

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 31st January, 2025

TIME: 10.30 am

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

COMPLETE AGENDA PACK

- 1. **Apologies**
- 2. **Chairs Announcements and Urgent Business**
- 3. **Declarations of Interest** 1 - 8

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 - 13 December 2024** 9 - 24

To consider the approval of the minute of the GMCA meeting held on 13 December 2024.

- 5. **GMCA Overview & Scrutiny Committee Minutes - 11 December 2024** 25 - 38

To note the minutes of the GMCA Overview & Scrutiny Committee

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

held on 11 December 2024.

6. Bee Network Committee Minutes - 12 December 2024 39 - 46

To note the minutes of the Bee Network Committee held on 12 December 2024.

7. Standards Committee Minutes - 13 December 2024 47 - 50

To approve the minutes of the Standards Committee held on 13 December 2024, including:

1. To approve the amendments to the gifts and hospitality protocol, whereby each offer of hospitality could be judged on its own merits. The Group Solicitor & Monitoring Officer would determine whether the offer of hospitality was appropriate, however, this would be reported to the GMCA Standards Committee within the annual report.

2. To give delegated authority to the GMCA Monitoring Officer to update the GMCA Constitution to reflect the changes.

8. GMCA Waste & Recycling Committee Minutes - 22 January 2025 51 - 62

To note the minutes of the GMCA Waste & Recycling Committee held on 22 January 2025.

9. GMCA Audit Committee - 22 January 2025 63 - 76

To note the minutes of the GMCA Audit Committee held on 22 January 2025.

10. Proposed Combined Authorities (Adult Education Functions) (Amendment) Order 2025 77 - 82

Report of Gillian Duckworth, Group Solicitor and Monitoring Officer.

11. Strengthening the Standards & Conduct Framework for Local Authorities in England - MHCLG Open Consultation 83 - 102

Report of Gillian Duckworth, Group Solicitor & Monitoring Officer.

- 12. Mayoral General Budget and Precept Proposals - 2025/26** 103 - 128

Report of Andy Burnham, Mayor of Greater Manchester.

- 13. Active Travel Annual Report** 129 - 244

Report of Andy Burnham, Mayor of Greater Manchester.

- 14. GM Clean Air Plan - January 2025 Update** 245 - 258

Report of Andy Burnham, Mayor of Greater Manchester.

- 15. Greater Manchester's Approach to Delivering our Growth Ambition** 259 - 272

Report of Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth.

- 16. Greater Manchester Fire Plan** 273 - 298

Report of Kate Green, Deputy Mayor, Police, Fire & Crime.

- 17. Public Switched Telephone Network (PSTN) Update** 299 - 314

Report of Councillor Nicholas Peel, Portfolio Lead for Digital City Region.

- 18. GM Rail Reform and Devolution - The Vision and Delivery Programme for Rail in Greater Manchester** 315 - 336

Report of Andy Burnham, Mayor of Greater Manchester.

- 19. Transport Infrastructure Pipeline** 337 - 350

Report of Andy Burnham, Mayor of Greater Manchester.

20. Bee Network Fares and Ticketing Products 351 - 356

Report of Andy Burnham, Mayor of Greater Manchester.

21. Metrolink 2027 357 - 370

Report of Andy Burnham, Mayor of Greater Manchester.

22. Greater Manchester Brownfield Housing Fund Reallocations 371 - 378

Report of Deputy Mayor, Paul Dennett, Portfolio Lead for Housing First.

23. Greater Manchester Housing Investment Loans Fund - Investment Approval Recommendation 379 - 384

Report of Paul Dennett, Deputy Mayor, Portfolio Lead for Housing First.

24. Greater Manchester Investment Framework Fund 385 - 396

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

25. 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

26. Greater Manchester Housing Investment Loans Fund - Investment Approval Recommendation 397 - 400

Report of Deputy Mayor, Paul Dennett, Portfolio Lead

for Housing First.

27. Greater Manchester Investment Framework

401 - 410

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

Name	Organisation	Political Party
Councillor Eleanor Wills	Tameside MBC	Labour
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 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 complete agenda pack was issued on 30.01.25 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 be 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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SHORT GUIDE

GMCA CODE OF CONDUCT FOR MEMBERS

1. WHO

Mandatory for

The Mayor

Members of GMCA

Substitute Members of GMCA

Voting Co-opted Members of GMCA's committees

Appointed Members of Joint Committees

Voluntary for

Non-voting Co-opted Members of GMCA's committees

Elected members from GM districts when they represent GMCA

2. WHEN

Acting in your official capacity, and

In meetings of:

- GMCA; or
- GMCA's Committees or Sub-Committees, Joint Committees or Joint Sub-Committees

3. CONDUCT

General Principles

Selflessness: the public interest not personal gain

Integrity: avoid undue influences

Objectivity: decisions made on merit

Accountability: scrutiny is the norm

Openness: transparent decisions with reasons

Honesty: declare interests and avoid conflicts

Leadership: lead by example.

DO NOT

- Unlawfully discriminate
- Bully or be abusive
- Intimidate a complainant, a witness, or an investigator under the Code of Conduct
- Compromise the impartiality of GMCA's officers
- Disclose confidential information without authority
- Deny lawful access to information
- Bring GMCA into disrepute
- Abuse your position
- Use GMCA's resources improperly

DO

- Pay due regard to the advice of the Treasurer and Monitoring Officer
- Register your interests
- Declare your interests

INTERESTS

A. Pecuniary interests (you, your spouse or your partner)

Register within 28 days

- Employment or other paid office
- Sponsorship – payment in respect of expenses as a Member of GMCA, or election expenses.
- Contracts – between you/your partner (or a body in which you or your partner has a beneficial interest) and GMCA:

- Land you have an interest in within Greater Manchester
- Corporate Tenancies – where GMCA is the landlord you/your partner (or a body in which you or your partner has a beneficial interest) is the tenant
- Securities – you have a beneficial interest in securities of a body which has a place of business or land in the area of the GMCA

Do not speak or vote at a meeting on a matter in which you have a disclosable pecuniary interest

Disclose the interest at the meeting

Withdraw from the meeting

It is a criminal offence to fail to register disclosable pecuniary interests and to participate in any discussion or vote on a matter in which you have a disclosable pecuniary interest.

B. Other Interests

Personal Interests

You have a personal interest -

- If your well-being or financial position would be affected (i.e. more so than other ratepayers)
- If the well-being or financial position of somebody close to you would be affected or the organisations in which they are employed
- If the well-being or financial position of body referred to below would be affected
 - A body of which you are in a position of general control or management and to which you are appointed or nominated by GMCA;
 - A body of which you are in a position of general control or management which
 - i. exercises functions of a public nature;

- ii. is directed to charitable purposes; or
- iii. one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union),
- the interests of any person from whom you have received a gift or hospitality with an estimated value of at least £100.

Disclose the interest at the meeting

You may speak and vote

C Prejudicial Interests

You have a prejudicial interest -

Where your personal interest is one which a member of the public would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest and it:

- affects your financial position (or those persons or bodies referred to in section B above); or
- relates to the determining of any approval, consent, licence, permission or registration

Do not speak or vote at a meeting on a matter in which you have a prejudicial interest

Disclose the interest at the meeting

Withdraw from the meeting

**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED
AUTHORITY HELD ON FRIDAY 13TH DECEMBER 2024 AT MANCHESTER
TOWN HALL**

PRESENT

Mayor of Greater Manchester	Andy Burnham (in the Chair)
Deputy Mayor (Police, Crime & Fire)	Kate Green
Bolton	Councillor Nicholas Peel
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Joanna Midgley
Oldham	Councillor Arooj Shah
Rochdale	Councillor Daalat Ali
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Hunter
Tameside	Councillor Andrew McLaren
Trafford	Councillor Tom Ross

ALSO IN ATTENDANCE:

Chair of GM Overview & Scrutiny	Councillor Nadim Muslim
Chief Fire Officer, GMFRS	Dave Russel

OFFICERS IN ATTENDANCE:

Group Chief Executive Officer, GMCA, GMFRS & TfGM	Caroline Simpson
Group Deputy Chief Executive	Andrew Lightfoot
Group Monitoring Officer	Gillian Duckworth
Group Treasurer	Steve Wilson
GMCA Director of Governance & Scrutiny	Julie Connor
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	Paul Marshall
Oldham	Shelley Kipling

Rochdale	Steve Rumbelow
Salford	Tom Stannard
Stockport	Michael Cullen
Tameside	Julian Jackson
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
TfGM	Martin Lax
TfGM	Steve Warrener
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 185/24 APOLOGIES

That apologies be received and noted from Councillor Bev Craig (Manchester), Councillor Neil Emmott (Rochdale), Councillor Eleanor Wills (Tameside), Councillor David Molyneux (Wigan) & Harry Catherall (Tameside).

GMCA 186/24 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, opened the meeting by reflecting on the report published on the morning of 13th December by His Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) on child protection by Greater Manchester Police (GMP). The Mayor and Deputy Mayor Kate Green had attended a press briefing on the report which had been issued overnight. The report was the first part of the final stage of the wide-ranging review process on historic child abuse in the region initially commissioned by the Mayor in 2017.

The HMICFRS report had found that on child protection, GMP was now rated good or adequate across all measures. A separate letter sent by HIMCFRS and co-signed by the Office for Standards in Education, Children’s Services & Skills (OFSTED) and the Care Quality Commission (CQC), as partners in the wider Greater Manchester system review, provided encouraging news, describing the GM system as unique and welcoming its collaboration across the 10 districts and with partners organisations. It was stated that the Greater Manchester public could now have confidence,

independently verified, in the arrangements now in place in the region to protect its children. It was also noted that throughout the review process, over 200 past perpetrators of child abuse had been arrested with a significant number of charges resulting from this. The Mayor thanked the survivors who had come forward and spoke to the media initially that led to the review taking place.

Members were informed of the consultation taking place over the Christmas period pertaining to reforms in the Local Government Pension Scheme. Assurance was given that there would be a push for an extension to the current deadline of 16th January 2025 into at least early February 2025.

Andy Burnham, Mayor of Greater Manchester reflected on the achievements of the GMCA during 2024 and thanked the people of Greater Manchester for re-electing him as Mayor of Greater Manchester during the May 2024 elections. Looking forward to 2025, the GM economy continued to grow faster than other regions of the UK, with projections indicating that this growth was set to continue. The importance of the Greater Manchester Housing First unit was highlighted, with the region fully dedicated to supplying its share of national housing targets, and homelessness commitments would continue to be strengthened. April 2025 would also be a pivotal moment for the region with the commencement of the integrated settlement, and the higher level of accountability that would result from it.

RESOLVED /-

1. That the update on the CSE Assurance Review and the GMP Child Protection Inspection report be received.
2. That it be noted that the GMCA will be writing to the government to push for an extension into February 2025 on the consultation around reforms to the Local Government Pension Scheme.
3. That the update from the Mayor on achievements during 2024 and key aims heading into 2025 be received.

GMCA 187/24 DECLARATIONS OF INTEREST

RESOLVED /-

There were none.

**GMCA 188/24 MINUTES OF THE GMCA MEETING HELD ON 29 NOVEMBER
2024**

RESOLVED /-

That the minutes of the GMCA meeting held on 29 November 2024 be approved as a correct record.

**GMCA 189/24 MINUTES OF THE GMCA OVERVIEW & SCRUTINY
COMMITTEE HELD ON 27 NOVEMBER 2024**

Councillor Nadim Muslim, the Chair of the GMCA Overview & Scrutiny Committee was invited to provide an update on the recent work of the Committee. The November meeting had received a report from the Mayor of Greater Manchester on the Greater Manchester Live Well Strategy, members had welcomed the opportunity to support the development of the Live Well framework. There was support for the ambition to provide a consistent offer across every district of Greater Manchester, and the proposed creation of Live Well centres and spaces with holistic person-centred support. An update was also received on Technical Education, Work & Skills, this linked well to the Live Well ambitions, and it was recognised that a one size fits all approach would not be the best approach for the region.

The December meeting of the Overview & Scrutiny Committee had received an update on Affordable Living. The committee had welcomed the update and recognised the progress made since the initial report in July 2024.

RESOLVED /-

1. That the minutes of the GMCA Overview & Scrutiny Committee held on 27 November 2024 be noted.
2. That the update received from Cllr Nadim Muslim on the current work of the Overview & Scrutiny Committee be noted.

**GMCA 190/24 GMCA BEE NETWORK COMMITTEE MINUTES – 28
NOVEMBER 2024**

RESOLVED /-

That the minutes of the GMCA Bee Network Committee held on 28 November 2024 be noted.

GMCA 191/24 GREATER MANCHESTER APPOINTMENTS

RESOLVED /-

1. That Cllr Eleanor Wills be appointed as a GMCA Member to the GMCA Standards Committee.
2. That the Cllr Eleanor Wills be appointed as a GMCA Member to the Growth Company Board.
3. That Cllr David Sweeton (Lab) (Tameside) and Cllr Brenda Warrington (Lab) (Tameside) be appointed as members and Cllr Charlotte Martin (Lab) (Tameside) be appointed as a substitute member to the GMCA Overview & Scrutiny Committee.
4. That Cllr Laura Boyle (Lab) (Tameside) be appointed as a member of the GM Waste & Recycling Committee.
5. That Cllr Leanne Feeley (Lab) (Tameside) be appointed as a member and Cllr Hugh Roderick (Lab) (Tameside) be appointed as a substitute member on the GM Culture & Social Impact Fund Committee.

6. That Cllr Andrew McClaren (Lab) (Tameside) be appointed to the GM Work & Skills Forum.
7. That Cllr Laura Boyle (Lab) (Tameside) be appointed to the Green City Region Board.
8. That the appointment of Cllr Stephen Homer (Lab) (Tameside) as a member and Cllr Jacqueline Owen (Lab) (Tameside) as a substitute member on the Bee Network Committee be noted.
9. That the appointment of Cllr Eleanor Wills (Lab) (Tameside) as a member and Cllr Tafheen Sharif (Lab) (Tameside) as the substitute member of the GM Integrated Care Partnership Board be noted.
10. That the appointment of Cllr Laura Boyle (Lab) (Tameside) as the member and Cllr Jacqueline Owen as the substitute member on the GM Clean Air Charging Authorities Committee be noted.
11. That the appointment of Cllr Laura Boyle (Lab) (Tameside) as the member and Cllr Jacqueline Owen as the substitute member on the Air Quality Administration Committee be noted.

**GMCA 192/24 GREATER MANCHESTER'S APPROACH TO BUILDING
SAFETY**

Deputy Mayor Kate Green, together with Chief Fire Officer (CFO) Dave Russel, and City Mayor Paul Dennett (Portfolio Lead for Housing First) presented a report which provided an overview of the Greater Manchester response to the publication of the Grenfell Tower Inquiry Phase 2 report, and to the approach taken in response to the government's request to produce a Local Remediation Acceleration Plan.

Points highlighted included:

- The recommendations arising from the Phase 2 Grenfell Tower report placed a set of obligations on GMFRS, all ten GM authorities and the local resilience forum.
- GM is able to build upon a strong history of collaboration on the front, following the Mayor's establishment of a GM High Rise & Building Safety taskforce (now the High Rise & Building Safety Strategic Oversight Group) chaired by City Mayor Paul Dennett, that brought together all relevant stakeholders and give real impetus to the work required over the past seven years. Leading on the enforcement work needed and providing residents with necessary assurances.
- It was proposed in the report that the above group could continue to provide the strategic oversight and scrutiny required to ensure that GM responds to the enquiry and delivers on Local Remediation Acceleration Plan.
- The Local Remediation Acceleration Plan submitted also contained a number of asks of the government. The measures that needed to be taken within the timescales set out did not all currently fall within the gift of GM and a number of other players, including government and non-statutory players and regulators, would also need to take place to ensure the Plan could be delivered.
- It was noted that the previous regulations had only impacted upon buildings over 18 metres in height. The new proposals also included buildings between 11 and 18 metres – which would significantly increase the number of buildings included across the region, bringing in areas that previously may not have been geographically impacted.

RESOLVED /-

1. That it be noted that the governance structure had been established to ensure the recommendations from the Grenfell Tower Inquiry (GTI) Phase 2 report were being implemented effectively within the city-region.
2. That the contents of GM Remediation Acceleration Plan, set out in appendix A of the report, be noted.
3. That further update reports on this work will be submitted to the GMCA in the new year.

**GMCA 193/24 BREAKING DOWN BARRIERS TO OPPORTUNITY – A
PROPOSAL FOR A STRONGER EDUCATION SYSTEM AS
PART OF GREATER MANCHESTER’S STRATEGY – TO
ENABLE YOUNG PEOPLE TO PARTICIPATE & THRIVE
ACROSS GREATER MANCHESTER**

Councillor Eamonn O’Brien, Portfolio Lead for Technical Education, Councillor Mark Hunter, Portfolio Lead for Children & Young People and Deputy Mayor Kate Green, introduced a report which provided a focused overview of key areas across the education landscape from (Early Years to post 16) that if worked on with more intentionality and, focus and with a Greater Manchester and or combined national approach, would see improved outcomes for the sector and thus for young people.

The report sought approval and commitment from the GMCA to formalise the joint work programme, as outlined in the report, to ensure the right governance to take forward actions that demonstrably showed Greater Manchester to be the first Combined Authority to make this bold step. The report had been drafted in partnership with and endorsed by senior officers in all ten local authorities and the Combined Authority.

The paper highlighted areas that were being implemented to reduce the risk of fragmentation across the Greater Manchester system. There were some elements more under the direct control of Greater Manchester as a collective system than others, and these would be addressed through strong collaborative working.

The driving impetus behind the report was essentially that every child has a right to a decent education, to feel welcome and valued within the school setting, and to make the most of their childhoods and future potential. This was particularly beneficial in terms of ensuring that vulnerable and disadvantaged children received a strong education and the foundational support that the school setting could offer. There was considerable overlap with a greater risk of children being at harm and risk of criminality

where such children were allowed to 'fall between the gaps' and this could not be allowed to take place.

The GMCA Violence Reduction Unit had been funding a significant amount of activity in primary schools, particularly at the crucial transition points of years 5/6 where some children did begin to fall out of education due to struggling with these transition points.

The Mayor of Greater Manchester welcomed the report and emphasised the importance of school readiness and the value that this work. It was stated that work should be brought forward in the new year that would commit to a renewed level of dedication to lifting levels of school readiness. Pre-pandemic, Greater Manchester had been steadily closing the gap on the national average picture, but unfortunately the impact of the pandemic, which left a lot of children in the Greater Manchester region outside of school longer than many other areas of the UK, resulting in the gap beginning to open up again.

The Mayor of Greater Manchester advised that there had been discussions about the potential to establish/promote a Greater Manchester 'Bank of Teachers' which would essentially form a conduit for supply teachers, lessening of the cost burdens currently felt by many schools due to recurring needs for supply teachers provided by expensive agencies.

RESOLVED /-

1. That it be agreed that there should be a greater focus on education in the Greater Manchester Strategy.
2. That it be agreed that the areas outlined in the report were the priorities for this work.
3. That it be agreed that work on promoting inclusive mainstream schools, improving attendance, on making GM the best place to teach and on post 16 sufficiency should be taken forward immediately, noting that these areas do not require agreement from central government.

4. That it be agreed that officers should further develop this proposal, working with the education sector and partners alongside senior officers from LAs. This will include developing proposals which can be taken forward at GM level now and proposing solutions which require national government action.
5. That the GMCA record its thanks to Tim Bowman, Gemma Marsh and the Education, Work & Skills Team at GMCA for all their work on bringing this together.
6. That concerns raised about exclusions and pupil referral units be noted, and that work will take place to establish a best way in which all young people in the region can benefit from the best possible education system.
7. That it be noted that a renewed dedication to improving school readiness was required in the new year.
8. That consideration would be given to establishing a 'bank of teachers' to reduce pressures on schools and dependencies upon agencies in the new year.

GMCA 194/24 DELIVERING THE BEE NETWORK UPDATE - PERFORMANCE

Andy Burnham, Mayor of Greater Manchester, presented an overview of the performance of Greater Manchester's transport network for the period March 2024 – November 2024, and provided an update on preparations for implementation the final tranche of bus franchising. Key points highlighted included:

- October 2024 had seen the highest patronage numbers to date since the launch of the Bee Network, with a 7% increase on October 2023.
- Bus revenue had outperformed the target in every month to date.
- Metrolink patronage had increased 20% over the past year, completing a recovery from the pandemic, and November 2024 had seen the highest level of usage in its 32-year history, as part of this, fare evasion was also down by 1/3 after considerable work in this area.

- It was known that further work was still required in terms of punctuality, particularly in the tranche 2 area. TfGM was not complacent on this, and there was assurance that tranche 2 reliability would be an absolute priority going into the new year. Though it was noted that tranche 2 under the Bee Network was still performing better than deregulated services had.
- Tranche 3 preparations were largely in place, with Metrolink having already hired over 100 new drivers for services. 60 new electric buses would also come into operation on 5th January, with 134 in place in Tranche 3 by the end of March 2025.
- Rail services throughout the region remained an area of significant concern, particularly through the latter half of 2024, and the Combined Authority would be putting out a call to the government for someone to be appointed to get a full grip on poor network performance across the North West.

RESOLVED /-

1. That the update received on the performance of Greater Manchester's Transport Network and preparation for completion of bus franchising be noted.
2. That the GMCA will call for the government to act upon the increasingly poor performance seen across the Greater Manchester and wider national rail network.

GMCA 195/24 TFGM POWER PURCHASE

Caroline Simpson, Group Chief Executive for GMCA, TfGM & GMFRS, presented an update on the status of the TfGM Power Purchase Agreement (PPA) project.

The new contract would go a long way in helping TfGM meet its ambitions within the Environment Plan and the long contract being put into place would provide assurances around reliability and consistency of service.

RESOLVED /-

1. That it be noted that TfGM were progressing work on the procurement of a Power Purchase Agreement (PPA) under a programme to address current and future energy demand.

2. That it be noted that the TfGM PPA will function as a pathfinder for future PPAs to encompass the wider GMCA Group and potentially other GM partners.
3. That the proposed procurement approach for the TfGM Power Purchase Agreement (PPA) project be noted.
4. That it be noted that a further report will be submitted to the GMCA in Summer 2025, prior to entering into a PPA.
5. That the GMCA record its thanks to Mark Atherton and the GMCA Environment Directorate for the successful delivery of the 2024 GM Green Summit.

GMCA 196/24 BROWNFIELD LAND NEW ALLOCATIONS

City Mayor Paul Dennett, Portfolio Lead for Housing First, presented a report seeking approval for the reallocation of £10.8m of funding from the GMCA Brownfield Housing Fund.

£135m in capital allocation had been received for the years 2020-2025, and £150m as part of the 2023 devolution trailblazer, all of this fund was subject to rules around the spending of monies with certain timescales. The funding remaining could be put to use on a myriad of schemes that would benefit and it was proposed that the funding was reallocated accordingly.

The reallocations would support 19 projects and support in the delivery of 775 homes across the region. It was noted that 684 of the 775 homes would also be affordable homes.

RESOLVED /-

1. That the £10.8m allocations to projects identified at Appendix 1, of the report, be approved, subject to further due diligence.
2. That the variations to projects detailed in Appendix 2, of the report, be approved.

**GMCA 197/24 GOVERNMENT CONSULTATION – REMOTE MEETING
ATTENANCE AND PROXY VOTING**

Gillian Duckworth, Group Solicitor and Monitoring Officer, presented a report informing the GMCA of the scope of the Government consultation on enabling remote meeting attendance and proxy voting with a view to submitting a GMCA response, to be submitted by the deadline of 19 December 2024.

Members views had been previously canvassed and the general view had been that GMCA committees and panels should continue to be held in-person, although retain the discretion for local determined proxy voting and remote attendance in exceptional circumstances.

RESOLVED /-

1. That the experience of the Covid 19 Pandemic whereby all GMCA meetings were held remotely in considering the response to the Government Consultation be noted.
2. That it be agreed that meetings of the GMCA should normally be held in person but the right to determine whether its meetings or meetings of its various committees were held in person or remotely should rest with the GMCA in order to consider local circumstances and retain flexibility and for this view to be fed back into the consultation.
3. That the Consultation questions and draft responses, based on feedback from Members, as set out in appendix 1 of the report, be noted and that authority be delegated to the Group Solicitor and Monitoring Officer to finalise the submission, in consultation with the Mayor.

**GMCA 198/24 GREATER MANCHESTER INVESTMENT FRAMEWORK FUND
– CONDITIONAL PROJECT APPROVAL**

Steve Wilson, Group Treasurer, presented a report seeking approval for a loan to North West Evergreen Limited Partnership. The loan would be made from recycled funds.

RESOLVED /-

1. That a loan facility of up to £9,500,000 to North West Evergreen Limited Partnership be approved.
2. That authority be delegated to the Group Treasurer in consultation with the Group Solicitor and 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.

GMCA 199/24 EXCLUSION OF THE PRESS AND PUBLIC

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

**GMCA 200/24 GM INVESTMENT FRAMEWORK – CONDITIONAL PROJECT
APPROVAL**

Clerk's Note: This item was considered in support of the report considered in Part A of the agenda (GMCA 198/24).

RESOLVED /-

That the report be noted.

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**MINUTES OF THE MEETING OF THE
GMCA OVERVIEW & SCRUTINY COMMITTEE HELD WEDNESDAY, 11
DECEMBER 2024 AT THE TOOTAL BUILDINGS - BROADHURST HOUSE, 1ST
FLOOR, 56 OXFORD STREET, MANCHESTER, M1 6EU**

PRESENT:

Councillor Nadim Muslim	Bolton Council (Chair)
Councillor Peter Wright	Bolton Council
Councillor Russell Bernstein	Bury Council
Councillor Imran Rizvi	Bury Council
Councillor John Leech	Manchester City Council
Councillor Mandie Shilton – Godwin	Manchester City Council
Councillor Colin McLaren	Oldham Council
Councillor Terry Smith	Rochdale Council
Councillor Dylan Williams	Rochdale Council
Councillor Tony Davies	Salford City Council
Councillor Lewis Nelson	Salford City Council
Councillor Helen Hibbert	Stockport Council
Councillor Rachel Wise	Stockport Council
Councillor Jill Axford	Trafford Council
Councillor Ged Carter	Trafford Council
Councillor Shaun Ennis	Trafford Council
Councillor Mary Callaghan	Wigan Council
Councillor Fred Walker	Wigan Council

ALSO PRESENT:

Councillor Paul Dennett	Portfolio Lead for Housing and City Mayor, Salford
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OFFICERS IN ATTENDANCE:

Karen Chambers	GMCA
Gillian Duckworth	GMCA
Steve Fyfe	GMCA

O&SC 48/24 APOLOGIES

Apologies for absence were received from Councillor Basil Curley (Manchester), Councillor Claire Reid (Tameside), Councillor Naila Sharif (Tameside) and Councillor Joanne Marshall (Wigan).

Apologies were also received from Caroline Simpson, Group Chief Executive, Steve Wilson, Group Finance Officer and Nicola Ward, Statutory Scrutiny Officer, GMCA.

O&SC 49/24 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

Members were reminded of their obligations under the GMCA Members' Code of Conduct and were requested to complete an annual declaration of interest form, which had been emailed to them by the Governance & Scrutiny Officer.

The Chair further advised members that a private briefing on the development of the Greater Manchester Strategy and Delivery Plan would take place from 2-3.30pm and advised that the GM Mayor would be in attendance.

The Chair advised that, as there was no local elections taking place in May 2025, and the Committee had a busy work programme, he had suggested to officers to schedule meeting dates in April and June to provide continuity of scrutiny activity. There would, however, be a short recess in May 2025. He advised that dates would be circulated after the meeting.

The Chair invited the Chair of the Task and Finish Group, Councillor Helen Hibbert, to update the Committee on the progress of the group so far.

Councillor Hibbert advised that the first meeting of the Task and Finish Group was an information and scoping session to agree the focus of the deep dive. It was agreed that the focus would be the Safety of Women and Girls in Travel & Transport, with a particular focus on ensuring that the safety of women and girls is considered consistently in GM policy making. It was noted that the Task and Finish Group included members from the Police and Crime Panel and the Joint Health Scrutiny Committee.

So far, the group has looked at what data was available in relation to the perception of safety on the transport network and incidents that have taken place. The next meeting would be used to look at how the feeling of safety on the network was addressed and what schemes were in place to increase the perception of safety. There were six further sessions planned but the scope for those sessions had not yet been defined as it was important to remain open minded at this stage whilst gathering information. It was anticipated that a draft report would be presented to the Committee in April with the final report being presented in June.

RESOLVED /-

1. That members as per their obligation stated in the Code of Conduct would complete their Annual Declaration of Interest form and return it to the Governance & Scrutiny Officer.
2. That additional Overview and Scrutiny Committee meetings would be arranged for April and June 2025 and invites would be circulated after the meeting.

O&SC 50/24

DECLARATIONS OF INTEREST

RESOLVED /-

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

The Committee noted that within the minutes on page 7, point 1 it read:

Concerns were raised regarding a recent announcement on the proposed Post Office closures in GM and it was requested that an impact report be brought to the Committee.

The Chair advised that it was not appropriate for the Committee to take a report on this matter as it was a Local Authority issue, and the request should be made to their local scrutiny committee.

The Committee requested the minutes be amended to read:

Concerns were raised regarding a recent announcement on the proposed Post Office closures in GM and it was requested that an impact report on the proposed closures and the impact of previous closures be brought to the Committee.

The Chair advised that it was not appropriate for the Committee to take a report on this matter as it was a Local Authority issue, and the request should be made to their local scrutiny committee.

ADDITION (agreed 11/12/24) - The member who requested this matter be considered by the GMCA Overview & Scrutiny Committee further requested that it be recorded that there were no other indications of support from the Committee for this approach.

RESOLVED /-

That subject to the inclusion above, the minutes of the GMCA Overview and Scrutiny Committee held on 27 November 2024 be approved as a correct and accurate record.

The Chair invited Salford City Mayor Paul Dennett, GMCA Portfolio Lead for Housing First, and Steve Fyfe, GMCA Head of Housing Strategy, to present this item.

The City Mayor Paul Dennett introduced the report that provided the Committee with an update on the progress being made in delivering the recommendations from the GMCA Overview & Scrutiny Committee Task and Finish Report on Affordable Living which was presented at the 13 July 2024 meeting.

The City Mayor updated the Committee on the six recommendations, highlighting areas where the GMCA should take the lead, as detailed in the report's table. He provided context on the GM Integrated Settlement, confirmed at the Autumn Spending Review, and discussed strengthening ties with Homes England through a new commissioning model. Additionally, he mentioned the preparation of a 10-Year Plan for Growth and Prevention, which aimed to deliver new homes, jobs, and infrastructure through a place-based approach that aligns national and local investments. Plans were also underway to develop a co-produced GM Housing Strategy, building on the Housing First philosophy, with the goal that everyone in Greater Manchester would live in a safe, secure, healthy, and environmentally sustainable home by 2038.

Recommendation 1 – Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs. The City Mayor advised the Committee that the housing market was not delivering affordable housing in line with what people are earning and the gap was widening. Issues with data and the national development framework were impacting on this work. GM has committed to providing 75,000 new homes, 10,000 of which needed to be affordable homes, and GM was collaborating with Homes England and local authorities to deliver these.

The City Mayor mentioned that the ongoing consultation on the Social Housing Rent Policy, which was due to end on December 23, could influence this work and may require additional efforts.

Recommendation 2 - Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit. The City Mayor advised that debt and welfare advice was a non-statutory service, and local authorities did not receive any funding to provide these services. Therefore, this support was delivered via partnerships and collaborative working. He mentioned that the GM Live Well Financial Resilience Group was responsible for coordinating efforts, identifying best practices, sharing knowledge, and standardising approaches across GM to prioritise tackling debt. Additionally, the GM Housing Partnership played a role in that initiative by supporting individuals who may be struggling with rent, service charges, and debt.

Lobbying and campaigning for welfare and debt advice to become a statutory service would also be beneficial.

Recommendation 3 - A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively. The City Mayor advised that plans were in place to develop a co-produced GM Housing Strategy in the new year, building on the Housing First philosophy and the ambition was for everyone in GM to have a healthy home by 2038.

Recommendation 7 – Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living. The City Mayor advised that a package of support for private landlords was being incorporated into the Good Landlord Charter offer.

Recommendation 8 – Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member of the Good Landlord Charter. The City Mayor commented that it was important to acknowledge that there were developments afoot nationally in regard to the National Decent Homes Standard for social and private housing and the Future Homes Standard for new homes committed through and approved by local planning system would have an impact on this work.

The City Mayor confirmed that a partner had been procured to deliver the GM Good Landlord Charter.

Recommendation 10 - An annual GM Strategic Place Partnership event with key planning influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further

conversations regarding capacity and required expertise. The City Mayor advised that an annual GM Strategic Place Partnership event would be an opportunity to come together locally, creating space for local elected members and officers to share best practice was a positive suggestion and an Affordable Homes Roundtable with providers had already taken place. Members were encouraged to hear that the Affordable Homes Roundtable that took place was welcomed by housing providers and hoped these would continue.

The City Mayor highlighted the significant challenges and pressures that housing providers faced due to the Grenfell tragedy and the tragic case of Awaab Ishak in Rochdale. He expressed concerns that these issues could impact the ability to deliver new housing at pace.

It was confirmed that the integration of the GM Strategic Place Partnership into the emerging governance for the Housing First Unit would ensure the alignment of priorities and decision-making processes.

The City Mayor advised the Committee that a great deal of work was underway to implement the recommendations of the task and finish review. They were not isolated efforts but were integrated into the broader activities within housing and spatial planning.

Officers advised that the Devolution White Paper would further influence this work. A new version of the NPPF (National Planning Policy Framework) was expected and officers were in the process of writing some guidance setting out how net zero and Places for Everyone should be operationalised.

The Committee thanked the City Mayor and officers for the report.

Members asked what support could be provided for vulnerable residents struggling to pay historical pay day loan debt. The City Mayor agreed that this was important to address and stated that local authorities would like to do more than they currently could. This was due to, as previously mentioned, to these services being non statutory and consequently the local authorities did not have the resources to provide the support that was needed. Local Authorities were working with partners to ensure that there was some support available, but more was needed to ensure that there was a systemic change to address debt and the impact of the cost of living on those struggling with debt.

Members commented that it was important to ensure member representation on Housing Association Boards as currently in some areas there was no political oversight, and homes were continuing to be demolished and sold which was further diminishing the social housing stock. Members asked if anything could be done to ensure a minimum number of Councillors were appointed on the boards. The City Mayor advised that, at the moment, there was no data to explore this as it does not include how many LHA (Local Housing Association) homes and below were being built so there was no complete stock total. In relation to the Housing Association Boards, the City Mayor advised that a piece of work was taking place to look at the democratic oversight of these and a report would be presented to GM Leaders with a

view to them to advising of the next steps. The City Mayor recommended that members speak to their Leaders about this to ensure it was on their agenda.

Members asked about the benefits of a partnership with Homes England, compared to the national model. The City Mayor advised that the benefits of the partnership were closer working relationships and collaboration. That close working allowed GM to access funding streams and investments that sit outside the partnership which Homes England manage and oversee.

Members asked if the new funding arrangements would impact on GM's ability to deliver more housing. The City Mayor advised that £500m has been allocated to the Affordable Homes Programme (AHP) for one year. This was important as schemes were stalling and progress was not being made as GM had already exhausted the previous AHP funding. The City Mayor advised that a significant increase in funding was needed in the next spending review, to address the challenges in viability, and gap funding was also critical to allow GM to deliver affordable housing.

Members commented that Salford City Council had been successful in delivering more affordable homes within private housing developments and asked if that success could be transferred wider. The City Mayor stated that Salford had made housing a priority and had developed their own housing company, using commuted sums from other developments, land holding and unsupported borrowing from PWLB (Public Works Loan Board) to build council housing at a very high standard. This was a lengthy process, taking over a year to establish the legal and group structure. He commented that Local Authorities had to take an active role in tackling the housing crisis, as the Government did post WW2; that was the only time that homelessness was rendered statistically insignificant.

Members were concerned that there was no mention of the Nature Recovery Strategy in the report, and how this links in with the need to build new homes whilst preserving green spaces. The City Mayor advised that the Spatial Plan for GM prioritises urban density to protect our green spaces. Bringing access to green spaces into the urban environment was very important and should continue to be a

priority and the benefits of green spaces on health and wellbeing should be available to all residents of GM.

Members asked how private landlords would provide cost-of-living advice to their tenants. The City Mayor explained that parts of the public sector would offer this advice, ensuring landlords have access to information about available schemes, such as warm homes. He confirmed that officers were incorporating this into the Good Landlord Charter.

Members expressed concerns about Landlord Selective Licensing, noting that some landlords might neglect necessary home repairs to meet the Good Landlord Charter standards. They also highlighted that these landlords would not ensure homes were energy efficient and questioned how the Good Landlord Charter would address these issues. The City Mayor recognised concerns about inconsistencies in the Government's approach to selective licensing and the 20% limit. While we were not advocating for landlord licensing across GM, we need to assess the interest in this area to determine if it could add value, as it falls under local authorities' jurisdiction. Regarding the Good Landlord Charter, GM have the authority under the Housing Act, to require property checks and recharge landlords for necessary work. However, there were capacity issues within local government to carry out this work, necessitating significant efforts to enhance skills and capacity.

Members noted the ambition in GM to build 10,000 net zero affordable homes and enquired whether these would be allocated through Places for Everyone at 1,000 per borough. They also questioned the consequences if local authorities failed to meet this target. The City Mayor responded that this would be addressed in the local plan, with each local authority working with partners. However, he emphasised that collectively, GM must achieve this target and is committed to doing so.

Members expressed concerns in relation to GMCVO (Greater Manchester Centre for Voluntary Organisations) going into administration and the implications of this on the Housing First initiative. The City Mayor advised that he was aware of the situation and noted that the GMCA was working with the administration to understand the

impact of this. At the moment our priority was supporting those staff that might be facing redundancy.

Members expressed concern that debt advice and support was not within the City Mayor's remit and questioned whether an affordable living approach could be adopted within his portfolio. The City Mayor emphasised that housing and service charges were the main drivers of poverty. By making housing more affordable, issues related to food, transport, and debt could be addressed. He noted that while there were many initiatives targeting food poverty and improving access to good food at the local level, there was currently no strategic approach to integrate all these efforts. However, focusing on affordable living could provide a comprehensive solution.

Members observed inconsistencies in how residents reported housing disrepair and enquired about ways to remove barriers for a more streamlined approach. The City Mayor responded that this issue would be addressed as part of the Good Landlord Charter, in collaboration with partners and local authorities.

Members remarked that the Local Plan should ensure local homes were reserved for local residents. The City Mayor explained that each district has its own lettings system and policy, which dictated property allocation but there was some variation across GM. While there was ongoing work on issues including a GM policy for out-of-borough placements, there was currently no intent in establishing a unified GM-wide lettings policy.

Members emphasised the importance of recognising the connection between housing and health, noting that people need to live in healthy homes to lead healthy lives. They welcomed the focus on delivering this objective.

Members enquired about the possibilities of establishing a GM affordability standard and what additional measures could be taken to assist people in temporary accommodation, such as implementing social tariffs for utilities to prevent crises. The City Mayor responded that part of the definition would involve ensuring homes were

available for those on housing benefits. He acknowledged that this was a growing issue and highlighted the challenge of accessing social rents without an increase in government allowances. While he agreed that a GM affordability standard would be beneficial, he noted that it would be difficult to implement.

Members expressed concerns about the challenging delivery targets of affordable homes. The City Mayor responded that GM was performing exceptionally well compared to other regions and was leading the way. He acknowledged the delivery challenges, citing the impact of Grenfell and housing standards, which have diverted significant capacity to upgrading existing housing stock. Additionally, there were workforce, skills, and education challenges in the construction sector that needed to be addressed to better align industry needs with educational offerings. He emphasised that there was no Plan B, as non-collaborative efforts would not suffice; therefore, prioritising joint working was essential to deliver the homes the city region needs.

RESOLVED /-

That the comments of the Overview and Scrutiny Committee on the Task and Finish Report on Affordable Living update be noted.

O&SC 53/24

**OVERVIEW & SCRUTINY WORK PROGRAMME &
FORWARD PLAN OF KEY DECISIONS**

RESOLVED /-

1. That the proposed Overview & Scrutiny Work Programme for December 2024 – February 2025 be noted.
2. That Members use the Forward Plan of Key Decisions to identify any potential areas for further scrutiny.

RESOLVED /-

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

- 29 January 2025 – 1pm to 3.30pm
- 5 February 2025 – 1pm to 3.30pm
- 26 February 2025 – 1pm to 3.30pm
- 26 March 2025 – 1pm to 3.30pm
- April 2025 – to be confirmed
- June 2025 - to be confirmed

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Agenda Item 6

MINUTES OF THE MEETING OF THE BEE NETWORK COMMITTEE HELD THURSDAY, 12TH DECEMBER 2024 AT BOARDROOM, GMCA OFFICES

PRESENT:

Councillor Eamonn O'Brien (in the Chair)	GMCA
Councillor Hamid Khurram	Bolton
Councillor Alan Quinn	Bury
Councillor Tracey Rawlins	Manchester
Councillor Mike McCusker	Salford
Councillor Grace Baynham	Stockport
Councillor Jacqueline Owen	Tameside
Councillor John Vickers	Wigan

ALSO IN ATTENDANCE:

Vernon Everitt	GM Transport Commissioner
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OFFICERS IN ATTENDANCE:

Chris Barnes	TfGM
Melinda Edwards	GMCA
Martin Lax	TfGM
Richard Nickson	TfGM
Caroline Simpson	GMCA
Stella Smith	TfGM
Lee Teasdale	GMCA
Danny Vaughan	TfGM
Steve Warrener	TfGM

BNC/50/24 Welcome & Apologies

Apologies were received and noted from Mayor Andy Burnham, Councillor Joshua Charters (Oldham), Councillor Howard Sykes (Oldham), Councillor Phil Burke (Rochdale), Councillor David Meller (Stockport) and Councillor Stephen Homer (Tameside).

BNC/51/24 Declarations of Interest

There were none.

BNC/52/24 Chairs Announcements & Urgent Business

The Chair welcomed all to the meeting, explaining that unfortunately the Mayor was unable to attend due to necessary attendance at a growth mission board with the Chancellor of the Exchequer. However, he had asked that his comments on the current strike action being undertaken by Transport for Greater Manchester (TfGM) staff be highlighted at the meeting.

The Mayor had been in frequent correspondence with the relevant unions on the pay offer dispute. The latest correspondence was presented to the Committee which focussed on the need to ensure that the lowest paid in the workforce received the highest levels of pay rise as a priority.

Members noted that whilst disruption of bus and tram services as a result of the strike was not anticipated, concern was expressed about the potential impact on users who needed support functions provided by TfGM staff. It was noted that not all staff members were striking, and a 'roaming management' ensured that no locations were going unsupervised, and no interchanges had needed to close. However, roughly half of 'travel shops' had needed to close. If the strike continued into the weekend, it could cause a number of disruptions, but plans were in place to minimise the impact of these as much as possible.

Members asked if the strike action could impact upon the 5th January 2025 commencement date of tranche 3 of the Bee Network. It was advised that a committed team remained in place to ensure the successful launch of tranche 3, and that no partner providers at the bus networks were engaged in strike action.

Members noted that the discussions over pay had been taking place for a considerable amount of time and expressed concern that there had not been previous updates on the status of discussions before reaching the point of the strike action. Officers stated that

with hindsight more regular updates should have been brought, and there would be a commitment to bringing these as and when required going forward.

Members noted that the concerns of striking staff were not just related to pay levels, but also a wider range of terms and conditions such as maternity arrangements. It was advised that pay agreements were made collectively with transport authorities in West Yorkshire and the West Midlands. Local issues around terms and conditions would need to be considered separately to this and the Mayor was open to further discussions on meeting asks on maternity, paternity, adoption, leave arrangements and 'on call' pay.

RESOLVED/-

1. That the new representatives for Tameside Council – Councillor Stephen Homer & substitute member Councillor Jacqueline Owen, be welcomed to the Committee.
2. That the update received on the strike action by TfGM staff and the current pay offer status be noted.
3. That TfGM officers will commit to updates on future active discussions with unions.

BNC/53/24 Minutes of the Meeting of 28th November 2024

Members referred to a government call for evidence taking place in relation to concerns about the impact of utility company street works and expressed hope that the coordinated response to this would emphasise the need for full carriageway reinstatements after works and not just patchwork filling, an appropriate response to the call for evidence would be drawn up.

RESOLVED/-

1. That the minutes be updated to note the apologies of Cllr Aidan Williams and Cllr Toby Hewitt.

2. That subject to the above amendment the minutes of the meeting of 28 November 2024 be agreed as a true and correct record.
3. That a coordinated response to the government consultation on managing the impact of street works be prepared by TfGM.

BNC/54/24 Bikes on Metrolink Pilot Evaluation

Danny Vaughan (Chief Network Officer, TfGM), Richard Nickson (Network Director, Active Travel, TfGM) and Stella Smith (Metrolink Sponsor) presented a report that provided a progress update on the guided pilot of the carriage of non-folding bikes on Metrolink trams and outlined the next steps, which was to further develop the proposition.

The studies to date had found that there would be a need to modify trams accordingly with the removal of some seating for bikes, to ensure safety as well as the further space constraints. There had been some opposition to date from disability representative groups who were understandably concerned about the impact on wheelchair space.

Some operational restrictions would likely be required, such as not allowing bikes on trams during the busiest peak periods, and there may be a need to restrict access to some stations due to narrow platforms, such as the Market Street stop in Manchester city centre.

Comments and Questions

- Members made reference to European tram networks such as Copenhagen where bike users had specific carriages reserved for them. Had this been ruled out due to the capital costs involved? It was advised that the current tram network design in Manchester was considerably shorter than those seen in many European cities therefore this was not feasible in the near future.
- Members referenced the potential capital costs, which were estimated to be between £5-8m. Where would these monies be coming from? And would it result in other works not taking place to fund this? It was advised that there was sufficient funding in place now to undertake detailed design work and prepare the business case for the funding. There would be internal bidding for

the funding as part of the CRSTS monies depending on the strength of this business case.

- Members sought further information relating to the mitigations for disabled people and how these would be policed? Officers stated that there were a number of issues generally with etiquette on the network that could be improved. Further work would be required with tram drivers on the importance of enforcing the rules, and on-board announcements would be improved to ensure frequent reminders. There would be signage for separate doors for bikes and wheelchairs to keep them apart and the increases in frontline staff on the network would be maintained.
- Members noted that the existing mobility scooter allowance scheme for Metrolink had resulted in a few barriers. Further detail was sought on this. It was advised that the studies had re-examined the arrangements for mobility scooters. It had been necessary to introduce a permit scheme for these on the network as the scooters came in such an array of sizes that some do not physically fit onto the trams. The scheme monitored the size and manoeuvrability of the scooter, as well as the driver competence. However, some complaints had been received about the scheme, particularly from visitors to Manchester, who had to undertake their testing in the area to acquire the permit. Therefore, the permit scheme was being modified to remove some of the current barriers to entry.

RESOLVED/-

1. That the contents of the report be noted.
2. That endorsement be given to the development of designs, cost estimates and a programme to enable the carriage of bikes on Metrolink.

BNC/55/24 Transport Infrastructure Pipeline

Chris Barnes (Network Director Infrastructure, TfGM) presented a report that provided an update on progress delivering a pipeline of transport infrastructure improvements to support the operation of the Bee Network.

Requests for financial approvals within the report included the Metrolink renewals and enhancements programme, and the redevelopment of Bury Interchange.

RESOLVED/-

1. That the current position, recent progress and key milestones on the transport infrastructure pipeline be noted.
2. That the submission of the Outline Business Case for the Bury Interchange Redevelopment scheme to the Department for Transport (DfT), as a CRSTS retained scheme be noted.
3. That approval be given to the drawdown of CRSTS funding and associated scheme progression as follows:
 - Bury Interchange Redevelopment: £1.55m; and
 - Metrolink Renewals Supervisory and Controls System: £3.6m.

BNC/56/24 Delivering the Bee Network – Network Performance

Danny Vaughan (Chief Network Officer, TfGM) and Vernon Everitt (GMCA Transport Commissioner) introduced a report that provided the Committee with an overview of the performance of Greater Manchester's transport network for the period March 2024 – November 2024, and to update on preparations for implementation the final tranche of bus franchising.

It was stated that a year into the Bee Network franchising, bus patronage was growing at a strong rate, which was testament to improving services. The introduction of new services and night service pilots had been strongly welcomed. Tranche 2 still had room for improvement, and it was hoped that the introduction of a number of additional buses in late November would stabilise and improve reliability in the problem areas.

November 2024 had seen Metrolink's highest ever patronage in a single month, beating records previously set during the same year. The continued expansion of the city region would likely see these numbers continue to grow.

Tranche 3 was a huge area to transfer over, but all plans remained in place for commencement on 5th January 2025. There would inevitably be a number of initial

teething problems, but a lot of learning had been taken from the first two tranches and it was hoped that these would quickly be resolved.

It was advised that work on safety had been taking place with bus operators, as it was intended that the bus network would reach a gold standard in terms of safety and pushing forwards the Vision Zero Strategy. A Bee Network Safety Strategy would be developed and brought to the Panel.

It was noted that the introduction of further TravelSafe officers onto the network had seen anti-social behaviour on the network fall by a third, and feedback was being received confirming that customers had picked up and had an improving perception of safety.

Comments and Questions

- Members referenced HS2, stating that existing arterial routes to the south were already at capacity, and it was vital that it was introduced in some form.
- Members welcomed further work taking place on bus safety, noting examples they had witnessed of buses going through red lights and pulling up very close to cyclists. It was asked that any examples of dangerous driving on buses be reported through appropriate channels at TfGM and action would be taken.
- Members stated that Metrolink timetables should be reviewed to ensure that they remain fit for purpose in an increasingly busy landscape, particularly in what were formally quieter periods such as late evenings following concerts and on Sundays.

RESOLVED/-

1. That the performance of Greater Manchester's Transport Network and preparation for the completion of bus franchising be noted.

BNC/57/24 Date of the Next Meeting

The next meeting of the Bee Network Committee would take place on Thursday 30th January 2025.

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MINUTES OF THE MEETING OF THE GMCA STANDARDS COMMITTEE HELD ON FRIDAY 13 DECEMBER 2024

Present:

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

Also present:

Gillian Duckworth	Group Solicitor & Monitoring Officer
Sarah Bennett	Deputy Monitoring Officer, GMCA
Nicola Ward	Statutory Scrutiny Officer, GMCA

GMSC/01/24 Apologies

RESOLVED/-

Apologies were received and noted from Councillor Bev Craig (Manchester).

GMSC/02/24 Chairs Announcements and Urgent Business

RESOLVED/-

There were no chairs announcements or urgent business.

GMSC/03/24 Declarations of Interest

RESOLVED/-

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

GMSC/04/24 Terms of Reference

RESOLVED/-

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

GMSC/05/24 Minutes of the GMCA Standards Committee 15 December 2023

RESOLVED/-

That the minutes of the GMCA Standards Committee meeting held on 15 December 2023 be approved.

GMSC/06/24 GMCA Standards Committee Work Programme

Nicola Ward, GMCA Statutory Scrutiny Officer took members through their work programme, which also included a look-back at the work they had undertaken since 2019. Members were asked to consider which areas of business they would like to consider at their forthcoming meetings.

The Group Solicitor & Monitoring Officer proposed that an Annual Report be brought to a future meeting of the Committee detailing any standards issues that had arisen throughout the year and highlighting any future training or development needs. Members agreed that it was good governance to report back on any standards issues and to hold to account any member who had breached the code of conduct.

RESOLVED/-

1. That the work programme be noted.
2. That an annual standards report be brought to a future meeting of the Committee.

GMSC/07/24 GMCA Code of Conduct

Gillian Duckworth, Group Solicitor and Monitoring Officer, introduced a report which presented the GMCA's Code of Conduct, recently updated in 2023 in line with the Local Government Association's Model Code. Members were informed that since the adoption of the model code there had been no further changes to guidance and were therefore asked to consider whether it still reflected best practice.

It was noted that there was a typo within the appendix to the Code of Conduct that detailed the seven principles of public life and officers agreed to ensure this was rectified.

RESOLVED/-

1. That the report be noted.
2. That the typo on page 32 of the report (page 281 of the Constitution) be addressed.

GMSC/08/24 Gifts & Hospitality

Gillian Duckworth, Group Solicitor and Monitoring Officer presented a report which detailed the GMCA's constitutional rules in relation to the acceptance of gifts and hospitality. It also provided members with the protocol by which any gifts or hospitality received by an elected member in their GM capacity was recorded and published on the GMCA website.

In line with this protocol, members were asked to consider amending the constitution so that each offer of hospitality could be judged on its own merits. The Group Solicitor & Monitoring Officer would determine whether the offer of hospitality was appropriate, however, this would be reported to the GMCA Standards Committee within the annual report. The Constitution also states that the Monitoring Officer is able to consult the Chair of the Standards Committee regarding the retention of any gift received over the value of £100.

Members questioned how the threshold of £100 had been determined, officers explained that this was in line with the thresholds set by other GM Local Authorities and also other Combined Authorities.

