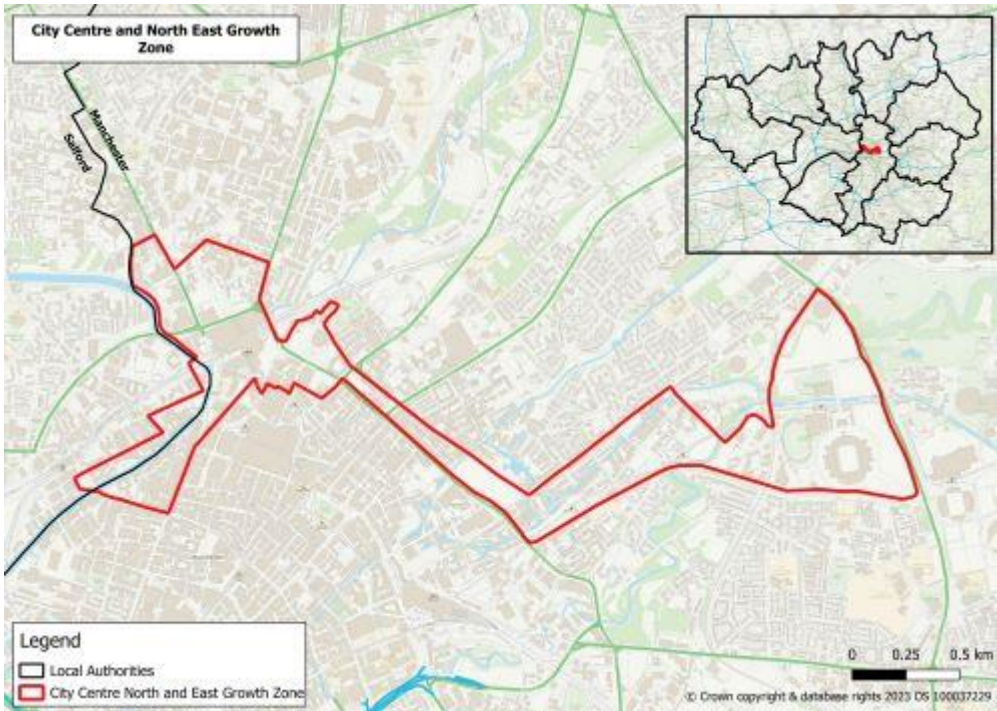
Annex 3: Manchester “Smile”



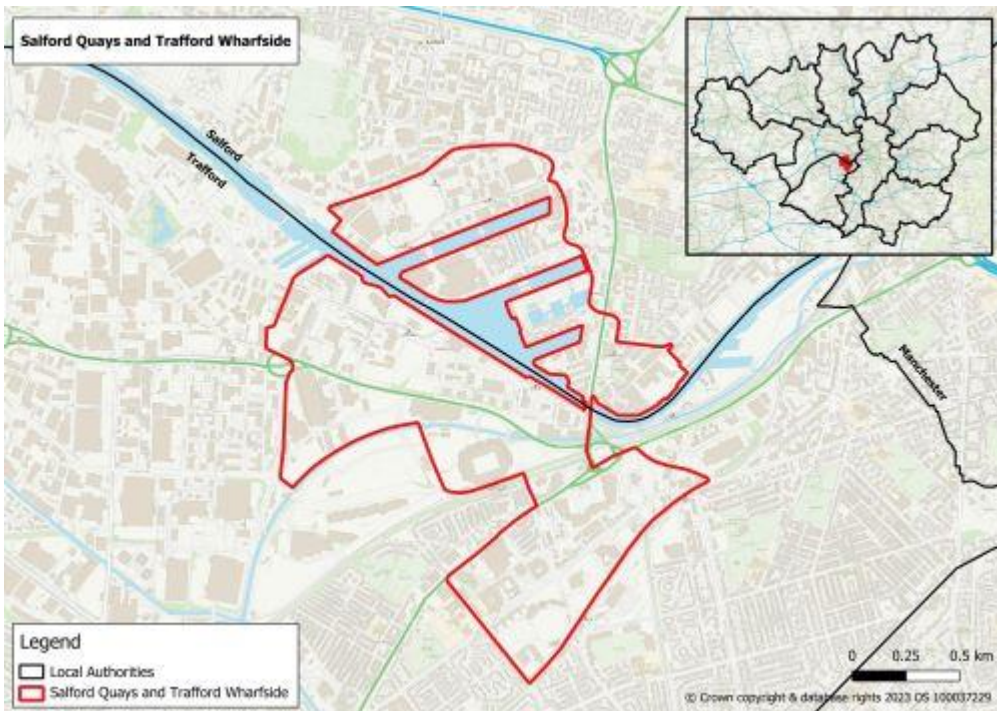
Annex 4: Northern Gateway



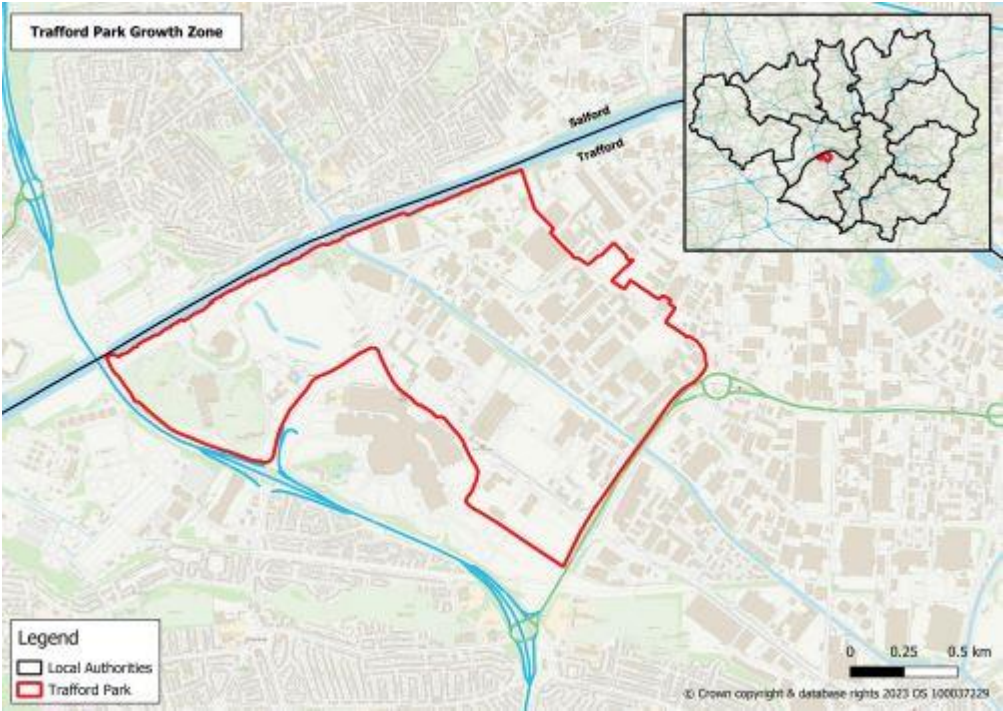
Annex 5: Manchester CC North and East:



