

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 23rd February, 2024

TIME: 10.30 am

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

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 - 9 February 2024** 5 - 16

To consider the approval of the minutes of the GMCA meeting held on 9 February 2023.

5. **GMCA Overview & Scrutiny - 7 February 2024** 17 - 32

To note the proceedings of the GMCA Overview & Scrutiny

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Committee held on 7 February 2024.

- | | | |
|------------|---|------------------|
| 6. | Commemoration of the Ukrainian Holodomor | 33 - 38 |
| | Report of Andy Burnham, Mayor of Greater Manchester. | |
| 7. | Homelessness from the Asylum System - Update and Response | 39 - 52 |
| | Report of Deputy Mayor Paul Dennett, Portfolio Lead for Homelessness. | |
| 8. | Public Switched Telephone Network (PSTN) Switchover Update | 53 - 62 |
| | Report of Councillor Nick Peel, Portfolio Lead for Digital. | |
| 9. | Greater Manchester Age-Friendly Strategy | 63 - 124 |
| | Report of councillor Arooj Shah, Portfolio Lead for Equalities and Communities. | |
| 10. | Net Zero Accelerator Funding | 125 - 136 |
| | Report of Councillor Tom Ross, Portfolio Lead for Green City Region. | |
| 11. | Greater Manchester Investment Zone | 137 - 150 |
| | Report of Councillor Bev Craig, Portfolio Lead for Economy & Business. | |
| 12. | Greater Manchester Investment Framework | 151 - 158 |

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

13. Delivering the Bee Network: Bus Franchising Implementation Update 159 - 164

Report of Andy Burnham, Mayor of Greater Manchester.

14. The Greater Manchester Franchising Scheme for Buses 2021 - Procurement Update 165 - 198

Report of Andy Burnham, Mayor of Greater Manchester.

15. 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

16. Greater Manchester Investment Framework 3 199 - 208
Report of Councillor David Molyneux, Portfolio Lead for Resources & Investment.

17.A Bus Franchising Tranche 3 - Large Local Service Contract: Hyde Road
Report of Andy Burnham, Mayor of Greater Manchester.

17.B Bus Franchising Tranche 3 - Large Local Service Contract:

Stockport

Report of Andy Burnham, Mayor of Greater Manchester.

**17.C Bus Franchising Tranche 3 - Large Local Service Contract:
Sharston**

Report of Andy Burnham, Mayor of Greater Manchester.

**17.D Bus Franchising Tranche 3 - Large Local Service Contract:
Tameside**

Report of Andy Burnham, Mayor of Greater Manchester.

**17.E Bus Franchising Tranche 3 - Large Local Service Contract:
Wythenshawe**

Report of Andy Burnham, Mayor of Greater Manchester.

Name	Organisation	Political Party
GM Mayor Andy Burnham	GMCA	Labour
Councillor Arooj Shah	Oldham Council	Labour
Councillor Tom Ross	Trafford	Labour
Councillor Mark Hunter	Stockport	Liberal Democrats
Councillor Neil Emmott	Rochdale	Labour
Councillor Gerald Cooney	Tameside Council	Labour
Councillor Nicholas Peel	Bolton Council	Labour
Councillor Eamonn O'Brien	Bury Council	Labour
City Mayor Paul Dennett	Salford City Council	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Bev Craig	Manchester CC	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 Date Not Specified on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street, Manchester M1 6EU

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Declaration of Councillors' Interests in Items Appearing on the Agenda

Name and Date of Committee.....>

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

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

Quick Guide to Declaring Interests at GMCA Meetings

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

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

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

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

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

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

Failure to disclose this information is a criminal offence

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

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

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

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

For a non-prejudicial interest, you must:

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

To note:

1. You may remain in the room and speak and vote on the matter
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 9TH FEBRUARY 2024 AT TRAFFORD TOWN
HALL**

PRESENT:

GM Mayor	Andy Burnham (in the Chair)
GM Deputy Mayor	Kate Green
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Salford	Councillor Tracy Kelly
Stockport	Councillor Mark Hunter
Tameside	Councillor Gerald Cooney
Trafford	Councillor Tom Ross
Wigan	Councillor David Molyneux

ALSO IN ATTENDANCE:

Chair of GMCA Overview & Scrutiny	Cllr Nadim Muslim
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OFFICERS IN ATTENDANCE:

Chief Executive Officer, GMCA & TfGM	Eamonn Boylan
GMCA Deputy Chief Executive	Andrew Lightfoot
GMCA Deputy Monitoring Officer	Gwynne Williams
Deputy Monitoring Officer	Melinda Edwards
GMCA Treasurer	Steve Wilson

Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	James Binks
Oldham	Harry Catherall
Rochdale	Steve Rumbelow
	Julie Murphy
Salford	Tom Stannard
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Trafford	Sarah Saleh
Wigan	Alison McKenzie-Folan
Deputy Chief Fire Officer, GMFRS	Ben Norman
Managing Director, TfGM	Steve Warrener
Office of the GM Mayor	Kevin Lee
GMCA	Julie Connor
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 20/24 APOLOGIES

RESOLVED /-

That apologies be received and noted from City Mayor Paul Dennett (Salford), Councillor Nicholas Peel (Bolton), Joanne Roney (Manchester) & Sara Todd (Trafford).

The Mayor of Greater Manchester, Andy Burnham, opened by expressing the best wishes of the region, and hopes for a speedy recovery, to King Charles following the recent announcement of his cancer diagnosis.

The Mayor advised that a meeting of the GM Police, Fire & Crime Panel had taken place on 30th January, at which his request to increase the police precept by £13 per year for a Band D property (£10.11 for Band B) had been unanimously approved and would therefore commence from 1st April 2024.

The Mayor, together with Councillor Tom Ross, expressed their concerns following the announcement that Kellogg's would be undertaking a review of operations at its Trafford premises with possible closure of the site being one of the review considerations. The GMCA and its partners were on standby to provide support to Kellogg's employees should the consultation result in closure. There would also be close engagement throughout the whole consultation process as any closure would impact not just Trafford but the whole region.

RESOLVED /-

1. That the GMCA record its best wishes to His Royal Highness, King Charles, for a speedy recovery from his recent cancer diagnosis.
2. That it be noted that the GM Police Fire & Crime Panel, at its meeting on 30th January 2024 unanimously agreed the Mayor's request to increase the police precept by £13 per year for a band D property (£10.11 for a Band B property) with effect from 1 April 2024.
3. That the concerns raised by the Mayor of Greater Manchester, Andy Burnham and Councillor Tom Ross in relation to the review of the current Kellogg's premises within the Trafford borough be noted, and that the GMCA and partners would closely engage with Kellogg's throughout the full review period.

GMCA 22/24 DECLARATIONS OF INTEREST

RESOLVED /-

There were no declarations of interests received.

**GMCA 23/24 MINUTES OF THE GMCA MEETING HELD ON 26 JANUARY
2024**

RESOLVED /-

That the minutes of the GMCA meeting held on 26 January 2024 be approved.

**GMCA 24/24 MINUTES OF THE GMCA RESOURCES COMMITTEE HELD
ON 26 JANUARY 2024**

RESOLVED /-

That the proceedings of the Resources Committee meeting held on 26 January 2024 be approved.

**GMCA 25/24 MINUTES OF THE GMCA AUDIT COMMITTEE HELD ON 24
JANUARY 2024**

RESOLVED /-

That the proceedings of the Audit Committee meeting held on 24 January 2024 be noted.

**GMCA 26/24 MINUTES OF THE GMCA OVERVIEW & SCRUTINY
COMMITTEE HELD ON 24 JANUARY 2024**

RESOLVED /-

That the proceedings of the Overview & Scrutiny Committee meeting held on 24 January 2024 be noted.

GMCA Revenue and Capital Budgets 2024/5 Overview

Councillor David Molyneux, Portfolio Lead for Resources, was invited to introduce the overarching report on the GMCA budget proposals for 2024/25. The report summarised the position on the Mayoral General Budget and Precept Proposals, The GMCA General Budget, GMCA Transport budgets including Transport Levy and Statutory Charge and the GM Waste Services Levy. It also set out the implications of the proposed budgets and the resultant charges on districts and the Mayoral Precept.

The GMCA recorded its thanks to GM Treasurers, GMCA Treasurer Steve Wilson and Deputy Treasurer, Rachel Rosewell, and the GMCA finance team for the significant work put into managing the overall budget process.

Steve Wilson was invited to comment, expressing his thanks to the local authority treasurers of the ten Greater Manchester authorities who supported his team throughout the budget setting process. It was highlighted that this year had seen a particular focus on ensuring that extra cost pressures were not passed on to residents through the form of levies or council tax precepts wherever possible.

RESOLVED /-

That the contents of the summary report be noted.

A. Mayoral General Budget & Precept Proposals 2024/25

Councillor Bev Craig, GMCA Deputy Mayor, took the Chair for this item of business.

The report sought approval for the Mayoral General Precept for 2024/25 and recommended the setting of the Revenue Budget for 2024/25 as required under section 42A of the Local Government Finance Act 1992 (updated in the Localism Act 2011) and the precepts and relevant levels of Council Tax required under sections 40, 42B and 47 of the Act.

Cllr Nadim Muslim, Chair of the GMCA Overview & Scrutiny Committee was invited to report back on the Committee's discussion of the budget and proposals. He advised that the Committee Members had recognised the importance of Our Pass and A Bed

Every Night, and they were reassured that the use of reserves to fund these was related to phasing of funding across financial years. Members also recognised the difficulty of financial forecasting for the franchising of the bus network when two tranches were still to commence, however they were still keen to keep a watching brief over performance as the risk re-profiled over the coming year. The Committee had also offered to take a closer look at the Housing Investment Fund; and would welcome to opportunity to look closer at how the GM element of the Business Rate Retention Scheme for 2024/25 would be allocated.

The Mayor of Greater Manchester, Andy Burnham, was invited to comment on his budget and proposals. He stated that the budget proposals had been prepared with a full knowledge of the household pressures still being felt acutely across the region – and due to this a freeze was proposed in terms of the Mayoral General Budget. Within this the prudent use of reserves would allow for the current offer within the Mayoral General Budget to be retained over the coming financial year.

In relation to the Fire Budget, it was advised that following the Fire Review, it was acknowledged that to meet the increasing needs of a vibrant and growing city region, there was a need not only to stop the cuts seen in the 2010s, but to actively reverse this trend. The proposal made was a £5 per year increase that would allow for a permanent fleet of 52 pumps around the city region. This was also necessary due to a below inflation increase seen in the fire grant received from central government this year.

The meeting was advised that a named vote was required to approve the proposals for The GM Mayoral General Budget. Members voted on the recommendations as follows:

District	GMCA Member	
Bury	Cllr Eamonn O'Brien	Agreed
Manchester	Cllr Bev Craig	Agreed
Oldham	Cllr Arooj Shah	Agreed
Rochdale	Cllr Neil Emmott	Agreed
Salford	Cllr Tracy Kelly	Agreed

Stockport	Cllr Mark Hunter	Agreed
Tameside	Cllr Ged Cooney	Agreed
Trafford	Cllr Tom Ross	Agreed
Wigan	Cllr David Molyneux	Agreed

RESOLVED /-

1. That the Mayor's General budget for 2024/25, as set out in this report together with the calculation of the precepts and Council Tax rates set out in Appendix 2, be approved.
2. That the Mayoral General Precept to £112.95 (Band D) comprising of £81.20 for functions previously covered by the Fire and Rescue Authority precept and £31.75 for other Mayoral General functions be approved.
3. That the following be approved:
 - i. the overall budget for the Fire and Rescue Service for 2024/25 covered by the Mayoral precept.
 - ii. the medium-term financial position for the Fire and Rescue Service.
4. That approval be given to the use of reserves, as set out in section 3 of the report, and the assessment by the Treasurer that the reserves as at March 2025 were adequate.
5. That it be noted that in accordance with legal requirements, the minutes will record the names of those Members voting for or against the Mayor's budget and precept proposals.

6. That the feedback from the GMCA Overview and Scrutiny Committee be received and noted.

Mayor of Greater Manchester, Andy Burnham retook the Chair from this point in the meeting.

B. GMCA Transport Revenue Budget 2024/25

Steve Wilson, GMCA Treasurer, advised that there were a number of unique challenges set against the transport revenue budget, given this was a transitional year, being in the process of moving from a deregulated service towards a regulated service covering the whole city region. Issues still remained around the recovery of patronage following the COVID pandemic and heightened energy costs. However, a balanced budget had still been achieved, partly in thanks to the Financial Sustainability Plan that had been worked to over the course of the year.

RESOLVED /-

1. That the risks and issues which were affecting the 2024/25 transport budgets, as detailed in the report, be noted.
2. That the GMCA budget relating to transport functions funded through the Levy, as set out in this report, for 2024/25 be approved.
3. That a Transport Levy on the District Councils in 2024/25 of £119.473m, apportioned on the basis of mid-year population 2022, be approved.
4. That a Statutory Charge of £86.7m to District Councils in 2024/25, as set out in Part 4 of the Transport Order, apportioned on the basis of mid-year population 2022, be approved.
5. That the proposal to increase fees and charges, as noted in the report, including the increases proposed Departure Charges and Bus stop closure charges, as set out in paragraphs 4.24 and 4.25, be endorsed.

6. That the use of Transport reserves in 2023/24 and 2024/25, as detailed in section, be approved.

C. GMCA Revenue General Budget 2024/25

The Levy to councils would remain unchanged. This was a budget area that exemplified the complexities around Government grant funding that would hopefully be improved once transition to the single settlement had completed. It had been agreed that inflationary pressures would be absorbed within the GMCA and not passed onto local authorities.

RESOLVED /-

1. That the budget relating to the Greater Manchester Combined Authority functions, excluding transport and waste in 2024/25, as set out in section 2 of the report, be approved.
2. That District contributions of £8.5 million, as set out in section 5 of the report, be approved.
3. That the use of reserves, as set out in section 6 of the report, be approved.

D. GM Waste Budget and Resources - Budget and Levy 2024/25 and Medium Term Financial Plan to 2023/24 - 2025/26

In setting the levy, significant efforts had been made to mitigate the pressures faced within these services. Mitigation had been managed through a reduction in tonnage coming through household waste recycling centres and an increased level of income through recycling of paper & card. This did allow, with a small amount of reserve usage, to offset some of the inflationary pressures with an average levy increase of 3.1% - a significant reduction on the headline 6.6% - though this did vary from authority to authority.

In addition to the mitigation, the reserves position had been reviewed, which had resulted in the GMCA being able to return £20m to local authorities during Quarter 1 of 2024/25.

Members recorded their thanks for the work undertaken by the Finance Team that had allowed for the return of funds into local authority budgets.

RESOLVED /-

1. That the proposed 2025/26 Trade Waste rate of £138.93, to allow forward planning by Greater Manchester Local Authorities, be approved.

2. That the budget and levy for 2024/25 of £174.3m (3.1% increase) be approved.

3. That a one-off reduction of £20m to the levy in 2024/25, funded from reserves reducing the 2024/25 requirement to £154.3m be approved and that authority be delegated to the GMCA Treasurer to agree the basis of distribution with Greater Manchester Local Authority Treasurers.

1. That the risk position set out in the Balances Strategy and Reserves be noted.

2. That Members welcome the work undertaken by the Finance Team that has allowed for the return of funds into local authority budgets.

E. GMCA Capital Programme -2023/24 - 2026/7

These figures now included an update on 2023/24 alongside the proposed budget for 2024/25. Of the £685.2m capital programme budget, £118m would be funded through borrowing and the revenue costs of that would be picked up by the relevant budgets. The large majority of the funding however was either through grants being received or reserves related to grants received in previous years.

RESOLVED /-

1. That the current 2023/24 forecast of £579.1m compared to the 2023/24 previous forecast of £623.6m be noted and that changes to the capital programme, as set out in the report and Appendix A, be approved.
2. That the capital programme budget for 2024/25 of £685.2m and the forward plan for future years, as set out in the report and Appendix A, be approved.
3. That the addition to, and the subsequent drawdown from, the 2023/24 capital programme of £4.4m for local highways maintenance activities, as outlined in section 3.9.4 of this report, be approved.
4. That the inclusion of Trailblazer funding, as outlined in section 4.14 of the report, be approved.

GMCA 28/24 GMCA REVENUE UPDATE – QUARTER 3 2023/24

Councillor David Molyneux, Portfolio Lead for Resources, presented a report informing the GMCA of the 2023/24 financial position at the end of December 2023 (quarter 3) and the forecast revenue outturn position for the 2023/24 financial year.

RESOLVED /-

1. That the 2023/24 forecast outturn position for the GMCA budgets at the end of December 2023 (quarter 3) be noted.
2. That the return of the forecast in year underspend of £10m from the Waste & resources budget be approved.

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Minutes of the meeting of the GMCA Overview & Scrutiny Committee

held on Wednesday 07 February 2024

at the Tootal Buildings, Broadhurst House, 1st floor,

56 Oxford Street, Manchester, M1 6EU

Present:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Jill Axford	Trafford Council
Councillor Russell Bernstein	Bury Council
Councillor Tom Besford	Rochdale Council
Councillor Joshua Brooks	Salford City Council
Councillor Patricia Dale	Rochdale Council
Councillor Shaun Ennis	Trafford Council
Councillor Nathan Evans	Trafford Council
Councillor Jenny Harrison	Oldham Council
Councillor Helen Hibbert	Stockport Council
Councillor John Leech	Manchester City Council
Councillor Colin McLaren	Oldham Council
Councillor Lewis Nelson	Salford City Council
Councillor Imran Rizvi	Bury Council
Councillor Mandie Shilton Godwin	Manchester City Council
Councillor Fred Walker	Wigan Council
Councillor Peter Wright	Bolton Council

Also in attendance:

Councillor Mark Hunter	Portfolio Lead for Children & Young People
Via Teams: Councillor David Molyneux	Portfolio Lead for Resources and Investment

Officers in attendance:

Eamonn Boylan	GMCA
Nicola Ward	GMCA
Helen Davies	GMCA
Miriam Loxham	GMCA

Jane Forrest	GMCA
Steve Wilson	GMCA
Steve Warrener	Transport for Greater Manchester
Matt Bull	Transport for Greater Manchester

O&SC 73/23 Welcome and Apologies

Apologies for absence were received from Councillor Basil Curley (Manchester City Council), Councillor Joanne Marshall (Wigan) and Councillor Naila Sharif (Tameside). The Chair noted that Councillor David Molyneaux had joined the meeting remoted via Microsoft Teams.

O&SC 74/23 Chair’s Announcements and Urgent Business

The Chair announced the 30-minute extended meeting duration to ensure the GM Budget item was given thorough consideration by this Overview and Scrutiny Committee.

An informal briefing on the Digital Portfolio, for all Members of this Committee plus Substitutes was scheduled for Thursday 15 February at 12pm.

O&SC 75/23 Declarations of Interest

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

O&SC 76/23 Minutes of the GMCA Overview and Scrutiny Committee held on 24 January 2024

Resolved/-

That the minutes of the GMCA Overview and Scrutiny Committee held on 24 January 2024 be approved as a correct and accurate record.

O&SC 77/23 School Readiness Update

The Chair invited Councillor Mark Hunter, Portfolio Holder for Children and Young People, to present the School Readiness Update, this was a key priority for GMCA by improving outcomes across the region to enable young people to have the best possible start.

The ambition in 2019 had been to close the disadvantage gap between 5-year-olds by building on a strong history of collaboration that began in 2012.

Pre-pandemic good progress was being made and the disadvantage gap between 5-year-olds was closed, but the Covid-19 Pandemic impacted this progress significantly and the improvement reversed resulting in a significant development delay by 2020.

The report outlined a recovery in child development data post-pandemic, acknowledged a significant variance in recovery across Greater Manchester.

There were ongoing challenges to implement reforms that was explained further within the paper. Councillor Hunter and Public Service Reform Officers welcomed the valuable opportunity to discuss both the challenges and how the Greater Manchester Programme could support addressing those issues.

Miriam Loxham, School Readiness Programme Manager, gave a summary of the report noting specifically performance and early education.

Performance outlined both child development outcomes measured at age 2-2.5 years and school readiness outcomes for children aged 4-5 at the end of Reception year. Recent data demonstrated early evidence that covid recovery strategies across GM were having a positive impact.

Data for children in disadvantaged communities showed improvement but a significant Early Years gap remained and continued to impact on the life chances of those children.

The cohort of children with additional needs, boys and some children from racial minorities remained significantly below their peer group in GM.

There was a 7% outcome drop for children aged 2 in 2020/21, however the latest data showed 76.6% of 2-year-olds were meeting the expected level of development for their age.

Whilst statistics did show improvements for the academic year 2022/23, GM performance was 4% lower than the average for England (67.2%) but the gap was beginning to narrow.

Children eligible for Free School Meals had seen an improvement in school readiness in six out of the ten GM districts and the performance gap between GM and the England average had approximately halved, but there remained a 12% point gap in outcomes for these children compared with more affluent peers in GM.

Regarding Early Education, it was noted that the GM Strategy performance framework included a target to increase take up of 2-year funded early education on ten priority neighbourhoods. Positive progress had been made against the target with increased take-up in all ten neighbourhoods equating to approximately 879 children taking up the offer.

The GM programme was currently working to support localities with the challenges of implementing national policy reforms; increasing access to funded early education for children under 2-years of working parents. Long-term underfunding of the early childhood sector, ongoing recruitment and retention issues and the pandemic have all contributed as a significant challenge to this area of work.

The Committee noted that a key concern related to the policy reforms widening the existing inequalities in early years, increasing access to high-quality early education for children of working parents only. Recent data showed those eligible for funded places were from homes in the top-half of earners.

Key workstreams to address the challenges included:

- Rollout of GM Early Years workforce competency framework, with early adoption in Tameside and Stockport;
- Rollout of the Think Equal Programme;
- Developing an enhanced integrated antenatal pathway;
- Reducing variance in Early Years pathways; and
- Family Hubs.

The GM School Readiness Strategy would due for a refresh and update over the next 6-months.

Councillor Imran Rizvi joined the meeting.

The Committee was invited to seek clarification or questions in relation to the school readiness report:

- Clarity was sought on why there was a larger drop of children attaining school readiness within GM than the rest of the North-West with similar deprivation.
- The report noted all localities had seen an increase in good levels of development (GLD) from 2021/22 with an increase above 3% in Manchester,

Salford, Rochdale and Oldham, the Committee noted these areas were not the most affluent of the ten districts and queried if best practice could be used in other areas of GM.

- Within the report it was stated that the bespoke GM reporting cycle provided a frequent, granular level of reporting, underpinning a continuous review and learn cycle within the School Readiness programme. The Committee challenged the level of detail being granular considering the subject was a 7-year-old GM Mayoral priority, the global pandemic, changes to staff and Portfolio Holder and the data suggested a worse position than pre-pandemic. Councillor Hunter noted the detail provided in the report and the challenge to provide the data at the correct level. The School Readiness Programme Manager noted the reported significant gains for GM and nationally, further data analysis could be provided to the Committee outside of the meeting.
- The Committee noted the disparity between affluent and deprived areas and queried how this was being targeted with work and activity. Councillor Hunter noted the levels the disparity and the progress being made as provided within the report.
- Clarity was sought on when the best practice and outcomes would be available for Midwifery and antenatal work in Stockport. Councillor Hunter noted Stockport as a polarised borough and the determination to address issues, target resources and share best practice across GM for knowledge and expertise to implement at scale across GM.
- What process was in place to tackle vulnerable children and those most at risk of failing to achieve the expected level of development and how School Readiness was impacting on school attendance rates. The School Readiness Programme Manager noted the evidence link between children taking up 15-hours attendance through the education system and the support being given to parents to impress the importance of education. Concerns were tracked where attendance was a concern.
- The Committee noted the data improvement post-pandemic and how GM was improving at a greater rate and queried what was within the Combined Authorities control to achieve significant rates of improvement. Councillor Hunter noted Cllr Hunter confirmed that GM was improving at a greater rate,

but there were some surprises that the data showed post-covid GM struggled more than anywhere else. The Committee was given assurance that there was determination to prevent slippage in comparable areas. The School Readiness Programme Manager confirmed that the deprivation levels and the number of children in poverty across GM was clear from the data. The circumstances during the pandemic impacted on the delivery of universal early years help. Lots of families didn't have the resources to support young people. The levels of post-natal depression and peri-menopausal referrals were impacted by pandemic. New parents were impacted profoundly especially those without financial support.

- Concern was raised by the Committee on pressurising children to achieve because of assessment criteria and the expectation that young children should attend nursey and was consideration given to home learning. The School Readiness Programme Manager noted the importance of a whole system wide view on early childhood development, that defined school readiness and began at pre-conception until age 5. It was valid for families not to take up nursey places and there was focus on home learning environments and family hubs that families can access.
- Clarity was sought on how lost development for 0-3 year olds would be found given that there was a difference experience for each age group when the pandemic started and funding was not available all at the same time. The School Readiness Programme Manager advised that freedom and flex was needed from government to build on existing programmes to stop young children sitting on long waiting lists for speech and language therapy.
- The Committee requested a breakdown of data by Local Authority and ethnicity to better understand where the deprivation was to focus attention within GM and to determine which districts were making a difference and where the role of GMCA was within that. Councillor Hunter and the School Readiness Programme Manager agreed to share a link to the data with the Committee outside of the meeting to improve the picture that the data outlined and noted that the report had been pitched at a sensible level to be fair and balanced and was a summary as School Readiness had not been rolled out in 2-years, but

case studies could be brought back on outcomes for boys and work being carried out in Bury to increase outdoor learning activities.

- Clarity was sought on the interventions to improve the school readiness for boys and how success was being measured. The School Readiness Manager noted Combined Authorities in other localities were being consulted to review best practice.
- Concern was raised about what happened once the 30-hours of free places was rolled out given the already huge shortage of early years places. Clarity was sought about whether priority would be given to children with working parents and what would happen to deprived children once the places were filled.
- Councillor Colin McLaren noted he was part of a Task and Finish Overview and Scrutiny group back in 2018, when Stockport, Oldham, Bury and Trafford were all sampled. He congratulated the officers on maintaining good work despite the pandemic but noted the absence of voluntary sector settings within the report. Clarity was sought on the support being given to the parents of under-5 -year-olds to ensure they get the right attention at home. Councillor Hunter noted that the previous work in 2018 had pre-dated him as Portfolio Lead for Children and Young People but he agreed to follow up to review how those recommendations had been applied and bring a report back to this Committee, he also acknowledged the significant resource that the voluntary sector provided across GM. The School Readiness Programme Manager noted the support for parents via the GM Programme that included a resource library for parents accessible via a mobile phone and email address.
- The Committee noted the importance of engaging fathers positively as often child development was seen as a mothers role. The School Readiness Programme Manager noted that early years services were very gendered in approach e.g. text messages would be sent to mothers but not fathers. The website www.dadsmatter.org.uk considered inclusive approaches, and work was being undertaken as part of the perinatal pathway for a peer support offer to Dads with emotional wellbeing and mental health.

- Clarity was sought on realistic aspirations that GMCA was setting. Councillor Hunter advised it was progression; to be better than where the data shows GM to be currently.
- The Committee noted that often early settings were businesses and subject to commercial pressures, if these places fail, the Local Authority has additional pressures to accommodate additional young children. Councillor Hunter noted the importance of working in partnership with the private sector subject to commercial considerations.
- It was noted that parents making the choice to keep children at home was not always because they want to home school, sometimes it could be cultural. Councillor Hunter noted that home schooling was a separate issue that would need to be brought back to this Committee as a separate issue. The School Readiness Programme Manager advised that work had been commissioned in Oldham Rochdale and Manchester to tackle cultural barriers working with Mosques and influential community leaders.

Resolved /- That:

1. the School Readiness report be received and noted;
2. granular data analysis be provided to the Committee on the school readiness gains for GM and nationally;
3. a breakdown of baseline data by Local Authority on deprivation, ethnicity and gender be provided to the Committee; and
4. an item on Home Schooling be added to the Work Programme for this Committee.

O&SC 78/23 GM Budgets

GMCA Revenue and Capital Budgets 2024/5 Overview

The Committee noted that Councillor Nathan Evans expressed disappointment that the GM Mayor Andy Burnham was not in attendance for this item. The Chair advised that Councillor David Molyneux was the representative for this item as it fell within the remit of his portfolio but noted on record Councillor Evans concern.

Councillor David Molyneux, GM Portfolio Lead for Resources & Investment attended the meeting by Teams and introduced the item, he advised that the GM Mayor was in attendance for the previous Overview and Scrutiny Meeting on the 24 January where he had presented the Mayoral budget.

There were six papers for consideration by the Committee, the district treasurers and Leaders had already considered them in advance and it was requested that the Committee consider all the papers together and with questions and discussion on individual reports.

Steve Wilson, GMCA Treasurer noted the Police and Crime Panel approved a proposal to increase the Police and Crime precept by £13 last week.

The GMCA Treasurer acknowledged the financial challenges all ten districts faced through the local government finance settlement confirmed this week and the ongoing cost of living crisis for the public.

The Committee was advised that the approach had been to offset any increases in the recurrent funding required for services by returning any one-off reserves to the districts, a net change from 23/24 to 24/25 rather than a cost. The GMCA Treasurer noted that whilst this helped it was not a solution to increasing levies and the levies from GMCA.

The paper outlined a forecast of £10million underspend on the waste budget driven by lower than expected tonnage level, particularly at household waste recycling centres, demonstrating a shift in behaviour with fewer items being thrown away and a benefit from high prices for paper and card recycling resulting in an underspend in 2023/24. The £10million would be returned to districts rather than being placed into reserves. £20million historic reserves was also scheduled to return to districts as part of the budget setting process, this was to balance the pressures and challenges felt across Greater Manchester by all.

A. Mayoral General Budget & Precept Proposals 2024/25

Steve Wilson, GMCA Treasurer gave context that the papers were scheduled for the GMCA meeting on Friday for the approval of the CA, including paper A, the Mayoral

Budget that was considered at the meeting on the 24 January. Paper A goes to the CA twice, once for proposal with the option for the CA to reject, should that happen an alternative budget would be proposed and taken back. The paper remained as it was when considered by this Committee with the addition of final council tax figures that were not available at that time.

B. GMCA Transport Revenue Budget 2024/25

The Committee noted the Transport Revenue Budget was the largest single budget of £409million largely funded through a levy and statutory charge to the districts. The Committee was advised that a deep-dive of the Transport Revenue Budget was planned for the Work Programme for this Committee specifically following Tranche 3 of the Bus Reform. 2023/24 and 24/25 would be a transitional year with a mixed economy of some franchise services and some non-franchise services, and by the end of the year the network will be fully franchised and the 2025/26 budget will reflect that change.

The Committee was advised that during the pandemic, there was reduced patronage on both tram and bus services dropping to 10% at certain times. As patronage increased there was a significant inflationary pressure particularly on energy inflation for running the Metrolink plus shadow prices for bus services.