The Chair commented that elected members should ensure that their gifts and hospitality were first and foremost recorded by their local authority and that those instances where they are acting in a GM capacity should also be recorded by the GMCA. In doing so there would be complete transparency, and local governance

teams would be completely aware of all gifts and hospitality offered and received. In line with this, it was suggested that the GMCA policy and protocol be shared with governance teams across local authorities for their information.

RESOLVED/-

1. That the suggested amendments to the Gifts & Hospitality rules contained within the GMCA Constitution be recommended to the GMCA for approval.
2. That the updated Gifts and Hospitality Policy and Protocol be shared with governance teams across the GM Local Authorities for information.

Agenda Item 8

Minutes of the Greater Manchester Waste and Recycling Committee held on Wednesday 22 January 2025

Present:

Bolton Council	Councillor Richard Silvester
Bury Council	Councillor Alan Quinn (in the Chair)
Manchester CC	Councillor Lee-Ann Igbon
Manchester CC	Councillor Shaukat Ali
Oldham Council	Councillor Pam Byrne
Oldham Council	Councillor Ken Rustidge
Salford CC	Councillor Barbara Bentham
Stockport Council	Councillor Mark Roberts
Stockport Council	Councillor Dena Ryness
Trafford Council	Councillor Stephen Adshead

Officers in Attendance:

GMCA Deputy Monitoring Officer	Sarah Bennett
GMCA Waste & Resources	David Taylor
GMCA Waste & Resources	Michelle Whitfield
GMCA Waste & Resources	Justin Lomax
GMCA Waste & Resources	Lindsey Keech
GMCA Waste & Resources	Paul Morgan
GMCA Environment	Sarah Mellor
GMCA Governance & Scrutiny	Kerry Bond

DISTRICT OFFICERS IN ATTENDANCE:

Bury Council	Cameron Goggins
Tameside Council	Jo Oliver

WRC 25/01 Apologies

Resolved/-

Apologies for absence were received and noted from Councillors Gareth Staple-Jones (Bury), Aasim Rashid (Rochdale), David Lancaster (Salford), Paul Heilbron (Salford), Laura Boyle (Tameside) and Dylan Butt (Trafford).

Apologies were also received and noted from Caroline Simpson (GMCA).

WRC 25/02 Chairs Announcements and Urgent Business

Resolved/-

1. There were no announcements or items of urgent business reported.

WRC 25/03 Declarations of Interest

Resolved/-

1. There were no Declarations of Interest reported.

WRC25/04 Minutes of the Meeting held on 16 October 2024

Resolved/-

1. That the minutes of the meeting held on 16 October 2024 be approved as a correct record.

WRC 25/05 Membership of the GM Waste & Recycling Committee 2024/25

Resolved/-

To note that Councillor Laura Boyle (Tameside) was appointed to the Committee for 2024/5 at the GMCA meeting held on 13 December 2024, replacing Councillor Denise Ward.

WRC 25/06 Budget and Levy 2025/26 and Medium-Term Financial Plan to 2027/28

Lindsey Keech, Head of Finance Capital & Treasury Management, GMCA presented a report detailing the budget and levy for 2025/26 and on the Medium-Term Financial Plan (MTFP) to 2027/28 to be delivered by:

1. A total levy requirement for 2025/26 of £179.2m, which represents a 2.8% average increase over 2024/25. At a District level, the levy changes range from 2.2% to 3.6%; and
2. The MTFP then proposes levy charges of £192.2m in 2026/27 and £199.4m in 2027/28.

Officers confirmed that a new Materials Recovery Facility (MRF) will be built at Salford Rd due to the Longley Lane facility not having the capacity to deal with the recycling needs under the Simpler Recycling Scheme being introduced in 2027.

Resolved/-

1. That the forecast outturn for 2024/25, and a proposal to return a further £10m of reserves to Districts from the forecast in-year underspend be noted.
2. That the proposed 2026/27 Trade Waste rate of £141.94 to allow forward planning by Districts be noted.

3. That the capital programme for 2025/26 as set out in Appendix A be noted.
4. That the budget and levy for 2025/26 of £179.2m (2.8% increase) be noted.
5. That the risk position set out in the Balances Strategy and the intention to return a further £20m of reserves to Districts in 2025/26 be noted.

WRC 25/07 Contracts Update

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report which provided an overview on performance of the Waste and Resource Management Services and Household Waste Recycling Centre (HWRC) Management Services Contracts, the latest position on the UK Emissions Trading Scheme (UK ETS) and Carbon Capture and Storage.

The report presented cumulative annual data, for the period up to the end of September 2024 (Quarter 2) of the financial year 2024/25 (contract year 6), for the two contracts held by Suez including an overview of the cumulative data, HWRC combined performance and waste recycling collections rates.

No events reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) had occurred during April-September 2024.

The UK Emissions Trading Scheme and Carbon Capture and Storage is scheduled for implementation in January 2028 with the preceding two years to be used as a period to put in place and test the systems that will administer the scheme.

Discussion will take place with districts on the estimated financial impacts of the UK ETS scheme.

The operator at the Runcorn Energy from Waste Facility is in detailed discussions with the Department for Energy Security & Net Zero to implement a carbon capture and storage project which requires the approval of GMCA as a supplier of c.36% of waste to the facility.

Following discussions with Viridor, the operator of the EfW and main partner in the project, during 2024, GMCA's concerns over the technology and the impact the project may have on contracts and costs remain.

Questions and comments included:

Members suggested that Leaders be made aware of the possible impact of the UK Emissions Trading Scheme (ETS) and Carbon Capture and Storage on district finance, and that government be lobbied with the request to allow local authorities to act on carbon locally.

Officers confirmed they have written to the Department for Energy Security and Net Zero highlighting GM concerns and have received confirmation that they, with Defra, are looking at the issues raised. Once clarity is received a report will be taken to GM Leaders with further detail on both UK ETS and Carbon Capture and Storage.

Members stressed the importance of local level campaigns on recycling of food waste. Officers confirmed that food waste is on the communications plans for next year.

Officers confirmed that sustainable consumption and production work is taking place with the textile industry, Suez are looking at financial alternatives and solutions to divert waste that would be eligible under the scheme.

Resolved/-

1. That the report be noted.

WRC 25/07 R4GM Community Fund

Michelle Whitfield, Head of Communications and Behavioural Change, GMCA Waste and Resources Team talked to a report and presentation updating the terms and conditions of the Recycle for Greater Manchester Community Fund following a

review to ensure it is meeting the goals of reducing waste, increasing reuse, repair and recycling and that the outcomes were being measured effectively

Members were asked to consider the recommendation to update the aims and objectives, to rename the fund to Renew Greater Manchester Community Fund and to redevelop the application and scoring process to prioritise projects that are higher up the waste hierarchy from April 2025. As part of the review of the Community Fund, the team has spoken to other waste authorities who deliver similar schemes to learn specific best practices that may be useful in evolving and improving the GM Community Fund.

The update included:

- Key successes:
 - Manchester Library of Things
 - Heaton Repair Café
 - Green Sock Project
 - Humans MCR
 - Recycle IT Bolton
 - Flixton Primary School PTA
- Review of Project Outcomes
- Aims and objectives of the community fund
- Update of the Recycle for GM Community Fund from April 2025:
 - update the aims and objectives
 - rename the fund to Renew Greater Manchester Community Fund, and
 - to redevelop the application and scoring process

Comments and questions included:

Members requested that the communications plan targets communities that would benefit from the projects across GM.

It was suggested that an understanding of barriers to delivering projects be sought, along with discussions at GM and local level on what can be don't to assist people setting up projects and in what areas these would have most impact.

Members requested a mapping exercise take place on work and projects across GM that could be communicated to residents.

Members highlighted the need to address fly tipping and the recycling of bulky waste and suggested a working group be set up to investigate what is required to action the issue across GM and at local level.

Officers would discuss possible bulky waste collections with Suez and will promote in local areas.

Resolved/-

1. That the report be noted.
2. That the proposals to update the aims and objectives of the Community Fund, to change the name of the fund to Renew Greater Manchester Community Fund and to redevelop the application and scoring process to prioritise projects that are higher up the waste hierarchy to be implemented from April 2025 be agreed.

WRC 25/08 Strategy and Policy Update

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team provided an update on the latest developments in implementing the Resources and Waste Strategy (RaWS) proposals and implications for GMCA.

Packaging extended producer responsibility (pEPR) scheme has been developed that obliges producers of plastic, metal, glass, paper and card, composite fibres (cartons) and wood packing to pay towards the management of waste packaging. As a waste disposal authority, the GMCA would receive money to cover the costs of

recycling and recovering packaging delivered to it by the waste collection authorities or taken by the public to household waste recycling centres. Districts will receive money to cover the cost of collecting the packaging which will include an overhead to cover administrative and management costs, the 24/25 payment is estimated to be £22.673 million.

Following review of the notification letters the calculation methodology is far from clear and the GMCA has asked for further detail.

The development of the Deposit Return Scheme (DRS) planned to go live in 2027 is being monitored to enable the impact it could have on the volumes of in-scope containers being collected at the kerbside and further sorted at our materials recovery facility.

Government announcements in November 2024 gave an update on the implementation of the Simpler Recycling regime that will ensure a consistent set of materials are collected through kerbside recycling schemes, this includes the exemption of the separate collection of food and garden waste as previously considered, residual waste collections frequency will be decided locally.

The phased timescale of collections is required to be in place by 31 March 2025 with separate food waste collections delayed until 2034.

Comments and questions included:

It is unknown how residents will recycle aluminium and plastic drink cans and bottles once the deposit return scheme (DRS) begins. Defra presume that 90% will be recycled via the scheme and not at kerbside which could reduce district recycling rates resulting in contractual claims for loss of income.

Due to the lack of national processing capacity for these items it is too early to advise whether the collection of pots, tubs, trays and soft plastics will offset potential losses due to the DRS.

Officers advised that the impact of the emissions trading scheme, the need for extended producer responsibility to be extended beyond packaging materials, markets for materials e.g. plastic films and the successor to the green gas support

scheme expiring in 2028 will be discussed with the Secretary of State at a conference being held on 23 January. Members requested that clarity on the English Waste Strategy also be addressed.

Members were advised that the 2026 deadline for weekly collection of food and garden waste from all properties still stands for the three authorities that don't have transitional arrangements. For the six authorities that do have transitional arrangements, they will not have to change their services until 2034.

Resolved/-

1. That the report be noted.

WRC 25/08 Update on the Management of Waste Upholstered Domestic Seating

Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team provided members with an update on the management requirements for waste upholstered domestic seating (WUDS) that contain persistent organic pollutants (POPs) following the introduction of new compliance procedures in January 2023.

Local authorities are no longer able to send certain seating materials containing POPs to landfill due to the chemical substances that are known to stay intact and not breaking down. The new process for managing these materials includes, segregation of bulky waste collected at kerbside and the household waste recycling centres (HWRC) where separate skips are required for WUDS that contain POPs or being managed as if they do, and one for other bulky waste.

On 1 December 2024 the Environment Agency confirmed that these changes needed to be made immediately following the expiry of a regulatory position statement that provided a 2 year transition period to the new arrangements. GMCA is working closely with Suez and districts to find a solution to the management of this

process. The collection of this type of waste also applies to fly tipping, discussions are taking place with the Environment Agency around the issue this creates.

Comments and questions included:

Members were advised that the legislation was introduced due to the potential for certain chemicals to remain in the environment for many years. These substances have been found in ground water and rivers and this is suspected to be due to leaching from landfill sites. The new regulations are intended to prevent landfill of these materials, instead they must be destroyed through incineration.

Resolved/-

1. That the report be noted.

WRC 25/09 Sustainable Consumption and Production Programmes Update

Sarah Mellor, Head of Sustainable, Consumption and Production , GMCA Environment Directorate provided a report on the progress of programmes and initiatives within the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan with a focus on Circular Economy and Sustainable Lifestyles, the update included:

- Phase 2 of the Refill Schools Programme with 15 schools participating.
- Eco-School Fund – 56 applications were received with funding being released to successful applicants in February. Focus is on climate, education and sustainable lifestyle. Sponsorship is being sought from external partners to expand the projects. Applications for the next fund will be opened later in the year.
- Green Summit on 9 December launched the new Five-Year Environment Plan with 8 new themes to deliver the plan.
- Work is underway with Bee Net Zero to deliver the Circular Economy Business Platform.

- A Textiles Working Group has been established.

Questions and comments included:

Members asked whether a digital offer for future Green Summits will be made to enable those unable to attend in person, particularly children and young people, to contribute. Officers confirmed that a hybrid offer is being investigated for the next event scheduled for March 2026 along with other events held.

Members asked whether the Salford Textile Trail scheme will be expanded to other districts and if details of the trial could be shared when available.

Officers confirmed that analysis will be brought to a future meeting.

Data from a textile market testing exercise carried out in Merseyside will be shared with districts once received to look into the possibility of creating a GM wide scheme.

Councillor Tom Ross requested that thanks to all involved in the Green Summit be placed on record.

The launch of the 5-year Environment Plan was central to the summit with one of the key messages being how we can meet the 2038 target, with one of the aims being the transition to a circular economy, highlighting that communication to residents showing how they can impact on the aim being key.

Resolved/-

1. That the report be noted.

WRC 25/10 Future Meeting Dates

Resolved/-

To note the future meeting dates for the Committee:

12 March 2025
9 July 2025
8 October 2025
21 January 2026
18 March 2026

WRC 25/11 Exclusion of Press and Public

Resolved/-

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business because this involved the likely disclosure of exempt information, as set out in the relevant paragraph 3 of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

WRC 25/12 Contracts Update

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report updating members on performance and commercial issues relating to the Waste and Resource Management Services contracts.

Resolved/-

1. That the contract updates and key risks detailed in the report be noted.

Agenda Item 9

Minutes of the meeting of the GMCA Audit Committee, held on Wednesday 22nd January 2025, at The Mechanics' Institute, 103 Princess Street, Manchester. M1 6DD

Present:

Councillor Dylan Butt	Trafford Council
Councillor Colin McLaren	Oldham Council
Councillor Elliot Moss	Bury Council
Grenville Page	Independent Member (Chair)
Catherine Scivier	Independent Member
Susan Webster	Independent Member

Officers:

Steve Wilson	GMCA Group Chief Finance Officer
Sarah Horseman	GMCA Deputy Director, Audit and Assurance
Damian Jarvis	Internal Audit, GMCA
Paul Chase	Internal Audit, GMCA
Phil Swan	Digital Director, GMCA
Mark Scoales	Head of Digital, GMCA
Ashley Southern	Senior Systems and Intelligence Manager, GMCA
Paul Harris	GMCA Senior Governance and Scrutiny Officer

In attendance: -

Karen Murray	Forvis Mazars, External Auditor.
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AC42/24/25 Apologies for Absence

Apologies for absence were received and noted from Councillor Andrew Simcock (Manchester), Councillor Emily Mort (Bolton) (sub), Councillor Jack Youd (Salford) (sub) and Caroline Simpson Group CEO.

AC43/24/25 Chair's Announcements and Urgent Business

A. Unaudited Statement of Accounts 2023-2024

The Chair explained that he had agreed to the consideration of the unaudited Group Annual Statement of accounts 2023/2024 as urgent business, to allow members an opportunity to review the latest version of accounts ahead of the statutory publication deadline of 28th February 2025; and to consider a request to delegate authority to the GMCA Group Chief Finance Officer, in consultation with the GMCA Audit Committee Chair, the publication of the final unaudited accounts.

The Annual Governance Statement, as approved at the meeting of the Audit Committee on 22nd October 2024, was also resubmitted.

It was suggested that the discussion on the accounts takes place as part of the External Audit update at Item 12.

B. Audit Independent Member Recruitment Process.

The Group Chief Finance Officer provided an update on the recruitment process for the recruitment of independent members of the GMCA Audit Committee and the Joint Audit Panel (Police and Crime).

Members asked that this process be undertaken as a matter of urgency.

AC44/24/25 Declarations of Interest

There were no declarations of interest made by any Member of the Committee in respect of any item on the agenda.

AC45/24/25 Minutes of the Previous Audit Committee Meeting

The minutes of the meeting of the Audit Committee held on Wednesday 22nd October 2024 were submitted. An action log was also appended to the minutes.

Resolved/-

That the minutes of the previous meeting of the committee, held on Wednesday 22nd October 2024, be approved as a correct record and the action log be noted.

AC46/24/25 Joint Audit Panel Update

The GMCA Group CFO provided an update on the work of the Joint Audit Panel since the last meeting of the Committee, which set out the key issues considered by the Panel.

Following a comment from a Member in respect of Joint Audit Panel member attendance, officers confirmed that the meeting was quorate.

In response to a comment from a Member it was noted that the minutes from the Joint Audit Panel meeting in December will be shared for the information of Audit Committee, once finalised.

Resolved:-

1. That the update from the Joint Audit Panel be noted.
2. That the minutes of the Joint Audit Panel meeting from December 2024 be shared with Audit Committee members for information.

AC47/24/25 Risk Management Update

The Deputy Director Audit and Assurance, GMCA introduced a report which informed Members of changes to the GMCA Strategic and Key Operational risks. The report also provided an update on the risk management activities undertaken since the last meeting of the Committee.

Following an enquiry from a Member officers explained that the Risk Register included a specific risk heading in respect of confidence of GMP that would capture any matters associated to any child sexual exploitation inquiry. Members noted that the GMCA Safe and Secure Communities Directorate continues to review and update directorate risk profiles. Members noted that the mitigation of actions can only be included with those risked that are owned by GMCA. A Member suggested that high-level overarching assurance from the Joint Audit Panel be sought in relation to activity taking place in relation to this matter.

A Member highlighted the risk “Failure to respond effectively to local/nation emergencies” which also had the potential for to impact a number of GMCA services and activities. In response, it was noted that the Corporate Risk Manager continues to work with the GM Resilience Hub to have confidence that there are continuity planning measures in place. In addition, consideration of emergency planning preparedness of those public services that are outside of local government control needed to be understood. It was suggested that Local Resilience be considered as a deep-dive topic at a future meeting of the committee.

In respect of the retention of the bus fare cap, a Member asked what the risk to the GM budget planning process this may have. In response, it was noted that the fare cap was to remain in place until December 2025 then will be reviewed as part of the wider review of GM fares and ticketing. The Budget implications of the fare cap were to be considered at the upcoming GMCA Budget meeting in February 2025.

A Member highlighted the deferment of the Public Service Telephone Network (PSTN) change over to 2027. In response, it was noted that this activity had been

deferred to 2027 due to concerns of the potential impact the change may have to vulnerable individuals that are reliant on Telecare services. A revised approach and action plan on PSTN is awaited from Government.

In welcoming the report, a member suggested that the report would be enhanced in future with the inclusion of brief commentary on the actions and mitigations that were to be included as part of Directorate risks.

Clarity on risk appetite in relation to risks was highlighted. In response, officers were to explore risk appetite with GMCA Directorate risk owners over the upcoming months.

A Member asked how robust the risk assessment of GMCA partners is. In response, officers explained the contract management risk arrangements with third-party contractors. It was noted that partnership working is different to contract management arrangements and consideration of which bodies the GMCA engages as partners was suggested.

Resolved/-

1. That the Risk Management update, as set out in the report, be noted.
2. It was suggested that Local Resilience be considered as a deep-dive topic at a future, appropriate meeting of the Committee.
3. That the Committee seeks from the Joint Audit Panel high-level overarching assurance regarding activity taking place in relation Child Sexual Exploitation.
4. In welcoming the report, a Member suggested that the report would be enhanced in future with the inclusion of brief commentary on the actions and mitigations that were to be included as part of Directorate risks.

AC48/24/25 Risk Deep Dive - Integrated Settlement Update and GMCA Assurance Framework

A Risk Deep Dive – Integrated Settlement Update.

The GMCA Group CFO introduced a presentation which will provided an update on the Integrated Settlement. The presentation gave an overview of the Integrated Settlement, the Flexibilities and Opportunities, Funds in Scope, Quantum and Formulae, Impact on GMCA, Single Assurance Framework and Implications for GMCA Audit Committee.

In response to an enquiry from a Member, it was noted that the existing GMCA formal decision making process will not change under the Integrated Settlement arrangements. The need to develop evidence bases to support the decision-making process was highlighted.

A Member sought clarification on the leadership, behaviour and culture changes that may be required to accommodate the potential opportunities to maximise greater funding flexibility. In response, it was noted that this change will be part of the Readiness Check process. The presentation highlighted that the new GMCA Group structure demonstrated the cultural approach to develop relationships and behaviour.

Following an enquiry from a Member in respect of how potential funding flexibility will be treated, officers explained that any flexibility of funding between capital and revenue would require a business case to do so. A Readiness Check process was being conducted Deloitte to ensure the right processes are in place.

Resolved/-

That the presentation on the Integrated Settlement be received with thanks and noted.

B Draft GMCA Assurance Framework

The Deputy Director of Audit and Assurance, GMCA introduced a report which presented the draft GMCA Group Assurance Framework to Members for their review and comment. The report also explained why the Assurance Framework is

needed and what the Audit Committee's role in relation to the Assurance Framework will be once GMCA is in receipt of the Integrated Settlement from 2025/26 onwards.

Following an enquiry from a Member, officers explained the role and function of the TfGM Audit, Risk and Assurance Committee (ARAC). It was noted that as part of the Governance review, the relationship of ARAC, will be considered. In addition, Members noted that the composition of ARAC included TfGM Executive members. The Chair of ARAC is an Independent Member of the Executive Board. It was suggested that the Annual Report of ARAC be brought to a future meeting of this Committee for information.

In respect of the Governance Review, officers sought to clarify with the GMCA Monitoring Officer if the input of the Audit Committee Chair is needed in this process.

In response to an enquiry from a Member regarding NHS governance arrangements, officers clarified the role of the GM Integrated Care Partnership Board and that of the Integrated Care Board. In addition, officers undertook to review the wording in relation accountability to the paragraphs associated to the arrangements in respect of NHS and GMP in the draft Framework document.

A Member highlighted the responsibility of Management to apply the Assurance Framework and not of the Internal Audit team and asked if that this responsibility was understood within the Authority. Committee Members endorsed this approach.

Following a comment from a Member on the ability to manage cultural and behavioural change in the organisation, it was suggested that assurance around the capability to programme manage the delivery framework be considered at a future meeting of the Committee.

In response to an enquiry from a Member, officers explained that the Integrated Settlement outcomes required further discussion with Government and that the Risk

Assurance Framework will seek to articulate the risks of non-delivery and how to prevent such an occurrence taking place.

A Member asked if there would be standardisation of business case templates. In response, it was noted that a suite of templates will be developed for consistency to show adherence to the Assurance Framework but each will need to be adapted for specific business cases.

A Member highlighted that the Assurance Framework will shape the work of the Committee and deep-dive focus. In addition, accounting and reporting arrangements needed to be understood as part of the work planning process.

Resolved/-

1. That the draft Assurance framework and the Audit Committee's role from 2025/26 onwards in relation to the Framework, as set out in the report, be noted.
2. That the approach of the Assurance Framework being the responsibility of Management to apply the Assurance Framework be supported by the Committee.
3. That assurance around the capability to programme manage the delivery framework be considered at a future meeting of the Committee.

AC49/24/25 Internal Audit Progress Report

The Deputy Director Audit and Assurance, GMCA introduced a report on Internal Audit Progress and Audit Action Tracking. The report informed Members of the Audit Committee of the progress made on the delivery of the Internal Audit Plan for 2024/25.

Members also noted that the report is also used as a mechanism to seek approval of changes to the internal audit plan.

It was noted that since the last meeting of the Committee, three reports have been finalised and published, with three further reports at the draft reporting stage.

The finalised audits in respect of Leavers' Compliance, ICT/Digital Asset Management and ICT/Digital Supplier Management were summarised in the report.

In response to a comment from a Member, officers confirmed that the Principal Auditor position was a twelve-month fixed term contract.

A Member welcomed the 92% action completion rate reported and suggested that this demonstrated the value of the work of the Internal Audit team across the organisation. Concern was raised that the capacity of the team may be stretched over the upcoming months due to the requirements of the Integrated Settlement planning and implementation. In response, it was noted the Internal Audit capacity arrangements were under review and that discussions were taking place with Government in respect of the administrative funding to support the new responsibilities associated with the Integrated Settlement.

In response to comment from a Member suggesting that the ICT Audit actions will reduce the current 92% action completion rate, officers explained that it was not anticipated that the quantum of these action will impact on current performance.

Following a comment from a Member in respect of whether there was in place a detailed framework of the responsibilities of GMCA Directors. In response it was noted that the respective role profiles provide an understand of Director's responsibilities.

Resolved/-

1. That the Internal Audit progress, as set out in the report be noted.
2. That the changes to the Audit Plan, as set out at appendix c to the report be approved.

AC50/24/25 GMCA IT Asset Audit and Leavers Audit

The Director of Digital introduced a report which seeks to provide the Audit Committee with progress against audits on the effectiveness of the Leavers' process and IT asset management controls within GMCA.

It was noted that the audits were conducted to evaluate the current controls over the management of computer hardware and software assets, identify any gaps or weaknesses, and recommend improvements. It was also noted that the review is crucial for ensuring that IT assets are managed securely and efficiently, mitigating risks related to cyber security, data loss, and asset mismanagement, and ultimately supporting the organisation's operational integrity and compliance with relevant standards.

The update explained the action plan and progress being made to address to actions identified by the audits. This has included the recruitment of additional resources to help manage assets.

It was noted that repeat testing of the audit actions will take place to identify what progress has been made. An off-boarding process guide in respect of leavers has been developed.

Following a comment from a Member, it was noted that a remediation plan has been developed and that validation work was to take place by Internal Audit. In addition, target dates were to be reviewed and that the IT External Auditor will be undertaking additional work.

In response to an enquiry, officers explained that some service improvements were needed to enable the automation of the asset and leaver process.

Resolved/-

1. That the reports be noted and that a further update be provided to the next meeting of the Committee.
2. That officers be thanked for their attendance and update on progress.

The GMCA Group CFO introduced a report which provided Members with the Treasury Management Strategy Statement and Annual Investment Strategy Mid-Year Review Report 2024/25. Members were reminded that the report had been written in accordance with the requirements of Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised 2021).

The following activities were covered within the report:

- An economic update for the first half of the 2024/25 financial year;
- A review of the Treasury Management Strategy Statement and Annual Investment Strategy;
- The Authority's capital expenditure, as set out in the Capital Strategy, and prudential indicators;
- A review of the Authority's investment portfolio for 2024/25;
- A review of the Authority's borrowing strategy for 2024/25;
- A review of any debt rescheduling undertaken during 2024/25;
- A review of compliance with Treasury and Prudential Limits for 2024/25.

A Member highlighted that the report provided the assurance required, however the report covered the period up to September 2024. In response it was noted that the timing of the meetings can be reflected in future reports to the Committee.

Resolved/-

1. That the Treasury Management Strategy Statement and Annual Investment Strategy Mid-Year Review 2024/25 and treasury activity, as set out in the report be noted; and
2. That members agreed that the Treasury Management Strategy Statement and Annual Investment Strategy Mid-Year Review Report 2024/25, as set out in the report be recommend its approval to the full Authority.

AC52/24/25 External Auditor Report

The External Auditor introduced a report which set out the GMCA Audit Strategy and Completion Report. The update informed members that the 2023/2024 Audit would not be undertaken as it was not going to be possible to complete the audit by the 28th February 2025 backstop date and for this reason, a disclaimer opinion is to be issued.

Members noted that a similar backstop had been put in place for the 2024/25 audit process.

Members also noted that this was an unsatisfactory position and was the result of an arbitrary deadline being imposed.

Members were asked to consider the 2023/24 unaudited accounts and to note the changes outlined in the report. The report also asked to delegate authority to the Chief Finance Officer, in consultation with the Chair of the Audit Committee to action any changes to the unaudited accounts. The Annual Governance Statement, as approved at the Committee on 22 October 2024 was also re-submitted.

A Member highlighted that the External Auditor needed to provide a Value for Money Statement. In response, it was noted that a draft Value for Money statement will be shared with Members in the upcoming week.

In terms of the audit for 2024/2025, a Member raised concerns that there may be a similar problem next year. In response the External Auditor explained the sliding backstop arrangement with 24/25 accounts deadline of February 2026. It was also noted that changes to the Accounting Code to take place and a consultation process was underway. An update on this will be provided to the next meeting.

In addition to the Report, Members also considered the unaudited GMCA Group accounts 2024/2024.

This report provides a copy of the Greater Manchester Combined Authority (GMCA) final unaudited group statement of accounts for 2023/24.

Resolved/-

1. That the GMCA Audit Strategy and Completion report, be noted
2. That the final unaudited group statement of accounts for 2023/24 be approved and that delegated authority be granted to the GMCA Group CFO/Group Chief Finance Officer in consultation with the Audit Committee chair, the publication of the final unaudited accounts.
3. That the Annual Governance Statement, as approved at the Audit Committee on 22nd October 2024, be endorsed.
4. That an update on the Accounting Code consultation was to be provided to the next meeting.
5. That the Value for Money statement be shared with Committee Members.

AC53/24/25 Audit Committee Work Programme 2024 -2025

Audit Committee members were asked consider and comment on the work programme of items that will provide a focus for the work of the Committee for the remainder of the 2024/25 municipal year.

It was noted that the Committee will look to programme the deep-dive topics identified at the previous meeting as part of a longer-term work programme at the meeting of the Committee in March 2025.

It was noted that a Budget training session for members have been arranged.

In respect of the Committee effectiveness work, it was suggested that a virtual workshop be arranged.

Resolved/-

That the Audit Committee Work Programme for 2024/25 be noted and that a longer-term work programme be developed and be presented to the next meeting of the Committee.

AC54/24/25 Dates and Times of Future Meetings

To note the future meeting dates for the Committee of Wednesday 19th March 2025, commencing at 10:00 am.

Greater Manchester Combined Authority

Date: 31 January 2025

Subject: Proposed Combined Authorities (Adult Education Functions) (Amendment)
Order 2025

Report of: Gillian Duckworth, GMCA Group Solicitor and Monitoring Officer

Purpose of Report

To seek consent to the making of a proposed Order by the Secretary of State to grant a further funding power in relation to Adult Education to the GMCA.

Recommendations:

The GMCA is requested to consent to the making of the proposed Order Combined Authorities (Adult Education Functions) (Amendment) Order 2025.

Due to the timescales set by the Department for Education it has been necessary to exempt this decision from call-in.

Contact Officers

Gillian Duckworth, GMCA Group Solicitor and Monitoring Officer

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

Under the provisions of the Local Democracy, Economic Development and Construction Act 2009 the Secretary of State may only make the Order with the consent of the relevant Combined Authority and each of their constituent authorities.

If passed the Order will give the GMCA a further funding power but no additional obligations. There will be no change to the powers and duties of the Constituent Authorities.

Financial Consequences – Revenue

The amendment is not expected to cause any additional costs or administrative burdens for the GMCA or for the constituent authorities. It will confer a new power to fund new qualifications, it will not impose a duty/statutory obligation to do so. There will be no additional funding related to this change. The GMCA will decide which qualifications it is able to fund from the resources it has available, as it does currently. The additional funding power will simply ensure that it is not restricted in terms of the qualifications it is able to fund.

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?

Yes – We have only just been notified that this consent is required and that a response is required urgently in order to enable the DfE to comply with parliamentary timescales and look to have the new funding power in place for the start of the new academic year. They have asked that consent be given by the end of January.

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

The DfE transfers statutory adult education functions to combined authorities via statutory instrument so they can decide, at a local level, which qualifications they wish to fund to support skills development in their areas. The DfE now are proposing to make a new Order to amend existing delegated functions to add a further education funding power.

2. The Proposed Amendment

- 2.1. The proposed amendment – to be introduced via the Combined Authorities (Adult Education Functions) (Amendment) Order 2025 – would give additional funding powers under Section 100(1B) of the Apprenticeships, Skills, Children and Learning Act 2009 to the GMCA.
- 2.2. GMCA can already fund a wide range of qualifications. However, qualifications are approved/defunded from time to time and without this additional funding power there is a possible argument that new qualifications cannot be funded. The additional funding power would mean that there was no doubt about the GMCA's ability to fund new technical education qualifications at Levels 2 and 3 that have been developed and approved for delivery from the 2025/26 academic year and would ensure it is within GMCA's gift to set funding policies and rules about the courses and qualifications it will, or will not, fund for Greater Manchester residents.
- 2.3. This funding power will not be applicable for adults aged under 25 who are in receipt of an EHC Plan, as they will continue to be funded from the 16 to 19 budget, nor will it apply to adults in detention, as they are funded by the Ministry of Justice.
- 2.4. DfE conducted a public consultation in November/December on the proposed amendment and are now keen to progress to laying Orders in Parliament at the earliest opportunity so that (subject to Parliamentary approval and timetabling) the additional power can be in place by 1 August in time for the 2025/26 academic year.

3. Risks/Impact of withholding consent

In the absence of this amendment, GMCA may need to inform colleges/training providers that the new qualifications are ineligible for funding, which would:

- risk disadvantaging Greater Manchester residents compared to learners in other areas who could access them
- create a burden for colleges and other training providers who want to deliver the new qualifications even if GMCA were to say they were ineligible for CA funding, especially where they were able to deliver them to non-GM residents.

4. Recommendations

Recommendations are as set out on the front page of this Report.

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Greater Manchester Combined Authority

Date: 31 January 2025
Subject: Strengthening the standards and conduct framework for local authorities in England (Ministry of Housing, Communities and Local Government Open Consultation)
Report of: Gillian Duckworth, Group Solicitor and Monitoring Officer

Purpose of Report

To inform the GMCA of the current open consultation being undertaken by the Ministry of Housing, Communities and Local Government (MHCLG) addressing possible changes to the ethical framework for elected members and to seek agreement as to whether to provide a formal response on behalf of the GMCA and if so, to agree the content of that response.

Recommendations:

The GMCA is requested to:

1. To agree whether to submit a consultation response on the government consultation entitled “Consultation: Strengthening the Standards and Conduct Framework for Local Authorities in England”, to MHCLG.
2. Subject to the decision at recommendation 1, to agree the contents of the consultation response on behalf of the GMCA.

Contact Officers

Gillian Duckworth, Group Solicitor and Monitoring Officer

Nicola Ward, Statutory Scrutiny Officer and Deputy Head of Governance

Equalities Impact, Carbon and Sustainability Assessment:

Legal Considerations

The current ethical framework is established in the provisions of the Localism Act 2011. It is light touch, with minimal sanctions available in the event of a break of the Code of Conduct by an elected member.

A change in legislation would be required to allow for any changes to current arrangements. The GMCA has already established a Standards Committee but may need to revise its Code of Conduct and associated procedures.

Financial Consequences – Revenue

If the proposed changes are introduced, it would most likely increase the administrative process for the management of the ethical framework for elected members. As any changes would be a statutory requirement, this would need to be addressed when further information on the detail of the proposed changes is made available.

Financial Consequences – Capital

None

Number of attachments to the report: 1

Tracking/ Process

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

Yes / **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

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Background

1.1 The Ministry of Housing, Communities and Local Government launched a consultation on the 18 December 2024 in relation to the ethical framework for elected members, often referred to as standards. It explains,

This consultation seeks views on introducing measures to strengthen the standards and conduct regime in England and ensure consistency of approach amongst councils investigating serious breaches of their member codes of conduct, including the introduction of the power of suspension.

Specific proposals being consulted upon for legislative change include:

- *the introduction of a mandatory minimum code of conduct for local authorities in England*
- *a requirement that all principal authorities convene formal standards committees to make decisions on code of conduct breaches, and publish the outcomes of all formal investigations*
- *the introduction of the power for all local authorities (including combined authorities) to suspend councillors or mayors found in serious breach of their code of conduct and, as appropriate, interim suspension for the most serious and complex cases that may involve police investigations*
- *a new category of disqualification for gross misconduct and those subject to a sanction of suspension more than once in a 5-year period*
- *a role for a national body to deal with appeals*

In addition, the consultation seeks views on how to empower victims affected by councillor misconduct to come forward and what additional support would be appropriate to consider.

1.2 The Localism Act 2011 established the current standards and conduct framework for local authorities in England. The current regime requires every local authority (and Combined Authority) to adopt a code of conduct, the contents of which must as a minimum be consistent with the 7 ‘Nolan’ principles of standards in public life (selflessness, integrity, objectivity, accountability, openness, honesty and leadership), and set out rules on requiring members to register and disclose pecuniary and non-pecuniary interests. Beyond these requirements, it is for individual authorities to set their own local code of conduct.

1.3 The Local Government Association (LGA) published an updated model code of conduct and guidance in 2021, which authorities could, and can still continue to choose whether to adopt or not. The GMCA adopted the model code of conduct in 2023, and this is set out in Part 7 Section A the Constitution.

1.4 Every local authority must also have in place arrangements under which it can investigate allegations of breaches of its code of conduct and must consult at least one independent person before coming to a decision. The GMCA has its own Standards Committee, currently chaired by its Independent Member. It also had appointed an Independent Person to provide advice on any breaches of the code.

1.5 Currently, there is no provision in current legislation for a sanction to suspend a councillor found to have breached the code. Sanctions are currently limited to less robust measures than suspension, such as barring members from a Committee or representative roles, a requirement to issue an apology or undergo code of conduct training.

1.6 Local authorities (and Combined Authorities) are also unable to withhold allowances from members who commit serious breaches of their code of conduct, and there is no explicit provision in legislation to impose premises bans or facilities withdrawals.

2. GMCA response

2.1 The questions are set out in Appendix A of this report with proposed responses. The full consultation can be found here - [Strengthening the standards and conduct framework for local authorities in England - GOV.UK](#)

2.2 In particular, members are asked to consider the following principal issues contained within the consultation document:

- Sanctions for elected members found to have breached the Code – should they be increased to include suspension and disqualification?
- Should sanctions also include the suspension of payment of allowances (where applicable)?
- Should safeguarding measures be introduced including interim suspensions and building bans whilst investigations are ongoing?

- Is it appropriate to have an appeals process and should there be a national body to support administration of any new provisions?
- What should be the publication requirements in relation to any breaches against the Code?

2.3 The key points of support within our draft response include –

- that there should be a prescribed minimum code of conduct and a set out approach to undertaking investigations of breaches and compliance requirements.
- that breaches referred for investigation by the Monitoring Officer should be heard by the Standards Committee (not the Combined Authority) as it is also their role to monitor the annual numbers of breaches and any trends.
- that the Independent Member should also be given voting rights to ensure a greater level of objectivity.
- that sanctions should be strengthened to include suspension (of a maximum of 6 months), ability to withhold allowances and refuse access to premises.
- that there should be the ability to apply an interim suspension (of a maximum 3 months) whilst an investigation is ongoing.
- that there be the ability to appeal a suspension (within 28 days) through application to an external national body.

2.4 The GMCA are asked to determine whether a formal response to the consultation should be provided by the GMCA and if so, agree the content of the response. The consultation closed on Wednesday 26 February 2025.

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Standards Consultation Report Annex A

Who we would like to hear from

Question 1

Please tick all that apply - are you responding to this consultation as:

a) an elected member – if so please indicate which local authority type(s) you serve on

- Town or Parish Council
- District or Borough Council
- Unitary Authority
- County Council
- Combined Authority / Combined County Authority
- Fire and Rescue Authority
- Police and Crime Panel
- Other local authority type - please state

b) a council officer – if so please indicate which local authority type

- Town or Parish Council
- District or Borough Council
- Unitary Authority
- County Council
- Combined Authority / Combined County Authority
- Fire and Rescue Authority
- Police and Crime Panel
- Other local authority type - please state

c) a council body – if so please indicate which local authority type

- Town or Parish Council
- District or Borough Council
- Unitary Authority
- County Council
- Combined Authority / Combined County Authority
- Fire and Rescue Authority

- Police and Crime Panel
- Other local authority type - please state

d) a member of the public

e) a local government sector body – please state

Strengthening the standards and conduct framework

a) Mandatory minimum prescribed code of conduct

Question 2

Do you think the government should prescribe a mandatory minimum code of conduct for local authorities in England?

- Yes **X**
- No
- If no, why not? [Free text box]

Question 3

If yes, do you agree there should be scope for local authorities to add to a mandatory minimum code of conduct to reflect specific local challenges?

- Yes – it is important that local authorities have flexibility to add to a prescribed code
- No – a prescribed code should be uniform across the country **X**
- Unsure

Question 4

Do you think the government should set out a code of conduct requirement for members to cooperate with investigations into code breaches?

- Yes **X**
- No
- Unsure

b) Standards Committees

Question 5

Does your local authority currently maintain a standards committee?

- Yes **X**
- No
- Any further comments [free text box]
The Combined Authority currently has a Standards Committee.

Question 6

Should all principal authorities be required to form a standards committee?

- Yes **X**
- No
- Any further comments [free text box]

Question 7

In most principal authorities, code of conduct complaints are typically submitted in the first instance to the local authority Monitoring Officer to triage, before referring a case for full investigation. Should all alleged code of conduct breaches which are referred for investigation be heard by the relevant principal authority's standards committee?

- Yes, decisions should only be heard by standards committees **X**
- No, local authorities should have discretion to allow decisions to be taken by full council
- Unsure

Question 8

Do you agree that the Independent Person and co-opted members should be given voting rights?

- Yes – this is important for ensuring objectivity **X**
- No – only elected members of the council in question should have voting rights
- Unsure

Question 9

Should standards committees be chaired by the Independent Person?

- Yes **X**
- No

- Unsure

Question 10

If you have further views on ensuring fairness and objectivity and reducing incidences of vexatious complaints, please use the free text box below.

Consideration should be given to how applied sanctions by the Local Authority should be reflected by the Combined Authority or vice versa. For example, it would be inappropriate for a suspended elected member to still attend meetings of the Combined Authority. This needs to be clear within legislation so that there is no subjectivity regarding its interpretation.

c) Publishing Investigation outcomes

Question 11

Should local authorities be required to publish annually a list of allegations of code of conduct breaches, and any investigation outcomes?

- Yes - the public should have full access to all allegations and investigation outcomes
- No - only cases in which a member is found guilty of wrongdoing should be published
- Other views – text box

Authorities should only have to report anonymised information about complaints to the Standards Committee every year. This will allow the Standards Committee can assess the types and levels of complaints and direct the Monitoring Officer to address any particular area of concern.

d) Requiring the completion of investigations if a member stands down

Question 12

Should investigations into the conduct of members who stand down before a decision continue to their conclusion, and the findings be published?

- Yes
- No X
- Unsure

e) Empowering individuals affected by councillor misconduct to come forward

Question 13

If responding as a local authority, what is the average number of complaints against elected members that you receive over a 12-month period?

1

Question 13a

For the above, where possible, please provide a breakdown for complaints made by officers, other elected members, the public, or any other source:

- Complaints made by officers 0
- Complaints made by other elected members 0
- Complaints made by the public 1
- Complaints made by any other source 0

Question 14

If you currently work, or have worked, within a local authority, have you ever been the victim of (or witnessed) an instance of misconduct by an elected member and felt that you could not come forward? Please give reasons if you feel comfortable doing so.

- Yes
- No
- [Free text box] N/A

Question 15

If you are an elected member, have you ever been subject to a code of conduct complaint? If so, did you feel you received appropriate support to engage with the investigation?

- Yes
- No
- [Free text box] N/A

Question 16

If you did come forward as a victim or witness, what support did you receive, and from whom? Is there additional support you would have liked to receive?

[Free text box] N/A

Question 17

In your view, what measures would help to ensure that people who are victims of, or witness, serious councillor misconduct feel comfortable coming forward and raising a complaint?

Access to a dedicated online form, email address or phone number to be able to report any concerns with an integrated process for anonymity.

Introducing the power of suspension with related safeguards

Question 18

Do you think local authorities should be given the power to suspend elected members for serious code of conduct breaches?

- Yes – authorities should be given the power to suspend members X
- No – authorities should not be given the power to suspend members
- Unsure

Question 19

Do you think that it is appropriate for a standards committee to have the power to suspend members, or should this be the role of an independent body?

- Yes - the decision to suspend for serious code of conduct breaches should be for the standards committee
- No - a decision to suspend should be referred to an independent body
- Unsure X
- [Free text box]

Question 20

Where it is deemed that suspension is an appropriate response to a code of conduct breach, should local authorities be required to nominate an alternative point of contact for constituents during their absence?

- Yes – councils should be required to ensure that constituents have an alternative point of contact during a councillor’s suspension X
- No – it should be for individual councils to determine their own arrangements for managing constituents’ representation during a period of councillor suspension
- Unsure

a) The Length of suspension

Question 21

If the government reintroduced the power of suspension do you think there should be a maximum length of suspension?

- Yes – the government should set a maximum length of suspension of 6 months X
- Yes – however the government should set a different maximum length (in months) [Number box]
- No – I do not think the government should set a maximum length of suspension
- Unsure

Question 22

If yes, how frequently do you consider councils would be likely to make use of the maximum length of suspension?

- Infrequently – likely to be applied only to the most egregious code of conduct breaches X
- Frequently – likely to be applied in most cases, with some exceptions for less serious breaches
- Almost always – likely to be the default length of suspension for code of conduct breaches
- Unsure

b) Withholding allowances and premises and facilities bans

Question 23

Should local authorities have the power to withhold allowances from suspended councillors in cases where they deem it appropriate?

- Yes – councils should have the option to withhold allowances from suspended councillors X
- No – suspended councillors should continue to receive allowances
- Unsure

Question 24

Do you think it should be put beyond doubt that local authorities have the power to ban suspended councillors from council premises and to withdraw the use of council facilities in cases where they deem it appropriate?

- Yes – premises and facilities bans are an important tool in tackling serious conduct issues X
- No – suspended councillors should still be able to use council premises and facilities
- Unsure

Question 25

Do you agree that the power to withhold members' allowances and to implement premises and facilities bans should also be standalone sanctions in their own right?

- Yes X
- No
- Unsure

c) Interim suspension

Question 26

Do you think the power to suspend councillors on an interim basis pending the outcome of an investigation would be an appropriate measure?

- Yes, powers to suspend on an interim basis would be necessary X
- No, interim suspension would not be necessary
- Any further comments [These should be limited to use in exceptional circumstances only]

Question 27

Do you agree that local authorities should have the power to impose premises and facilities bans on councillors who are suspended on an interim basis?

- Yes - the option to institute premises and facilities bans whilst serious misconduct cases are investigated is important X
- No - members whose investigations are ongoing should retain access to council premises and facilities
- Unsure

Question 28

Do you think councils should be able to impose an interim suspension for any period of time they deem fit?

- Yes X
- No
- Any further comments [free text box]

Consideration should be given as to the process by which this decision can be taken by the Standards Committee having consulted the Independent Person.

Question 29

Do you agree that an interim suspension should initially be for up to a maximum of 3 months, and then subject to review?

- Yes X
- No
- Any further comments [free text box]

Question 30

If following a 3-month review of an interim suspension, a standards committee decided to extend, do you think there should be safeguards to ensure a period of interim extension is not allowed to run on unchecked?

- Yes – there should be safeguards X
- No – councils will know the details of individual cases and should be trusted to act responsibly

Question 30a

If you answered yes to above question, what safeguards do you think might be needed to ensure that unlimited suspension is not misused?

If an interim suspension is over a certain length then there should a process for the elected member who is subject to the suspension to seek their own review of the decision.

d) Disqualification for multiple breaches and gross misconduct

Question 31

Do you think councillors should be disqualified if subject to suspension more than once?

- Yes – twice within a 5-year period should result in disqualification for 5 years
- Yes – but for a different length of time and/or within a different timeframe (in years) [Number boxes]
- No - the power to suspend members whenever they breach codes of conduct is sufficient X
- Any other comments [free text box]

Question 32

Is there a case for immediate disqualification for gross misconduct, for example in instances of theft or physical violence impacting the safety of other members and/or officers, provided there has been an investigation of the incident and the member has had a chance to respond before a decision is made?

- Yes X
- No
- Unsure
- [Free text box]

e) Appeals

Question 33

Should members have the right to appeal a decision to suspend them?

- Yes - it is right that any member issued with a sanction of suspension can appeal the decision X
- No – a council's decision following consideration of an investigation should be final
- Unsure

Question 34

Should suspended members have to make their appeal within a set timeframe?

- Yes – within 5 days of the decision is appropriate to ensure an efficient process
- Yes – but within a different length of time (in days) X 28 days from the date of the decision, to allow the elected member the opportunity to seek advice on the merits of an appeal.
- No – there should be no time limit for appealing a decision

Question 35

Do you consider that a complainant should have a right of appeal when a decision is taken not to investigate their complaint?

- Yes
- No
- Unsure X

Question 36

Do you consider that a complainant should have a right of appeal when an allegation of misconduct is not upheld?

- Yes
- No
- Unsure X

Question 37

If you answered yes to either of the previous two questions, please use the free text box below to share views on what you think is the most suitable route of appeal for either or both situations.

[Free text box]

f) Potential for a national appeals body

Question 38

Do you think there is a need for an external national body to hear appeals?

- Yes – an external appeals body would help to uphold impartiality X

- No – appeals cases should be heard by an internal panel
- Any further comments [free text box]

The appeal process should only be offered if a sanction meets certain criteria, i.e. over six months or if a decision has been taken to withdraw allowances. The appeals body should have its own triage process that allows them to reject cases with no chance of success so that bureaucracy and resource use remain proportionate.

Question 39

If you think there is a need for an external national appeals body, do you think it should:

- Be limited to hearing elected member appeals
- Be limited to hearing claimant appeals
- Both of the above should be in scope **X**
- Please explain your answer [free text box]

The process should be limited to particular circumstances so that it is not unnecessarily lengthened as this will potentially cause further distress to those involved and demand unnecessary resources. The provision of civil court action enables the most extreme cases to be referred onwards if deemed necessary.

Public sector Equality Duty

Question 40

In your view, would the proposed reforms to the local government standards and conduct framework particularly benefit or disadvantage individuals with protected characteristics, for example those with disabilities or caring responsibilities?

Please tick an option below:

- it would benefit individuals with protected characteristics
- it would disadvantage individuals with protected characteristics
- neither **X**

Please use the text box below to make any further comment on this question.

[Free text box]

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Greater Manchester Combined Authority

Date: 31st January 2025
Subject: Mayoral General Budget and Precept Proposals
Report of: Andy Burnham, Mayor of Greater Manchester

Purpose of Report

To set out the proposals for the Mayoral General Budget and precept for 2025-26 for consideration by the members of the GMCA. The proposals being made include the budget for the Fire Service which had previously fallen to the GM Fire and Rescue Authority to determine. The report includes details supporting the proposed precepts for the Mayoral General Budget as shown at paragraph 3.

Recommendations:

The GMCA is requested:

1. To consider my proposal to increase the Mayoral General Precept by £16 to £128.95 (for a Band D property), comprising of:
 - i) Greater Manchester Fire and Rescue Services - precept of £86.20 (**£5 increase**);
 - ii) Other Mayoral General functions - precept of £42.75 (**£11 increase**).
2. To note and comment on:
 - i) the overall budget proposed for the Fire and Rescue Service,
 - ii) the use of the reserves to support the revenue and capital budgets, and the assessment by the Treasurer that the reserves as at March 2026 are adequate,
 - iii) the proposed Fire Service capital programme and proposals for funding,
 - iv) the medium-term financial position for the Fire and Rescue Service covered by the Mayoral precept
3. To note and comment on the detailed budget proposals for other Mayoral functions;

4. To note and comment on the use of reserves as set out in Paragraph 3.3 of the report;
5. To consider whether they would wish to submit any written comments to the Mayor in line with the legal process and timetable described in this report; and
6. To note that at its meeting on 7 February 2025 there will be an updated budget submitted, consistent with the precept proposals, to reflect final tax base and collection fund calculations and the final baseline funding settlement.

Contact Officers

Name: Steve Wilson, Group Chief Financial Officer to GMCA

E-Mail: steve.wilson@greatermanchester-ca.gov.uk

Name: Claire Postlethwaite, Director of Operational Finance to GMCA

E-Mail: claire.postlethwaite@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

An assessment of the potential budget risks faced by the authority are carried out quarterly as part of the monitoring process. Specific risks and considerations for the budget 2025/26 insofar as they relate to the Fire Service are detailed in Part 2.

Legal Considerations

See Appendix 1 of the report.

Financial Consequences – Revenue

The report sets out the planned budget strategy for 2025/26 and future years.

Financial Consequences – Capital

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

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

The report will be reviewed by the overview and scrutiny committee on 29th January with feedback provided to CA meeting on 31st January

Background Papers

GMCA – Mayoral General Budget and Precept Proposals 2024/25 – 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?

N/A

Bee Network Committee

N/A

Overview and Scrutiny Committee

29th January 2025

Mayoral General Budget and Precept Proposals

1. Introduction

1.1 The purpose of this report is to notify the GMCA of the Mayor's draft budget for 2025/26, setting out proposed funding to meet the costs of Mayoral general functions. The GMCA must review the draft budget and report before 8th February to confirm whether it would approve the draft budget in its current form or make alternative recommendations. If no such report is made before 8th February, then the draft budget shall be deemed to be approved.

1.2 The Mayoral General Budget 2025/26 is set out in two parts:

Part 1 - Mayoral General Budget 2025/26 (excluding Fire and Rescue).