Annex 6: Trafford Wharfside



Annex 7: Trafford Park



Greater Manchester Combined Authority

Date: 26 January 2024

Subject: GM Brownfield programme (Devolution Deal) - Year 2 and 3 Allocations

Report of: Councillor Ged Cooney, Portfolio Lead for Housing and Steve Rumbelow,
Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

Purpose of Report

This report seeks the Greater Manchester Combined Authority's approval to the allocation of the remaining £115m from the three year £150m Brownfield programme that is part of the 2023 Devolution Deal. The allocation has been determined by the methodology set out in this paper.

Recommendations:

The GMCA is requested to:

1. Approve the methodology for prioritising schemes in Year 2 and Year 3 of the Brownfield programme, as set out in Section 2 and Appendix 1;
2. Approve the allocation of the remaining £115m of the overall £150m funding devolved to GMCA;
3. Approve the utilisation of up to £500k from Brownfield grant overage payments to contribute to the revenue funding requirements of delivering the programme; and
4. Delegate authority to the GMCA Treasurer, acting in consultation with the GMCA Monitoring Officer, to effect the necessary legal agreements for the individual grants between the GMCA and grant recipients, as set out in Appendix 2.

Contact Officers

Andrew McIntosh: Andrew.Mcintosh@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

It is recommended that the proposal is supported, as set out in the paper. The Decision Support Tool has identified the proposal will positively impact Housing and the Economy. The impact on the Carbon Assessment is currently unknown at this stage of the programme and will be monitored during and at the end of the programme.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation			
Equality and Inclusion					
Health					
Resilience and Adaptation					
Housing	G	The proposal will positively contribute to the number of affordable homes in GM. The proposal supports brownfield land being brought back into use where market failure has otherwise made this unviable. It may also support surplus to use buildings being demolished or retained and refurbished for new homes.			
Economy	G	The deployment of £115m grant funding will contribute to improving economic development in the residential construction sector and associated supply chains. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn increase jobs in the construction sector. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn create jobs in the construction sector. The proposal will attract wider investment into GM. Wider investment will include private sector and other public sector funds. The proposal will increase opportunities for training and skills development in the construction sector and wider, e.g. apprenticeships.			
Mobility and Connectivity					
Carbon, Nature and Environment					
Consumption and Production					
Contribution to achieving the GM Carbon Neutral 2038 target		Schemes that are to be considered as part of this grant award from DLUHC will have due regard to sustainability credentials in line with the Carbon Neutral 2038 target and applied through an agreed set of criteria.			
Overall	G Positive impacts overall, whether long or short term.	<table border="0"> <tr> <td>A Mix of positive and negative impacts. Trade-offs to consider.</td> <td>R Mostly negative, with at least one positive aspect. Trade-offs to consider.</td> <td>RR Negative impacts overall.</td> </tr> </table>	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.
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	TBC				
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					
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 grants will be conditional upon a satisfactory outcome of detailed due diligence and ongoing monitoring confirmation that the schemes are being delivered satisfactorily.

In view of the nature of the DLUHC grant funding agreements for this Brownfield programme any conditions will be mirrored in agreements between the GMCA and scheme promoters, mitigating any risk retained by the GMCA.

Legal Considerations

The GMCA have entered into agreement with DLUHC in order to receive the grant. The terms and obligations within the DLUHC grant agreement will continue to be flowed through to the ultimate grant recipients within the onward grant agreements to ensure that potential risks to the GMCA are passed on to those grant recipients.

An onward grant agreement and other associated legal documentation will be completed for each scheme ahead of the first grant payment.

As this is a grant the subsidy control position has been considered. The grant agreement from DLUHC to the GMCA is not deemed to be a subsidy as the GMCA will be acting as an intermediary for the funding and flowing through all of the grant money, other than its reasonable administrative costs, to grant recipients to deliver the various Brownfield programme funded schemes. The GMCA is therefore acting in the capacity of an

intermediary of the grant funding which is in line with the Government's Subsidy Control Statutory Guidance. Subsidy Control requirements will be considered further for each individual scheme allocation as part of the detailed due diligence, with any allocation being compliant with the Subsidy Control legislation.

Financial Consequences – Revenue

In a previous report £500k was approved to be used from Housing Investment Funding surpluses towards legal costs. Some budget remains from this approval and it is proposed that any further costs will be funded from the overage payments received to date from historic Brownfield grants.

Financial Consequences – Capital

Capital expenditure is formed of the remaining £115m from the overall £150m Brownfield programme fund that is devolved to GMCA over 3 years. GMCA agreed a spend profile of £57.5m per year in 2024/25 and 2025/26. The Fund will be overprogrammed by £13.7m in order to ensure the remaining years spend commitment is achieved. In the event more than £115m is spent, the GMCA will cashflow up to an additional £13.7m in advance of receiving funding through the Single Settlement. The approach towards over-programming is set out further in 2.12-2.15.