Metrolink patronage has continued to grow significantly, and data now shows between 95-97% of pre-pandemic levels. There was a significant gap in the budget of £100million that was filled through most notably the financial sustainability programme that Transport for Greater Manchester (TfGM) that included significant uplift in patronage numbers plus more staff have been performing revenue protection activities as part of the programme and this has increased yield growth. The levy proposal for 2024/25 was a 4% increase and a balanced budget acknowledging that some of that had been reached using non-recurrent resources, work was being done to detail a long term plan for future years.

The £2 fare cap in Greater Manchester was due to end in September 2024 but has been extended for three years using Bus Service Improvement Programme (BSIP) funding to help the long-term planning.

None of the proposed 4% levy included TfGM running costs and was ring fenced for bus and tram activities.

C. GMCA Revenue General Budget 2024/25

This budget did not include waste, transport, fire mayoral or police and crime, it was mainly funded by 114 grants with a small levy to the districts and remained flat at £8.6million. This was the area most affected by Devolution and the Single Settlement and the future of how services were funded in Greater Manchester.

It was anticipated that the Single Settlement would simplify the approach and remove the 114 individual grants and enable a level of flexibility and decision-making locally.

The GMCA Treasurer noted a slight change in the recharge for MIDAS as Rochdale Council had taken a decision to pull-out of that service.

D. GM Waste Budget and Resources - Budget and Levy 2024/25 and Medium Term Financial Plan to 2023/24 - 2026/26

There were a couple of key features of the waste budget in recent years inflation was a significant factor as the contract with Suez was both Consumer Prices Index (CPI) and Retail Price Index (RPI) linked based on September meaning a 6.6% CPI figure drove indexation for the contract in 2024/25.

Historically GMCA have paid to have waste transported to Runcorn and turned into steam and power for factories. Three years ago, GMCA paid £900k to burn the waste rubbish, last year GMCA was paid over £20million to burn the waste rubbish creating a significant reduction in the costs of the waste service. Part of this would be returned to districts but cannot be forecast as a long-term revenue stream because it was linked to the price of gas which has been very high. The budget was set at £7million for 2024/25 with a reduction over the next two-years back to £0.

The Committee noted that as a result of reducing tonnage, the result of some of the extra income mitigated the 6.6% increase down to an average of 3.1% in the district levy. The range across Greater Manchester was from 1.8%-5.2% driven by local tonnages and an average set by the contract.

E. GMCA Capital Programme -2023/24 - 2026/7

The final paper was capital and had a value of £685.2million, split between Transport and Economy. Transport was driven by the city region, sustainable transport scheme and other ongoing grant funded transport initiatives. The economy was driven by the recycling of the investment funds, specifically the housing investment funds, the original grant of £685million received a few years earlier.

£118million was funded through borrowing largely against the non-transport and economy spend.

The Committee was invited to seek clarification or questions in relation to the GM Budget reports:

- The Committee noted that the precept for the GM Fire and Rescue (GMFRS) was increased last year as a measure to prevent frontline service cuts, however within six-months cover at the Offerton and Sale fire stations was to be cut and replaced with on-call crews as part of the fire cover review. Confidence was sought that a similar situation would not arise again given the precept was due to increase. The GMCA Treasurer advised that following a decision to change some plans on the fire cover review, the funding was then no longer available to fund the 52nd pump. The £5 precept enabled the 52nd pump to go ahead however the fire cover review was not cost neutral in the way it would have been originally. Eamonn Boyle, Chief Executive for GMCA and TfGM noted the precept increases covered the cost of crewing and running the fire pumps, not the purchase of the pump itself.
- Clarity was sought on how GMCA proposed to move to a more sustainable approach for the Our Pass scheme, that did not rely on reserves.
- The report cited that further proposals would be brought forward to GMCA in relation to GMCA share of expected business rates growth for 2023/24, the Committee requested further clarification on this proposal. The GMCA Treasurer noted the new scheme that would begin in 2025 will enable 75% of to be retained by the districts and 25% returned to GMCA. This was not set currently because more certainty was required given operations were one-year

into arrears and forecasting could not be done until quarter three projects were known.

- A definition of reserves was requested given the districts described them differently. The GMCA Treasurer noted there was no definition of what reserves should be held and that the sign-off as adequate was a professional statutory duty for the Section 73 Officer, Treasurers/151 Officers. Each budget had its own level of reserves and should they fall below 10% this would give rise to concern and would need building back up.
- The variety of significant risks attached to the Transport budget were noted, and clarity was requested on this.
- The Committee noted from the data the Bus Services Operators Grant (BSOG) appeared to be a higher budget against actual spend and requested further information on where the grant was being allocated to. The GMCA Treasurer noted that the fund was not all spent, some was rephased into funding the subsequent years outputs.
- Clarity was sought on the 20% communication and engagement increase as part of the Corporate Services budget. The GMCA Treasurer confirmed that costs attributed to the GM Mayor were funded through the Mayoral budget and separately funded.
- Further information was requested on the reduction of £99k in relation to a withdrawal of the contribution to MIDAS from Rochdale Council. The GMCA Treasurer confirmed that no announcements had been made but notice had been given by Rochdale Council to be removed from the MIDAS contract and the levy was reduced in accordance with that.

Cllr Bernstein left the meeting.

- Forecast by the GMCA on an increase or decrease in finance was expected in respect of the future Parliamentary Election. The GMCA Treasurer confirmed the Single Settlement was likely to be neutral and will rise and fall by the same factors that influence overall government settlements.
- Expectation to remove the budget for bus reform, once the network was up and running across GM and would Our Pass and concessionary expenditure cease to be a cost. The GMCA Treasurer noted that at the end of the bus reform process, the bus reform budget will be removed and become the cost of running

buses as income. Should there be a financial gap, there was an earmarked reserve for a specific implementation programme, but the general reserve would need to be reviewed in terms of the risk profile. Our Pass and Concessionary funding would become funding for buses.

- The Committee spoke positively about the investment-led Clean Air Zone (CAZ) and the benefit to residents of GM.

Cllr McClaren left the meeting.

- A request was made by the Committee to review as part of the Work Programme for this Committee:
 - a) the Capital Housing Investment Fund as a deep-dive exercise;
 - b) A Bed Every Night as a deep-dive exercise given that anecdotal evidence had queried if the programme was making a difference. Eamonn Boyle, Chief Executive of GMCA and TfGM noted that there were 620 people in A Bed Every Night accommodation every night, an increase on previous data, but noted the significant spike in rough sleeping and street homelessness as a result of a Home Office policy to evict people (often Asylum Seekers) from hotel accommodation.
 - c) The Transport Full Fibre Network as part of the close out of certain activities that related to the Phase 3 expansion programme of the Metrolink; the GMCA Treasurer agreed to provide a report on this work specifically the £13million from 5-years earlier; and
 - d) The Brownfield Land Fund with clarity that the spend was not all within the city centre. The Chief Executive of GMCA and TfGM confirmed that schemes were eligible across GM and were being supported across GM.
- Clarity on being one year into the five-year projection, forecast as between a notional profit and £300million loss, and how that cost would be met. Steve Warrenner, Managing Director and Director of Finance at TfGM noted the network was 4.5 months into running Tranche 1 with Tranche 2 about to launch, patronage figures were performing well against forecast, but the risks were noted given the information prior to launch was scant due to commercial sensitivities. Next year there will be a lot more certainty around the network and this Committee may wish to review that. The Chief Executive of GMCA

and TfGM agreed that this Committee would want to review the work on bus reform on a regular basis as the budget was updated and risk was reprofiled.

- The Committee wanted to note the importance of the Our Pass and £2 capped bus fares as critically important for some many initiatives for GM and the reduction of carbon emissions.
- A reduction in Education Work and Skills of £10million was noted by the Committee. The GMCA Treasurer noted the education programme was funded via the Adult Education Grant, a commitment was given to get a full breakdown on the movement of the budget with the detail behind that.
- The Committee requested the costs of a double-decker bus within GM. Matt Bull, Deputy Director of Finance at TfGM advised it was dependent on the technology. Diesel vehicles could cost between £230-270k whereas electric vehicles had more variability, between £475-500k as the efficiencies were found within the fuel.

Resolved /- That:

1. the Mayoral General Budget & Precept Proposals 2024/25; the GMCA Transport Revenue Budget 2024/25; GMCA Revenue General Budget 2024/25; GM Waste Budget and Resources - Budget and Levy 2024/25 and Medium-Term Financial Plan to 2023/24 - 2026/26; and the GMCA Capital Programme -2023/24 - 2026/7 be received and noted;
2. a full breakdown of the Adult Education Grant with detail be provided to the Committee;
3. a deep-dive be scheduled for this Committee to review the work on bus reform on a regular basis as the budget was updated and risk was reprofiled;
4. information on the Transport Full Fibre Network as part of the close out of certain activities that related to the Phase 3 expansion programme of the Metrolink be provided to the Committee specifically the £13million from 5-years earlier;

5. items be added to this Committees Work Programme for: the Capital Housing Investment Fund as a deep-dive exercise; A Bed Every Night as a deep-dive exercise; and the Brownfield Land Fund; and
6. an item be scheduled for the March Committee on retained business rates and the GM proposed areas of spend.

O&SC 79/23 Work Programme

The Chair noted the items raised during the meeting under the School Readiness item were Home Schooling and during the Budget discussions by Councillor Nathan Evans in respect of Housing, A Bed Every Night, the Brownfields Land Fund and Full Fibre Internet and Officers agreed to agreed to circulate information to the Committee outside of the meeting with a view to scheduling items more formally if required.

Resolved /- That:

1. the Overview & Scrutiny work programme be noted; and
2. following discussions during the meeting, items be added on Home Schooling, the Capital Housing Investment Fund as a deep-dive exercise, A Bed Every Night as a deep-dive exercise, the Brownfields Land Fund, and a deep-dive of the Transport Revenue Budget following Tranche 3 of the Bus Reform.

O&SC 80/23 Dates of Future Meetings

The schedule for the future meetings was noted:

20 March 2024 1-3pm

Greater Manchester Combined Authority

Date: 23 February 2024

Subject: Commemoration of the Ukrainian Holodomor

Report of: Andy Burnham, Mayor of Greater Manchester

Purpose of Report

This report asks GMCA members to recognise the 1932-33 Holodomor as a genocide of the Ukrainian people and to endorse the statement in part 2 of the report, at the request of the GM Ukrainian Community.

Recommendations:

The GMCA is requested to:

1. Note the contents of the report.
2. Endorse the statement included in section 2.

Contact Officers

María González, Principal International Strategy, GMCA

Maria.gonzalez@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

There are no sustainability or equalities impacts related to this report.

Risk Management

N/A

Legal Considerations

There are no legal implications in this report.

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

None

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

None

Tracking/ Process

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

No

Exemption from call in

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

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

The Holodomor

1. The 4th Saturday of November is Ukraine Holodomor remembrance day, a day that honours the millions of Ukrainian people that died as the result of a famine which resulted from a Soviet programme of forced agricultural collectivisation launched by Soviet leader Joseph Stalin in 1932. The Holodomor means literally “death by starvation”.
2. The primary victims of the Holodomor were rural farmers and villagers, who made up 80 percent of Ukraine's population in the 1930s. While it is impossible to determine the precise number of victims of the Ukrainian Holodomor, it is estimated that between 3.5 million to 7 million people lost their lives (with some estimates going higher).
3. Under the plan for agricultural collectivisation, individually owned farms were replaced by state run collectives. Ukrainian farmers largely resisted the policy and as a result, soviet officials forced many off their land, seized property and confiscated produce. Many were prevented from leaving the Ukraine in search of food and Soviet authorities blocked food supplies into the area.
4. Starvation soon spread among the rural Ukraine. At the height of the Holodomor in June of 1933, it is estimated that Ukrainians were dying at a rate of 28,000 people per day. The Kremlin denied there was any humanitarian crisis and refused any international aid¹.
5. Meanwhile, Soviet records suggest that 4.27 million tons of grain from Ukraine were extracted by the Soviet Union in 1932, enough to feed at least 12 million people for an entire year.
6. The longstanding position of successive British governments is that genocide recognition is a matter for competent courts, as opposed to governments or non-judicial bodies. The UK therefore only recognises the following as genocide, as determined by international courts: the Holocaust (World War II), Srebrenica (1995) and Rwanda (1994). Whilst recognising the Holodomor as “*an appalling tragedy and an important*

¹ [Holodomor Research and Education consortium, University of Alberta](#)

part of the history of Ukraine and Europe” ² the government has confirmed that it has no plans to recognise these events as genocide.

Recognising Holodomor across the world

7. Twenty-three UN countries, the Vatican city as well as the Catholic and Orthodox Churches have recognised the Holodomor as genocide. The Welsh Government and many global cities and regions have called the Holodomor a genocide or have made a commitment to remember the Holodomor Victims with a Remembrance Day in November. Some of those cities and regions includes Washington D.C (US), Rome (IT), Rio de Janeiro (BR), the Federation of Municipalities of Catalonia (SP), Tarragona (SP), Valencian Community (SP), Sicily (IT), Braga (PR) and several US and Canadian States³.
8. Institutions including the European Parliament and the United Nations have issued statements naming Holodomor a tragedy or crime against humanity but have not used the word “genocide”.

Why the GMCA should remember the Holodomor

9. Greater Manchester has a large and vibrant Ukrainian community who are proud of their heritage and cultural roots. The community has grown in recent months due to the Ukrainians that have come to GM to seek refuge from the war.
10. The Ukrainian Cultural Centre has been the nucleus of the Ukrainian Community in the region for over 60 years, promoting Ukrainian culture, education and traditions. It is run by the Association of Ukrainians in Great Britain, its chair Petro Rewko, a Mancunian himself, has become a strong voice of the community in the UK since the war, a role that was recognised in the 2023 King’s New Year Honours.
11. The Ukrainian community would like the region to join them in remembering the millions of Ukrainians that lost their lives due to the Holodomor.

² [Recognition of Genocide - Hansard - UK Parliament](#)

³ [Holodomor Museum](#)

12. The GMCA is therefore asked to endorse the following statement that has been developed in collaboration with members of the Ukrainian community in Greater Manchester.

2. GMCA Statement

2022-23 marked the 90th anniversary of the Ukrainian man-made famine in 1932-33 known as the Holodomor.

The GMCA endorses the following statement:

- The Holodomor was an act of genocide against Ukrainians in 1932-33.
- The GMCA recognises the 4th Saturday of November as a day of remembrance for the innocent victims of the Holodomor.

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Greater Manchester Combined Authority

Date: 23rd February 2024

Subject: Homelessness from the Asylum System – Update and Response

Report of: Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure

Purpose of Report

To provide an update on the current homelessness and rough sleeping crisis across Greater Manchester as a result of Home Office accelerated asylum decision-making and seek approval for a shared Greater Manchester (GM) approach to tackling it.

Recommendations:

The GMCA is requested to:

- Note the unprecedented levels of homelessness and rough sleeping among new refugees in Greater Manchester, the linked service pressures and the opportunities for improvements to our service offer to this cohort, now and in the longer-term.
- Support efforts to secure additional funds to boost Voluntary Community Faith Social Enterprise (VCFSE) provision for this cohort, with a focus on prevention and Private Rented Sector (PRS) access, and ensure that Housing Options and homelessness teams support delivery of GMCA-commissioned services.
- Consider continued or additional investment in capacity for specialist frontline support for people in or leaving the asylum system, especially across homelessness, social services, education teams, using current and future (potential) Asylum Dispersal Grant funding.
- In order to ensure that the current crisis, and its impacts on people, services and communities are visible, support continued engagement with national Government and efforts to evidence and communicate these impacts more widely.
- Support shared key policy asks (detailed in paragraph 6.6) in order to:
 - i. give GM’s local systems time to recover;
 - ii. fund GM’s systems to enable effective response now and in the longer term;
 - iii. improve transitions from the asylum system and;

- iv. address wider policy issues that are preventing access to affordable housing.

Contact Officers

Andrew Lightfoot, GMCA <Andrew.Lightfoot@greatermanchester-ca.gov.uk>

Jane Forrest, GMCA <Jane.Forrest@greatermanchester-ca.gov.uk>

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The proposals will support prevention and recovery from homelessness for people leaving the asylum system, which disproportionately affects people with protected characteristics The proposals will support prevention and recovery from homelessness for people leaving the asylum system, which disproportionately affects people who are economically disadvantaged The proposals will enhance access to public services for this cohort The proposals will reduce rough sleeping, which impacts on social cohesion and support shared communications that minimise existing threats to cohesion linked to anti-asylum activism and tensions
Health	G	Homelessness and rough sleeping have serious consequences for individual and personal health, both physical and mental. The situation and risks outlined therefore have potentially significant health consequences, and the approach described is expected to have positive effects.
Resilience and Adaptation	G	The proposals will support the prevention of rough sleeping and management of community cohesion risks, which will help reduce risks to public safety and community health.
Housing	G	This proposals will support the prevention of homelessness, including rough sleeping and support move on to affordable homes.
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		n/a
Further Assessment(s):	Equalities Impact 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.

Risk Management

N/A

Legal Considerations

Legal and procurement advice has been received in the development of grant agreements to deploy emergency funding.

Financial Consequences – Revenue

The paper considers future potential revenue funding – the 2024/25 Asylum Dispersal Grant.

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. Clearing the 'legacy' asylum backlog of cases that have been waiting on an initial decision by the end of 2023 was a public commitment of the Prime Minister and core facet of the Government's plan to tackle "illegal migration".
- 1.2. At the end of 2023, the Government announced that they had cleared the 'legacy' backlog, which was mainly achieved through granting positive decisions for people from countries with high asylum grant rates who had returned the Streamlined Asylum Processing (SAP) questionnaires and through withdrawals of asylum claims for those who did not.
- 1.3. Since January 2024, the Home Office announced it had moved on to process the asylum applications of people awaiting initial decisions who come from countries with lower grant rates and who applied for asylum before 28th June 2022.

Greater Manchester context

- 1.4. Based on Home Office data shared in August 2023, GMCA established that over 2,500 households would receive decisions before December 2023 who were accessing asylum support in Greater Manchester.
- 1.5. Between September-December 2023 the rate at which asylum decisions were granted across GM appeared to be slightly less than predicted. However, it still represented a major acceleration and a significant increase in the number of people leaving Home Office accommodation.
- 1.6. It is not possible to estimate how many households received negative decisions or had withdrawn applications, as the Home Office does not share this data at the local or individual levels.
- 1.7. Home Office have now confirmed that the increased volume of asylum decisions will continue, though to a lesser degree than in 2023. Of the total cases to be decided nationally before April 2024, 5% live in GM.
- 1.8. Compared to the previous cohort and due to the nationalities included, a larger proportion of these are expected to be negative decisions. The impact of negative decisions is likely to be seen over a number of months, but if individuals are unable to access legal advice and appeal (and therefore remain in Home Office accommodation), they will have restricted eligibility for public funds and face acute exploitation risks.

- 1.9. We have welcomed the Government's commitment to more efficiently make decisions which will enable people to leave the asylum system, integrate in their communities and move on with their lives.
- 1.10. Nevertheless, without additional resources, local services are unable to meet the sky-rocketing demand for support which is already being felt across the whole of Greater Manchester.
- 1.11. There is currently almost no face-to-face support offered through Home Office-commissioned services. The Refugee Transitions Outcomes Fund has funded local authority keyworker roles in GM for the past two year, but is set to end in March 2024.
- 1.12. Currently, Local Authorities only other source of funding for asylum response is the Asylum Dispersal Grant, which is insufficient, short-term and unpredictable. Whilst most Local Authorities intend to retain keyworker (or equivalent) roles through the Dispersal Grant, the demand created by the current pressures vastly outstrips the capacity of Local Authorities and VCFSE organisations to respond.

2. Homelessness Impact

- 2.1. In September 2023, when accelerated decision-making began in earnest, the proportion of people finding themselves rough sleeping following an asylum decision had already been increasing since July 2023.
- 2.2. This echoed long-term trends in statutory homelessness, where over the last three years of available data, GM has been home to between 12% and 21% of former asylum claimants owed a statutory homelessness duty nationally.
- 2.3. All ten Greater Manchester Boroughs are now reporting dramatically increased rough sleeping amongst people who had recently left the asylum system, largely with refugee status. Across Greater Manchester, this amounted to a 13-fold increase over the last 7 months of 2023 and a doubling month-on-month between October and December.
- 2.4. A number of Local Authorities are also reporting unprecedented levels of families in Temporary Accommodation from the asylum system, along with pressures on A Bed Every Night (ABEN) accommodation.

- 2.5. The VCFSE has also experienced a huge increase in demand for its services, with some drop-in services reporting that they are now forced to turn people away every day.
- 2.6. Of course, these new pressures are being felt at a time of acute pre-existing pressures on homelessness systems, Temporary and Emergency Accommodation, Housing Options services and affordable move-on accommodation. At the end of June 2023, Greater Manchester (GM) authorities were collectively responsible for 5,014 households resident in Temporary Accommodation, including 6,568 children.
- 2.7. As a result, the asylum homelessness crisis cannot be seen in isolation from the recent dramatic rise in Section 21 evictions, the long-term under-supply of truly affordable housing, and delays to the Local Housing Allowance (LHA) uplift until April.
- 2.8. Across boroughs, the nature of the rough sleeping challenge from the asylum system is distinct in a few key ways:
- People rough sleeping and in off-the-street accommodation are typically **single person households** who are unlikely to be deemed in Priority Need for temporary accommodation.
 - New refugees are **being drawn to urban areas** from elsewhere in GM and the rest of the country – overwhelmingly to Manchester – therefore pressures being experienced are not necessarily proportionate to asylum populations in each borough.
 - **Confusion and expectations of housing offer:** In the absence of funded, community based, face-to-face support for people seeking asylum, the level of advice people have access to while awaiting their decisions is inadequate. When confronted with the realities of the limited accommodation options available, frequently after having experienced many years of trauma and uncertainty, individuals find it difficult to accept and understand.
 - **Risks to social cohesion and community safety:** the pace at which people are receiving decisions and being evicted into homelessness feeds into pre-existing risks of anti-asylum activism, being coordinated at the national level and in some cases, targeting GM communities. While this is being managed as a priority issue within the GM Hate Crime Partnership, it remains a serious challenge to communities and services.

3. Greater Manchester Response so far

- 3.1. Extra provision emergency accommodation has been established in every borough, totalling over 200 emergency bedspaces. Bed spaces filled up quickly and remain consistently full.
- 3.2. In order to address the long-term need for targeted homelessness prevention support for this cohort, some GM Local Authorities have recruited additional staff to provide private rented sector (PRS) navigation support specifically to refugees whilst others have created additional specialist roles to support people who are leaving the asylum system with their holistic needs, including with housing, work, skills and early help.

GMCA work to date - summary

- 3.3. Accommodation: Mayoral funding has been committed to stand up emergency accommodation across Greater Manchester.
- 3.4. Data: Following the initial snapshot on asylum homelessness pressures collated in September, GMCA have begun work via the GM Homelessness Data Leads Group to collect, collate and report indicators of asylum homelessness pressures on a monthly basis.
- 3.5. Mobilising an emergency VCFSE-led response: Since October 2023, the GMCA team has been working to identify funds internally, and through repeated submissions to the Home Office and Department for Levelling Up at the ministerial of official levels, for delivery of a GM Refugee Homelessness Prevention Model. We are exploring all options to boost Private Rented Sector access support and asylum support advocacy where demand is greatest.
- 3.6. Continual lobbying and engagement: working with Government cross-departmentally, at every level. With the emergency funding ask a priority, GMCA has also emphasised wider policy asks including the benefit cap, LHA rates, asylum-seekers' right to work, the timely sharing of Home Office data with LAs. This has led to, for example, a January meeting between GM, Liverpool City Region and London mayors and deputy mayors with Department for Levelling Up and Home Office ministers.
- 3.7. National collaboration: Working across Combined Authorities with Liverpool City Region, West Midlands Combined Authority and Greater London Authority to share intelligence, approaches and ideas.

- 3.8. Operational troubleshooting and escalation: Acting as a point of coordination for VCFSE and LAs to escalate operational issues with support cessations with Serco, Migrant Help, Reed in Partnership, Home Office and Department for Work and Pensions.
- 3.9. Convening: creating spaces for regular updates, discussion and intelligence amongst GM Homelessness and Asylum leads and VCFSE partners.
- 3.10. Long term strategic thinking: Developing and building support for the skeleton of a Greater Manchester Migration and Integration strategy, which sets out our ambitions for a more person-centred transition from the asylum system and a more progressive vision for how GM welcomes new communities.

4. Next steps: Developing and aligning a GM Partnership Response

- 4.1. In October, GMCA presented plans to seek investment in a pan-GM Refugee Homelessness Prevention and Integration Programme. We are moving forward with a minimum viable model, but require additional investment to enable the service to be delivered where it is needed.
- 4.2. The current crisis is disproportionately affecting single males. While most are considered to have low support needs, they have often endured many years of enforced disconnection through frequent accommodation moves and the inability to work. Often, this leads to trauma, alienation and distrust of authorities. Unfortunately, this cohort are more likely to be found to not have Priority Need under the Housing Act 1996 and less likely to be able to access the limited Temporary Accommodation available.
- 4.3. Despite this, with the right support the housing, employment and integration prospects for refugees are relatively strong and there is a significant opportunity for homelessness prevention and employment outcomes.
- 4.4. The system lacks capacity to deliver face-to-face support and advice and build relationships with people before and after people receive their asylum decision, helping them to understand the realities of housing options available, and connecting them through to language classes and employability support that would smooth their transition.

4.5. A homelessness prevention and crisis support service, providing targeted support and led by specialist VCFSE organisations that are embedded and trusted in refugee communities, could help us to meet this need across Greater Manchester and support learning for longer-term investment.

4.6. The GMCA model would deliver face-to-face and remote support and advice to people still in the asylum system and those who have recently left it, with an emphasis on consistent approaches to assertive Private Rented Sector access support and expectations management. It would be a mixed model, including:

- **Upstream Prevention:** pre-decision in-reach to hotels focused on asylum support casework but including provision of resources on expectations of housing and life in the UK.
- **Crisis Prevention:** supplementary to, and in partnership with, council housing support, PRS access support delivered in mainstream homelessness settings across GM such as day centres, ABEN and any other off-the-streets accommodation.
- **Capacity Building:** through training and resource development, increased general and PRS advice capacity in existing trusted drop-in settings; 'life in the UK' information resources.

4.7. Investment will be consciously targeted at specialist organisations that are likely to be trusted by people leaving the asylum system; be able to deliver asylum-literate support; and be able to reach individuals that may not present to local authorities initially.

4.8. However, it is clear that the investment available will be unable to meet the level of demand across all ten GM boroughs. Additional Government investment is still urgently needed to enable planned provision to stretch into more areas.

5. Next steps: A shared approach to communications and engagement

5.1. In order to secure the action and investment needed from Government to tackle the current unprecedented crisis, it is crucial that Greater Manchester boroughs and wider partners consistently and visibly communicate the impact these choices are having on our communities and services.

- 5.2. While the Home Office demonstrated that the levers to pause evictions to prevent homelessness exist – through the Christmas pause and 3-day pauses that can be enacted when Severe Weather Emergency Protocol (SWEP) is announced – they have been unwilling to consider a longer-term pause. This shows that cutting asylum system costs has been prioritised over Government commitments to end rough sleeping or longer-term costs to local authorities and communities, as well as the lack of cross-Departmental decision-making taking place.
- 5.3. The increased pace of asylum decisions is likely to continue for the foreseeable future. At the same time, as the impact of the Illegal Migration Bill takes hold, the complexity and risk involved in this work will increase, without adequate funding or support to manage transitions.
- 5.4. The lack of affordable housing means it is more and more difficult to move people on and out of homelessness. If we are ever to end homelessness and rough sleeping, we need a national Housing Strategy which prioritises investment in genuinely affordable, social and council housing and which is resilient to changing communities and demographics. Despite the rhetoric of ‘British homes for British workers’ seen in recent proposed changes to allocations policies, the unaffordability and dysfunction we are seeing in the housing market does not affect everyone equally and non-UK nationals are more likely to be overrepresented in temporary accommodation and in overcrowded and poor quality homes.
- 5.5. It is therefore important to bring visibility to how these issues are being experienced by local system, focus on consistent, shared policy asks, and highlight the solutions developed in GM over recent months.

6. Recommendations

- 6.1. GMCA are requested to note the unprecedented levels of homelessness and rough sleeping among new refugees in GM, the linked service pressures and the opportunities for improvements to our service offer to this cohort, now and in the longer-term.
- 6.2. In order to expand the VCFSE response, GM LAs are requested to support efforts to secure additional funds to boost VCFSE provision and ensure that their Housing Options and homelessness teams support delivery of the GMCA-commissioned services.

6.3. In order to support asylum homelessness prevention in the longer-term, GM LAs are requested to consider continued or additional investment in capacity for specialist frontline support for people in or leaving the asylum system, especially across homelessness, social services, education teams, using current and future (potential) Asylum Dispersal Grant funding.

6.4. In order to ensure that the current crisis, and its impacts on people, services and communities are visible, GM LAs are requested to support continued engagement with national Government and efforts to evidence and communicate these impacts more widely.

6.5. GM LAs are requested to support shared key policy asks, as follows:

Give our systems time to recover and tackle the worst of the rough sleeping crisis.

- Immediate pause in evictions into homelessness from asylum accommodation in GM, until capacity in the homelessness system recovers.
- North West-wide pause in procurement/addition of asylum bedspaces until capacity in the homelessness system recovers, in recognition of the lack of progress made to deliver on Home Office commitments to reduce the disproportionate share of asylum dispersal accommodation in the region thus far and the role this has played in the current crisis.

Fund our systems so GM can respond effectively, now and in the future.

- Immediate investment in local authority capacity to respond to the rough sleeping emergency.
- Provision of uplifted and multi-year Dispersal Grant to enable longer-term planning of LA response. The uplift should reflect flow of asylum seekers throughout the year, as the true measure of local service impact.

Improve processes so transitions from the asylum system can be managed in partnership, safely and effectively.

- Extend notice periods for eviction from asylum accommodation to 56 days, in line with Homelessness Reduction Act duties.
- Notify LAs of negative decisions, in line with information received on positive decisions.

- Emergency enhancement of the Advice, Issue Reporting and Eligibility Contract (AIRE) contract to ensure increased provision of face-to-face move-on support in GM.

Address wider policy choices that are preventing access to housing and delaying integration for new refugees.

- Reform or remove the benefit cap.
- Let people seeking asylum work.
- Deliver a national Housing Strategy which prioritises investment in genuinely affordable, social and council housing and is resilient to changing communities.

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Greater Manchester Combined Authority

Date: 23rd February 2024

Subject: Public Switched Telephone Network (PSTN) Switchover Update Report

Report of: Councillor Nick Peel, Portfolio Lead for Digital and Joanne Roney, Portfolio Lead Chief Executive for Digital

Purpose of Report

The purpose of the report is to provide an update to GMCA following growing concerns about the implementation of the PSTN Switchover which is impacting upon a significant number of vulnerable people and across the city region.