1.2.1 There is a **proposed £11 (Band D) increase** to the Mayoral General precept for 2025/26. The increase represents the final element of the Bus Reform business case (November 2020) which has been delivered on time and on budget across Greater Manchester with the final tranche of franchising being delivered on 5th January 2025. The increase is slightly below the original funding proposals. The existing precept of £31.75 will therefore rise to £42.75. Alongside bus reform, the precept will continue to be used to support:

- The 'A Bed Every Night' emergency response scheme to reduce rough sleeping in Greater Manchester and continue to support local schemes and homelessness partnerships to end rough sleeping. This scheme is supplemented by financial support from the Greater Manchester Integrated Health and Care Partnership, Probation Service and other partners across Greater Manchester.
- The 'Our Pass' scheme, providing free bus travel within Greater Manchester for 16-18 year olds.
- Care Leavers concessionary pass providing free bus travel in Greater Manchester for young people who have been in care.

Part 2 - Greater Manchester Fire and Rescue Service (GMFRS) Medium Term Financial Plan 2025/26 – 2027/28.

1.2.2 There is a **proposed £5 (Band D) increase** to the GMFRS element of the mayoral precept. The precept increase is required to ensure, given the impact of the Provisional Settlement on the Service’s Medium Term Financial Plan for 2025/26, together with anticipated increases in inflationary pressures on both pay and non-pay budgets, there is no adverse impact on frontline services.

1.3 The Mayor therefore proposes an increase to the Mayoral Fire Precept for the financial year 2025/26. If the proposal is accepted, the Mayoral Precept will increase by £10.67 (21 pence per week) to £85.97 for a Band A property split between £57.47 (£1.11 per week) for the fire and rescue service and £28.50 (55 pence per week) for other Mayoral-funded services (an increase of £16.00 to £128.95 for a Band D property, with the fire and rescue service accounting for £86.20 and £42.75 for non-fire).

1.4 Although it is required to set a precept specifying the Band D Charge, by far the majority of properties (82%) in Greater Manchester, will be required to pay less than this amount. The following table outlines the amounts to be paid by each band and the proportion of properties which fall into each band.

2025/26	A	B	C	D	E	F	G	H
Mayoral Other	28.50	33.25	38.00	42.75	52.25	61.75	71.25	85.50
Mayoral Fire	57.47	67.04	76.62	86.20	105.36	124.51	143.67	172.40
Total	85.97	100.29	114.62	128.95	157.61	186.26	214.92	257.90
Proportion of Properties	44.4%	19.9%	17.7%	9.7%	4.9%	2.1%	1.2%	0.2%

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

- 1.6 Income from Business Rates, both a share of the income collected by GM Councils and a 'top up' grant, is received. As the GMCA is part of the 100% Business Rates Pilot, the previous receipt of Revenue Support Grant has been replaced by equivalent baseline funding through an increased Business Rates top up.
- 1.7 At the present time, both Council Tax and Business Rates income is subject to confirmation by local authorities, and the estimate of the Business Rates 'top up' grant will be confirmed in the final settlement.

2. Background to the Budget Process

- 2.1 The functions of the GMCA which are currently Mayoral General functions are:
- Fire and Rescue
 - Compulsory Purchase of Land
 - Mayoral development corporations
 - Development of transport policies
 - Preparation, alteration and replacement of the Local Transport Plan
 - Grants to bus service operators
 - Grants to constituent councils
 - Decisions to make, vary or revoke bus franchising schemes
- 2.2 The sources of funding for Mayoral costs, to the extent that they are not funded from other sources, are precept or statutory contributions (not Fire). A precept can be issued by the Mayor to GM Councils as billing authorities. The precept is apportioned between Councils on the basis of Council Tax bases and must be issued before 1st March.
- 2.3 Constituent councils can make statutory contributions to the Mayor in respect of Mayoral functions where authorised by a statutory order but they require at least 7 members of the GMCA (excluding the Mayor) to agree (Fire cannot be met from statutory contributions).
- 2.4 In terms of timetables, I must, before 1st February, notify the GMCA of my draft budget in relation to the following financial year. The draft budget must set out the proposed spending and how I intend to meet the costs of my General functions.
- 2.5 The GMCA must review the draft budget and may make a report to the Mayor on the draft. The Authority must make such a report before 8th February and must set out whether it would approve the draft budget in its current form or make alternative recommendations. If no such report is made before 8th February then the draft budget shall be deemed to be approved.

2.6 A full, legal description of the process is attached at Appendix 1.

3. Mayoral General Budget Summary 2025/26

3.1 The table below shows the summary of gross and net budget for Mayoral General Budget including GMFRS budget for 2025/26:

Budget Summary 2025/26	Gross Expenditure £000	Gross Income £000	Net Estimate £000
Fire Service Budget	148,160	0	148,160
Other Mayoral General Budget	138,850	15,010	123,840
Capital Financing Charges	2,544	0	2,544
Contribution from balances/reserves	0	2,758	-2,758
Budget Requirement	289,554	17,768	271,786
Localised Business Rates		11,347	-11,347
Business Rate Baseline		52,024	-52,024
Services Grant		0	0
Section 31 Grant - Business Rates		9,211	-9,211
Section 31 Grant - pensions		4,769	-4,769
Transport - Statutory Charge		86,700	-86,700
Collection Fund surplus/-deficit	0	854	-854
Precept requirement	289,554	183,580	105,974

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

3.3 Taking account of the budget proposals outlined in this paper, the reserves for both Mayoral and GMFRS for 2024/25 are as follows:

Mayoral and GMFRS Reserves	Closing Balances 31 March 2024 £000	Transfer out/(in) 2024/25 £000	Projected Balance March 2025 £000	Transfer out/(in) 2025/26 £000	Projected Balance March 2026 £000
General Reserve	-12,093		-12,093		-12,093
Mayoral Reserve	-5,421	1775	-3,646	1,339	-2,307
A Bed Every Night	-2,488	2,488	0	0	0
Capital Reserve	-13,386	233	-13,153	2,034	-11,119
Capital Grants Unapplied			0		0
Earmarked Budget Res	-4,592	1,658	-2,934	1,419	-1,515
Revenue Grants Unapplied	-1,619		-1,619		-1,619
Insurance Reserve	-2,128		-2,128		-2,128
Business Rates Reserve	-870	93	-777		-777
Restructuring Reserve	-418		-418		-418
Innovation & Partnership	-127		-127		-127
Transformation Fund	-3,604		-3,604		-3,604
Total	-46,745	6,247	-40,498	4,792	-35,706

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

4. Mayoral General Budget Summary 2025/26

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

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

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

Duties of the Chief Finance Officer

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

appropriate action in response to such a report may lead to the intervention of the External Auditor.

Reasonableness

- 4.8 I have a duty to act reasonably taking into account all relevant considerations and not considering anything which is irrelevant. This Report sets out the proposals from which members can consider the risks and the arrangements for mitigation set out below.

Risks and Mitigation

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

5. Part 1 – Proposed Mayoral General Budget 2025/26 (Excluding Fire & Rescue)

5.1 This section provides the proposed Mayoral General Budget (excluding Fire & Rescue) for 2025/26. The Mayoral General Budget funds the Mayor's Office and Mayoral functions including Transport. The budget for 2025/26 is a proposed £183.850m to be funded from Precept income, Transport Statutory Charge, reserves, grants and external income.

5.2 The table below sets out the 2024/25 budget and 2025/26 proposed budget:

Mayoral Budget	2024/25 Original Budget	2025/26 Proposed Budget
	£000	£000
Employee Related	500	510
Supplies and Services	15	15
Travel Related	15	15
Corporate Recharge	851	876
Mayoral Priorities		
A Bed Every Night	2,400	2,400
Equality Panels	350	350
Other Mayoral Priorities	300	1,405
Total Mayoral Priorities	3,050	4,155
Mayoral Transport		
Bus Reform	15,895	13,500
Our Pass	17,229	17,229
Care Leavers	550	550
Bus Service Operators Grant	11,750	11,750
TfGM Revenue Grant	90,250	90,250
Total Mayoral Transport	135,674	133,279
Gross Expenditure	140,105	138,850
Funded by:		
Mayoral Precept	-25,558	-35,338
Collection Fund Surplus /-Deficit	-463	-463
BSOG grant	-13,150	-13,150
Mayoral Capacity grant	-1,000	-1,010
Statutory charge	-86,700	-86,700
Earnback Grant	-11,045	0
Other Grants	-1,339	-1,339
External Income	-850	-850
Gross Income	-140,105	-138,850

5.3 In relation to the level of the precept to be levied for Mayoral functions it is proposed an increase of £11 to £42.75 for a Band D property which will be used to support Mayoral priorities as set out below. This equates to a £10.67 increase for a Band A property or 21 pence per week.

5.4 The Mayoral Precept funds a variety of Mayoral priorities including but not limited to:

5.4.1 Continuation of the A Bed Every Night (ABEN) programme, which over the last 5 years has contributed to a reduction in rough sleeping in Greater Manchester and provides accommodation for around 550 people every night. Alongside other funding streams, this contribution is part of a three-year plan to enable greater investment in other areas of homelessness response and prevention.

5.4.2 The “Our Pass” scheme which provides free bus travel within Greater Manchester for 16-18 year olds and direct access to other opportunities in the region. The scheme is funded from a combination of Precept, reserves and other income. A budget of £17.2m is proposed for 2025/26 with a risk reserve held by TfGM if costs increase during the year, in line with the original funding strategy for the scheme agreed by the GMCA. Following the full franchising of bus services in Greater Manchester, the totality of the mayoral funding for “Our Pass” can be used to support the bus network rather than re-imbursing operators as happened in the non-franchised system.

5.4.3 The mayoral precept has also made a contribution to bringing bus services under local control through a franchising scheme to deliver passenger benefits including simpler fare and ticketing and joined-up planning between bus and tram journeys.

5.4.4 Following the successful completion of the bus franchising programme, on budget and on time on 5th January 2025, and in line with the original and revised (post covid) business case (November 2020) the final precept contribution to the reformed bus service across GM will increase by £11 taking the total contribution to the service from the mayoral budget to £13.5m.

5.4.5 The Bee Network has already delivered lower bus fares, new buses, higher standards, improved punctuality and greater customer satisfaction - and it will continue to improve and grow. Fully integrated 'pay as you go' Contactless capped fares will be rolled out across trams and buses from late March 2025 and eight commuter rail lines will be brought into the Bee Network by 2028.

5.4.6 Other Mayoral priorities include:

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

Statutory Transport Charge

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

Transport Statutory Charge 2025/26			
Local authority	Population Mid 2023	%	£
Bolton	302,383	10.26%	8,891,105
Bury	195,476	6.63%	5,747,670
Manchester	579,917	19.67%	17,051,564
Oldham	246,130	8.35%	7,237,073
Rochdale	229,756	7.79%	6,755,620
Salford	284,106	9.64%	8,353,698
Stockport	299,545	10.16%	8,807,658
Tameside	234,666	7.96%	6,899,991
Trafford	237,480	8.05%	6,982,733
Wigan	339,174	11.50%	9,972,888
Total	2,948,633	100.00%	86,700,000

6. Part 2 – Proposed Greater Manchester Fire & Rescue Revenue and Capital Budget 2025/26

- 6.1 The following information provides details supporting the Greater Manchester Fire and Rescue Service Revenue and Capital Budgets.
- 6.2 The Provisional Local Government Settlement was published on 18th December 2024 and the MTFP has been updated based on this. The Medium-Term Financial Plan (MTFP) to 2027/28 has been updated, based on the 2024/25 baseline updated for pay and price inflation, known cost pressures and agreed savings.
- 6.3 The Chancellor announced the Spending Review in December 2024 which presented a one-year settlement. In relation to Fire and Rescue Services, the announcements covered the following:
- Fire & Rescue services receive an average 2.8% increase in core spending power.
 - The increase in spending power for all Fire and Rescue Authorities is funded entirely through the assumed council tax increase with a small year on year reduction in grant funding from the Government. Fire and Rescue Services have experienced a reduction in funding as a result of removal of the Services Grant and the Funding Guarantee from 2025/26 onwards.
 - Flexibility on council tax precept for standalone Fire and Rescue Authorities of £5.
 - Services Grant and Funding Guarantee reduction of 100%
 - Fire and Rescue Pensions Grant now included within core spending power.
 - A further Fire and Rescue Pensions Grant payable via the Home Office, amounts for 2025/26 not yet confirmed. NIC Compensation to total £515m for all local government, including Fire and Rescue, based on Net Current Expenditure.
- 6.4 The increase in core spending power assumes that all Fire and Rescue Services utilise the full £5 council tax flexibility, the maximum permitted for stand-alone fire and rescue authorities, will be required to protect front line service delivery
- 6.5 The NIC Compensation is not expected to fully cover costs. The current assumption is 50% of costs will be compensated through the grant.
- 6.6 Final confirmation of the funding position will be confirmed in the Local Government Final Settlement due for late January / early February.
- 6.7 Home Office funding is yet to be announced and is anticipated the allocations will be announced alongside the final settlement. Home Office grants are in relation to the pensions grant and protection grants. The MTFP currently assumes the grants will be allocated on a flat cash basis in line with 2024/25 allocations.

6.8 The table below presents the budget requirements incorporating pressures and savings from 2024/25 onwards:

Medium Term Financial Plan	Original 2024/25	Revised 2024/25	Proposed Budget 2025/26	Indicative Budget 2026/27	Indicative Budget 2027/28
	£000	£000	£000	£000	£000
Fire Service	125,437	125,437	143,449	148,160	154,040
Pay and price inflation	5,005	10,112	5,226	5,880	5,437
Savings	-1,629	-1,629	-0,677	0	0
Cost pressures and variations	6,651	9,529	0,162	0	0
Cost of service	135,464	143,449	148,160	154,040	159,477
Capital Financing Charges	3,800	1,468	2,544	5,287	6,031
Transfer to Earmarked Reserves	0	0	0	0	0
Net Service Budget	139,264	144,917	150,704	159,326	165,507
Funded by:					
Localised Business Rates	11,347	11,347	11,347	11,347	11,347
Baseline funding	51,281	51,281	52,024	52,024	52,024
SFA - Services Grant	0,204	0,224	0	0	0
Funding Guarantee	0	1,185	0	0	0
Section 31 - Business rates related	10,017	8,711	9,211	9,211	9,211
Section 31 - Pension related	0	4,769	4,769	4,769	4,769
NI funding increase			0,854	0,854	0,854
Precept income (at £86.20 Band D)	65,555	65,555	70,636	70,636	70,636
Collection Fund surplus/deficit	0,444	0,444	0,444	0,444	0,444
	138,848	143,516	149,285	149,285	149,285
					0
Shortfall	416	1,401	1,419	10,041	16,222
Shortfall Funded by:					
Earmarked Reserves	416	1,401	1,419	0	1,000
General Reserves/Precept Increase	0	0	0	10,041	15,222
Use of Earmarked & General Reserves/Precept	416	1,401	1,419	10,041	16,222

REVENUE BUDGET ASSUMPTIONS

Funding

- 6.9 The baseline funding from revenue support grant and top-up grant has increased by £0.743m, however, the removal of the services grant and funding guarantee reduces the funding allocations by £1.409m.
- 6.10 The multiplier compensation grant is calculated based on the top-up grant figure using a formula, however, since the changes introduced in 2024/25 it is difficult to pre-empt the funding, as a major preceptor, due to the split of small and standard businesses, which attracted different formulas, as this will fluctuate across the 10 billing authorities. An assumption of circa £0.500m has been used in the MTFP.
- 6.11 Home Office funding is yet to be announced and is anticipated the allocations will be announced alongside the final settlement. Home Office grants are in relation to the pensions grant and protection grants. The Fire and Rescue Pension grant is a Home Office grant to compensate for the changes arising from the increase in firefighter employer pension rate from 28.8% to 37.6% which is estimated at a £5.612m increase in budget requirement within 2024/25. In 2024/25 the Service was allocated £4.769m resulting in a budget pressure of £0.843m. The MTFP currently assumes the grants will be allocated on a flat cash basis in line with 2024/25 allocations
- 6.12 Localised business rates and Section 31 business rates relief grant are assumed at the same level of income as last year, with information from local authorities not yet available to determine next year's position at this stage. Billing authorities will submit their business rates information on or before the statutory deadline of 31st January 2025 including surplus and deficits.
- 6.13 Precept income has been included at the increased rate of £57.47 per Band A property, equivalent to £1.11 per week (£86.20 per household at Band D equivalent, or £1.66 per week) which ensures frontline fire cover is maintained. This is an increase of £5 at Band D equivalent, or 10p per week. The estimated taxbase for 2025/26, i.e. the number of households paying council tax, has seen an increase when compared to levels assumed in 2024/25, however, final taxbase numbers are to be confirmed.
- 6.14 Collection Fund surplus/deficits are to be confirmed by local authorities as soon as the information is available. Early indications show that business rates are expected with a small surplus which has been reflected in the draft medium term financial plan.

Pay and Pensions

- 6.15 The original pay inflation in respect of 2024/25 included 5% for uniformed and 3% for non-uniformed staff. Negotiations in respect of uniformed pay concluded in May 2024 with a 4% pay offer. In relation to non-uniformed staff, pay award was agreed at £1,290 per annum.
- 6.16 On calculating the 2025/26 pay budget requirements, assumptions have been made of a further 2% pay inflation for uniformed staff and 2% for non-uniformed staff.
- 6.17 Pay inflation includes the national insurance changes announced in the Autumn Statement which are an increase in employers' contribution rate from 13.8% to 15% plus a decrease in the threshold from £9,100 to £5,000.

Pressures and savings

- 6.18 Savings have been calculated on the basis of prior year National Fire Chief's Council (NFCC) guidance which set a target of 2% of non-pay budgets, however, it should be noted that the baseline figure includes corporate recharges. The savings target has been proposed at £0.677m.
- 6.19 Budget pressures have been identified as set out below:
- Pay award – budget pressures of £5.226m have been calculated on the basis of a 2% increase for uniformed staff and 2% for non-uniformed staff as noted at paragraph 6.13.
 - National Insurance Funding - based on the Chancellor's statements at the time of the budget, was that this would be fully funded in for all public sector employers. The initial evidence suggests that this may not be the case for the Fire and Rescue service. Indicative numbers and analysis by ourselves and the NFCC suggest there could be as much as a 50% shortfall in funding. For GM this would equate to the costs of one fully staffed fire engine. Having recently taken steps, through local funding, to increase our provision with two additional fire engines, the potential need to reduce fire cover in response to a shortfall in NI funding would be extremely challenging.
 - Funding of pensions costs which in 2024/25 have caused a cost pressure of over £800k to the service that we understand will not be reviewed despite a disproportionate impact on some authorities. This funding has a significant impact on the spending power of the service and we have asked for the review allocations for 2024/25 to be re-considered as well as seeking assurances that the 2025/26 allocations will not leave authorities facing further shortfalls.
 - Capital financing costs have been calculated on MRP only due to the ability of internal borrowing. As at quarter 2 2024/25 capital reporting, MRP was calculated based on forecasts at a cost of £2.544m which is an increase of £1.076m in comparison to the 2024/25 budget.

- The budget for 2025/26 has a pressure of £1.4m. Which will need to be met from reserves based on current figures. This will be reviewed again in late January / early February pending final confirmation of the Local Government Final Settlement.
- This pressure could further increase if the funding for the increase in employer national insurance contributions (NICs) is not fully funded by the Government.

Budget Risks

- Funding in relation to the 2024/25 pension increases are yet to be announced
- Funding in relation to Protection grants are yet to be announced.
- Future government funding beyond 2025/26 has not been confirmed.
- Pay inflation is negotiated at a rate in excess of the assumptions set out in the MTFP.
- Delivery of sufficient savings to meet the requirements of the MTFP.
- Future costs arising from the Grenfell Inquiry and proposed support in relation to Emergency Medical Response.
- As no capital grants are available to FRSs, future schemes in the capital programme will be funded by a combination of revenue underspends and borrowing. The costs associated with additional borrowing will have to be met from the revenue budget.
- Funding formula changes proposed to be implemented for 2026/27 onwards may change GMFRS share of the funding.

CAPITAL PROGRAMME

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

<u>Revised Capital Programme</u>	<u>2024/25</u>	<u>2025/26</u>	<u>2026/27</u>	<u>2027/28</u>	<u>2028/29</u>	<u>Future Years to 2032/33</u>	<u>Total</u>
Estates	10,066,528	31,058,661	21,761,056	3,482,419	906,462	57,675,849	124,950,975
Transport	3,069,952	7,030,342	4,095,000	275,000	135,000	7,612,500	22,217,794
ICT	756,116	350,000	150,000	150,000	150,000	600,000	2,156,116
Equipment	3,316,093	981,027	1,505,000	801,098	170,000	1,570,403	8,343,622
Sustainability	325,000	275,000	75,000	75,000	75,000	300,000	1,125,000
Health & Safety	370,643	0	0	0	0	0	370,643
Waking Watch Relief Fund	2,429,000	0	0	0	0	0	2,429,000
Total	20,333,332	39,695,030	27,586,056	4,783,517	1,436,462	67,758,752	161,593,149

6.21 A long-term estates strategy has been formulated, the approved phase 1 of the scheme with plans for new builds, extensions, refurbishments and carbon reduction schemes is underway with expected completion by 2027/28.

6.22 In 2024/2025 a full budget review of the Phase 1 Estates Strategy and linked programmes of work has been undertaken and approval of additional funding of £13.0m was given by the Deputy Mayor to take into account the significant cost pressures arising from significant supply chain inflation, site specific conditions and highways related costs emerging across the Estates programme.

6.23 Phase 2 of the Estates Strategy is expected to cover period 2028/29 to 2032/33, to align to the proposed extended capital programme timeline.

6.24 Alongside the estates strategy is a refresh programme of work to replace and update fitness equipment and enhance the facilities across stations in line with the Service's managing contaminants guidance. The investment for the full rollout of rest facilities across the service of £3.4m was approved, forecasting to start in 2025/26.

6.25 On 20 September 2024, ISG Construction Ltd, our main contractor for the construction of two new fire stations at Whitefield and Blackley entered administration. This led to an immediate halt to all works on site and termination notices to ISG were issued. Implications from delays caused by ISG construction entering administration are still to be fully determined and this continues to be discussed with administrators. A Stage 1 award has been granted for a contractor

for the Blackley and Whitefield sites with an estimated costing expecting by late January 2025.

- 6.26 Transport and equipment replacement programme budgets are profiled in accordance with expected need and delivery profiles allowing for lead times where supply chains require orders to be placed up to 18 months prior to goods being delivered. The replacement profile of vehicles beyond the current approved capital programme has been included at estimated costs including an allowance for inflation.
- 6.27 Following the successful roll out of the Waking Watch Relief Fund, Department for Levelling Up, Housing and Communities (DLUHC) requested further support from GMFRS to assist with the delivery of the Waking Watch Replacement Fund. This is due to come to an end within 2024/25.
- 6.28 The figures will be updated to reflect the quarter 3 2024/25 position once the information is available.
- 6.29 The Capital programme will be reviewed following confirmation of the final local government funding settlement and any updates to the MTFP.

BUDGET RISKS

- 6.30 Future budget risks are set out below:
- Future government funding beyond 2025/26 has not been confirmed and is likely to be announced within the next Comprehensive Spending Review.
 - Any changes arising from the Fair Funding Review specifically impacting the Fire Formula, currently subject to a consultation exercise.
 - Pay inflation for firefighters and local government employees in excess of the assumptions set out in the report.
 - Funding beyond 2025/26 has not yet been confirmed in respect of the pension increases.
 - McCloud/Sargeant Remedy – the judgement refers to the Court of Appeal's ruling that the Government's 2015 public sector pension reforms unlawfully treated existing public sectors differently based upon members' age. The implications of the remedy are being determined but are likely to be significant in future years.
 - Fire and Rescue Pension Grants continue to be paid at current levels, resulting in ongoing shortfalls.

- Delivery of sufficient savings to meet the requirements of the medium-term financial strategy, and dependent on availability of resources to deliver a change programme.
- Emergency Services Mobile Communications Project (ESMCP) – a national project to procure and replace the emergency services network has been paused but may create budget pressures in future years.
- Any changes required following the recommendations from the Grenfell Inquiry Phase 2 report and wider building safety crisis and ongoing work to deliver GMS remediation acceleration plan.
- Any business continuity arrangements that require funding which are not part of the base budget.
- As no capital grants are available to FRSs, future schemes in the capital programme will be funded by a combination of revenue underspends and borrowing. The costs associated with additional borrowing will have to be met from the revenue budget.

LEGAL REQUIREMENTS, MAYORAL PRECEPT – GENERAL COMPONENT

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

Stage 1

- 1.2 The Mayor must before 1st February notify the GMCA of the Mayor's draft budget in relation to the following financial year.

- 1.3 The draft budget must set out the Mayor's spending and how the Mayor intends to meet the costs of the Mayor's general functions, and must include "the relevant amounts and calculations".

- 1.4 "The relevant amounts and calculations" mean:
- (a) estimates of the amounts to be aggregated in making a calculation under sections 42A, 42B, 47 and 48;
 - (b) estimates of other amounts to be used for the purposes of such a calculation;
 - (c) estimates of such a calculation; or
 - (d) amounts required to be stated in a precept.

Stage 2

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

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

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

Stage 3

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

Stage 4

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

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

BUDGET SUMMARY 2025/26

Budget Summary 2025/26	Gross Expenditure £000	Gross Income £000	Net Estimate £000
Fire Service Budget	148,160	0	148,160
Other Mayoral General Budget	138,850	15,010	123,840
Capital Financing Charges	2,544	0	2,544
Contribution from balances/reserves	0	2,758	-2,758
Budget Requirement	289,554	17,768	271,786
Localised Business Rates		11,347	-11,347
Business Rate Baseline		52,024	-52,024
Services Grant		0	0
Section 31 Grant - Business Rates		9,211	-9,211
Section 31 Grant - pensions		4,769	-4,769
Transport - Statutory Charge		854	-854
Collection Fund surplus/-deficit	0	86,700	-86,700
Precept requirement	289,554	183,580	105,974

CALCULATION OF TAX BASE

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

<u>Local authority</u>	Council Tax Base
Bolton	81,201.0
Bury	58,269.8
Manchester	136,962.0
Oldham	60,270.7
Rochdale	59,377.5
Salford	77,872.8
Stockport	99,872.5
Tameside	65,693.3
Trafford	80,552.4
Wigan	99,368.5
Total	819,440.7

AMOUNTS OF COUNCIL TAX FOR EACH BAND

2025/26	A	B	C	D	E	F	G	H
Costs for Band £	85.97	100.29	114.62	128.95	157.61	186.26	214.92	257.90

CALCULATION OF BAND D EQUIVALENT TAX RATE

	£000
Net expenditure	289,554
Less funding	182,673
	106,881
Adjusted for estimated surplus (-)/deficit on collection funds	-907
Net budget requirement to be met from Council Tax	105,974
Net budgetary requirement	105,974
Aggregate tax base	819,440.7
Basic tax amount at Band 'D'	£128.95

Greater Manchester Combined Authority

Date: Friday 31st January 2025
Subject: Active Travel Annual Report
Report of: Dame Sarah Storey, Active Travel Commissioner

Purpose of Report

To adopt the 2024 Annual Active Travel Report and agree Active Travel Priorities for 2025.

Recommendations:

GMCA is requested to:

1. Approve the Greater Manchester Annual Active Travel Report; and
2. Endorse the Commissioner's Mission Priorities as laid out in this report and in the Greater Manchester Annual Active Travel Report.

Contact Officer

Richard Nickson, Network Director, Active Travel, TfGM richard.nickson@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

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

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	
Health	G	
Resilience and Adaptation	G	
Housing		
Economy	G	
Mobility and Connectivity	G	
Carbon, Nature and Environment	G	
Consumption and Production	G	
Contribution to achieving the GM Carbon Neutral 2038 target		

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	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport		
Roads, Parking and Vehicle Access		
Access to amenities		
Vehicle procurement	N/A	
Land Use		
Land use		

No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.
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Risk Management

Risk management is carried out at a programme and project level within the Active Travel Programme in accordance with Transport for Greater Manchester’s Risk Management policy.

Legal Considerations

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

Financial Consequences – Revenue

There are no specific financial consequences resulting from this report. Any future revenue financial consequences will be brought to the attention of the Bee Network Committee and GMCA in due course.

Financial Consequences – Capital

There are no specific financial consequences resulting from this report. Any future capital financial consequences will be brought to the attention of the Bee Network Committee and GMCA in due course.

Number of attachments to the report: 1 – Active Travel Annual Report 2024

Background Papers

0

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

Bee Network Committee

This report will be considered by BNC on Thursday 30th January 2025.

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. Greater Manchester is a growing city region of almost three million residents and over 124,000 businesses, generating around two billion trips on our transport network each year. To promote and sustain our growth, Greater Manchester is well underway with delivering the Bee Network, our plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.
- 1.2. The Bee Network is pivotal to delivering sustainable economic growth and the city region's objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.3. Active Travel is the 'glue' that brings together the Bee Network as there are virtually no journeys which do not start and end with an active element.
- 1.4. Enabling people to move more actively around the city region, particularly for short trips and improving access to public transport is fundamental to the Bee Network and delivery of wider outcomes, particularly health.
- 1.5. The long-term goal (2040) is for 95% of the population in Greater Manchester to live within 400m of a safe walking, wheeling and cycling route.
- 1.6. This report accompanies the *Active Travel in Greater Manchester Annual Report 2024*, which is included in Appendix 1. It is structured around the six priority areas which form Greater Manchester's Active Travel Mission:
 - Infrastructure Delivery
 - Travel to School
 - Access to Active Travel
 - Integration with Public Transport
 - Road Danger Reduction
 - Providing Access to Everyone (the overarching priority)
- 1.7. This report contains a short summary of the key insights from the Annual Report in Section 2, and in Section 3 sets out recommendations for how we intend to focus our work in 2025.

2. Summary of the Annual Report

- 2.1. The Active Travel in Greater Manchester Annual Report provides an overview of Active Travel in the region and the full report is in Appendix 1 below.
- 2.2. In Greater Manchester, the total number of both walking and cycling trips made by Greater Manchester residents increased between 2022 and 2023, a 20% increase for walking and a 21% increase for cycling.¹
- 2.3. Only walking has increased from pre-pandemic levels, with an increase from 28% to 31% of all trips. Despite the increase in walking, satisfaction with pavements remains low and has decreased from 53% in 2019 to 45% in 2023².
- 2.4. Available scheme-level data also suggests that where we have built segregated infrastructure, cycling has increased locally, for example along the Oxford Road and Chorlton cycleways in Manchester.³ One million rides were recorded on the Oxford Road Corridor between January and late September of 2024, earlier in the year than ever previously recorded, demonstrating the long term benefits of GM's investment in high quality infrastructure and segregated cycle ways, and that it takes several years to realise the full benefits of such schemes.
- 2.5. Active travel accounts for around a third of trips made by Greater Manchester residents⁴ and its use is unlikely to increase spontaneously unless we address the key barriers. There has been an increase in walking which correlates to our work to improve crossings, footways and junctions, although our infrastructure audit shows the scale of the task to be completed. The increase in walking also accompanies an increase in public transport patronage. Private car ownership is high in Greater Manchester and has been increasing⁵. Between 2011 and 2021 the number of licenced private cars in Greater Manchester grew by 13%, exceeding the 7% growth in the Greater Manchester population.⁶ A total of 58% of all trips by residents are still made by car or van (this 2023 figure is slightly higher than the 57% made by car or van in the years pre-pandemic).⁷

¹ TRADS travel diary data

² Active Travel in Greater Manchester Annual Report p. 93

³ [Bus priority programme early findings report \(ctfassets.net\)](#) (pp. 85-86); [Active Travel in Greater Manchester 2023 \(ctfassets.net\)](#) (p. 27)

⁴ TRADS travel diary data

⁵ TRADS 2023 Summary Report

⁶ Sources: DfT Tables VEH0105 and VEH0125, Census 2011, Census 2021

⁷ TRADS travel diary data

- 2.6. Whilst there have been national targets for increasing cycling for some time, data shows that the average number of cycling trips travelled per person per year has remained relatively static nationally over the past two decades, with an average of between 14 and 20 trips per person per year since 2002.⁸ The average distance travelled has increased slightly in that same time, although following a spike in 2020, it then fell in 2023 to levels last seen in 2013.⁹
- 2.7. Considering typical trip distances (which is one of a number of factors that drive mode choice), there is great potential for shifting many car trips to a ‘cycle all the way’ trip or a multimodal trip of public transport supported by active travel. For example, around four in five car journeys made by GM residents are under 10km (around 6 miles), with three in five car trips being under 5km (around 3 miles).¹⁰ Significant mode shift of this nature is required for Greater Manchester to meet the ambitions set out in the Local Transport Plan (LTP) and the GM Transport Strategy 2040 (originally published in 2017 and currently being updated).

3. Key Findings and Opportunities from Annual Report

Walking is increasing and we need to respond accordingly

- 3.1. People are walking more – but the level of satisfaction with pavements has gradually declined from 61% in 2022 to 53% in 2024¹¹. It is important to note that improving walking infrastructure improves people’s experiences of their neighbourhood.
- 3.2. More than half of all trips (52%) by Greater Manchester residents are under 2km – and the majority of these are walked (57%), with 38% taken by car, 2% by public transport and 3% by bike¹². These trips are short enough to be walked (or cycled) by most people, if better infrastructure was available and routes were more accessible.
- 3.3. There is some evidence we are beginning to enable more people to choose to walk rather than drive short journeys. In the last five years we have seen the proportion

⁸ [NTS 2023: Active travel - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

⁹ [NTS 2023: Active travel - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

¹⁰ TRADS travel diary data

¹¹ Multi-Modal Network Principles survey

¹² TRADS travel diary data

of people walking short journeys rise from 52% to 57%, while the proportion of journeys being taken by car is down from 41% to 36%¹³.

- 3.4. Improving walking and wheeling benefits those with greater accessibility needs – older people or those using mobility aids – and children (13% of walking trips are by 5-10 year-olds). Almost a quarter of the population (24%) has a disability¹⁴.

Cycling as a share of journeys is not increasing and satisfaction remains low.

- 3.5. While more people are cycling, this is part of an overall increase in trips. We are not progressing on our target to increase cycling as a share of trips, although where there are new segregated facilities there is evidence for a sustained increase in cycling trips.
- 3.6. The satisfaction with cycling facilities remains low overall and the key barrier is the lack of a network of safe infrastructure that covers trips that people want to make. Therefore, this report recommends that there is a greater focus on extending and connecting the routes that we already have and building a network that enables the choice of cycling for those shorter trips that are taken by car.
- 3.7. While the majority of up to 2km trips are walked (see item 3.1), the picture is very different for journeys from 2-5km, where 80% of these journeys are driven, 10% taken via public transport, and 9% via active travel¹⁵.
- 3.8. The GM cycle hire scheme offers some further encouraging data – the scheme has over 110,000 active users and nearly 120,000 registered users. The most common reason for using a hired bike (55%) is that the journey is quicker, and the second is to not have to worry about bike theft or vandalism (52%)¹⁶. Cycle hire is a key enabler for people who do not currently cycle, or cycle infrequently, to increase their cycling.

Active Travel is the Bee Network glue

- 3.9. Walking, wheeling and cycling have a symbiotic relationship with public transport and extend choice to current car users. Although walking and wheeling to bus and tram have fluctuated in the last year, a key to increasing public transport is to make the journey to our stops, stations and interchanges easy and safe. It is important to

¹³ TRADS travel diary data

¹⁴ [Family Resources Survey: financial year 2022 to 2023 - GOV.UK](#)

¹⁵ TRADS travel diary data

¹⁶ Evaluation of the Starling Bank bike hire scheme

note that much of the expenditure on walking and wheeling comes from schemes to enable bus and tram use.

- 3.10. Active Travel is part of the Bee Network, and we are delivering more and more integrated schemes. This includes the integration of rail, which as the annual report shows, while fewer people now walk or wheel to their rail station, down from 44% to 37%, those arriving by bus have increased from 27% to 32%¹⁷. A journey by bus and train inevitably includes walking and wheeling.

Children and young people benefit from active travel options

- 3.11. Another key Mission priority is making it safer for children to walk or cycle to school and the data underpins the challenge and opportunity here. Almost half of all education trips are walked (47%, which is up from 42% in 2018) – and 7% are cycled¹⁸.
- 3.12. In the last year, almost 24,000 Bikeability places were taken up across schools in Greater Manchester – up 25% on the previous year, showing a growing appetite for learning to cycle, but we must deliver safer options to enable parents or careers to choose that as a way for their child to get to school.
- 3.13. TfGM currently funds the Modeshift STARS licence on behalf of the ten local authorities. This is a platform which schools can use to identify transport issues, monitor methods of transport to and from school, and therefore use to help increase walking, wheeling and cycling. Last year, with our support, the number of schools in Greater Manchester accredited in Modeshift increased from 12 to 25, with more than 180 teachers now signed up to find out more.

4. Recommended priorities for future funding

- 4.1. The renewed Local Transport Plan (LTP) will consolidate how active travel is integrated into the Bee Network and include a walking and wheeling policy and a cycling policy. An updated delivery plan and programme for active travel will be developed as part of the LTP Delivery Plan.
- 4.2. Investment to date has been crucial to building the active travel network, and this programme has demonstrated that infrastructure can be delivered at pace, and

¹⁷ Network Principles Survey, 2024

¹⁸ TRADS travel diary data

scale. The existing pipeline of funded schemes will deliver an estimated additional 60km of active travel network to Bee Network standard, we expect the total delivered to exceed 176km by 2027. However, at only 6.5% of the potential network, a lot remains to be done.

- 4.3. The insight from the Annual Report indicates that we should focus our future funding to enable more active travel trips and address the satisfaction issues highlighted with the quality, connectedness and safety of our infrastructure.

Walking and wheeling

- 4.4. Although there has been an increase in walking, the satisfaction with pavement quality has decreased. At the same time the network audit has shown quick wins such as dropped kerbs, or tactile paving could be installed to increase access to public transport.
- 4.5. Installation of side road zebra crossings would also support this and we are seeking a change to regulations from national government to enable these to be implemented. A recommendation is that Greater Manchester seeks ways to commit funding to remedy these small improvements that will help those walking and wheeling.
- 4.6. At present, the only funding for remedial work is maintenance funding, which is typically associated with fixing potholes in the road. Although this is important, a third of trips are on footways and cycleways, and we need to bring these up to standard, where they are currently falling short.
- 4.7. With this focus, we can accelerate progress on bringing routes up to Bee Network standard, in addition to infrastructure expenditure on creating new routes. This will continue to enhance walking and wheeling to public transport as this has a symbiotic relationship with active travel.

Cycling

- 4.8. We need to have a network of connected routes to convince new or lapsed cyclists to cycle more, and an easy place to start is to connect the routes that we already have. However, with only 4.4% of the network created, we need to prioritise a clearly defined strategic cycle network that will make the main connections between neighbourhoods and regional centres.

4.9. To deliver a London-style transport system, it is essential that we emulate the early work that created a network of cycle superhighways in the capital. Lessons from other cycling cities shows that the point that the cycle network links up is where additional potential for cycling is released (Groningen in the Netherlands now has 61% of trips by cycle). In 2025, we intend to work with our local authority partners to agree this strategic cycle network which is illustrated in Figure 1 – Strategic Cycle Network concept. This is a conceptual map, and the actual route alignment will be agreed with our partner authorities.

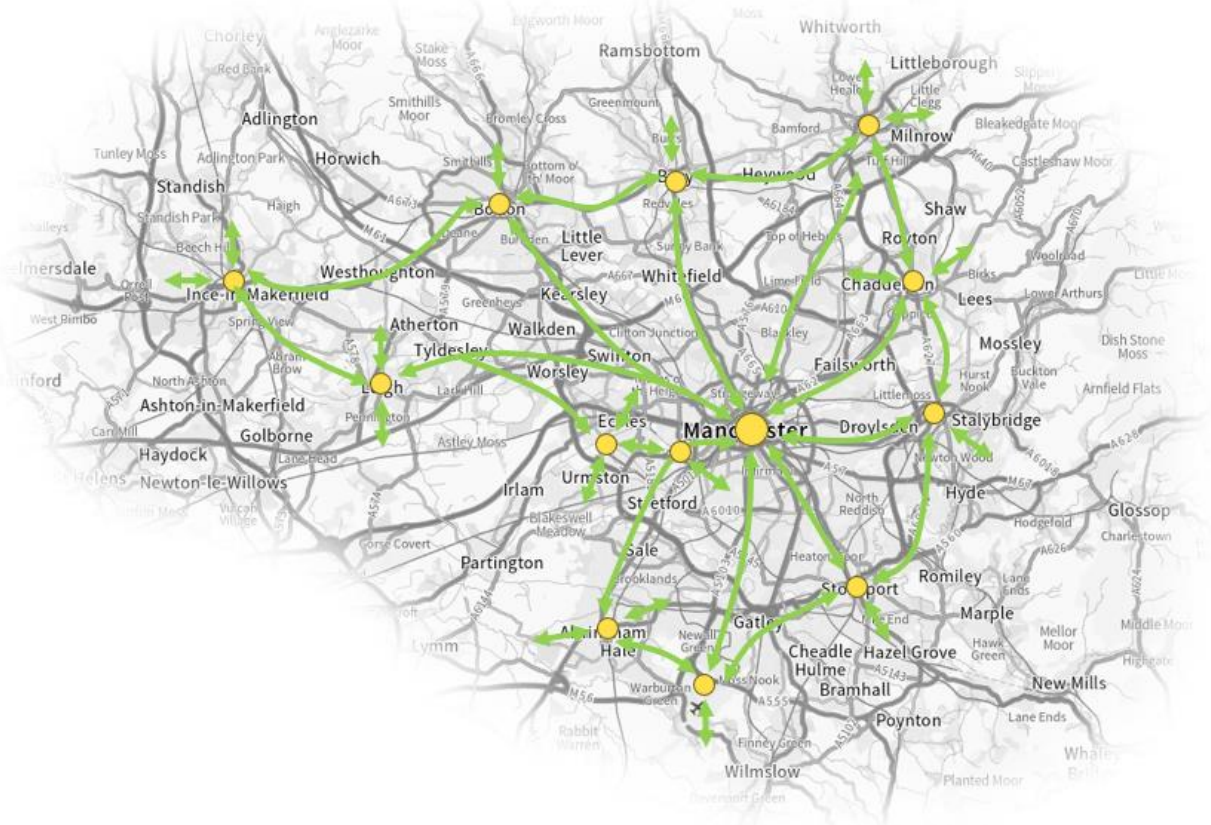


Figure 1 – Strategic Cycle Network concept

4.10. This work will include working with all local authority partners to overlay our bus and tram networks and look at how our key corridors can support cycling and link the network into our district and city centres.

4.11. We intend to prioritise future investment to either create new sections, link up or extend existing sections of the Strategic Cycle Network. This will be in tandem with the neighbourhood improvements that connect local communities and destinations to this network.

4.12. As with walking and wheeling above, there are also some simple measures that will bring some sections of our cycling network up to standard. We will also allocate remedial funding to do this.

Active Travel and public transport

4.13. To enable the success of the Bee Network, GM needs to deliver integrated transport solutions. Our devolved settlement should enable a move away from the stop/start funding that has hampered active travel delivery over the past decade or more and the work on the LTP provides integrated strategic planning for all journey types.

Travel to school

4.14. GMCA has already approved the work to develop a School Travel Strategy.

Appendix 1 – Closing Commissioner Recommendations from 2022

Recommendation	Detail	Current status
1. Renew the commitment for every part of the Bee Active Network to be universally accessible.	The Greater Manchester Streets for All Design Guide was adopted by the Greater Manchester Combined Authority in December 2023. The guide informs design, with the aim of ensuring they are safe and accessible for all, as well as greener and more comfortable places to be. Further work to progress through the refreshed Local Transport Plan and guidance.	Completed and part of ongoing programme
2. Deliver a pilot for trialling the carriage of bikes and non-standard cycles on trams.	A guided pilot of bikes on trams took place during March and April 2024. A report summarising the pilot and next steps was considered by the Bee Network Committee in December.	Completed and part of ongoing programme
3. Adopt Vision Zero, clearly stating a timescale and plan for all people in Greater Manchester to commit to.	A final Vision Zero Strategy and Vision Zero Action Plan was published November 2024.	Completed and part of ongoing programme
4. Publish a plan for expansion of our Cycle Hire scheme to additional areas of Greater Manchester.	Feasibility studies for a Phase 2 expansion are being progressed between November 2024 and January 2025.	Started and part of ongoing programme Plan to be published in 2025

<p>5. Establish an integrated ticketing system to the Bee Network that incorporates Cycle Hire, allowing customers to complete end-to-end, multi-modal journeys with a single fare.</p>	<p>This is progressing through Customer Discovery.</p>	<p>Started and part of ongoing programme Integration Action Plan in development – to be published in 2025</p>
<p>6. Explore new offers – including for Our Pass holders – on Cycle Hire and in Greater Manchester’s cycle hubs to improve access and encourage use.</p>	<p>Completed – with mixed outcomes</p>	<p>Completed and part of ongoing programme</p>
<p>7. By the end of April 2023, publish a comprehensive network review.</p>	<p>A review of 700km of aspirational Bee Active Network was completed in 2023, with follow up work around a number of schools happening in 2024.</p>	<p>Completed and part of ongoing programme and informing future pipeline of schemes</p>
<p>8. Publish a comprehensive update to the future pipeline of active travel infrastructure, acknowledging the progress to date and including annual goals to enable progress to be tracked transparently and reported on year on year.</p>	<p>A major piece of work was undertaken during 2024 to establish a prioritised pipeline of over 250 active travel infrastructure projects,</p>	<p>Part of ongoing programme</p>
<p>9. Deliver a new plan for travel between home and school that reduces the number of children being driven less than 2km and helps support Greater Manchester’s ambitions for improving air quality.</p>	<p>Our draft school travel strategy has been developed, went out to public consultation in November 2024 and was presented to Bee Network Committee and GMCA. A School Travel programme is in development and will involve working with Local Authorities to prioritise works</p>	<p>Part of ongoing programme</p>

	for schools in their area, including a commitment to deliver 100 School Streets across the city region by 2028.	
10. Work with Greater Manchester's local authorities and the Voluntary, Community and Social Enterprise sector to create a growing, accessible and varied range of training offers to suit local needs, which reaches all residents of Greater Manchester by 2025. Collaborate with Bikeability to assist them in achieving the ambition to ensure that every child can achieve level 2 Bikeability by 2025.	<p>We continue to work with partners to further develop and expand the training offer and to promote awareness of this offer across Greater Manchester.</p> <p>Greater Manchester councils deliver Bikeability training in schools funded directly through Active Travel England. In 2023-24, 23,694 places were delivered on Bikeability training across the different levels in Greater Manchester, up from 18,990 in 2022-23.</p>	Part of ongoing programme

Appendix 2 Summary of 2025-26 work under the Mission Priorities

Mission priority	Summary of workstreams
Infrastructure Delivery	<p>The Active Travel capital programme –</p> <p>Pipeline of schemes and prioritisation for funding</p> <p>Starling Bank bike hire (investment – extension and expansion plan)</p> <p>Future pan Greater Manchester micromobility – post 2027</p>
Travel to School	<p>School Travel Programme including:</p> <ol style="list-style-type: none"> 1. Commitment to deliver 100 School Streets in mayoral term 2. Delivering new and improved crossings (up to 30) 3. Behaviour change and activation including Youth Travel Ambassadors and other work to support the journey to school (Modeshift, mapping, Walk to School etc) 4. Bus service reviews
Access to Active Travel	<p>Starling Bank bike hire (Operation)</p> <p>Future pan-Greater Manchester micromobility</p> <p>Borrow an eBike, Bike libraries and other activity to support increased access to bikes</p> <p>Continued work on delivering cycle parking and potential additional grants</p> <p>Wheels for All and other accessible bike centres</p> <p>New support/grants programme for community groups (following on from Cycle & Stride)</p>

	Enabling behaviour change programme including cycle training & Bikeability review, scheme activation and inclusive cycling
Integration with Public Transport	<p>The wider capital programme for bus, tram and rail</p> <p>Travel hubs programme and cycle parking provision</p> <p>Customer integration Action Plan</p> <p>Network Reviews (post franchising)</p> <p><i>Bikes on Trams implementation (subject to approval)</i></p>
Road Danger Reduction	<p>Vision Zero Action Plan</p> <p>Including national asks of Government under new Road Safety Strategy</p> <p>Infrastructure pipeline</p> <p>Maintenance funding</p> <p>Remedial work and installation of side-road zebras</p>
Providing Access to Everyone	<p>Streets for All design guide new & updated standards for walking & cycling</p> <p>Policy on access controls for walking, wheeling and cycling network</p> <p>Bus bypass trials</p> <p>CA Accessibility champion appointed</p>

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Active Travel in Greater Manchester Annual Report – 2024

Foreword

I am delighted to present the second annual report of Active Travel in Greater Manchester. This report provides an update on progress towards the **Greater Manchester Active Travel Mission**. I launched the mission in 2022 to guide active travel delivery in Greater Manchester. The mission is built around **three foundations (accessibility, behaviour change and communications and engagement)**, and has **six priorities: infrastructure delivery, home to school travel, cycle hire and access to cycles, integration with public transport, road danger reduction and providing access to everyone**.

Monitoring progress is a key part of ensuring success and knowing that as a region we are continuing to move in the right direction. The delivery of the active travel network continues at pace, with more than 117km of Bee Network standard segregated routes now in place. Within the next two years we anticipate this network exceeding 160km.

Headlines from this report include that we have observed a 20% increase in walking and wheeling and a 21% increase in cycling between 2022 and 2023, which is in line with the increase in all journeys post pandemic. During 2024 our public bike share scheme 'Starling Bank Bikes' achieved a major milestone, supporting over 1 million rides and covering more than 2.5 million kilometres since its introduction in 2021.

When looking at perceptions of residents, it is good to see that half agreed that Greater Manchester's transport network encourages them to walk or cycle as part of their trips, marking a significant increase from 2023. In addition, the proportion of people walking feeling safe from traffic both during the day and at night increased significantly in the same time period. However, for cyclists these feelings have decreased.

We continue to work with communities, the health sector, businesses and education. In doing so we provide training, facilities grants, travel planning advice and support, particularly for our young people. I am also delighted to confirm that we have published our draft School Travel Strategy, and we are now working on our School Travel programme, which will see up to 100 school streets become permanent by 2028 and 30 new safe crossings being delivered.

As the network develops, the number of journeys being walked, wheeled or cycled is increasing, but there is still a lot more that needs to be done to provide a safe, inclusive and integrated Bee Network.

Dame Sarah Storey

Active Travel Commissioner



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Executive Summary

Following a drop in trip-making associated with the Covid-19 pandemic, we have seen the total number of walking, wheeling and cycling trips made by Greater Manchester residents increase between 2021 and 2022 and between 2022 and 2023. This was a 20% increase for walking and wheeling and a 21% increase for cycling between 2022 and 2023 (see Figure 1). This is in line with the increase in all journeys post pandemic.

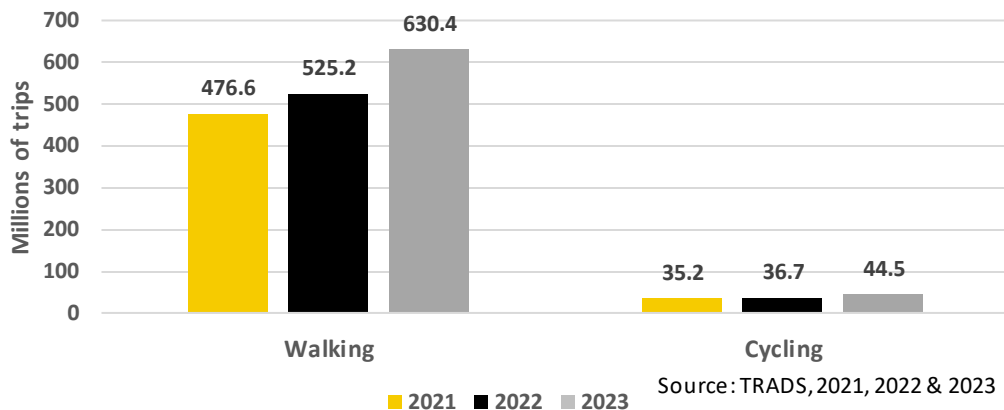


Figure 1: Annual trips by Greater Manchester residents in millions

Active travel accounted for around one-third (33%) of trips by Greater Manchester residents in 2023, which compares with 32% of trips in 2022 (see Figure 2).

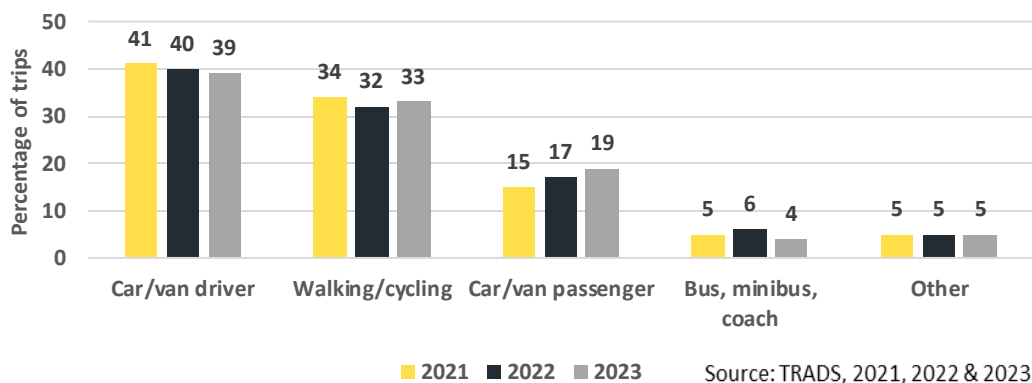


Figure 2: Main method of travel in Greater Manchester – percentage of trips

Figure 3 shows that killed and seriously injured (KSI) casualties in Greater Manchester reduced by 6% between 2022 (852) and 2023 (799). If we compare the 2023 figures to the annual average for 2017 to 2019, Greater Manchester achieved a 29% reduction in KSI casualties in 2023 (799 compared to 1127).