Monitoring and reporting assurance will form part of the existing Single Pot Assurance Framework. The GMCA Section 73 Officer and GMCA Monitoring Officer will be required to confirm that investment is being used for the purposes agreed under the respective fund to deliver to fund's objectives.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

1. GMCA Trailblazer Devolution Deal (GMCA approval on 24th March 2023)
2. GMCA Brownfield programme (Devolution Trailblazer deal) - Methodology and Year 1 Allocations (GMCA approval on 30th June 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. As part of the 2023 Devolution Deal, government and GMCA agreed a £150m capital allocation to support brownfield housing development, to support the delivery of at least 7000 homes by 2025/26. Since this was agreed, GMCA and Districts have been developing GM's pipeline of schemes.

1.2. All schemes will continue to need to meet the key parameters agreed with government. These include:

- Benefit Cost Ratio of 1 (plus non-monetised benefits)
- Green Book appraisal
- Evidence of market failure
- Housing delivery starts on site by March 2026

1.3. The spending profile agreed between GMCA and government requires £35m to be spent in Year 1 and £57.5m to be spent in each of 2024/5 and 2025/6. Given the history of slippage related to the existing Brownfield Housing Fund programme, GMCA took an overprogramming approach in Year 1 and will continue to over programme for Years 2 and 3 and monitor slippage for the remainder of the delivery period.

1.4. Based on previous experience, GMCA substantially over programmed in Year 1, originally committing £51.1m instead of the required £35m. Due to this approach, GMCA is on track to meet the required £35m spend by Government and deliver over 3900 homes. A number of originally approved Year 1 schemes have fallen out of the programme, due to varying reasons, including not being able to draw down 100% of funding by March 2024. Many of these schemes have reapplied for funding in this current process and have been evaluated in line with the criteria outlined in the report.

2. Methodology and Prioritisation of schemes

2.1. A prioritisation process was prepared and applied to determine a shortlist of schemes to be supported in Year 1 (FY 23/24). A similar prioritisation approach has been used for Years 2 and 3, with a continued focus on affordable housing delivery and the provision of net zero/additional environmental benefits.

2.2. There is a specific emphasis on giving additional weighting to schemes that are delivering above 25% social rented homes on site and meeting the new definition for net zero homes, based on the definition agreed by the Truly Affordable Net Zero (TANZ) Task Force.

2.3. The Year 2 and 3 process also incorporates closer alignment with the Homes England (HE) Affordable Homes programme (AHP). The GMCA Delivery team and HE AHP team shared scheme and funding request information as a further check against deliverability. All schemes seeking HE AHP funding will still be required to satisfy HE's standard due diligence process. The Delivery team has also worked with HE Economists to develop the Benefit Cost Ratio (BCR) assessment tool which takes into account a broader range of place based benefits. The programme continues to require schemes to score a BCR of 1 or above.

2.4. The prioritisation process comprises two elements:

- a. **Eligibility Criteria** – this continues to consider individual criteria on a Pass/Fail basis; schemes unable to evidence and 'Pass' all elements will not proceed to the next stage of prioritisation. These specific criteria are included in the DLUHC funding agreement, as set out in 1.2. These elements remain unchanged from Year 1.
- b. **Prioritisation Criteria** – the second stage is centred on a number of criteria with the following weightings:

	2024/25	2025/26
Deliverability	50%	30%
Strategic Fit	25%	40%
Value for Money	25%	30%

- 2.5. **Deliverability** – schemes scored on the basis of their current delivery position and progress. The overall score was arrived at through a review of information gathered on schemes through a submission of evidence by each of the Districts. Individual conversations with each of the Districts and associated landowners/developers has been carried out as appropriate to support this. The Deliverability metric is key to ensuring that sites where funding is being committed are capable of being brought forward within the timescales expected. Site works must commence and achieve 100% spend no later than December 2025 to protect against slippage and ensure deliverability within the permitted timescale.
- 2.6. **Strategic Fit** – Schemes that more closely align with the GM Strategy and GM Housing Strategy have been given higher priority. This is based on whether the scheme sits within a Growth Location or priority town centre; aligns with Places for Everyone and local policies; and demonstrates a contribution to wider objectives (Modern Methods of Construction/Skills/Social Value).
- 2.7. Additional areas of consideration have been included under Strategic Fit and incorporate a focus on capturing schemes which contribute to GM reaching carbon neutral by 2038 (i.e. will they be designed to meet or exceed the Future Homes Standard or not) and schemes which contribute to increasing social rented homes in GM. Government released further information on proposed Future Homes Standard's in December 2023. This will continue to inform part of GMCA's due diligence process.
- 2.8. **Value for Money** - schemes were determined as high, medium or low value for money based on the grant amount per unit as per the approach in Appendix 1. In summary, high value for money was considered against varying grant levels and also considering the cost to delivering better against Greater Manchester strategy objectives.

- 2.9. These metrics ensure that schemes that meet a greater number of GM priorities have been scored more favourably. This balanced approach allows grant to be spent on a greater number of schemes (and thus unlocking more homes) and to optimise delivery against GM priorities.
- 2.10. Successful scheme applicants will be required to enter into a Grant Agreement. The agreement will follow the same approach as Year 1 and continue to include overage provisions. It is assumed that through the award of grant funding to individual recipients that this would then not result in a developer's profit exceeding an inappropriate level. The purpose of the overage mechanism in this case would ensure that any uplift on top of this is captured up to the value of the grant. This mechanism will be agreed on a scheme-by scheme basis.
- 2.11. The detailed criteria and prioritisation methodology is set out in Appendix 1.
- 2.12. Previous tranches have demonstrated that schemes have slipped despite appearing deliverable and therefore over-programming will continue to help mitigate the risk around not meeting the spend profile required by DLUHC.
- 2.13. For Year 2, an over-programming approach of 25% has been taken in drawing up the proposed funding allocations set out in this report. No over-programming has been included in Year 3 at this stage but the financial position will continue to be monitored regularly.
- 2.14. If all of the approved Year 2 schemes deliver, the expectation is that available funding from Year 3 will be reviewed and for Year 3 schemes, it is expected that the Single Settlement will be signed before the end of the programme, providing the CA with access to further funding that can support approved schemes, if required.
- 2.15. To date, GMCA has managed all tranches within the funding awarded from DLUHC and continues to meet the outputs required.