Recommendations:

GMCA is requested to:

1. Note the significant issues in telecare arising from the PSTN switchover rollout.
2. Support further action including correspondence with Government to urge action in response to the current risk to adults, and to develop a funded National Action Plan that includes telecare switchover working with telecommunications providers, the telecare industry and the LGA.
3. Note the establishment of the GM PSTN Working Group as a forum to assess the readiness of GM for the switch over, share best practice and bring forward significant issues as they arise.
4. Note that there has been an exchange of letters between the Mayor and DSIT Secretary of State in December 2023 and January 2024 regarding increasing concerns of the PSTN switchover.

Contact Officers

Phil Swan – Director of Digital phil.swan@greatermanchester-ca.gov.uk

John Steward – Connected Places Principal john.steward@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers		
Insert text		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>This proposal will positively impact and support those who are facing disadvantage by mitigating the risks that may be faced with people that face additional challenges and communicating support to help understand the change.</p> <p>This proposal will positively impact access the ability to access public services, and mitigate risks where cost is an issue.</p> <p>This proposal could support communities by actively communicating switchover changes, GM plans and potential impacts, as well as where to go for support.</p>
Health	G	The change in infrastructure means that there could be significant negative impacts initially for sectors such as telecare and concerning impacts therefore to residents.
Resilience and Adaptation	G	<p>This plan will positively impact residents who are digitally-excluded, dislike change and those that use telecare services.</p> <p>This proposal and plans will help drive awareness and action to empower businesses and communities navigate the switchover.</p> <p>These recommendations will not only drive awareness to GM residents, it could help mitigate risks for those classed as most vulnerable.</p> <p>This plan should help to support and mitigate risks around scamming by sharing what to look for and where to go for support.</p>
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target	N/A	
Overall	G	<p>Positive impacts overall, whether long or short term.</p>
	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		
Le	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 switch off the Public Service Telephone Network (PSTN) poses a significant risk to some SMEs; public and sector; voluntary, community & social enterprise organisations; and vulnerable residents.

Legal Considerations

There are no legal considerations for GMCA

Financial Consequences – Revenue

There are no revenue finance consequences for GMCA from this report and its recommendations.

Financial Consequences – Capital

There are no capital finance consequences for GMCA from this report and its recommendations

Number of attachments to the report:

None

GM Transport Committee

Not applicable

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

- Report to GMCA on Public Switched Telephone Network (PSTN) Switchover - 29th September 2023.
- External Link: [Upgrading landlines to digital technology – what you need to know - Ofcom](#)
- External Link: Public Switched Telephone Network Charter published by Government (DSIT) – 18th December 2023 [Public Switched Telephone Network charter - GOV.UK \(www.gov.uk\)](#)
- External Link: [Future of Voice – Homepage](#)
- External Link: <https://www.gov.uk/guidance/uk-transition-from-analogue-to-digital-landlines>
- External link: [Telecare stakeholder action plan: analogue to digital switchover, August 2023 update - GOV.UK \(www.gov.uk\)](#)
- External link: [PSTN - What is the consumer impact of the switch-off? - Which? Policy and insight](#)
- External link: [On the Day Process \(offta.org.uk\)](#)

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?

Overview and Scrutiny Committee

Not applicable

1. Introduction

1.1. The Public Switched Telephone Network (PSTN), the dedicated legacy telephony network that connects calls via physical phone lines, is being decommissioned in

the UK by December 2025. PSTN is an ageing network that is becoming harder to maintain, energy intensive, expensive and unreliable.

- 1.2. This process is in progress across the 600+ telecommunications providers to households and organisations, with voice services provided over PSTN being moved to digital services across the internet.
- 1.3. Unlike the move to digital TV from 2007 to 2012, which was Government-led, the withdrawal of the PSTN is industry-led as the network is privately owned – with the Government recognising that it has a responsibility to ensure the change is achieved safely and effectively.

2. Risks associated with PSTN switchover

- 2.1. A report to GMCA on 23rd September 2023 highlighted a number of key risks to those households and organisations that are most reliant on PSTN services. These include:
 - Emergency and telecare call buttons and pendant alarms used in households and care homes.
 - Fax machines (they are still used in small numbers, particularly in health and social care).
 - Remotely monitored alarm systems.
 - Some point-of-sale terminals and payment card readers.
 - ISDN services such as office PBX or ISDN modems. This includes traditional commercial phone systems used by many organisations.
 - Emergency telephones in lifts.
- 2.2. The report asked GMCA to note the progress that had been made but advocated that the Government should play a “stronger and more active role in the switchover because of concerns about an industry led process”.
- 2.3. This further report follows increasing concerns relating to vulnerable people, in particular those who access telecare support.

3. Impacts on Telecare Services

- 3.1. Telecare services provide monitoring, protection, and support to people remotely, typically via a device connected to a telecommunications network. Telecare devices set off an alarm when the user needs assistance – for instance, if they have a fall.

The alarm signal travels over the telephone network to an alarm receiving centres (ARC), triggering a response from the ARC or the emergency services. An estimated 1.8 million people in the UK currently use telecare services. Of these, 1.3 million use alarms in their own homes and 0.5 million in a range of care homes, supported housing and sheltered living arrangements. Based on the population of Greater Manchester, this gives a rough estimate of 100,000 people in GM using telecare services. A high proportion of users are supported through local authority social care and housing services. However, a significant number also receive private telecare support.

- 3.2. Despite assurances from the major industry communications companies that vulnerable people would be treated with additional care, cases are arising where vulnerable telecare users are being switched over without sufficient checks to ensure that these lifeline devices still operate effectively.
- 3.3. Recognising this, in December 2023 Government introduced a new Public Switched Telephone Network Charter (see background papers). However, at a GM PSTN Working Group meeting in late January 2024 attended by 60 people, it was confirmed that cases are still regularly occurring of vulnerable people being left without telecare services as a result of switchover, presenting a significant adult safeguarding risk. Concerns extended to privately funded users of telecare services.
- 3.4. It was also clear that there were concerns regarding households with vulnerable residents who are not using telecare services, but nonetheless could be classed as more vulnerable. There was evidence of households reliant on landlines to call relatives or 999 services if needed, but who are not being offered battery back-ups in case of power cuts. This is at odds with guidance from Ofcom.
- 3.5. Ofcom recently announced a specific new investigation relating to an individual telecommunications company and how it is “identifying, protecting and supporting vulnerable customers and ensuring uninterrupted access to emergency organisations”. Having examined current telecoms processes and considering feedback from telecare services across GM, we believe that this is an industry wide issue that requires Governmental accountability and oversight.
- 3.6. The cost of upgrading and operating telecare equipment is also of significant concern, with operators reporting a 240% increase compared with analogue service cost. There is no dedicated funding available from Government to local services to

support the investment needed. As referenced in the September 2023 report to GMCA, Stockport Homes estimated a £1.5M cost for implementation of new equipment for its 5,000 users, indicating a GM wide cost of £30M. This is leading to telecare service providers considering introducing charges, or downgrading services, with negative impacts for users.

- 3.7. As well as the large and diverse range of 600+ telecommunications providers, the telecare sector is complex with over 150 providers across the UK ranging from full-service provision by local authorities (from providing telecare equipment, monitoring and emergency response) to hybrid models with private sector elements, and full private sector services.
- 3.8. The large communications providers such as BT and Virgin Media have asked local authorities and private telecare providers to agree Data Sharing Agreements to enable them to identify households with vulnerable people. Whilst this is supported in principle by local authority and housing services in GM, it is not viable those organisations to share lists of vulnerable people with hundreds of the smaller communications providers without breaching of data protection legislation. The Local Government Association (LGA) calculated if every local authority created a data sharing agreement with each telecommunication provider then approximately, 190,000 agreements would be required.
- 3.9. In addition, whilst local authorities and housing organisations have visibility of their users, there are significant numbers of privately and healthcare funded telecare users in GM.

4. The need for a funded National Action Plan

- 4.1. Across Greater Manchester work is already underway to switchover households with telecare services that are local authority provided or commissioned. Some areas are well advanced; however, whilst a number of national policy and procedure documents have been developed and a Charter produced, there are significant inconsistencies in practice across the large and diverse communications industry and telecare providers, and a lack of holistic coordination.
- 4.2. Standards are either lacking, or if they have been defined, they are inconsistently adopted. Safeguards are insufficient and there does not appear to be any robust national reporting mechanism relating to incidents and near misses. In particular:
 - There is no agreed national process to identify households with telecare devices

nor an agreed definition on vulnerability or who is vulnerable in this regard. Whilst the PSTN Charter calls for a definition of vulnerability, it is not yet in place although switchover continues.

- There is also currently a reliance on telecare providers, such as local authorities and housing organisations, to share data with communication providers, with the onus on telecare users to self-identify as vulnerable. There is a need for a more effective, joined up, and pro-active approach.
- The August 2023 telecommunications ‘On the Day’ guidance for Openreach dependent telecommunications providers appears to be insufficiently adopted or robust enough and makes assumptions about the responsibilities of telecare providers. There is a need for a joint one with the telecommunications sector that is consistently adopted by organisations undertaking switchover.
- Despite the good work by the LGA in generating content on PSTN switchover that is being used by Local Authorities with their communities, communications to households in relation to switchover are fragmented and supplier dependent. A recent Which? Survey revealed that 74% of consumers were unaware of the impending migration. There is a need for a joined-up communications plan including a single consumer facing place where people with concerns can go to find out about PSTN switchover and what to expect, regardless of who their communications or telecare provider is.

4.3. The publication of the PSTN Charter together with the recent emergence of a communications plan led by BT and the establishment of a Telecare Advisory Board (which is still industry led) are important steps forward. But this does not go far enough. A National Action Plan overseen by Government is urgently needed to ensure that the telecommunications industry’s guarantee, that no vulnerable person is left disconnected, can be demonstrably achieved. It is proposed this should include as a minimum:

- A mandatory requirement that any of the 600+ communication providers which are implementing switchover sign up to the PSTN Charter before continuing implementations, and that the common definition of vulnerability referenced in the Charter is established before work continues.

- An agreed Telecare Industry Charter setting out the switchover responsibilities of that sector to sit alongside the PSTN Charter agreed with telecommunication providers.
- A national communications plan that is Government fronted and financed.
- An agreed, joint, and adopted LGA, NHS, telecommunication and telecare sectors “On the Day” process for public and privately funded telecare users, and other people at higher risk.
- A centrally co-ordinated approach to data sharing that enables proactive PSTN switchover support, between public and private telecare providers and telecommunications sector and in relation to households with vulnerable people.
- Enforcement and implementation of a reporting mechanism to record and escalate serious issues as they arise.
- One-off Government capital funds to assist organisations such as housing associations and care providers to invest in digital equipment for the purpose of switching over the telecare service.

5. Next steps

- 5.1 GMCA is continuing to work closely with the LGA, telecommunications providers and the telecare services association to support a smooth transition across the city region for GM local authorities and their partners. However, as set out in this report, fundamental risks around the national coordination of PSTN switchover for vulnerable people, including telecare users, need to be addressed urgently.

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Greater Manchester Combined Authority

Date: 23 February 2024

Subject: Greater Manchester Age-Friendly Strategy

Report of: Councillor Arooj Shah, Portfolio Lead for Equalities and Communities and
Sara Todd, Portfolio Lead Chief Executive for Equalities and Communities

Purpose of Report

This report provides an overview of the new Greater Manchester Age-Friendly Strategy 2024 – 2034 and the process taken to refresh it. The full strategy is attached to this report.

Recommendations:

GMCA are asked to:

1. Approve the refreshed Greater Manchester Age-Friendly Strategy

Contact Officers

Paul McGarry, Head of Greater Manchester Ageing Hub, Assistant Director, GMCA

Paul.McGarry@greatermanchester-ca.gov.uk

Jane Forrest, Director – Public Service Reform, GMCA

Jane.forrest@greatermanchester-ca.gov.uk

Jack James, Senior Policy and Projects Officer, GMCA

Jack.James@greatermanchester-ca.gov.uk

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

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

Note the significant number of long term benefits for older people in GM and GM as whole across a range of policy areas. The Age-Friendly strategy aims to address impacts on equalities, health and wellbeing, resilience and adaptation, Housing, Economy and Mobility and Connectivity.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>Strategy has stated aim to reduce inequalities in later life and will have a particularly positive impact on older people and disabled people.</p> <p>Focus is on improving outcomes for socially and economically disadvantaged.</p> <p>Intended positive outcomes for people with caring responsibilities.</p> <p>Strategy aims to improve local people's access to public services across economy, work and money; places; ageing well (including health and social care; and digital inclusion.</p> <p>Strategy highlights the continued need to listen to older peoples voices in decision making and encourages decision makers at all levels to involve those in later life in shaping policy. The strategy was developed with input from older residents, most notably through working with the GM Older People's Equality Panel and learning from the Ageing in Place Pathfinder programme.</p> <p>Strategy will improve community cohesion through supporting the role of older residents in local decision making and the importance of planning for an ageing population including in neighbourhoods, the workplace, and in health and social care.</p>
Health	G	<p>Strategy proposes a number of preventative measures to improve the physical health and wellbeing of residents in mid and later life.</p> <p>Strategy proposes a number of preventative measures to improve the mental health and wellbeing of residents in mid and later life.</p> <p>Strategy includes proposals to increase levels of physical activity among residents in mid and later life.</p> <p>Strategy aims to decrease levels of social isolation for those in later life.</p> <p>Aims to improve residents' access to healthcare services including through improved transport links, greater digital inclusion and offline provision where possible.</p>
Resilience and Adaptation	G	<p>Strategy aims to improve the resilience of communities in GM to better support residents in later life and to enable older residents to contribute their skills and resources.</p> <p>Strategy supports the continued development of age-friendly neighbourhoods and the importance of involving older residents in place-based decisions. Aims to improve carbon literacy amongst older adults and engage more older people in the green agenda.</p> <p>Strategy aims to ensure older people's voices are being heard in the green agenda and reduce vulnerability to climate change through preventative healthcare measures and improving age-friendliness of neighbourhoods.</p> <p>Strategy is focused on listening to the voices and experiences of older residents to understand how to make the communities we live in safer.</p> <p>Strategy advocates for age-friendly green and blue infrastructure to support older people's health and wellbeing and social and cultural participation.</p>
Housing	G	<p>Positive impact to improve the quantity and quality of age-friendly housing in GM.</p> <p>Strategy aims to harness the economic potential of older population and to ensure Greater Manchester maximises the 'longevity dividend'.</p> <p>Strategy has a number of proposals to improve employment for those in mid and later life including via the age-friendly employer pledge and the employment support over for over 50s.</p> <p>Strategy links to the Good Employment Charter, age-friendly employer pledge, age-friendly employer toolkit and programmes to support over 50s into good work being run by GMCA Work and Skills team.</p> <p>Strategy encourages local businesses to capitalise on the economic opportunities of an ageing population, targeting products and services to those in mid and later life and ensuring their offer is age-friendly.</p> <p>Deliverables include establishing an International Centre for Action on Healthy Ageing (ICAHA)</p> <p>Attract investment via ICAHA</p> <p>Links to Support to Succeed programme for over 50s, helping them to get back into work.</p>
Economy	G	<p>Strategy aims to improve the accessibility of digital services and promote offline alternatives where possible</p> <p>Strategy aims to improve access to affordable internet connections</p> <p>Strategy proposes a series of measures led by Transport for Greater Manchester which improve older people's access to public transport including community transport.</p> <p>Strategy aims to improve accessibility of transport services and improve older people's ability to travel around the city-region.</p>
Mobility and Connectivity	G	<p>Promotes accessible green spaces. Promotes intergenerational activity around climate change and increases understanding of the impact of climate emergency on people in mid and later life</p>
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		<p>Strategy aims to improve carbon literacy of older residents and increase the involvement of older people in the green agenda.</p>

Further Assessment(s): Equalities Impact Assessment and 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.
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Carbon Assessment

Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	#DIV/0!	Not relevant, recommendations to improve age-friendliness of property Not relevant, recommendations to improve age-friendliness of property Not relevant, recommendations to improve age-friendliness of property Not relevant, recommendations to improve age-friendliness of property Not applicable Not relevant, recommendations to improve age-friendliness of property
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		Strategy aims to improve older residents' ability to get out and about and access essential services like healthcare and shops.
Roads, Parking and Vehicle Access	N/A	
Access to amenities	#DIV/0!	Recommendations for more age friendly neighbourhoods Recommendations for more age friendly neighbourhoods Recommendations for more age friendly neighbourhoods
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

There are no specific risks associated with the overarching strategy and its framework. Risks however may be identified in the development of the detailed implementation plan over the six months.

Legal Considerations

Age is a protected characteristic under the Equality Act 2010. When exercising its functions, the GMCA must have due regard to the Public Sector Equality Duty; compliance with the duty is measured and recorded in the attached Equalities Impact Assessment.

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

1

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

[Greater Manchester Age-Friendly Strategy 2018.](#)

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/ Background

- 1.1 Greater Manchester is ageing rapidly. There are over 780,000 people aged 55 and over living in Greater Manchester today, 27.4% of the population. By 2041, Greater Manchester is projected to have over 900,000 residents aged 55 and over, a 17.2% increase based on the latest available census data. As a city-region, we are not prepared for the challenges and opportunities of this demographic change.
- 1.2 In 2018, the first Age-Friendly Greater Manchester Strategy was published and subsequently Greater Manchester was recognised as the UK's first age-friendly city-region by the World Health Organization (WHO). This refresh of the 2018 strategy has been delayed by the COVID-19 pandemic which has had a significant negative impact on our older residents. The pandemic, combined with the impacts of austerity, Brexit and the ongoing cost of living crisis, has resulted in worsening inequalities across the city-region.
- 1.3 Despite good work by Greater Manchester partners, there remains a strategic gap in policy and resource mobilisation that focuses on future proofing and preventative measures deployed in mid and later life. To manage current and future demand on public services, improve the lives of older people, and help the Greater Manchester economy be more productive, we need a strategy that addresses ageing holistically.
- 1.3 The refreshed Greater Manchester Age-Friendly strategy seeks to address this strategic gap in policy and strategy and work to align age-friendly work with Greater Manchester priorities and plans. It takes a holistic approach to ageing that continues to use the World Health Organisation's age-friendly city and community model and the United Nation's Decade of Healthy Ageing as conceptual building blocks for the work.
- 1.4 This iteration also includes a longer-term ten-year timeline for the city-region to achieve more fundamental age-friendly social, economic and health related improvements and a shorter three-year timescale for objectives that will lay the basis for long-term progress and address some of the immediate challenges that many older people are currently facing.
- 1.5 Preparations for refreshing the Age-Friendly strategy began prior to the pandemic and were picked up again in early 2023. The Ageing Hub has consulted extensively with key stakeholders, partners and citizens over the last 12 months to develop this strategy. The evidence to support this refresh has been compiled into a

supplementary report, 'The State of Ageing in Greater Manchester', published in January 2024.

- 1.6 Following final consultations with stakeholders and our international advisory board, the Greater Manchester Age-Friendly strategy has been finalised for the GMCA's consideration and approval. A detailed implementation plan will be developed in the coming months and finalised in June 2024.

2. Strategy Summary

2.1 The long-term strategic vision for the strategy is that by 2034, or earlier, Age-Friendly is business as usual, a thread running through Greater Manchester's devolution, public service reform, economy, transport, health, and cultural strategies. The strategy envisions that by 2034:

- Our 50+ population is mostly in good work and fewer older people are living precarious lives
- There are more places in every Greater Manchester borough with the key features of an age-friendly neighbourhood, including age-friendly homes, good transport, accessible services and shops. Residents will have more of a say in how their neighbourhoods are changing and be part of ensuring there are places for everyone to connect, socialise and do the things they enjoy, in an age-friendly built and natural environment.
- Older people have easier access to the preventative health care they need
- Fewer older residents are inactive, and the number of falls has significantly reduced due to earlier risk detection
- Every local authority has an age-friendly plan co-designed across the generations
- Greater Manchester hosts flourishing age-sector businesses and is a world leader in ageing research, policy and implementation
- Generations are coming together to lead our work to tackle the impact of the climate emergency, adapt and develop the resilience of our communities, and to ensure we support and protect those more vulnerable to the impact.
- Ageism and structural inequalities are in retreat

2.2 The Greater Manchester Ageing Hub has met with, listened to, and surveyed citizens, partners, and academics over more than 12-months. Based on this input, the age-friendly strategy has been organised into four key themes: 'Economy, Work

and Money', 'Places', 'Ageing Well' and 'Working Together'. Each theme has a strong rationale based on consultations with citizens, stakeholders and partners and a comprehensive evidence base to support it developed through research for The State of Ageing in Greater Manchester.

2.3 Each theme has an overarching vision looking out to 2034 which expands on the vision above in more detail. Ambitious three-year objectives (listed below) have been identified under each theme to move us closer to our 2034 vision and associated avenues for delivery have been identified. The strategy recognises that while this work is led by the Ageing Hub core team based in the Combined Authority, partners will also contribute to delivery through their own strategies, plans and initiatives.

2.4 **Economy, Work and Money three-year objectives:**

- Enhance the employment, skills and training support offer for 50+
- Increase numbers of residents aged 50+ in good quality employment
- Engage employers to raise employment standards for older workers to improve health and wellbeing at work, provide better support to workers with caring responsibilities, help workers plan for their future
- Maximise income and reduce costs for those in later life
- Raising awareness across sectors of the contribution that older people make to the Greater Manchester economy and opportunities for growth

2.5 **Places three-year objectives:**

- Learn from our Ageing in Place Pathfinder to sustain and scale community led approaches to ageing well and deliver more age-friendly neighbourhoods with ageing well action plans across the city region, focused on tackling the inequalities experienced in ageing.
- Residents in mid and later life have more opportunities to get involved in their local communities and the number that are participating in their communities and creating change in their local neighbourhoods alongside other generations is increasing
- Improve our shared understanding of what makes our spaces and places feel safe and welcoming for older residents and evidence the design and delivery of this into our public realm and regeneration work, on our transport system, in the home and online.

- Improving the accessibility and suitability of transport, across the Bee Network, door-to-door provision and within our work to increase active travel.
- Increase Greater Manchester communities' resilience in the face of climate emergency, extreme weather, pandemics, and other shocks
- Create more age-friendly homes in the development of new homes, as we retrofit older homes and improve awareness of the housing options available to people as they age.
- Help people to stay safe in their own homes by reducing deaths and injuries due to home fires

2.6 **Ageing Well three-year objectives:**

- Embed Ageing Well approaches in Greater Manchester public health strategies to focus on preventative action
- Increase the proportion of older people receiving appropriate mental health support
- Increase levels of physical activity amongst older people
- Reduce the number of people falling by adopting a set of minimum standards for primary falls prevention across Greater Manchester Greater Manchester agencies
- Support the Greater Manchester Women's Health Strategy to promote action on the health and wellbeing of older women.

2.9 **Working Together three-year objectives:**

- Increase the voices and experiences of older people in Greater Manchester decision-making, ensuring they reflect the diversity of the city-region's older population in terms of background, identity and experience
- Continuing to convene partners to raise awareness, share research and listen to the voices and different experiences of ageing that may be faced by those experiencing structural disadvantage, multiple disadvantage or with complex needs to identify responses. For example, veterans or learning-disabled adults.
- Grow the Greater Manchester ageing eco-system with new partnerships & distributed leadership
- Work together as 10 distinctive age-friendly places to share best practice and improve our knowledge base to develop evidence-based practice policy and strategy
- Support thriving voluntary, community and social enterprise sector to respond to the challenges and opportunities of ageing

- Create innovations in the way we deliver age-friendly work, including as part of our work to deliver place-based integrated working, and develop our skills and leadership to create system shifts that enable us to scale good practice.
- Develop Greater Manchester as a Centre of Excellence on Ageing
- Continue to work with international collaborations

2.10 In addition to these themes, the strategy identifies two cross cutting themes: Digital Inclusion and Greener Later Lives. Recognising that these are two of societies grand challenges that cannot be understood in isolation, the strategy sets out objectives and actions to address these across all of the Ageing Hub's work.

3. Delivery

- 3.1 The strategy sets out delivery mechanisms under each theme which will help us to achieve the objectives listed above. An implementation plan will be developed in the coming months setting out these delivery mechanisms in greater detail including clear milestones, deliverables and timings for the actions set out in the strategy. ; progress will be monitored through the Greater Manchester Ageing Hub Executive and Greater Manchester Reform Board.
- 3.2 The Ageing Hub will monitor progress through a combination of quantitative and qualitative data collected for our implementation plan and will also draw upon the Ageing Hub's existing relationships with world class academics, researchers, and the voices of older people themselves to inform our monitoring and delivery. The Hub will also develop a supporting age-friendly transport action plan and collaborate with partners to influence the development and delivery of key related strategies such as the Greater Manchester Women's Health Strategy and Greater Manchester Moving Active Lives for All Strategy as well as others.

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Greater Manchester Age- Friendly Strategy 2024 - 2034

February 2024

Contents

1. Foreword	2
2. Introduction	4
3. Our 2034 Vision.....	7
4. Our Approach.....	8
5. Economy, Work and Money: Building blocks for inclusive societies.....	12
6. Places: Creating strong and supportive neighbourhoods to improve connection, health and wellbeing in later life	18
7. Ageing Well: Preventive action in mid and later life.....	26
8. Working Together: Greater Manchester as a centre of excellence in age-friendly policy, research and delivery	33
9. Spotlight on	39
10. Measuring impact	42
11. Acknowledgements	43
12. References	45
13. Appendices	46

1. Foreword

Making Greater Manchester an age-friendly city-region involves us all.

Our population is ageing, and the nature of later life is changing too. More of us are living longer, by 2041 there will be over 900,000 residents aged 55 and over in Greater Manchester, an increase of 17% from today. Over the same period, Greater Manchester is predicted to see its population aged 75 and over grow by almost 50%, resulting in nearly 100,000 more residents. Our older population is also becoming more diverse in terms of ethnicity and older people were more likely to identify as Lesbian, Gay, Bisexual or Other in the 2021 census. The way we live in later life is changing too, we are working longer and are more likely to live alone or age without children.

As cities around the world take steps to adapt to demographic change, Greater Manchester is at the forefront of initiatives to ensure our societies are more age-friendly. The Ageing Hub is a partnership of organisations across Greater Manchester working together since 2016 to respond strategically to the opportunities and challenges of an ageing population in our city-region, focusing on reducing inequalities and ageing well. In 2018, following the publication of our first age-friendly strategy, we were recognised by the World Health Organization as the UK's first age-friendly city-region, a place committed to enabling people to age well and live a good later life.

Since then, the Ageing Hub has convened partners, facilitated, and delivered a range of programmes and initiatives to support residents in later life, from our trailblazing Ageing in Place Pathfinder, to the Keeping Well campaigns during the covid pandemic and our innovative case-finding for falls prevention. Greater Manchester is at the forefront of age-friendly policy-making. The Ageing Hub has also attracted a significant amount of investment through its work.

Despite these achievements, there is still a long road to go in making Greater Manchester a great place for everyone to grow old. The COVID-19 and cost of living crises have worsened inequalities in later life. There remains a strategic gap in policy and resource mobilisation that focuses on future-proofing and preventative measures deployed in mid and later life. This strategy is designed to address that gap by taking

a holistic approach to ageing that puts older people's voices and working together at its heart.

Greater Manchester is already recognised as a global centre of excellence on ageing, with key strengths in research through our local universities. We have shared best practice with communities around the world who look to us as an example. We must continue to be a leader on this agenda and work together to make Greater Manchester a great place to grow older.

'As our older population grows and becomes more diverse, it is essential that our age-friendly strategy addresses ageing in a complete way. This new strategy recognises that the way we live in later life is changing and has put the many voices of older people at its heart. Greater Manchester already leads the way on age-friendly initiatives. Let's continue working together to make our city-region a great place for everyone to grow older.'

Nakib Narat, Chair of the Greater Manchester Older People's Equality Panel

2. Introduction

‘Cities and countries are at the cusp of epochal global trends...the simultaneity of the demographic transition, deepening urbanisation, a technological revolution, frequent shocks brought on by health and climate emergencies mean that we need to plan for an older and more urban future.’

World Bank Report, 2022

Greater Manchester is in the midst of a transformation in later life. Our older population is growing rapidly; by 2041 over 900,000 people will be aged 55 and over in the city region, an increase of 17.2% from today. Over the same period, Greater Manchester is predicted to see its population aged 75 and over grow by almost 50%, resulting in nearly 100,000 more residents (Appendix A). Yet not only is our population getting older, Greater Manchester’s older population is also becoming more diverse. Between the 2011 and 2021 census, there was a 3% increase in the number of people aged over 55 identifying as an ethnicity other than White (Appendix B). Almost a quarter of a million of our older residents are living alone in mid or later life – a record high – and we know that nationally, more people are ageing without children than ever before. At the same time, people are living and working longer, but many of the places we live and work are not accessible to older people.

Our ageing population and the changing nature of later life is one of society’s grand challenges and the need to address this challenge has only become more urgent in recent years. Since the publication of Greater Manchester’s last age-friendly strategy in 2018, the world has gone through the COVID-19 pandemic, the UK has

left the European Union and at time of writing is going through a cost of living crisis. All of which have had a particularly significant impact on those in mid and later life.

Greater Manchester is in a unique position to rise to and meet these challenges. The city-region has led the way on devolution, agreeing the innovative first devolution deal in 2014 and subsequently securing deals that built upon this agreement, including a £6 billion health and social care deal in February 2015. Greater Manchester's 2023 Trailblazer devolution deal marked a new era in English devolution. The single funding settlement agreed in the deal is the first of its kind in England, giving Greater Manchester greater flexibility to go further and faster in growing its economy, reducing inequalities and providing opportunities for all. The deal also included greater powers over technical education, transport and brownfield funding.

The Greater Manchester Strategy is Greater Manchester's plan for all communities, neighbourhoods, towns and cities in the city-region. It provides a clear direction of travel, focussed on those areas where all parts of the conurbation need to work together to achieve our shared vision of **Good Lives for All: that Greater Manchester is a great place to grow up, get on and grow old; a great place to invest, do business, visit and study.**

This new age-friendly strategy seeks to address the Greater Manchester Strategy's core challenge of making Greater Manchester a great place to grow old by setting out what we need to do over the next decade to get there. It is for anyone who wants to improve the experience of mid and later life in Greater Manchester and reduce inequalities in our city-region, which tend to widen as we age.

The age-friendly strategy also supports the delivery of a range of other key Greater Manchester strategies including the **Greater Manchester Integrated Care Partnership Strategy**, **Greater Manchester Joint Forward Plan**, **Greater Manchester Housing Strategy**, the **Greater Manchester 5-year Environment Plan** and the **Greater Manchester Local Industrial Strategy** and **Greater Manchester International Strategy** which both recognise ageing as one of society's greatest challenges and an opportunity for innovation.

The strategy has four key themes: Economy, Work and Money; Places; Ageing Well; and Working Together – these are longstanding priorities with a strong base of evidence and good practice pioneered in Greater Manchester that we can draw upon as we respond to emerging challenges and opportunities. However, we understand that we need a holistic approach to ageing that recognises how these areas intersect and how grand challenges facing society like climate change and technological change cannot be understood in isolation.