Of the 799 KSI casualties in 2023, 263 (33%) related to pedestrians and 126 (16%) to cyclists. The respective figures for 2022 were 273 (32%) pedestrians and 136 (16%) cyclists.

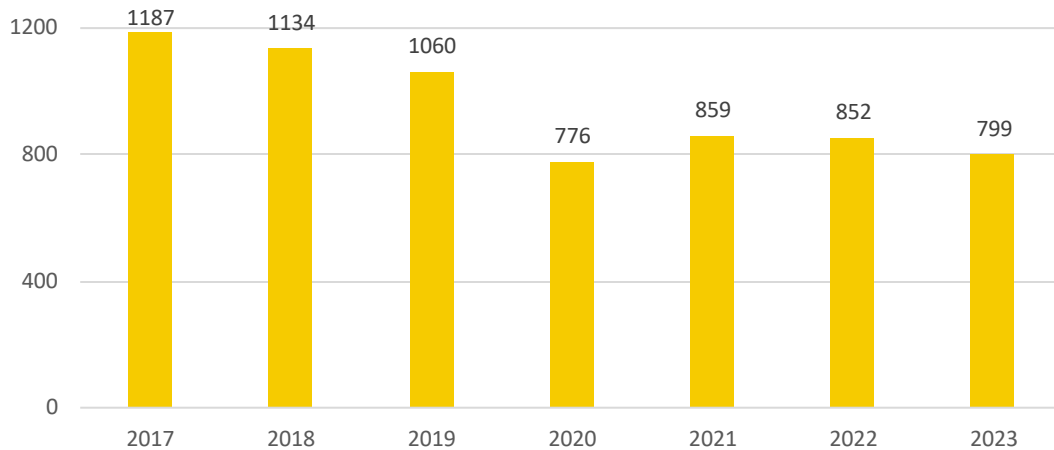


Figure 3: DfT adjusted KSIs – Greater Manchester

There was a 30% reduction in the number of fatal casualties in 2023 (45) compared to 2022 (64) – see Figure 4. In 2023 there was a 17% decrease in fatalities in Greater Manchester (45) when compared to 2017-19 average (54).

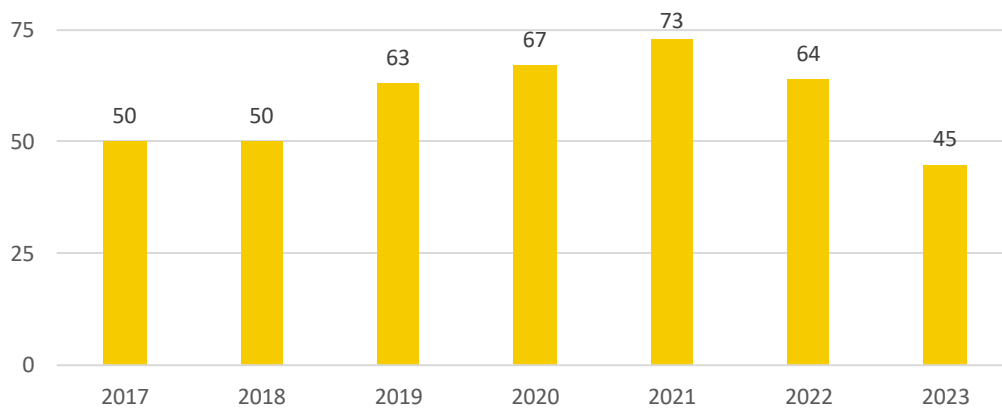


Figure 4: Greater Manchester Fatal Casualties

In 2023 (Figure 5) there were 21 pedestrian fatalities and four cyclist fatalities, with the corresponding numbers for 2022 being 25 and five.

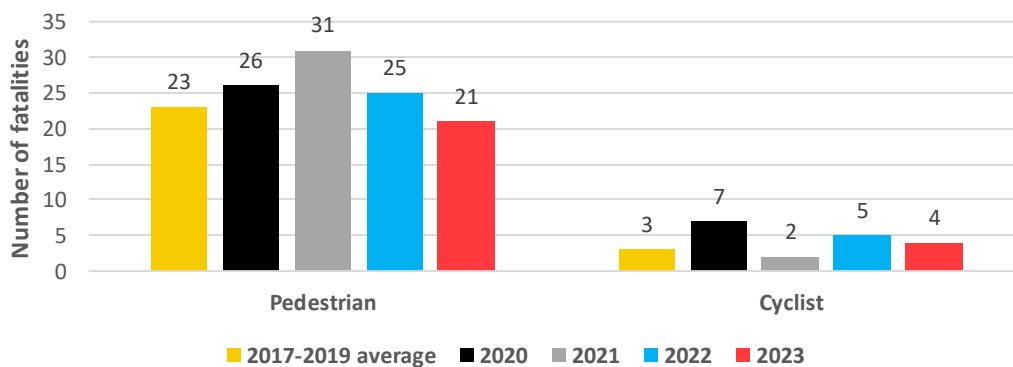


Figure 5: Number of fatalities in Greater Manchester

The six mission priorities to enable more people to walk, wheel and cycle are:

- Infrastructure Delivery
- Home to School Travel
- Access to Active Travel
- Integration with Public Transport
- Road Danger Reduction
- Providing Access to Everyone (an overarching priority)

with Communications as a cross-cutting tool for all the priorities as summarised in Figure 6.

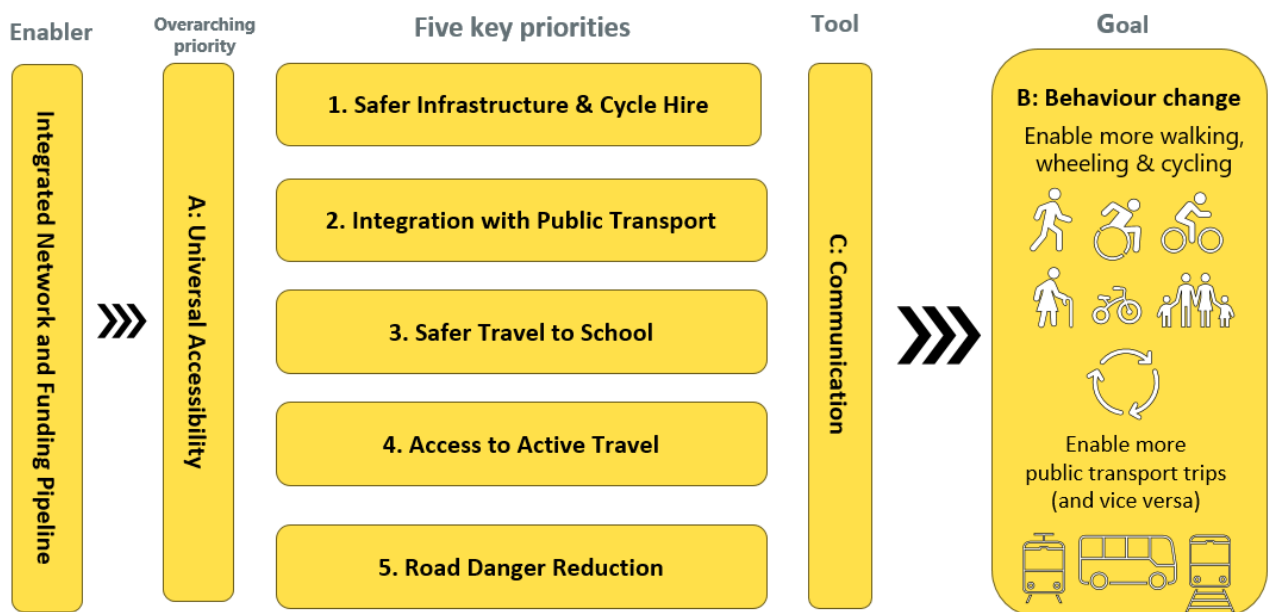


Figure 6: Active Travel Mission

Infrastructure Delivery

Over 117km of network is now completed to Bee Network standard. For the financial year 2023-24, 20 schemes were completed on site, delivering 31.8km of network. Network auditing (where the existing network is assessed to understand current conditions and what would be needed to bring it up to standard) which started in 2023 was continued in 2024, with around 800km of the network now audited. Recent auditing has focused on the network around schools, identifying potential quick win schemes for future delivery. A revised version of the aspirational active travel Bee Network was published at the end of 2023 and forms our current network vision for delivery by 2040. A major piece of work has been undertaken during 2024 to establish a prioritised pipeline of over 250 active travel infrastructure projects. This will position Greater Manchester as well as possible for future funding opportunities and enable us to maximise network delivery in the areas it matters most. Work

is underway as part of this on the development of a Strategic Cycle Network; this will be developed further with local highway authorities and wider engagement during 2025.

Home to School Travel

Our school travel strategy, which has a clear vision of wanting more young people to choose to walk, wheel, scoot, cycle or use public transport to get to school and access further education, went out to public consultation in November. The latest Mayoral manifesto included an ambition to boost the existing number of school streets from 30 to 100 in the next four years. Activity is underway to enable this, following a launch event with the Active Travel Commissioner in October 2024. Other work with schools continues to be delivered by Transport for Greater Manchester (TfGM) and partner organisations. This includes the Youth Travel Ambassador programme, Bikeability cycle training, and the rollout of Modeshift STARS to schools in Greater Manchester, as well as the provision of grant funding for facilities such as cycle and scooter parking.

Access to Active Travel

In November 2024 the milestone was reached of over 1 million Starling Bank Bike Hire rides and 2.5 million km ridden since the scheme opened in November 2021. Monitoring and evaluation of the bike hire scheme has found that there are good levels of awareness of bike hire from Greater Manchester residents and visitors. Survey results also suggest that the scheme is encouraging people to start cycling or to cycle more and for some to switch to bike hire from journeys previously made by motorised types of transport. There is also support for expanding the scheme. New bike libraries have continued to open across Greater Manchester, enabling people who do not own their own bike to cycle. A scheme offering people the chance to try out or loan an e-cycle launched in autumn 2024. The scheme will also include a pilot e-cycle purchase subsidy option. This follows on from a pilot delivered by Cycling UK. TfGM continues to offer a range of ongoing cycle skills and confidence training for those who live or work within the region. In 2023-24 over 1,500 people attended these courses.

Integration with Public Transport

Greater Manchester's Local Transport Plan is currently being refreshed, including policies on active travel and public transport. The Local Transport Plan describes how we can help achieve the overarching ambitions of the Greater Manchester Strategy by setting out the strategic direction for transport in Greater Manchester and outlining the policies that are needed to help get us there. A guided pilot of bikes on trams took place during March and April 2024. During the pilot, volunteers took their bikes on board off-peak tram services, on different routes at different times and days of the week. A report summarising the findings of the research and the guided pilot and subsequent recommendations will be presented to the Bee Network Committee in late 2024.

Road Danger Reduction

A Vision Zero Strategy for Greater Manchester has been developed and was published in November 2024. Our ambition is for Greater Manchester to have zero fatalities and life-changing injuries on our roads by 2040. Safety cameras have continued to be upgraded through funding from the Mayor’s Challenge Fund and Safer Roads Greater Manchester, with 88 locations upgraded by August 2024. A further 53 existing safety camera locations are in the process of being replaced with 25 average speed safety camera systems along the same roads. GMP continues to deliver campaigns to support road danger reduction. Operation Snap encourages road users to show each other consideration, including through the public submitting video evidence relating to driving/moving traffic offences. Between November 2023 and April 2024, 2,430 reports were submitted, and over 1,500 of these received a positive outcome via either the central ticket office or warning letter. Operation Wolverine gives officers the power to seize uninsured vehicles, and those driven without the correct licence. Some 10,990 vehicles were seized in 2023, recovering over £2.2m. Several safety campaigns which aim to change road user attitudes and behaviours have been delivered over the past year, with more to follow in 2025.

In 2022, 388 people were fatally injured or sustained life-changing injuries on Greater Manchester’s roads. This will form the baseline figure for our 2040 Vision Zero target for reducing those who suffer fatal and life-changing injuries (FLCI) casualties. The proposed interim target is to also reduce this number by 50% to 194 FLCIs by 2030, and then to zero by 2040 – see Figure 7.

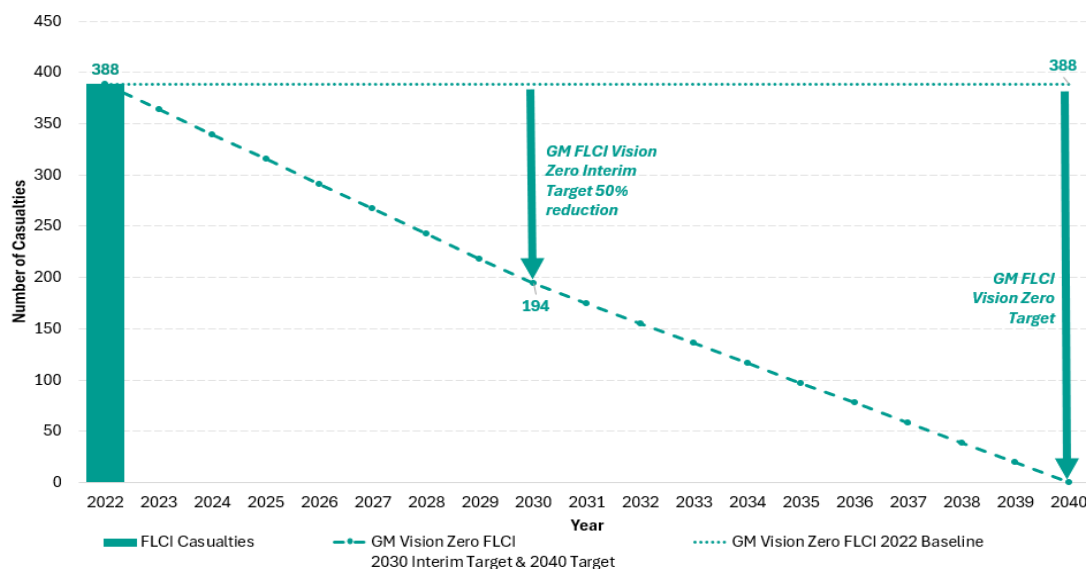


Figure 7: Greater Manchester 2040 Vision Zero target, FLCI casualties

Providing Access to Everyone

The Greater Manchester Streets for All Design Guide was adopted by the Greater Manchester Combined Authority in December 2023. It sets the standard for how our streets and public spaces will look, feel and function in the years ahead. The guide will inform scheme designs, with the aim of ensuring they are safe and accessible for all, as well as providing greener and more comfortable places to be. The Streets for All Design Check was launched in March 2024 and is a tool to assess how existing streets, and proposed changes to streets, perform against the design principles and requirements set out in Greater Manchester's Streets for All Design Guide. In 2025, we will be exploring options for developing a Greater Manchester Access Control Policy, with the aim of setting out our approach to access controls, where they may be necessary or appropriate, and what solutions are acceptable.

Communications, Engagement and Activation

Behaviour change initiatives to encourage people to choose to walk, wheel and cycle have continued to be delivered over the past year by TfGM, the ten Greater Manchester local authorities, and other partners. This has included the Love to Ride intervention, Cycle and Stride for Active Lives programme and scheme activation activities. Various marketing campaigns have encouraged people to consider active travel, including It's Your Move and Get on Board. Partners, including Living Streets, Sustrans, Cycling UK, GM Moving and others, have delivered a range of initiatives to enable and encourage more active travel use.

Introduction

Richard Nickson, Network Director Active Travel, TfGM

We are building the Bee Network – Greater Manchester’s future integrated transport network which brings together walking, wheeling and cycling, buses, trams and trains as one integrated network. This is a new, reliable, affordable and sustainable way for our people, businesses and visitors to get around, connecting them to new opportunities, essential services and each other. Journeys will be marked by one recognisable brand, the Bee, which unites the transport network and acts as a mark of quality. No matter what the journey, the Bee Network should be the natural choice of travel in Greater Manchester.

The rollout of high-quality active travel provision and infrastructure has been at the core of the Bee Network vision and has been in delivery since 2020. In November 2024 we passed the totals of 1 million Starling Bank Bike Hire rides and 2.5 million km ridden since opening in November 2021. High-quality Bee Network standard active travel routes have also been delivered. By 2025, Greater Manchester will have taken control of the entire bus network in three tranches from September 2023 to January 2025. Bus routes will be designed and integrated with other public transport provision and bear similar characteristics to Metrolink, with audiovisual announcements, simplified ticketing and better accessibility. By 2030, local rail services will also be incorporated into the network, meaning all four methods will be joined together by one brand, simplified ticketing, a daily fare cap and seamless, end-to-end journeys. By 2040 we aim to have completed over 2700km of high-quality walking, wheeling and cycling routes, overcoming severance and danger by providing thousands of new, safer crossings, and by offering segregated routes away from motor vehicles.

In 2017, we set out our ambition to improve our transport system so that, by 2040, 50% of all journeys in Greater Manchester are made by public transport or active travel, supporting a reduction in car use to no more than 50% of daily trips. This will mean 1 million more sustainable journeys every day in Greater Manchester by 2040, enabling us to deliver a healthier, greener and more productive city-region. We call this the transport 'Right Mix'. Achieving the Right Mix is expected to lead to zero net growth in motor vehicle traffic in Greater Manchester between 2017 and 2040.

Market research shows that a significant proportion of Greater Manchester residents would use their cars less if the alternatives were more attractive. This means providing a safe and comfortable experience for walking and cycling. This will be done through the provision of a network that is built to the highest standards, where danger on the road is reduced and a culture is developed where the car is not king, with the intention of delivering a strategy that makes significant progress towards zero road casualties. Improving access to bikes is also essential to make sure that every person can embrace more sustainable options.

To deliver and check progress towards our ambition, numerous strands of activity are ongoing and this, our second annual active travel report, provides an overview of the activities undertaken in 2023-24. The main focus of the report is providing an update on what has been happening across a range of activities that are associated with delivering the network. It also provides a summary of what we know about active travel use and perceptions across Greater Manchester.

Our intention is to continue to publish a similar annual report in the years ahead, and the content of this will be refined as other sources of data are added and new initiatives undertaken.

Funding

Building on the legacy of previous investments

Between 2011 and 2020 Greater Manchester secured substantial DfT funding to invest in active travel infrastructure, significantly raising the bar in terms of active travel delivery through programmes such as the Local Sustainable Transport Fund (LSTF) and Cycle City Ambition Grant (CCAG).

Current active travel investment

Today, Greater Manchester's active travel ambitions are being delivered through several funding sources, including the Active Travel Fund (ATF), Transforming Cities Fund, City Region Sustainable Transport Settlement (CRSTS) and the Active Travel Capability Fund.

Infrastructure schemes:

The amount of investment and number of infrastructure schemes being developed and delivered through these grant sources is as follows:

- Transforming Cities Fund (Mayor's Challenge Fund – MCF): £160m – 87 schemes
- Cycle Safety Grant: £1.5m – 1 scheme
- Emergency Active Travel Fund: £1.9m – 27 schemes
- ATF Round 2: £15.9m – 18 schemes (this fund is also funding a 'complementary measures' behaviour change programme)
- ATF Round 3: £14.4m – 6 schemes
- ATF Round 4: £23.72m – 13 schemes
- CRSTS: £54m (continuation of MCF programme) – 15 schemes
- ATF Round 4 extension: £3.8m – 9 schemes

In the three financial years 2021/22 to 2023/24, expenditure exceeded £100m.

As well as the investment noted above, TfGM and partner authorities have other capital schemes, within other capital programmes, which deliver active travel improvements. These include CRSTS Streets for All and Quality Bus Transit programmes. In addition, there are

Levelling Up Fund funded regeneration schemes such as those in Oldham town centre and Ashton-under-Lyne, Tameside. Growth Deal funds have also been used to deliver active travel infrastructure improvements. There are private developer-funded improvements on which we are working with Active Travel England and stakeholders to influence and deliver high quality interventions that connect to the wider Bee Network.

Behaviour change schemes, and capability development activities:

Alongside this investment in infrastructure, we are also investing in behaviour change programmes and programme development activities through the following additional funding sources:

- Capability Fund 4 Tranches: £11.0m
- Capability and Ambition Fund: £3.4m
- Active Travel Fund 4 Tranches: £5.5m
- Mini-Holland Feasibility Funding: £0.1m
- Social Prescribing Feasibility Study Grant: £0.1m
- London Marathon Charitable Trust: £1m
- Safer Roads Partnership: £0.1m
- E-cycle pilot £0.5m
- Greater Manchester's Transport Levy
- Scheme activation budgets

Governance and Capacity

Governance

Most government funding for active travel capital delivery is awarded to the Greater Manchester Combined Authority (GMCA). Programme Management of these funds (inclusive of governance and assurance) is then typically managed by TfGM, on behalf of the Combined Authority. This is based on an established set of processes and procedures which is in accordance with the region's Single Pot Assurance Framework and is designed to ensure value for money.

The ten councils of Greater Manchester and TfGM work together to deliver the region's active travel capital programme. Most schemes are delivered by the Local Highway Authority, who are typically the scheme promoter. In parallel, TfGM are responsible for leading five Greater Manchester-wide active travel schemes with delivery provided by the local authorities when appropriate, these being:

- Active neighbourhoods
- Crossings
- Cycle hire
- Road safety camera upgrades

- An emerging school travel programme

To enable TfGM to carry out their programme management role, an established Active Travel infrastructure programme team continues to help, guide and support council scheme promoters, while leading on the project management of the five schemes outlined above. All GMCA-approved capital schemes are subject to a design assurance process to make sure designs are compliant with Local Transport Note (LTN) 1/20 and local Bee Network standards.

Any scheme requiring investment through the MCF and/or Active Travel Funding needs to gain funding approval from the GMCA, which follows appropriate assurance, typically through the submission of a 'full business case'. Following a business case review process, the Active Travel Programme Board (which comprises representatives from TfGM and Greater Manchester local authorities) recommends that schemes be progressed to the Bee Network Committee for full funding approval (previously this role was undertaken by the GMCA).

Greater Manchester active travel resource capacity

In 2023 there were around 169 people (or full-time equivalents) estimated to be working to support active travel delivery within TfGM and the ten Greater Manchester councils.

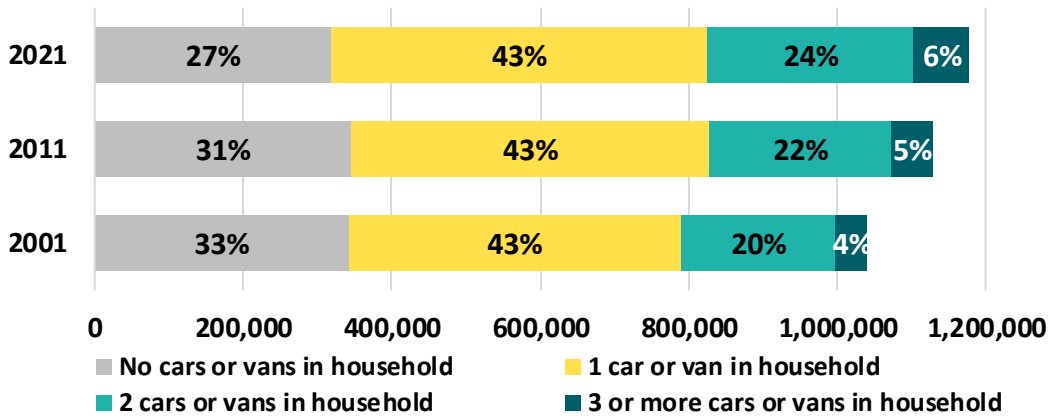
Overview of Travel in Greater Manchester

Understanding how people in Greater Manchester feel about and use walking, wheeling and cycling is key to understanding how our Active Travel Mission is going. It also helps us understand how active travel in Greater Manchester is contributing towards regional and national goals for sustainable travel.

Some of the most important things we know about active travel in Greater Manchester are included here, alongside things we know about transport use more broadly, to provide some context. We have also included a more in-depth look at active travel from the perspective of the 2040 Transport Strategy network principles in the Appendix.

- In 2023, Greater Manchester residents travelled 12.4bn kilometres, up from 11.3bn kilometres in 2022 (TRADS¹, 2022 and 2023).
- Greater Manchester's resident population grew c.7% between the 2011 and 2021 censuses: in comparison the total number of private cars increased by c.13%. No-car households have decreased in both absolute and percentage terms – see Figure 8.

¹ TRADS: Ongoing TfGM-commissioned travel diary, around 2,000 Greater Manchester households in 2022 and 2023
Active Travel in Greater Manchester Annual Report – 2024



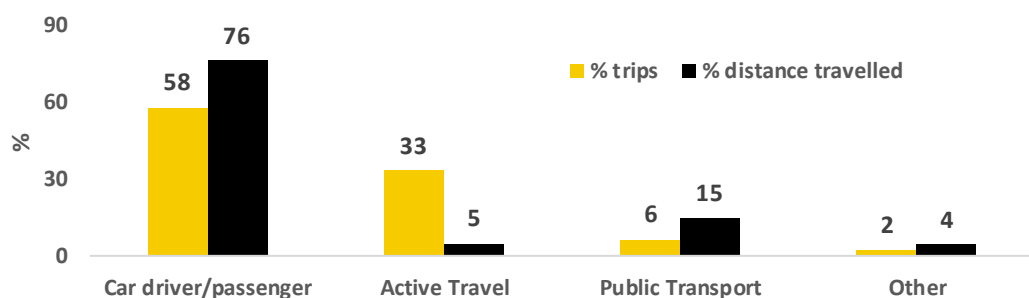
Source: 2001, 2011 and 2021 Census

Figure 8: Car or van availability in Greater Manchester

- In 2019, over three-quarters (77%) of Greater Manchester residents made a trip on any given day. However, in 2023, this dropped to seven in ten (71%) of Greater Manchester residents. The average number of daily trips by a Greater Manchester resident was 2.0, up from 1.8 in 2022 but still down from 2.1 in 2019 (TRADS, 2019, 2022 and 2023).
- Car is the most dominant method of travel in terms of both the number of trips (58%) and the total distance travelled (76%) by Greater Manchester residents (TRADS, 2023).

Active travel

- Active travel accounts for around one-third (33%) of trips by Greater Manchester residents in 2023 (see Figure 9). This compares with 32% of trips in 2022. The 33% of trips in 2023 is made up of 31% walking trips and 2% cycling trips. (TRADS, 2023).

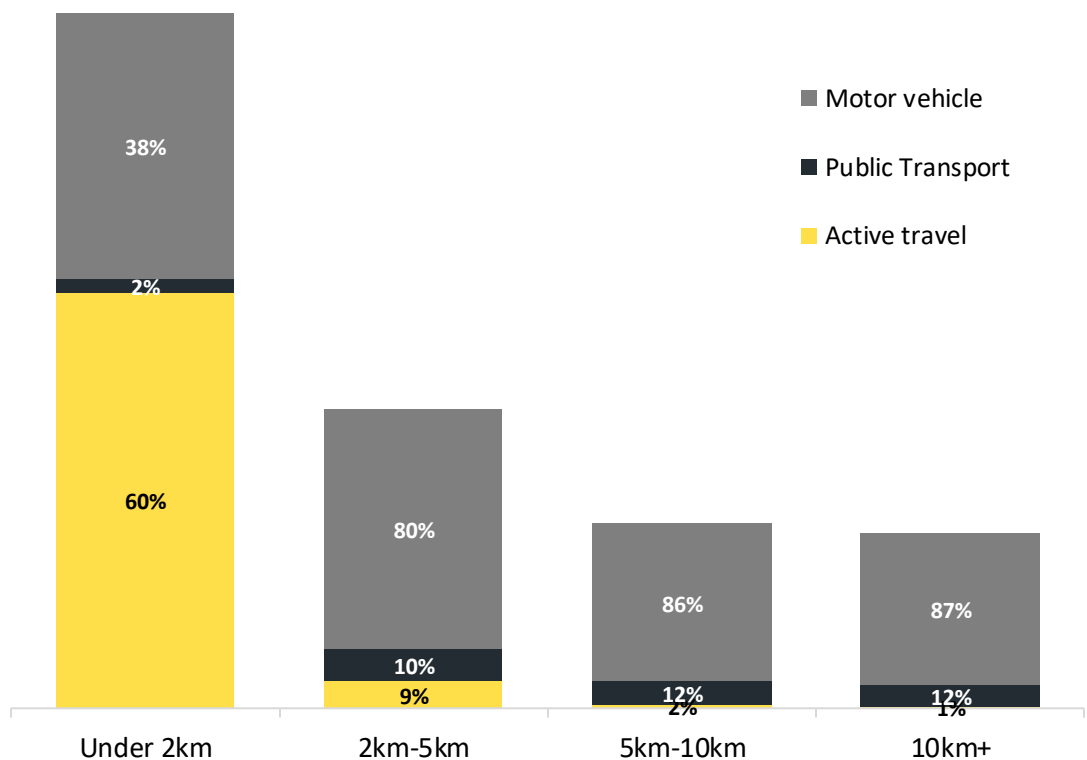


Source: TRADS 2023

Notes: Other = taxi, minicab, motorcycle, scooter, moped, or any other. Figures may not sum due to rounding

Figure 9: Trips and distance travelled

- In daily person kilometres, in Greater Manchester walking is estimated at 1.3m and cycling 300,000 kilometres, compared to 1.1m and 400,000 kilometres respectively in 2022 (TRADS, 2022 and 2023).
- It is estimated that each person in Greater Manchester takes 230 walking trips per year, up from 179 in 2021, which is a 28% increase. The median trip length for these walking trips was 0.5km, compared with 1.8km for cycling (TRADS, 2021 and 2023).
- In 2024, half of the respondents (50%) agreed that Greater Manchester’s transport network encourages them to walk or cycle as part of their trips, marking a significant increase from 38% in 2023 (Network Principles Surveys, 2023 and 2024).
- Every day, walking and cycling in Greater Manchester takes away up to 360,000 car journeys, up from 300,000 in 2021 (Sustrans Walking and Cycling Index, 2021 and 2023).
- Half of trips by Greater Manchester residents are under 2km and of these trips 60% (see Figure 10) are active travel trips (TRADS, 2023).



Source: TRADS 2023

Figure 10: Trip length by method of travel

Infrastructure Delivery

Delivery of Agreed Network Plan

Delivery to date

Version 3 of the Bee Active Network was published in December 2023, and this forms our current network vision for delivery by 2040. It shows what is needed to connect all communities in Greater Manchester with high quality active travel routes.

The realisation of this vision is now underway, with over 117km of network completed to Bee Network standard (see Figure 11). Specifically in the financial year 2023-24, 20 schemes were completed on site, delivering 31.8km of network. Particularly significant projects completed during 2023-24 have included:

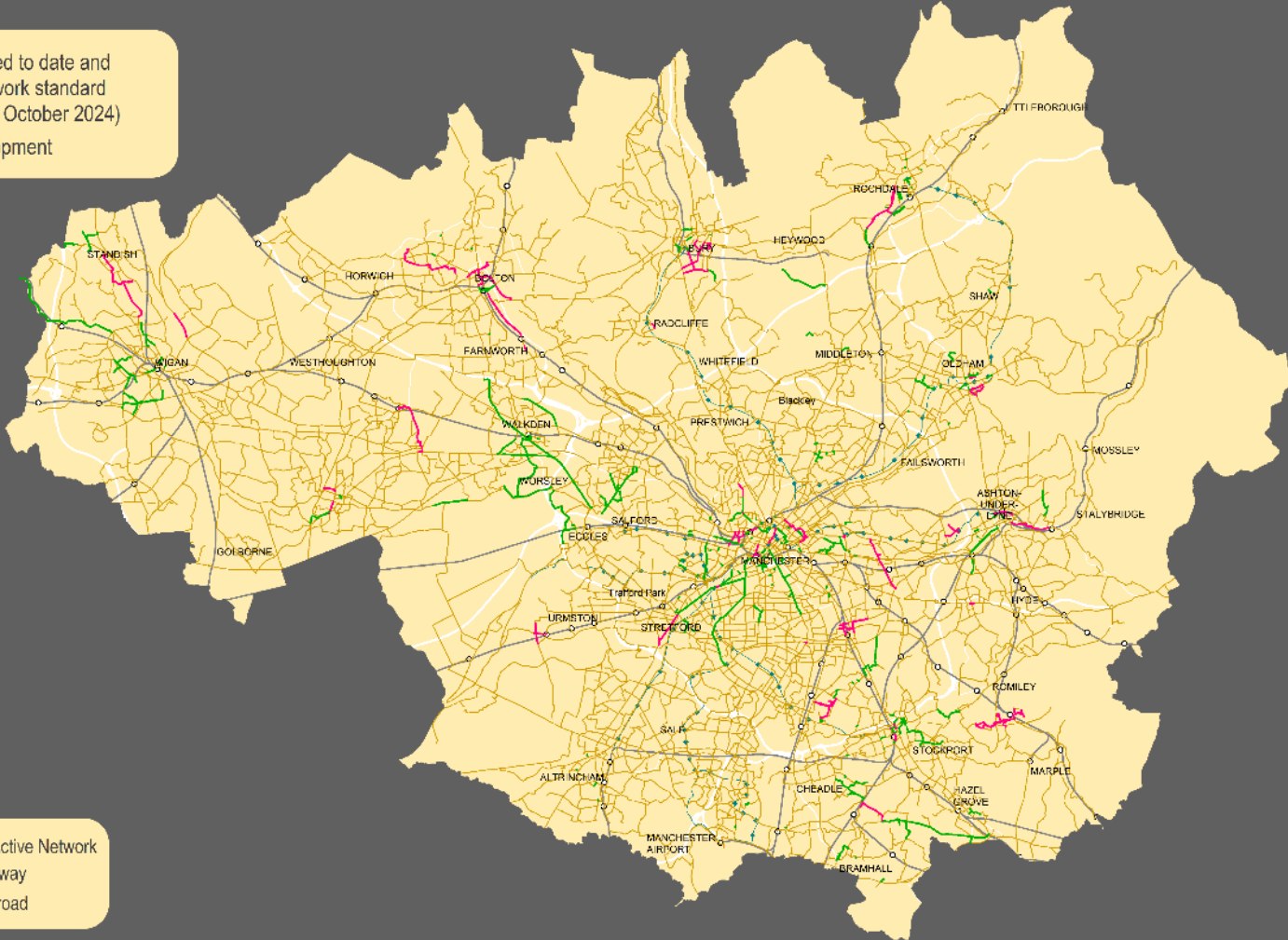
- New and upgraded links to RHS Bridgewater (6.6km)
- Chorlton Cycleway area 3 (1.5km)
- Canal and towpath links in Wigan (6.9km)
- Chadderton improvements (1.4km)

Next page – Figure 11: Bee Active Network completed to date and in development

BEE ACTIVE NETWORK

— Completed to date and Bee Network standard (before 1 October 2024)
— In development

— Bee Active Network
— Motorway
— Main road



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All active travel infrastructure funded by GMCA must conform to strict design standards, defined in the [Greater Manchester Interim Active Travel Design Guide](#) and the [Greater Manchester Streets for All Design Guide](#). An established design assurance process, overseen by the Greater Manchester Streets for All Design Review Panel, ensures consistent application of these standards. This makes sure that we are building for our target audience: those who do not yet use active travel for their everyday local journeys. For far too long, active travel infrastructure has been designed for the minority who are doing it already, when what is needed is infrastructure which everyone finds attractive, and safe to use.

Active neighbourhoods

These aim to create safer, quieter streets which prioritise walking, wheeling and cycling and create better places to live. Typically, these schemes are trialled for a period of time, allowing for community feedback on the design of measures before being made permanent. These measures include:

- Reducing traffic speed and volume, often through the introduction of 'modal filters' that restrict through access just to walking and cycling and enable only local access for motor vehicles
- Creating community spaces in the neighbourhood where people can use the public environment to socialise and play
- Improving the area through more greenery and improved lighting

Our 2023 Annual Report covered the difficulties which we were encountering securing funding for, and implementing, active neighbourhood schemes following widespread adverse national media coverage of such schemes. The previous national government largely withdrew support for active neighbourhood schemes and, as a result, we have not delivered any further active neighbourhoods since the publication of that report.

Early indications are that the new government is likely to take a more devolved view of local transport implementation, and we therefore look forward to the opportunity to develop more neighbourhood schemes in the coming years.

In the meantime, we have undertaken significant work with academic partners at the University of Salford and others, aimed at establishing lessons learned from active neighbourhood implementation to date. A key outcome of this work is the need to make sure that active neighbourhoods are not solely focused on removing through motor traffic, but that they also tackle some of the more basic issues which result in poor levels of service for pedestrians in residential areas: pavement parking, footway surfacing and crossing points without dropped kerbs or tactile paving. We look forward to working with partners, both locally and nationally, to deliver safer, more comfortable and more sustainable neighbourhoods in the coming years.

Adverse coverage of low traffic neighbourhoods in national media was a constant theme throughout 2023 and the early part of 2024, which continued to make the implementation of these schemes in Greater Manchester challenging. One notable success story was Manchester City Council's ambitious Levenshulme scheme receiving full delivery approval from the GMCA, while other councils including Bury, Salford and Trafford continued to develop new active neighbourhood schemes. The Urmston School Street celebrated its first birthday in July. This is a flagship school streets partnership between a high school, two primary schools and a private day nursery and serves around 1800 children per day.

The creation of liveable neighbourhoods, where local people feel empowered to end their car dependence and make their local trips actively, remains a key part of the long-term vision for living in Greater Manchester.

Crossings and junctions

Facilities for those walking, wheeling and cycling at junctions and crossings are hugely important to reduce the severance effect of major roads for those walking, wheeling and cycling. They enable connections to be made which are vital for everyday journeys on foot, and for cycling they enable key connections on existing quiet streets to be joined together to create important cycling routes.

In Greater Manchester, we have broken new ground in establishing new designs for both crossings and junctions which enable cycling, walking and wheeling all to be properly, separately provided for, for the first time. Notably, we have now constructed more than 20 protected junctions, many of which follow the 'Cyclops' design which was pioneered by Greater Manchester's engineers and planners.

However, existing junctions and crossing facilities in Greater Manchester are often absent or sub-standard, and we are on a mission to change that. In 2023 we reported that, of the 1,362 signal-controlled junctions in Greater Manchester, 189 had no 'green man' controlled pedestrian facility at all, and a further 282 were substandard in that they didn't have facilities on all arms or were missing important facilities like tactile signals.

To address the above issues, TfGM has established two major sub-programmes within the wider active travel infrastructure programme. These are currently funded through the Mayor's Challenge Fund and Active Travel Fund (from Active Travel England), and we anticipate them remaining long term funding priorities over the coming years:

- The Bee Network Crossings programme: this programme supports the rapid delivery of sections of 'quiet way' network where the main issues to be overcome are severance imposed by major roads. The programme seeks to provide appropriate crossing facilities for pedestrians and cyclists, informed by the Crossing Selection Tool published in the Greater Manchester Interim Active Travel Design Guide and subsequently adapted by Active Travel England. Through this programme, 33

crossings have been completed to date, with a further four programmed to be delivered by April 2025.

- The Walking and Wheeling at Signalised Junctions programme: the aim of this programme is to install fully accessible pedestrian crossing facilities at junctions which do not have these at the current time. The programme is not targeted at proposed future Bee Network routes (where specific facilities for cyclist would be needed as well) but rather at locations with high footfall in town centres or close to schools or other important walking trip attractors. Through this programme, 13 junction upgrades have been delivered to date, with a further five to be delivered in 2024-25.

Network review

In 2023 a comprehensive network audit took place, reviewing the standard of 700km of aspirational Bee Active Network. This was to help us to understand whether the existing infrastructure meets Bee Network standards, and, where it doesn't, how it falls short (the results of which were published in the last Annual Review).

Further work has followed this up in 2024:

- The results of the audit have been shared with council partners to enable making best use of this data to inform a range of work, including network planning and working with developers.
- An expansion of the audit work was undertaken, reviewing the standard of provision specifically around a number of schools, and this included some engagement with schools on particular challenges and opportunities, and maps of potential interventions.

The results from the audits are still being used by TfGM to inform future network planning, particularly in highlighting areas where significant lengths of network have the potential to be brought up to standard relatively quickly or cheaply.

Mapping and wayfinding

The Bee Active Network is currently mapped on our [Bee Active webpages](#).. This shows the schemes that have been completed and that are currently funded for delivery, as well as the aspirational Bee Active Network as a 'future' layer.

While a Bee Network wayfinding approach was developed several years ago, wayfinding in terms of physical signage of the 117km of Bee Active Network that has been delivered to date has not yet been installed. Following the refresh of the Active Travel Mission in 2022, we took the opportunity of a pause for reflection on the wayfinding requirements.

However, this is considered a priority now for two reasons: firstly, it should act to promote the new infrastructure that meets Bee Active Network quality standards and secondly, it is needed to enable new users to navigate the new infrastructure. Therefore, a refresh of the wayfinding strategy for the Bee Active Network is to be undertaken, including a signing specification and signing schedule. The agreed wayfinding approach will then be piloted on a small number of recently completed routes, which is anticipated to take place in summer 2025.

Audit outcome and retrofit schemes

We have completed a network audit of around 800km of the proposed active travel Bee Network. This has established the extent to which the conditions on the existing network already meet the Bee Network design standards and has identified where critical issues need to be resolved to bring the network to standard. This information is now being used to identify potential quick win schemes, as part of the wider development of the network, where significant lengths of network on existing quiet streets have the potential to be brought to Bee Network standards rapidly.

Future pipeline, longer routes

A major piece of work has been undertaken during 2024 to establish a prioritised pipeline of over 250 active travel infrastructure projects, to position Greater Manchester as well as possible for future funding opportunities and enable us to maximise network delivery in the areas it matters most. As part of this, work has started on the development of a Strategic Cycle Network, to sit within the wider Active Travel elements of the Bee Network. This will identify the most important strategic cycling routes, enabling these to be prioritised for earlier delivery. While this network is intended primarily to identify the key cycling routes in the cycling catchments of major centres and trip generators, its delivery will also include high quality walking and wheeling infrastructure.

At the time of writing, work is ongoing to overlay potential cycle routes with strategic proposals for other modes, most particularly bus, to make sure that these are compatible and realistic. Further development will then be undertaken with local highway authorities and wider engagement during 2025.

We have now developed a future pipeline of over 250 schemes at various stages of development. In prioritising schemes for delivery, we will particularly take account of:

- A scheme's contribution to the network
- A scheme's impact in terms of connecting communities with destinations
- A scheme's impact in reducing road danger and contributing towards our future vision for a road network where no-one is killed or suffers life-changing injuries in road traffic collisions
- The extent to which a scheme promotes an integrated whole Bee Network – ie does it improve access to public transport services?

- The extent to which a scheme contributes to particular specific policy commitments, such as enhancing access to schools, reducing community severance and promoting active communities

Cycle Hire Expansion

The Starling Bank Bike Hire scheme has stations and bikes in Manchester, Salford and Trafford but it is an ambition of the Mayor and the Active Travel Commissioner to have a Greater Manchester-wide cycle hire scheme. Feasibility studies for a phase 2 expansion will be progressed between November 2024 and January 2025, along with improvements to the scheme because of the Recovery Period of 2023-24.

Cycle Parking

Since 2021, funding has been made available to increase cycle parking at key trip attractors. ATF2 funding was used to support organisations to deliver new cycle parking facilities. This was made available to the NHS, educational settings, housing associations and small organisations. ATF4 funding is now being used to provide further support to schools, small business and Voluntary Community and Social Enterprises to install cycle parking facilities, and to deliver cycle parking at public transport interchanges. Further information is provided in the 'Support to Organisations' section.

Network Improvement Examples from across Greater Manchester

Bee Network improvements have been undertaken across the ten Greater Manchester local authorities and some examples are provided below:

In **Bolton**, Bolton Council has focused on developing schemes through the business case approval process for delivery beyond the period of this Annual Report. Within the reporting period they have completed the Market Street scheme within Westhoughton town centre that has followed the principles of Streets for All. The scheme has seen elements of road space reallocation to widen and provide continuous footpaths across side streets, improving the pedestrian user experience. This is the first phase of a wider scheme for Westhoughton to improve accessibility and connectivity by walking and cycling.

The council has started to deliver the Active Travel Fund scheme between Bolton town centre and Farnworth where it will connect with the Farnworth Streets for All scheme. The scheme will deliver in the region of 3km of light segregated route and a protected junction scheme at the A6053 Bolton Road/A575 Gladstone Road Junction, where no pedestrian or cycle facilities previously existed.



Figure 12: Gladstone Road, Farnworth

The council has worked closely with TfGM to deliver improved crossing points at Chorley Old Road/Moorside Avenue and Chorley New Road/New Hall Lane, in support of the wider Bolton town centre to Doffcocker MCF scheme. The Chorley Old Road/Moorside Avenue work replaced an existing dangerous zebra crossing with a signalised junction with full pedestrian crossing facilities on all arms. The Chorley New Road/New Hall Lane scheme is a new toucan crossing facility supporting local movement to the Leverhulme Pavilion and beyond to the NCN80 Middlebrook Valley Trail. Monitoring and evaluation are currently being undertaken for the crossing improvement schemes and will be included in the next Annual Report.

The council, as part of its maintenance programme, reviewed existing cycle lane markings and, where feasible, has widened when relining to meet current standards, or in some circumstances has not replaced markings where it would result in a substandard width.

In September 2024 **Bury** made a start on an extensive programme of work to make the Fishpool and Pimhole areas more walkable and cyclable, and to re-connect them with Bury town centre. The initial ATF2-funded work includes various quiet street treatments and will be followed by MCF-funded schemes in the same areas, which will provide both new and upgraded crossings. Two further crossings are expected to be delivered with ATF4 funding. Both Fishpool and Pimhole are very close to Bury town centre, but they were effectively disconnected when the ring road and a belt of retail warehouses were constructed in the 1970s and 1980s.

A new walking and cycling bridge over the River Roch at Gigg Lane in Bury opened in September 2023. The bridge provides direct access from Fishpool and Gigg to Pilsworth Industrial Estate and is an important connection in the overall emerging walking and cycling network to the south of the town centre.



Figure 13: Councillor Alan Quinn opening the new Gigg Lane bridge

In **Manchester**, the Chorlton Cycleway is complete, providing a 5km route between Chorlton and the city centre. The scheme provides protected, segregated cycle infrastructure and improved pedestrian facilities, including several protected junctions along its length. The Levenshulme and Burnage Active Neighbourhood measures are now being upgraded through the rollout of a permanent scheme to enable more active travel in these areas. In Ancoats, modal filters, junction improvements and reduced on-street parking have been introduced to facilitate the creation of a new neighbourhood with active travel at its heart, supported by Ancoats Mobility Hub. Further measures are under evaluation throughout 2024 via an Experimental Traffic Regulation Order.

In **Oldham**, the ambitious plans to transform the town centre to make it easier, safer and more enjoyable to walk, wheel or cycle have continued. To date this has included improving the route between the town centre and the bus station, the western connection to the town centre along West Street and the eastern connection to the town centre along Rock Street. Remaining improvements in the core of the town centre pedestrianised area will be completed over the next year.



Figure 14: West Street

These ongoing changes have made the street environment more attractive and vibrant, for example by putting in new seating and cycle parking, planting trees and creating high-quality outdoor event spaces which have been well used over the last year in a busy town centre events programme. The improvements complement wider regeneration plans for the town centre, including up to 2,000 new homes, a further education college and a town centre linear park, which are all now progressing.

Elsewhere in the borough, new or improved crossing facilities at three locations along a linear off-road route have been completed, making it easier and safer for pedestrians and cyclists to use this route for everyday journeys between Saddleworth and Oldham town centre.

In **Rochdale**, a number of schemes have been completed, for example a pedestrian crossing upgrade at Bury Road/Sandy Lane. This was a signalised junction for motor traffic on a very busy section of the network which had no dedicated crossing facilities – this upgrade introduced four controlled crossing points at the junction. At St Leonards Street in Middleton, a Prohibition of Driving Traffic Regulation Order was approved which led to the route being closed for vehicular through traffic, with the road space being built up to footway level and all the space offered to active travel modes. A Bee Network crossing scheme has been delivered outside the largest primary school in the borough (Bowlee Primary, about 900 pupils). Alongside the controlled crossing point, the scheme included new walking and cycling connections/renewed materials and, importantly, new restrictions on the highway outside the school site to remove on street parking and declutter road space.



Figure 15: Windermere Road/Wood Street crossings & cycleway outside Bowlee Primary
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In the Local Centre of Castleton Rochdale delivered an ambitious walking and cycling route over a 1 km distance which removed 100% of on street parking and introduced segregated cycle tracks, signalised (CYCLOPS) junctions, independent road crossings and speed reduction measures.

Across **Salford**, 5km of segregated cycle routes, 13km of traffic-free routes, seven new protected junctions, and 0.3 hectares of urban park have been delivered so far. Bee Network standard walking and cycling provision is now available along the full length of Trafford Road, providing a high-quality walking and cycling route between Media City, Salford Quays, Ordsall and Old Trafford. In Swinton and Monton, the Swinton Greenway connects schools and neighbourhoods via wide, fully lit paths, which are suitable for walking, wheeling and cycling year-round. The route also helps overcome severance via a crossing of the East Lancashire Road.



Figure 16: Swinton Greenway

The cycling and walking investment in Salford means that some 4,000 students are now better connected to cycling infrastructure across eight colleges, high schools and primary school sites. Over the last 12 months, Salford has continued to develop proposals for additional Bee Network routes with a further 1km of Bee Network walking and cycling infrastructure along Chapel Street East due to start on site in early 2025. Further segregated routes and neighbourhood improvements are also planned to start in 2025, building a connected network in the city.

In **Stockport**, examples include the delivery of the new viaduct park and bridgescape on top of the new interchange in Stockport, with segregated cycle and pedestrian facilities providing a high quality and accessible connection between the rail station, the interchange and the town centre, avoiding the A6.



Figure 17: Stockport Interchange

In addition, there were improvements to the junction of Broadstone Road/Broadstone Hall Road North and South, a new tiger crossing on Mauldeth Road in Heaton Moor and two tiger crossings in Stockport town centre, improving cycle and pedestrian access to local schools, leisure facilities and businesses. On Wilmslow Road, Stockport delivered a new developer-funded signal junction that includes sparrow crossing facilities and associated cycleways. The schemes previously delivered have also allowed for the delivery of several activation activities, including Dr Bike, led walks and cycle rides, information stalls and school-based activities near these schemes. This has included events at Bramhall Park and Cheadle Green. Walking and cycling was also promoted at the summer Stockport Moves event.

In **Tameside**, three cycle lane upgrade schemes have been delivered, at Stockport Road and Oldham Road/Newman Street in Ashton-under-Lyne, and at Guide Lane in Audenshaw. These schemes incorporate segregated cycle lanes, bus stop bypasses, upgraded signal-controlled pedestrian crossings, and treatments to prioritise pedestrians at side roads. One Bee Network crossing scheme has been put in place on the A627 Cavendish Street, converting a zebra crossing to a signal-controlled crossing for both pedestrian and cycle users, and with improved connections to adjacent routes.

In **Trafford**, In Altrincham a new safer crossing point was delivered at the junction of Dunham Road and Gorsey Lane, following a campaign led by a local teenager. Three safer junctions on Talbot Road were launched in July 2024 which link into work that has begun to replace temporary coned cycle lanes along the A56 Chester Road to Talbot Road.



Figure 18: Talbot Road/Chester Road and Talbot Road/Great Stone Road

Along this Stretford north active travel corridor, in February 2024, Trafford delivered a 4-week active travel game called Beat the Street in Stretford and Old Trafford. 5,465 residents participated in the game, covering just under 61,000 miles. 15 local schools engaged with the game, as well as community teams and individuals. In Urmston, following consultation and engagement with residents and local schools, a trial of measures to make streets in Flixton safer and create a pleasant street environment for the local community began at the end of August. While consultation and engagement with local residents and schools on the Flixton trial continues, the Urmston School Street celebrated its first birthday in July. This is a flagship school streets partnership between a high school, two primary schools and a private day nursery, and serves around 1800 children per day. There are another five school streets in delivery in Trafford. In Old Trafford, work on the Talbot Road/Seymour Grove/Chester Road and Talbot Road/Boyer Street junctions is set to start this winter. This £5m scheme is part of a wider rollout of integrated walking, wheeling, and cycling facilities that will connect and fully activate a consolidated active travel corridor in the north of Trafford linking into existing schemes in Manchester and Salford.

Wigan delivered two successful active travel schemes in 2023, the Leeds and Liverpool Canal Towpath and Links scheme and Wigan to Standish Phase 1. Boasting the borough's rich industrial heritage, the canal scheme involved working alongside Canal and River Trust to upgrade 3.5 miles of the Leeds and Liverpool canal towpath, up to the border of the neighbouring authority, West Lancashire.