3. Years 2 and 3 priority schemes

- 3.1. Through the Growth Locations structure and Directors of Place, the GMCA have engaged with Districts to identify brownfield sites that meet the defined criteria.

3.2. Over 200 schemes were initially identified by Districts as seeking support from the programme. A number of land proposals were also received, however these will not be funded at this time due to the demand for schemes that already have control over the land. Through further conversations and submission of evidence, 92 schemes have been prioritised based on their appraisal against the defined criteria as set out in the previous section. All schemes have provided evidence that demonstrate they can start on site and draw down grant by December 2025. All schemes meet the DLUHC funding criteria.

3.3. The prioritised schemes will commit the whole of the remaining £115m; £71.8m in Year 2 (allowing for over-programming) and up to £57.5m in Year 3.

3.4. A full list of the proposed schemes, including overprogramming, can be found at Appendix 2.

3.5. Brownfield Land Release Fund (BLRF2) Round 3 is currently open for applications, with a deadline for responses 14 February 2024. This offers up to £80m for councils to apply through the GMCA OPE Partnership. It is anticipated that Local Authorities will still apply for BLRF2 funding, as alternative means of funding support, given that there is a risk that schemes will not satisfy the GM due diligence process.

3.6. Headlines from the proposed Year 2 and 3 allocations include:

- Over 7,800 homes will be unlocked and supported;
- Circa 4000 affordable homes will be supported, with 86% of schemes including affordable housing
- 79% of schemes will be built to Future Homes Standard or above and 5 schemes are aiming to build to a net zero in operation standard, in line with the TANZ Task Force definitions;
- £16.4k average grant rate per unit.

3.7. As part of the £150m funding GMCA must unlock brownfield land with capacity for at least 7,000 homes by 2025/26. By agreeing to support the proposed Year 2 and Year 3 schemes, along with the circa 3900 homes being unlocked through Year 1 funding, GMCA continues to exceed the agreed targets.

3.8. The full list of proposed schemes can be found at Appendix 2.

4. Recommendations

Recommendations are set out at the front of this report.

Appendix 1 Criteria and Prioritisation methodology

Deliverability Year 2 - 50% of overall score/ Year 3- 30% of overall score		
Areas of consideration	Information requirements	Scoring criteria
Status of land– 35%	<ul style="list-style-type: none"> • Confirmation of who owns the land / evidence that applicant has control of the land (e.g. title report, development agreement etc.) • If land assembly is required – timescales to do so • Evidence of planning status , evidence of any outstanding conditions or evidence of when planning will be determined • Statement from the applicant confirming scheme deliverability, identifying any key constraints and how this will be overcome 	<ul style="list-style-type: none"> • Green- All land matters have been resolved • Amber- Most land matter are resolved or evidence of how these will be resolved has been clearly evidenced • Red- A number of land issues have not been resolved and/or no evidence for how issues will be resolved has been provided
Delivery strategy – 30%	<ul style="list-style-type: none"> • Confirmation of Delivery partner and evidence of arrangement • Programme for signing legal agreements 	<ul style="list-style-type: none"> • Green- all parts of the delivery strategy are in place • Amber- A clear delivery strategy has been evidenced and multiple parts of this have already been achieved (e.g. Developer in place, legal agreements have been executed)

	<ul style="list-style-type: none"> • Programme for identifying contractor or naming contractor if already in place • development programme (showing works on site, unit starts on site, and unit completions) 	<ul style="list-style-type: none"> • Red- The delivery strategy is not clear or a number of areas have been identified which will impact schemes ability to deliver against programme parameters
Funding strategy – 35%	<ul style="list-style-type: none"> • Evidence that required funding has been identified to deliver scheme • For schemes seeking Affordable Housing grant, evidence that Homes England are aware of the scheme • Programme cashflow- identifying GMCA funding drawdown 	<ul style="list-style-type: none"> • Green- all funding is in place, GMCA grant funding is the only remaining funding element and full drawdown can be achieved before March 2025 • Amber- GMCA grant funding and one other source of funding is required and/or full drawdown can be achieved before December 2025 • Red- GMCA grant funding and multiple other funding sources are required

Strategic fit Year 2- 25% of overall score/ Year 3- 40% of overall score

Areas of consideration	Information requirements	Scoring criteria
Scheme location – 50%	<ul style="list-style-type: none"> • Strategic fit statement providing evidence of which Growth Location or key town centre scheme is located in. • Or stating why the scheme has exceptional strategic circumstances, 	<ul style="list-style-type: none"> • Green- Scheme sits within Growth Location • Amber- Scheme sits within a key town centre or the scheme has demonstrated exceptional strategic circumstances • Red- no allocation or strategic fit

	e.g. specialised supported housing scheme	
Scheme contributes to GM reaching carbon neutral by 2038– 20%	<ul style="list-style-type: none"> Evidence of building standard and measures which will be included on site (e.g. solar PV, Air Source Heat Pumps) Statement evidencing how a scheme will reach or exceed the Future Homes Standard 	<ul style="list-style-type: none"> Green- scheme will be designed to meet Future Homes Standard Red- Scheme will not be designed to meet Future Homes Standard
Scheme contributes to increasing social rented homes in GM- 20%	<ul style="list-style-type: none"> Evidence of tenure breakdown 	<ul style="list-style-type: none"> Green- 85% or more of homes on site will be for social rent Amber- Over 25% of homes on site will be for social rent Red- Less than 25% of homes on site will be for social rent
Contribution to objectives in GM and local strategies – 10%	<ul style="list-style-type: none"> GM Strategy, PfE, GM Housing Strategy For example, creating jobs, social value, increased biodiversity, MMC- in GM 	<ul style="list-style-type: none"> Green- Clearly identifies contributions to multiple objectives Amber- Identifies contributions to some objectives Red- Little to no contributions to objectives
Value for Money Year 2 – 25% of overall score/ Year 3- 30% of overall score		