The strategy sets ambitious objectives under each theme for where we want to be by 2027. These strategic objectives will be supported by an age-friendly implementation plan which will be refreshed every three years to detail the specific actions we need to take to move us closer to our vision for 2034.

The strategy has been developed by the Greater Manchester Combined Authority in collaboration with our partners in the Greater Manchester Ageing Hub. As well as presenting the 10-year forward vision and highlighting the urgent need for change, the following pages also showcase some of the innovation and good practice pioneered by the Greater Manchester ageing ecosystem, all of which could have seismic impact if scaled up.

Alongside this strategy the Ageing Hub has produced [The State of Ageing in Greater Manchester](#), published in January 2024. The State of Ageing is a comprehensive evidence base to support this strategy and everyone working in ageing throughout Greater Manchester.

These pages can only contain a snapshot of what is happening in 2024 and has been achieved over the recent past – you can find far more examples on our [website](#) and by [joining our mailing list or following us on twitter](#). The strategy is also an invitation to join us – we need more services, organisations, and residents driving the age-friendly agenda if our vision is to be realised.

3. Our 2034 Vision

By 2034, Greater Manchester is a great place to grow old. Age-friendly is business as usual, a thread running through our devolution, reform, economy, transport, public health and cultural strategies (and others). By 2034:

- Our 50+ population is mostly in good work and fewer older people are living precarious lives
- There are more places in every Greater Manchester borough with the key features of an age-friendly neighbourhood, including age-friendly homes, good transport, and accessible services and shops. Residents will have more of a say in how their neighbourhoods are changing and be part of ensuring there are places for everyone to connect, socialise and do the things they enjoy in an age-friendly built and natural environment
- Older people have easier access to the preventative health care they need
- Fewer older Greater Manchester residents are inactive, and the number of falls has significantly reduced due to earlier risk detection
- Every local authority has an age-friendly plan co-designed across the generations
- Greater Manchester hosts flourishing age-sector businesses and is a world leader in ageing research, policy and implementation
- Generations are coming together to lead our work tackling the impact of the climate emergency, adapting and developing the resilience of our communities, and ensuring those more vulnerable to the impact are supported and protected
- Ageism and structural inequalities are in retreat

4. Our Approach

The Greater Manchester Ageing Hub

The Greater Manchester Ageing Hub was established in 2016 and brings together Greater Manchester-based research institutes, public services, businesses and the voluntary, community, faith and social enterprise sector, working with national and international partners.

The Hub is facilitated by a core team based in the Public Service Reform Directorate in the Greater Manchester Combined Authority. The work of the Hub is overseen by an executive group, chaired by Sara Todd, Chief Executive, Trafford Council, and the Hub reports to the Greater Manchester Reform Board.

The Hub supports thematic task groups across a broad range of policy areas to develop age-friendly policy and works alongside the Greater Manchester Older People's Network and the Greater Manchester Older People's Equality Panel to ensure older people's voices are heard in policy-making.

How we work

Our approach recognises that delivering age-friendly objectives is intertwined with Greater Manchester's wider priorities, both in terms of opportunities and challenges. The Ageing Hub and its eco-system of agencies and organisations bring a particular focus to Greater Manchester programmes based on the following approach:

- Adding value: Take action where there are gaps in policy and strategy, and work to align age-friendly strategy with Greater Manchester and local authority priorities and plans
- Organising: Convene stakeholders and attract resources to work together on issues of joint interest
- Influencing: Engage Greater Manchester partners and bring an ageing lens to mainstream policies and programmes
- Enabling: Act as a platform for views of older people in Greater Manchester

- Collaborating: Combine research, policy and implementation
- Challenging: Promote a narrative that challenges ageism and focuses on those groups of older people who face the worst inequalities

Progress 2016 – 2024

The timeline below gives a snapshot of just some of the Ageing Hub’s achievements since its foundation in 2016. It is not an exhaustive list, but it showcases what is possible when we work together on ageing.



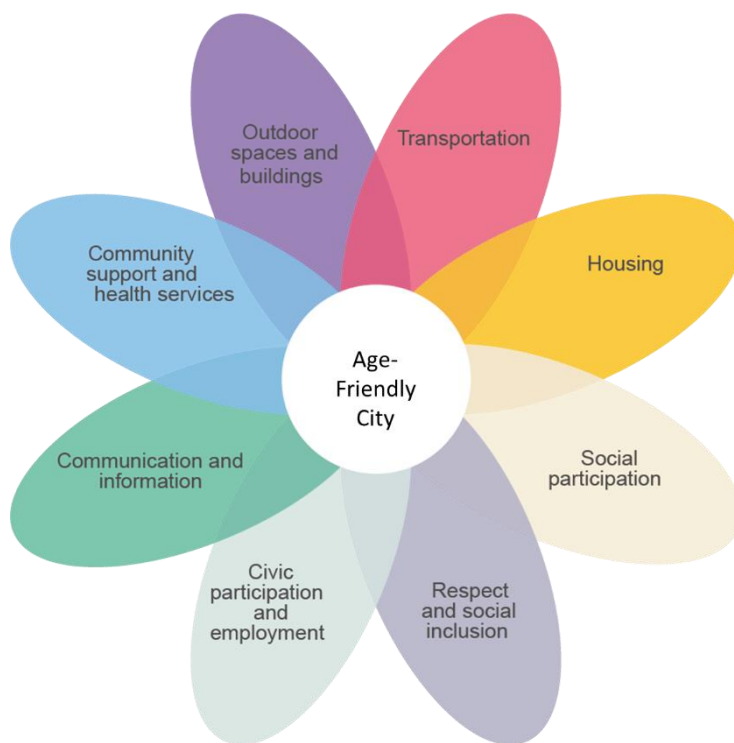
Part of an international movement

The age-friendly framework was developed by the World Health Organisation in the early 2000s, responding to twin trends set to characterise the 21st century: ageing populations and increasing urbanisation. Drawing on research with older people and evidence from the public, voluntary and private sectors in 33 cities, the landmark publication Global Age-friendly Cities: A Guide highlighted the core features that contributed to a city being ‘age-friendly’. The World Health Organisation groups these features into eight domains, spanning the physical, cultural, and civic environments which influence our experience of living in place. The domains are not

intended to be viewed as separate to one another, but as interrelated – without consideration of all of them, none can be truly age-friendly.

This strategy has benefitted from the Ageing Hub’s international links and received critical feedback through an international advisory board, made up of national and international experts who recognise Greater Manchester as a trailblazer on ageing.

The eight domains of an age-friendly city



Since 2007, the World Health Organisation has launched a global network to further its understanding of these core features and to encourage collaboration between members. The network has also expanded to include rural areas, where the UK’s older population is concentrated, and larger footprints, such as our city-region.

UN Decade of Healthy Ageing

The United Nations Decade of Healthy Ageing (2021–2030) is a global collaboration, aligned with the last ten years of the Sustainable Development Goals, to improve the lives of older people, their families, and the communities in which they live. The Decade seeks to make change through the following actions areas: Combatting Ageism, Age-friendly Environments, Integrated Care and Long-term Care.

Partnership with Centre for Ageing Better

The Centre for Ageing Better and Greater Manchester Combined Authority established a five-year, strategic partnership to collaborate on a number of joint priorities in 2016. Following a review this commitment to continue to work together was renewed in April 2021 for a further three years.

The partnership supports Greater Manchester Combined Authority and its partners in the Ageing Hub to be an exemplar as an age-friendly city-region, adopting best practice and testing innovative approaches to ageing. Greater Manchester holds an ambition to be a global centre of excellence for ageing research, technology and new ideas on ageing, and is supported in this by the work of the region's academic institutions. Together we generate evidence, that can be shared nationally, of what works so more of the region's 2.8 million residents are able to live a good later life.

Addressing the strategic gap

Greater Manchester's population is ageing quickly, and we are not currently prepared for the challenges and opportunities of demographic change. The combined impacts of austerity, the COVID-19 pandemic and the ongoing cost of living crisis have exacerbated already existing inequalities and left many older people living precariously.

Our population is ageing, but our older population is also changing socially and economically, which is not always understood. Policy needs to reflect the diversity of older people in Greater Manchester and ensure the voices of all older people are heard in decision-making.

Despite good work by the Greater Manchester Ageing Hub and its partners, there remains a strategic gap in policy and resource mobilisation that focuses on future-proofing and preventative measures deployed in mid and later life. This strategy is designed to address that.

To manage current and future demand on public services, improve the lives of older people and help the Greater Manchester economy be more productive, we need a strategy that addresses ageing holistically.

5. Economy, Work and Money: Building blocks for inclusive societies

‘There is a 39% gap between the average annual retirement income of women and men - more than double the size of the gender pay gap.’

Greater Manchester State of Ageing Report, 2024

Ageing is one of Greater Manchester’s strengths

Greater Manchester is increasingly recognised as a region of economic prosperity and an attractive place to work, invest, and start a business or social enterprise.

[Greater Manchester’s 2019 Local Industrial Strategy](#) set out two concordant aims of social and economic progress, using advancements in productivity, pay, and investment to make equitable improvements to living standards across the region.

The Greater Manchester Strategy, Greater Manchester Local Industrial Strategy and Greater Manchester International Strategy all recognise healthy ageing as a key challenge and opportunity for the city region, where it already has world class ageing research expertise and businesses.

Our workforce is ageing, yet many older people can’t access good work

Our workforce is ageing. Between 2009 and 2022, the number of older workers (50 and over) as a proportion of total employment increased from 25% to 33% and this is only set to increase in the future. Yet many older workers can’t access good work, few employers are truly age-friendly, and many older people face discrimination in hiring processes and the workplace.

There is strong evidence that traditional employment support provision does not work for people in mid and later life, with unemployed people in their 50s and 60s less likely to engage with support programmes than younger people, and less likely to find employment when they do.

A lack of good quality work options, combined with high rates of poor health has led to an increase in economic inactivity among older people in recent years. Economic inactivity among older workers increased during the pandemic and has remained persistently high ever since. In the year to June 2023, 30.8% of 50-64 year olds were economically inactive in Greater Manchester. This compares to 26.7% across Great Britain as whole (Appendix C).

Financial hardship is increasing for residents in later life, including for those in work

Everyone, including older people, should have access to good work and good pay, yet 3.6% (18,700) of those aged 50-64 in Greater Manchester are in employment and claiming Universal Credit and nearly a quarter of older people on a low income can only just afford essential costs and often struggle to make ends meet. (Appendix D)

This insecurity is exacerbated by a lack of take-up of later life entitlements such as Pension Credit and Attendance Allowance. Rates of unclaimed entitlements have risen over the last few years. In May 2023, the latest data available at the time of publication, an estimated £95 million in Pension Credit goes unclaimed each year in Greater Manchester. This money could be life changing for many of our residents and would additionally benefit the local economy.

Furthermore, many in mid-life are not currently saving enough for a financially secure later life and the impact of the cost of living crisis and the covid pandemic have hit personal finances hard, compounding existing financial insecurity.

Inequalities experienced throughout the life course exacerbate financial insecurity in later life

Older women are more likely to live in poverty than older men and older people from Black and Asian ethnic groups are around twice as likely to be living in poverty as White pensioners. Residents from older minority ethnic groups have lower average

incomes, are more likely to receive means-tested benefits, and less likely to receive private pensions. Minority ethnic groups have also felt a disproportionate economic impact from the pandemic and cost of living crisis.

The Ageing Opportunity

Although there are many older people living precarious lives, there is also enormous potential for Greater Manchester to harness the longevity dividend, the spending power and economic contribution of the older population. The 50+ age group is the fastest growing consumer market in absolute terms, with these consumers spending approximately £3.4 billion on retail, culture, hospitality, tourism and sport in Greater Manchester each year - nearly half of all spending by residents in these sectors, and this figure is increasing by £280 million each year. Furthermore, residents aged 65+ are saving £1.8 billion per year that could be spent within the local economy.

Our 2034 Vision

Reduce inactivity and increase good employment

By 2034, economic activity among people aged between 50 and the state pension age will have increased, and we will be able to say with confidence that a large proportion of those staying in and returning to the workplace have done so because of improvements to employment support services, skills training, adult education, age-friendly recruitment practices, and good-quality work.

The number of employers who have taken action to improve their offer to older workers has increased, and we can start to see positive changes in occupational health and people's ability to stay in work as long as they want or need to. Economic growth has taken advantage of the potential of the longevity dividend, and the benefits of this have been shared equitably among the region's population in a way that supports healthy ageing, inclusion, and parity of services.

Tackle poverty and improve financial security

More older people are accessing the benefits and entitlements they are due thanks to better public information, less stigma towards claiming benefits, sustainable funding for advice and support services tailored towards the region's diverse older population, and equipping communities with the tools to help their friends, family and

neighbours apply for benefits, grants, and social tariffs. There are also more opportunities for people to access support to plan for later life, including their financial security.

Poverty in later life has reduced and inequalities are in retreat. Economic outcomes for older women and older people from ethnic minority backgrounds have improved. They are not disproportionately impacted by economic shocks and crises.

Older people are valued as consumers and entrepreneurs and there are more businesses in Greater Manchester producing age-friendly goods and services. Older people are confidently participating in the economy and society.

Where do we want to be by 2027?

‘To enable older people to remain economically active, workplaces will need to adapt, and such adaptations must be supported by government policies..’

The Lancet, 2022

To move closer to our 2034 vision of an age-friendly city-region, where residents over 50 are mostly in good work and fewer older people are living precarious lives characterised by financial insecurity and discrimination, we have set the following three-year objectives:

- Enhance the employment, skills and training support offer for 50+
- Increase numbers of residents aged 50+ in good quality employment
- Engage employers to raise employment standards for older workers to improve health and wellbeing at work, provide better support to workers with caring responsibilities, help workers plan for their future

- Maximise income and reduce costs for those in later life
- Raise awareness across sectors of the contribution that older people make to the Greater Manchester economy and opportunities for growth

How do we deliver?

- Specialist tailored support for economically inactive aged 50 and over residents through the Working Well Support to Succeed Programme. Since their inception, Working Well programmes have supported thousands of people aged 50 and over who have experienced health and other barriers to accessing or remaining in employment
- Exploring support for over 50s with health barriers to work through the Cities Inequalities programme, a three-year Greater Manchester Combined Authority and National Health Service partnership project with the Health Foundation focusing on economic inactivity amongst over 50's as a result of poor health
- Promote the [Greater Manchester Good Employment Charter](#) and Centre for Ageing Better's [Age-friendly Employer Pledge](#) to Greater Manchester businesses and public agencies
- Identify opportunities through Adult Education Budget and other skills programmes to tailor to residents aged 50 and over
- Align with longevity dividend opportunities and support the growth of the healthy ageing sector as identified in the Greater Manchester Local Industrial Strategy
- Work with Independent Age, a national charity providing support for older people facing financial hardship, to develop a national pilot peer ambassador training programme in Manchester with and for older people with the aim of equipping and supporting the volunteers to be able to speak to their peers about maximising income and reducing costs
- Promote take up of later life benefits and entitlements through training and printed resources offers to Greater Manchester partners and support more awareness of importance of pension saving throughout adulthood. The first phase of the Hub's Pension Top-up campaign, launched in January 2021,

generated at least £3 million of additional income for older Greater Manchester residents

Case studies

Let's be Winterwise together

Around 300,000 [Winterwise](#) printed guides were distributed to older residents by Greater Manchester partners in 2022/23. The 68-page A5 booklet contains practical information around how to 'stay well, stay safe, stay warm'. The Ageing Hub partnered with national charity Independent Age to produce the guide, with input from Greater Manchester subject matter experts. Content included how to claim later life benefits and entitlements, managing costs and paying bills.

Age-friendly Employment

Working with the Centre for Ageing Better, Greater Manchester Combined Authority has developed an [age-friendly employer toolkit](#), which sets our good practice examples of age-inclusive workplaces.

6. Places: Creating strong and supportive neighbourhoods to improve connection, health and wellbeing in later life

‘Local people are passionate ... and ... want to get involved.’

Ridgehill Ageing in Place Pathfinder, Tameside
2023

As our population ages, our homes and neighbourhoods need to be age-friendly

An age-friendly place enables people to live in the homes and communities they choose to and remain independent, accessing support and care when and where it is needed. Greater Manchester is a pioneer in creating age-friendly places and we will continue this trailblazing work.

Our homes and neighbourhoods are vital to living healthy, connected lives

Many of our communities lack the places and spaces needed to create social connection, enable them to do the things they enjoy and provide access to local services. This “social infrastructure” has been hugely diminished by austerity. For many residents there is a lack of access to green and blue space. They miss out on the benefits of well designed, walkable outdoor spaces and the natural world for physical and mental wellbeing. These spaces create connections and a sense of belonging to a community.

Older residents are more likely to have lived in their home, and their neighbourhood, for a long time, and as we get older we are likely to spend more time in our homes

and in our local community. However, homes have not kept up with the changing needs of the residents that live in them. While older people are more likely to own their own homes, many face significant housing challenges. Nationally, less than 10% of homes have the basic features that make them accessible for all ages, and half of all homes that fail to meet the government's basic decency criteria are headed by someone over 50. In Greater Manchester, 18% of people aged 50 and over live in social rented accommodation, a growing group that are the most likely to be in serious financial difficulties. Furthermore, the number of people over 50 living in private rented accommodation and therefore entering retirement in those homes is increasing.

Building strong and supportive neighbourhoods

Communities that have power and control over finding their own solutions are more likely to achieve better outcomes for all. Building the social and civic infrastructure that supports residents to create strong and supportive neighbourhoods through programmes such as the Ageing in Place Pathfinder is essential and is part of our wider movement across Greater Manchester to deliver community led wellbeing and civic participation.

Part of this wider movement is the Greater Manchester Housing, Planning and Ageing Group, an interdisciplinary group convened by the Ageing Hub and made up of policymakers, developers (both for and not for profit), architects, academics and older people themselves which works specifically on increasing the quality and quantity of age-friendly homes across the region. This unique group allows Greater Manchester to approach the cross-cutting policy challenges of providing older people's housing from a holistic perspective and for different parts of the housing ecosystem to collaborate and share learning.

Many older people face significant barriers to getting out and about

Older people are still using public transport less than they were before the COVID-19 pandemic. Use of the bus, tram or train by concessionary pass users has reduced by a third compared to 2019. Reasons for this include behavioural changes (using more local facilities or online shopping, feeling that there were fewer leisure or social opportunities to travel for), dissatisfaction with the transport service (particularly with

trains and buses), and health reasons (concerns about catching COVID-19 or other illness or being unable to travel as often due to health or mobility changes). Many eligible older people do not have a pass either because they wrongly thought they were ineligible or faced barriers in the application process, or because they did not use public transport. Reducing these barriers and improving accessibility is critical, and our plans for active travel and enabling community-based transport provision must enable older people to get out and about in their communities.

Greater Manchester can do more to unlock its cultural assets, life-long learning and harness the many benefits of creative health for well-being

While those aged 55-74 comprise 48% of audiences at cultural venues and activities, those aged 75+ make up only 6%, except in a select few art forms. Older people are a huge asset and make important contributions to their neighbourhoods and communities. However, while older people are still more likely to participate in regular volunteering, participation has fallen in recent years and the nature of volunteering and participation is changing.

Our 2034 Vision

Age-friendly neighbourhoods across Greater Manchester

In 2034, there are more places in every Greater Manchester borough with the key features of an age-friendly neighbourhood, including good transport within a short walk or wheel from every home; shared indoor and outdoor spaces which are inclusive of the whole community encouraging intergenerational and multigenerational connection; walkable streets; and a good mix of local shops, services and events.

It's easier to find out what's going on in your local area and whom to contact if you have concerns e.g. about community safety, your housing, or to report a street issue. More older people are active participants in the arts and cultural sector and volunteering has increased. Neighbourhoods are characterised by residents socialising with and caring for each other, creating connections and a sense of belonging. Residents take pride in their place.

Getting out and about

The Bee Network, which has been operational for the best part of a decade, has made it much simpler for people of all ages to use all forms of public transport and to switch between them, as well as making local areas safer and more pleasant for travelling by foot or bike, with opportunities for people to learn how to cycle or to build up their confidence cycling or walking; more older people are regularly opting for active travel as a result.

Empowered communities

Local residents have more of a say in how their neighbourhoods are changing, and it's easier for them to create the changes they want to see, from accessing some seed funding for a new group or event, to transforming pockets of green space, or getting new seating on their local high street. Resilience planning for extreme weather and other shocks has been developed alongside local communities, with people's vulnerabilities and their strengths given equal recognition.

More people are able to make well-informed choices about their housing in later life, whether that means rightsizing, adapting their existing home, or applying for social or sheltered housing or independent living options. The design of new housing developments has more age-friendly features built into the interiors of the homes themselves as well as shared spaces and the surroundings. Where they need to access specialist and supported accommodation or care homes, residents feel like they belong to a community both inside and outside of the home, and sites have community spaces they can use to make new social connections.

Where do we want to be by 2027?

‘Health status is less important for wellbeing for those who think they are in charge of their environment, who perceive their neighbourhoods as more cohesive and who report higher identification with their district.’

Oswald & Koponik, 2015

To move closer to our 2034 vision, where more boroughs in Greater Manchester have the characteristics of an age-friendly neighbourhood, residents voices are valued, a range of housing options are available, and it is easy to get out and about because of good transport links and an age-friendly public realm. We have set the following three-year objectives:

- Learn from our Ageing in Place Pathfinder to sustain and scale community led approaches to ageing well and deliver more age-friendly neighbourhoods with ageing well action plans across the city region, focused on tackling the inequalities experienced in ageing
- Support the creation of more opportunities for residents of all ages to get involved in their local communities
- Improve our shared understanding of what makes our spaces and places feel safe and welcoming for older residents and evidence the design and delivery of this into our public realm and regeneration work, on our transport system, in the home and online
- Improve the accessibility and suitability of transport, across the Bee Network, door-to-door provision and within our work to increase active travel
- Increase Greater Manchester communities' resilience in the face of climate emergency, extreme weather, pandemics, and other shocks

- Create more age-friendly homes in the development of new homes, as we retrofit older homes and improve awareness of the housing options available to people as they age
- Help people to stay safe in their own homes by reducing deaths and injuries due to home fires

How do we deliver?

- Complete delivery of our Ageing in Place Pathfinder by agreeing key principles to deliver co-produced ageing well action plans and social infrastructure within neighbourhoods and identifying priority neighbourhoods for implementation with the boroughs
- Develop and grow the network of age-friendly neighbourhoods and places across Greater Manchester to promote and share practice and support skills development for our residents and workforce, alongside our reform of services to integrated neighbourhood working
- Convene partners to increase understanding of what creates safe and welcoming places and spaces for older people by engaging residents, improving our data and sharing good practice
- Identify actions required to improve safety and feelings of safety from key community safety partners including the police, local authorities, transport and housing providers
- Develop and deliver an age-friendly transport action plan that brings an ageing lens to all transport modes and transport information, i.e. the Bee Network, active travel and community/demand responsive transport (DRT)
- Utilise and build upon the available research and the expertise of the Greater Manchester Housing, Planning and Ageing Group to ensure the voices of older residents inform and actively contribute to regeneration and place making programmes. Enable local neighbourhoods to thrive and provide the amenities, services and community spaces that enable residents to age well

- Embed understanding of older people's needs and assets in planning for shocks, stresses and disruptive events linked to extreme weather events, the climate emergency, emerging infectious diseases and infrastructure failings
- Adopt tools and frameworks for increasing the age friendliness of our housing stock, including the [Framework for Creating Age-friendly Homes in Greater Manchester and Creating Age-Friendly Developments](#)
- Target Greater Manchester Fire and Rescue Service locality resources, with a focus on private rental sector, to increase uptake of Home Fire Safety Check from residents aged 50 and over

Case Study

Greater Manchester Ageing in Place Pathfinder

Around £4 million is being invested over four years to help create great places to grow older through the [Ageing in Place Pathfinder](#). Led by the Ageing Hub, the programme is a collaboration with Manchester School of Architecture (Manchester Metropolitan University) and ten neighbourhood-based partnerships. The pathfinder builds on extensive work delivered by a range of local partners over more than a decade to create age-friendly spaces and places across the city-region. In these ten neighbourhoods, the pathfinder lead organisations are delivering engagement programmes with local residents and other stakeholders and anchoring resident-led partnerships. Each pathfinder will co-produce a local spatial action plan and oversee projects that improve healthy ageing, combat loneliness and social isolation, and improve the quality of later life.

7. Ageing Well: Preventive action in mid and later life

‘While the Government has set a target of five years of extra healthy life expectancy for everyone by 2035, according to the Health Foundation, achieving this through current policies will take 192 years.’

International Longevity Centre - UK, 2023

Our ageing population is one of society’s grand challenges

The Greater Manchester Strategy recognises ageing as one of society’s biggest challenges. Life expectancy in Greater Manchester bucked national trends by increasing in the years leading up to 2020. However, progress was set back by the COVID-19 crisis which affected Greater Manchester more deeply than other areas. Today, too many older people are living in poor health and severe inequalities remain.

Despite these challenges, Greater Manchester has the opportunity to build upon its history of joint working between the ten local authorities, and as an integrated care partnership co-terminus with a mayoral combined authority, to tackle inequalities in health and care and put ageing well at the heart of every policy.

Delivering our age-friendly strategy, and particularly our objectives for Ageing Well, is a key part of our shared Greater Manchester commitment to shifting the dial on prevention, we recognise this is not solely the responsibility of a single agency and are working across community, clinical and care to achieve our objectives.

Greater Manchester is also home to world-class healthy ageing businesses and is recognised as a centre of excellence for age-friendly research, as recognised by the Greater Manchester Strategy, Greater Manchester Local Industrial Strategy and Greater Manchester International Strategy and can draw upon these strengths to introduce innovations to our health and care system.

Poor health in later life is compounded by inequalities

Where we live, our gender, ethnicity, sexual orientation and socio-economic class all have an impact on our ability to age well and lead healthy older lives. The UK has the largest gender health gap in the G20 and in Greater Manchester, although women's life expectancy is higher overall, women spend more years of their lives with illness and disability than men. This strategy will support the wider Greater Manchester Women's Health Strategy to address gender inequalities in later life and embed ageing well approaches in policymaking across Greater Manchester.

Research has found that people in the south of England live longer and in better health than people living in the North and areas with high levels of deprivation face the worst health outcomes. On several key ageing well metrics, Greater Manchester is below the national average.

Falls and Dementia

Falls rates in Greater Manchester are higher than they are for the rest of the country – six out of ten local authorities in Greater Manchester have a higher number of emergency hospital admissions per 100,000 due to falls in people aged 65 and over than the average across England. A fall in mid to later life can have a major impact on a person's ability to live life and age well. They are also a crucial indicator of potential poor health in mid to later life for which early preventative intervention can support individuals to age well.

In addition, dementia rates in Greater Manchester are higher than they are for the rest of the country – nine out of Greater Manchester's ten local authority areas have a higher rate of dementia diagnosis for people aged 65 and over per 10,000 than the England average. Research suggests that 40% of cases of dementia could be prevented or delayed by enabling lifestyle changes such as smoking cessation, physical activity, and reduced alcohol consumption; preventative health screening

and referrals such as blood pressure and hearing checks; and environmental changes such as reducing air pollution and risks of head injury.

Active Lives and Mental Health

Active lives are a key pillar of the Ageing Hub's work, helping people remain active for longer is a key component of healthy ageing. However, older people in Greater Manchester are less active than the England average - 34.8% of Greater Manchester adults aged 55 and over are inactive – meaning they participate in physical activity for less than 30 minutes a week. This is higher than the Northwest (33.7%) and England (32%).

Mental health conditions among older people are often under recognised, undertreated and the stigma surrounding these conditions can make people reluctant to seek help. This is compounded by ageist attitudes in society and the workplace. Our mental health is also affected by the cumulative impact of earlier life experiences including exposure to adversity, loss of intrinsic capacity or a decline in functional ability. In addition, older people are more likely to experience life events such as retirement, bereavement or physical illness, which can impact our mental health.

In Greater Manchester, there were 16,979 people aged 65 and over accessing health services due to mental health issues in September 2023, this accounts for 17% of all people accessing services. Depression is thought to affect around a quarter of people aged 65 and over (compared to a fifth of people aged 16+), yet it is estimated that 85% of older people with depression receive no help at all from the National Health Service.

Our 2034 Vision

Longer, healthier lives

In 2034, Greater Manchester residents are living longer and healthier lives. Health inequalities are in retreat, the health gap between the richest and poorest residents has reduced, older women's healthy and disability-free life expectancy has improved and access to health services is more equitable. Older people have easier access to the physical and mental healthcare they need, with care in both clinical and community settings meeting the changing needs of their neighbourhood.

The mental wellbeing of older people in Greater Manchester has improved, more older people are accessing mental health services and the presence of the most common mental health problems has receded. Older residents are able to access mental health services without fear of discrimination and ageist attitudes in mental healthcare have receded.

Falls prevention and Active Lives

The number of falls has significantly reduced due to earlier risk detection, and people who have experienced a fall are better supported to recover and minimise their risk of falling again. More older Greater Manchester residents are regularly participating in creative activities, culture and heritage, enhancing their health and happiness. Fewer older Greater Manchester residents are inactive thanks to more widespread, affordable, and accessible leisure and fitness provision which provides social benefits.

Dementia

The quality and experience of dementia care has improved across Greater Manchester. The health and wellbeing of those living with dementia has improved and support is available for everyone, where and when they need it.

Community-centred approach

Public health policies take community-centred approaches, learning from the vital role of informal networks during the COVID-19 lockdowns. Those involved in commissioning and delivering strategy across Greater Manchester have a better understanding of the priorities for ageing well due to better information sharing across the National Health Service, social care, and voluntary sector organisations.

Where do we want to be by 2027?

**‘Central and local government will have the principal responsibility for environmental factors which can delay or prevent the probability of early ageing.’
Chief Medical Officer’s Annual Report, 2023**

To move closer to our 2034 vision, where older people in Greater Manchester are living longer, healthier lives. We have set the following three-year objectives:

- Embed Ageing Well approaches in Greater Manchester public health strategies to focus on preventative action
- Increase the proportion of older people receiving appropriate mental health support
- Increase levels of physical activity amongst older people
- Reduce the number of people falling by adopting a set of minimum standards for primary falls prevention across Greater Manchester agencies
- Support the Greater Manchester Women’s Health Strategy to promote action on the health and wellbeing of older women

How do we deliver?