Figure 19: Leeds and Liverpool canal towpath

The scheme included the clearing of vegetation to enable them to widen the path and improve the surfacing. This provides a safe and attractive route to walk, wheel and cycle to key employment and retail areas, including Kraft Heinz and Robin Park, ensuring the borough is better connected than ever before. The extra links were installed to provide vital connections for surrounding families and communities. Two toucan crossings were installed on Scot Lane and Loire Drive, which connects the scheme to further green space and key leisure and sporting facilities, including a newly constructed state-of-the-art football hub at Laithwaite Park, and Wigan's main football and rugby ground, The Brick Community Stadium.

Wigan to Standish Phase 1 provided crossing facilities, widened footways, and shared use facilities within a mile of Wigan town centre. Prior to the scheme, this densely populated area close to Wigan town centre had little or no provision to safely walk, wheel and cycle across several busy main roads. By implementing various signal interventions across three key junctions close to the town centre, residents now benefit from full pedestrian crossing facilities, two toucan crossings and shuttle signals under the West Coast Mainline.

Complemented by widened footways and improved off road routes, residents can walk, wheel and cycle to key town centre destinations, including retail, schools, colleges, health and leisure facilities, two train stations, and a bus station.

Home to School Travel

Development and Adoption of a School Travel Strategy

Our Home to School work seeks to embed a culture of sustainable and active travel among pupils, staff, and parents. Engagement with schools and their pupils aims to minimise reliance on private vehicles and to encourage sustainable and active travel for the journey to school.

The Active Travel programme complements a complex environment of work that is being undertaken with schools by a wide range of organisations, including local authorities, GM Moving, Sustrans, Living Streets and Global Action Plan, along with other more localised groups.

Our school travel strategy has been in development in 2023-24 and has a clear vision of wanting more young people to choose to walk, wheel, scoot, cycle or use public transport to get to school and access further education. As the school travel policy is developed, the focus of active travel interventions will fall into one of a number of areas:

- Creating safer streets around schools (school streets, parking, park and stride)
- Providing more active travel infrastructure (safe cycle routes, crossings, infrastructure audits)
- Increasing access to cycles and secure cycle storage (bike libraries, lowering cost of buying a bike, cycle hire, storage)
- Changing travel habits and behaviours (training, Youth Travel Ambassadors, Modeshift STARS)

Own the Ride Secondary School Cycle Training

This project, delivered by Bike Right between April 2022 and December 2023, provided intensive support to students at secondary schools who lived within a cyclable distance and had higher potential to cycle rather than take a school bus or arrive as a passenger in a car. Across the project, 52 courses took place, with 361 pupils attending. As there was a less than expected take-up of these courses, Learn to Ride courses were also offered to primary school-aged children, with 24 courses taking place, attended by 534 pupils.

The final element of the project was delivered in 2023-24, providing 97 bikes to local schools along with an essentials pack that included lights, mudguards, locks and helmets. These bikes were used by the schools in various ways, depending on the needs of the school and its pupils, including bike clubs, in PE lessons and for individual pupils to cycle to school.

Modeshift STARS

Modeshift STARS is an online travel planning platform which schools can use to identify transport issues, monitor methods of transport to and from school and plan and track initiatives to improve pupils' home-school travel and local environment. Schools then get a nationally recognised accreditation with five levels, depending on how involved they are.

Since 2020-21, TfGM has funded the licence for the platform on behalf of the ten local authorities, and since March 2023 has offered dedicated officer time to support councils to get more out of the system. By April 2024, a total of 25 schools had gained accreditation, in all but two of the local authorities, representing a year-on-year increase of 12 schools. During this time, the quality of accreditations also increased: two of the schools (both in Wigan) improved their level of accreditation to 'Very Good', the third highest level of accreditation. Figure 20 shows the distribution of schools with accreditation as of 30 April 2024.

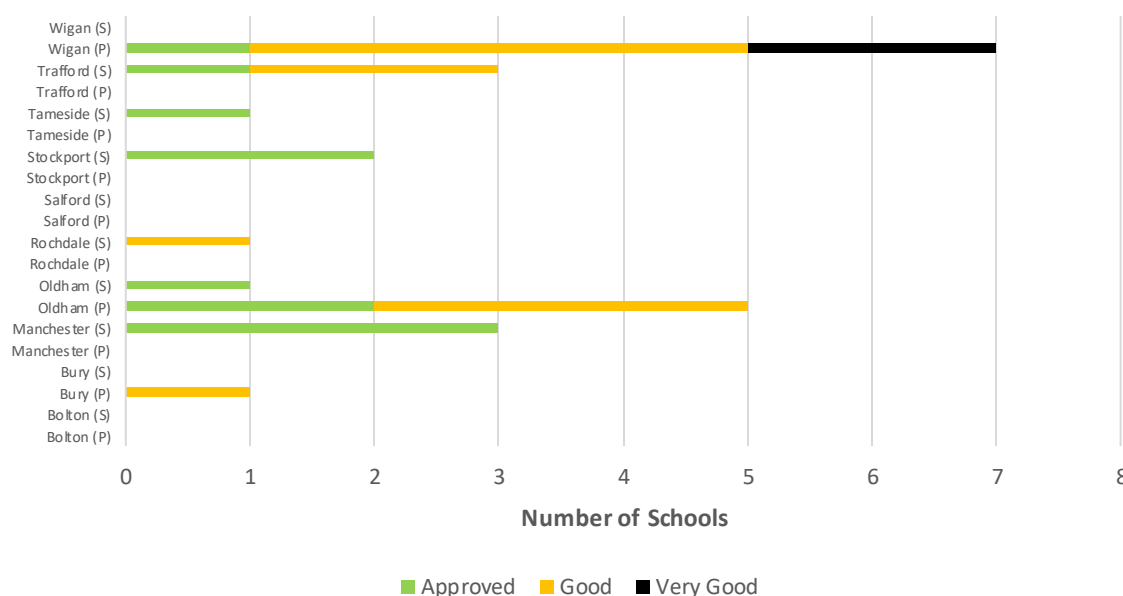


Figure 20: Primary (P) and Secondary (S) Schools with Modeshift Stars Accreditation by local authority area

The growth in accreditations was mirrored by an increase in awareness and usage of the platform. Between 1 April 2023 and 30 March 2024 an additional 86 teachers signed up to use the platform, meaning a total of 137 schoolteachers are interested in creating travel plans for their school. The platform provides a great framework for these teachers to help change behaviours, and registration is an important first step. TfGM and our council partners are supporting these teachers to help them make meaningful change within their schools, as well as looking at ways to grow the number of schools registering and progressing to full accreditation, embedding a culture of behaviour change for the coming years.

The platform is also an important element of the School Streets and YTA programmes and is being used as part of the monitoring and evaluation of these schemes.

Youth Travel Ambassadors

Funded through the Capability and Ambition Fund, the Youth Travel Ambassador (YTA) programme empowers secondary students, aged 11-19, with the skills and confidence to address transport issues affecting their school community. Through a student-led approach, the programme aims to increase the number of home-school journeys made via active travel modes.

Teams of 8-12 student ambassadors are appointed and attend a series of six sessions delivered by the YTA coordinator, and a minimum of three school-led sessions, delivered by the school coordinator – an appointed member of school staff. These sessions support the ambassadors in devising and implementing their own behaviour change campaign, targeting their peers. The YTA team pitch their campaign ideas and secure the funding (maximum £500) to deliver it at an inter-school event known as 'Campaign Junction'. After delivering their campaigns, all schools are invited to an end of year Celebration Event, whereby each school presents their project report and shares their achievements.

Tranche 2 of the programme took place over the 2022-23 academic year. Tranche 3 started in September 2023 and continued until the end of the 2023-24 academic year (July 2024).

Since the start of the programme up until July 2024, across the three tranches, 23 schools have taken part, and 364 ambassadors have been appointed.

Tranche 3 – 2023-24

Thirteen schools are participating in Tranche 3, with six continuing their participation from Tranche 2. A total of 165 students are appointed as ambassadors, with the programme reaching about 14,300 students. Nineteen members of staff are also championing active travel within their role as school coordinator.

The continuing schools were supported in reflecting on the impact and effectiveness of their first campaigns with the mind to develop them further and overcome any obstacles in delivery. Some schools decided to pick up a further travel barrier/issue to tackle within their campaign. Furthermore, within the continuing schools, it is evident that the YTA programme, and the notion of active travel being a key priority, is embedding into the schools' culture.

Three schools gained or retained their 'Approved' level of Modeshift STARS accreditation. A further 6 schools gained 'Good Level', and two schools achieved 'Very Good Level' accreditation over the 2023-24 academic year. Saddleworth School in Oldham, who obtained their 'Very Good Level', were also crowned the STARS North West Regional Secondary School of the Year.

All schools participating in Tranche 3 delivered their campaigns over the spring/summer term. Secondary schools across Greater Manchester were invited to apply for Tranche 4 of the programme in May, to start in September 2024. All current YTA schools were invited to continue participation. Eighteen schools are taking part in tranche 4; nine of these schools are in their second or third year of participation.

Bikeability

Bikeability is the DfT's flagship national cycle training programme for schoolchildren in England. It is a practical training programme which provides schoolchildren with a life skill and enables them to cycle confidently and competently on today's roads. Greater Manchester is planning to work with the Bikeability Trust to help them reach their goal that every child can achieve Level 2 Bikeability by 2025. Bikeability Level 2 teaches you to: start and stop with more confidence; pass stationary vehicles parked on a road; understand the road: signals, signs and road markings; negotiate the road, including quiet junctions, crossroads and roundabouts; and to share the road with other vehicles.

Greater Manchester councils deliver Bikeability training in schools. This is funded directly by Active Travel England through the Bikeability Trust. In 2023-24, 23,694 places were delivered on Bikeability training across the different levels in Greater Manchester, up from 18,990 in 2022-23, an increase of almost 25%.

Secure Cycle Storage

TfGM continues to support schools and colleges by providing funding to install cycle parking facilities that enable and encourage people to travel more by bike, most recently through ATF4 funding. Further details are provided in the 'Support to Organisations' section.

School Streets Pilot

A school street aims to address congestion and road safety issues at the school gate by restricting motorised traffic at drop-off and pick-up times. The restriction applies both to school traffic and through traffic, on weekdays during school term time. £500,000 was made available to deliver 40 school streets pilots across Greater Manchester through ATF2. The fund is managed by TfGM; however, schemes are delivered locally by the local authorities. In 2023-24, school streets activity included:

- Delivery of seven schemes across nine schools in Bolton, Bury, Oldham, and Trafford
- Continuation of air quality monitoring being undertaken at two schemes (Manchester and Trafford)
- The first ANPR camera scheme in Greater Manchester

By October 2024:

- 25 pilot schemes (covering 29 schools) remained in delivery
- 3 pilot schemes had been piloted and were no longer in delivery
- 12 pilot schemes remained in development

Monitoring and evaluation

Evaluation of the school streets pilot programme is in progress. The evaluation is focused on understanding how the pilot has gone and what its effects have been. This information is being used to shape the future rollout of more school streets in Greater Manchester. We have spoken to those involved in setting up school streets, and parents and carers with experience of school streets. We are working with schools to collect data on how pupils are travelling to school. Over the next few months, we will be talking to young people to understand their perspectives of school streets as well. A small project working with the University of Manchester has measured air quality at two schools. The University of Manchester has also done research to understand residents' experience of school streets in Manchester² and Walk Ride Whalley Range has collected data as part of their work supporting Manley Park Primary School with their school street.

The pilot showed that school streets have the potential for positive social and safety outcomes for children, parents, schools and local communities. Discussions with parents, carers and those involved in the pilot found a perceived improvement to road safety and increase in active travel to school. Interim parent and carer survey results also indicate that they feel the school street has improved safety. The top mention of what they like about the school street in the survey was it being safer for children to cross the road or travel to school. The University of Manchester's research with residents identified positive benefits such as a safer street outside the school, perceived better air quality, and active travel benefits. Walk Ride Whalley Range's work with parents, children and residents also identified perceived improvements to safety and air quality. Some parents were also more willing to let their children walk to school independently, and some residents valued the school street making their road quieter, and stopping their drives being blocked by parents parking. In addition, Walk Ride Whalley Range report that the school street at Manley Park has also been a catalyst for other initiatives related to active travel that would not have happened otherwise, including a weekly bike train to school, litter picks on the walking and cycling route between the two school sites, and a scooter library to help families try scooting to school instead of driving.

Evaluation of the school streets pilot to date has also found that sometimes the school streets, as set up, did lead to unintended consequences. These include unsafe parking or drop-off activity near to the school street, and aggression from some parents unhappy about the school street changing access to the school by car. This was mentioned by parents and carers both in the focus groups and in the interim survey results received to date. Buy-in from parents was increased where the school street was supported by a known authority figure at a school (such as a headteacher or deputy headteacher), and marshalling from Police Community Support Officers reduced non-compliance by car users. The University of Manchester's research with residents identified some negative effects of school streets,

² With project partners Manchester City Council, TfGM and Walk Ride Greater Manchester
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including shifting of traffic, inconsiderate driving, parking and community division. Some residents have made changes to their daily routines while school streets are in operation, and across all schools, residents reported that access by non-residents has been affected, including visitors, taxis and delivery drivers. Walk Ride Whalley Range reported that some residents who don't live on the Manley Park Primary School school street felt that it had moved problems from the school street to outside their house. Traffic observations by Walk Ride Whalley Range showed that inconsiderate and dangerous driver behaviour continues to be an issue at Manley Park, especially around the areas where the school street barriers are placed. This includes anti-social parking, engine idling and dangerous manoeuvres.

The University of Manchester's air quality research focused on two schools: Manchester Communication Academy, which has a school street every day during term time, and Moorlands Junior School in Trafford, which had two trial school street days in December 2023. The research found that car traffic decreased while pedestrian and cyclist traffic increased during peak hours when the school streets were in operation. At Moorlands Junior School, data suggests that on the two trial school streets days, there was some traffic displacement to nearby routes, indicating the need to manage potential traffic displacement effectively.

Air quality monitoring showed that, at both schools, averages for the measurement period were below the UK legal limits as set by the Air Quality Standards Regulations (2010). Monitoring showed distinct morning and evening peaks in nitrogen oxides (NO and NO₂) which corresponded with traffic rush hours. The research found evidence for the influence of regional outdoor air quality on indoor concentrations of Particulate Matter 2.5 and NO₂. At Manchester Communication Academy, the comparison between data from before and after the school street was introduced indicates that it did not lead to measurable improvements in air quality. This is likely to be due to the school being near to Rochdale Road, which has high traffic volumes, meaning that the school street had a minor impact on traffic patterns in the area overall. At Moorlands Junior School, there was not enough data from school streets days to draw definitive conclusions about the impact of the school street on air quality.

School streets in Greater Manchester currently generally rely on volunteers to run, and we found that ongoing collaboration, communication and community involvement were important for the successful implementation and sustainability of school streets. Recruiting and sustaining volunteers was a challenge for some schools and in some cases meant that the school street was not continued. Volunteer field diaries from Walk Ride Whalley Range's project with Manley Park Primary School show that generally the experience of volunteers at this school was very positive, although not universally so; sometimes volunteers were verbally abused and put in danger when drivers drove across the pavement to get past the barriers.

Some of the recommendations for future school streets from the different pieces of research are:

-
- Integrated approaches to encourage active travel and reduce parents and carers driving to school
 - More practical and financial support for schools to encourage active travel to school
 - An alternative to relying on volunteers to run school streets, such as camera enforcement
 - More use of 'park and stride' (where parents and carers park away from the school and finish the journey to school by walking or wheeling) where suitable, for example through partnerships between schools and local businesses and organisations
 - Greater management of parent/carer parking
 - Consistent operation of school streets, and clear signs to help people understand when the school street is in place and what this means in practice for access at that location
 - More consideration of a school's location in relation to the road network when selecting schools for school streets
 - More 'how to' and best practice guides for those introducing school streets, and more knowledge sharing

An Emerging School Travel Programme.

Work has started on the next phase of the School Streets programme which aims to deliver 100 school streets by 2028, as included in the Mayor's manifesto.

School streets will be one element of a wider School Travel programme approach that seeks to bring together a combination of actions that are suitable to the local area and that reduce the risk of conflict between vehicles and people, especially children. These will encourage trips to school by walking, wheeling, cycling and public transport in preference to private motor vehicles and could include (where funding allows) school streets, crossings, and other potential measures such as cycle/scooter parking, bike buses and access to bikes. In the longer term, more extensive safer street areas around school streets would enable the lessons from our active neighbourhoods schemes to be applied.

Access to Active Travel

Starling Bank Bikes

The Starling Bank Bike Hire scheme was rolled out in three discrete sub-phases from November 2021 to Easter 2023, culminating in over 1,200 bikes, 220 stations and over 2,500 stands, in a service area spanning parts of Manchester, Salford and Trafford as shown in Figure 21 below. This area provides a catchment of circa 200,000 residents. The bike hire stations are spaced about a 5-minute walk from each other (300-400m). To date, more than 99,000 users have used the service.

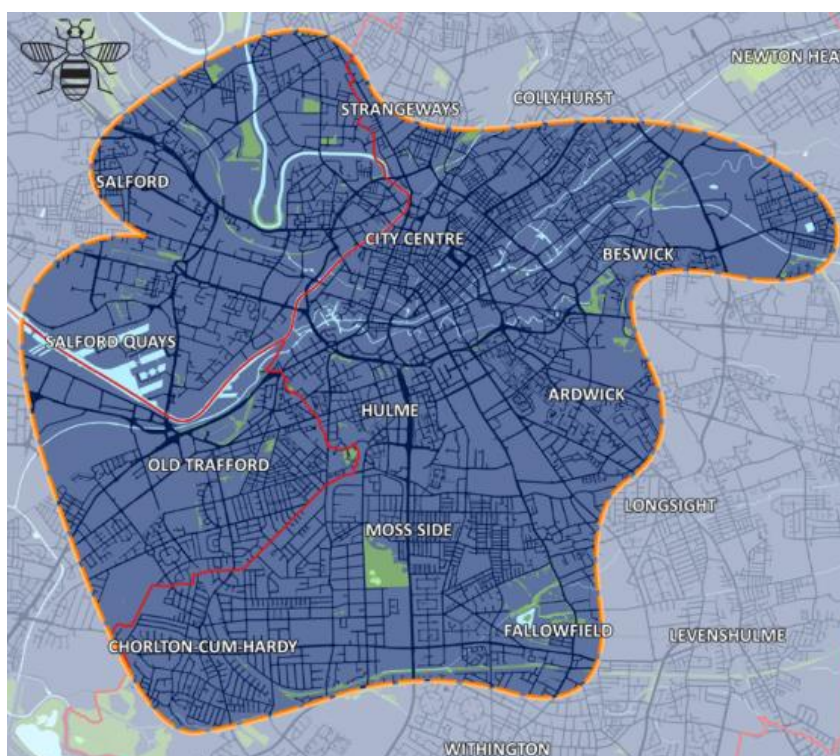


Figure 21: Starling Bank Bike Hire catchment area

Around Easter 2023 the scheme saw significant increases in antisocial behaviour, leading to high levels of repairs, bikes missing or stolen, and low bike availability (dropping to below 200). In August 2023, the scheme entered a recovery period, where some of the least popular stations (those generating less than one ride per bike per day) were suspended while the scheme was brought under control. The recovery plan strategy includes other actions such as getting on top of the repair backlog, increases to both the street team and the repair team, working closer with the Travelsafe Partnership and a front lock protocol. Fraud prevention measures have also been looked at, along with the introduction of higher penalties and increased enforcement.

The scheme has now exited the Recovery Period with an average of 1,200 bikes on street for three months (June-August) and all stations re-opened, except for 34 which are still under review for potential permanent closure.

Starling Bank Cycle Hire performance

Figure 22 shows the trend in bike hire rides and active users since the Starling Bank Bike Hire scheme was introduced in November 2021.

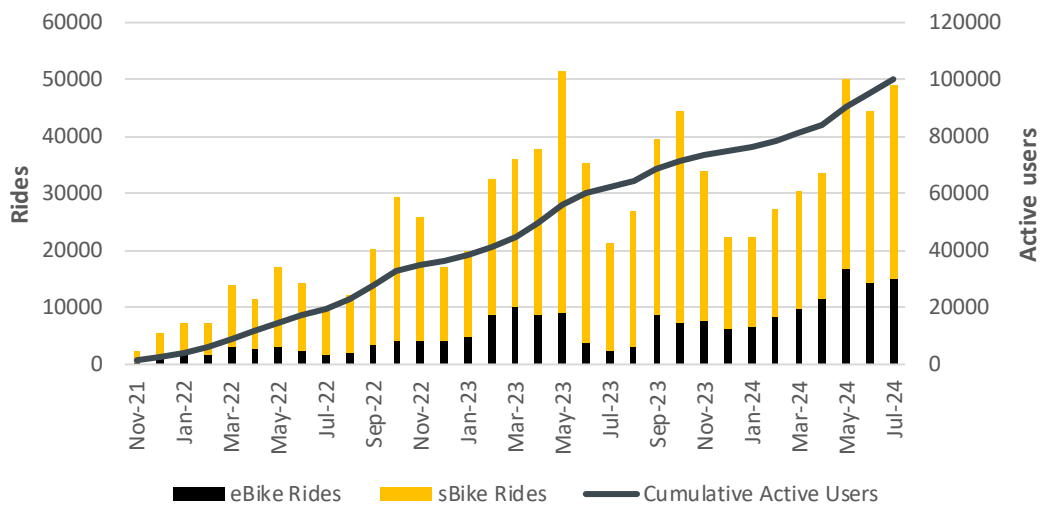


Figure 22: Starling Bank Bike Hire rides and active users per month

Figure 23 shows bike availability and rides from the beginning of the Recovery Period summer 2023 to August 2024.

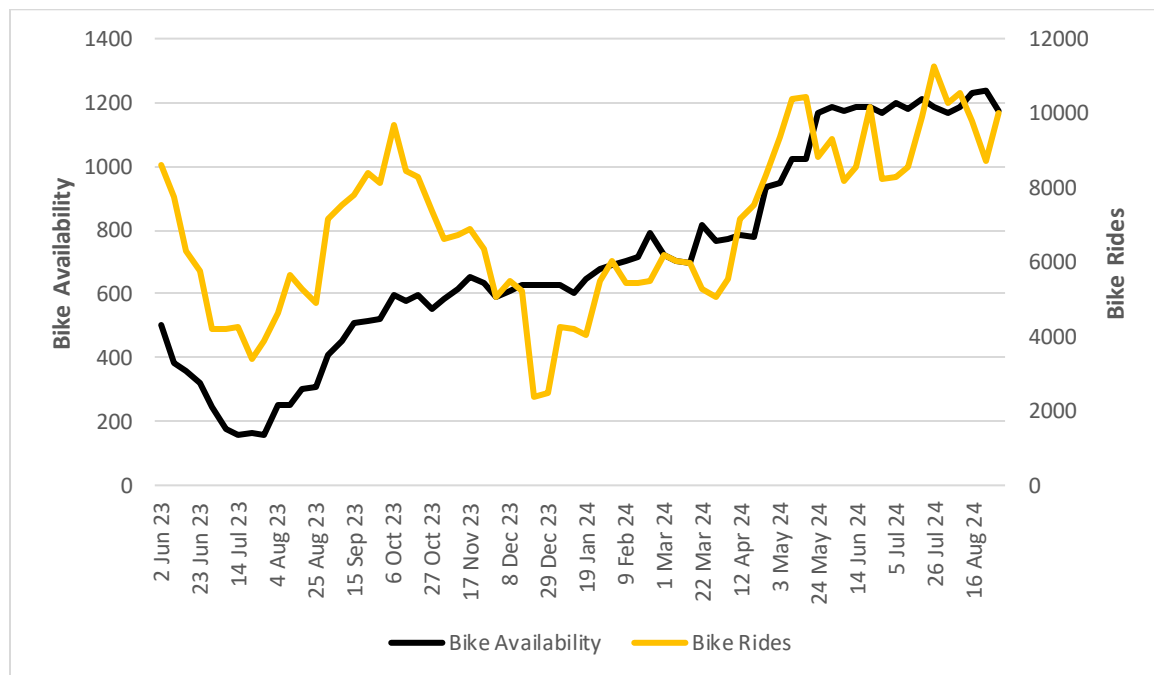


Figure 23: Starling Bank Bike Hire bike availability and rides

In August there were on average 1,600 rides day, representing more than one ride per bike per day. In November 2024, we passed the totals of 1 million Starling Bank Bike Hire rides and 2.5 million km ridden since opening in November 2021.

Monitoring and evaluation

The evaluation of the bike hire scheme is focused on understanding how the scheme is being used in practice, and whether the scheme is meeting core objectives:

- Increasing access to bikes
- Increasing cycle use in Greater Manchester
- Contributing to modal shift to cycling from non-sustainable modes

The first surveys for the evaluation of Starling Bank Bikes scheme happened in 2024. A survey with users sought to find out perceptions of the scheme, how people are using the scheme, and whether they have changed their behaviour because of the scheme. A survey with people who live in or visit Greater Manchester focused on their awareness and perceptions of the scheme (including hire costs).

There are good levels of awareness of bike hire from Greater Manchester residents and visitors, with awareness highest for those that live within the bike hire zone (80%), compared to those that live within the rest of Greater Manchester (55%) and outside of Greater Manchester (25%). 62% became aware of the scheme by seeing it in action. There was a lower awareness that e-bikes are included in the scheme (40% aware).

Most of those surveyed in the resident and visitor survey (96%) were not existing scheme users. Around 21% would not consider using the scheme, whereas around 75% were not against using the scheme, but were either choosing not to or had circumstances which did not allow it at the time of the survey. There is an opportunity to encourage some of these people to start using the scheme, although most suggestions for what might encourage use of the scheme relate to wider provision for cycling (such as dedicated cycle lanes), suggesting that potential usage of the scheme is strongly linked to availability of good cycle routes to use the hire bikes on.

Survey results from scheme users suggest that the scheme is encouraging people to start cycling or to cycle more and to switch to bike hire from journeys previously made by motorised types of transport. A total of 49% of respondents to the user survey reported cycling more since using the scheme. Over half (53%) of the additional journeys would have been made using a different type of transport if the scheme had not been available, 16% by a motorised type of transport.

The main reasons given for cycling more were bike hire being quicker than other types of transport (55%), the scheme providing access to a bike which had not been available previously (52%), and not having to worry about bike theft or vandalism (52%). The main reasons given for using bike hire over other types of transport were a reduced journey time

(86%), cycling being good for physical or mental health (73%), and it being fun or enjoyable (65%).

Across users and non-users there was support for expanding the scheme, with 49% across the two surveys thinking the scheme should be expanded (26% felt it should be kept the same, and 4% thought it should be removed entirely). The whole of Greater Manchester, all of Trafford and all of Salford were the most common suggestions for expansion locations.

The user survey will be repeated in 2025 and 2026, and the resident survey will be repeated in 2026.

Access to Other Cycles

Bike libraries

Bike libraries offer the chance to borrow a bike to people living locally who want to try cycling but cannot afford to or could not store a bike. The TfGM scheme was set up in 2021-22, and four separate funding tranches have been made available for community groups, active travel-focused businesses, and other relevant organisations to apply to become bike libraries.

These libraries are run by a variety of organisations, including council-run leisure centres, a mosque, community centres, a health centre, existing community cycling groups and co-ops, book libraries and primary and secondary schools.

Bike libraries funded through the TfGM programme offer a minimum of five adult bicycles available to borrow for time periods ranging from one day to one month, depending on the needs of the borrower. Many libraries also offer children's, mid-size and folding bicycles. Each library is supplied with maintenance tools to carry out bike maintenance and volunteers can access free TfGM Intermediate Maintenance training and a two-day Cycling UK Advanced Maintenance course. Helmets, locks, puncture repair kits and hi-vis clothing are provided to all library users borrowing bikes. TfGM also supports new bike libraries by providing promotional resource packs.

In mid-2023, a further funding allocation to establish more bike libraries in Greater Manchester (Tranche 3) was made and organisations were invited to submit bids for grants of up to £5,000. A total of 19 applicants were granted funding, and as of September 2024 15 of these were up and running (or had held a soft launch). Unfortunately, three grant recipients have subsequently returned their grant funding after deeming themselves unable to proceed due to variety of reasons, including staff turnover and change in circumstances. One applicant has yet to open their library, and TfGM are providing support to help accelerate this.

In March 2024, TfGM conducted a survey with bike libraries that have been in operation for over 12 months, to understand their feedback on the set-up process, what they currently offer and if there have been any changes since their application. It also asked for their views

on the ongoing sustainability of their library and suggestions of how the scheme could be improved. We received a 66% response rate (18 responses) with almost universally positive or neutral responses.

In mid-2024, an extra £50,000 from the Capability and Ambition Fund 4 was allocated to the bike libraries project. 50% of this has been allocated to fund new libraries, and 50% to cover both programme costs and small 'continuity' grants to existing Tranche 1 and 2 libraries to help with their ongoing running costs. For new bike libraries, this funding was combined with £10,950 of returned grant funding from Tranche 3, allowing 9 new libraries to be offered funding.

Access to e-cycles

In February 2024, on behalf of the GMCA and by invitation of Active Travel England, TfGM submitted a successful bid to participate in the local authority e-cycle pilot fund along with three other authorities: Sheffield, Leicester and Burton upon Trent, and Luton and Dunstable. This project will build on the national pilot which ended in June 2024 (delivered by Cycling UK), transferring ownership of the scheme to the four local authorities, and will also offer a pilot e-cycle subsidy scheme alongside the loan scheme and try outs. The scheme was launched in October 2024.

Cycle Training

TfGM offers cycle skills and confidence training for those who live or work within the region. Through private tuition and group courses with qualified instructors, we provide opportunities to learn how to cycle, build confidence on the roads, and undertake repairs to bikes. Table 1 shows the courses that were delivered in 2023-24:

Table 1: Cycle training courses delivered in 2023-24

Course type	Description	Attendees
Complete Beginner	Aimed at those who have either never cycled before or are revisiting cycling and are starting over from scratch.	543
Confidence Builder	Aimed at those who can ride a bike a little bit but need to develop their confidence to manoeuvre more effectively or ride one-handed, look behind them, etc; essentially all the skills that are a prerequisite to being able to use the roads safely.	284
Cycling on Quiet Roads	Aimed at the confident off-road or recreational cyclist who may be hesitant about cycling on the road.	86
1-2-1 (including for cargo bikes and Starling Bank Bike Hire bikes)	Aimed at those who feel that they are lacking a little confidence on road and would benefit from some advice and guidance.	221

Course type	Description	Attendees
Family	Aimed at families who would like the skills and knowledge to escort children confidently and safely and cycle together as a family.	41
Basic maintenance	Aimed at those who would like to learn how to look after their bike and carry out simple maintenance.	174
Intermediate maintenance	Aimed at those who have basic knowledge of bike maintenance but want to extend this.	173
On the Move maintenance	Aimed at those who have basic knowledge of bike maintenance but want to learn outside of the classroom.	26
Total		1,548

Train the Trainer

This project supported people to encourage and increase cycling in their local community. The project aimed to train cyclists to coach or train others, to lead rides and to complete basic maintenance checks on bikes. The following courses were delivered in 2023-24:

- Advanced Cycle Maintenance for two volunteers of Horwich Ride Social (a local, social, non-competitive cycling group whose main aim is to encourage anyone to get on a bike)
- Bespoke On the Move maintenance course for nine volunteers of JoyRiders (a group of women who are passionate about cycling and want to get many more women and girls on bikes)
- Emergency First Aid at Work course for two volunteers of JoyRiders

Safe Urban Driver (SUD) training

SUD training is designed for professional HGV, LGV and PCV drivers to help them reduce risks and avoid collisions on the road, particularly in relation to vulnerable road users. A total of 20 courses were delivered to over 180 drivers in 2023-24, funded by the Safer Roads Greater Manchester Partnership. The programme will continue to run until the end of March 2025.

Bike Buddy

The Bike Buddy programme offered disabled people, older aged people and those with long term health conditions the chance to be active through cycling as part of everyday life. The programme aimed to create a long-lasting cycling culture within care and support settings, focussing on giving people the skills, knowledge, and confidence to cycle from their front door or from their care and support setting.

We funded Wheels for All to deliver this innovative programme from April 2022 through to January 2024. Wheels for All partnered with five care organisations to deliver a programme of inclusive ride leader and cycle skills training, one-to-one support and guidance and an

appropriate fleet of adapted cycles. The staff within those organisations are now independently delivering cycling activities to their services users and wider community.

The outputs and outcomes of the programme are set out in Table 2.

Table 2: Outputs and outcomes of the Bike Buddy programme

What has happened because of the programme?	Number of people	What does this mean, and what has this achieved?
Individuals accessed the Bike Buddy support service across the regional programmes.	25	Disabled and older aged people have the confidence to be active in their community.
Disabled people completed a journey through the initial Bike Buddy scheme.	5	Disabled, older aged people are enabled to be active on their terms. Oldham Personal Advocacy Limited (OPAL) have been cycling in their community as part of Bike Buddy.
People working in the partnership organisations (staff, carers and volunteers) have taken up cycling off the back of Bike Buddy.	2	Increased ease of opportunities for staff, carers and volunteers, encouraging and enabling those within support networks/organisations to become more active. Staff at OPAL have begun cycling to work.
People have been trained through the Bike Buddy ride leader courses delivered across the regional areas.	6	People have the skills, knowledge and understanding of how to engage and deliver Wheels for All sessions – creating a reliable pool of volunteers to support future sessions.
People involved in the initial programme have continued to cycle beyond the Bike Buddy intervention.	15	The training, mentoring and communications from Wheels for All will inspire and enable people to continue to make journeys. OPAL have made cycling part of their regular activity offerings.
Recruited volunteers have been able to support the participants of the Bike Buddy as ride leaders, 'meeters and greeters', mentors or cycle mechanics.	12	Volunteers have confidence to be active in the community and are valued, and give credibility to the project, enabling increasing numbers of people to be active.

Recorded Bicycle Thefts in Greater Manchester

Figure 24 shows that the number of recorded bicycle thefts in Greater Manchester has continued to fall since 2020, standing at 2,999 in 2023.

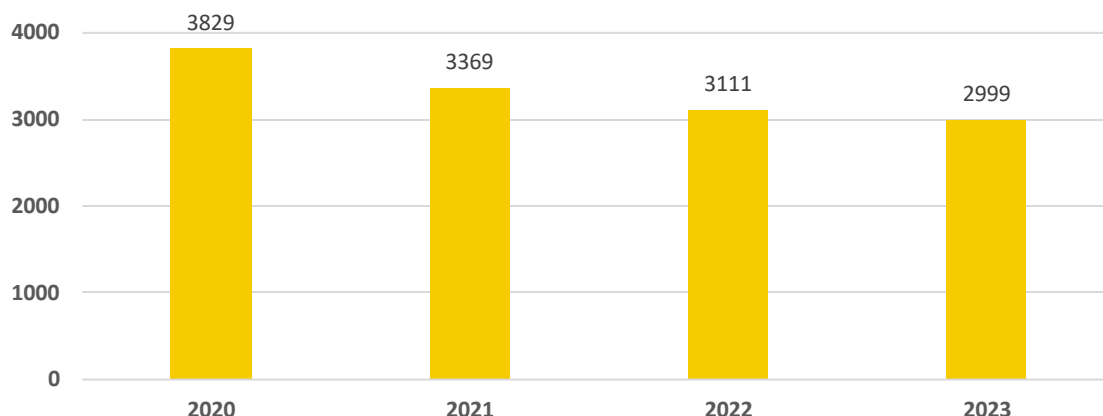


Figure 24: Recorded bicycle thefts in Greater Manchester

Figure 25 shows the location attached to the recorded bicycle thefts in 2022 and 2023.

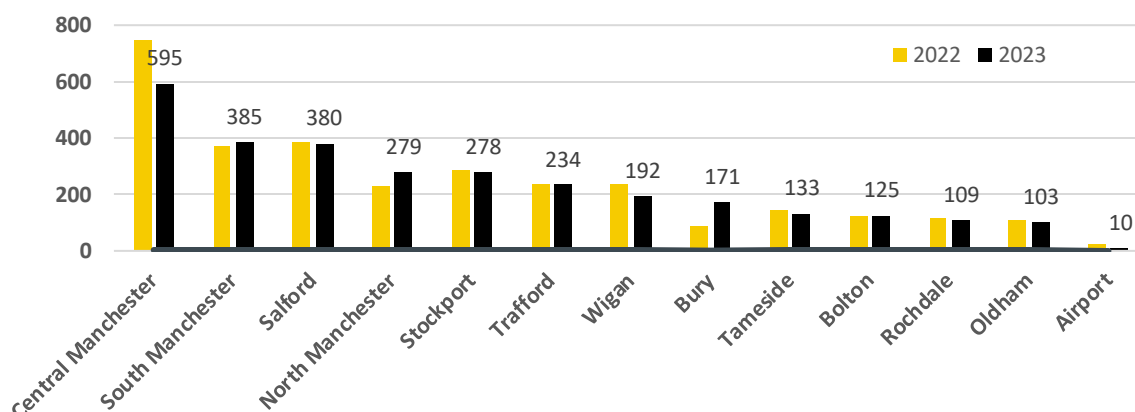


Figure 25: Recorded bicycle thefts in Greater Manchester by location in 2022 and 2023

Wayfinding

TfGM is currently undertaking a major piece of work to develop, test and adopt a wayfinding package for active travel routes within the Bee Network. A key aspect of Bee Network active travel routes is that they come with a promise of a standard of infrastructure which makes them suitable for an inexperienced cyclist, or any legitimate walking/wheeling user. We are therefore aiming to adopt a wayfinding strategy that will build on existing active travel wayfinding and make it easy to recognise routes which offer Bee Network standard infrastructure. The wayfinding chosen will also need to recognise the value of existing

connecting infrastructure which does not currently meet standards, but nevertheless can form useful connections for many users. We aim to undertake a trial of a proposed wayfinding approach during 2025.

Mapping

TfGM publishes two main maps of the active travel network for public use:

- TfGM's ever-popular series of cycle network maps, which are downloadable from the [TfGM website here](#), or available in paper form from TfGM's Travelshops. These show existing cycling infrastructure of a variety of forms and are regularly updated to include the latest constructions.
- The [active travel network vision map here](#) enables users to turn on different layers of projects at differing stages of delivery, from completed schemes through to the long-term network vision to connect to every community.

Work is ongoing to provide integration between the above two maps. It is the intention that a future version of the cycle network maps of existing infrastructure will indicate which routes are already delivered to Bee Network standard.

Support to Organisations

Cycle parking grant (Active Travel Fund complementary measures)

As part of ATF2, grants up to a maximum of £10,000 were available to support organisations within Greater Manchester to deliver new cycle parking facilities to complement Active Travel Fund schemes across the region. This grant was made available to the NHS, educational settings, housing associations, and small organisations employing 20 staff or less.

A total of 18 schemes were delivered in early 2023-24, creating 231 cycle parking spaces. In total, 1,659 cycle parking spaces were delivered through the programme.

Community access grants (Capability Fund)

This £535,000 grant programme offered grants up to a maximum of £15,000 to help Greater Manchester's small businesses, Voluntary Community and Social Enterprises, education providers and NHS healthcare providers to fund cargo cycle solutions, adaptive cycles and support communities with small-scale projects to facilitate cycling and walking trips in their local area.

The purpose of the programme was to enable organisations to replace or significantly reduce reliance on a motor vehicle; expand and diversify the range and availability of cycles in the community, increasing the opportunity for older and disabled people to cycle; and provide a chance for communities to put in place solutions that address specific needs within their local area.

Of 78 approved bids, 55 grant projects were completed in 2023-24. These were worth £366,291 and delivered 51 cargo cycle solutions, 17 adaptive cycles, 12 standard cycles and 11 community projects.

Cycle parking grants (ATF4)

Two projects were approved by Active Travel England to deliver cycle parking across the region via ATF4.

With a funding pot of £0.83m, the first of these is supporting schools, small businesses and Voluntary Community and Social Enterprises to install a range of cycle parking facilities that enable and encourage people to travel more by bike. The facilities should be accessible to anyone visiting that location and complement and facilitate use of local cycling infrastructure.

The programme closed to applications on 10 November 2023 with bids totalling more than £1.2m from 144 organisations. Following evaluation, 121 organisations were accepted to receive grants to fund 137 cycle parking projects, which are expected to deliver around 2,584 new and improved cycle parking spaces at key community locations across all ten local authorities. Project delivery started in April 2024.

The second project focuses on the delivery of cycle parking at public transport interchanges supporting an integrated Bee Network. Proposals from both Northern and TfGM's rail team have so far been approved, covering 18 railway stations across the region with delivery expected during 2024-25.

Integration with Public Transport

Local Transport Plan Refresh

Preparation of a Local Transport Plan (LTP) is a statutory requirement of the Local Transport Act 2008. Greater Manchester's LTP describes how we can help achieve the overarching ambitions of the Greater Manchester Strategy by setting out the strategic direction for transport in Greater Manchester and outlining the policies that are needed to help get us there.

Our LTP currently has two key components:

- Greater Manchester Transport Strategy 2040
- Greater Manchester Transport Strategy Delivery Plan (2021-26)

These documents jointly guide planning, funding and decision-making for future transport investment, including prioritisation of the integrated settlement/CRSTS2.

TfGM are responsible for producing the LTP on behalf of GMCA, the local authorities and Mayor, and a refresh of the LTP is currently underway. The refreshed Transport Strategy 2040 document is expected to be available for public consultation in spring 2025, and the new Delivery Plan (2027-32) will set out how the strategy will be delivered and will be subject to consultation in early 2026.

In terms of Active Travel, the policies in the LTP will set the framework for future work on walking and wheeling, cycling, travel choices, streets for all, highway safety, and asset maintenance, among other relevant policy areas.

Bikes on Trams

In 2023, TfGM commissioned consultants to review the feasibility of bikes on trams and to learn lessons from other light rail and tram networks that permit bikes on board. To study the impact of non-folding bikes and adapted bikes on trams in practice, TfGM undertook a guided pilot during March and April 2024. During the pilot, volunteers took their bikes on board off-peak tram services, on different routes at different times and days of the week. This happened under test conditions with the supervision of the tram operator, Keolis Amey Metrolink (KAM). The trial included adapted bikes used as mobility aids, but also scooters which are not currently permitted on the tram. People with disabilities and people using

pushchairs were involved in the trial to make sure all access needs were considered when testing the reality of bikes on trams. During the pilot, feedback was collected from the cyclist volunteers and other passengers.

Following this study and the development of an Equality Impact Assessment for the proposed policy change, a report summarising the findings of the research and the guided pilot and subsequent recommendations will be presented to the [Bee Network Committee](#) in late 2024.

Development Management

Places for Everyone

The Places for Everyone (PfE) Joint Development Plan Document is a long-term plan of nine Greater Manchester local authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes and sustainable growth. On 21 March 2024, the PfE Plan was adopted by each of the nine local authorities and is proposed to cover a timeframe up to 2039. It now forms part of the statutory Development Plan for those nine councils (alongside any saved policies from their existing statutory Development Plans) and will be used in the determination of planning applications.

The active travel agenda is incorporated across the strategic objectives of the adopted PfE Plan, and eight of the ten strategic objectives presented include elements of active travel improvements, for example:

- **Objective 2: Create neighbourhoods of choice.** This includes prioritising sustainable modes of transport to reduce the impact of vehicles on communities.
- **Objective 4: Maximise the potential arising from our national and international assets.** This includes improving sustainable transport and active travel access to these locations.
- **Objective 5: Reduce inequalities and improve prosperity.** Prioritising development in well-connected locations and delivering an inclusive and accessible transport network.
- **Objective 6: Promote the sustainable movement of people, goods and information.** This includes enhancing the existing transport network, ensuring new development is designed to encourage and enable active and sustainable travel, and expanding the transport network to facilitate new areas of sustainable and inclusive growth.
- **Objective 7: Playing our part in ensuring that Greater Manchester is a more resilient and carbon neutral city-region.** This includes promoting sustainable patterns of development that minimise the need to travel and contribute to cleaner air and locating and designing development to reduce car dependency.

-
- **Objective 8: Improve the quality of our natural environment and access to green spaces.** This includes improving access to the natural environment and green spaces including parks.
 - **Objective 9: Ensure access to physical and social infrastructure.** This includes ensuring communities and businesses are supported by infrastructure, improving the capacity and network coverage of digital, energy, telecoms, transport and water in key growth locations and ensuring new development is properly served by physical and social infrastructure including schools, health, social care, sports and recreation facilities.
 - **Objective 10: Promote the health and wellbeing of communities.** This includes reducing the health impacts of air pollution through accessibility of sustainable travel such as public transport, cycling and walking.

To make sure active travel provision forms an integral part of new development and that developer-funded active travel infrastructure is integrated with the wider active travel network, we will continue to work with each Local Planning Authority throughout the development management process. This includes: our work aiding the development of Strategic Regeneration Frameworks and Masterplans for large development sites (including the PfE allocations); advising on active travel requirements of proposed development at the pre-application stage; and recommending improvements to submitted planning applications through the planning application consultation process, including ensuring that active travel infrastructure in new development meets the required LTN1/20 standards.

Local Plans

We will continue to work with Stockport Council in the development of their Local Development Plan to make sure that active travel objectives are central to the overall strategy and that active travel provision is a priority requirement of new development. We will also continue to work with the nine PfE local authorities as they produce their Part 2 Local Plans.

Walking Action Plan

Initial discussions have taken place with colleagues across Greater Manchester to seek to progress the Mayoral commitment to promote leisure walking. Plans will be developed in line with the LTP refresh and consideration will be given to overlap between leisure and utility walking.

Integrated Ticketing

The new Bee Network app now includes journey planning for walking, cycling and Starling Bank Bike Hire and more of the Starling Bank Bike Hire functionality will be integrated into the Bee Network app over time. Work has started to determine what elements can be included and in what time frames to align with the bike hire contract.

Cycle and Travel Hubs

Cycle hubs

TfGM offers 14 cycle hubs across Greater Manchester, with usage shown in Figure 26. The aim of the hubs is to provide secure cycle parking to remove potential barriers to commuting by bicycle. Smaller district hubs are targeted at shorter distance commuter cyclists (who would not need shower or changing facilities) while larger hubs with showers and lockers are offered in Manchester city centre and Media City. Membership costs from £10 a year for a basic level of access to £200 a year for access to one of the bigger hubs, including access to showers and lockers. Rebranded designs have been developed by the Design team in line with new Bee Network funding. Cycle hubs are currently being reviewed in the light of wider Travel Hub plans which are in development.

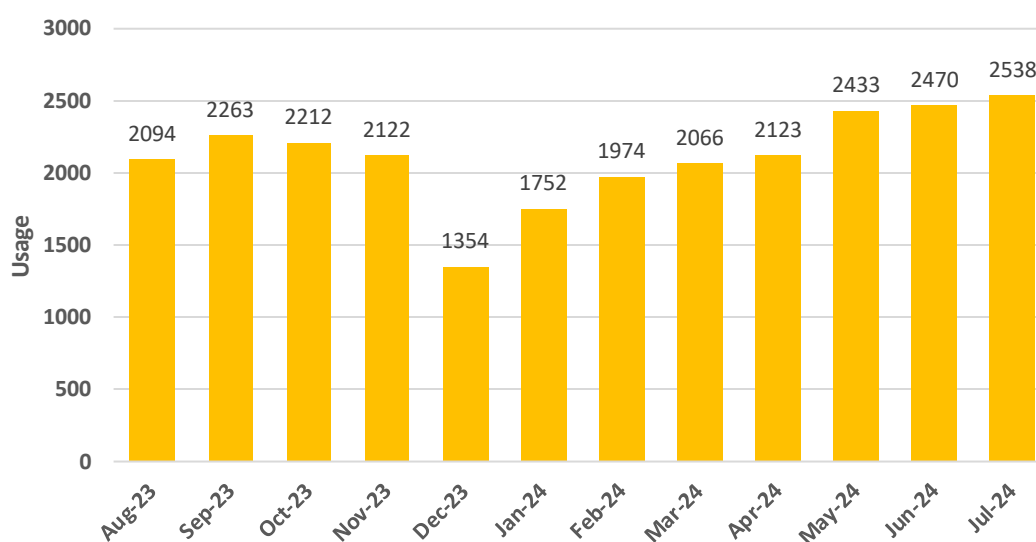


Figure 26: Cycle Hub Usage (per month)

Travel hubs

The core aim of developing travel hubs is to improve how we access existing and new methods of shared and public transport to encourage sustainable travel choices. Cycling, walking and wheeling are seen as the primary way to access and egress the wider Bee Network. However, some people live beyond the active travel catchment. This is where co-location of buses, park and ride and shared mobility can help to widen the reach of the Bee Network.

Travel hubs throughout Greater Manchester will vary in size and offer different provisions of shared transport options, dependent on the specific location. Some hubs will be in residential areas, featuring just one or two co-located transport methods. Meanwhile, some will be located at public transport stops and larger transport interchanges eg bus and railway stations. Through developing a comprehensive network of travel hubs strategically positioned

across Greater Manchester, we aim to increase access to both shared mobility and the public transport network and provide an attractive travel option for first and last mile journeys.

Bury Metrolink cycle parking

Improvements were recently made to cycle parking at eight stops along the Bury Metrolink line (Radcliffe, Besses o' th' Barn, Prestwich, Heaton Park, Bowker Vale, Crumpsall, Abraham Moss and Queens Road). Improvements include more spaces, shelters, CCTV and lighting. However, data available suggests very few people are using the cycle parking, with regular spot counts recording very low numbers of cycles parked (between none and four across all eight stops).

The low usage may be partly related to awareness of the cycle parking (36% of people surveyed were not aware of the cycle parking), but it is likely that the low current levels of cycling to access the Bury Metrolink line are likely to be more significant (only 1% of people currently travel to or from the eight stops by cycle, according to the survey). Survey results suggest that usage is unlikely to increase substantially until attitudes towards cycling change: 72% of people surveyed described themselves as 'not a cyclist', 76% do not own a cycle, and 64% say nothing would encourage them to cycle.

Of those who were aware of the cycle parking, over half were unsure whether it has got better or not. This is unsurprising, as people are unlikely to pay much attention to the cycle parking provision if they are not actively considering cycling. Of those who were not unsure about whether the cycle parking had got better or worse, around two in five think it has got better and around three in five think it is about the same overall. Generally, around half think that specific aspects (such as lighting, the location and design of stands, and amount provided) have got better. Comments received in the survey suggest that security of the cycle parking is still a concern for some.

The things that people said would encourage them to cycle to the tram were strongly linked to safety from traffic, with better routes in the surrounding area, better driver behaviour, and less traffic being the most common suggestions. This suggests that until high quality routes to access the Metrolink are delivered as part of the wider network, most people would not consider cycling to the tram stop. However, even if usage is quite low, provision of cycle parking at public transport stops and stations does send out a message that cycling is part of an integrated Bee Network, and that this enabling infrastructure will be ready for increased use in future.

Road Danger Reduction

Vision Zero Greater Manchester

At the beginning of 2024, the Safer Roads Greater Manchester Partnership³ launched a draft [Vision Zero Strategy](#) and subsequently a draft [Vision Zero Action Plan](#). These plans were endorsed by Greater Manchester's leaders in November 2024.

Our Vision Zero ambition is for Greater Manchester to have zero fatalities and life-changing injuries (FLCIs) on our roads by 2040, while increasing safe, healthy, equitable mobility for all.

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

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

Greater Manchester Killed and Seriously Injured (KSI) Road Casualties

For Vision Zero in Greater Manchester, we will start to report on a more detailed level of injury severity, including the life-changing injury breakdown – FLCI casualties, as well as continuing to report on our existing KSI casualty statistics to enable historical comparisons. The data for 2023 is based on the DfT's 'Reported casualties by police force, Great Britain, ten years up to 2023' which was published in September 2024. Casualty statistics are calculated from figures reported by police forces and from data provided by the DfT in 'Reported road casualty statistics in Great Britain: interactive dashboard'.

Figure 27 shows that KSI casualties in Greater Manchester reduced by 6% between 2022 (852) and 2023 (799). If we compare the 2023 figures to the annual average for 2017 to 2019, Greater Manchester achieved a 29% reduction in KSI casualties in 2023 (799 compared to 1127).

³ Made up of the GMCA, the ten Greater Manchester local authorities, TfGM, Greater Manchester Police, Greater Manchester Fire and Rescue Service and National Highways
Active Travel in Greater Manchester Annual Report – 2024

Of the 799 KSI casualties in 2023, 263 (33%) related to pedestrians and 126 (16%) to cyclists. The respective figures for 2022 were 273 (32%) pedestrians and 136 (16%) cyclists.