Areas of consideration	Scoring criteria
High VfM- 100%	<ul style="list-style-type: none"> • Less than £10k pu (No affordable homes on site and achieves current Building Regulations), • £15k pu (Above policy affordable homes on site and achieves FHS), • £20k pu (Above policy affordable homes on site and achieves above FHS)
Medium VfM- 50%	<ul style="list-style-type: none"> • Less than £15k pu (No affordable homes on site and achieves current Building Regulations), • £20k pu (Above policy affordable homes on site and/or achieves FHS), • £30k pu (Above policy affordable homes on site and achieves above FHS)
Poor VfM- 0%	<ul style="list-style-type: none"> • More than £15k pu (No affordable homes on site and achieves current Building Regulations), • More than £20k pu (Above policy affordable homes on site and/or achieves FHS), • £30k pu (Does not deliver above policy affordable homes on site nor delivers above FHS)

Appendix 2

Year 2 Scheme Allocations

Authority	Scheme Name	Developer type	Developer name	No of housing units	Brownfield funding required (£s)
Bolton	Church Wharf	Private Developer	Watson Construction (Holdings) Limited	281	£5,205,000
Bolton	Creams Paper Mill	Private Developer	Watson Construction (Holdings) Limited	68	£1,360,000
Bolton	Trinity Gateway	Private Developer	Capital & Centric	52	£1,040,000
Bolton	Roxalina Street	RP	Great Places Housing Association	83	£1,245,000
Bury	Kemp Heaton Avenue	RP	Great Places Housing Association	43	£645,000
Bury	Willow Street	RP	Irwell Valley Housing	13	£260,000
GM Wide	Thriving Investments GM Key Worker Fund	RP	Places for People	239	£5,000,000
Manchester	Boddingtons Brewery	Private Developer	Latimer Developments Limited	505	£3,184,826
Manchester	Devonshire Street	RP	Jigsaw Homes North	24	£480,000
Manchester	Canberra	RP	Guinness Developments	4	£78,748
Manchester	Domett Street	RP	Jigsaw Homes North	4	£80,000

Manchester	One Cathedral Sq	Private Developer	Property Alliance Group	300	£6,300,000
Manchester	Audrey Street / Egbert Street	RP	One Manchester Developments	12	£240,000
Manchester	Jackson's Brickworks Phase 2	RP	Your Housing and NUVU Development Ltd	350	£5,250,000
Manchester	The Rossett	RP	Great Places Housing Association	8	£160,000
Manchester	Russell Road	RP	Great Places Housing Association	120	£2,400,000
Manchester	Riverpark Road	Private Developer	Kellen Homes	387	£3,500,000
Manchester	Cheetham Hill	RP	Mosscares St Vincents HA	69	£841,293
Manchester	Moor Road	Private Developer	Sumo Developments	19	£400,000
Manchester	Manox	Private Developer	Landcare (East Manchester) Limited	410	£5,000,000
Manchester	Ferrous	Private Developer	Capital & Centric	107	£1,605,000
Manchester	Grey Mare Lane Plot A	RP	Great Places Housing Association	66	£990,000
Manchester	Princedom Street	RP	Mosscares St. Vincent's HA	22	£568,466
Oldham	Jubilee Mill Site	Private Developer	Wigget Homes LTD	35	£527,140
Oldham	Foundry Street	RP	Jigsaw Homes Tameside	15	£300,000
Rochdale	Pilsworth Road	LA	Rochdale Council	12	£360,000
Rochdale	Well I'Th' Lane	Private Developer	M7 Projects LTD	85	£1,062,000
Rochdale	Castle Inn	LA	Rochdale Council	8	£240,000
Rochdale	Hornby Street	LA	Rochdale Council	8	£240,000
Rochdale	Brassey Street	LA	Rochdale Council	12	£360,000
Rochdale	Drake Street	LA	Rochdale Council	14	£420,000

Rochdale	Durnford Street	LA	Rochdale Council	4	£120,000
Rochdale	Lodge Mill	LA	Rochdale Council	17	£510,000
Rochdale	Milkstone Place	LA	Rochdale Council	1	£30,000
Rochdale	The Junction	RP	New Living Homes LTD	24	£480,000
Rochdale	Castleton Sidings	Private Developer	Kellen Homes	191	£3,020,000
Rochdale	Corner Plot	LA to dispose of site	TBC	38	£1,000,000
Salford	Cross Lane and Belvedere Road	RP	Together Housing Group	67	£1,236,643
Salford	St Simons St Homeless Move On	RP	Mosscares St Vincents HA	42	£500,000
Salford	Duncan Street	Private Developer	Generation 400 Ltd	85	£838,861
Salford	Arrow Street	RP	Salix Homes	68	£2,040,000
Salford	Pendleton House	RP	For Housing	88	£1,760,000
Salford	The White Lion	RP	Whitfield and Brown	18	£270,000
Salford	Plot A1 New Bailey	Private Developer	English Cities Fund	151	£4,530,000
Stockport	St Thomas' Stockport	LA	Stockport Metropolitan Borough Council	8	£160,000
Stockport	Former Sainsbury's, Warren Street	Private Developer	Amcap (Stockport) Ltd	178	£1,848,530
Stockport	Bredbury Green Supported Living	RP	Mosscares St Vincent's HA	12	£127,201
Stockport	Ups & Downs	Private Developer	Stockport Vikings Luxury Properties Limited	14	£420,000
Stockport	Mill Street Woodley	Private Developer	M7 Projects LTD	16	£240,000