- Develop a set of Greater Manchester Ageing Well Standards, building on the approach we have taken to Falls Prevention in Greater Manchester to improve equity of access and equality across Greater Manchester
- Deliver on the Greater Manchester Falls Collaborative’s system-wide action plan, documenting key ‘opportunities for action’ in relation to the key thematic areas identified in the ‘Greater Manchester Falls Prevention: Delivering integration and reconditioning’

- Support the Community Mental Health Transformation Programme to meet the needs of older people's mental health and wellbeing, with meaningful involvement from older people with lived experience through the Greater Manchester Older People's Mental Health Network
- Embed delivery of active ageing across Greater Manchester, in partnership with Greater Manchester Moving
- Learn from our Ageing in Place Pathfinder to sustain and scale community led approaches to ageing well that can support our shift to prevention, embed the principles of our Greater Manchester Live Well programme for older people and improve take-up/ access to public health and other services
- Ensure the Greater Manchester Ageing Hub plays an active role in supporting delivery of the Greater Manchester Women's Health Strategy
- Work in partnership with the Greater Manchester Population Health team, Directors of Public Health, and NHS Greater Manchester to help residents to Age Well across Greater Manchester
- Work in partnership with the Dementia United team to support the delivery of the 'Dementia United and Brain Health: Delivery Plan 2023-25'
- Ensure the Greater Manchester Ageing Hub remain responsive to opportunities to support and share knowledge and information to progress other essential health agendas for older people including creative health, nutrition and hydration, and gender-based violence

Case Study

Case-Finding for Falls Prevention

The Greater Manchester Falls Collaborative, convened by the Ageing Hub, has secured £100,000 of funding from the Office for Health Improvement and Disparities (OHID) and the Centre for Ageing Better to test a '**case finding approach to falls prevention**'. The project will take place in the South Wigan Ashton North (SWAN) Primary Care Network and will utilise key health/community data to case find cohorts of individuals at greatest risk of deconditioning and/or a fall. The project will build on the existing community intervention offer across Wigan, including strength and balance provision, a home falls risk assessment, medication review and a further health improvement conversation around nutrition and hydration, smoking, and alcohol.

The Greater Manchester Moving Strategy: Active Lives For All

The Greater Manchester Moving Strategy makes a commitment to work with and meet the needs of Greater Manchester people, families, and communities, in all their diversity, to enable everyone to live an active life.

A key priority is to: Celebrate an active life in older age in a way that is age positive and inclusive, dismantling systemic ageism, creating, and embedding age-friendly language, structures, spaces, places and activities.

8. Working Together: Greater Manchester as a centre of excellence in age-friendly policy, research and delivery

A successful age-friendly city-region must place older people's voices at the heart of decision-making

In Greater Manchester, we want older people to co-lead our age-friendly city-region. Infrastructure like the Older People's Equality Panel and Older People's Network gives a platform for older residents to develop a shared voice to influence policy and practice.

In 2015, Greater Manchester Older People's Network was established as part of the Ambition for Ageing Programme and has since grown to over 430 members. It works in partnership with many organisations across Greater Manchester and maintains a strong link with the Ageing Hub.

The Greater Manchester Older People's Equality Panel was set up in March 2022, it works to champion the voices and experiences of older people in Greater Manchester and provide opportunities for them to feed into the development of policies and decision-making of Greater Manchester Combined Authority. It does this by:

- Advising the Mayor and Greater Manchester Combined Authority on key issues and concerns of older people, and help to provide and influence solutions
- Providing a critical voice and scrutinise the work of the Mayor and Greater Manchester Combined Authority
- Undertaking specific pieces of work and focussing on particular issues or projects on an ad-hoc basis

Other initiatives such as Pride in Ageing, the Greater Manchester BAME Network, mental health and faith networks help make policy and steer priorities.

Greater Manchester as a centre of excellence on ageing

Greater Manchester is recognised as an international centre of excellence on ageing, it hosts leading UK ageing centres and is home to a thriving ecosystem of businesses in the Health Innovation sector (Appendix E). Key local organisations and infrastructure such as Health Innovation Manchester, MIDAS and the Growth Hub help to support this through a pipeline of ageing-related projects.

In 2018, Greater Manchester was recognised as the UK's first age-friendly city-region by the World Health Organisation. Greater Manchester also has an increasing number of community-led age-friendly programmes which Greater Manchester Combined Authority and Greater Manchester's local authorities have plans to support.

Age-friendly Greater Manchester collaborates with national and international programmes to share good practice and influence international agendas, including the World Health Organisation and Eurocities. Greater Manchester's world-class expertise on ageing makes it an international leader on this agenda. The Ageing Hub drew upon its national and international links in the development of this strategy and received world-leading expertise and critical feedback from an international advisory board (Appendix F).

The Greater Manchester Local Industrial Strategy supports the development of an International Centre for Action on Healthy Ageing. At the time of publication the Greater Manchester Ageing Hub is working on the business case for this centre which has cross-sector support from both domestic and international partners, who recognise the unique opportunity Greater Manchester has to develop an International Centre given its already existing strengths in ageing and working together.

Our 2034 Vision

Age-friendly is business as usual

By 2034, age-friendly is business as usual, a thread running through our devolution, reform, economy, transport, public health and cultural strategies. An age-friendly lens is applied to all policy-making and every local authority has an age-friendly plan co-designed across generations.

All ten local authorities are part of the UK network of age-friendly cities and Greater Manchester has further advanced its reputation as a world-leading age-friendly city-region. Our age-friendly work has contributed to transforming the help and support available in neighbourhoods and place-based integrated working as described in our Greater Manchester model of unified public services.

A growing older people's network

The Greater Manchester Older People's Network has continued to grow and has a diverse membership drawn from across the city-region. A wider intergenerational age-friendly movement has flourished and is influencing people and organisations throughout the city. Valuing and listening to the voices of older people is business as usual with leading practice in engagement and co-production throughout organisations and places in Greater Manchester.

The Greater Manchester Older People's Equality Panel has been giving a voice to older people for 12 years, has a settled structure and governance arrangements. The Greater Manchester Older People's Network has continued to grow and is coming up on its twentieth anniversary.

International collaborations and commercialisation

The International Centre for Action on Healthy Ageing has established itself as a world-leading research centre on healthy ageing and is developing innovations to help people live longer, healthier lives. These innovations are being commercialised and shared around the world.

Greater Manchester hosts flourishing age-sector businesses and is a world leader in ageing research, policy and implementation. These businesses are working collaboratively with Greater Manchester's universities, local authorities, and NHS Greater Manchester to develop and implement innovations.

Where do we want to be by 2027?

To move closer to our 2034 vision, where age-friendly planning is business as usual and a thread running through all policy and strategy, we have set the following three-year objectives:

- Increase the voices and experiences of older people in Greater Manchester decision-making, ensuring they reflect the diversity of the city-region's older population in terms of background, identity and experience
- Continue to convene partners to raise awareness, share research and listen to the voices of older people with complex needs or who may be experiencing structural disadvantage to understand the different experiences of ageing. For example, veterans or learning disabled adults
- Grow the Greater Manchester ageing eco-system with new partnerships & distributed leadership
- Work together as 10 distinctive age-friendly places to share best practice and improve our knowledge base to develop evidence-based practice policy and strategy
- Support the voluntary, community and social enterprise sector to respond to the challenges and opportunities of ageing
- Create innovations in the way we deliver age-friendly work, including as part of our Greater Manchester work to deliver place-based integrated working, and develop our skills and leadership to create system shifts that enable us to scale good practice
- Develop Greater Manchester as a centre of excellence on ageing
- Continue to work with international collaborations

How do we deliver?

- Support the Greater Manchester Older People's Equality Panel and the Greater Manchester Older People's Network, including expanding membership of the network and promoting co-production methods across our strategy and the work of others
- Produce a business case for the International Centre for Action on Healthy Ageing

- Produce a Greater Manchester age-friendly framework to support Greater Manchester local authorities
- Increase uptake, output and quality of Hub online events, social media and online materials
- Develop a protocol with our university partners to ensure Greater Manchester research supports the age-friendly strategy
- Review Ageing Hub governance arrangements to be more inclusive and effective
- Host a World Health Organisation event on subnational programmes and become a World Health Organisation age-friendly affiliate

Case Study

Greater Manchester Older People's Equality Panel

The Greater Manchester Older People's Equality Panel was set up in March 2022. It works to champion the voices and experiences of older people in Greater Manchester and provide opportunities for them to feed into the development of policies and decision-making of Greater Manchester Combined Authority. It does this by:

- Advising the Mayor and Greater Manchester Combined Authority on key issues and concerns of older people, and help to provide and influence solutions
- Providing a critical voice and scrutinise the work of the Mayor and Greater Manchester Combined Authority
- Undertaking specific pieces of work and focussing on particular issues or projects on an ad-hoc basis

9. Spotlight on

Digital Inclusion

We live in an increasingly digitised world, where access to key services is moving online and offline alternatives are disappearing. Older people are disproportionately affected by these changes. Rates of older people experiencing digital exclusion are growing, impacting on their ability to participate in everyday life.

Reasons for digital exclusion are varied and interconnected. Improving digital skills is key but cost is also a factor. Not only is the cost of a laptop, tablet or smartphone prohibitive, with recent sharp rises in utility bills, many older people are struggling to keep up with their broadband bills with some cancelling the service. The Greater Manchester social housing digital inclusion pilot suggests that people in low-income households can afford to pay £4 – £7 per month whereas current social tariffs are £12 - £20.

Where do we want to be by 2027?

- Close the digital divide experienced by older people, securing and promoting digital support offers to older residents, including around data, devices and skills, and making the case for offline alternatives where practical
- Support industry and Greater Manchester partners to most effectively manage the Public Switched Telephone Network transition from analogue to digital for older residents
- Improved access to information about local services, what is going on in your area and how you can access it
- More private businesses have improved accessibility to their services including banking and other essential services

How do we deliver?

- Contribute to the Greater Manchester Public Switched Telephone Network working group, raising the concerns of older customers including telecare users

- Work with NHS Greater Manchester to improve health care access for older people who are digitally excluded, with a particular focus on primary care
- Work with Transport for Greater Manchester to support the provision of Bee Network travel information in non-digital formats

Greener Later Lives

Climate change and extreme weather are an increasing risk to older people's lives and health. Greater Manchester faces major environmental challenges that threaten the future health and prosperity of our region and older people are one of the most vulnerable groups to these challenges. Although historically extreme cold has been associated with a greater number of excess deaths, over recent years, heat-related deaths have increased. Increased likelihood of ill-health means that older people are also more vulnerable to the effects of poor air quality and pollution.

The green agenda can also be a negative, generational dividing narrative, which can overlook the voice, role and needs of older people. Older people are a huge community asset in tackling and adapting to climate change – and many older people are already active participants in making their neighbourhoods greener.

Where do we want to be by 2027?

- Ensure the voice and lived experience of residents in mid and later life informs our environmental and climate action
- Improve and expand communication and messaging about the climate emergency for older age groups
- Increase understanding of the impact of the climate emergency on residents in mid and later life across systems responsible for adaptation planning, resilience, and other responses
- Work to achieve a low carbon economy for Greater Manchester in a way that is inclusive of residents in mid and later life

How do we deliver?

- Collate, promote and share practice on older residents' engagement and leadership
- Incorporate ageing into emerging Greater Manchester plans
- Active travel strategies are inclusive of those in mid and later life, including disabled residents and those with limited mobility
- Work on the energy advice demonstrator, retrofit and home improvement
- Identify opportunities for intergenerational dialogue and carbon literacy education in community settings

10. Measuring impact

This strategy has set out a range of short-term objectives intended to move us closer to becoming a great place for everyone to grow old. The Ageing Hub will develop an implementation plan setting out clear milestones, deliverables and timings for the actions set out in the strategy and regularly report progress to the Greater Manchester Ageing Hub Executive and Greater Manchester Reform Board. The objectives set out in this strategy will be reviewed every three years and actions set out in the implementation plan will be refreshed every 12 months.

The Ageing Hub will monitor progress through a combination of quantitative and qualitative data collected for our implementation plan and will also draw upon the Ageing Hub's existing relationships with world class academics, researchers, and the voices of older people themselves to inform our monitoring and delivery.

To support the implementation of our objectives under the Places theme, we will develop and deliver an age-friendly transport action plan and continue to learn from older residents through the Ageing in Place Pathfinder while identifying opportunities to scale up. We will also continue to convene the Housing, Planning and Ageing Group to generate evidence-based research and policy.

Under the Ageing Well theme, we will continue to learn from the Greater Manchester Falls Prevention Collaborative and work with Greater Manchester Moving to deliver the Active Lives for All strategy and with NHS Greater Manchester to influence the development and delivery of the Women's Health Strategy.

Finally, we will continue to share learning and knowledge with other members of the Ageing Hub in addition to national and international partners and listen to the voices of older people through the Greater Manchester Older People's Network and Older People's Equality Panel.

11. Acknowledgements

Executive group

The Ageing Hub executive group provides strategic direction and accountability for the Age-friendly Greater Manchester strategy and oversees the work of the Greater Manchester Ageing Hub team. Chaired by the lead Chief Executive for Equalities and Communities, the executive group includes representatives from:

- NHS Greater Manchester
- Greater Manchester Housing Providers
- Greater Manchester Moving
- The University of Manchester
- Transport for Greater Manchester
- Greater Manchester Centre for Voluntary Organisation (GMCVO)
- Centre for Ageing Better

Age-friendly Greater Manchester wider team

The Ageing Hub core team works in partnership with the ten Greater Manchester councils, meeting quarterly to monitor progress with age-friendly local plans. Seven of our councils have been awarded membership of the UK Network of Age-friendly Communities (Bolton, Bury, Manchester, Salford, Stockport, Trafford, and Wigan), with Manchester and Salford also achieving World Health Organization recognition and others working towards this. Each of the ten councils has a nominated lead officer for ageing and an elected member with responsibility for age-friendly work.

The Ageing Hub core team, based at Greater Manchester Combined Authority, works with a wider team of associates and partners on issues around ageing including:

- The ten Greater Manchester councils
- [NHS Greater Manchester](#)
- [Age UK](#) in Greater Manchester
- [Office for Health Improvement and Disparities](#)
- The University of Manchester

- [Manchester Metropolitan University](#)
- The [University of Salford](#)
- [Greater Manchester Centre for Voluntary Organisation \(GMCVO\)](#)
- [Greater Manchester Fire and Rescue Service](#)
- Greater Manchester Police
- [Greater Manchester Housing Providers](#)
- [Centre for Ageing Better](#)
- [Health Innovation Manchester](#)
- [Transport for Greater Manchester](#)
- [The LGBT Foundation](#)
- [Greater Sport](#)
- [Greater Manchester Active](#)
- [Talking About My Generation](#)

International networks

The Ageing Hub core team participates in a number of international networks on issues around ageing including:

- [Eurocities](#)
- [World Health Organization Global Network for Age-friendly Cities and Communities](#)

12. References

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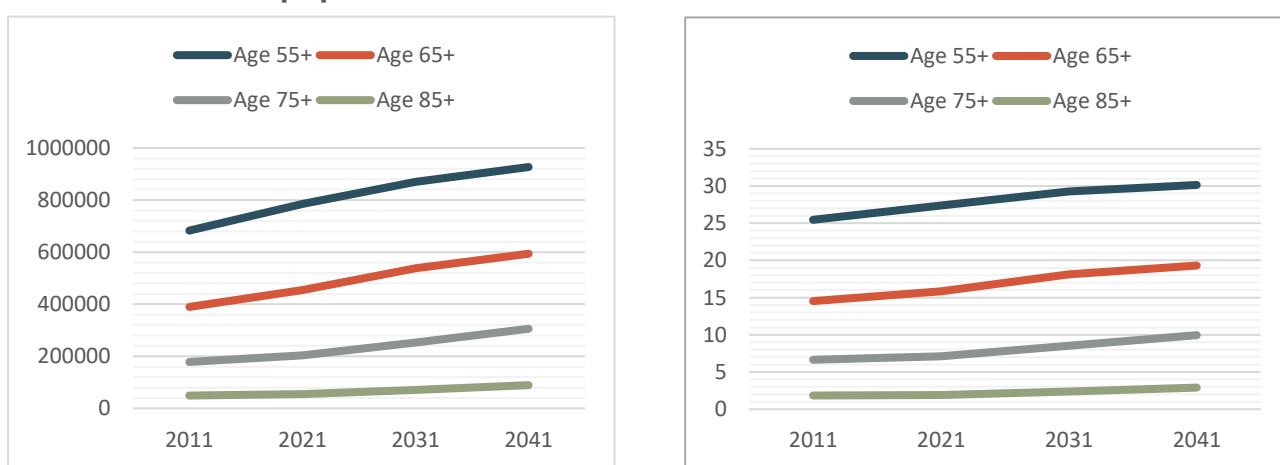
13. Appendices

All data and commentary contained in the appendices below can be found in [The State of Ageing in Greater Manchester](#), published in January 2024.

Appendix A: Our changing population

Every age cohort above age 55 has increased in size and as a percentage of the Greater Manchester population over the last ten years, with even greater increases projected over the next two decades for the oldest age groups. There are over 780,000 people aged 55 and over living in Greater Manchester today, 27.4% of Greater Manchester’s population. This is projected to grow rapidly, in both proportion and number. Between now and 2041, Greater Manchester is predicted to see its population aged 75 and over grow by almost 50%, resulting in nearly 100,000 more residents.

Older Greater Manchester residents by number and Older Greater Manchester residents as % of population



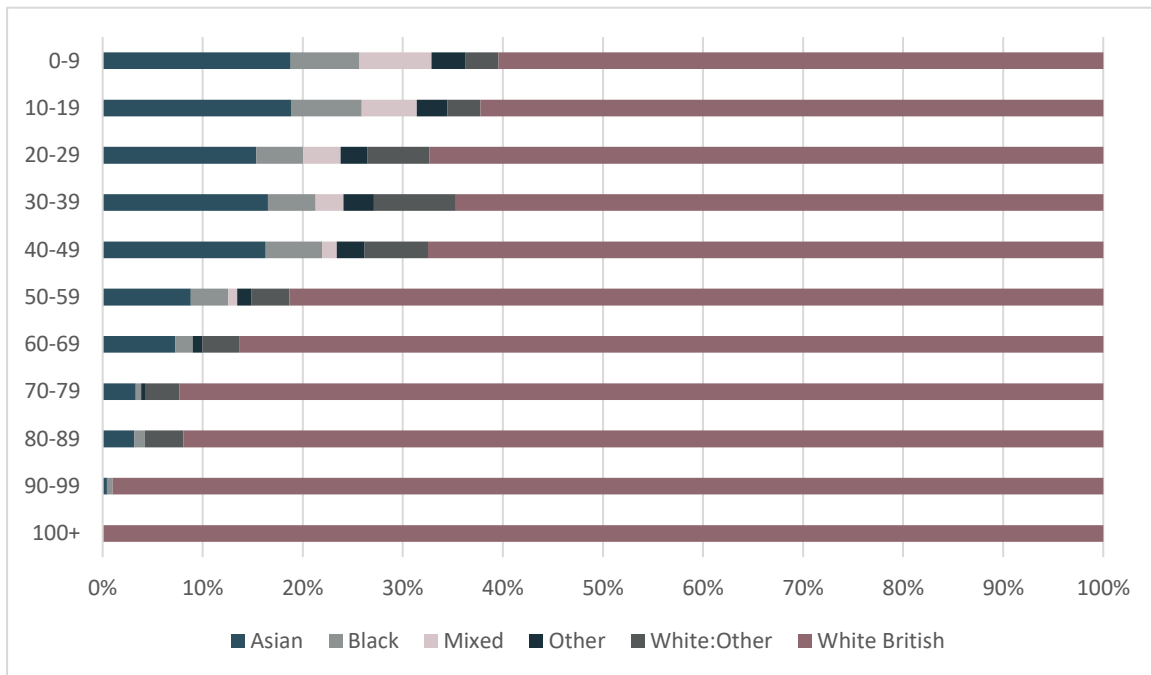
The ten local authorities in Greater Manchester are ageing at different rates. Amongst residents aged 75 and over between 2011 and 2021, Manchester saw a 4% decrease, while Wigan saw a 33% increase. Bolton, Stockport and Tameside also have significant growth and projected growth in the oldest age groups.

Appendix B: Greater Manchester’s older population is becoming more diverse

Greater Manchester’s older population has become significantly more ethnically diverse between the 2011 and 2021 Census, and is predicted to have an even larger

increase in groups including Asian, Black, and Mixed identities when the current cohorts of 40-49 year olds, 50-59 year olds, and 60-69 year olds enter their 50s, 60s and 70s by the 2030s, notwithstanding the differences in life expectancy among some people experiencing racial inequalities.

Ethnicity by age and local authority, Greater Manchester, % of population, 2021



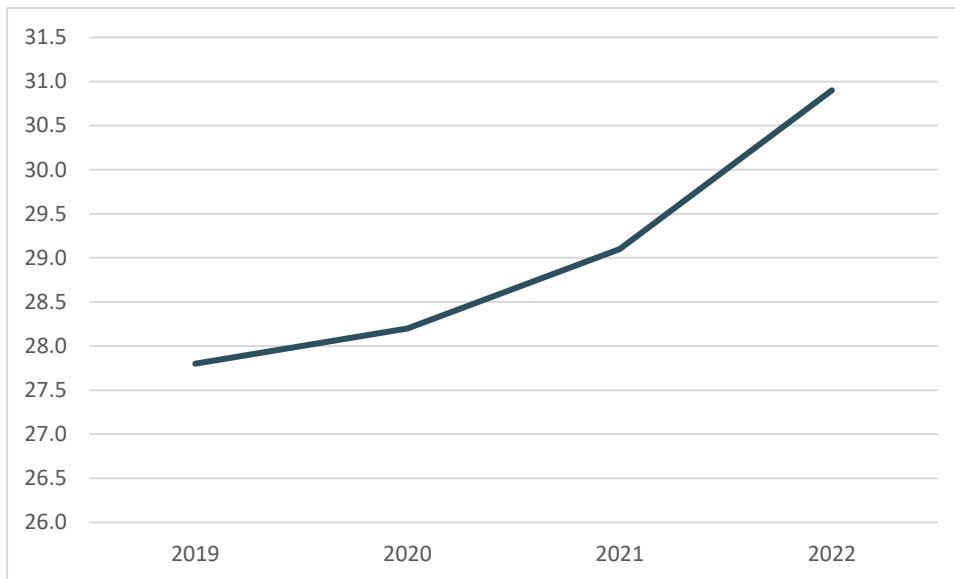
Appendix C: Economic Inactivity among older people in Greater Manchester

Between January and December 2022, 23.8% (428,000) of Greater Manchester’s Working-Age Population (WAP) were economically inactive. 30.9% (160,000) of those aged between 50 and 64 and 91.1% (408,000) of those aged over 65 were economically inactive in 2022. Since the pandemic began, economic inactivity across the UK increased by 565,000, reversing the downward trend inactivity had been on since the turn of the 21st century and marking the UK as an international outlier, being one of the only OECD countries that has not returned to its pre-pandemic employment rates.

Between 2019 and 2022 in Greater Manchester, the number of working age people that were economically inactive increased by 10,200 (0.4 percentage points), however, those aged between 50-64 were disproportionately affected. The number

of economically inactive residents aged 50-64 increased by 19,300 (3.1 percentage points).

Percentage of economically inactive people aged 50-64, 2019-2022

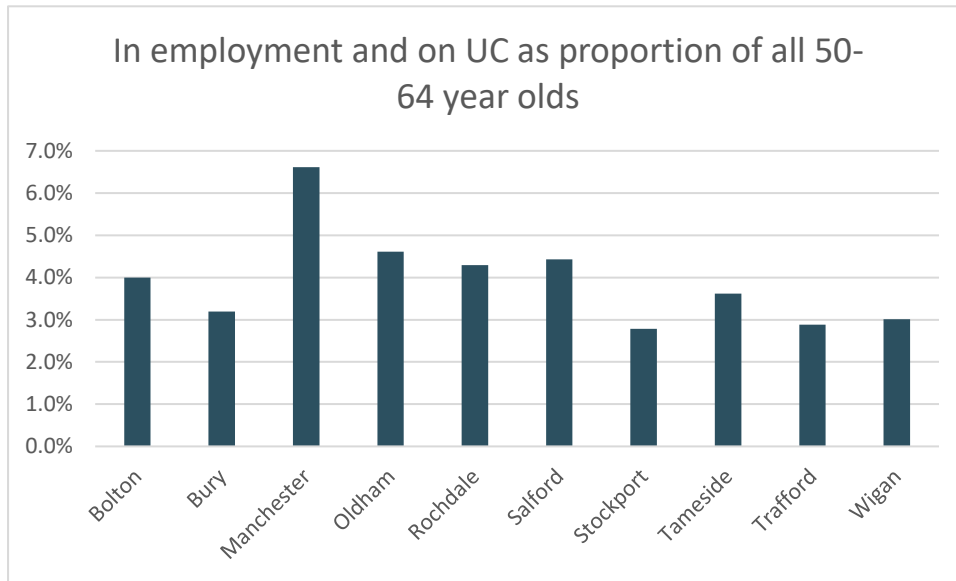


Appendix D: Older People in work and claiming Universal Credit

The number of Universal Credit claimants rose sharply during the early stages of the pandemic and has remained persistently high since then. Looking at those of working age, Greater Manchester has a slightly lower proportion of Universal Credit Claimants aged between 50 and 64 than Great Britain as a whole. There were 345,300 people claiming Universal Credit across the city region in October 2023, 21.5% (74,200) of which were aged between 50-64 (14.2% of the total population aged 50-64). This compares to 22.2% for the North West and 23.0% across Britain. Of those claiming Universal Credit in Greater Manchester, 8.3% were aged 50-54, 6.8% were aged 55-59, 6.3% were aged 60-64.

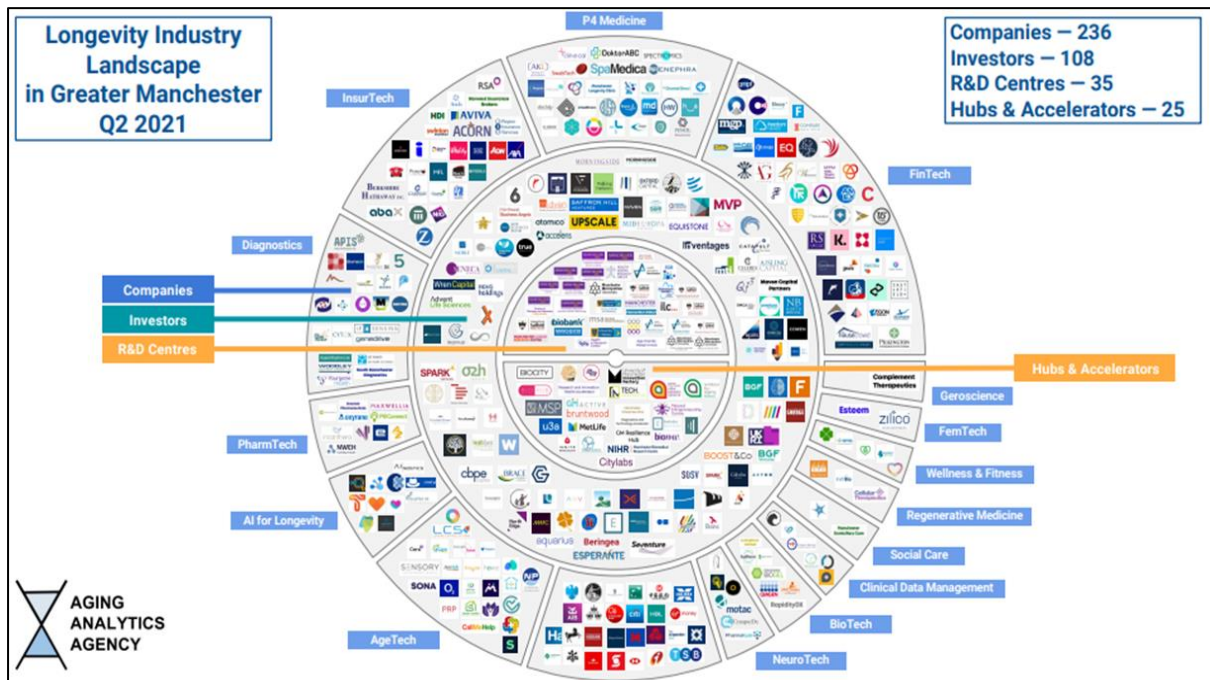
However, there are significant numbers of older people facing financial insecurity despite being in employment. 4.0% (21,100) of people aged 50-64 in Greater Manchester are in employment and claiming Universal Credit. The chart below shows the proportion of people aged 50-64 in employment and claiming Universal Credit by local authority: Bolton 4.0% (2,100), Bury 3.2% (1,200), Manchester 6.6% (5,200), Oldham 4.6% (2,000), Rochdale 4.3% (1,800), Salford 4.4% (1,900), Stockport 2.8% (1,600), Tameside 3.6% (1,700), Trafford 2.9% (1,300), Wigan 3.0% (2,000).

Proportion of people aged 50-64 on Universal Credit and in employment



Appendix E: Longevity Industry Landscape in Greater Manchester

The diagram below shows the extent of the longevity industry in Greater Manchester:



Appendix F: Greater Manchester Ageing Hub International Advisory Board

In January 2024, the Greater Manchester Ageing Hub convened a panel of international and national advisors to provide insight and feedback on the development of this strategy:

- Thiago Hérick de Sá – Technical Officer, World Health Organization
- Tom van Benthem – Director, Public Health Service of Amsterdam
- Anne Berit Rafoss – Project Manager, Norway Age Friendly Communities Programme
- Natalie Turner – Deputy Director for Localities, Centre for Ageing Better
- Cristina Odone – Head Family Policy Unity, Centre for Social Justice
- Catherine Foot – Director, Phoenix Insights
- Helena Herklots – Older People's Commissioner for Wales
- David Sinclair – Chief Executive, International Longevity Centre - UK
- George MacGinnis - Healthy Ageing Challenge Director, UK Research and Innovation
- Nic Palmarini - Director, National Innovation Centre for Ageing
- Liz Hayes – Grant and Operations Manager, Worwin Foundation
- John Palmer - Director of Policy and Communications, Independent Age
- Chris Phillipson – Emeritus Professor of Sociology and Social Gerontology, University of Manchester
- Farrell Renowden – Director, Creative Ageing Development Agency

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Greater Manchester Combined Authority

Date: 23 February 2024

Subject: Net Zero Accelerator Funding

Report of: Councillor Ross, Portfolio Lead for Green City Region and Sue Johnson,
Portfolio Lead Chief Executive for Green City Region

Purpose of Report:

The purpose of this paper is to provide an update on a recent unsuccessful bid for Innovate UK Pathfinder funding and the alternate opportunity to deliver a Net Zero Accelerator in Greater Manchester.

Recommendations:

The GMCA is requested to:

1. Note the update on Innovate UK funding and the opportunity to deliver a Net Zero Accelerator.
2. Approve GMCA submitting a business case and acting as the accountable body for a circa £6-7m award from Department of Energy Security and Net Zero (DESNZ) potentially via Cambridge and Peterborough Combined Authority, with delegated authority to the Lead Portfolio holder, Chief Executive and Treasurer to finalise the business case, receive and defray funding if successful.