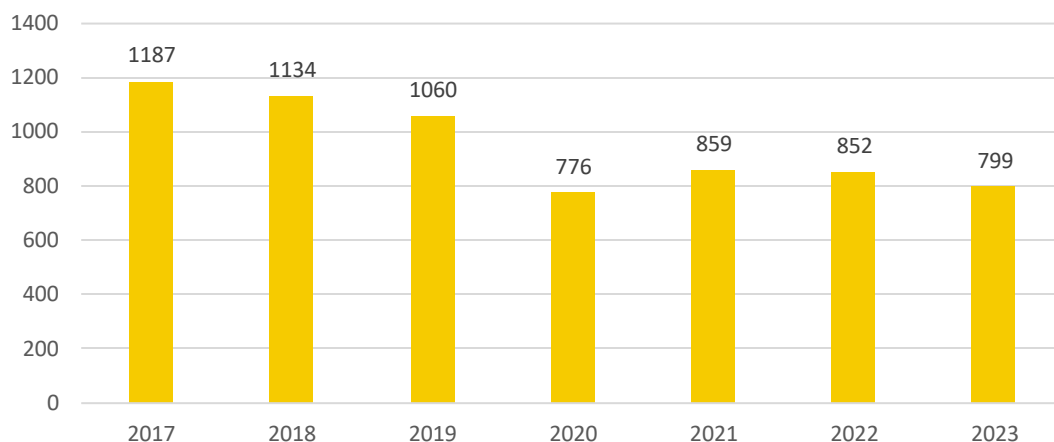


Figure 27: DfT adjusted KSIs – Greater Manchester

Greater Manchester Fatal Road Casualties

In Greater Manchester there was a 30% reduction in the number of fatal casualties in 2023 (45) compared to 2022 (64) – see Figure 28. In 2023 there was a 17% decrease in fatalities in Greater Manchester (45) when compared to 2017 to 2019 average (54).

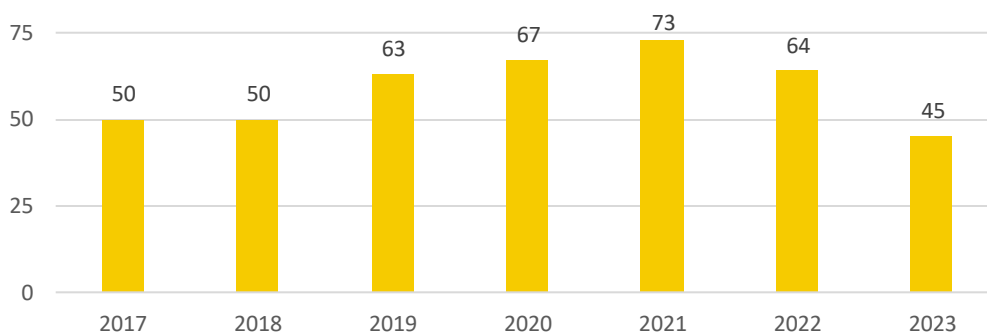


Figure 28: Greater Manchester Fatal Casualties

In 2023 there were 21 pedestrian fatalities and four cyclist fatalities, with the corresponding numbers for 2022 being 25 and five.

Education, Training and Publicity

Road safety campaigns

Safer Roads run thought provoking campaigns throughout the year in a bid to change road user attitudes and behaviours. Over the past year campaigns that have launched include Last Steps, Your Car Can't Say No – Don't Drink/Drug Drive, Seatbelts and Distractions. Upcoming

campaigns are Darker Nights and Christmas Don't Drink/Drug Drive, with more to follow in 2025.

School road safety champions

Following on from the successful delivery of road safety champion boxes to every primary school within Greater Manchester, 15 schools have taken up the offer of receiving school safety parking signs to use outside school to remind parents and carers to 'slow down' and 'no parking' near schools.

Improving the education of drivers for in-car child seat safety

Safer Roads continue to join partnership with Good Egg Safety to deliver 11 In-Car Safety Clinics throughout Greater Manchester during the summer. The free in-car child seat checks were offered to drivers to check that child seats are correctly fitted, and the seat is correct for the child. Findings found improvements in correct fitment and reduction in overall errors when compared to 2023. Further research will be undertaken with retailers in Greater Manchester to obtain reassurance that correct detailed information is being given to buyers.

BikeSafe, Biker Down and 2 Wheels GM

BikeSafe, Biker Down and 2 Wheels GM are motorcycle initiatives, delivered in partnership with Safer Roads, Greater Manchester Police and Greater Manchester Fire and Rescue Service. They aim to reduce the risk on our roads for motorcyclists, who are defined as a high-risk group. The initiatives include: the provision of training and resources to motorcyclists; working with stakeholders to identify improvement; sharing of intelligence; and attending targeted locations and events with education interactions and key messages for engagement.

Safety Camera Project

The Greater Manchester safety camera project is supported by funding from the Mayor's Challenge Fund and Safer Roads Greater Manchester. This project will replace 144 existing safety camera locations with the latest enforcement technology, with improvements such as bi-directional vision and 24/7 enforcement capability. As of August 2024, 88 locations have been replaced with non-invasive ANPR-based spot speed safety cameras, with the remaining three existing spot speed locations waiting for the council to clear the vegetation before they can be installed. The remaining 53 existing safety camera locations are in the process of being replaced with 25 average speed safety camera systems along the same roads. These will be used to enforce safe speeds along a full route.

New Technology Trials

State of the art cameras which can automatically detect drivers using mobile phones behind the wheel or not wearing a seat belt were trialled in Greater Manchester in September 2024. The new 'Heads-Up' technology from Acusensus captures footage of passing vehicles before the images are processed using artificial intelligence (AI) to detect potential offending

drivers. This trial will help to understand how many drivers still choose to break the law and this data will be used to refine future campaigns aiming to improve compliance.

Operation Snap and Operation Wolverine

Operation Snap is Greater Manchester Police's ongoing campaign to encourage all road users to show each other consideration. Through Operation Snap, Greater Manchester Police has responded to increasing demand for submission of video evidence relating to driving/moving traffic offences. Between November 2023 and April 2024, 2,430 reports were submitted, which was a 12% increase on the same period in the previous 12 months. Over 1,500 of the reports received a positive outcome via either the central ticket office or warning letter.

Operation Wolverine, a constant proactive operation, is helping Greater Manchester Police to make Greater Manchester safer and reduce the number of serious and fatal collisions on our motorways and roads. Some 10,990 vehicles were seized in 2023, recovering over £2.2m.

Operation Wolverine, which gives officers the power to seize uninsured vehicles, and those driven without the correct licence. Automatic Number Plate Recognition cameras play a key role in Operation Wolverine. If a vehicle has been seized, drivers have 14 days to prove satisfactory ownership and provide a legitimate insurance for the vehicle. Should the vehicle not be recovered by the owner they are auctioned, with the proceeds being re-invested back into policing and towards community projects that help prevent and tackle crime throughout Greater Manchester.

Providing Access to Everyone

Streets for All Design Guide

The [Greater Manchester Streets for All Design Guide](#) was adopted by the GMCA in December 2023. The guide supports street design across the region and is an essential tool in achieving our vision for streets. It sets the standard for how our streets and public spaces will look, feel and function in the years ahead. The guide informs designs, with the aim of ensuring they are safe and accessible for all, as well as greener and more comfortable places to be.



It also supports the delivery of the Bee Network – Greater Manchester’s vision for a fully-integrated, London-style public transport network – by improving reliability and journey times for public transport and enabling better walking and wheeling access to bus and Metrolink stops.

The guide is an important tool for everyone involved, or with an interest, in the improvement of existing and development of new streets and places in Greater Manchester. It was co-developed by TfGM together with the ten Greater Manchester local authorities, with input from a wide range of stakeholders.

The guide brings together existing national and local standards and guidance to set out design and infrastructure options and showcase best practice. In doing so, the guide supports the delivery of buildable, maintainable and value-for-money highway and street schemes across the region that are attractive, safe and welcoming places for anyone and everyone. The guide recognises the many roles of our streets, as places we live, socialise, spend time, play, visit, wait for a bus, park vehicles, as well as travel through. It supports designers to achieve a better balance between these roles, make best use of limited street space and balance competing demands.

The Streets for All Design Check was launched in March 2024 and is a tool to assess how existing streets, and proposed changes to streets, perform against the design principles and requirements set out in Greater Manchester's Streets for All Design Guide. It brings together a range of items to consider when analysing, designing, operating and maintaining our streets, highlighting what matters most for street design in Greater Manchester. The results are a visual representation of the benefits of a scheme and can be used as a communication tool as part of engagement on the scheme.

The health results show how a proposed scheme could affect the health of people using the street. Health results show groups of people who might benefit most from good street design, eg children and people with mobility impairments. They also show how this can benefit people's health in different ways, eg improvements to mental health and reduction of risks from pollution and noise. The benefits of good street design are not limited to these groups of people or health outcomes, but these categories have been shown in medical studies to be particularly affected by street design considerations covered in the metrics. People may belong to more than one group, for example, public transport users can include people of all ages and needs.

Greater Manchester Access Control Policy

Abuse of off-road active travel routes by motorbikes and other powered vehicles has historically led to the installation of many access control barriers designed to prevent access by these illegitimate users. Unfortunately, it is usually physically impossible to exclude motorcycles without also excluding many legitimate users. Use of any access control barriers on new off-road active travel infrastructure in Greater Manchester will therefore usually be limited to those locations where there is concern about abuse by cars or other four-wheeled motorised vehicles, and must have clear, specific, local justification. We use additional minimum clearances developed through extensive testing of a variety of non-standard cycles for any proposed access control barriers which are proposed to be used on Bee Network routes, to ensure access for all legitimate users.

In 2025, we will be exploring options for developing a Greater Manchester Access Control Policy, with the aim of setting out our approach to access controls, where they may be necessary or appropriate, and what solutions are acceptable.

Communications, Engagement and Activation

Cycle and Stride for Active Lives Programme

Through the Cycle and Stride for Active Lives project, funded by London Marathon Foundation (LMF), we work with community organisations to deliver a range of cycling, walking and wheeling activities for local communities across Greater Manchester.

Overall, 65 groups have been engaged through the project, with 33 new community groups introduced onto the scheme in summer 2023. These include disability centres, a school, faith groups, charities and grassroots organisations. Over 12,000 people have benefitted from participation in a Cycle and Stride funded activity.

Groups engaged in the programme could apply for grant funding up to £10,000. A total of 45 grants were paid during the 2023-24 financial year (£348,910 in total). Groups benefitted from extra training to support them in delivering current and future activities, including walk leader, ride leader, City & Guilds maintenance and first aid training. 124 community champions have been trained. Through the project, 4,800 people have also participated in led walks or rides. Cycle and Stride groups also benefitted from wider support, included bespoke events and maps which were provided by TfGM.

The project completed in September 2024, and a full evaluation of the project will be available in January 2025.

Scheme Activation

Activation covers a wide range of activity designed to increase awareness of the chance to travel actively (as well as the benefits) and to enable behaviour change through interventions tailored to individual audiences.

All MCF infrastructure schemes have an activation plan to encourage and enable residents, commuters, and visitors to use the new cycling and walking provision and offer practical support that aims to remove potential barriers. Scheme activation is delivered by TfGM, local authorities and partner organisations who meet regularly to share ideas and good practice. Examples of where TfGM has delivered activity include:

Bury

In Bury, TfGM and the Bury Council activation delivery team work together to deliver activities such as:

-
- A scheme launch event held in July 2023 with second-hand bike sales, ride leaders and a Dr Bike session, as well as attendance from other council partners
 - Installing floor markers with carbon and active travel messaging around a new junction, to highlight new walking routes
 - Focus groups and led walks held with nearby St Gabriel's High School, which led to further interventions being delivered in school by local outdoor education charity The Sunnywood Project
 - Working with Heaton Park Primary School to improve road safety and increase active travel, including a pupil-designed poster competition, and 12 months' funding for the Living Streets WOW Travel Tracker. This model has attracted interest from local councillors who have offered their discretionary funding to fund schools outside of the activation area

Oldham

Construction on the Chadderton scheme in Oldham completed in August 2023. TfGM developed and are delivering the activation plan for this scheme. Activation around Chadderton started in September 2023, with a launch event held at the Crossley Centre with 50 people engaged. It included a Dr Bike, balance bikes, Nordic walking and other activities available to the public. The led walk around the area was particularly popular with participants.

School activation is a particular focus of the plan. There are five primary schools and two secondary schools in the area, totalling nearly 5,000 pupils. Working with Oldham Council, we met with both secondary schools and three of the primary schools to explain our objectives and understand their needs. Following this, four primary schools were allocated £2,000 and two secondary schools £3,000 to deliver activation activities. These activities range from temporary bollards to address anti-social and pavement parking, to designing banners for outside school, to big cycling events held after school.

We have recently developed a business support package which aims to train walk champions and leaders within businesses, who can then in turn support their colleagues to do more walking.

Community led walks have also been arranged and ran throughout the summer.

Rochdale

We have been supporting and advising Rochdale Council's in-house officer, employed in September 2023 to deliver the activation activities for the flagship Castleton Scheme. This has helped form a good partnership where best practice and networks are shared.

Construction on phase 1 completed in February 2024.

A launch event was held at St Edward's School in March, with 119 people taking part.

Activities included:

-
- A pump track and skills course with pool bikes and helmets provided
 - A Dr Bike session
 - Scoot leaders ran sessions on the playground

In addition, the council's leisure provider's staff have been trained in Balanceability (for balance bikes) and Scootability (for scooters) delivery and frequently deliver to schools. This is a good example of using activation budgets to train staff, so they have a wider, more sustainable impact in an area. The four local primary schools are benefitting from these leaders, and during a visit from Dame Sarah Storey in March 2024 some pupils scooted and cycled along the new infrastructure to the community centre.

Trafford

Since August, we have been working with Trafford Council to co-deliver the Talbot Road Activation plan. A newly formed activation working group has been proactive, setting up a wider stakeholder steering group using existing networks within the council. The group were involved in the decision-making process on what activation should be delivered.

In March 2024, in partnership with Intelligent Health, the 'Beat the Street' programme took place in the area surrounding the Talbot Road scheme. This four-week project encouraged walking and active travel through an interactive game taking place across streets and open spaces. Children in local primary and secondary schools were issued contactless smart cards or downloaded an app which were used to touch against temporary 'beat boxes' – small electronic devices attached to lighting columns on footways and in parks, to record their presence in that location. Children and families were encouraged to walk or cycle between the 30 different beat boxes in an interactive treasure hunt over the four-week period to find and 'touch in' at as many beat boxes as possible.

- The project recorded 5,465 unique individual players, of whom 55% were adults and 45% children
- The scheme was particularly effective at encouraging active travel among minorities, with 48% of those signing up to take part self-identifying as being from a non-white-British background
- Sign-up rates at several schools in the gameplay area were nearly 150% of number of pupils

Other initiatives which have been delivered through the activation include:

- the purchase of a cargo bike for Friends of Longford Park
- a series of led walks with funding provided to Lancashire Cricket Foundation to conduct ten led walks commencing in May 2024

Bee Network crossings programme

Six councils will receive Bee Network crossings as part of the phase 3 programme: Bolton, Salford, Stockport, Tameside, Trafford, and Rochdale. The Trafford and Rochdale locations have been chosen as priorities for activation due to a high number of potential schools, community groups and organisations in these areas who can be engaged. Stockport Council will deliver their own activation and Salford City Council plan to fund activation from an alternative budget.

Walking and wheeling at signalised junctions programme (ATF4)

This project consists of seven new and upgraded crossings across six local authorities (Bolton, Bury, Manchester, Oldham, Wigan and Tameside), each one of which has been researched and designed by a different apprentice engineer. In spring 2024, we worked with several of the apprentices who have showed interest in learning more about the activation process. An activation plan for each of the seven crossing projects was developed and delivered in summer 2024.

Activation roadshows

Mosodi were appointed to deliver a programme of events to engage with a range of audiences across Greater Manchester. These are delivered as Active Travel Roadshows and are used to promote the range of support available from TfGM and partners to cycle, wheel and walk more often.

Mosodi delivered 33 roadshows in 2023-24 and engaged with about 5,400 attendees. Events attended include the Three Sisters Cycle event in Wigan, Trafford Live and Bolton Food and Drink festival, as well as specific events to support new active travel schemes. Since March 2024, a further 23 events were delivered, reaching 7013 people.

Love to Ride

Love to Ride is an 'always-on' year-round intervention where people who sign up set personal goals and receive personalised support and encouragement messages via email and online via a website. Registrants can also take part in a number of challenges over the year. During months when there aren't promotional focused campaigns, the intervention continues to send supportive messages and uses marketing and communications themes to encourage continued cycling. These are delivered directly via email, via the website and via workplaces and employers. As a social norm approach, Love to Ride targets engagement primarily with organisations and businesses, encouraging them to create 'cycling communities' who support and encourage each other and create a more cycle-friendly culture within an organisation or business.

TfGM has been funding Love to Ride in Greater Manchester since 2020. There are four main annual challenges for participants: Ride Anywhere Week (March), Bike Month (May), Cycle September and Winter Wheelers (December). The latest data for Bike Month 2024 is

detailed below. This year, Bike Month focused on promoting the new Love to Ride app, which aims to make ride logging easy with its auto logging feature. It also emphasised a new Rate My Routes feature, which enables riders to provide feedback on their routes and help make their area better for cycling.



Figure 29: Bike Month 2024 statistics

Business Engagement

Active travel remains a thread through all of TfGM’s business engagement. Insight gathered from businesses across Greater Manchester highlights that availability and quality of infrastructure are their principal concerns.

During financial year 2023/24, TfGM established a Business Transport Advisory Council made up of business leaders from across the city region. The Council focusses on strategic transport issues and provides advice and challenge from a business perspective. In setting out their most important topics to examine, active travel was chosen and formed the basis of a subsequent meeting.

We continue to feature active travel support and advice on our online business portal and engage with a range of organisations, including local authorities, the NHS and private sector firms to encourage improved active travel access for employees.

Marketing and Communications

The number of recipients of the TfGM Bee Active quarterly newsletter has continued to grow, seeing an increase each summer in each of the last two years, with 2024 being 11.5% higher than summer 2022 at 32,670 (see Figure 30).

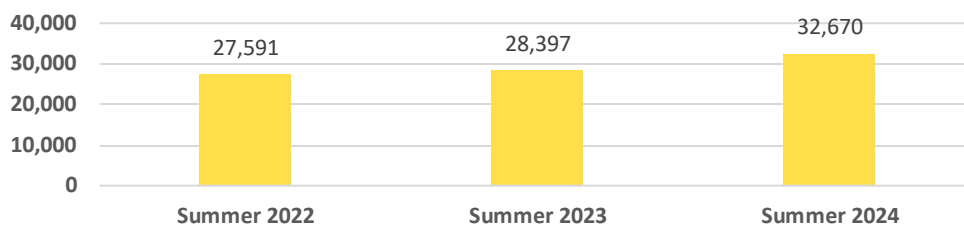


Figure 30: Recipients of the TfGM Bee Active Newsletter

Key marketing, communications and engagement activity delivered by or on behalf of TfGM in support of active travel from April 2023 is set out below.

It's Your Move: May to September 2023

The **It's Your Move** campaign supported the wider work of the TfGM Active Travel team by addressing a broad audience of both men and women, to encourage as many people as possible to take up and continue active travel habits – in particular, for shorter journeys. The campaign focused on general awareness of adults travelling across the region.

It's Your Move content examples

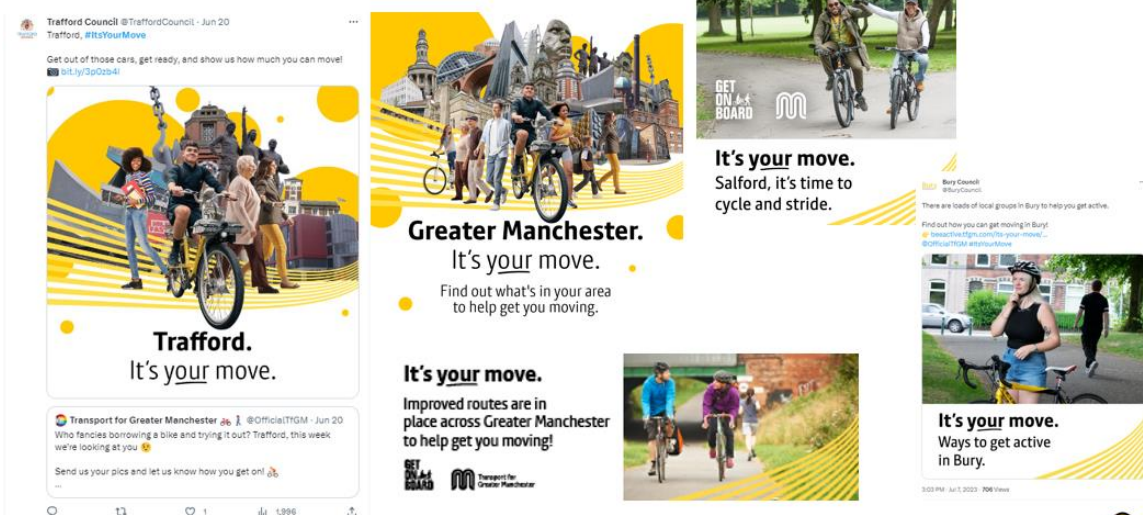


Figure 31: It's Your Move content examples

It's Your Move was run as a borough-by-borough campaign over two phases:

- Phase 1: 15 May to 23 July
- Phase 2: 31 July to 10 September

The campaign set out to:

1. Promote the benefits of walking, cycling or wheeling more, by raising general awareness of what people could find in their own Greater Manchester borough
2. Drive people towards TfGM’s campaign website page – encouraging cycle course sign ups/use of Greater Manchester active travel interventions

Objective 1: raising awareness of cycling and walking

The campaign exceeded expectations and generated over 20 million opportunities for people to see or hear the benefits of active travel, along with interventions and routes on their doorstep. This reach was across multiple channels, such as paid and organic social, partner engagement, press and digital screens.

Objective 2: driving people towards TfGM’s website

TfGM set a goal of 4,662 page views for It’s Your Move – based on traffic achieved for a previous campaign, 10 for 10. The It’s Your Move campaign was successful in delivering 23,800 pageviews, significantly higher numbers than 10 for 10, with more visits to the website than expected.

The number of people booking on to group cycle courses in 2023 is notably higher than in 2022. Group courses include: Complete Beginner, Confidence Builder, Quiet Roads, Basic Maintenance, Intermediate Maintenance, On the Move.

May to July 2023 showed a noticeably higher sign-up rate in ‘on demand’ courses compared to the same period last year. On demand courses include: 1-2-1, Family, Starling Bank Bk (and formerly Cargoroo).

Get on Board: March to May 2023

Get on Board was TfGM’s first integrated marketing and communications campaign to promote multiple methods across public transport and active travel. The spring 2023 campaign ran for eight weeks across multiple channels including social media, paid media, press and network displays. It included the real-life case study of Kath, who cycles around Greater Manchester after her children bought her a bike.



Figure 32: Get on Board active travel case study example

Overview

- Over 120,000 pageviews of the tickets and passes webpage
- Organic social posts exceeded TfGM's benchmark with over 113,000 impressions across the whole campaign period
- 6,300 pageviews of the cycle hire webpage and 3,200 pageviews of the Bee Active webpages
- On digital display, active travel ads exceeded the benchmark with over 1.1 million impressions and a 0.77% click-through rate (the benchmark was 1 million impressions and a 0.3% click-through rate)

Get on Board: December 2023 to January 2024

The objective was to promote the first and last mile of active travel – walking, cycling and wheeling – as part of multi-modal journeys using public transport. Active travel assets were pushed out across various channels (radio, social, paid, owned).

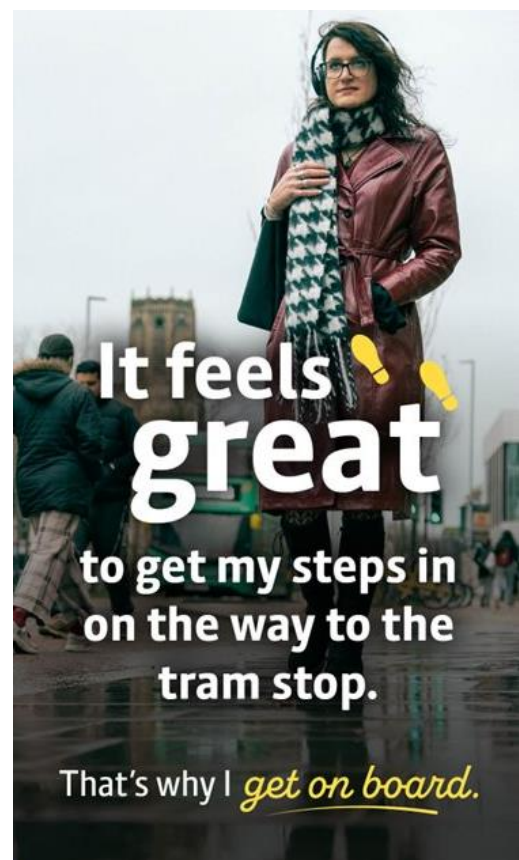
This execution (right) performed best as most relatable, with an accurate reflection of Greater Manchester and being wrapped up when it's cold.

On assessing the impact:

- 48% of people are likely to think about walking, cycling or wheeling after seeing or hearing these specific comms messages
- Overall, 58% found active travel adverts 'informative' and 55% thought they were reflective of Greater Manchester, with 45% finding them 'motivating'
- Almost a third claim that they are likely to walk, cycle or wheel more, with 21% wanting to find out more information

The reach and engagement achieved across the different platforms is summarised below.

- Social: Active travel content focused on walking, cycling and cycle hire and reached 36,700 impressions, which was higher than target at 19,600
- Radio: Active travel radio ad was on Greatest Hits and Hits radio, with a combined reach of 294,865 listeners
- Digital audio: Active travel specific ad went out on Spotify, resulting in more than 174,000 impressions



- Paid media: Active travel specific digital display and paid social went out and reached 545,000 people and 2,771 clicks to the website
- Website: Total of 4,290 pageviews on the Bee Active homepage, beating target of 1,405

Bike Hire

Marketing and communications related to bike hire is summarised below.

Student minutes bundle promotion: September 2023

Students are an important audience for cycle hire, which is why activity was launched to promote the scheme to students returning after the summer break. There was a promotion of the 50% discount on minute bundles on 30 September targeting new students in Greater Manchester. The promotion used organic social media and Beryl e-mail and in-app notifications. It led to:

- 319 redeemed discounted minute bundles
- £2,437.50 revenue generated
- +5% increase in minute bundles usage

During August and September 2023, we had 4,032 users on the cycle hire webpage. 1,814 of those users clicked the link to download the Beryl app (45%) and the majority of pageviews have come from Google search (4,624).

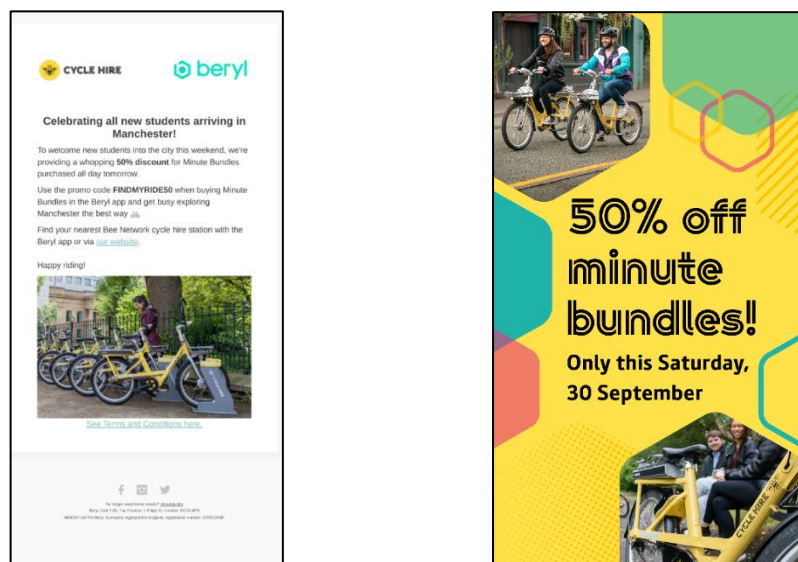


Figure 33: Student Minutes Bundle Promotion materials

Starling Bank sponsor reveal: January 2024

In January, the Starling Bank sponsorship of the bike hire scheme was announced. The Starling Bank Bikes media announcement resulted in seven pieces of coverage in local news

and business titles including Sale and Altrincham Messenger, Prolific North, Business Desk and Fintech Times.

TfGM hosted a closed photo opportunity with the Greater Manchester Mayor, Active Travel Commissioner, Starling Bank and TfGM representatives with newly branded bikes in St Peter's Square, followed by press releases issued to regional news outlets as well as trade and fintech titles (via Starling).

To support the announcement of Starling Bank as sponsors of the cycle hire scheme, two rounds of social media content were published on 31 January: sharing the PR with announcement details to X, LinkedIn and Instagram stories, followed by a promotional video filmed by the social team that went out on Facebook, Instagram, TikTok and YouTube.



Figure 34: Starling Bank Bikes sponsorship launch

Partner Delivery

Many other organisations are helping drive forward behaviour change in Greater Manchester. Some examples of this work are included in this section.

Living Streets

Walk to School Outreach

The Walk to School Outreach 2023-24 project was delivered by Living Streets in partnership with five combined authority partners and 13 local authorities, funded by Active Travel England. The project supports the government target of 55% of children walking to school by 2025. In partnership with TfGM, 67 Greater Manchester schools were supported to deliver WOW – the walk to school challenge. WOW is a pupil-led initiative, where children self-report how they get to school every day using the interactive WOW Travel Tracker. Active journeys are rewarded with a collectable monthly badge. Dedicated coordinator support was provided to all schools, including assemblies, WOW Ambassador training and interschool competitions. Over 600,000 journeys were logged on the WOW Travel Tracker and the project resulted in 11.4 percentage point modal shift to walking and wheeling all the way in participating Greater Manchester schools.

Sustrans

Walking and Cycling Index

Sustrans worked with TfGM to prepare and launch the 2023 Greater Manchester Walking and Cycling Index,⁴ part of the UK's biggest study of walking, wheeling and cycling. The 2023 report was launched in March 2024. The Index, formerly known as Bike Life, is published every two years and was first published in 2015.

Fallowfield Loop improvements

Sustrans own and manage the Fallowfield Loop, a key piece of off-road infrastructure. Sustrans has worked in partnership with Manchester City Council to deliver improvements along the route, including widening, tree root bump treatment and access control redesign.

Route development

Sustrans has funded development work to progress the delivery of an accessible route between Bolton and Bury. The designs propose the installation of a new crossing, opening up an unusable stretch of bridleway, the redesign of access control barriers, and enhancements to existing footways and crossing points. The project means the scheme is shovel ready and can be delivered when funding is available.

⁴ [Greater Manchester Walking and Cycling Index – Sustrans.org.uk](https://www.sustrans.org.uk/greater-manchester-walking-and-cycling-index)
Active Travel in Greater Manchester Annual Report – 2024

National Cycle Network volunteer activity

Sustrans manages and supports teams of volunteers on parts of the National Cycle Network, like the Fallowfield Loop, who carry out and help with a range of essential tasks, including litter picking and vegetation management.

Cycling UK

Cycling UK continues to have a large active presence across Greater Manchester, delivering multiple behaviour change programmes. Their Big Bike Revival has been successfully delivered again this year.

Cycling UK Big Bike Revival

Cycling UK's Big Bike Revival 2024 fund has distributed 14 grants to 13 Manchester-based groups to deliver entry level cycling opportunities to adults. Over £47,500 was given to Manchester groups; this includes a contribution of £11,000 from Manchester Active's Place Partnership. The fund has now closed for this year.

Programme delivery runs up until the end of October 2024, with these figures to date:

- 1,279 attendances at Big Bike Revival events across Manchester. Events include led rides, learn to ride and bike maintenance
- 197 events held across Manchester
- 13 delivery partners delivering events in the Manchester city area

Inclusive Cycling Experience

The new Inclusive Cycling Experience programme provides cycling sessions using bikes and non-standard cycles for disabled people across Greater Manchester. It delivers skills and confidence sessions to help people gain experience using these cycles. It also offers loans for people to use the cycles away from the hubs, with loan periods ranging from a few hours up to a month, to make sure everyone can participate.

From the hubs in Salford, Manchester Bike Kitchen and Hyde Park in Tameside, Cycling UK are delivering sessions most days of the week. Their fleet consists of 24 diverse cycles, including trikes, recumbents, and bikes with adaptations to suit a range of needs. This variety ensures that everyone can find a cycle that suits them. Since the hubs have been operational, they have successfully delivered sessions to 86 participants and provided six loans in just a few weeks.

The programme is open to disabled adults over the age of 16 who experience physical, sensory, mental health, or age-related impairments. They provide adapted cycles and supportive training to enable everyone to travel actively. They also have spare cycles available for parents, carers, or companions to join in.

Greater Manchester Moving

Greater Manchester walking and wheeling grants

From October 2023 to March 2024, the fourth round of the Greater Manchester walking and wheeling fund distributed £95,000 through GM Moving and the ten local authorities. The grants aim to help build capacity, capability and confidence to walk more among community organisations and target groups, including people with disabilities or long-term health conditions, people from diverse ethnic backgrounds, and people from lower socio-economic groups. There was also a focus on projects with explicit links to the health and care system to support better health outcomes for people.

Thirty-eight community groups and organisations across Greater Manchester working to improve the health and wellbeing of inactive and less active communities through walking received a total of £95,000 via grants of up to £5000, and an additional 93 organisations applied but could not be funded. There were 1,029 people who benefitted, of which 508 had not previously been involved with the funded organisations.

Narrowing of inequalities in activity levels in Greater Manchester

As part of the legacy of the Right to the Streets project, which explored how we create the conditions for women and girls to feel safe moving around their local area, GM Moving has been facilitating workshops with the Right to the Streets card deck. The sessions help us to explore gendered issues for our communities, imagining the world free from the problems many face, and drawing up actions and commitments that can help us get there. These sessions have included planners, designers, engineers and project managers from GMCA, TfGM, and WSP.

Walking Festival: May 2024

Coordinated through GM Moving, the annual GM Walking Festival is held during national walking month each May. It is a curated set of free group walks and walking-based activities, designed, delivered and promoted by a range of organisations for their communities. It celebrates the benefits of walking and provides a chance to raise awareness of regular walking to contribute to personal, community or system outcomes.

Figure 35 shows the number of walks offered in 2024 by provider. There were 359 in 2024 which compares with 299 in 2023.

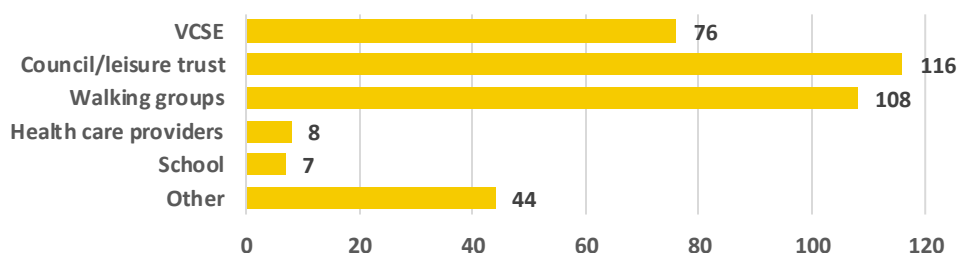


Figure 35: Number of walks by sector

Figure 36 shows the number and diversity of organisations involved in 2024: 140 organisations in 2024, which is up from 124 in 2023. Over half of those organisations reported that they were new to the festival, which suggests that there is an increase in people taking part who are new to the walking festival. It is estimated that over 6,600 people took part in the festival during May 2024.

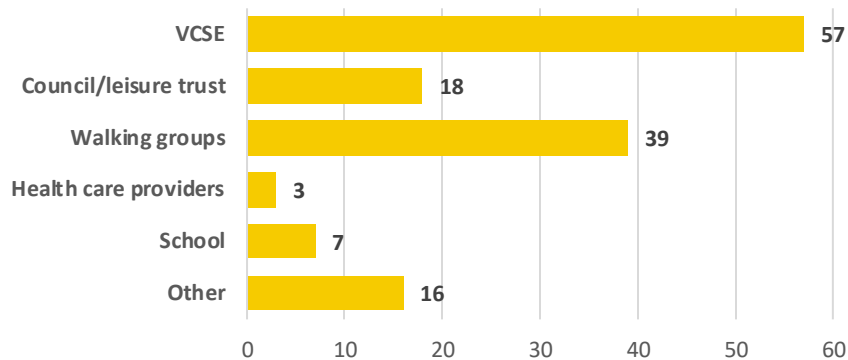


Figure 36: Number of unique organisations by sector

The growth and diversification of groups offering walks was supported by a small grants fund of £100 for new organisations, as well as a targeted social media campaign and an improved user experience on the website. Posters with health messages and general promotion were also printed and distributed in 2024. This is the first time physical assets have been produced since 2018.

System maturity

GM Moving works to create the system conditions for change towards active lives for all. Each year, partners across the system are asked to what extent each of the five evidence-based indicators for enabling change are in place in their work. Progress against these enablers towards a maturity level of seven is one of the indicators of progress towards the shared mission.

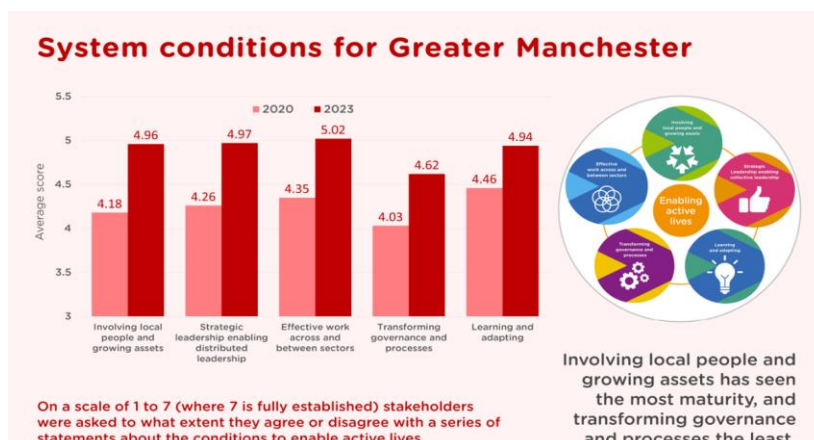


Figure 37: System conditions for Greater Manchester, November 2023

Appendix – Towards 2040

This appendix uses data from our annual travel diary survey and other key data sources to provide more detail on active travel use and access by Greater Manchester residents, along with residents' perceptions of and satisfaction with active travel provision, based on the [2040 Transport Strategy](#) network principles.

In 2017, we set out our ambition to improve our transport system so that, by 2040, 50% of all journeys in Greater Manchester are made by public transport or active travel, supporting a reduction in car use to no more than 50% of daily trips.

Meeting the transport needs of our residents, businesses and visitors is at the heart of the 2040 Transport Strategy. Our transport system carries both people and goods and must consider the needs of both in its planning. Seven mutually reinforcing principles have been established, which will be applied as Greater Manchester's transport system is improved, to make sure that it meets the needs of all customers.

Network Principles



Figure A1: 2040 Transport Strategy Network Principles

The perceptions of and satisfaction with items relating to active travel in Greater Manchester given in this appendix originate from one of the following sources:

- Network Principles: Annual Multi-Modal Network Principles Survey, TfGM-commissioned, 5,162 face-to-face interviews with Greater Manchester residents in 2024
- NHT: Annual National Highways and Transportation survey, district council-commissioned postal survey of around 7,000 residents in 2022 and 2023
- TRADS: Ongoing TfGM-commissioned travel diary, around 2,000 Greater Manchester households in 2022 and 2023
- Sustrans Walking and Cycling Index 2021 and 2023, around 1,300 Greater Manchester residents every two years
- Sport England, Active Lives Survey 2023, 10,949 adults and 3,780 children and young people in Greater Manchester

Safe and secure

The Ambition: To reduce deaths on our roads as close as possible to zero and make sure that poor perceptions of personal security are no longer a significant barrier to people using public transport or walking and cycling.



For active travel, this means designing safer roads, reducing excessive speed by drivers, and ensuring active travel provision is maintained. It also means addressing personal safety and security concerns.

How will we know we are succeeding?

Behaviour: Reduction in both the collision rate and the actual numbers of cyclists and pedestrians killed or seriously injured and a reduction in the rate and numbers of cycle thefts.

Attitudes: Active travel is perceived to be safe, both in terms of safety from traffic and personal safety and security.

How are we doing so far?

Behaviour:

- KSI casualties in Greater Manchester reduced by 6% between 2022 (852) and 2023 (799). If we compare the 2023 figures to the annual average for 2017-19, Greater Manchester saw a 29% reduction in 2023 (799 compared to 1127)
- In Greater Manchester there was a 30% decrease in the number of fatal casualties in 2023 (45) compared to 2022 (64). In 2023 there was a 17% decrease in fatalities in Greater Manchester (45) when compared to 2017-19 average (54)
- In 2023 there were 21 pedestrian fatalities and four cyclist fatalities, with the corresponding numbers for 2022 being 25 and 5
- For every 360 people who own an adult cycle in Greater Manchester, there was one reported cycle theft in the past year, compared to every 277 people in 2021 (Sustrans Walking and Cycling Index, 2021 and 2023)

Attitudes:

- There's been a significant increase in perceptions of personal security while walking, both during the day (up from 80% in 2023 to 85% in 2024) and at night (up from 48% to 56%) (Network Principles Survey, 2023 and 2024). See Figure A2
- The proportion of people feeling safe from traffic during the day increased significantly from 76% in 2023 to 81% in 2024, and feeling safe from traffic at

night also saw a significant rise from 57% to 66% (Network Principles Survey, 2023 and 2024)

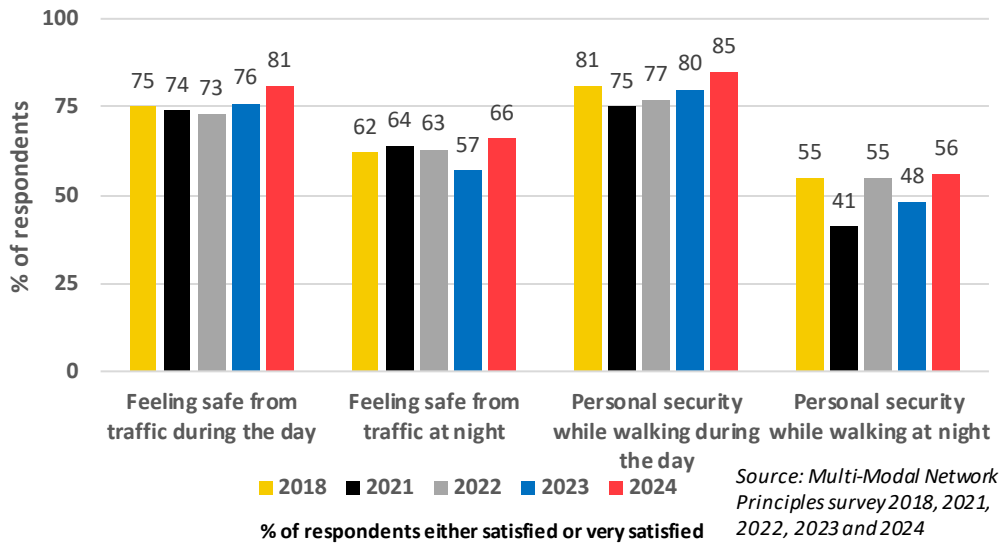


Figure A2: Rating of various aspects when walking

- 59% of residents think the local area is a good place for safety when walking or wheeling in 2023 compared to 65% in 2021 (Sustrans Walking and Cycling Index, 2021 and 2023)
- 46% of residents think the level of safety in the local area for children walking is good in 2023 compared to 50% in 2021 (Sustrans Walking and Cycling Index, 2021 and 2023)
- 54% of people are satisfied with the provision of safe crossing points in Greater Manchester (NHT Survey, 2023)
- 35% of residents think the level of safety for cycling in their local area is good, compared with 34% in 2021 and 27% in 2019 (Sustrans Walking and Cycling Index, 2019 and 2021 and 2023)
- 49% of people are satisfied with cycle crossing facilities at junctions in Greater Manchester (NHT Survey, 2023)
- 28% of residents think the level of safety for children cycling is good in the local area, compared with 26% in 2021 and 16% in 2019 (Sustrans Walking and Cycling Index, 2019 and 2021 and 2023)
- 48% of residents agreed their area would be a better place if streets outside schools are closed at drop off, compared with 60% in 2019 (Sustrans Walking and Cycling Index, 2019 and 2021 and 2023)
- Feelings of safety from traffic saw significant declines from 63% in 2023 to 51% in 2024 during the day and from 50% to 39% at night (Network Principles Survey, 2023 and 2024). See Figure A3

- Cyclists’ sense of personal security during the day has dropped from 78% in 2023 to 70% in 2024, while night-time security has remained stable (48% in 2024 and was 44% in 2023) (Network Principles Survey, 2023 and 2024). The during the day data is a statistically significant increase from the 61% who were satisfied in 2022

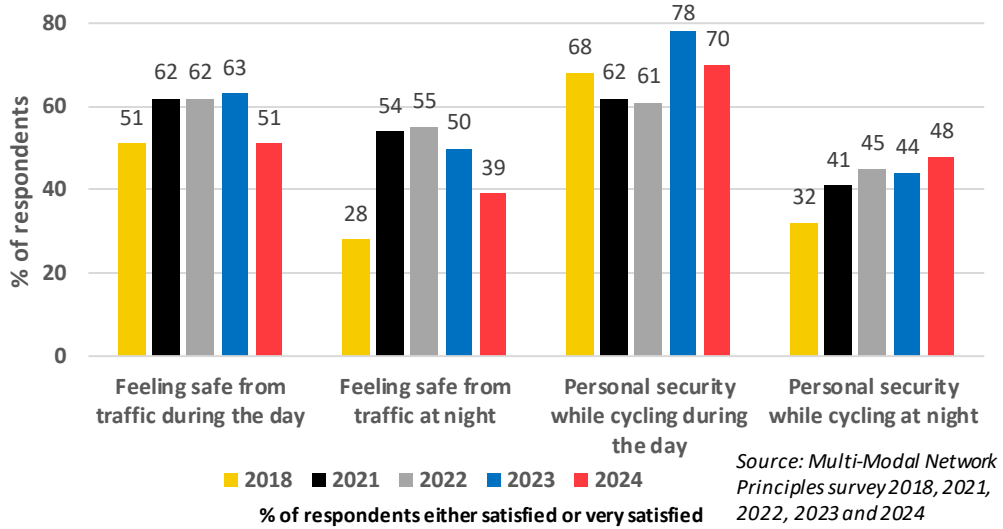


Figure A3: Rating of various aspects when cycling

Table A1: Whether residents either strongly agree or tend to agree that their area would be a better place if...

	2019	2021	2023
streets outside schools are closed at drop off	60%	54%	48%
through traffic reduced on residential streets	60%	57%	52%

- 73% of residents support the creation of 20-minute neighbourhoods, compared with 63% for more low traffic neighbourhoods (Sustrans Walking and Cycling Index, 2021 and 2023)

Table A2: Whether residents either strongly support or tend to support the creation of...

	2021	2023
more low traffic neighbourhoods	68%	63%
20-minute neighbourhoods	79%	73%

Healthy

The Ambition: To develop a transport system that supports people in leading active, healthy lives.



For active travel, this means making walking, wheeling and cycling attractive, convenient and safe, increasing active travel and improving health. A shift from car to active travel will also benefit health through reduced noise and air pollution.

How will we know we are succeeding?

Behaviour: More people travelling actively and getting recommended physical activity through walking and cycling.

Attitudes: People think the network encourages active travel.

How are we doing so far?

Behaviour:

- Over two fifths of residents (44%) walk five or more days a week (TRADS, 2023)

Table A3: How frequently do Greater Manchester residents walk? (including leisure, outdoor exercise, to get to a public transport stop/station)

Frequency	2016-18+*	2017-19+	2021+	2022+	2023
5 or more days a week	41%	42%	31%	32%	44%
3 or 4 days a week	15%	16%	22%	21%	18%
2 days a week	11%	11%	18%	17%	16%
1 day a week	8%	8%	9%	8%	8%
At least once a fortnight	2%	2%	1%	2%	2%
At least once a month	2%	2%	1%	2%	3%
At least once a year	1%	1%	1%	1%	5%
Not in the last 12 months	9%	8%	7%	12%	4%
Never used	11%	11%	9%	4%	1%
Total	100%	100%	100%	100%	100%

+ Prior to 2023 respondents were asked how often they walked - for 20 minutes or more, in one trip

*Question was only introduced in 2017, so only two-thirds of respondents were asked this question

- One in ten residents (10%) cycle at least once a fortnight (TRADS, 2023)

Table A4: How frequently do Greater Manchester residents cycle?