Stockport	Higher Hillgate	LA	Stockport Metropolitan Borough Council	24	£408,000
Stockport	Romiley Liberal Club	Private Developer	W.C. Investments Ltd t/a Watson	16	£292,000
Stockport	North Reddish	Private Developer	Northern Group Development Limited	155	£1,895,000
Tameside	228 Stamford St Central	Private Developer	Bricks & Soul Trading	17	£255,000
Tameside	Land off greenside Lane	Private Developer and RP	Landcare (Manchester) Ltd	150	£2,625,000
Tameside	The Hollies	RP	Jigsaw Homes Tameside (JHT)	12	£240,000
Tameside	Stalybridge Clinic	RP	To be advised	78	£900,000
Trafford	The Place - Carrington Village	Private Developer	Wain Estates (Carrington) Ltd	244	£978,473
Trafford	Sale West Phase 3	RP	Irwell Valley Housing	85	£1,700,000
Trafford	Christie Road	RP	Southway Housing Trust	60	£1,200,000
Trafford	Tamworth	Other	Homes for Trafford LLP	143	£2,860,000
Wigan	Keble Grove	LA	Wigan Council	26	£277,130
Wigan	Briar / Yates, Leigh	LA	Wigan Council	23	£210,000
Wigan	Prestwich Street	LA	Wigan Council	8	£113,220
Wigan	Tulach Phase 2	Private Developer	Northstone Development Ltd	66	£1,980,000
Wigan	North Lane	LA	Wigan Council	8	£80,363
Wigan	Manchester Rd (next to the Archer)	LA	Wigan Council	6	£63,640

Year 3 Scheme Allocations

Authority	Scheme Name	Developer type	Developer name	No of housing units	Brownfield funding required (£m)
Bolton	Platt Hill	RP	Clarion Housing Group	28	£420,000
Manchester	Narbuth Drive	LA to dispose of site to RP	TBC	16	£240,000
Manchester	Lighbrowne Rd	LA to dispose of site to RP	TBC	15	£225,000
Manchester	Tidebrook Walk	LA to dispose of site to RP	TBC	11	£165,000
Manchester	Firbeck Drive	RP	Jigsaw	7	£105,000
Manchester	Talbot House (Upper Monsall Street)	LA to dispose of site to RP	TBC	10	150000
Manchester	Pennington Street	RP	Onward	21	£420,000
Manchester	Openshaw Village Site 1	RP	One Manchester Developments	15	£300,000
Manchester	Palmerston Close	RP	One Manchester Developments	31	£620,000
Manchester	Clayton Canalside Supported Housing	LA to dispose of site to RP	TBC	80	£1,200,000
Manchester	Beechcroft Close	RP	Jigsaw	9	£135,000
Manchester	Victoria North Phase 2	Private Developer	Far East Consortium	252	£6,930,000

Manchester	Grey Mare Lane	Private/Local Authority	This City	136	£2,720,000
Manchester	Hyde Rd	Private/Local Authority	This City	84	£1,680,000
Manchester	Monsall P1	Private/Local Authority	This City	175	£3,500,000
Manchester	Postal St	Private/Local Authority	This City	111	£2,220,000
Oldham	Oldham Mumps/Princes Gate	Private Developer	MUSE Places	347	£5,552,000
Rochdale	Nowster Pub	LA	Rochdale Council	8	£240,000
Rochdale	Hare Hill Road	LA	Rochdale Council	50	£1,500,000
Salford	Christchurch Avenue	Private Developer	English Cities Fund (ECF)	91	£2,730,000
Stockport	Stockport 8, Town Centre West	Private Developer	Stockport 8 LLP	60	£1,190,000
Stockport	Fletcher St / Victoria House	Private Developer	Progressive Living & Picture This	248	£5,716,750
Tameside	Former Newton Bank Printworks	Private Developer	Ecclestone Homes	122	£1,220,000
Trafford	Stretford Mall	Private Developer	Trafford Bruntwood (Stretford Mall) LLP	190	£1,900,000
Wigan	Car park site, Wigan	LA	Wigan Council	22	£440,000
Wigan	Eckersley Mill	Private Developer	Heaton Group	180	£2,650,000

GMCA

Date: 26 January 2024

Subject: GM Housing Investment Loans Fund - Investment Approval Recommendation

Report of: Councillor Ged Cooney, Portfolio Lead for Housing and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

Purpose of Report

This report seeks the Combined Authority’s approval to the GM Housing Investment Loans Fund loan detailed in the recommendation below.

Recommendations:

The Combined Authority is requested to:

1. Approve the GM Housing Investment Loans Fund loan detailed in the table below, as detailed further in this and the accompanying Part B report;

BORROWER	SCHEME	DISTRICT	LOAN
Britannia Victoria Ltd	Victoria Park Probation Centre	Manchester	£9.632m

2. Delegate authority to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

Contact Officers

Bill Enevoldson: bill.enevoldson@greatermanchester-ca.gov.uk

Laura Blakey: laura.blakey@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

The Equalities Impact and Carbon & Sustainability Assessment for the Victoria Park Probation Centre scheme is given below:

Recommendation - Key points for decision-makers

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation		
Equality and Inclusion				
Health				
Resilience and Adaptation				
Housing	G	Utilising land previously occupied by redundant commercial buildings to provide 60 homes consisting of 41 apartments & 29 houses.		
Economy	G	Finance provided to support build costs of £8.8m which will largely be delivered from GM based enterprise.		
Mobility and Connectivity				
Carbon, Nature and Environment				
Consumption and Production				
Contribution to achieving the GM Carbon Neutral 2038 target				
Further information	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.

Carbon Assessment

Buildings	Result	Justification/Mitigation		
New Build residential				
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.	G High standard in terms of practice and awareness on carbon.	B Mostly best practice with a good level of awareness on carbon.	A Partially meets best practice/ awareness, significant room to improve.	RR Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The structure and security package proposed for the loan in order to mitigate risk are given in the accompanying Part B report. The loan will be conditional upon a satisfactory outcome to detailed due diligence and ongoing confirmation from a Monitoring Surveyor acting on the Fund's behalf that the scheme is being delivered satisfactorily.