Contact Officers:

Mark Atherton mark.atherton@greatermanchester-ca.gov.uk

Sean Owen sean.owen@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Impacts

Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The Net Zero Accelerator aims to accelerate the deployment of low carbon measures across the region, which may lead to increased benefits for residents e.g. increased air quality, mitigated energy costs etc The aim of the LAEP is to inform all walks of life from policy makers to communities
Health		
Resilience and Adaptation	G	Accelerated transition towards carbon neutrality will ensure a more resilient and prosperous city region The proposal seeks to reduce the environmental impact of our city regions communities, buildings and businesses.
Housing	G	The Net Zero Accelerator, if implemented, will support the affordability through the lens of running costs It identifies areas of land that could be used to support renewable generation, where growth is not an option It identifies the scale and priority areas for retrofitting of energy efficiency measures
Economy	G	The Net Zero Accelerator, if implemented, would accelerate the wider regional requirements of cr£65bn of investment including BAU across the region, potentially supporting local jobs
Mobility and Connectivity	G	The deployment of the required low carbon technologies will require enhanced connectivity and smart operation e.g. Demand Side Response / flexible service provision. The LAEP requires increased smart EV charging infrastructure to support our transition

Carbon, Nature and Environment	G	The implementation of energy efficiency measures and removal of gas boilers and replacing with other forms of low-carbon heating would reduce emissions associated with heating and powering our buildings The LAEP, if implemented will reduce the CO2 emissions as a result of direct interventions
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The LAEP provides a clear pathway to meeting carbon neutrality in 2038 from a low carbon perspective, when combined with wider environmental projects
Further Assessment(s):		Equalities Impact Assessment and Carbon Assessment

Carbon

Assessment

O	Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.	Negative impacts overall.
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Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	G	The Net Zero Accelerator aims to accelerate retrofit of our building stock to a level where the city region can be carbon neutral through: <ul style="list-style-type: none"> - a range of low carbon heating measures to meet our varied need - setting out a fabric first approach as no regret measures - identify priority areas for the deployment of solar PV
New Build Commercial/Industrial	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	

Risk Management:

This paper has been informed by both national and local data sources and/or current policies.

Legal Considerations:

The legal implications are set out in the report.

Financial Consequences – Revenue:

The Paper identifies there is no direct revenue implications for the delivery Net Zero Accelerator, if recommendations are approved and actioned. Any subsequent actions requiring funding will be the subject of separate approvals.

Financial Consequences – Capital:

The Paper identifies £0 financial consequences for current GMCA capital budgets, if recommendations are approved and actioned. Any subsequent actions requiring funding will be the subject of separate approvals.

Number of attachments to the report:

N/A

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

GMCA Paper – July 2023 - Local Area Energy Plan – Strategic Outline Business Case

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

Will be considered in February 2024.

1. Background

- 1.1 Greater Manchester ('GM') has set an ambitious target to achieve carbon neutral by 2038. This will require a step-change in both scale and pace of low carbon asset delivery. GM has the track record of delivery of complex and innovative programmes to meet key policy objectives. GM now has a stronger platform to deliver on net zero through the enhanced data, planning and deeper level of devolution planned for 2025.
- 1.2 The GM Local Area Energy Plan (LAEP), a UK regional first, provides a set of suggested geo-spatial interventions for the energy infrastructure changes needed to enable GM to become carbon neutral. As previously reported, the LAEP analysis indicates that the investment required to deliver the 2038 target is:
 - A total investment of circa £64.4bn, which includes 70% business as usual.
 - Excluding business as usual, an investment of circa £19.2bn will be required.
 - Of the £19.2bn required investment, circa£12.5bn is within the local public sector's significant control or influence.
- 1.3 It is this £12.5bn which has formed the scope of the Strategic Outline Business Case ('SOBC'), which has been developed as the next step from the LAEP work.
- 1.4 To deliver this investment, Greater Manchester needs to innovate and simultaneously deliver across the asset classes identified in the LAEP at a neighborhood, District and GM-wide level; and engage innovatively with the private sector market in a range of commercial structures across the lifecycle of delivery.
- 1.5 The SOBC identifies how the region can leverage significant private sector investment in this sector. However, there would be a need for the public sector to go first, giving confidence to the private sector to invest. We are confident that we can create new ways of delivering net zero to match the scale of need at a city region level and, in doing so, can act as a trailblazer in creating approaches and models that can be replicated elsewhere nationally. This will however need a new approach to achieve the ambition.

2. Innovate UK Pathfinder Cities Update

2.1 The Greater Manchester submission into the Innovate UK funding call (see GMCA Paper `Local Area Energy Plan – Strategic Outline Business Case’ (July, 2023)) was focused on the development and delivery of solutions to overcome the non-technical barriers to net zero delivery. The bid included:

- a Regional approach, seeking to develop of the next stage of the SOBC, moving towards an Outline Business Case for the priority areas identified from within the SOBC, to enable an informed programme of activity with particular focus on commercial models;
- a District level pilot in Oldham focused on a District-wide community-based approach; and
- a Neighbourhood-based scheme, integrating different net zero technologies around a unifying development in Manchester City Council’s Wythenshawe scheme.

2.2 In November 2023, GMCA was advised that, although Greater Manchester’s IUK project scored highly, it was ultimately deemed unsuccessful. However, at the same time, discussions were held with the Department for Energy Security (DESNZ) which subsequently led to an announcement, following the Autumn Statement, that GMCA and West Midlands CA would receive £6-7m funding each to deliver a Net Zero Accelerator as part of the Devolution Trailblazer initiative.

3. Net Zero Accelerator Opportunity

3.1 The £6-7m revenue funding announced for the Net Zero Accelerator will need to drive investment in multiple green projects across key sectors: energy, housing and transport. The pilots will seek to develop a place-based net zero investment strategy and test this with the investment market.

3.2 Councils have faced barriers to attracting private sector investment in smaller net zero programmes and one-off projects. The pilots will be designed to tackle this to secure investment at scale, to deliver a range of green initiatives and expand decarbonisation work in the years to come. The pilots therefore need to develop new finance and delivery models and must lead to projects with increased economic

leverage and support skilled jobs, building out supply chains and growing our economy.

- 3.3 As part of the overall programme there will also be a Local Net Zero Finance Support Service pilot, which will provide expert finance advisory capacity support to GMCA and help with the pilot's development. The overall programme will be administered on behalf of DESNZ by the Greater South-East Local Net Zero Hub (hosted by Cambridge and Peterborough Combined Authority).
- 3.4 It is expected that the pilots will run until March 2026. Grant Funding Agreement details are still to be agreed but it is anticipated that these will be issued prior to Financial Year End 2023. To access the proposed £6-7m funding, GMCA will be required to submit a business case setting out the region's proposed approach.

4. Proposed Approach

- 4.1 It is proposed that our Business Case focus remains aligned to the high-level principals set out in the initial £5.4m Innovate UK Pathfinder Cities programme. This would require some rescoping of the originally proposed activities to meet the new funding requirements, however, it is proposed and preferred that it would include the continued support and delivery of a:
- Regional approach to advance the Local Area Energy Plan delivery through the Strategic Outline Business Case (SOBC) work;
 - District led scheme, Oldham Green New Deal model, with Oldham MBC; and.
 - Neighbourhood based scheme in Wythenshawe with Manchester City Council.
- 4.2 As a region, GMCA and Districts have longstanding experience of delivering a range of complex projects. The SOBC highlights the potential to further innovate our current commercial approaches, consider how we may seek to structure future commercial models to reflect the differing delivery phases of project life cycle from concept development, through to construction and then operation.
- 4.3 Our approach will develop a range of co-ordinated and 'fit for purpose' commercial models for delivery, reflecting the types of projects that will deliver across the four asset classes of the SOBC and the models for different scales of delivery (e.g., neighbourhood through to region wide approaches). Given the scale and, range of

asset classes involved, a single all-encompassing commercial model is unlikely to be desirable or achievable.

- 4.4 Through these commercial models, it is proposed GM will seek to leverage as much private capital as possible in the delivery of carbon neutral target. However, it is important to recognise that the nature of the asset classes that the public sector is in control of or can influence directly, is likely to require a significant level of public sector grant funding to achieve viability. Our approach therefore also needs to align with potential low carbon devolved funding from 2025 onwards.
- 4.5 Delivering at the scale and pace required will require strong collaborative working between GMCA and all Districts, as well as sufficient funding and resource to meet the scale of the programme of work required. There is a recognition within the region that there is a need for a step-change in the capacity across the public sector in Greater Manchester to deliver. However, this resource should also act as a catalyst for similar capacity building amongst the private sector who will be fundamental to much of the development and delivery of the net zero projects.
- 4.6 In the short term, we have the opportunity to access revenue funding to develop our approach around some of the focus areas through the Net Zero Accelerator. However, this will not fund all the necessary activity and there will be an additional need for further work to be undertaken in parallel to compliment this.

5. Opportunities/risks

5.1 The key opportunities include:

- Provision of a clear investment strategy and direction to support the acceleration of our pathway to 2038.
- Ensure GM retains its place as a recognised leader in carbon neutral delivery at scale.
- The establishment of an investment pipeline with clear delivery models will provide the market with confidence to develop solutions and infrastructure which support our transition towards carbon neutrality.
- Create more green jobs (employed and or self-employed) from local companies and from inward investors keen to capitalise on GMs leading position.

- Retaining more of the £5bn which leaves the region every year to pay for energy, e.g. the current Public Sector Decarbonisation Schemes results in over £2m of saving per annum and, as energy prices increase, so do the savings.
- Investing in local renewable generation provides long term returns on capital currently ~ 9% pa over the lifetime of the asset. Note, not all of the projects that need to be delivered will generate a return.
- Encourage inward investment, innovation, research, and development in net zero.
- Supports the Business Board to enable SMEs and major industry to rapidly transition to net zero.
- Using public procurement mechanisms to stimulate change (direct and indirect).
- Viewing all our capital, revenue, and other investments through the lens of the Climate Emergency.
- Provides evidence to support concerted and coordinated lobbying of Government and other influencers to effect change outside of our control.

5.2 The key risks include:

- Business as Usual is currently failing to meet the region's low carbon ambition.
- The biggest risk we face over the next couple of years is getting back on track for 2038 and then remaining on track as measures become harder to achieve.
- There is currently insufficient capacity to deliver the transition across both internal officers and wider local low carbon goods and services supply chain.
- Insufficient local funding levers to accelerate delivery.
- Commercial / Public perception being one of a lack of an identified pipeline.
- Failure to provide a clear coordinated direction and steer on how we achieve our carbon neutrality ambition.
- Lost economic output and thus gain.

6. Next Steps

- 6.1 The initial Innovate UK Pathfinders submission was previously socialised with Directors of Place, Chief Executive Investment Group, and wider district colleagues in July 2023. A further paper on the Net Zero Accelerator Business Case will be brought forward recommending the focus areas of work and how it will be progressed.

- 6.2 Once agreement has been achieved on the focus areas with the funding body, a governance structure, resourcing plan, and procurement needs for external support will developed and agreed.
- 6.3 Aligned to the above specific Net Zero Accelerator, it is proposed that a clear GMCA/District structure be established to enable a coordinated approach to development. This structure would aim to ensure the limited resources available are maximised, duplication of effort is removed, and delivery is accelerated.
- 6.4 Subject to the review and establishment of a GMCA/District development, delivery structure, suitable capacity to support across the core competencies of investment, procurement, legal and programme delivery will need to be created to maximise our first mover status set out within the SOBC. While the Net Zero Accelerator may fund some work around this there will be a need for further resource that will be considered as part of the further report to the CA.
- 6.5 There will be continued engagement as part of the Devolution deal negotiations and wider governmental department dialogue in respect of both enabling policy and funding asks.

7. Financial Implications

- 7.1. Delivery of the Net Zero Accelerator alone will be fully funded; however, it should be noted the wider SOBC next steps will require further investment to complete the Outline Business Cases alongside wider pipeline development.

- 7.2. Wider delivery of the SOBC activity has been addressed in previous papers in July 2023 and will be updated further in the coming months. Additional investment could come from: existing capital and maintenance budgets, devolved or bid for national funding for low carbon activities, Retained Business Rates and private sector investment.

8. Recommendations

- 8.1. Recommendations are set out at the front of this report.

Greater Manchester Combined Authority

Date: 23 February 2024

Subject: Greater Manchester Investment Zone

Report of: Councillor Bev Craig, Portfolio Lead for Economy & Business

Purpose of Report

The Trailblazer Devolution Deal and announcement on Investment Zones at the March 2023 Budget gave Greater Manchester a range of new tools to support economic growth. These included Growth Zones, an Investment Zone programme, and the retention of 100 per cent of the growth in Business Rates for 10 years.

An Investment Plan is being developed for Greater Manchester, so that these new tools can be deployed in a strategic and integrated way to deliver agreed priorities in the Greater Manchester Strategy – such as the Growth Locations – and the Frontier Sectors in the Local Industrial Strategy. The development of the Investment Zone proposal for the Government is part of the overall Investment Plan, focused on Greater Manchester’s priorities.

The Investment Zone programme provides Greater Manchester with an initial £80m over 5 years to invest in growing advanced materials and manufacturing. The Government have since announced that this will be extended to £160m over 10 years. Greater Manchester Combined Authority has worked with partners to develop the Investment Zone proposal - including a package of projects - for the city region. Greater Manchester’s Investment Zone proposals are subject to approval by Ministers.

Recommendations:

The GMCA is requested to:

1. Delegate authority to the GMCA Chief Executive Officer and Treasurer, in consultation with the Economy Portfolio Chief Executive and Leader, to negotiate with Government project allocations in 2024-25. A further update will then be provided to the GMCA, following Ministerial approval, confirming the project

allocations in 2024-25, and overall indicative allocations across the programme as a whole.

Contact Officers

John Wrathmell: john.wrathmell@greatermanchester-ca.gov.uk

Anoush Darabi: anoush.darabi@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers		
Insert text		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The IZ projects will be open to all participants regardless of their characteristics. There are no specific provisions to target disadvantaged people or groups, though this may happen through the course of the programme. A highways improvement project in the outline package would improve access to transport in northern areas of the city region. Large infrastructure projects within the IZ will interact with and consult local communities, providing an opportunity to influence the approach to redevelopment. EIAs and other consultations will be carried out at the local level by local authorities. None of the projects in the programme is likely to have an effect on community cohesion.
Health		
Resilience and Adaptation	A	Major development projects in the IZ package will cause a short term increase in emissions and a public safety risk to be managed. The developments will follow best-practice in sustainability and health and safety to mitigate these risks. IZ programmes support firms to innovate, develop new technologies and use these for their commercialise commercial benefit. Several programmes focus on the development of advanced materials and machines for climate adaptation / carbon abatement. There is no specific focus on tackling crime or ASB within the IZ programme. Several of the large development projects in the package will involve an increase in the quality of green and blue infrastructure and investment in green spaces.
Housing		
Economy	G	The Investment Zone programme will invest £80 million in projects to generate growth and innovation in advanced materials and manufacturing. They have been selected for the likelihood of achieving economic benefits, based on a detailed evidence base for the sector in Greater Manchester. Investment Zone projects focus on private sector growth, supporting businesses to start and scale up, and through this creating new employment opportunities. Skills programmes within the package will support local people to access employment in the advanced materials and manufacturing sector. The Investment Zone focuses on business innovation, aiming to make Greater Manchester a more competitive economy. This specialised and technical activity requires skilled workers, and will create demand for good jobs across the city region. Investment Zone projects focus on Greater Manchester economic specialisms. The Investment Zone programme focuses on innovation in advanced materials and manufacturing, an area of existing strength in Greater Manchester. Working closely with Greater Manchester's universities, the programme will invest in deepening existing areas of expertise and translating findings into commercial improvements for businesses. A combination of interventions through the investment zone supports firms to develop complex and valuable products and services, making viable businesses from useful ideas, and helping businesses to turn already new ideas into viable commercial products. This will attract FDI interest. There is a skills scheme set out in the outline package that will invest in targeted skills programmes for groups of all ages, helping them to access positions in the advanced materials and manufacturing sector. Two investment zone projects focus on redevelopment / development of large scale employment sites.
Mobility and Connectivity	G	No projects in the programme directly address digital connectivity. It is unclear at this stage of the programme whether existing infrastructure will be digitally-enabled through IZ investments. The IZ will invest in new transport infrastructure to major employment sites. IZ projects will help to reduce congestion around high-traffic motorway junctions. IZ investment connects future employment sites to public transport routes, increasing access for affordable transport methods. It is unclear at this stage of the programme whether the IZ programme will affect local availability of shared transport. IZ investment connects future employment sites to public transport routes, increasing access for multiple transport modes from major population centres. The IZ will target investment at highways infrastructure for multi-modal use. Bus availability / access will increase. The IZ will invest in new road infrastructure where none currently exists. No projects in the programme specifically address digital connectivity. Investment in road infrastructure could increase traffic.
Carbon, Nature and Environment	A	During building of key infrastructure projects phase local air quality could worsen. Developments will follow best practice and look to mitigate air quality effects where possible. No water quality issues are apparent at this stage. New developments in the IZ package could have some impact on light pollution. Development activity will increase levels of noise pollution, as would an increase in manufacturing activity in Greater Manchester. Manufacturing innovation funded via the IZ may contribute to noise management improvements. No woodland / peatland impact is apparent at this stage. IZ invests in improvement in currently underused or derelict sites. Plans for development aim for biodiversity net gain. Developments in the IZ package should enhance community access to greenspace. The IZ invests in research and innovation programmes in decarbonisation and sustainable materials. Advanced materials and manufacturing is an integral part of energy transition and decarbonisation throughout multiple value chains.
Consumption and Production	A	Developments and innovation programmes will produce waste, though project leads will look to mitigate this where possible. Battery recycling and circular economy activity anticipated in several projects. Multiple projects and programmes focus on the circular economy. Advanced materials projects innovation is likely to have a knock-on impact on single-use plastic and packaging use. Innovation in advanced materials is likely to have a knock-on impact on construction waste.
Contribution to achieving the GM		Manufacturing and materials innovation is a central element of Greater Manchester meeting its climate ambitions. The R&D activity and local innovation capacity that the
Carbon Footprint	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		<p>Detailed plans on the energy performance of IZ projects are pending. Detailed plans on the energy efficiency of IZ projects are pending. Detailed plans on energy usage of IZ projects are pending. Detailed plans on the building management of IZ projects are pending. Detail on cost of fabric efficiency does not exist at this stage of the programme. IZ developments respond to GM councils' aims of achieving net zero-carbon, and includes a commitment to being a world leader in tackling climate and ecological emergencies. They plan for net zero carbon and reductions in resource use and waste. An increase of at least 10% in Biodiversity net gain is anticipated following delivery of the schemes.</p> <p>Manchester developments support the City Council's Climate Change Framework and City Centre Transport Strategy. E.g., ID-Manchester's team does not envisage there being many car parking spaces within ID Manchester. They expect this will be largely limited to providing accessible parking only. All buildings and public spaces will be fully accessible, whether travelling by foot or wheel, and comply with required accessibility regulations.</p> <p>ID Manchester is close to Piccadilly and Oxford Road railway stations, the Metrolink and bus networks, and the Beeline cycle network. The area is well connected to all forms of public transport, minimising the need for car journeys to and from the area, and pedestrian and cycle routes will be prioritised.</p> <p>Provision of electric vehicle charging is unclear at this stage of the programme. Provision of cycling facilities is unclear at this stage of the programme. The energy strategy for IZ developments should seek to supply energy so far as possible by on-site renewables.</p>

Transport

Active travel and public transport		<p>IZ development projects will include active travel improvements. No existing active travel routes will be removed or reduced as part of the programme. The IZ investment will create new active travel infrastructure. New amenities are part of IZ developments and will be open to the public. The IZ will invest in multi-modal transport infrastructure. It is unclear at this stage of the programme whether new public transport facilities will be constructed. No disruption envisaged.</p>
Roads, Parking and Vehicle Access		<p>The IZ will invest in multi-modal transport infrastructure. No reduction in access for cyclists or pedestrians envisaged. Access to major employment sites will be improved through transport improvements. Road improvements funded through the IZ will increase personal vehicle travel in targeted areas. No increase in parking spaces envisaged in city centre developments. No increase in parking spaces envisaged in city centre developments.</p>
Access to amenities		<p>The IZ will invest in new public amenities and will improve access via walking cycling. City centre investments fund new public amenities and is in close proximity to bus, tram and train stops. Developments in the IZ will not require car access to reach.</p>
Vehicle procurement	N/A	

Land Use

		<p>Green space within IZ development projects will be improved. Minimum 10% biodiversity improvement envisaged on IZ developments. It is unclear whether new natural habitat above net gain criteria will be created</p>			
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.	Z

Risk Management

The Investment Zone and any associated risks will be overseen and managed through the an Investment Zone governance structure. A risk register has been compiled with the GMCA corporate risk manager and the Head of Internal Audit.

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 revenue investments in the Investment Zone programme will be funded by the Department for Levelling Up, Housing and Communities. This will be drawn down each year from the department subject to sign-off from the Secretary of State.

Financial Consequences – Capital

The proposed capital investments in the Investment Zone programme will be funded by the Department for Levelling Up, Housing and Communities. This will be drawn down each year from the department subject to sign-off from the Secretary of State.

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

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. The Investment Zone process

- 1.1. The March 2023 budget announced the Trailblazer Devolution Deal and Investment Zones policy, giving Greater Manchester a range of new tools to support economic growth. These included Growth Zones, an Investment Zone, and the retention of 100 per cent of the growth in Business Rates for 10 years.
- 1.2. The Government's prospectus stated that Investment Zones are intended to boost productivity, providing more high-priority jobs in places and levelling up the economy. The prospectus sets out that Investment Zones have to focus on growing clusters in one of the identified national priority sectors. It was agreed that Advanced Manufacturing & Materials would be Greater Manchester's Priority Sector, due to the city-region's world-leading strengths in the sector, opportunities to link to the wider manufacturing base, and the opportunity it provides to invest in related strengths such as digital, health innovation, and to drive decarbonisation.
- 1.3. An Investment Plan is being developed for Greater Manchester, so that those new resources can be deployed in a strategic and integrated way to deliver agreed priorities in the Greater Manchester Strategy – such as the Growth Locations – and the Frontier Sectors in the Local Industrial Strategy. The development of the Investment Zone proposal for the Government will then be part of the overall Investment Plan, focused on Greater Manchester's priorities.
- 1.4. The Investment Plan will set out measures to meet Greater Manchester's economic priorities, identifying areas for investment in physical assets, and funding gaps that prevent these opportunities from advancing. Through this process, projects throughout the city region will be developed and prepared for investment. The Investment Zone has accelerated this process for Advanced Materials and Manufacturing in Greater Manchester, and will continue through the Investment Planning process.
- 1.5. Investment Zones are intended to catalyse a small number of high-potential clusters in areas in need of levelling up to boost productivity and growth. The Government has been working with places via a structured conversation to co-develop and iterate proposals, with Mayoral Combined Authorities (MCAs) leading proposals. Proposals

have been co-designed with local partners including universities, at least one of which must co-sign the final proposal.

1.6. GMCA is proposing to use, wherever possible, existing governance structures, so that the Investment Zone is bound into existing priorities and avoids duplication. The GMCA will be the accountable body and will take responsibility for receiving funding from Government where relevant, and commissioning and procuring interventions.

1.7. Decisions on funding will be made in line with the GMCA constitution. The development of proposals will be supported by an Advisory Board, chaired by the Chief Executive Portfolio Lead for Economy & Business, drawn from the Graphene and Advanced Manufacturing & Materials Alliance (GAMMA) as the existing sector-development body, sitting under Innovation Greater Manchester, Greater Manchester’s universities, colleges and Chamber of Commerce.

1.8. Each Investment Zone is receiving a funding envelope of £80 million for the first five years, which can be used flexibly across fiscal incentives and flexible spend. Greater Manchester will take all of the funding as Flexible Spend, given the complexity and uncertainty around the deployment of tax incentives, and risk of displacement between different parts of Greater Manchester. Areas can also designate up to two Business Rates Retention sites – details are summarised in the table below.

Component	Location	Duration
<ul style="list-style-type: none"> • Flexible Spend: £80m focused on specific Priority Sector, and can be deployed for the following purposes: <ul style="list-style-type: none"> ○ Research and Innovation, e.g., grants for projects ○ Skills, e.g., Skills Bootcamps, stimulating demand for apprenticeships ○ Local Infrastructure, e.g., land remediation for labs, schemes to improve connectivity to improve access to local labour market ○ Local Enterprise and Business Support, e.g., sector-specific tailored support for start-ups and SMEs ○ Planning and Development, e.g., funding to recruit a dedicated planning team, implement an LDO, or support a Development Corporation 	<ul style="list-style-type: none"> • GM wide 	<ul style="list-style-type: none"> • 5 years
<ul style="list-style-type: none"> • Retention of Growth of Business Rates with <u>no</u> reset (these sites do not have to be the same sites as tax sites, but must all be spent on supporting the ‘Priority Sector’ focus of the Investment Zone) 	<ul style="list-style-type: none"> • 600 ha over up to 2 sites 	<ul style="list-style-type: none"> • 25 years

1.9. Proposals for the allocation of funding must align with the priority sector, evidencing what strategies, funding and infrastructure is already in place, and focus on how interventions will build on this to attract new investment and additional growth.

1.10. The Government set out a Gateway process through which areas' proposals would be co-developed and iterated:

- Gateway 1 – Inception Meeting
- Gateway 2 – Priority Sector and Cluster
- Gateway 3 – Governance
- Gateway 4 – Interventions
- Gateway 5 – Delivery

1.11. GM has passed through each gateway and the proposal is awaiting Ministerial sign off, ready for funding to be drawn down from the beginning of the financial year 2024/25.

1.12. The two Investment Zone sites for the Retention of the growth in Business Rates were assessed as part of the work to also identify the 'Growth Zones' and 10-year retention of Business Rates agreed as part of the Trailblazer Devolution Deal. These were agreed by the GMCA in January 2024.

1.13. It is important to note that it is not a requirement to deploy the Flexible Spend portion of the Investment Zone policy offer in any specific bordered geographical areas of the city-region: as long as interventions can be proven to drive growth in the Priority Sector and support the cluster, interventions can be deployed anywhere in the conurbation.

Development of the package:

1.14. Working with universities and private sector partners, interventions have been developed to increase the scale and competitiveness of the city region's materials and manufacturing sector. The Investment Zone package is based on an evidence base that GM has developed over several years: the Local Industrial Strategy

identified advanced materials and manufacturing as a local strength, and further analysis in the Greater Manchester Independent Prosperity Review set out the areas of specialism and economic complexity in different parts of the city region. In 2021, the city region's Graphene and Advanced Materials & Manufacturing Alliance (GAMMA) commissioned a review of specialist clusters in GM, their interactions with the wider economy, and their specific obstacles to growth and innovation. In November 2022, Innovation GM published its Innovation Plan, identifying sustainable advanced materials as a priority for investment, and setting out measures to strengthen connections between the R&D base and industry.

1.15. Analysis of the sector shows longstanding constraints to growth, from a shortage of specialist premises for advanced manufacturing and room for scaling businesses to grow, to a lack of seed finance, to limited management capabilities in small businesses. Greater Manchester will invest in a range of interventions to lessen each of these sector-specific constraints.

1.16. The projects within the Greater Manchester package, though run by individual organisations, are complementary and interact to support different parts of the sector. The projects will:

- Address the need for existing businesses to adopt new technology with translational research programmes, skills programmes to build a pipeline of talent, and the preparation of large sites to support growing firms to scale-up.
- Support academics, spinouts, and entrepreneurs to commercialise Intellectual Property with targeted support and specialist Research & Development (R&D)-focused developments. Subsidised finance from GMCA and in-kind support from universities and business experts will help incubate innovative firms to grow within GM, addressing the low R&D intensity of business.

1.17. To develop a package of measures that aligns with Government's criteria and GM strategic priorities, GMCA officers worked with Districts, Universities and other partners to bring forward a long list of proposals. The projects were assessed to make sure that they met the Minimum Requirements set out in the Government's guidance. Officers also worked with the Districts, Universities, and other partners to identify opportunities to join up proposals, where there are potential links, overlaps or duplication.

- 1.18. A panel of industry experts and advisors drawn from Innovation GM, GAMMA and invited representatives was also brought together, to provide comment and guidance on the proposals submitted for Local Enterprise and Research & Innovation. They examined strategic fit, ability to drive forward Greater Manchester's strengths, and insight into any deliverability issues of which they were aware.
- 1.19. The revised list of proposals was then independently assessed by Metro Dynamics, in line with the Assessment Framework, covering Strategic fit, Impact & outcomes and Deliverability – which will be particularly important given funding will need to start being deployed from April 2024 and the rigid timetable for the funding set by Government.
- 1.20. Following that assessment, GMCA officers, with guidance from an Innovation GM working group and other experts, have worked with the projects' lead organisations to bring together in a package which grows Advanced Manufacturing & Materials across the different themes of skills, infrastructure, research & innovation, planning & development, and enterprise support. These have been agreed by university representatives in Greater Manchester. The package of projects was put forward to Government.

2. The GM Investment Zone package

- 2.1. The set of projects in the package covers each category of interventions from the Investment Zone 'menu' set out in the Government's policy prospectus. However, it should be noted that the Advanced Materials and Manufacturing sector in GM is complex, and the range of interventions being put forward will target different areas of need across the city region. Subject to final agreement from the Government, the programme will invest in:
- Atom Valley research and innovation programmes to be delivered through Sustainable Manufacturing & Materials Centre (SMMC), and the infrastructure needed to make Atom Valley work.
 - ID Manchester as the largest private sector investment in this sector in Greater Manchester, accelerating the redevelopment of the site and driving research and

innovation through the ID Manchester Advanced Manufacturing & Materials Cluster programme.

- Investments in the wider supporting innovation ecosystem. Other significant assets in the city region which are not in the geographical areas above that have the potential to make a significant contribution to developing Greater Manchester's Advanced Manufacturing & Materials cluster. This includes:
 - The Acoustics Innovation Institute (University of Salford).
 - CAMSUM – the Centre for Advanced Manufacturing and Sustainable Materials Innovation (Manchester Metropolitan University).
 - NERIC – the North of England Robotics Innovation Centre (University of Salford).
 - Further development of employment sites in Ashton Moss / Future St Petersfield (Tameside) for Advanced Materials and Manufacturing.
- Four projects to provide the pipeline of skills and project development, and direct support for businesses, developing an ecosystem at a scale which can have a national impact:
 - A Revolving Investment Fund to directly invest in businesses in the Advanced Manufacturing & Materials sector.
 - Programmes to support businesses, building on the success of Made Smarter, developing supply chains, and to support international investment into the sector.
 - Skills development, including with the University of Bolton.
 - A Planning & Development fund, which Districts can draw from to develop Advanced Manufacturing & Materials projects.
- The remaining funding, will be used for the administration and delivery of the programme, in line with Government requirements.

2.2. Alongside the flexible funding, GMCA can nominate two sites of up to 600 hectares in total where Greater Manchester can retain the growth of business rates for 25 years. Under DLUHC guidance, any retained business rates must be spent on measures that provide for local economic growth within the region, support the priority sector within the Investment Zone, and represent value for money for the government. In the GM proposal, these are:

- The Manchester-Salford 'Smile': a site connecting the ID-Manchester development to the Salford Crescent regeneration area.

- The Northern Gateway: a portion of the Atom Valley site.

The boundaries for these Investment Zones were agreed by the GMCA in January 2024.