Frequency	2016-8*	2017-9	2021	2022	2023
5 or more days a week	3%	3%	2%	2%	2%
3 or 4 days a week	1%	1%	1%	1%	2%
2 days a week	2%	2%	2%	2%	2%
1 day a week	3%	3%	3%	3%	3%
At least once a fortnight	2%	2%	2%	1%	1%
At least once a month	3%	3%	4%	3%	3%
At least once a year	5%	4%	4%	3%	4%
Not in the last 12 months	41%	38%	35%	48%	55%
Never used	39%	43%	46%	37%	28%
Total	100%	100%	100%	100%	100%

*Question was only introduced in 2017, so only two-thirds of respondents were asked this question

- It is estimated that each person in Greater Manchester makes 230 walking trips per year, up from 179 in 2021, a 28% increase (TRADS, 2023 and 2021)

Table A5: Number of trips per person per year

Method of travel	2016-18	2017-19	2021	2022	2023
Car or van driver	329	325	233	267	291
Walk	233	237	179	195	230
Car or van passenger	154	149	87	114	140
Bus, minibus, coach	65	60	30	41	30
Bicycle	18	18	13	14	16
Taxi, minicab	16	16	11	14	14
Metrolink	14	14	7	7	10
Train	9	8	2	5	8
Other	3	4	2	4	3
Motorcycle, scooter, moped	1	1	1	1	2
Total	843	832	564	660	744

- Around one-third of all trips (32%) are 1 km or less in distance (TRADS, 2023)

Table A6: Percentage of trips by distance

Distance	2016-18	2017-19	2021	2022	2023
1km or less	33%	33%	32%	32%	33%
1km to 2km	17%	18%	18%	19%	18%
2km to 3km	10%	10%	10%	12%	10%
3km to 5km	13%	12%	12%	13%	12%
5km to 10km	14%	14%	15%	12%	14%
Greater than 10km	12%	12%	13%	12%	13%
Total	100%	100%	100%	100%	100%

- The median trip length for walking was 0.5km compared with 1.8km for cycling (TRADS, 2023)

Table A7: Walking and cycling trip length in kilometres

	2016-18	2017-19	2021	2022	2023
Walking – mean	0.7	0.7	0.8	0.8	0.8
Walking – median	0.4	0.5	0.6	0.5	0.5
Cycling – mean	3.1	3.0	3.2	5.1	2.6
Cycling – median	2.0	2.0	2.9	3.7	1.8

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- 60% of trips up to 2km (see Figure A4) by residents in Greater Manchester are either walked or cycled, compared with 57% in 2022 (TRADS, 2022 and 2023)

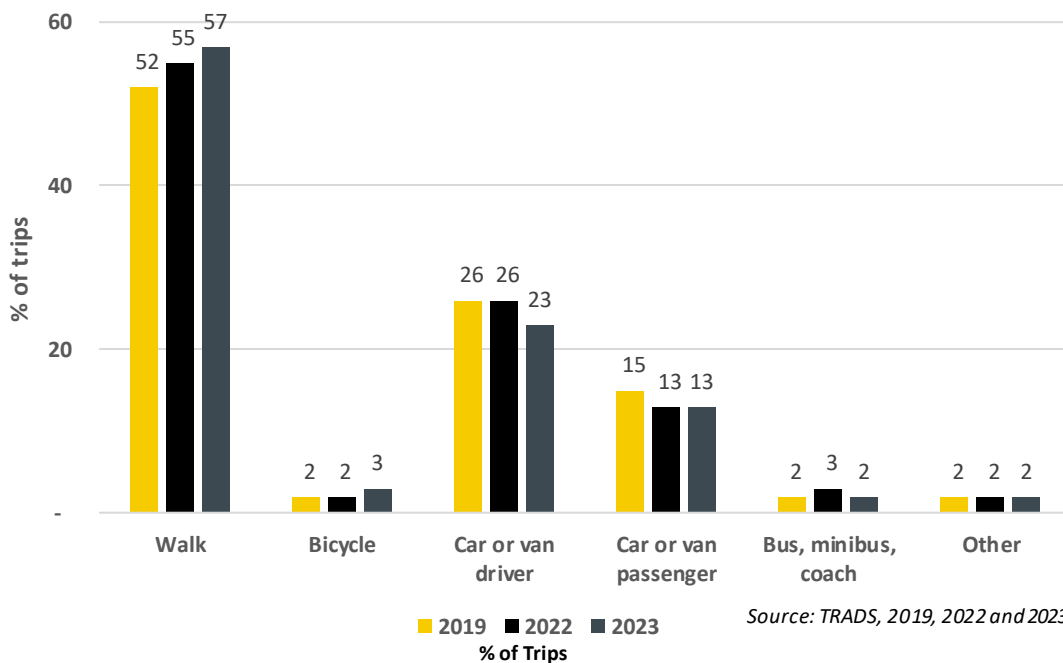


Figure A4: Method of travel share of trips up to 2km by Greater Manchester residents

- Two-thirds (67%) of trips up to 2km undertaken by Manchester and Tameside residents were made by either walking or cycling (see Figure A5), compared with about a half (52%) by residents of Oldham (TRADS, 2023)

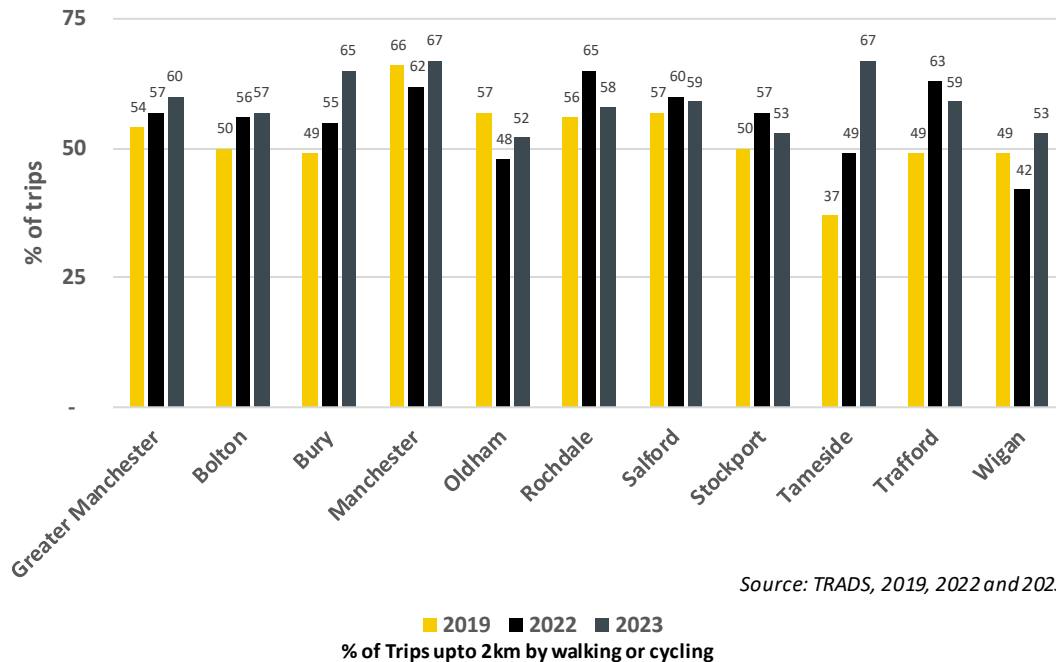


Figure A5: Percentage of trips up to 2km undertaken by walking or cycling by local authority area

- Levels of leisure walking have increased since the pre-pandemic period, with almost half of adults (45%) walking for leisure at least twice in 28 days. Walking for travel is similar to pre-pandemic levels, with around one in three adults (31%) walking for travel at least twice in 28 days. This follows a dip in the proportion of adults walking for travel at this frequency during and following the pandemic. (GM Moving analysis of Active Lives November 2022-23 data)
- Overall active travel levels saw a similar dip during the pandemic. Levels have been recovering post-pandemic and are now at similar levels to the 2015-16 baseline, with 33.5% of adults undertaking active travel at least twice in the last 28 days in November 2022-23. This is lower than the level seen pre-pandemic (GM Moving analysis of Active Lives November 2022-23 data)
- Greater Manchester adult activity levels November 2022-23 in the Active Lives results published by Sport England show that 72% of adults in the region are active for at least 30 minutes a week, equating to 1,670,800 adults moving: an increase of 26,600 from the survey 12 months previously (GM Moving analysis of Active Lives November 2022-23 data)
- Around 46% of children and young people in Greater Manchester meet Chief Medical Officer guidelines and achieve an average of 60 minutes or more of physical activity a

day. This is a decrease from 12 months ago when the level was around 49%, but is similar to pre-pandemic levels (the level was around 45% in academic year 2018-19). Around 32% of children and young people are failing to achieve 30 minutes of physical activity a day (GM Moving analysis of Active Children and Young People December 2022-23 data)

- Almost three in five children (58%) and young people in the survey had used active travel in the last week, while around 61% had walked, 18% had cycled and 13% had ridden a scooter (GM Moving analysis of Active Children and Young People December 2022-23 data)
- Almost half (47%) of all education trips are walked, with around one in 20 (7%) being cycled (TRADS, 2023). This compares with 51% and 4% respectively in 2022 (TRADS, 2022 and 2023)

Table A8: Education trips by method of travel – % of trips

Method of travel	2016-18	2017-19	2021	2022	2023
Walk	42%	45%	47%	51%	47%
Bicycle	4%	4%	2%	4%	7%
Motorcycle, scooter, moped	0%	0%	0%	0%	0%
Car or van driver	3%	2%	0%	1%	1%
Car or van passenger	27%	26%	31%	23%	28%
Train	1%	1%	0%	1%	1%
Metrolink	2%	2%	1%	2%	0%
Bus, minibus, coach	21%	19%	17%	16%	14%
Taxi, minicab	1%	1%	1%	1%	1%
Other	0%	0%	0%	0%	0%
Total number of trips	518,249	518,712	425,649	590,102	470,000

- Every year, walking and cycling in Greater Manchester prevents 2,033 serious long-term health conditions (Sustrans Walking and Cycling Index, 2023)
- Every year, walking and cycling in Greater Manchester prevents 472 early deaths annually which is valued at £1.71b, saving the NHS in Greater Manchester £25.1m, equivalent to the cost of 610,000 GP appointments (Sustrans Walking and Cycling Index, 2023)

Attitudes:

- In 2024, half of the respondents (50%) agreed that Greater Manchester's transport network encourages them to walk or cycle as part of their trips, marking a significant increase from 38% in 2023 (Network Principles Survey, 2023 and 2024)

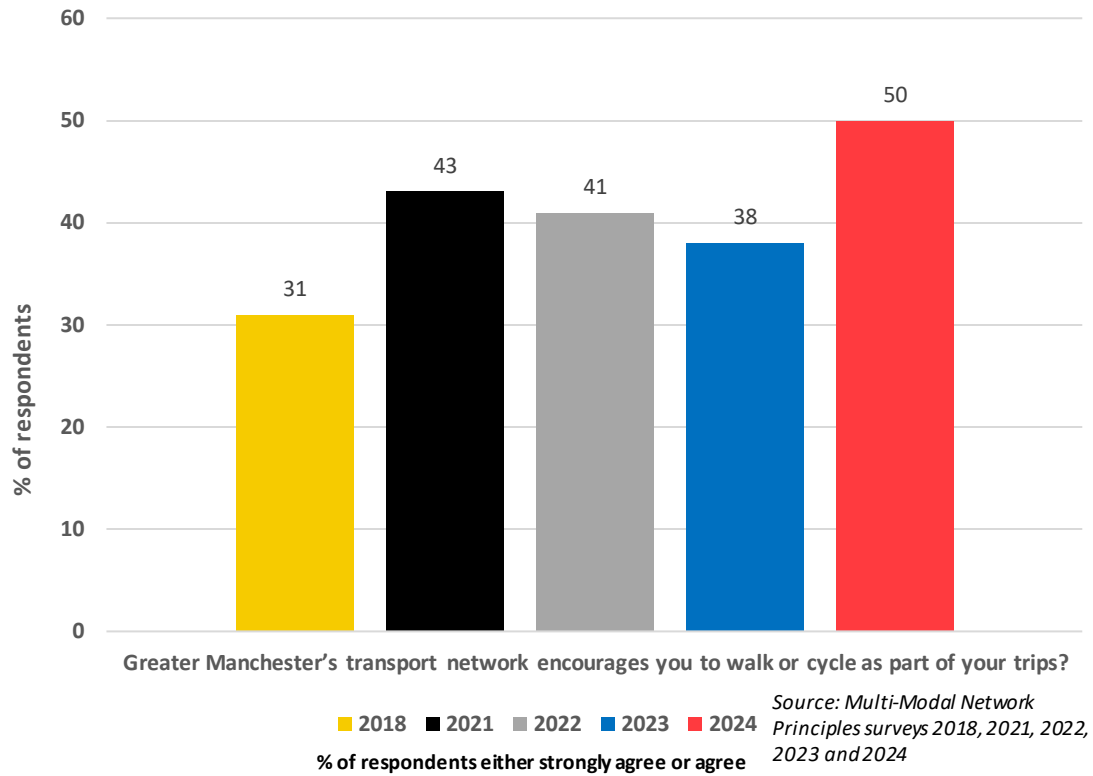


Figure A6: Do you agree or disagree that Greater Manchester's transport network encourages you to walk or cycle as part of your trip?

Integrated



The Ambition: To enable people to move seamlessly between services on a single, high quality, easy-to-use network, providing choice and supporting low-car lifestyles, made possible by integrated land use and transport planning.

For active travel, this means creating a comprehensive and easy to understand cycle, walking and wheeling network that integrates well with public transport and the emerging city-region-wide cycle hire scheme.

How will we know we are succeeding?

Behaviour: More people making multi-modal trips which have an active travel component.

Attitudes: People think it is easy to access public transport using active travel.

How are we doing so far?

Behaviour:

- Almost all the trips that have train, Metrolink or bus as the main method of travel had a walking leg as part of the trip (TRADS, 2022 and 2023)

Table A9: Percentage of main method of travel trips that include a walking or cycling leg

Main method of travel	Walking		Cycling	
	2022	2023	2022	2023
Walk	100%	100%	0%	0%
Bicycle	0%	1%	100%	100%
Motorcycle, scooter, moped	0%	0%	0%	0%
Car or van driver	1%	1%	0%	0%
Car or van passenger	1%	2%	0%	0%
Train	95%	97%	4%	0%
Metrolink	96%	100%	0%	0%
Bus, minibus, coach	97%	99%	0%	0%
Taxi, minicab	1%	2%	0%	0%

Note: A trip is a one-way movement to achieve a single purpose.

- In 2024, how customers access train stations has shifted notably compared to 2023. Fewer people now walk or wheel to the station, down from 44% to 37%, while those arriving by bus have increased from 27% to 32%, marking a significant change in both. Access via Metrolink remains steady at 5%, and there’s an encouraging increase in cycling, rising from 0.2% to 2% (Network Principles Survey, 2024)

- In 2024, access to tram stops has shifted, with more people now driving, rising from 7% to 10%. Walking has declined from 52% to 47%, while bus usage has remained relatively stable, edging up from 34% to 38%. Train access remains unchanged at 3% (Network Principles Survey, 2024)

Attitudes:

- 75% of respondents stated it was either very easy or easy to use different forms of transport in one journey in Greater Manchester (Network Principles Survey, 2024)

Table A10: How easy or difficult is it for you to use different forms of transport in one journey in Greater Manchester?

	2023	2024
Very easy	23%	18%
Easy	54%	57%
Neither	11%	13%
Difficult	11%	12%
Very difficult	1%	1%
Total	100%	100%

Environmentally responsible



The Ambition: For Greater Manchester to be known for the quality of both its urban areas and natural environments, and with transport emissions reduced to near zero, with new transport schemes delivering environmental improvements whenever possible.

Active travel has a key role to play in enabling people to reduce their use of methods of transport which are sources of greenhouse gas emissions and local air pollution via a shift to active travel methods.

How will we know we are succeeding?

Behaviour: Uptake of active travel having a substantial environmental benefit in Greater Manchester.

Attitudes: People’s willingness to use the car less and sustainable methods more. People think the network encourages environmentally friendly travel and are motivated by environmental considerations in their transport choices.

How are we doing so far?

Behaviour:

- Walking accounted for 31% of trips by Greater Manchester residents in 2023 and cycling 2% (TRADS, 2023). Estimated at 630.4m and 44.5m annually respectively compared to 525.2m and 36.7m in 2022, representing a 20% increase for walking and a 21% increase for cycling

Table A11: Main method of travel – percentage of trips

Method of travel	2016-18	2017-19	2021	2022	2023
Car or van driver	39%	39%	41%	40%	39%
Walk	28%	29%	32%	30%	31%
Car or van passenger	18%	18%	15%	17%	19%
Bus, minibus, coach	8%	7%	5%	6%	4%
Bicycle	2%	2%	2%	2%	2%
Taxi, minicab	2%	2%	2%	2%	2%
Metrolink	2%	2%	1%	1%	1%
Train	1%	1%	1%	1%	1%
Other	1%	1%	1%	1%	1%
Total	100%	100%	100%	100%	100%

Note: A trip is a one-way movement to achieve a single purpose. If the respondent described a round trip (which starts and finishes at the same location) eg walking the dog around a local park, this is recorded as two trips: 1. home to park (or the place of furthest distance away from their house), 2. park to home.

- Residents in Manchester make a larger share of their trips by active travel (36% walking and 7% cycling) than the residents of other Greater Manchester local authorities (TRADS, 2023)

Table A12: Main method of travel in each local authority area – percentage of trips in 2023

Method of travel	GM	Bolton	Bury	Manchester	Oldham	Rochdale	Salford	Stockport	Tameside	Trafford	Wigan
Car or van driver	39%	43%	36%	28%	39%	42%	38%	46%	38%	42%	49%
Walk	31%	28%	38%	36%	32%	27%	36%	26%	33%	30%	22%
Car or van passenger	19%	15%	15%	20%	24%	23%	16%	20%	16%	21%	17%
Bus, minibus, coach	4%	6%	2%	4%	3%	3%	5%	4%	6%	1%	6%
Bicycle	2%	0%	0%	7%	0%	1%	1%	1%	1%	1%	1%
Taxi, minicab	2%	4%	2%	3%	2%	1%	2%	1%	1%	2%	1%
Metrolink	1%	0%	6%	2%	1%	1%	0%	0%	1%	3%	0%
Train	1%	3%	0%	1%	0%	0%	1%	1%	2%	0%	2%
Other	1%	0%	1%	0%	0%	1%	0%	0%	3%	0%	1%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

- In daily person kilometres, walking is estimated at 1.3m and cycling 300,000 (TRADS, 2023)

Table A13: Total person kms per day by method of travel

Method of travel	2016-18	2017-19	2021	2022	2023	2023 as % of 2019
Car or van driver	19,600,000	18,100,000	13,900,000	17,600,000	18,600,000	103%
Car or van passenger	7,700,000	7,500,000	4,100,000	7,400,000	7,400,000	99%
Train	2,700,000	2,300,000	700,000	1,700,000	3,400,000	148%
Bus, minibus, coach	2,700,000	2,400,000	1,600,000	1,500,000	1,100,000	46%
Walk	1,100,000	1,100,000	1,000,000	1,100,000	1,300,000	118%
Other	200,000	300,000	600,000	500,000	800,000	267%
Taxi, minicab	500,000	500,000	300,000	400,000	500,000	100%
Bicycle	400,000	400,000	300,000	400,000	300,000	75%
Metrolink	700,000	700,000	300,000	400,000	600,000	86%
Motorcycle, scooter, moped	80,000	70,000	100,000	40,000	200,000	285.7%
Total	35,700,000	33,500,000	23,000,000	31,000,000	34,100,000	102%

- 23% of all trips by Greater Manchester residents were shopping trips, compared to 22% of walking trips and 10% of cycling trips. Cycling and walking each have over

13% of trips for education compared with 8% of all trips being for this purpose.
(TRADS, 2023)

Table A14: Journey purpose by method of travel – % of trips

	All trips			Walking trips			Cycling trips		
	2021	2022	2023	2021	2022	2023	2021	2022	2023
Shopping	19%	20%	23%	17%	18%	22%	9%	9%	10%
Commuting	16%	16%	18%	4%	7%	8%	29%	27%	25%
Sport and entertainment	15%	13%	16%	22%	13%	18%	22%	10%	16%
Visiting friends	6%	6%	8%	3%	4%	5%	3%	5%	5%
Education	10%	12%	8%	15%	21%	13%	8%	24%	26%
Escort to education	10%	9%	7%	14%	14%	8%	2%	0%	1%
Personal business	5%	5%	6%	3%	4%	5%	1%	3%	2%
Escort other	6%	7%	8%	1%	2%	4%	0%	0%	7%
Business	5%	5%	1%	0%	0%	0%	4%	8%	0%
Holiday and round trip	7%	7%	6%	20%	18%	17%	22%	14%	9%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- Every year, walking and cycling in Greater Manchester saves 42,000 tonnes of greenhouse gas emissions (Sustrans Walking and Cycling Index, 2023)

Attitudes:

- 51% of people agree that the Greater Manchester transport network encourages people to travel in an environmentally friendly way, a significant increase from 45% in 2023 (Network Principles Survey, 2024)
- This year, only 44% of people consider their environmental impact when deciding how to travel, down from 47% last year. Meanwhile, the majority – 56% – now say their environmental impact does not influence their travel choices at all (Network Principles Survey, 2024)
- 39% of Greater Manchester residents either strongly agreed or agreed that the air is clean in their neighbourhood, compared to 38% in 2021 (Sustrans Walking and Cycling Index, 2021 and 2023)

Reliable

The Ambition: To develop a transport network that offers reliable journey times and gives people the confidence to use public transport.

For active travel, this means a well-maintained network, free of obstacles, that people can rely on (see also 'Well-maintained and resilient', and 'Inclusive'). A shift to active travel will also improve the reliability of the wider network by reducing congestion and overcrowding on public transport. As part of multi-modal journeys, active travel can provide reliable 'first or last mile' access.



How will we know we are succeeding?

Behaviour: Active travel being used by people who would otherwise have driven. People choosing to travel by active travel when a car is available.

Attitudes: Active travel is seen as a reliable and easy method of transport. People recognise the role of active travel in making the whole transport network more reliable.

How are we doing so far?

Behaviour:

- Every day, walking and cycling in Greater Manchester takes up to 360,000 cars off the road (Sustrans Walking and Cycling Index, 2023)
- 49% of people walking or wheeling could have used the car; 33% of people cycling could have used the car (TRADS, 2023)

Table A15: For walking trips was a car available for the trip?

	2016-18	2017-19	2021	2022	2023
Yes	27%	31%	55%	29%	49%
No	73%	69%	45%	71%	51%
Total	100%	100%	100%	100%	100%

Table A16: For cycling trips was a car available for the trip?

	2016-18	2017-19	2021	2022	2023
Yes	21%	19%	38%	27%	33%
No	79%	81%	62%	73%	67%
Total	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

Attitudes:

- The proportion of cyclists satisfied with the availability of dedicated cycle routes in Greater Manchester has declined significantly, from 61% in 2023 to 54% in 2024. This drop is primarily driven by infrequent cyclists, whose satisfaction has sharply fallen from 65% to 50%, while satisfaction among frequent cyclists has remained steady, rising slightly from 56% to 58% (Network Principles Survey, 2024)

Table A17: how would you rate the availability of dedicated cycle routes?

	2023	2024
Very satisfied	6%	10%
Satisfied	55%	44%
Neither	14%	16%
Dissatisfied	19%	25%
Very dissatisfied	6%	5%
Total	100%	100%

- Since 2018, satisfaction among walkers and wheelers in Greater Manchester about the time spent waiting to cross roads has seen a steady, positive trend, rising from 67% in 2018 to 79% in 2024. More recently, satisfaction has remained stable, rising slightly from 76% in 2023 to 79% in 2024 (Network Principles Survey, 2024)

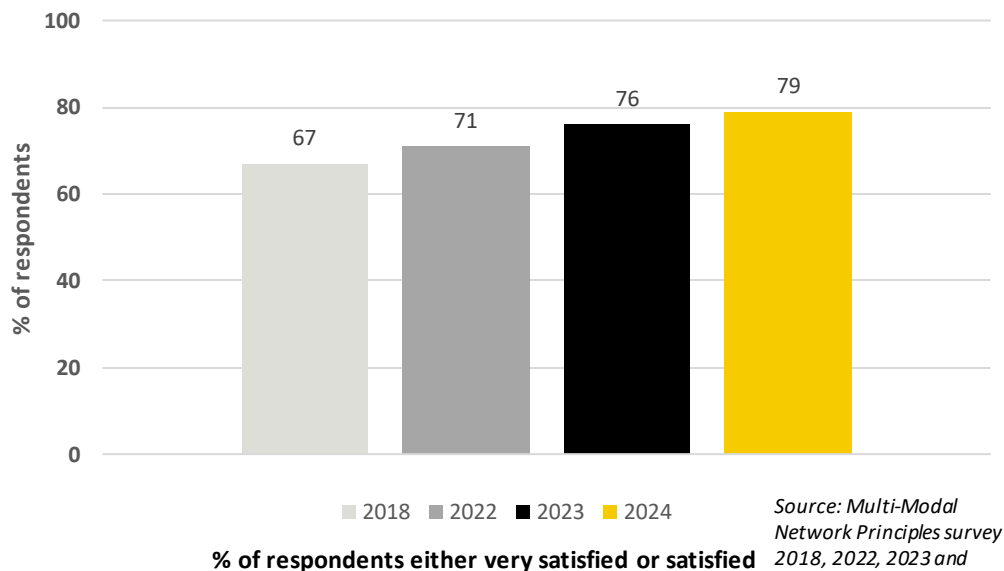


Figure A7: Walkers' satisfaction with the amount of time spent waiting to cross the road

Well maintained and resilient

The Ambition: To bring the transport network into a good state of repair, maintain it in that state and make sure that it can withstand unexpected events, exceptional demand and severe weather.



For active travel, this means safe, usable, well-maintained provision, including seasonal maintenance (eg hedge trimming, leaf clearance, gritting). Active travel also has a role in increasing the resilience of the overall transport system, for example by providing an alternative method on days when others may be unavailable or oversubscribed.

How will we know we are succeeding?

Behaviour: People are confident that the road and public transport networks can withstand unexpected events and weather conditions and continue to use them.

Attitudes: Satisfaction with maintenance of the active travel network.

How are we doing so far?

Behaviour:

- While satisfaction with the resilience of Greater Manchester’s public transport network in withstanding unexpected events and weather conditions has remained relatively steady, reaching 49% in 2024 from 47% in 2023, satisfaction with the road network has seen a notable decline. Confidence in the road network’s ability to handle unforeseen disruptions has significantly dropped to 41% in 2024 from 50% in 2022 (Network Principles Survey, 2024)

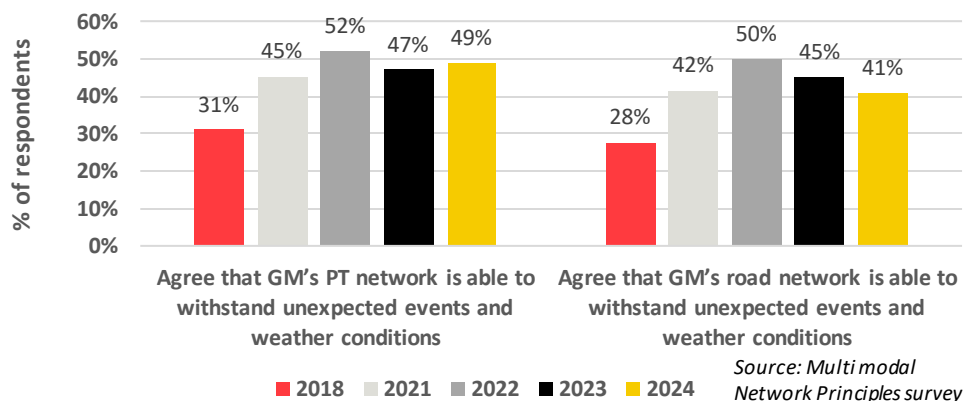


Figure A8: Thinking about Greater Manchester’s road and public transport networks, do you agree or disagree that they are able to withstand unexpected events and weather conditions?

Attitudes:

- 45% of Greater Manchester residents are satisfied with the condition of pavements (see Figure A9) and 52% are satisfied with the condition of cycle routes (NHT Survey, 2023)

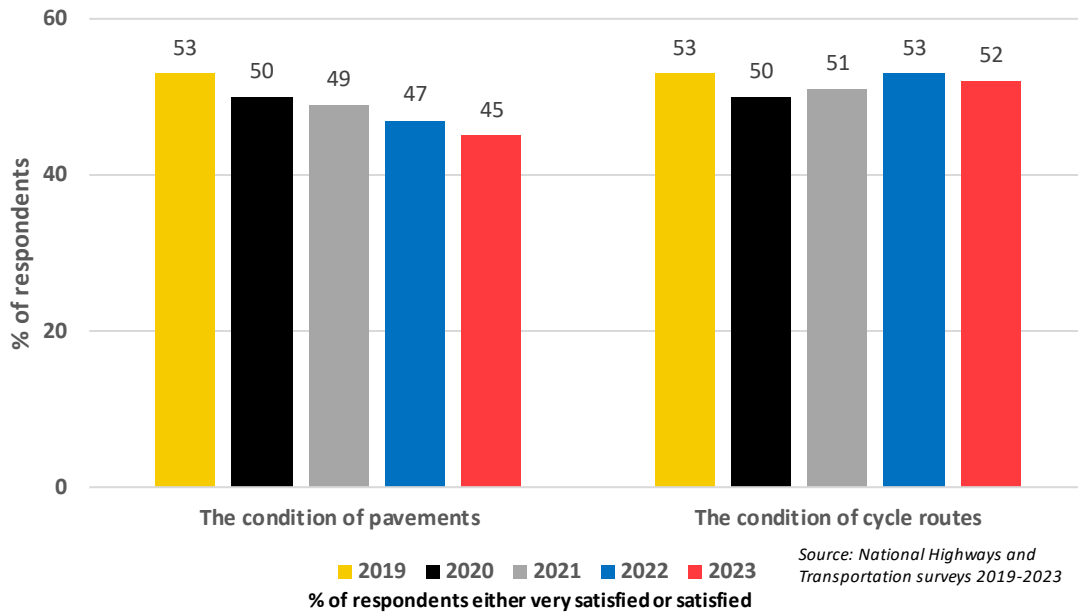


Figure A9: Satisfaction with the condition of pavements and the condition of cycle routes

- Satisfaction with both pavement and footpath conditions in Greater Manchester has shown minor fluctuations over recent years, with no significant change recorded in 2024. Satisfaction with pavement conditions has gradually declined from 61% in 2022 to 53% in 2024. Meanwhile, satisfaction with footpath conditions has remained fairly stable, oscillating around 56-60% since 2018 (Network Principles Survey, 2024)

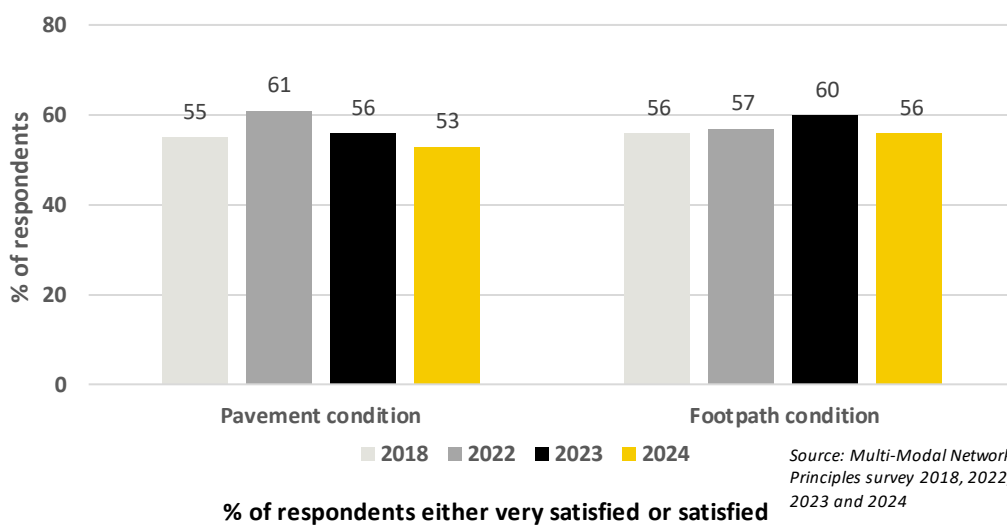


Figure A10: Walkers' satisfaction with pavement condition and footpath condition

- 35% of people are satisfied with pavements being kept clear of obstructions and 38% are satisfied with the cleanliness of pavements (NHT Survey, 2023)
- The satisfaction with the condition of dedicated cycle routes in Greater Manchester has seen a significant decline in 2024, dropping to 49% from a stable 57% in 2022 and 2023 – marking the first notable shift since 2018, when satisfaction was considerably lower at 39%. The downward trend in 2024 breaks an otherwise improving pattern, potentially indicating recent challenges in maintaining cycle infrastructure to users' standards (Network Principles Survey, 2024)

Table A18: how would you rate the state of dedicated cycle routes (eg condition of surface)?

	2023	2024
Very satisfied	6%	8%
Satisfied	50%	42%
Neither	19%	20%
Dissatisfied	18%	23%
Very dissatisfied	7%	7%
Total	100%	100%

Inclusive

The Ambition: To develop a fully inclusive and affordable sustainable transport system for all.



For active travel, this means ensuring the network serves important opportunities (eg work and education sites) and ensuring provision is accessible to all. It also means ensuring that access to active travel (particularly cycling) is affordable and available to all.

How will we know we are succeeding?

Behaviour: The active travel network is inclusive in its user profile.

Attitudes: Perceptions of the active travel network are similar across the demographics of residents.

How are we doing so far?

Behaviour:

- One in five (20%) walking trips are made by those aged 16 or under, compared with around one in 14 (7%) of cycle trips (TRADS, 2023)

Table A19: Percentage of walking and cycling trips by age group

Age group	Walking			Cycling			Census residents aged 5 and over
	2021	2022	2023	2021	2022	2023	2021
5-10	15%	14%	13%	4%	3%	6%	8%
11-15	6%	9%	6%	3%	9%	1%	7%
16	0%	2%	1%	0%	0%	0%	1%
17-19	1%	3%	3%	4%	0%	25%	4%
20-24	4%	8%	7%	16%	35%	18%	7%
25-34	20%	19%	17%	34%	27%	7%	15%
35-44	16%	13%	17%	17%	13%	16%	14%
45-54	11%	11%	11%	10%	1%	12%	14%
55-59	5%	6%	6%	3%	7%	4%	7%
60-64	6%	4%	5%	3%	0%	5%	6%
65-74	9%	8%	9%	4%	4%	5%	9%
75+	6%	4%	5%	3%	1%	0%	8%
Total	100%	100%	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- Over half (51%) of walking trips are made by females, compared to just over a quarter of cycle trips (28%) (TRADS, 2023)

Table A20: Percentage of walking and cycling trips by gender plus Census gender breakdown for Greater Manchester

	Walking trips			Cycling trips			Census all residents
	2021	2022	2023	2021	2022	2023	2021
Male	44%	47%	49%	73%	78%	72%	49%
Female	56%	53%	51%	27%	22%	28%	51%
Total	100%	100%	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- Around four fifths of both walking and cycling trips are undertaken by residents with a white ethnic background (TRADS, 2023)

Table A21: Percentage of walking and cycling trips by ethnic background plus Census ethnic background data for Greater Manchester

	Walking trips			Cycling trips			Census all residents
	2021	2022	2023	2021	2022	2023	2021
White	83%	80%	79%	91%	77%	80%	76%
Mixed	1%	2%	2%	1%	3%	4%	3%
Asian	12%	13%	12%	8%	19%	8%	14%
Black	3%	3%	6%	0%	1%	7%	5%
Any other ethnic background	1%	2%	1%	0%	0%	1%	2%
Total	100%	100%	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- One in ten (11%) of walking trips are undertaken by someone who has day to day activities limited by a health problem or disability (TRADS, 2023)

Table A22: Percentage of walking and cycling trips by day-to-day activities limited by health problem or disability

	Walking			Cycling			Census all residents
	2021	2022	2023	2021	2022	2023	2021
Limited a lot	4%	4%	5%	1%	0%	1%	8%
Limited a little	4%	7%	6%	1%	1%	2%	10%
No	92%	90%	89%	98%	99%	97%	82%
Total	100%	100%	100%	100%	100%	100%	100%

Note that 2021, 2022 and 2023 cycling data is based on small sample sizes

- 25% of respondents can ride a bike/cycle and have access to a working bike or cycle. Nearly a third (31%) express that they cannot ride a bike (Network Principles Survey, 2024)
- Over half of households (51%) in Trafford have access to a bike (see Figure A11), compared to only 16% in both Bolton and Tameside (TRADS, 2023)

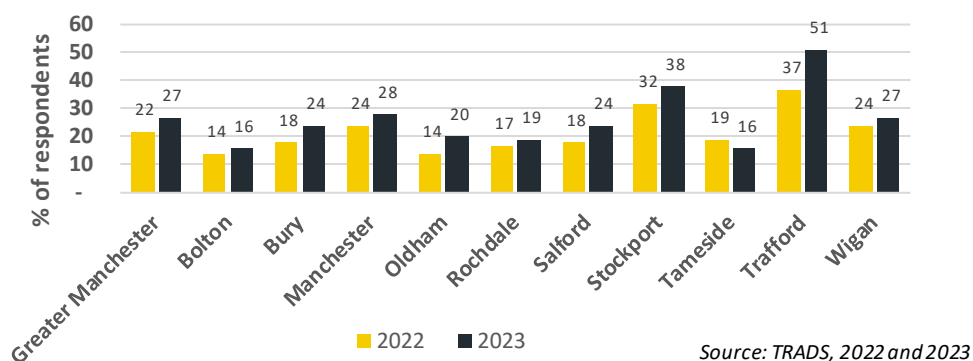


Figure A11: Percentage of households with access to a bike by local authority

Attitudes:

- Similar proportions of both females and males (60% compared with 59%) thought that their local area is either very good or good for safety when walking or wheeling (Sustrans Walking and Cycling Index, 2023), with the corresponding figures for safety when cycling being 35% and 36% respectively

Table A23: Percentage of residents who think their local area is either very good or fairly good...

	for safety when walking or wheeling		for safety when cycling	
	2021	2023	2021	2023
Overall	65%	59%	34%	35%
Male	68%	59%	36%	36%
Female	64%	60%	32%	35%
16-25	66%	56%	44%	46%
26-35	60%	67%	34%	42%
36-45	61%	53%	32%	36%
46-55	75%	57%	38%	31%
56-65	69%	68%	32%	34%
66+	67%	57%	26%	24%
White	66%	60%	31%	32%
Ethnic minority groups	63%	59%	46%	49%

Greater Manchester Combined Authority

Date: 31 January 2025

Subject: GM Clean Air Plan – January 2025 Update

Report of: Cllr Eamonn O’Brien – GM Clean Air Lead

Purpose of Report

This report provides an update on the Greater Manchester Clean Air Plan now that the government has accepted the assessment that an investment-led, non-charging Greater Manchester Clean Air Plan will achieve compliance with nitrogen dioxide levels on the local road network in the shortest possible time and Greater Manchester will not need to implement a charging Clean Air Zone (CAZ).

Recommendations:

The GMCA is requested to:

1. Note that government confirmed it has accepted the assessment that an investment-led, non-charging Greater Manchester Clean Air Plan will achieve compliance with nitrogen dioxide levels on the local road network in the shortest possible time and by 2026 and Greater Manchester will not need to implement a charging Clean Air Zone (CAZ).
2. Note the investment-led package of £86m confirmed by government consists of:
 - £51.1m towards bus investment, including 40 zero emission buses, 77 Euro VI standard buses and charging infrastructure;
 - £5m for local traffic management measures;
 - £8 million to support moving Greater Manchester’s taxi fleet to cleaner vehicles;
 - Up to £21.9m for administration, delivery, monitoring and other associated costs.
3. Note a new direction from the government is expected to be issued to the Greater Manchester authorities imminently which will allow TfGM to understand the detailed breakdown of the funding awarded for Development, Administration, Risk & Contingency.

4. Note that proposals on funding to support Greater Manchester's taxi fleet move to cleaner vehicles, including timelines for next steps, such as fund opening, will be presented at the next meeting.
5. Note TfGM and the GM Authorities are working together to assess the potential alternative use of signage, timelines for next steps will be presented at the next meeting.
6. Note a public consultation on the use of the cameras for potential law enforcement activity related to the detection of crime is anticipated for the summer of 2025, subject to a review of the financial, technological and legal options available to facilitate a change of use.
7. Note that the GM Air Quality Administration Committee will consider a report at its meeting on 5 February 2025.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

The GM Clean Air Plan is a place-based solution to tackle roadside NO₂ which will have a positive impact on carbon.

Risk Management

Risks were set out in the Appraisal Report [Appraisal Report - Approved.pdf](#).

Legal Considerations

Until a new direction is issued by the government, *The Environment Act 1995 (Greater Manchester) Air Quality Direction 2022* (the Direction) issued on 8th February 2022 remains in place. The Direction requires that the GM local authorities:

- review the measures specified in the existing Plan; and
- determine whether to propose any changes to the detailed design of those measures, or any additional measures.

The GM authorities must ensure that the Plan with any proposed changes will secure that:

- compliance with the legal limit value for NO₂ is achieved in the shortest possible time and by no later than 2026; and
- exposure to levels above the legal limit for NO₂ is reduced as quickly as possible.

This Direction revoked the Direction dated March 2020 which required the ten Greater Manchester Local Authorities to implement a Category C Clean Air Zone to achieve compliance with the legal limit value for NO₂ in the shortest possible time and by 2024 at the latest.

Financial Consequences – Revenue

Financial consequences were set out in the Appraisal Report [Appraisal Report - Approved.pdf](#), with all development and delivery costs to be covered by central government. A new direction from the government is expected to be issued to the Greater Manchester authorities which will allow TfGM to understand the detailed breakdown of the funding awarded for Development, Administration, Risk & Contingency.

Financial Consequences – Capital

As Revenue Funding above.

Number of attachments to the report: One

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

Background Papers

- 1 October 2024, report to AQAC: GM Clean Air Plan – September 2024 Update
- 20 December 2023, Report to AQAC: GM Clean Air Plan – December 2023 Update
- 20 December 2023: Report to AQAC: GM Clean Air Plan – Expenditure Update
- 13 July 2023, Report to AQAC: GM Clean Air Plan – July 2023 Update
- 27 February 2023, Report to AQAC: GM Clean Air Plan – February 2023 Update
- 26 October 2022, Report to AQAC: GM Clean Air Plan – Expenditure Update
- 26 October 2022, Report to AQAC: GM Clean Air Plan – October 2022 Update
- 17 August 2022, Report to AQAC: GM Clean Air Plan – August 2022 Update
- 1 July 2022, Report to AQAC: GM Clean Air Plan – July 22 Update
- 23 March 2022, Report to AQAC: GM Clean Air Plan – March 22 Update
- 28 February 2022, Report to AQAC: GM Clean Air Plan – February 22 Update
- 2 February 2022, report to CACC: GM Clean Air Plan – update to the temporary exemption qualification date for GM-licensed hackney carriages and private hire vehicles
- 20 January 2022, report to AQAC: GM Clean Air Plan – A628/A57, Tameside – Trunk Road Charging Scheme update
- 20 January 2022, report to AQAC: GM Clean Air Plan – Financial Support Scheme Jan 22 Update
- 20 January 2022, report to AQAC: GM Clean Air Plan – Clean Air Zone Discount & Exemptions Applications
- 18 November 2021, report to AQAC: GM Clean Air Plan – GM Clean Air Funds assessment mechanism
- 18 November 2021, report to CACC: GM Clean Air Plan – GM Clean Air Plan Policy updates
- 13 October 2021, report to AQAC: GM Clean Air Plan – Operational Agreement for the Central Clean Air Service
- 13 October 2021, report to CACC: GM Clean Air Plan – Showmen’s Vehicle Exemption
- 13 October 2021, report to CACC: GM Clean Air Plan – Clean Air Zone daily charge refund policy
- 13 October 2021, report to CACC: GM Clean Air Plan – A628/A57, Tameside – Trunk Road Charging Scheme
- 21 September 2021, report to AQAC: GM Clean Air Plan – Clean Air Zone: Camera and Sign Installation
- 21 September 2021, report to AQAC: GM Clean Air Plan – Bus Replacement Funds
- 25 June 2021, report to GMCA: GM Clean Air Final Plan
- 31 January 2021, report to GMCA: GM Clean Air Plan: Consultation
- 31 July 2020, report to GMCA: Clean Air Plan Update
- 29 May 2020, report to GMCA: Clean Air Plan Update
- 31 January 2020, report to GMCA: Clean Air Plan Update

- 26 July 2019, report to GMCA: Clean Air Plan Update
- 1 March 2019, report to GMCA: Greater Manchester's Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside - Outline Business Case
- 11 January 2019, report to GMCA/AGMA: Clean Air Update
- 14 December 2018, report to GMCA: Clean Air Update
- 30 November 2018, report to GMCA: Clean Air Plan Update
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 16 August 2018, report to HPEOS Committee: GM Clean Air Plan Update
- UK plan for tackling roadside nitrogen dioxide concentrations, Defra and DfT, July 2017.

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 exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? No

Bee Network Committee – Not applicable

Overview and Scrutiny Committee – Not applicable

GM Clean Air Scrutiny Committee – Not applicable

1 Background

- 1.1 In 2017 the government has instructed many local authorities across the UK to take quick action to reduce harmful Nitrogen Dioxide (NO₂) levels following the Secretary of State (SoS) issuing a Direction under the Environment Act 1995. In Greater Manchester, the 10 local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM) are working together to develop a Clean Air Plan to tackle NO₂ exceedances at the roadside, herein known as Greater Manchester Clean Air Plan (GM CAP).
- 1.2 The development of the GM CAP is funded by government and is overseen by the Joint Air Quality Unit (JAQU), the joint DEFRA and DfT unit established to deliver national plans to improve air quality and meet legal limits. The costs related to the business case, implementation and operation of the GM CAP are either directly funded or underwritten by government acting through JAQU and any net deficit over the life of the GM CAP will be covered by the New Burdens Doctrine, subject to a reasonableness test¹.
- 1.3 In June 2021 the GMCA endorsed a final GM Clean Air Plan and policy following a review of the information from the GM CAP consultation and wider data, evidence and modelling work. The plan was then agreed by the ten GM local authorities. This included a Greater Manchester-wide category C charging Clean Air Zone (CAZ), where the most polluting vehicles that did not meet emission standards would have been charged to drive in the Zone.
- 1.4 It was originally intended that the CAZ would go live from May 2022, affecting non-compliant HGVs, buses and non-GM-registered taxi and private hire vehicles. Work to install the CAZ signage and Automatic Number Plate Recognition (ANPR) cameras for monitoring the CAZ began in summer 2021, alongside the development of back office systems.
- 1.5 The CAZ was designed to comply with a legal direction from government issued before the coronavirus pandemic, to deliver compliance with NO₂ legal limits on the local road network by 2024. However, in late in 2021, Greater Manchester commissioned an independent review of emerging global supply chain issues and the impact this could have on the cost and availability of vehicles.
- 1.6 Based on this the Greater Manchester Mayor and Leaders determined that the original Clean Air Plan was unworkable, Government agreed in February 2022 to lift the previous legal direction requiring GM to achieve compliance with legal NO₂ limits by 2024.
- 1.7 Government directed Greater Manchester to present a revised plan to achieve compliance with legal levels of NO₂ on the local road network in the shortest time possible and by no later than 2026.

¹ The new burdens doctrine is part of a suite of measures to ensure Council Tax payers do not face excessive increases. [New burdens doctrine: guidance for government departments - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/new-burdens-doctrine-guidance-for-government-departments)

- 1.8 Greater Manchester has accordingly been working to develop a package of measures to deliver NO₂ reductions to within legal limits within the shortest possible time and by 2026 at the latest. The first 'Case for a new Greater Manchester Clean Air Plan' to deliver compliance with the legal limit value in the shortest possible time and by no later than 2026 was submitted in July 2022, a revised submission in December 2023 and a further revised submission in October 2024.
- 1.9 The primary focus of the plan is to achieve compliance with the legal limit value for NO₂ in a way that considers the current cost of living crisis and associated economic challenge faced by businesses and residents, through an investment-led approach. The evidence submitted showed that the Investment-led Plan is the only option tested which meets the legal requirement placed on the 10 GM Authorities to deliver compliance in the shortest possible time and by 2026 at the latest.
- 1.10 The plan set out that, building on the transformational Bee Network, GM's Investment-led Plan would target Clean Air funding already awarded by government to invest:
- £51.1m in 40 new zero-emission electric buses depot electrification in Manchester & Bolton and 77 OEM Euro VI buses.
 - £30.5m for a Clean Taxi Fund to support GM-licensed owners to upgrade to cleaner vehicles.
 - £5m to manage traffic flows on roads in Manchester and Salford.
- 1.11 The core objectives of the new GM CAP are:
- To reduce NO₂ concentrations to below the legal limits in the shortest possible time and by 2026 at the latest;
 - To achieve compliance in a way that is fair to businesses and residents, and does not damage business or cause financial hardship to people in GM; and
 - To ensure the reduction of harmful emissions is at the centre of GM's wider objective for delivering the Bee Network's core objectives.
- 1.12 The 'Case for a new Greater Manchester Clean Air Plan' proposed using the £123 million of Clean Air funding that the government has awarded to Greater Manchester to deliver an investment-led approach to invest in vehicle upgrades, rather than imposing daily charges and in particular through the delivery of zero-emission buses in the Bee Network (a London-style integrated transport network). The new plan would ensure that the reduction of harmful emissions is at the centre of GM's wider objectives. A summary of the GM CAP measures as submitted is set out at **Appendix 1**.

2 Key Developments Since October 2024 Submission

- 2.1 Having submitted evidence to support Greater Manchester’s Investment-led Plan in October 2024², on 23rd January the government confirmed it has accepted the assessment that an investment-led, non-charging Greater Manchester Clean Air Plan will achieve compliance with nitrogen dioxide levels on the local road network in the shortest possible time³. As a result, Greater Manchester will not need to implement a charging Clean Air Zone (CAZ).
- 2.2 The agreed investment-led package includes:
- £51.1m towards bus investment, including 40 zero-emission buses, 77 Euro VI standard buses and charging infrastructure;
 - £5m for local traffic management measures;
 - £8 million to support moving Greater Manchester’s taxi fleet to cleaner vehicles;
 - Up to £21.9m for administration, delivery, monitoring and other associated costs.
- 2.3 A summary breakdown of the award against the Investment-led Plan costs outlined in October 2024 is set out in the table below.

	Cost Plan – October 2024	Government Award – January 2025
Bus Investment	£51.1m	£51.1m
Taxi Investment (Clean Taxi Fund)	£30.5m	£8.0m
Local measures	£5.0m	£5.0m
Development, Administration, Risk & Contingency	£37.1m	Up to £21.9m
Investment Led Plan Total	£123.7m	£86.0m

- 2.4 A new direction from the government is expected to be issued to the Greater Manchester authorities imminently which will allow TfGM to understand the detailed breakdown of the funding awarded for Development, Administration, Risk & Contingency.

3 Implications

- 3.1 Bus Investment – Investment in cleaner buses represents the most important mechanism for reducing exceedances under the Investment-led Plan and is grounded in the ability, now provided by GM operating a bus franchising scheme, for TfGM to manage franchise agreements in respect of local services, including the specification of fleet requirements and deployment.

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

³ <https://www.gov.uk/government/news/government-backs-local-plans-for-clean-air-in-greater-manchester--2>

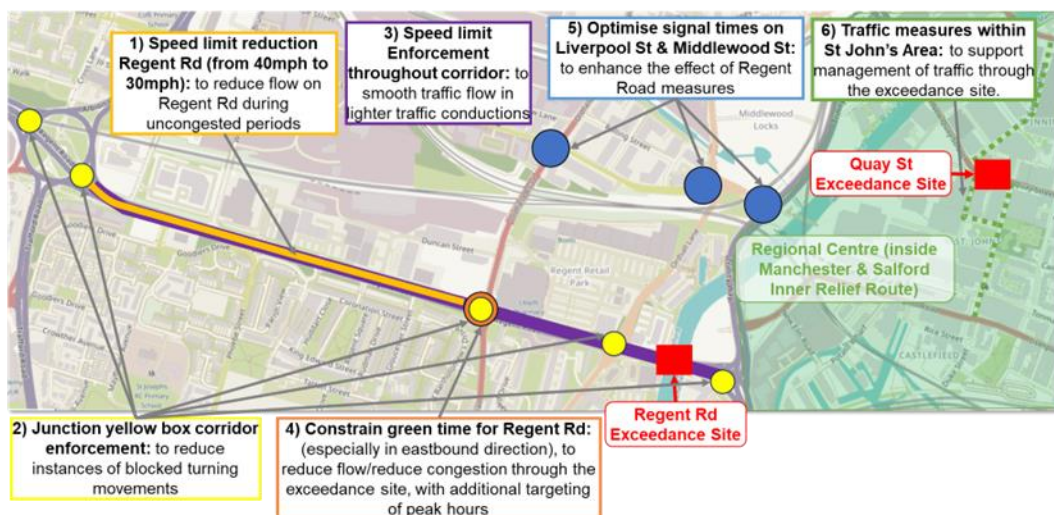
3.2 Greater Manchester has secured all the funding requested for cleaner buses as part of the Investment-led Plan. Transport for Greater Manchester will now commence the required:

- ZEB upgrade: deploying 40 zero-emission buses (ZEB) where it is modelled that compliance cannot be achieved through upgrade to OEM Euro VIs alone.
- OEM Euro VI upgrade: 77 vehicles modelled to be operated from the Stockport depot onto routes for clean air purposes where compliance can be achieved via a OEM Euro VI fleet.
- Depot electrification to support the additional ZEBs.

3.3 Local Measures – Investment in targeted local measures can be summarised into the following, as shown in **Figure 1** below:

- Signal optimisation at A57 Regent Road and adjacent parallel routes;
- Speed restrictions on A57 Regent Road with supporting enforcement measures;
- Yellow box enforcement along the A57 Regent Road corridor; and
- Traffic management measures – St John’s area

Figure 1 Overview of local measures



3.4 Greater Manchester has secured all the funding requested for these local traffic measures. Transport for Greater Manchester will work with Salford and Manchester City Council’s to progress the detailed design.

3.5 Clean Taxi Fund – Greater Manchester appreciates the government’s support for the Investment-led Plan but is disappointed not to secure full funding for taxi fleet upgrades. The original plan requested £30.5m to help upgrade GM-licensed hackney and private hire vehicles. However, only £8m has been approved for this purpose.

- 3.6 Since the Clean Air Plan was first proposed in 2018, the taxi trade has been anticipating the establishment of a Clean Taxi Fund, a topic frequently raised with Greater Manchester Leaders. Recognising their classification as high-frequency users in the Clean Air Zone Framework for England, falling under Category A due to their substantial per-vehicle emissions alongside buses, the original Clean Air Zone proposals led to a clear expectation within the taxi community that dedicated funds would be allocated to support their transition to cleaner vehicles, standards that are now mandated by the introduction of minimum emissions standards by all Greater Manchester Authorities.
- 3.7 The expectation of funding has resulted in taxi owners delaying upgrading their vehicles and consequently the GM taxi fleet being older and more non-compliant (GM-licensed Hackney Carriages remain largely non-compliant (62%) based on June 2023 licensing data).
- 3.8 Greater Manchester leaders recognise the importance of financial support for the licensed trade and are committed to ensuring that those registered locally have access to financial assistance, thereby upholding local standards and mitigating the impact of competition from out-of-area licensees.
- 3.9 The Greater Manchester Authorities will be working with TfGM and GMCA to determine how the funding provided will be used to support the move to cleaner taxis, with consideration for any impacts to implementation of the end of transition period for existing vehicles that do not meet the emissions standard. This will include a review of the taxi funding requirement based on the latest taxi licensing data. Proposals and timelines for next steps, such as fund opening, will be presented at the next meeting.
- 3.10 Signage – As Greater Manchester does not need to implement a charging Clean Air Zone (CAZ) signs that were erected across the ten GM Local Authorities and the eight neighbouring authorities and funded by government, as set out at para 1.2 need consideration. TfGM and the GM Authorities are working together to assess the potential alternative use of signage.
- 3.11 Automatic number plate recognition (ANPR) cameras – the cameras installed to identify non-compliant vehicles travelling in formerly planned CAZ and funded by government, as set out at para 1.2 have been used to support the development of the investment-led, non-charging GM Clean Air Plan – by helping GM better understand:
- The current vehicle fleet on the city-region’s roads and their emissions.
 - Where the city-region would get the greatest emissions reductions by tackling polluting vehicles travelling regularly through GM’s most nitrogen dioxide polluted places.
- 3.12 Under an Investment-led Plan, some of the ANPR cameras procured as part of the Previous GM CAP would be used to monitor and evaluate the effectiveness of the investment-led scheme but once GM’s local authorities meet their air quality legal limits, the ANPR cameras will no longer be needed for Clean Air Plan purposes.

- 3.13 Through formal requests, Greater Manchester Police (GMP) can currently ask for ANPR data to help them gather evidence for criminal investigations.
- 3.14 Greater Manchester Leaders have called for government support to the use of the cameras for potential law enforcement activity related to the detection of crime, subject to the consideration of the outcome of public consultation.
- 3.15 The government have agreed this principle and work has begun between GMP, TfGM and GMCA to explore the financial, technological and legal options available to facilitate such a change of use. Any final decision will require a public consultation and TfGM, GMCA and GMP will continue working towards that consultation stage, anticipated for the summer of 2025.
- 3.16 National Highways is responsible for the work carried out on signage on the Strategic Road Network (SRN), which includes motorways. At the time of writing no details on the removal of their signs is known and GM will closely with NH to look at uses of signage on SRN, for example exploring promotion of park and ride sites.