Legal Considerations

A detailed loan facility and other associated legal documentation will be completed ahead of the first loan payment.

Financial Consequences – Revenue

The borrower will be required to meet the Fund's legal, due diligence and monitoring costs and there is no requirement for additional revenue expenditure by GMCA in addition to the approved Core Investment Team budget.

Financial Consequences – Capital

The loan will be sourced from the £300m GM Housing Investment Loans Fund, including the recycling of loans repaid to the Fund.

Number of attachments to the report: None

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

- Housing Investment Fund (report to GMCA, 27 February 2015)
- GM Housing Investment Loans Fund – Revised Investment Strategy (report to GMCA, 25 October 2019)

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

- 1.1 In line with the agreed governance process for the GM Housing Investment Loans Fund (“the Fund”), the Combined Authority is asked to approve the loan detailed in section 2, which has been recommended for approval by the Fund’s Credit Committee.
- 1.2 The total value of offers of loans from the Fund approved by the Combined Authority to date is £802.5m and the total value of approved equity investments is £26.3m¹. The loans and equity investments approved by the Combined Authority will deliver 9,571 new homes. If the recommendation set out in this report is agreed, the value of loan offers will increase to £812.1m with the number of new homes supported rising to 9,631.
- 1.3 Affordable housing and section 106 agreements are dealt with at a local level in line with local policies, national planning legislation and the government’s National Planning Policy Framework. As agreed at the December 2018 meeting of the GMCA, the majority of the surpluses generated from the Fund will be ring fenced to support provision of additional housing affordable to GM residents, supporting the Mayor’s Town Centre Challenge and tackling issues such as rogue landlords, empty homes and improving standards within the Private Rented Sector.
- 1.4 The GM Housing Vision approved by GMCA in January 2019 began to set a new context for housing delivery within GM and paved the way for the co-produced GM Housing Strategy and revised GM Housing Investment Loans Fund Investment Strategy that were approved by GMCA in October 2019. Alongside the work toward the Joint Development Plan Document: Places for Everyone, this development of a shared strategic approach to the delivery of new homes across Greater Manchester sets the objectives and focus of future investments made from the Fund.

2. Loan approvals sought

- 2.1 Britannia Victoria Ltd is seeking a loan of £9.632m from the GM Housing Investment Loans Fund for the development of 41 apartments and 19 townhouses on the site of the former Probation Centre in Victoria Park, Manchester. Planning consent was granted in July 2022. The loan will support a SME developer bring forward the redevelopment of a brownfield site, with a Section 106 agreement in place for 12 of

¹ These figures exclude loan offers that have not been taken up and are therefore withdrawn.

the new homes to go forward for discounted market sale at a discount of at least 20% and ringfenced for sale to key workers or those on low incomes.

- 2.3 Further details of the development and proposed terms of the loan are included in the accompanying Part B report, to be treated as confidential on account of the commercially sensitive nature of the information.

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Greater Manchester Combined Authority

Date: 26th January 2024

Subject: GM Investment Framework, Conditional Project Approval

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

Purpose of Report

This report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval for a loan to HM Pasties Ltd (“H.M. Pasties” and “the business”). The loan will be made from recycled funds.

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

Recommendations

The GMCA is requested to:

1. approve a loan of up to £300,000 to HM Pasties Ltd;
2. delegate authority to the Combined Authority Treasurer and Combined Authority 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.

Contact Officers

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Bill Enevoldson: bill.enevoldson@greatermanchester-ca.gov.uk

Laura Blakey: laura.blakey@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment

A) HM Pasties

Recommendation - Key points for decision-makers

A loan to HM Pasties is forecast to deliver significant business growth, increased jobs and access to quality training and upskilling for prisoners released on temporary license, and prison leavers.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	HM Pasties forecasts to grow headcount over the next 2 years, with a focus on supporting prisoners released on temporary license and prison leavers to train, gain employment and reduce reoffending rates.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	N/A	
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.

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.
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Risk Management

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

Legal Considerations

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

Financial Consequences – Revenue

Future interest income on loans will be applied to revenue reserves. Future loan repayments on revenue loans will be applied to revenue reserves.

Financial Consequences – Capital

Future loan repayments on capital loans will be applied to the capital reserve.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

None.

Tracking/ Process

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

Yes

Exemption from call in

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

No.

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

1.1. Background:

- 1.1.1. The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Core Investment Fund allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of Greater Manchester. A condition of investment is that the companies sign up as (at a minimum) a supporter of the Greater Manchester Good Employment Charter.
- 1.1.2. This assessment incorporated:
 - an appraisal by the GM Core Investment Team; and
 - a review by a sub-group of GM Chief Executives.

2. Investments Recommended for Approval in Principle

2.1. HM Pasties Ltd, Oldham

Sector: Foundational Economy

- 2.1.1. The business case in respect of a loan of £300,000 to HM Pasties Ltd has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.
- 2.1.2. HM Pasties produces a range of premium pasties and pies, principally supplying wholesale customers including pubs, sports venues, hospitality and leisure venues. HM Pasties has won multiple British Pie awards.
- 2.1.3. HM Pasties was founded by ex-offender Lee Wakeham in 2020 with the aim to 'bring out the good inside' by employing ex-offenders to make and sell delicious handmade Cornish-style pasties.
- 2.1.4. HM Pasties is focussed on reducing reoffending rates, by helping those who feel left behind to find fulfilling work in order to enhance their wellbeing and help them feel part of a thriving local community. HM Pasties offers a transitional employment programme which provides training and support to ex-offenders in order that they can become ready for the world of work, making long term employment a reality.