3. Recommendations

- 3.1. The initial funding envelope of £80m will be released in annual instalments by the Government over the first 5 years of the programme. In 2024-25 there is £4.8 million capital funding and £4.1 million revenue funding expected to be available for allocation against the priorities set out above.
- 3.2. It is recommended that the GMCA delegates authority to the GMCA Chief Executive Officer and Treasurer, in consultation with the Economy Portfolio Chief Executive and Leader, to negotiate with Government project allocations in 2024-25. A further update will then be provided to the GMCA, following Ministerial approval, confirming the project allocations in 2024-25, and overall indicative allocations across the programme as a whole.
- 3.3. This will be done in conjunction with the relevant projects, making such minor adjustments as may be needed once detailed negotiations happen with those projects and Government, to ensure the overall Year 1 programme balances to the amount of funding available.

Greater Manchester Combined Authority

Date: 23rd February 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 investments into Advanced Therapeutic Materials Ltd, Financielle Ltd and Home Global Holdings Ltd. The investments will be made from recycled funds.

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

Recommendations

The GMCA is requested to:

1. approve an equity investment of up to £500k to Advanced Therapeutic Materials Ltd;
2. approve a convertible loan of up to £400k to Financielle Ltd;
3. approve a loan of up to £300k to Home Global Holdings Ltd;
4. delegate authority to the Combined Authority Treasurer and Combined Authority Monitoring Officer to review the due diligence information in respect of the above investments, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investments, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investments noted above.

Contact Officers

Steve Wilson: steve.wilson@greatermanchester-ca.gov.uk

Bill Enevoldson: bill.enevoldson@greatermanchester-ca.gov.uk

Laura Blakey: laura.blakey@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment

A) Advanced Therapeutic Materials Ltd

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing			
Economy	G	The investment aligns with GMCA's strategic position in Advanced Manufacturing and Life Sciences and will lead to job creation.	
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s): Equalities Impact Assessment			
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative , with at least one positive aspect. Trade-offs to consider.	Negative impacts overall.

Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenance	N/A			
New Build Commercial/Industrial	N/A			
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.

B) Financielle Ltd

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation					
Equality and Inclusion							
Health							
Resilience and Adaptation							
Housing							
Economy	G	Financielle to increase headcount from 8 to more than 20 in the next 3 years. Financielle is speaking to a number of investors from out of the region to partake in this investment round.					
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

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.

C) Home Global Holdings Ltd

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	Investment supporting a digitally enabled business in the service sector, with high growth and employment potential.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		

Contribution to achieving the GM Carbon Neutral 2038 target	
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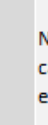

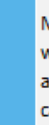


Further Assessment(s): N/A

 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.
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Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenanc	N/A	
New Build Commercial/Industrial	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

Part of the proposed investment will be made from recycled funds. Future interest income on loans and dividend income from equity investments will be applied to Revenue reserves.

Financial Consequences – Capital

Part of the proposed investments will be made from recycled funds. Any future income from the sale of shares and repayment of loans will be applied to Capital reserves.

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. **Advanced Therapeutic Materials Ltd, Manchester** **Sector: Life Sciences / Advanced Manufacturing**

- 2.1.1. The business case in respect of an equity investment of up to £500k, as part of a total £1.5m fundraise, to Advanced Therapeutic Materials Ltd ("ATM") has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.
- 2.1.2. ATM produces custom-fit compression socks under the Isobar brand, targeting the sport, travel, and medical markets. ATM was established in 2003 following research at the University of Manchester and employs 10 staff at its small office and manufacturing site in Manchester.
- 2.1.3. The bespoke nature of the product has been evidenced to lead to improved therapeutic outcomes compared to off-the-shelf equivalents, particularly important in the medical sector, but also sought after in the elite sports and travel sectors.
- 2.1.4. ATM utilises Advanced Manufacturing techniques to deliver accurate compression throughout the sock as prescribed to fit the requirement of the user, with good feedback to date from key partners.

2.1.5. The business is undertaking a fundraising to support it over the next 18 months, during which it plans to achieve a number of critical milestones to prepare for scaling the business, including the addition of 10 staff in GM.

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

2.2. Financielle Ltd, Manchester

Sector: Digital & Creative

2.2.1. The business case in respect of a convertible loan of £400k, out of a total fundraising of £1m, to Financielle Ltd has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.

2.2.2. Founded in 2020, Financielle has developed a mobile app platform with a suite of budgeting tools and educational content to improve financial health and management for women, helping to address the gap in knowledge between men and women.

2.2.3. The company has taken a different approach to budgeting from other offerings in the market by personalising the approach and focusing on changing habitual spending and saving habits over time. The company has helped thousands to reduce debt, build savings, save for first homes, and pay for IVF treatment to start families.

2.2.4. Having proved initial market fit and traction, the company is undertaking a fundraising to: support the continued growth of the business, building on its initial success; to continue to develop its products; and to recruit nine skilled roles over the next twelve months.

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

2.3. Home Global Holdings Ltd, Salford

Sector: Domestic and Commercial Services

- 2.3.1. The business case in respect of a loan of £300k to Home Global Holdings Ltd, as part of a total £800k fundraise, has been submitted to and appraised by the Core Investment Team and is recommended to the Combined Authority for conditional approval.
- 2.3.2. Founded in 2022, the business provides domestic and commercial customers with laundry, cleaning, and ancillary services. It aims to provide hotel quality services to customers in a seamless manner.
- 2.3.3. It has agreements with several large-scale apartment owners and managers to have exclusive preferred partner status to provide services. Several other apartment managers have stated their interest in reaching similar agreements with Home.
- 2.3.4. The company is undertaking a fundraise to support the continued growth of the business, building on its initial success, expand its footprint and ensure it has enough capacity to meet the growing demand for its services. It is based in Salford. The business currently employs c33 members of staff. If Home achieves its forecasts, it could employ a material number of staff within the next 18 months, which could be as many as 150.
- 2.3.5. 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: 23 February 2024

Subject: Delivering the Bee Network: Bus Franchising Implementation Update

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

Purpose of Report

To update GMCA on progress implementing bus franchising as part of the delivery of the Bee Network, Greater Manchester' vision for an integrated, 'London-style' transport system.

Recommendations:

GMCA is asked to note the progress towards the implementation of Tranche 2 of bus franchising.

Contact Officers

Steve Warrner, Managing Director, TfGM

steve.warrener@tfgm.com

Anne Marie Purcell, Chief Transformation Officer, TfGM

annemarie.purcell@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment

N/A

Risk Management

N/A

Legal Considerations

There are no specific legal implications with regards to this report.

Financial Consequences – Revenue

There are no specific legal financial implications with regards to this report.

Financial Consequences – Capital

There are no specific legal financial implications with regards to this report.

Number of attachments to the report: 0

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

Comments/recommendations from Overview & Scrutiny Committee

N/A

Comments/recommendations from Bee Network Committee

N/A

1. Introduction

- 1.1. The Bee Network is Greater Manchester's vision for an integrated, 'London-style' transport system, which will change the way people travel across the city region. The Bee Network launched on 24 September 2023 following the successful implementation of bus franchising across Wigan, Bolton parts of Bury and Salford (Tranche 1), which represents approximately 20% of the Greater Manchester bus network.
- 1.2. Tranche 2 is scheduled to commence operations in Rochdale, Oldham and parts of Bury on 24th March 2024 taking the overall proportion of the Greater Manchester bus network which is franchised to circa 50%. The procurement of Tranche 3 operators is currently ongoing, with operations scheduled to commence on 5th January 2025, at which point the whole of the Greater Manchester bus network will be franchised and under public control.
- 1.3. With one month remaining of the 9-month mobilisation period and applying several lessons learned from Tranche 1 operational commencement, TfGM is confident that Tranche 2 operational commencement will proceed as planned.

2. T2 Franchise Background

- 2.1. Tranche 2 is made up of 3 Large Franchises and 3 Small Franchises across Rochdale, Oldham and the remaining parts of Bury. Tranche 2 represent 30% of the bus network in Greater Manchester and includes c. 500 buses and c. 1,000 drivers along with 3 depots which will transition as part of the mobilisation to franchising.
- 2.2. The 3 Large Franchises operate from the Oldham, Queens Road and Middleton depots. These Franchises have been awarded to Stagecoach and will transition from the incumbent operators First (Oldham) and Go NorthWest ('GNW') (Queens Road). The services operating from Middleton depot will continue to be operated by Stagecoach, but transition to the new Franchise Agreement and public control.
- 2.3. Of the 3 Smalls Franchises, two in Rochdale have been awarded to First, with the Oldham Small Franchise awarded to Diamond Bus.
- 2.4. Contract Award for Tranche 2 took place on 23rd June 2023 when the statutory nine-month minimum mobilisation period commenced resulting in an operational commencement date of 24th March 2024.

- 2.5. For the last 8 months TfGM have been working with the Tranche 2 Franchise Operators Stagecoach, First and Diamond to mobilise the franchise services and working with the outgoing operators in Tranche 2 (First and GNW) to demobilise and transition their depots, services and employees to prepare for handover to the new Franchise Operators.

3. Mobilisation Status

- 3.1. The Programme is on track to commence operations of a franchised network in Tranche 2 on 24th March 24.
- 3.2. The purchase of the Oldham and Queens Road depots has been completed and the acquisition of the Middleton depot via a lease is on track. Improvement plans for Queens Road and Oldham depots have been developed with some short term changes to be made at Queens Road which include temporary improved toilet facilities and short term repairs to the roof which will eventually need a complete replacement.
- 3.3. Electrification of the Oldham depot to enable the operation of new zero emission electric buses is on schedule, with the vast majority of the steel work in place and the wider installation of the network, charger units and cable fit out work in progress, following commencement at the end of January. Commissioning of the electrification infrastructure will take place one week before operational commencement date.
- 3.4. The delivery of the 50 zero emission buses (ZEBs) which will operate out of the Oldham depot have been impacted by Industrial Action at the Alexander Dennis (ADL) Falkirk Factory. All 50 ZEBs were expected to be delivered by 26th January, however only 2 have so far left the factory. If there is no further strike action, we expect to receive between 26 and 32 ZEBs ahead of 24th March 24. However, we have secured 30 Bee Network specification Euro VI diesel vehicles which will cover any shortfall in the ZEBs to ensure we still have enough vehicles of Bee Network standard from Day 1. Small Franchises have also been impacted by production delays of new vehicles, but an interim fleet has been secured to deliver services until all new vehicles arrive between March and June 2024. At the point of operational commencement date 60% of vehicles will have, as a minimum, external Bee Network Livery.

- 3.5. Small Franchise operators have confirmed they have enough drivers and engineers to operate a successful service without agency or seconded drivers mitigating several operational and financial risks.
- 3.6. For the Large Franchises, Stagecoach has confirmed it does not expect any agency drivers to be needed. There remains a risk however that the number of staff who have indicated they are willing to transfer to the new operators via TUPE will change as the operational commencement date approaches. To mitigate this risk, Stagecoach has seconded 80 drivers, engineers and allocators from within their Group to operate on the network if required. These drivers are already working on the network, backfilling incumbent drivers to enable training to take place.
- 3.7. Stagecoach has developed a comprehensive training package which has been assured by Unite and TfGM. Stagecoach has hired an external training agency to deliver the training to ensure standards are high, with feedback so far being positive and Unite officials have taken part in the training. To ensure successful delivery of training Stagecoach has seconded 60 drivers into both First and GNW to ensure drivers can be released for training ahead of operational commencement date. Training is underway with TfGM receiving regular progress updates.
- 3.8. Training will also cover familiarisation with routes and the local area with TfGM staff deployed to depots and interchanges to support drivers where required. Tranche 1 implementation has helped inform improvements to training materials to support drivers, including 'how to' guides on ticketing, ZEB use and other operational matters. TfGM officers are also visiting all depots alongside Unite as part of a set of roadshows to answer driver concerns or questions.
- 3.9. The installation of new ticket machines and the associated rewiring of buses has commenced much earlier in Tranche 2 and is progressing to plan.
- 3.10. A further 30 Travel Safe and Enforcement Officers are being recruited for the Tranche 2 area. Experienced Tranche 1 officers will work closely with new officers to ensure a consistent level of service from all Travel Safe and Enforcement Officers.
- 3.11. A significant amount of work has been undertaken to improve and develop the Bee Network App. New Journey Planning and Live Bus Tracking (My Bus) functions are on track to be launched in time for the start of Tranche 2 operations.

- 3.12. The scale of change required to introduce bus franchising inevitably poses operational challenges, with services changing from one operator to another overnight. Whilst the measures set out above seek to mitigate the impact on passengers it is likely there will be some disruption.
- 3.13. Similarly, whilst franchising provides the opportunity to transform bus services it will take time to tackle poor performance. Interventions are already being identified and developed to improve the worst performing services in the Tranche 2 area but a campaign will be launched asking passengers to 'Please bear with us' as changes are made.
- 3.14. The official launch of Tranche 2 will take place on 25th March 2024 at Oldham Interchange. Further information will be shared with members in due course.

Date: 23 February 2024

Subject: The Greater Manchester Franchising Scheme for Buses 2021 –
Procurement Update

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

PURPOSE OF REPORT

To provide an update and make a number of recommendations in relation to the procurement process for the Greater Manchester Franchising Scheme for Buses 2021 (the Scheme), in particular to note and agree the outcome of the process to procure service providers to operate the five Large Local Service Contracts in Sub-Area C of the Scheme. Five further reports on the outcome of the evaluation of tenders in relation to these Large Local Service Contracts have been submitted in Part B of the agenda.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note and agree the outcome of the process to procure a preferred service provider to operate the Hyde Road, Sharston, Stockport, Tameside and Wythenshawe Large Local Service Contracts in Sub-Area C of the Scheme;
2. Note the proposed key contractual arrangements of the Hyde Road, Sharston, Stockport, Tameside and Wythenshawe Large Local Service Contracts.

CONTACT OFFICERS:

Eamonn Boylan, Chief Executive GMCA & TfGM:

eamonn.boylan@greatermanchester.ca.gov.uk

Steve Wilson, GMCA Treasurer:

steve.wilson@greatermanchester-ca.gov.uk





Gillian Duckworth, GMCA Monitoring Officer and Solicitor:

gillian.duckworth@greatermanchester-ca.gov.uk

Steve Warrener, Managing Director and Director of Finance and Corporate Services:

steve.warrener@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing	G	
Economy	G	
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	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative , with at least one positive aspect. Trade-offs to consider.
		 Negative impacts overall.

Risk Management:

Risks associated are being captured and managed as part of the overall Bus Franchising programme.

Legal Considerations:

Legal considerations are set out in the report.

Financial Consequences – Revenue:

The financial consequences relating to this report are included in the background papers set out below

Financial Consequences – Capital:

The financial consequences relating to this report are included in the background papers set out below

Number of attachments to the report:

Appendices

Appendix 1: The Greater Manchester Franchising Scheme for Buses 2021 Bus reform decision March 2021 - Greater Manchester Combined Authority
(greatermanchester-ca.gov.uk)

Background Papers:

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report.

- Report to GMCA titled Budget Paper C - GMCA Transport Revenue Budget 2021/22 dated 12 February 2021
- Report to GMCA titled Bus Reform: Consultation and the GMCA Response dated 23 March 2021
- Decision of the Mayor 25th March 2021
- Report to GMCA titled is Bus Reform: The Greater Manchester Franchising Scheme for Buses 2021 - Implementation and Operation dated 28 May 2021.

- Transport Revenue budget paper: [B. GMCA Transport Revenue Budget 2024-25.pdf \(greatermanchester-ca.gov.uk\)](#) dated 9 February 2024

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

Comments/recommendations from Overview & Scrutiny Committee:

Overview and Scrutiny Committee meets on 21 February 2024 and comments will be reported to the GMCA on 23 February 2024

To be considered on 21 February 2024.

Comments/recommendations from Bee Network Committee N/A

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

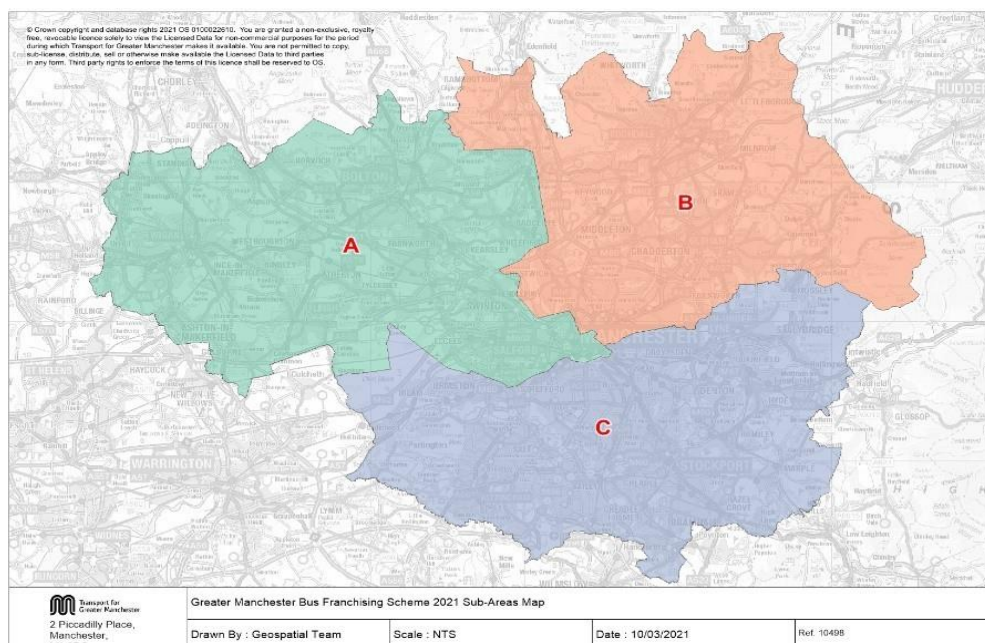
1. INTRODUCTION

- 1.1 As members are aware, the GMCA considered the TfGM report titled 'Bus Franchising in Greater Manchester March 2021: Consultation Report' at its meeting on 23 March 2021 and recommended to the Mayor that he make a franchising scheme as more particularly set out in Appendix 5 to that report.
- 1.2 On 25 March 2021, the Mayor made the decision to make the franchising scheme. Subsequently the Greater Manchester Franchising Scheme for Buses 2021 ("the Scheme") was made on 30 March 2021 which was published in a Notice on the same date. At the same time the GMCA published its response to the consultation together with the Mayor's decision, as required by section 123G of the Transport Act 2000 and (on behalf of the Mayor) the Franchising Scheme itself.
- 1.3 At its meeting on 22nd November 2022 the GMCA agreed to:
 - a) commence the procurement process for the Local Service Contracts required for the implementation and operation of Tranche 2 and Tranche 3 of the Scheme. Tranche 3 includes the Hyde Road, Sharston, Stockport, Tameside and Wythenshawe Large Local Service Contracts.
 - b) delegate to TfGM the authority to undertake and manage the procurement process on its behalf with a requirement that TfGM recommend to GMCA the preferred bidder in relation to each Local Service Contract; the decision to award the Large Local Service Contracts is to be taken by the GMCA.
- 1.4 At its meeting on 09th June 2023 the GMCA agreed to:
 - a) delegate to TfGM the authority to manage the implementation and operation of the Scheme and Local Service Contracts on behalf of the GMCA, in accordance with the provisions of an agreed Protocol with the GMCA.
- 1.5 The procurement process has been undertaken by a project team which includes TfGM internal specialists, and external legal, commercial and financial advisers. This report updates the GMCA on the current position in relation to the procurement process for the Scheme (in particular the Hyde Road, Sharston, Stockport, Tameside and Wythenshawe Large Local

Service Contracts) and makes a series of recommendations. Five further reports on the outcome of the evaluation of tenders in relation to these Large Local Service Contracts have been submitted in Part B of the agenda.

2. PROCUREMENT APPROACH- SUMMARY

- 2.1 As members are aware, the Franchising Scheme applies to the entire Greater Manchester area, which has, in turn, been divided into three franchising scheme 'sub-areas' (namely Franchising Scheme Sub-Areas A, B & C) to allow the transition from the existing deregulated market to a franchised model to take place over a period of time.
- 2.2 Tranche 1 (Sub-Area A) principally covers the north-west of Greater Manchester (operational start date was 24 September 2023),
- 2.3 Tranche 2 (Sub-Area B) will principally cover the north-east of Greater Manchester (operational start date of 24 March 2024), and
- 2.4 Tranche 3 (Sub-Area C) will principally cover the south of Greater Manchester (operational start date of 5 January 2025).
- 2.5 The extent of each sub-area is set out in the map below.



- 2.6 The Hyde Road Large Local Service Contract largely covers the services that run within or into/out of the Hyde Road area including services operating into Stockport and South Manchester. The Sharston Large Local Service

Contract largely covers the services that run within or into/out of the Sharston area including services operating into South Manchester. The Stockport Large Local Service Contract largely covers the services that make up the local the Stockport area including services operating into Manchester. The Tameside Large Local Service Contract largely covers the services that make up the local Tameside network as well as key services linking with Central Manchester. The Wythenshawe Large Local Service Contract largely covers the services that make up the local Wythenshawe network as well as key services linking with Central Manchester. The duration of the Franchise Agreement for each contract will be 5 years from the Commencement Date (namely 05 January 2025), plus two optional extensions, each of 1 year (i.e., 5+1+1) to 04 January 2032.

- 2.7 Under franchising all local bus services provided within Greater Manchester (subject to certain exceptions including interim services, services provided under a permit and services which are excepted from regulation) are to be provided under a Local Service Contract. There are three categories of Local Service Contract – large, small and those relating to school services.
- 2.8 Local Service Contracts are awarded through competitive procurement processes under which operators tender for the exclusive right to provide certain local services. The successful operators have to provide those local services on the terms specified in the relevant contract, including those relating to frequency and standards. The services that are being franchised are listed in the Scheme (Appendix 1 to this report).
- 2.9 The packaging strategy for the Franchising Scheme is comprised of 10 large Local Service Contracts (a general principle of one large franchise per strategic depot has been adopted) and 14 small Local Service Contracts being let across the whole Scheme.
- 2.10 The 10 large Local Service Contracts are being let in three ‘tranches’ Tranche 1 relates to the Local Service Contracts which relate to Sub-Area A, Tranche 2 to Sub-Area B and Tranche 3 to Sub-Area C. The procurement exercise has been run for each tranche broadly sequentially albeit with some overlap. Once the Scheme has become operational across all areas franchising arrangements will apply across the whole of Greater Manchester.

3. Procurement of Local Service Contracts

- 3.1 Procurement of the bus franchising operations has been conducted in accordance with the requirements of the Utilities Contracts Regulations 2016 (UCR 2016). The negotiated procedure was adopted for Tranche 3 because of the additional flexibility it provides. As members will recall from the Commercial Case set out in the Assessment, the negotiated procedure enables contracting authorities to enter into negotiations with a group of pre-qualified bidders by way of an Invitation to Negotiate (ITN) notably in areas such as the terms and conditions of any franchise agreement. The negotiated procedure provides greater flexibility than the restricted procedure but provides less scope for negotiating with the preferred bidder than competitive dialogue.

Qualification system

- 3.2 As set out in the Assessment, a qualification system has been used for the procurement of all Local Service Contracts under the Scheme. This means that Bidders are only required to complete the qualification process once and therefore represents a much more efficient system than a typical pre-qualification questionnaire (PQQ) approach as there is no need for repeated issue and evaluation.
- 3.3 On 5 August 2021 TfGM published a Periodic Indicative Notice (PIN) on behalf of GMCA on Find a Tender (FTS) outlining that it would be introducing a qualification system for the provision of franchised bus services. TfGM, on behalf of GMCA, published a Qualifications System Notice (QSN) via Find a Tender on 6 August 2021.
- 3.4 Acceptance onto the qualification system resulted in an operator becoming a Passport Holder.

Expressions of Interest

- 3.5 On 09 May 2023 TfGM, on behalf of GMCA, sent a Franchise Expression of Interest (Eoi) for each of the Large Local Service Contracts contained within Sub-Area C to all Passport Holders asking whether they wished to express an interest in one or more franchises contained within Sub-Area C.
- 3.6 The Eoi tests economic and financial standing, the purpose being to ensure that operators are of sufficient size and financial robustness relative to each franchise opportunity. Passport Holders were also provided with the

remaining procurement documents, including the draft Invitation to Negotiation (ITN) and franchising agreement, as required by the UCR 2016.

- 3.7 All potential bidders who successfully satisfied the requirements of the Qualification System (Passport Holders) were also required, as part of the EoI stage to confirm agreement to the terms and conditions set out in the Bus Services Framework Agreement (“BSFA”) as a further condition of being considered for any franchise.
- 3.8 Passport Holders who received the EoI had until 09 June 2023 to express their interest in one or more Local Service Contracts contained within Sub-Area C and answer the selection questions contained within the EoI.
- 3.9 All Passport Holders who had expressed their interest in one or more of the Hyde Road, Sharston, Stockport, Tameside and Wythenshawe Large Local Service Contracts and whose selection question responses met the minimum thresholds in the EoI, were issued with an ITN Initial Phase document for the relevant Large Franchise(s). Passport Holders who were being taken through to the ITN Phase were notified on 23 June 2023. These Passport Holders were now considered to be Bidders in respect of the Sub-Area C Large Local Service Contract(s) in which they had expressed an interest.

Invitation to Negotiate

- 3.10 The ITN phase of the procurement process commenced on 26 June 2023. For the Sub-Area C Large Local Service Contracts there was a one-stage ITN process.
- 3.11 The ITN Phase allowed bidders to submit short proposals in response to a small number of franchise specific issues or requirements. These proposals were reviewed to provide bidders feedback to be used in the ITN Phase and bid submission. However, there was no shortlisting of bidders at this stage.
- 3.12 The final version of the Franchise Agreements and ITN were issued on 09 October 2023, as was the call for final tenders. There followed a period of time for qualification questions and ITN responses had to be submitted by 10 November 2023.

Evaluation, preferred bidder and contract close

- 3.14 Bidders submitted their bids by the deadline of 10 November as required by the ITN. There was a very strong level of interest in each of the 5 Large Local Service Contracts, with each Large Local Service Contract tender receiving between 5 and 7 bids. Following completion of initial compliance checks, the bids were passed to TfGM's and GMCA's evaluation teams for their consideration. The outcome of the evaluation process is described in the accompanying reports in Part B of the agenda along with a series of recommendations.

4. RECOMMENDATIONS

- 4.1 The recommendations are set out at the beginning of the report.

Eamonn Boylan

Chief Executive Officer, TfGM and GMCA

BUS FRANCHISING SCHEME & NOTICE – 30 March 2021

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TRANSPORT ACT 2000

The Greater Manchester Franchising Scheme for Buses 2021

Made 30/03/2021

ARRANGEMENT OF THE SCHEME

1.	CITATION AND COMMENCEMENT.....	1
2.	INTERPRETATION.....	1
3.	THE FRANCHISING SCHEME AREA AND SUB-AREAS.....	2
4.	ENTRY INTO LOCAL SERVICE CONTRACTS.....	2
5.	SERVICES UNDER LOCAL SERVICE CONTRACTS.....	3
6.	EXCEPTIONS FROM THE SCHEME.....	3
7.	SCHEME FACILITIES.....	3
8.	PLAN FOR CONSULTING ON OPERATION OF THE SCHEME.....	4
	ANNEXES TO THE SCHEME.....	5
	ANNEX 1: SERVICES INCLUDED – ARTICLE 5.....	5
	ANNEX 2: SERVICES INCLUDED – ARTICLE 5.2.3.....	11
	ANNEX 3: EXCEPTED SERVICES – ARTICLE 6.....	14
	ANNEX 4: TEMPORARY EXCEPTIONS – ANNEX 3 PARAGRAPHS 1.2 AND 1.3.....	15
	ANNEX 5: FRANCHISING SCHEME SUB-AREAS.....	18

WHEREAS:

- A The Transport Act 2000 (as amended) ("**2000 Act**") makes provision for a franchising authority to make a franchising scheme covering the whole or any part of its area. The GMCA is a franchising authority as defined in the 2000 Act.
- B The GMCA gave notice of its intention to prepare an assessment of a proposed scheme in accordance with sections 123B and section 123C(4) of the 2000 Act on 30 June 2017. Having complied with the process as set out in the Act, the GMCA may determine to make the scheme in accordance with sections 123G and 123H of the 2000 Act.

NOW, therefore, the Mayor on behalf of the GMCA, in exercise of the powers conferred by sections 123G and 123H of the 2000 Act, and of all other enabling powers, hereby **MAKES THE FOLLOWING FRANCHISING SCHEME** (the "**Scheme**"):

1. CITATION AND COMMENCEMENT

- 1.1. This Scheme may be cited as the Greater Manchester Franchising Scheme for Buses 2021 and is made on 30/03/2021.
- 1.2. This Scheme shall come into operation on 29/01/2023 and shall remain in operation thereafter unless varied or revoked in accordance with the 2000 Act.

2. INTERPRETATION

- 2.1. In this Scheme:
- 2.1.1 "**1985 Act**" means the Transport Act 1985;
- 2.1.2 "**2000 Act**" has the meaning given to it in Recital A;
- 2.1.3 "**Commencement Date**" has the meaning ascribed to it in article 1.2;
- 2.1.4 "**Franchising Scheme Area**" means the GMCA Area;
- 2.1.5 "**Franchising Scheme Sub-Area A**" means the area marked 'A' in the Greater Manchester Bus Franchising Scheme Sub-Areas Map;
- 2.1.6 "**Franchising Scheme Sub-Area B**" means the area marked 'B' in the Greater Manchester Bus Franchising Scheme Sub-Areas Map;
- 2.1.7 "**Franchising Scheme Sub-Area C**" means the area marked 'C' in the Greater Manchester Bus Franchising Scheme Sub-Areas Map;
- 2.1.8 "**Franchising Scheme Sub-Area**" means each of Franchising Scheme Sub-Area A, Franchising Scheme Sub-Area B and Franchising Scheme Sub-Area C;
- 2.1.9 "**GMCA**" means the Greater Manchester Combined Authority;
- 2.1.10 "**GMCA Area**" means the area consisting of the areas of the metropolitan district councils for the local government areas of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan;

- 2.1.11 **“Greater Manchester Bus Franchising Scheme 2021 Sub-Areas Map”** means the map so described which is deposited at TfGM’s offices at 2 Piccadilly Place, Manchester, M1 3BG¹. (A smaller scale version of this plan is at Annex 5 for the purposes solely of illustration.)
- 2.1.12 **“Large Franchise Contract”** shall mean a Local Service Contract which (together with any contract referred to in article 5.3) has a Peak Vehicle Requirement of no less than 34 vehicles;
- 2.1.13 **“Local Service Contract”** has the same meaning as in section 123A(5) of the 2000 Act;
- 2.1.14 **“Local Services”** has the same meaning as in section 2 of the 1985 Act;
- 2.1.15 **“Operator”** means a person operating a local service, and references to an Operator shall be construed in accordance with section 137(7) of the 1985 Act;
- 2.1.15 **“Peak Vehicle Requirement”** means the number of vehicles required to operate the Local Services in accordance with the terms of a Large Franchise Contract and at its highest frequency;
- 2.1.16 **“Scholars' Service”** means a Local Service providing transport for pupils to and/or from schools within the Franchising Scheme Area which does not provide transport to the general public;
- 2.1.17 **“TfGM”** means Transport for Greater Manchester.