- 2.1.5. HM Pasties has now outgrown its current bakery premises. The loan funding will allow a move to a new bakery, and perform substantial improvements to the new site, in order to improve automation and access larger wholesale customers. The loan funding will also provide working capital support as the business grows.
- 2.1.6. The business will shortly have 12 employees, and is forecasting 8 new hires over 2 years, with a focus on providing sustainable employment for people with criminal convictions. The business also provides work experience for prisoners Released on Temporary License.
- 2.1.7. Further details regarding the loan are included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

Greater Manchester Combined Authority

Date: Friday 26 January 2024
Subject: TfGM Senior appointments
Report of: Eamonn Boylan, Chief Executive GMCA and TfGM

Purpose of Report:

To seek approval to recruit to the role of Chief Network Officer, TfGM, which will be a member of the Executive of TfGM; and to appoint to the role of TfGM Managing Director, on an interim basis, in line with the proposals agreed by the GMCA Resources Committee in relation to the recruitment of a Group Chief Executive Officer (CEO) for GMCA.

Recommendations:

The GMCA is requested to:

- Note and approve the disestablishment of the role of TfGM Chief Operating Officer and the creation of and recruitment to a new role of TfGM Chief Network Officer;
- Authorise the commencement of a recruitment process of the TfGM Chief Network Officer;
- Approve the use of a recruitment executive search agency to provide independent support to the process;
- Approve the appointment of Steve Warrener as Interim Managing Director, in addition to his substantive role of Finance and Corporate Services Director, pending further discussions with the incoming Group CEO;
- Approve the appointment of the role of Chief Network Officer as a member of the TfGM Executive to replace the Chief Operating Officer and retain the Finance and Corporate Services Director as a member of TfGM Executive in the renamed joint role of Interim Managing Director/Finance and Corporate Services Director; and
- Note that the Director General has been consulted on the content of this report.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

The SELNEC (The South East Lancashire and North East Cheshire Passenger Transport Area (Designation) Order 1969)) is the establishment order of the former Greater Manchester Passenger Transport Executive (now TfGM) and stipulates the statutory appointments for the Executive Board. TfGM must have in place a Director General and an Executive of not less than two nor more than eight other members to be appointed by the Authority after consultation with the Director General. The current members of the Executive are the Finance and Corporate Service Director, the Chief Operating Officer, the GMCA Treasurer and 3 Non-Executive Directors, as last reported to the GMCA in November 2022.

Under the GMCA Constitution, the function of appointing those statutory directors is reserved to the GMCA.

It is proposed that the Chief Network Officer replaces the Chief Operating Officer as a member of the Executive and the Finance and Corporate Services Director continues with his appointment as a member of the Executive in the joint role of Interim Managing Director/Finance and Corporate Services Director.

Financial Consequences – Revenue

No unbudgeted financial consequences.

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

1. Chief Network Officer, TfGM

Background

- 1.1. Following the departure of the incumbent Chief Operating Officer (COO), the COO role and an interim Head of Operations role is proposed to be disestablished and replaced with a Chief Network Officer (CNO).
- 1.2. The CNO role is required to reflect the ambitions of and to ensure the delivery of the Bee Network – a high-quality, safe, efficient, effective and significantly, integrated transport services and infrastructure.
- 1.3. The CNO role will provide a clear focus within TfGM for developing, delivering and overseeing Bee Network services and infrastructure, through a period of ongoing change.

Proposals

- 1.4. It is proposed to undertake an external (and internal) recruitment exercise to appoint to the CNO role on a permanent basis.
- 1.5. Whilst noting that the ongoing work to develop a future Target Operating Model (TOM) for TfGM may result in some amendments to the scope and specifics of the Chief Network Officer role, a new role is required to provide a single point of accountability within TfGM across Bee Network services and infrastructure.
- 1.6. Due to the scope and scale of the role and the likely candidate pool available, it is recommended that the Combined Authority agree to the appointment of an executive search partner to support the recruitment and selection process.
- 1.7. It is proposed that an Appointment Panel including the GMCA and TfGM Chief Executive; the TfGM Interim Managing Director/Finance and Corporate Services Director; the TfGM People Director; and a representative of the TfGM Non-Executive Directors be appointed to oversee the recruitment process and to subsequently report on the outcome of the process to GMCA.
- 1.8. The ongoing, annual (salary and on cost) net cost savings from disestablishing the Chief Operating Officer role and Interim Head of Operations roles and subsequently appointing to a Chief Network Officer role are forecast to be between £260,000 to £300,000, based on a salary range for the Chief Network Officer role of between £170,000 to £200,000.

2. Managing Director, TfGM

Background

- 2.1. As members will be aware, on 16th October 2023, the current Joint GMCA & TfGM CEO, Eamonn Boylan, notified the GMCA of his intention to retire from May 2024. The report to the GMCA Resources Committee on 27 October 2023 set out a series of options for the future, namely:
 - 2.1.1. Maintain the status quo and seek a like for like replacement, providing direct leadership to both organisations;
 - 2.1.2. Revert to pre 2019 position and seek to recruit 2 separate roles of CEO;
 - 2.1.3. Adopt a more hybrid approach with the creation of a genuine Group CEO role, supported by properly designated Managing Director roles in each of the constituent organisations with the responsibility for the management of leadership teams on a day-to-day basis.
- 2.2. It was determined to progress with option 3.

Proposals

- 2.3. It is proposed to formalise the appointment to the Managing Director role within the senior structure of TfGM on an interim basis, pending further discussions with the incoming Group CEO.
- 2.4. The TfGM Finance and Corporate Services Director will also become the Interim Managing Director and take on the responsibility for the management of TfGM's senior leadership team on a day-to-day basis, with immediate effect.
- 2.5. It is proposed to appoint Steve Warrener into the Managing Director (MD) role on an interim basis in addition to his substantive role of Finance and Corporate Services Director. He has 16+ years of experience with TfGM (and its predecessors) and has, effectively, been carrying out the joint role of Managing Director and Finance and Corporate Services Director (FCSD) on behalf of the joint Chief Executive, since 2021.
- 2.6. The Deputy Finance Director (DFD) will, on the same interim basis, take on all of the day-to-day financial management for the organisation.
- 2.7. The interim Managing Director/Finance and Corporate Services Director will, however, retain ultimate accountability for the finances of the organisation.

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

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