3. THE FRANCHISING SCHEME AREA AND SUB-AREAS

- 3.1. The GMCA Area is hereby designated as the area to which the Scheme relates².
- 3.2. Franchising Scheme Sub-Area A, Franchising Scheme Sub-Area B and Franchising Scheme Sub-Area C are specified areas within the GMCA Area³.

4. ENTRY INTO LOCAL SERVICE CONTRACTS

- 4.1. The date on which a Local Service Contract to provide a Local Service may first be entered into:⁴
- 4.1.1 in respect of the Franchising Scheme Sub-Area A, shall be 30/04/2022;
- 4.1.2 in respect of the Franchising Scheme Sub-Area B, shall be 17/04/2023; and
- 4.1.3 in respect of the Franchising Scheme Sub-Area C, shall be 01/04/2024.

1 The map is available for inspection there and online at www.tfgm.com/our-buses

2 s123H(2)(a).

3 S123H(3)(a).

4 Section 123H(2)(c).

4.2. The minimum period that is to expire between the dates set out in article 4.1 and the provision of a Local Service under a Local Service Contract in each such Franchise Scheme Sub-Area shall be a period of 9 months.

4.3. The date on which a Local Service may first be provided under a Local Service Contract:

4.3.1 in respect of Franchising Scheme Sub-Area A, shall be 29/01/2023;

4.3.2 in respect of Franchising Scheme Sub-Area B, shall be 21/01/2024; and

4.3.3 in respect of Franchising Scheme Sub-Area C, shall be 05/01/2025.

5. SERVICES UNDER LOCAL SERVICE CONTRACTS

5.1. Subject to paragraph 2 of this article and to article 6, the Local Services that are appropriate, and are intended, to be provided under Local Service Contracts are those specified in Annex 1 and Annex 2 to this Scheme⁵.

5.2. Such services do not include:

5.2.1 any Local Service marked * in Annex 1 to the extent that it operates within Franchise Scheme Sub-Area B until immediately before the date on which subsections (2) and (3) of section 123J of the 2000 Act apply to Franchise Scheme Sub-Area B;

5.2.2 any Local Service marked + in Annex 1 to the extent it operates within Franchise Scheme Sub-Area C until immediately before the date on which subsections (2) and (3) of section 123J of the 2000 Act apply to Franchise Scheme Sub-Area C; and

5.2.3 any Local Service listed in Annex 2 to the extent that it serves a school or college located within Franchise Scheme Sub-Area B or Franchise Scheme Sub-Area C until immediately before the date on which subsections (2) and (3) of section 123J of the 2000 Act apply to Franchise Scheme Sub-Area B or Franchise Scheme Sub-Area C respectively.

5.3. The GMCA may agree with a person with whom a Local Service Contract has been made that that person should also provide in conjunction with that service a Local Service referred to in article 5.2 otherwise than under a Local Service Contract.

6. EXCEPTIONS FROM THE SCHEME

6.1. The Local Services excepted from regulation arising because of the Scheme are those listed in Annex 3.

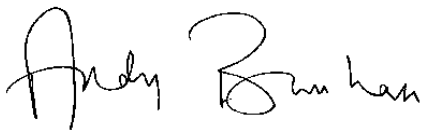
7. SCHEME FACILITIES

7.1. The additional facilities that the GMCA consider appropriate to provide in the GMCA Area are such depots as may facilitate the letting of the Large Franchise Contracts.

⁵ s123H(2)(b).

8. PLAN FOR CONSULTING ON OPERATION OF THE SCHEME

- 8.1. The GMCA will consult such organisations being those that appear to the GMCA to be representative of users of Local Services (including, for the avoidance of doubt, Franchise Contract Services), and may consult other organisations and persons, as the GMCA thinks fit.
- 8.2. The purpose of any consultation undertaken in accordance with this article 8 is to seek the views of the users of Local Services on how well the Scheme is working⁶. The GMCA will consult in accordance with this article 8 within a period of twelve months from the date set out in article 4.3.3 and at such other times periodically as the GMCA considers appropriate.
- 8.3. Any consultations carried out in accordance with this article 8 shall last for a period of time as the GMCA thinks fit so as to ensure that those organisations and persons described in article 8.1 have sufficient time to respond.
- 8.4. The GMCA will make available to the public its response to any consultation carried out in accordance with this article 8.



THE MAYOR OF GREATER MANCHESTER

30 March 2021

⁶ Section 123(A)(9).

ANNEXES TO THE SCHEME

ANNEX 1: SERVICES INCLUDED - ARTICLE 5

General Services

Leigh - Golborne - Wigan
Cadishead - intu Trafford Centre - Manchester City Centre +
Wythenshawe - Northenden - Manchester City Centre
Chorlton - Manchester City Centre
Manchester Airport - Wythenshawe - Manchester City Centre
Timperley - Northenden - Manchester City Centre
Brookhouse - Eccles - Manchester City Centre
Withington - Manchester City Centre
Middleton - Moston - Manchester City Centre
Alkrington - Moston - Manchester City Centre
Middleton - NMGH Circular
Crumpsall - Moston - Manchester City Centre
Altrincham - Wythenshawe – Stockport
Middleton - Birch Circular
Leigh - Boothstown - intu Trafford Centre
Middleton - Moorclose Circular
Wigan - Boothstown - intu Trafford Centre
Bury - Whitefield - Manchester City Centre
East Didsbury - University - Manchester City Centre
West Didsbury - University - Manchester City Centre
West Didsbury - Manchester City Centre
NMGH – Moston – Oldham
Hyde - Chorlton - intu Trafford Centre
Ashton – Collyhurst – NMGH +
Middleton - NMGH - Manchester City Centre
Oldham - Failsworth – Middleton
Flixton - Urmston - Manchester City Centre
Norden - Middleton - Manchester City Centre
Bury - Middleton - Manchester City Centre
Rochdale - Middleton - Manchester City Centre
East Didsbury - Gorton - Newton Heath +
Withington - Gorton - Newton Heath +
Eccles - intu Trafford Centre – Wythenshawe
Greenfield - Oldham
Shaw – Chadderton – Manchester City Centre
Shaw – Royal Oldham Hospital - Manchester City Centre
Royal Oldham Hospital - Oldham – Limeside
Standedge - Uppermill - Oldham – Manchester City Centre
Langley - Middleton - Manchester City Centre - Manchester Royal Infirmary +
Hazel Grove - Stockport - University - Manchester City Centre
Hazel Grove - Stockport - Manchester City Centre
Stockport - Green End - Longsight - Manchester City Centre
Wythenshawe – Sale
Manchester Airport - Wythenshawe – Altrincham

Manchester City Centre - Spinningfields Circular
intu Trafford Centre – Bolton
Hattersley - Hyde - Manchester City Centre
Stockport - Reddish - Manchester City Centre
Dane Bank - Manchester City Centre
Ashton - Droylsden - Manchester City Centre
Ashton - Droylsden - Clayton - Manchester City Centre
Manchester City Centre - Openshaw - Ashton – Stalybridge
Manchester City Centre - Stalybridge
Manchester City Centre - Dukinfield – Stalybridge
Dukinfield - Audenshaw - Manchester City Centre
Ashton - Littlemoss - Manchester City Centre
Ashton - Hartshead - Clayton - Manchester City Centre
Hollingworth - Stalybridge – Ashton
intu Trafford Centre - Didsbury – Stockport
intu Trafford Centre - Stretford – Altrincham
intu Trafford Centre - Flixton – Altrincham
intu Trafford Centre - Chorlton – Stockport
intu Trafford Centre - Old Trafford - Manchester City Centre
Partington - Flixton - Urmston - Manchester City Centre
Partington - Urmston - Stretford - Manchester City Centre
Flixton - Stretford - Hulme - Manchester City Centre
Sale - Brooklands
Sale - Sale West Circular
Sale - Ashton on Mersey Circular
Altrincham - Sale - Manchester City Centre
Wythenshawe - Sale – Eccles
Altrincham - Sale
Altrincham - Oldfield Brow Circular
Altrincham - Hale Moss Circular
Altrincham - Warburton Circular
Altrincham - Timperley Circular
Altrincham - Bowdon Vale Circular
East Didsbury - Northenden - Altrincham - Manchester Airport
Boothstown – Swinton – Salford Quays
Manchester City Centre - Victoria Circular
Wigan - Highfield Grange Circular
Bolton - intu Trafford Centre
Manchester Airport - Cheadle Hulme - Stockport
Stockport - Offerton Circular
Haughton Green - Brinnington - Stockport
Stockport - Haughton Green Circular
Stockport - Brinnington Circular
Denton - Brinnington - Stockport
Stockport - Bridge Hall - Cheadle
Worsley - Eccles - Manchester City Centre
Ashton - Hyde - Stockport
Ashton - Denton – Dane Bank
Bryn - Leigh - Manchester City Centre
Broadbottom - Hattersley - Hyde

Hyde - Gee Cross Circular
 Oldham - Lees - Stalybridge – Hyde
 Ashton - Denton Circular
 Gee Cross - Hyde - Ashton
 Ashton - Haughton Green Circular
 Ashton - Stalybridge – Carrbrook +
 Ashton - Uppermill – Oldham +
 Oldham – Denshaw – Uppermill – Ashton
 Strines - Marple – Stockport
 Bolton - Little Hulton - Manchester City Centre
 Stockport - Hazel Grove - Disley
 Standish - Wigan
 Stockport - Woodbank Park Circular
 Wythenshawe Hospital - Cheadle Hulme - Stockport
 Manchester Airport - Wythenshawe - Stockport
 Hazel Grove - Davenport - Stockport
 Mellor - Stepping Hill - Stockport
 Cheadle Hulme – Bramhall - Stockport
 Bolton - Farnworth - Manchester City Centre
 Woodley - Romiley - Bredbury - Stockport
 Stockport - Marple Circular
 Hyde - Stalybridge – Ashton +
 Ashton – Stalybridge – Dukinfield – Yew Tree +
 Logistics North - Walkden - Manchester City Centre
 Middleton – Chadderton – Ashton
 Wigan - Kitt Green Circular
 Derker – Oldham - Oozewood
 Oldham - Shaw - High Crompton - Rushcroft Circular
 Rochdale – Shaw - Oldham
 Ashton - Oldham – Rochdale +
 Sale - Manchester City Centre – Middleton +
 Middleton - Chadderton – Oldham
 Oldham - Holts Circular
 Reddish - East Didsbury - Manchester City Centre
 Woodford - East Didsbury - Manchester City Centre
 Stockport - East Didsbury - Manchester City Centre
 Manchester Airport - Withington - Manchester City Centre
 Shaw - Turf Hill – Rochdale
 Manchester City Centre – Northenden – Wythenshawe Hospital
 Rochdale – Syke
 Rochdale - Foxholes Circular
 Norden - Bamford – Rochdale
 Rochdale – Healey
 Peppermint Bridge - Newhey – Rochdale
 Littleborough – Rochdale
 Rochdale - Ladyhouse Circular
 Rochdale - Bamford – Bury
 Rochdale - Greave - Bamford – Bury
 Bury – Tottington
 Bolton - Bury – Rochdale

Bury - Ramsbottom Circular
Heywood - Fairfield Hospital – Bury
Bury - Summerseat – Ramsbottom
Bury - Tottington – Bolton
Fern Grove – Bury
East Didsbury - Manchester City Centre - Salford Quays
Farnworth - Bolton - Johnson Fold
Bolton - Harwood Circular
Bolton - Breightmet – Bury
Bury – Ainsworth – Farnworth *
Bury - Whitefield – Farnworth *
Horwich - Westhoughton - Atherton - Leigh
Failsworth - Salford - intu Trafford Centre
Little Lever - Royal Bolton Hospital - Blackrod
Bolton - Radcliffe – Bury
Bolton - Hall I'th Wood Circular
Barrow Bridge - Bolton
Salford - Old Trafford - Cheetham Hill +
Egerton - Tonge Moore - Bolton
Oldhams Estate - Bolton
Bolton - Astley Bridge – Horrocks Fold
Bolton - Astley Bridge Circular
Bromley Cross - Bolton
Bolton - Little Lever Circular
Ringley Fold – Farnworth – Royal Bolton Hospital
Ashton - Hindley - Bolton
Bolton - Withins Estate Circular
Manchester City Centre - NMGH Circular
Sutton Estate - Bolton
Bolton - Great Lever Circular
Bolton - Markland Hill
Wigan - Horwich - Bolton
Blackrod - Brazley - Bolton
Leigh - Atherton - Bolton
Tyldesley – Shakerley - Leigh
Crankwood - Leigh
Leigh - Lowton Circular
Oldham - Manchester City Centre
Leigh - Pennington - Lowton Circular
Leigh – Hindley Green
Leigh - Landside Circular
Leigh Infirmary - Leigh Sports Village
Wigan - Beech Hill Circular
Ashton Heath - Ashton-In-Makerfield Circular
New Springs - Wigan
Platt Bridge - Wigan
Wigan - Castle Hill Circular
Shevington Vale – Wigan Infirmary
Wigan - Shevington Moor Circular
Eccles - Westwood Park Circular

Eccles - Worsley - Prestwich *
 Cadishead - Salford Royal Hospital - Manchester City Centre +
 Bolton – Little Hulton - intu Trafford Centre
 Rochdale - Kirkholt Circular
 Stockport - Reddish – Ashton
 Eccles – Ellesmere Park - Pendleton
 Westhoughton – Bolton
 Pendleton - Agecroft Circular
 Hollinwood - Newton Heath - Manchester City Centre
 Oldham - Failsworth - Manchester City Centre
 Salford Quays – Stretford
 Bolton - Westhoughton - Wigan
 Leigh - Hindley - Wigan
 Oldham - Manchester City Centre
 Chorlton - Alexandra Park - Manchester City Centre
 Chorlton - Brook's Bar - Manchester City Centre
 Manchester City Centre - Chorlton – Sale
 Bolton - Pendlebury - Manchester City Centre
 Higher Folds - Leigh - Wigan
 Bury - Pilsworth - Manchester City Centre
 Bury - Prestwich - Manchester City Centre
 NMGH - Pilsworth - Bury
 Salford - Prestwich – Bury
 Simister - Higher Broughton - Manchester City Centre
 Bury - Unsworth - Manchester City Centre
 Bury - Radcliffe - Manchester City Centre
 Leigh - Tyldesley - Manchester City Centre – MRI +
 Atherton - Tyldesley - Manchester City Centre – MRI +
 Burgess Farm - Walkden Circular
 Farnworth - Little Hulton - Manchester City Centre
 intu Trafford Centre - Manchester City Centre
 Flixton - Davyhulme - Manchester City Centre
 Sale – Northenden - Stockport
 Heywood - Middleton - Manchester City Centre
 Carrcote - Uppermill - Manchester City Centre
 Davyhulme – Chorlton
 Greengate – Manchester City Centre
 Higher Blackley – Moston – Manchester City Centre
 Ashton - Hazelhurst Circular +
 Bolton – Johnson Fold Circular
 Rochdale – Littleborough Circular
 Piccadilly – Victoria Circular
 Sholver – Oldham
 Oldham – Fitton Hill Circular
 Bury – Norden – Rochdale
 Nangreaves – Limefield - Bury
 Manchester City Centre – Hyde – Gee Cross
 Manchester City Centre – Cheadle – Handforth
 Edgeley – Stockport – Heaton Mersey
 intu Trafford Centre – Pendlebury – Clifton

Farnworth – Walkden – Higher Green
Wigan – Pemberton – Worsley Hall Circular
Oldham – Rushcroft Circular
Rochdale – Wardle – Littleborough

ANNEX 2: SERVICES INCLUDED - ARTICLE 5.2.3

Services to Schools

Abraham Moss Community School
Alder Community High School
All Saints Catholic College
Altrincham College of Arts
Altrincham Grammar School for Boys
Altrincham Grammar School for Girls
Ashton-on-Mersey School
Audenshaw School
Bedford High School
Blessed John Henry Newman College
Blessed Thomas Holford Catholic College
Blue Coat School
Bolton St Catherine's Academy
Bramhall High School
Broadoak School
Buile Hill Visual Arts College
Burnage Academy for Boys
Bury Church of England High School
Byrchall High School
Cansfield High School
Canon Slade School
Castlebrook High School
Cardinal Langley School
Cedar Mount Academy
Cheadle and Marple Sixth Form College
Cheadle Catholic Infants/Juniors
Cheadle Hulme High School
Chorlton High School
Co-operative Academy Failsworth
Copley Academy
Crompton House School
Dean Trust Ardwick
Denton Community College
Derby High School
Droylsden Academy
Elton High School
Egerton High School
Falinge Park High School
Fairfield High School for Girls
Flixton Girls High School
Great Academy Ashton
Harper Green High School
Harrytown RC High School
Hawkley High School
Hazel Grove High School

Hinglley High School
Hollingworth Academy
Hope Academy
Kingsway School
Kingway Park High School
Ladybridge High School
Laurus Cheadle Hulme
Levenshulme High School
Little Lever High School
Longdendale Community Language College
Loreto Grammar School
Loreto High School Chorlton
Lostock College
Lowton Church of England High School
Manchester Academy
Manchester Communications Academy
Manchester Creative & Media Academy
Manchester Enterprise Academy Central
Manchester Enterprise Academy Wythenshawe
Manchester Health Academy
Manor High School
Marple Hall School
Matthew Moss High School
Mossley Hollins High School
Mount St Joseph RC High School
Newall Green High School
North Chadderton School
Oasis Academy Oldham
Oulder Hill Community High School
Our Lady's R.C. High School
Parrenthorn High School
Parrs Wood High School
Philips High School
Poynton High School
Priestnall School
Reddish Vale High School
Rivington and Blackrod High School
Rose Bridge Academy
Royton and Crompton School
Saddleworth School
Sale Grammar School
Sale High School
Samuel Laycock High School
Sharples High School
Shevington High School
Siddal Moor Sports College
Smithills School
St Ambrose Barlow RC High School and Sixth Form College
St Ambrose College
St Anne's Academy

St Anthony's Catholic College
St Cuthbert's RC High School
St Damian's RC Science College
St Edmund Arrowsmith Catholic High School
St Gabriel's RC High School
St Hugh's Catholic School
St James' Catholic High School
St James' Church of England School
St John Fisher Catholic High School
St John Rigby College
St Joseph's RC High School
St Mary's Catholic High School
St Matthew's RC High School
St Monica's RC High School
St Paul's Catholic High School
St Patrick's RC High School and Arts College
St Peter's Catholic High School
St Peter's RC High School
St Simon's Catholic Primary School
St Thomas More RC College
Standish Community High School
Stretford Grammar School
Stretford High School
Stockport Academy
The Barlow RC High School
The Co-operative Academy of Manchester
The East Manchester Academy
The King David High School
The Radclyffe School
Thornleigh Salesian College
Tottington High School
Trinity Church of England High School
Turton High School & Media Arts College
Urmston Grammar School
Walkden High School
Wardle Academy
Waterhead Academy
Wellacre Academy
Wellington School
Westhoughton High School
Westleigh High School
Whalley Range 11-18 High School
Werneth School
William Hulme's Grammar School
Winstanley College
Woodhey High School
Wright Robinson College

ANNEX 3: EXCEPTED SERVICES - ARTICLE 6

- 1.1 a Scholars' Service;
- 1.2 Any Local Service marked # in Annex 4 to the extent that it operates in Franchise Scheme Sub-Area A until immediately before the date on which subsections (2) and (3) of section 123J of the 2000 Act applies to Franchise Scheme Sub-Area B; and
- 1.3 Any Local Service marked ^ in Annex 4 to the extent that it operates in Franchise Scheme Sub-Area A or Franchise Scheme Sub-Area B until immediately before the date on which subsections (2) and (3) of section 123J of the 2000 Act applies to Franchise Scheme Sub-Area C.

ANNEX 4: TEMPORARY EXCEPTIONS – ANNEX 3 PARAGRAPHS 1.2 AND 1.3

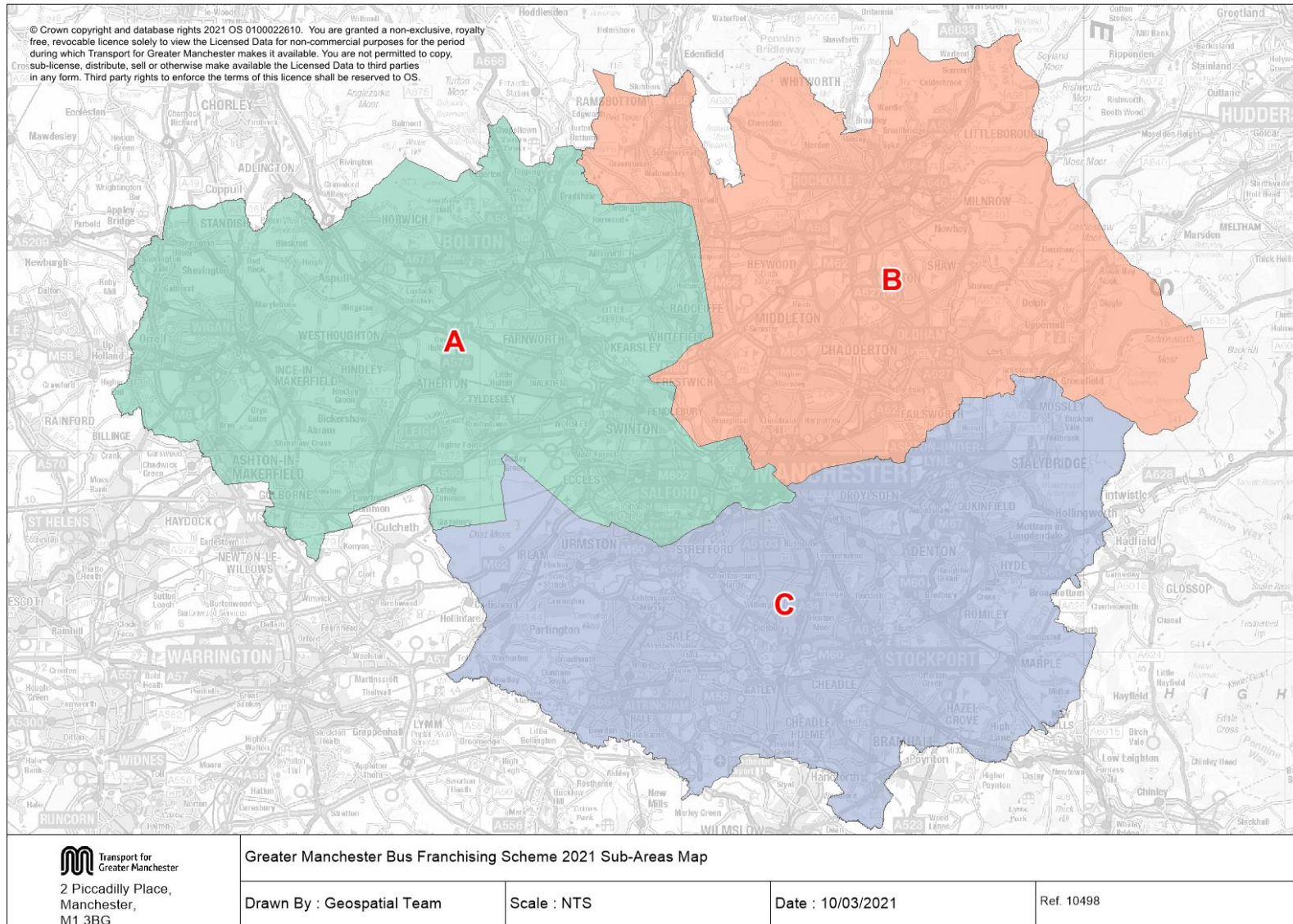
Cadishead – intu Trafford Centre – Manchester City Centre #
Wythenshawe – Baguley – Northenden – Manchester ^
Wythenshawe Hospital – Wythenshawe – Manchester ^
Manchester Airport – Wythenshawe – Manchester ^
Timperley – Brooklands – Northenden – Manchester ^
Southern Cemetery – Withington – Manchester ^
Middleton – Moston – Collyhurst – Manchester #
Alkrington – Moston – Collyhurst – Manchester #
Higher Blackley/NMGH – Moston – Manchester #
Bury – Whitefield – Cheetham Hill – Manchester #
East Didsbury – University – Manchester ^
West Didsbury – Rusholme – University – Manchester ^
West Didsbury – Piccadilly Rail Station ^
Hyde – Chorlton – intu Trafford Centre ^
Middleton – Higher Blackley – NMGH – Manchester #
Flixton – Davyhulme – Urmston – Manchester ^
Norden – Middleton – Manchester #
Bury – Darn Hill – Middleton – Manchester #
Rochdale – Middleton – Blackley – Manchester #
Eccles - intu Trafford Centre – Wythenshawe ^
Rochdale – Chadderton – Moston – Manchester #
Rochdale – Shaw – Chadderton – Manchester #
Standedge – Uppermill – Oldham – Manchester #
Langley – Middleton – Manchester – MRI #
Hazel Grove – Stockport – Manchester ^
Stockport – Green End – Longsight – Manchester ^
Piccadilly – Chinatown – Spinningfields Circular #
Hattersley – Hyde – Denton – Manchester ^
Stockport – Reddish – Belle Vue – Manchester ^
Denton – Dane Bank – West Gorton – Manchester ^
Ashton – Droylsden – Clayton – Manchester ^
Manchester – Openshaw – Ashton – Stalybridge ^
Manchester – Stalybridge – Glossop Night Service ^
Manchester – Dukinfield – Stalybridge ^
Dukinfield – Audenshaw – Openshaw – Manchester ^
Ashton – Little Moss – Manchester ^
Ashton – Droylsden – Clayton – Manchester ^
intu Trafford Centre – Didsbury – Stockport ^
intu Trafford Centre – Stretford – Altrincham ^
intu Trafford Centre – Flixton – Altrincham ^
intu Trafford Centre – Chorlton – Stockport ^
intu Trafford Centre – Old Trafford – Manchester ^
Partington – Flixton – Urmston – Manchester ^
Partington – Urmston – Stretford – Manchester ^
Flixton – Stretford – Hulme – Manchester ^
Altrincham – Sale – Hulme – Manchester ^

Piccadilly – Deansgate – Victoria Circular #
 Worsley – Eccles – Manchester #
 Oldham – Lees – Carrbrook – Stalybridge – Hyde ^
 Wythenshawe - Sale - Stretford – Eccles ^
 Oldham – Denshaw – Uppermill – Ashton ^
 Logistics North – Walkden – Swinton – Manchester ^
 Middleton — Chadderton — Fitton Hill — Waterloo — Ashton ^
 Middleton – NMGH – Manchester – Northenden – Sale #
 Reddish – East Didsbury – Rusholme – Manchester ^
 Woodford – Bramhall – East Didsbury – Manchester ^
 Stockport – East Didsbury – Rusholme – Manchester ^
 Manchester Airport – Wythenshawe – Manchester ^
 Stockport – Manchester ^
 Rochdale – Daniel Fold – Bamford – Bury #
 Rochdale – Greave – Bamford – Jericho – Bury #
 Bury – Tottington #
 Bolton - Brightmet - Bury - Sudden – Rochdale #
 Bury – Walmersley – Holcome Brook Circular #
 Heywood – Fairfield Hospital – Bury #
 Bury – Summerseat – Ramsbottom #
 Bury - Tottington - Tonge Moor – Bolton #
 Fern Grove – Fishpool – Bury #

East Didsbury - Manchester - Salford Quays ^
 Bolton – Brightmet – Ainsworth – Walshaw – Bury #
 Failsworth - NMGH - Salford - intu Trafford Centre #
 Bolton – Little Lever – Radcliffe – Bury #
 Salford - Old Trafford - Cheetham Hill #
 Manchester – NMGH – Manchester Circular #
 Rushcroft – Oldham – Middleton – Manchester #
 Cadishead – Eccles – Salford Royal – Manchester #
 Pendleton – Seedley – Agecroft – Pendleton #
 Hollinwood – Woodhouses – Newton Heath – Manchester #
 Oldham – Limeside – Failsworth – Manchester ^
 Swinton – Pendleton – Salford Quays – Stretford ^
 Oldham – Moston – Manchester #
 Chorlton – Alexandra Park – Manchester ^
 Chorlton – Brooks’ Bar – Manchester ^
 Manchester – Chorlton – Sale Night Service ^
 Bury – Pilsworth – Carr Clough – Manchester #
 Bury – Prestwich – Agecroft – Manchester #
 NMGH – Cheetham Hill – Prestwich – Pilsworth #
 Salford – Prestwich – Whitefield – Bury #
 Simister – Higher Broughton – Manchester #
 Bury – Unsworth – Prestwich – Manchester #
 Bury – Radcliffe – Whitefield – Manchester #
 intu Trafford Centre – Manchester Express ^
 Flixton – Davyhulme – Manchester Express ^
 Heywood – Middleton – Manchester Limited Stop #
 Carrcote – Uppermill – Manchester Limited Stop #

Greengate – Manchester #
Higher Blackley – Moston – Manchester #
Piccadilly – Victoria Circular #
Bury – Norden – Rochdale #
Nangreaves – Limefield – Bury #
Manchester – Gorton – Denton – Hyde – Gee Cross ^
Manchester – Didsbury – Cheadle – Handforth ^

ANNEX 5: GREATER MANCHESTER BUS FRANCHISING SCHEME 2021 SUB-AREAS MAP



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Notice of an extended period for an application to vary or cancel a registration of a local service in the Greater Manchester Bus Franchising Area

The Mayor is today publishing the Greater Manchester Franchising Scheme for Buses under section 123H(1) of the Transport Act 2000. This notice is given by him on behalf of GMCA¹ under regulation 4 of Public Service Vehicles (Registration of Local Services) (Franchising Schemes Transitional Provisions and Amendments) (England) Regulations 2018.

This Notice provides, in relation to an application to which regulation 4 applies, that, subject to paragraphs (3) and (4) of that regulation, the period referred to in section 6(8)(a) of the Transport Act 1985 is 112 days beginning on the date on which the Traffic Commissioner accepts the application.

The period referred to in section 6(8)(a) of the 1985 Act is one that must expire before an application to vary or cancel the registration of a local service has effect. An application to which regulation 4, and thus this Notice, applies is an application:—

- (a) to vary or cancel the registration of a service that—
 - (i) has one or more stopping places in the area to which the Greater Manchester Franchising Scheme for Buses applies;
 - (ii) is not an excepted service;
 - (iii) is not an exempt service; and
 - (iv) is not one in relation to which registration restrictions have effect,and
- (b) that is accepted by a traffic commissioner before section 123J(2) of the 2000 Act has effect in relation to that area.

For further information about this Notice, please contact TfGM's Head of Legal Services at kath.wilson@tfgm.com or telephone 0161 244 1000.

¹ If the function of publishing this notice is that of the GMCA itself, however, it is published by it (as the authority has resolved).

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

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