4 Next Steps

- 4.1 The GM Air Quality Administration Committee will consider a report at its meeting on 5 February 2025.
- 4.2 To implement the investment-led Clean Air Plan the GM Authorities will now:
- Mobilise resources to deliver and oversee the implementation of the investment-led Clean Air Plan.
 - Secure the additional ZEBs and the OEM Euro VI upgrades along with depot electrification to support the additional ZEBs.
 - Start work to implement local traffic measures with Salford and Manchester City Council's.
 - Determine how the taxi funding provided will be used to support the move to cleaner vehicles, with consideration for any impacts to implementation of the minimum emission standard for existing vehicles that do not meet the standard.
 - Assess the best appropriate and cost-effective method for reallocation/reuse of signs.
 - Explore the financial, technological and legal options available to facilitate a change of use of the ANPR cameras.
 - Begin negotiations to terminate or revise the contracts for the approved scheme.
 - Reflect the final scheme in a Performance Management Plan.
 - Update Cost Plan to align with government funding award with specific adjustments needed for administration, delivery, monitoring and other associated costs.
 - Produce a Delivery Plan for the agreed Investment-led Plan.

5 Recommendations

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

6 Appendix 1: Summary of proposed CAP Measures – October 2024

Investment-led CAP measure	Description
GM-Wide Funds	
Funding for ZEBs	Funding will be allocated to purchase ZEBs that operate on services that pass remaining exceedance sites which cannot achieve compliance in the shortest possible time and by 2026 at the latest through an upgrade to an OEM Euro VI buses.
Bus Electric Charging Infrastructure	Funding to provide electric charging infrastructure to support the additional ZEBs which are required to operate on modelled exceedance routes to achieve compliance at these locations alongside other investment-led measures. Based on the bus services identified for upgrade, these operate out of three different depots in addition to the Manchester City Centre Free Bus which operates from Manchester Piccadilly Approach.
Funding for Taxis	<p>Taxi funding will be delivered in the form of a grant or vehicle finance contributions for the upgrade of hackney carriages and PHVs licensed in GM to cleaner vehicles. Eligible applicants will be offered a running cost grant towards the running costs of a new ZEC vehicle, or a contribution towards a replacement vehicle, which may be taken as a lump sum grant or access to vehicle finance. There are two funding routes proposed for taxis:</p> <ul style="list-style-type: none"> • Core Fund: This fund will be available for GM-licensed, non-compliant hackney carriages and PHVs. • EV Hackney Fund: this fund will be available for GM-licensed, Internal Combustion Engine compliant hackney carriages. <p>The per-vehicle funding amounts are consistent across both funding routes. The per-vehicle funding amounts are split into funding for upgrade to wheelchair accessible vehicles (WAVs) and funding for upgrade to non-wheelchair accessible vehicles (non-WAVs), as follows:</p> <p><u>Upgrade to WAV</u></p> <ul style="list-style-type: none"> • up to £12,260 towards the running costs of a new purpose-built WAV ZEC replacement vehicle. This option is available when the compliant replacement vehicle acquired with GM CAP funds has also been eligible for a government plug-in grant; or • up to £12,260 towards a second-hand purpose-built WAV ZEC replacement vehicle; or • up to £6,280 towards a compliant purpose-built WAV replacement vehicle (Euro IV petrol or Euro VI diesel or better). <p><u>Upgrade to non-WAV</u></p> <ul style="list-style-type: none"> • up to £7,530 towards the running costs of a new ZEC replacement vehicle; or • up to £7,530 towards a second-hand ZEC replacement vehicle; or • up to £3,770 towards a compliant replacement vehicle (Euro 4 petrol or Euro 6 diesel or better); or • up to £6,280 towards a compliant replacement 6+ seater vehicle (Euro IV petrol or Euro VI diesel or better).

Investment-led CAP measure	Description
	All funding is subject to meeting eligibility criteria.
Local Measures	
Signal optimisation at A57 Regent Road	Signal timing adjustment to A57 Regent Road green times applied at the junctions of A57 Regent Road / Oldfield Road and M602 J3 West arm approach to the junction. Supplementary adjustments are to be applied to parallel routes, namely: Oldfield Road / Middlewood Street, Ordsall Lane / Middlewood Street / Hampson Street and Hampson Street / Trinity Way. By implementing these signal changes, traffic flow will become steadier, reducing unnecessary accelerations and deceleration, and leading to a reduction of emissions through the exceedance site.
Speed reductions on A57 Regent Road	Implementation of a speed reduction from 40mph to 30mph on A57 Regent Road between Oldfield Road and M602. This measure would influence trips outside of the peak periods, during free-flow conditions, making Regent Road a less attractive route and therefore reducing traffic flow leading to a reduction in emissions.
Measures to reduce through traffic at A34 Quay Street area	Implementing measures to reduce through traffic in the St John's area of the Regional Centre which access the A34 Quay St / Great Bridgewater St exceedance locations. The aim of this measure is to perceive these roads as low speed and low capacity and therefore avoid them unless necessary.

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Greater Manchester Combined Authority

Date: 31st January 2025

Subject: Greater Manchester's Approach to Delivering our Growth Ambition

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

Purpose of Report

To set out our approach to driving forward ambitious plans for growth in GM over the next 10 years.

Recommendations:

The GMCA is requested to:

1. Endorse the preparation of the rewritten GMS and underpinning Delivery Plan for Spring 2025.
2. Endorse preparing our Spending Review submissions to Government, setting out our asks for Government to work alongside us in delivery of our collective ambition.
3. Endorse establishing a Place Advisory Panel, involving national experts, to support the progress of development proposals from our integrated pipeline, ensuring that these support delivery of the outcomes in the GMS and push the boundaries of what has previously been possible.
4. Endorse establishing partner forums in early 2025 from across the developer, construction and investor community to set out our plans and call the industry to action.
5. Endorse progressing plans to strengthen our delivery capacity through the development of a GM Delivery Vehicle and GM Academy.
6. Endorse developing the approach to the GM Investment Pot to maximise what can be delivered through public sector support and intervention and maximise the private capital that can be leveraged into Greater Manchester.
7. Endorse establishing the appropriate programme governance to oversee and direct our overall plans for growth, ensuring accountability and transparency of our approach.

Contact Officers

Andrew McIntosh, Senior Director for Place & Environment, GMCA:

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Equalities Impact, Carbon and Sustainability Assessment:

The Equalities Impact and Carbon & Sustainability Assessment for GM’s Approach to Delivering our Growth Ambition is given below:

Recommendation - Key points for decision-makers		
Insert text		
Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	N/A	GM's plans for growth will set out proposals for enabling residents to have access to good public services and supporting infrastructure priorities including good transport links across the conurbation. Delivery through the investment pipeline will help GM ensure all boroughs and residents feel the benefits of growth.
Health	N/A	GM's plans for growth aim to deliver successful places for GM and its communities; places where everyone can live a good life, grow up and grow old. Delivery of quality and affordable housing and residents' access to good services, skills and jobs will provide security to residents and will lead to a reduction in health inequalities across the city region. GM's plans for growth will set out proposals for enabling residents to have access to good public services and supporting infrastructure priorities, including good transport links across the conurbation and supporting the delivery of hospital sites.
Resilience and Adaptation	N/A	New developments through GM's plans for growth will meet PFE policies including those around blue and green infrastructure.
Housing	N/A	The provision of good quality, affordable housing through GM's plans for growth will have long term and positive impact on tackling homelessness. GM's plans for growth will positively contribute to the number of affordable homes in GM. The unlocking of Brownfield sites on the investment pipeline will allow for housing delivery on former derelict urban land. The vision for Housing First includes the ambition to deliver 75,000 homes over the course of the next Parliament including 10,000 TANZ homes.
Economy	N/A	GM's plans for growth will unlock growth and, through a whole-system approach to delivery, will drive growth and economic development for GM over the next 10+ years. GM's plans for growth will boost residents' access to good employment opportunities through the delivery of strategic employment sites. GM's plans for growth will support key businesses and sectors through investments in innovation. GM's plans for growth will demonstrate to the private sector the GM continues to be a preferred place to invest and maximise private sector funding into the city region through GM's investment pipeline. There is a proposal through GM's plans for growth to establish a GM Academy to foster homegrown talent across a range of specialisms with clear career pathways for GM's young people, including through the Mbacc.
Mobility and Connectivity	N/A	GM's plans for growth will set out proposals for enabling residents to have access to good public services and supporting infrastructure priorities including good transport links across the conurbation. GM's investment pipeline considers the transport interventions required to support growth in GM and improve transport connectivity.
Carbon, Nature and Environment	N/A	Housing delivery through GM's plans for growth will provide the delivery mechanism for Truly Affordable Net Zero Homes (TANZ), which aims to deliver 30,000 new net-zero carbon homes by 2038.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	Carbon Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
		RR Negative impacts overall.

Carbon Assessment

Overall Score



Buildings

Result

Justification/Mitigation

New Build residential	Yellow	Tbc Tbc Some of the new residential buildings will be delivered to Passivhaus standard. Tbc Tbc New residential buildings will be delivered through a place-based approach, ensuring there is access to suitable amenities. Tbc
Residential building(s) renovation/maintenance	TBC	
New build non-residential (including public) buildings	TBC	

Transport

Active travel and public transport	Black	Tbc Tbc Tbc Tbc New transport facilities will be constructed through GM's plans for growth Tbc
Roads, Parking and Vehicle Access	TBC	Tbc Tbc Tbc Tbc Tbc Tbc
Access to amenities	TBC	
Vehicle procurement	TBC	

Land Use

Land use	TBC	
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No associated carbon impacts expected.



High standard in terms of practice and awareness on carbon.



Mostly best practice with a good level of awareness on carbon.



Partially meets best practice/ awareness, significant room to improve.



Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

This paper sets out a strategic approach to developing the Integrated Pipeline. Any risks associated with achieving this or undertaking any specific investments will be assessed on a case by case basis as those decisions are taken.

Legal Considerations

Any legal considerations associated with specific decisions will be assessed on a case by case basis. There are no legal implications as a result of the contents of this paper.

Financial Consequences – Revenue

Delivery of our integrated pipeline will require significant revenue investment from a range of sources. Approval would be sought for specific requests for investment from the GMCA.

Financial Consequences – Capital

Delivery of our integrated pipeline will require significant capital investment from a range of sources. Approval would be sought for specific requests for investment from the GMCA.

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

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1 This is a pivotal moment for Greater Manchester (GM) as we ready ourselves to drive forward the next phase of our collective growth ambition, to create a thriving city region where everyone can live a good life.
- 1.2 We are in a strong position, with GM already a major global city region with the UK's fastest growing economy. Since 2015, our average growth rate of 2.8% has surpassed that of London (1.1%) and the UK (1.3%). We've used devolution to get every part of the GM system pulling together. Since 2000, our £80bn economy has grown 50% compared with 33% nationally and is larger than the economy of Wales. We've attracted more foreign direct investment than any other UK region. GVA is still 34 per cent below that of London in absolute terms. If we could narrow that gap to match the difference between Paris and Lyon, we could add £20bn to the UK economy.
- 1.3 We are in a unique position as a city-region of knowing where our collective physical growth needs to be, as set out in our Places for Everyone (PfE) Spatial Plan which is underpinned by a land supply that offers us the scale of opportunity to meet our ambition and identifies the land needed to deliver 75,000 new homes over the course of the parliament. We've identified six growth locations, where we can create new homes and jobs in a way which will spread the benefits of growth across the city-region.
- 1.4 We are also working to tackle the infrastructure problems that are blocking growth. Our locally-controlled public transport system – the Bee Network – will connect new housing, leisure and employment districts with clean, safe and reliable infrastructure. By 2028, we plan to bring eight commuter rail lines into the Bee Network, creating the first fully integrated public transport system outside London.
- 1.5 By working with business and academia, we're turning GM into an innovation-led economy. Innovation Greater Manchester (IGM) is a business-led partnership that harnesses the collaborative power of businesses, universities, and local government to drive productivity through collaboration, research and innovation. GM has already shown how the public sector can unlock private investment and accelerate regeneration through the GM Housing Investment Loans Fund and the Evergreen Funds that have supported the growth of the City Centre over the last 15 years and outperformed the UK national average.

- 1.6 Although we recognise our successes, we know that we cannot be complacent, and our focus is now on looking ahead to our collective plans to successfully deliver the next 10 years of growth for GM. To drive forward our ambition over the next decade and ramp up delivery in support of the Government's growth mission, we are preparing a 10-year Growth & Prevention plan which will set out how we intend to deliver our plans and our vision, as expressed in the forthcoming Greater Manchester Strategy.
- 1.7 This paper sets out how GM is gearing up for a new decade of growth and how we will use our distinctive collaborative approach to deliver on our massive ambitions for the city-region - so all our residents can thrive. Our ambitions are backed up by credible plans and a proven track record in delivery. We will build on the strength of existing public private partnerships in GM to further develop our innovative investment models, unlocking pension fund and institutional capital to derisk projects and unlock private investment. To maximise the productivity of the GM economy, we must be brave, innovative and take risks. This requires a long-term view and for the CA and Local Authorities to back and invest in our city region, taking a 'patient capital' approach to investment. Our approach to investment seeks to ensure GM remains the best place for the private sector to invest as we are confident in the future with a clear vision driven forward by strong leadership by the public sector.

2. Our Plans for Growth

- 2.1 The Greater Manchester Strategy (GMS) is being rewritten to set the vision for GM for the next 10 years. The updated Strategy will be mission focused, with the ambition of delivering prosperity for people and places, responding to inequalities and achieving environmental goals. The GMS will set out how we work as a GM system, with the public, private and VCFSE sectors all working together collaboratively to drive collective progress and ensuring we use all the levers at our disposal to maximum effect.
- 2.2 The GMS will be underpinned by a 10-year Growth & Prevention Delivery Plan ('Delivery Plan'), which brings together priority actions to be delivered over the coming years to realise the GMS vision. The Delivery Plan will focus on economic growth and the prevention of costs and social harm through reform of public services, with a focus on supporting people to "Live Well", backed this month by £10m of Government funding (plus further funding through our integrated

settlement), will help us get 150,000 GM residents back into work over the next five years by providing wraparound support, embedded in communities, to improve our residents' health and wellbeing and overcome the barriers holding them back.

- 2.3 Work is now underway on the development of both the GMS and the Delivery Plan, with system engagement taking place. The refreshed GMS and underpinning Delivery Plan will be completed in Spring 2025.
- 2.4 To support delivery of the national Growth Mission, the Government announced that all parts of England will need to develop a 10-year Local Growth Plan. Rather than producing a separate plan, it is our intention that GM's Local Growth Plan is a distillation of the most relevant elements of our Growth and Delivery Plan. GM's six Growth Locations will form the basis of the physical aspects of the Local Growth Plan, integrated with our sector priorities, and other interventions to address the barriers to productivity and constraints of growth.

3. Driving Forward Development

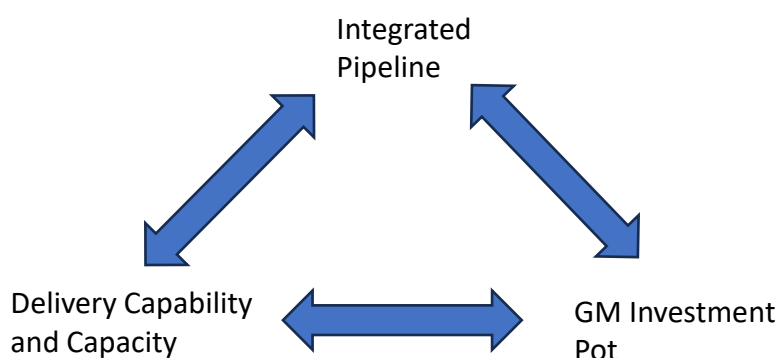
3.1 Our Approach

- 3.1.1 A key focus for the Delivery Plan will be the activity required to unlock growth through the successful development and regeneration of our places working collaboratively with our public and private sector partners. Our collective approach will need to ensure the continuation of a growing global city centre, along with a wider city region of thriving boroughs and vibrant town centres across GM. Fundamental to this will be the delivery of well-connected employment and housing sites with our growth plans benefitting all our residents over the 10-year period.
- 3.1.2 We already have the strong foundations in place to support us in achieving our development ambitions. We have PfE and the 2040 Transport Plan, huge work ongoing to bring forward our six Growth Locations and a range of Mayoral development vehicles to drive delivery. We have the mature governance to make use of deeper devolution, strong partnerships with our delivery partners and infrastructure providers, and through the GM Land Commission a programme of work with public sector bodies aimed at unlocking further land supply.
- 3.1.3 Despite this, however, the scale of growth needed to meet our ambition is a step beyond what can be achieved by the existing delivery ecosystem. To achieve the growth we need will require a whole-system approach to delivery, supported by collaboration and strong partnerships which align our collective resources and activities to deliver successful places for GM. This will include the need for support

and changes from Government which will form the basis of our Spending Review proposals in Spring next year.

3.1.4 In recognition of the collaborative whole-system approach needed with our partners, we are organising ourselves to structure activity around three core fundamentals for delivering our growth ambition:

- I. Establishing an Integrated Pipeline
- II. Ensuring the Right Delivery Capability and Capacity
- III. Creating a GM Investment Pot



3.1.5 These elements are not mutually exclusive and will interact with each other and change and adapt as we grow GM over the next 10 years and beyond: This complex relationship will only be successful through a collaborative place based approach to delivering GMs growth ambitions.

3.1.6 Our approach and ambition is directly linked to government's growth mission. Devolution alone will not enable GM to realise its ambition. We are seeking active engagement with Government through the spring spending review process to match our collective ambition and release our ability to deliver even more growth for UK Plc.

3.2 Establishing an Integrated Pipeline

3.2.1 Work is already underway to establish an integrated pipeline of growth for GM which will capture the projects and interventions needed to deliver the full scale of our ambitions including our strategic employment and housing sites, town centres and city centre developments over the next 10 years. Until now, we have had separate pipelines for transport, housing, innovation and the low carbon economy. The new integrated pipeline will bring all these together. It is being established through a place-based approach which is focussed on understanding the dependencies and sequencing between different development opportunities and the

required infrastructure in order to ensure the right outcomes are delivered for our places and people over the next 10 years and beyond. Collaborative working on the Integrated Pipeline with our development and investor partners will be crucial for success given the reliance on the private sector to deliver and invest.

- 3.2.2 By taking an evidence led, integrated pipeline approach we will be able to look at places comprehensively, to ensure that housing and economic delivery is supported by the right infrastructure, enabling our development partners to invest alongside the public sector. Project development activity and capital investment require sequenced investment over the 10 year period given the long term planning cycles required for infrastructure and growth delivery. GMs ability to deliver will be limited by the capacity of the public and private sector to deliver multiple projects in parallel. Prioritisation of activity and projects will therefore continue to be essential to ensure that the priority pipeline can be delivered over the 10 year timeline. Initial analysis indicates that achieving our ambitions will require more than £10bn of investment over the next 10 years with an aspiration to be delivering more than £1bn of investment on an annual basis. The approach will enable residents to have access to services, skills, education and good jobs in the short and longer term. This sits alongside businesses and key sectors being supported by the investments in innovation needed for GM to thrive.
- 3.2.3 The integrated pipeline will give us the understanding of what the right investment and interventions are for different places across GM at the right time over the 10-year period. This recognises that different areas will need different levels of revenue and capital support and that this could include the need for more significant upfront investment in regeneration areas to catalyse development which could be later captured through the increase in value because of an area's regeneration.
- 3.2.4 Our focus on sequencing and timing through the integrated pipeline will also help us to ensure that all boroughs in GM feel the benefits of growth. This approach will also allow us to prioritise activity and our resources in a way which is transparent, accountable and evidence-based to accelerate delivery of our ambitions within the Delivery Plan and GMS.
- 3.2.5 We know that many of our major growth opportunities in our Growth Locations, will take years to deliver and significant work is already underway to understand the activity needed to drive these developments forward. This includes plans to progress transformational innovation-led growth at Atom Valley as one of our

Investment Zones areas and part of our North East Growth Corridor; 15,000 new homes at Victoria North supporting wider growth plans across North Manchester.

- 3.2.6 Plans include significant regeneration proposals through the Old Trafford Regeneration partnership, as part of the Trafford and Salford Western Gateway which includes 5,000 new homes and thousands of new jobs for the area. Work is currently underway to consider options for delivery around Old Trafford and the Western Gateway which include the potential to establish a new vehicle to drive forward development. Options for driving this forward include Trafford Council, Salford City Council and the GMCA setting up a Mayoral Development Zone around the Western Gateway and Trafford and the GMCA setting up a Mayoral Development Corporation to specifically support delivery in the Old Trafford Regeneration area. This approach will maximise the regeneration benefits that can be achieved across this part of the conurbation.
- 3.2.7 To support the development of our pipeline we will be establishing a Place Advisory Panel, bringing in external regeneration expertise, to review pipeline proposals and help ensure the right type and quality of developments are supported to deliver our GMS vision and outcomes.

3.3 Ensuring the Right Delivery Capability and Capacity

- 3.3.1 To deliver our ambition, we will need to scale up our collective capacity and capability across the whole system, supported by strong partnerships and collaboration with the development and investment community. Delivering more than £10bn of investment over the next 10 years will need a considerable increase in capacity. A GM led approach to drive capacity, supported by the certainty and transparency of our integrated pipeline will be critical to our success in delivering our growth ambition. This will require the private (development partners, consultancy firms and construction businesses) and public sector to invest in the talent pool to ensure there is sufficient capable capacity to drive growth.
- 3.3.2 As part of our response to this, we are exploring the potential to establish a GM Academy to develop and strengthen homegrown regeneration and development talent across a range of specialisms, with clear skills and career pathways for our young people, including through the Manchester Baccalaureate (MBacc), apprenticeships and degree qualifications that will all be necessary to achieve GMs growth ambitions. The approach will involve building on existing relationships

with institutions such as GMs universities and colleges and Regeneration Brainery. The GM Academy would be strengthened by securing the best regeneration and development talent across the world into GM, attracted by the strength of our integrated pipeline.

- 3.3.3 We are also exploring the creation of a GM Delivery Vehicle. Through this we will look to establish the needs of the GM system to accelerate delivery, considering existing and future resource and capacity requirements, and enable proposals to be developed about how best the GMCA can support the delivery of local ambitions. The GMCA is in the process of appointing a specific individual to lead this activity in support of delivering our collective growth ambitions. Alongside this, GMCA is bringing in specialist support to review the wider funding requirements and delivery plans for some of our key development programmes.
- 3.3.4 We fully recognise the integral role that all our delivery and investment partners will play in making our collective plans a reality. To support this, we will be establishing a series of new partner forums in early 2025, including Developer, Advisor, Investment and Construction forums to provide clear routes for effective engagement and to complement the existing forums we already have in place with a range of other partners across the delivery system. This paper signals a call for action for the industry to work with Greater Manchester and we ask that all interested partners reach out to start the discussion and signal appetite for engagement through these partner forums.

3.4 Creating a GM Investment Pot

- 3.4.1 The scale of the investment needed to deliver our ambition is significant, indicative work shows that the total capital requirement to unlock our housing sites and growth locations alone is more than £10bn in the next 10 years with an ambition to be delivering more than £1bn of investment on an annual basis. The Integrated Settlement and Retention of Business Rates agreed in the Trailblazer Deal provide a real opportunity to take a one pot approach to investment – bringing together funding streams in order to deliver our 10-year integrated investment pipeline.
- 3.4.2 We will need to use all our levers alongside partners such as the National Wealth Fund and Greater Manchester Pension Fund, acting collectively to deliver the scale of investment needed.
- 3.4.3 The challenge is not just identifying capital to fund the pipeline, but ensuring we have sufficient revenue to support the delivery capacity needed, and service the interest cost of borrowing.

- 3.4.4 A collective approach is critical, borrowing against future retained business rates and other value capture mechanisms at a GM level will maximise the amount of borrowing that can be funded and support the delivery of cross border projects.
- 3.4.5 This approach to investment sees Local Authorities taking calculated collective risk to deliver the integrated investment pipeline. By showing our own confidence in our 10-year plan, we can unlock transformative levels of private sector investment.
- 3.4.6 In order to maximise the investment pot the approach will be underpinned by three key principles:
- i) Using the public sector purse to do ‘just enough.’ The private sector are keen to invest in GM’s pipeline, our role is to invest to make the pipeline investable and we need to acknowledge that the level of intervention needed in schemes will vary across the conurbation.
 - ii) Recycle funds as much as possible to make the money go further.
 - iii) Capture value for the public sector by taking a more patient approach to investment and lobbying for further fiscal devolution to allow local value capture mechanisms.
- 3.4.7 This approach to bringing forward and standing behind our 10-year integrated pipeline will demonstrate to the private sector that GM continues to be a preferred place to invest and allow us to maximise private sector funding into the region.

4. Next Steps

- 4.1 This is a pivotal moment for Greater Manchester (GM) as we ready ourselves to drive forward the next phase of our collective growth ambition, to create a thriving city region where everyone can live a good life.
- 4.2 The next steps to deliver our proposals for the next phase of our growth ambitions include:
- Preparation of the rewritten GMS and underpinning Delivery Plan for Spring 2025;
 - Preparing our Spending Review submissions to Government, setting out our asks for Government to work alongside us in delivery of our collective ambition;
 - Establishing a Place Advisory Panel, involving national experts, to support the progress of development proposals from our integrated

pipeline, ensuring that these support delivery of the outcomes in the GMS and push the boundaries of what has previously been possible;

- Establish partner forums in early 2025 from across the developer, construction and investor community to set out our plans and call the industry to action
- Progressing plans to strengthen our delivery capacity through the development of a GM Delivery Vehicle and GM Academy
- Develop the approach to the GM Investment Pot to maximise what can be delivered through public sector support and intervention and maximise the private capital that can be leveraged into Greater Manchester.
- Establishing the appropriate programme governance to oversee and direct our overall plans for growth, ensuring accountability and transparency of our approach.

Greater Manchester Combined Authority

Date: 31st January 2025

Subject: GMFRS Fire Plan 2025-29

Report of: Kate Green, Deputy Mayor for Safer and Stronger Communities

Purpose of Report

The purpose of this report is to provide an update on the production of the Greater Manchester Fire and Rescue Service (GMFRS) Fire Plan for 2025-29. This plan outlines the strategic priorities and commitments of GMFRS over the next four years. The report provides an overview of the engagement activities that have already shaped the draft, and will continue to shape the final version of the Fire Plan, ensuring it meets the needs of our communities and helps deliver the city-region's wider plans.

Recommendations:

The GMCA is requested to:

1. Note the contents of the draft plan found at Appendix A and provide any feedback
2. Share the consultation and the presentation slide pack found at Appendix B with interested stakeholders and encourage them to share their views / feedback.

Contact Officers

Kate Green, Deputy Mayor for safer and stronger communities -

Kate.Green@greatermanchester-ca.gov.uk

Ben Norman, Deputy Chief Fire Officer - Ben.Norman@manchesterfire.gov.uk

Sarah Scoales, Head of Service Excellence - scoales@manchesterfire.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

[Sustainability Decision Support Tool](#)

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report: 2

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

[Greater Manchester Fire Plan \(2021-25\)](#)

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?

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

Introduction

1. The Fire Plan is our overarching strategy for the next four years, placing GMFRS at the heart of the Mayor's ambitions for Greater Manchester and central to our roadmap for creating an outstanding fire and rescue service. Our draft plan has been produced in collaboration with Mayor Andy Burnham, Deputy Mayor Kate Green, and CFO Dave Russel.
2. The draft Fire Plan published on Monday 13th January, details how the Service will identify new and evolving risks, ensure the right resources are in place, and continue to put keeping residents and businesses safe at the heart of everything the Service does.
3. The content of this draft plan was developed following a series of internal workshops, meetings with partners, polls / surveys of over 3,800 GM residents, and resident focus groups to understand their priorities in more detail. Initial feedback from residents focussed on value for money, the importance of prevention, and ensuring all buildings are safe.
4. The Plan seeks to effectively deliver GMFRS's statutory functions as well as the city-region's wider ambitions around Live Well, Housing First, Vision Zero, and the MBacc
5. Like the Greater Manchester Strategy (GMS), the Fire Plan (Fire Plan) is more strategic and streamlined than the previous one, focussing on outcomes and clearer deliverables.

GMFRS Strategic Priorities

6. We used the feedback to develop the priorities for the Service and a series of commitments to our communities, staff, and partners. Below details the three main priority areas for the next four years:
 - **Help make our communities safer and more resilient** – by actively preventing emergencies to reduce the risk to communities and firefighters, and working to improve the health, prospects, and living conditions of the people of Greater Manchester.
 - **Deliver a first-class emergency response** – by understanding and adapting to the changing risks Greater Manchester faces, so we are ready when an emergency occurs, including when a multi-agency response with other blue light services is necessary.

- **Ensure service excellence, inclusivity, and sustainability** – by making sure we have the right people, with the right skills, to create a culture that is supportive, inclusive, and guided by inspiring leadership.

7. Examples of the commitments beneath these priorities include:

- Engage effectively with all communities and our partners, working together to solve problems and deliver joint responses to local risks.
- Support the delivery of 'Live Well' to help improve the health and well-being of our communities and create better opportunities for everyone.
- Adapt our home fire safety assessments to support the delivery of new property checks as part of the work of the city-region's Housing First Unit.
- Work with the Safer Roads Greater Manchester Partnership to deliver 'Vision Zero', our shared vision for zero deaths and serious injuries on our roads and across the Bee Network.
- Enhance our youth engagement schemes and ensure they help deliver the city-region's wider commitments, including offering young people opportunities to help develop their skills and achieve their aspirations, and support the reduction of offending and serious violence.
- Work to ensure we are resilient and prepared to respond to the increasing threat of incidents caused by the climate emergency.
- Explore opportunities to provide a wider response to medical emergencies.

8. A range of activities are now underway to link in with internal and external stakeholders to discuss the proposed strategic priorities and commitments, encouraging their feedback to help shape the final version. This will include in-person presentations, virtual sessions, and written correspondence and will include - all Chief Fire Officers, local businesses, other blue light agencies, community safety partnerships and other key partners. There will also be a range of internal staff engagement sessions. This will be supported by proactive promotion on all our social media channels.

9. To assist stakeholders in sharing information and encouraging their teams to share their views / feedback a supporting presentation slide pack has been produced and can be found at Appendix B.
10. Greater Manchester residents, businesses and partners can view the proposals and provide feedback through a short survey. All responses will help shape how the service continues to serve the city-region over the next four years.
11. People can view the plan and submit their feedback online via the GM Consult website using the below link or QR code:

www.gmconsult.org/gmfrs/fire-plan



12. The final version of the Fire Plan is due to be published in May 2025, incorporating the feedback and insights gathered during the consultation period.

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**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE

GMFRS Draft Fire Plan 2025-29

Consultation document

January 2025

INTRODUCTION

The Fire Plan is the overarching strategy for Greater Manchester Fire and Rescue Service (GMFRS) for the next four years. It places GMFRS at the heart of the Mayor's ambitions for Greater Manchester and is central to the Chief Fire Officer's roadmap to creating an outstanding fire and rescue service.

This draft version for consultation has been produced by Mayor Andy Burnham; Deputy Mayor Kate Green; and Chief Fire Officer Dave Russel. It includes three priorities for the Service and a series of commitments to our communities, partners, and staff.

More details about GMFRS's key programmes, projects, and initiatives will be shared each year in the Service's [Annual Delivery Plans](#). We will assess how well we are implementing the Fire Plan using performance data, annual reports, evaluation reports, and regular review meetings. This process will include oversight from the Police, Fire, and Crime Panel, as well as the Deputy Mayor's Executive.

This draft plan was developed by looking at risks, reviewing our statutory responsibilities, considering city-region goals, and holding early engagement sessions. These sessions have included two polls surveying over 3,800 Greater Manchester residents to find out what matters most to our communities. Many residents highlighted the importance of public value and preventing emergencies, and we have reflected this in our proposals.

The final version of the Plan will be published in 2025 after the consultation has closed and feedback has been analysed. The Plan will run until 2029.

The three proposed priorities for GMFRS are:

- Help make our communities safer and more resilient
- Deliver a first-class emergency response
- Ensure Service excellence, inclusivity, and sustainability



PRIORITY ONE: Help make our communities safer and more resilient

Why do we think this is important?

Actively preventing emergencies reduces the risk to our communities and firefighters, and is more effective than responding to incidents after they happen.

GMFRS has a responsibility to assess fire and rescue related risks in the city-region and develop effective Prevention and Protection activities to help keep the people of Greater Manchester safe.

By engaging and working in collaboration with our residents, businesses and partners, we can more effectively keep our communities safe, particularly those most at risk. Our programmes of work include education, campaigns, and interventions such as home fire safety assessments. We also work to ensure that individuals and organisations responsible for protecting the public from fire are effectively fulfilling their duties.

The Grenfell Tower fire and other incidents have demonstrated the high levels of risk within the built environment resulting from substandard construction. It is vital that our residents are safe, and feel safe, in their homes.

As well as the danger to life and the risk of injury, fires can be economically devastating for businesses. GMFRS has a significant role in enabling the region's growth by providing businesses with support and advice to make them more resilient to fires.

As part of Greater Manchester's approach to a "one public service" model, GMFRS is committed to supporting wider city-region priorities including [Live Well](#), which continues to develop, youth engagement, and the improvement of housing standards, as part of [Housing First](#). The new Housing First Unit will increase housing supply and help prevent homelessness. It will also drive up housing standards through the UK's first Good Landlord Charter, and the new right for residents to request a Property Check, followed up by enforcement action where necessary.

GMFRS is also committed to reducing deaths on our roads and in our waterways. The Service plays a leading role in the Greater Manchester Water Safety Strategic [Partnership](#) and is a key part of the Safer Roads Greater Manchester (SRGM)

Partnership. SRGM has created the Vision Zero Strategy, supporting safe and accessible journeys on Greater Manchester's roads and across the Bee Network.

Working to improve the health, prospects, and living conditions of the people of Greater Manchester will help make our communities more resilient to the risks we face.

Commitments to our communities, partners, and staff under Priority One

GMFRS will:

1. Engage effectively with all communities and our partners, working together to solve problems and deliver joint responses to local risks.
2. Support the delivery of 'Live Well' to help improve the health and well-being of our communities and create better opportunities for everyone.
3. Adapt our home fire safety assessments to support the delivery of new property checks as part of the work of the city-region's Housing First Unit.
4. Play a leading role in the Greater Manchester Water Safety Strategic Partnership to help create a future without drowning.
5. Work with the Safer Roads Greater Manchester Partnership to deliver 'Vision Zero', our shared vision for zero deaths and serious injuries on our roads and across the Bee Network.
6. Enhance our youth engagement schemes and ensure they help deliver the city-region's wider commitments, including offering young people opportunities to help develop their skills and achieve their aspirations, and support the reduction of offending and serious violence.
7. Collect and analyse information, including from partner agencies and communities, to effectively deliver targeted campaigns, education, and interventions to those most at risk.
8. Strengthen our partnership approach to improving the safety of flats and apartments, in line with new legislation and the findings from the Grenfell Tower Inquiry, while actively supporting the remediation of buildings.
9. Provide advice and instruction to the premises we inspect and regulate, to help ensure our communities are safe in the buildings they live, work in, and visit.

10. Robustly enforce fire safety regulations, prosecuting where necessary, to ensure those responsible for protecting the public from fire are effectively fulfilling their duties.

11. Enhance the skills, qualifications, and resources of our staff to further improve how we keep our communities and built environment safe.



PRIORITY TWO: Deliver a first-class emergency response

Why do we think this is important?

An effective response to emergencies saves lives, reduces injuries, and limits damage to property, the economy, and the environment. It will always be one of our main priorities.

It is essential we understand and adapt to the changing risks Greater Manchester faces, so we are ready when an emergency occurs. To respond to an incident safely and effectively, we need to do so quickly, in the right numbers, and with the appropriate skills, equipment, and knowledge. Often emergencies demand a multi-agency response, so we need to work seamlessly with other blue light services, partners, and the Greater Manchester Resilience Forum.

As part of Greater Manchester's approach to a "one public service" model, GMFRS is committed to supporting partners across Greater Manchester to improve outcomes for communities.

Commitments to our communities, partners, and staff under Priority Two

GMFRS will:

12. Analyse current and emerging threats, and implement approaches to reduce the risks to our communities.
13. Provide a response to emergencies that is fast, effective, and as safe as possible.
14. Continually review our frontline assets and how they are deployed, to ensure we have the right resources, in the right place, and in the right numbers.
15. When appropriate, provide operational support to other fire and rescue services, emergency responders, and local partners.
16. Ensure our operational training programme is delivered continuously, and to the highest quality, adapting to new and emerging risks.
17. Commit to the planning and delivery of multi-agency training and exercising to ensure an effective and integrated response to large scale threats.

18. Research and invest in state-of-the-art equipment, vehicles, personal protective equipment, and technology, to ensure we keep our communities and firefighters safe.
19. Work to ensure we are resilient and prepared to respond to the increasing threat of incidents caused by the climate emergency.
20. Continually improve our operational policies and procedures, ensuring they build on lessons learned and national best practice.
21. Ensure the health, fitness and safety of our operational workforce.
22. Explore opportunities to provide a wider response to medical emergencies.
23. Monitor and identify improvements to our 999 Control function.



PRIORITY THREE: Ensure Service excellence, inclusivity, and sustainability

Why do we think this is important?

We are funded by the public. It is vital we deliver an excellent service that provides value and is inclusive and sustainable over the long term.

Our people are our most valuable resource. A successful public service reflects and listens to the communities it serves and engages effectively with its workforce. It has the right people, with the right skills, and creates a culture that is supportive, inclusive, and guided by inspiring leadership.

In addition to being transparent and assessing the impact of our work, it is important we find new ways to improve outcomes for our communities. This is key to ensuring our efforts are sustainable and deliver value. As part of Greater Manchester's approach to a "one public service" model, GMFRS is committed to supporting wider regional priorities. This includes [the MBacc](#), our city-region's plan to improve technical education by opening clear pathways from school to high-quality jobs.

It is also essential we use our resources responsibly. The climate emergency is increasing incidents of flooding, wildfires, and storms. This places further demands on fire cover, and heightens the risks faced by our communities and firefighters. As an ethical organisation, we must prioritise sustainable delivery to help reduce costs, and reduce the threat to our staff and the people we serve.

Commitments to our communities, partners, and staff under Priority Three

GMFRS will:

24. Provide transparency and best value for our communities to ensure people understand and benefit from how we are spending their money.
25. Embed sustainable and innovative practices that will help reduce our impact on the environment.
26. Work to attract, recruit, and retain a workforce that is more representative of the people of Greater Manchester.

27. Develop fair and effective pathways into the Service for young people through the MBacc, and through our own youth engagement programmes.
28. Provide effective and equitable development opportunities for all staff, removing barriers to provide pathways that are inclusive and progressive, increasing the number of women and other underrepresented groups in leadership roles.
29. Ensure the culture of the Service is one of respect, inclusivity, and empowerment, so our staff feel supported and valued for the work they do.
30. Deliver effective engagement with staff and representative bodies to ensure everyone has a voice and feedback is acted on.
31. Implement effective processes to enhance and manage the health, safety, and wellbeing of our workforce.
32. Modernise our fire stations and facilities to ensure they are fit for purpose and reflect the needs of our workforce and the public.
33. Drive excellence and excellent leadership through continuous learning, identifying and implementing best practices, and evaluating the quality and impact of our services.
34. Research and incorporate new digital technologies to enhance the way we work.
35. Engage with the Government and other national bodies to ensure GMFRS has the right resources and the right legislation to keep our communities safe.



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**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE



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Fire Plan 2025-29



Background

- The Plan is Greater Manchester's overarching four-year strategy for fire and rescue.
- It will identify the priorities for GMFRS and make a series of commitments to our communities, staff, and partners.
- The Plan is being produced by Mayor Andy Burnham; Deputy Mayor Kate Green; and Chief Fire Officer Dave Russel – with input from stakeholders and residents.
- Together with our Annual Delivery Plans, the Fire Plan forms our Community Risk Management Plan (CRMP).
- The final version of the Plan is expected to be published in May 2025.

Current Fire Plan

Priorities for Greater Manchester Fire & Rescue Service

1. Provide a fast, safe and effective response
2. Help people reduce the risks of fires and other emergencies
3. Help protect the built environment
4. Use resources sustainably and deliver the most value
5. Develop a culture of excellence, equality and inclusivity
6. Integrate our services in every locality with those of partner agencies

Under our six strategic priorities, there are 47 commitments.

How we deliver our commitments is set out in each of our four Annual Delivery Plans.

Engagement Approach

- As a whole group (GMCA, GMFRS, TfGM) we are looking to improve our approach to participation – creating a more systematic, insight-led approach to engaging with our residents.
- This Fire Plan has been developed over the last six months by working with key stakeholders to identify and develop the priorities and commitments for the next four years.
- Our engagement activities have focused on the future of GMFRS and how people view a modern, flexible and resilient FRS, looking specifically at:
 - **What people think of GMFRS now**
 - **What people want from GMFRS in the future**
 - **How can we make it happen**
- This feedback has fed into the development of the draft plan we are now consulting on.

Early Engagement

Early engagement activities undertaken include:

- Workshops with senior GMFRS leaders to develop themes.
- Internal GMFRS directorate workshops.
- Internal GMFRS network meetings.
- Internal online suggestion boards.
- Meeting with Greater Manchester Equalities Alliance.
- Polls / surveys to over 3,800 residents to understand their priorities for GMFRS.
- Eight resident focus groups to obtain more detail on their priorities.
- Engagement with Community Safety Partnerships.

Draft Strategic Priorities

Our draft strategic priorities are:

1. **Help make our communities safer and more resilient** – preventing emergencies; supporting communities with wider risks; keeping our built environment safe; and delivering youth engagement.
2. **Deliver a first-class emergency response** – working to continually enhance our response to emergencies.
3. **Ensure Service excellence, inclusivity, and sustainability** – working to continue to improve Service culture; driving excellence; and ensuring environmental and financial sustainability.

Within each of these priorities are a total of 35 commitments to our public, partners and people.

Draft Commitments

Examples of the some of the commitments sitting below the priorities are:

- Engage effectively with all communities and our partners, working together to solve problems and deliver joint responses to local risks.
- Support the delivery of 'Live Well' to help improve the health and well-being of our communities and create better opportunities for everyone.
- Adapt our home fire safety assessments to support the delivery of new property checks as part of the work of the city-region's Housing First Unit.
- Work with the Safer Roads GM Partnership to deliver 'Vision Zero', our shared vision for zero deaths and serious injuries on our roads and across the Bee Network.
- Work to ensure we are resilient and prepared to respond to the increasing threat of incidents caused by the climate emergency.
- Explore opportunities to provide a wider response to medical emergencies.

Online Consultation

- The online consultation on the draft Fire Plan is now live and people can have their say via a short online survey here:

[Fire Plan 2025-29 Online Consultation Survey](#)

- The consultation is open to GM residents, internal staff, partners, and any other interested stakeholders.
- The current version of the Fire Plan is a draft for consultation purposes. Changes are expected in response to the consultation feedback.
- The final version of the Fire Plan 2025-29 will include extended narrative, case studies, KPIs etc.

Your Feedback

- The Mayor, Deputy Mayor, and Chief Fire Officer are very keen to hear your views on the proposed priorities and commitments in our Plan.
- Please take the time to read the [draft Fire Plan](#) and provide feedback via the online survey.
- Please share the link to the online survey with your networks and interested stakeholders.
- The online consultation is scheduled to close on **Monday 10th March 2025**.
- If you need assistance to complete the consultation, please email engagement@greatermanchester-ca.gov.uk



Questions

Greater Manchester Combined Authority

Date: 31st January 2025
Subject: Public Switched Telephone Network (PSTN) Switchover Update Report
Report of: Councillor Nick Peel, Portfolio Lead for Digital and Tom Stannard, Portfolio Lead Chief Executive for Digital

Purpose of Report

The purpose of the report is to provide an update on the risks of the implementation of the Public Switched Telephone Network (PSTN) Switchover and their mitigating activities, following incidents and concerns impacting vulnerable residents across the city region.

Recommendations:

The GMCA is requested to:

1. Encourage GM Local Authorities to sign Data Sharing Agreements with telecom providers (using the agreed LGA national template) to mitigate risks for vulnerable people, including those in receipt of private telecare services; and to review PSTN switchover readiness drawing upon the Guidance published by Government on 18th November 2025.
2. Monitor incidents of frauds related to the digital switchover to inform and influence the national communications campaign launched next year and understand the scale of the problem.
3. Maintain oversight of the risks associated with the PSTN switchover at least until January 2027 when switchover will be completed.

Contact Officers

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

John Steward – Digital Infrastructure Advisor john.steward@greatermanchester-ca.gov.uk

Lily Fairbairn – Digital Policy Project Officer lily.fairbairn@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		
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	Positive impacts overall, whether long or short term.
	A	Mix of positive and negative impacts. Trade-offs to consider.
	R	Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR	Negative impacts overall.

Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation			
New Build residential	N/A				
Residential building(s) renovation/maintenance	N/A				
New build non-residential (including public) buildings	N/A				
Transport					
Active travel and public transport	N/A				
Roads, Parking and Vehicle Access	N/A				
Access to amenities	N/A				
Vehicle procurement	N/A				
Land Use					
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 of 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:

Two attachments

1. Letter to Adult Social Care Leads from Minister of State for Care Stephen Kinnock and Minister for Data Protection and Telecoms Chris Bryant, 29th August 2024
2. Letter to Portfolio Leads for Adult Social Care from Portfolio Lead for Digital Councillor Nicholas Peel, 4th September 2024

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

- [Report to GMCA on Public Switched Telephone Network \(PSTN\) Switchover – 23 February 2024](#)
- [Report to GMCA on Public Switched Telephone Network \(PSTN\) Switchover - 29 September 2023](#)
- [Mayors express grave concerns about impact of digital switchover on residents \(7 City Region Mayors joint letter to DSIT, DHSC, DLUHC\) - GMCA \(22 March 2024\)](#)
- [Guidance: UK transition from analogue to digital landlines - GOV.UK \(6 January 2023\)](#)
- [Upgrading landlines to digital technology: What you need to know \(Ofcom\)](#)
- [PSTN: Critical National Infrastructure Charter - GOV.UK \(18 November 2024\)](#)
- [Public Switched Telephone Network charter - GOV.UK \(18 December 2023\)](#)
- [UK transition from analogue to digital landlines: guidance for local authorities - GOV.UK \(18 November 2024\)](#)
- [Supported journeys: defining vulnerability during the PSTN migration - GOV.UK \(18 November 2024\)](#)

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?

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

1. Introduction and background

- 1.1. Telecommunications providers are currently moving their residential and business customers from traditional analogue landlines - known as the Public Switched Telephone Network or PSTN service - to digital landline services. This is because PSTN is an ageing network that is increasingly hard to maintain, energy intensive, and expensive. The Integrated Services Digital Network (ISDN), that is used to deliver traditional telephone services, is also being switched off. The upgrade is being delivered by the telecoms industry in a phased approach. The industry is upgrading landline services to new digital technology using an internet connection, such as Voice over Internet Protocol (VoIP), Digital Voice or All-IP telephony.
 - 1.1.1. Issues relating to PSTN switchover have been escalated to Government on multiple occasions, including in a letter from the Mayor of Greater Manchester and six other Combined Authority mayors, in March 2024. This letter raised a range of concerns and proposed several mitigations, with a particular focus on alleviating the impact of switchover on vulnerable people and addressing cost pressures on local authorities.
 - 1.1.2. In 2023 it was estimated that 100,000 people in GM used PSTN based telecare services, mainly older residents. A high proportion of users are supported through local authority social care and housing services. However, a considerable number also receive private telecare support.
- 1.2. Before the general election, the UK government was increasing its oversight of PSTN switchover, however this has stepped up since July providing more national and strategic leadership and coordination of the switchover programme.
- 1.3. As a consequence of this and activity by the LGA and others, Openreach extended the deadline for switchover by 13 months, from December 2025 to January 2027. Whilst other telecom operators have not publicly committed to extending their own deadline, the Openreach extension means that most of the network is now bound to the extended timeframe.

- 1.4. On 18th November 2024, Sir Chris Bryant, Government Minister for Telecoms and Data Protection in Department for Science, Innovation and Technology (DSIT), held a roundtable with industry partners, Local Government Association and two City-Region representatives. GMCA Group Chief Executive Caroline Simpson represented Greater Manchester to discuss the issue and how best to manage the risks involved. Following this constructive roundtable, DSIT issued helpful guidance to local authorities and published an industry-supported PSTN Critical National Industry Charter.
- 1.5. Greater Manchester's local authorities and housing organisations have been making steady progress on switchover with two impacted service areas being the main focus: Estates Management and Adult Social Care services.
- 1.6. Whilst the direction of travel is now positive, there are outstanding risks and concerns.

2. Risks and mitigation updates

2.1. National Action Plan and funding

- 2.1.1. A national Telecare Action Board has been in place since April 2024, with wide industry and government representation, to oversee the development of a National Telecare Action Plan and a National Communications Campaign.
- 2.1.2. The Telecare National Action Plan work is led by the Department of Health & Social Care and is due to be published by Government in January 2025, following consultation with industry, Local Authorities and the LGA. It is hoped that this will provide a clear forward plan and set out how risks are to be mitigated. The Plan is expected to include the development of a clear "On the day" process, which sets out how vulnerable people will be safely transitioned learning from the pilots currently being undertaken by BT in Cardiff and VMO2 in Stockport (see section 3.2 below). Pressure continues to be applied by the LGA, GMCA and other City Regions to ensure the Plan is properly funded.
- 2.1.3. Alongside this, Ofcom is implementing and leading enforcement of a reporting mechanism to record and escalate serious issues as they arise.

2.2. Supporting vulnerable people and Data Sharing Agreements

- 2.2.1. The PSTN report to GMCA in February 2024 highlighted issues relating to identification and support for the vulnerable people most impacted by the switchover. There has since been some clarification set out in the local authority guidance published by UK Government on 18th November 2024. However, there is still a heavy reliance on the need for vulnerable people to self-identify, which increases the need for data agreements between telecom providers and local authorities.
- 2.2.2. The LGA published a PSTN data sharing agreement in May 2024 which had been agreed with BT and VMO2 together and other providers in an effort to standardise data sharing in relation to vulnerable people and ease the process of putting arrangements in place with the main telecommunication providers.
- 2.2.3. Local authorities and private telecare have been encouraged to use this agreement. Council Chief Executives and Adult Social Care leads have been contacted by Government (see Appendix 1) and GMCA Digital Portfolio Leader Councillor Nicholas Peel contacted Directors of Adult Social Care (see Appendix 2) in September 2024 to request that this was given focus.
- 2.2.4. GMCA has liaised with all ten councils and feedback suggest that at least four local authorities will have complete their switchover of telecare users by April 2025. However, only 3 of 10 Greater Manchester local authorities currently have a data sharing agreement in place with BT and/or VM02 (over 80% of local authorities nationally have yet to engage with communication providers).
- 2.2.5. For those councils that have completed or are nearing completion of switchover, there is a disincentive to implement this sharing protocol. However, it is recommended that all ten still do so to ensure that vulnerable people are treated as such by telecoms companies. There is risk that vulnerable people receiving non-local authority funded / private telecare services will not be supported appropriately.
- 2.2.6. A September 2024 BT investigation into issues associated with migration highlighted that in 59% of cases there was no data sharing agreement in place with a local authority, and in 41% of cases the local authority and BT did not know the resident was using telecare devices. In these cases, it was assumed they were private telecare users.

2.3. Public awareness and communications campaign

- 2.3.1. The February 2024 GMCA report highlighted concerns about the lack of awareness of the switchover and the need for a clear messaging. Work to develop a National Communications Campaign targeted at telecare users and their support networks to improve awareness of the PSTN switchover has been ongoing since April 2024. This work is being led by BT and funded by telecommunications providers with HM Government branding expected to be used.
- 2.3.2. Delays in the campaign launch, which has been pushed back to April 2025, has led to concerns about increased risks of scamming. GMCA work with the LGA is therefore stressing the need for messaging to be clear as scamming will become an increasing risk once launched on a national scale. GM Ageing Hub has been working with AgeUK and the GM Older People's Equality Panel to determine risks.
- 2.3.3. The LGA has been actively engaging with industry and government to help shape campaign messaging. This has included an ask for an automated 0800 number for at risk groups.
- 2.3.4. GMCA Digital is a member of the BT-chaired Telecare Action Board (TAB) with the LGA and through this continues to work to ensure that local authority and resident voices are embedded within the campaign.

3. Local Authority readiness and progress

3.1. Local Authority readiness

- 3.1.1. In line with the recommendations of the February 2024 GMCA report, GMCA Digital has convened three PSTN Readiness Workshops to determine and monitor local authority readiness for the PSTN switchover and provide a platform to escalate concerns.
- 3.1.2. In addition, a readiness survey was conducted with Estates Management and Adult Social Care departments in each council. The findings highlighted that all Greater Manchester local authorities are progressing the switchover at pace.

- 3.1.3. The cost of switchover has been highlighted as one of the biggest concerns of councils and funding remains a significant issue. On average, this equates to an additional £1m per Greater Manchester local authority, which has had to be found from constrained budgets. GM local authorities continue to flag concerns about the lack of awareness of residents and the need for a clear communications campaign coordinated by Central government.
- 3.1.4. Local authorities have also confirmed that constrained budget have limited their ability to futureproof buying decisions. Several local authorities have selected hybrid analogue to digital solutions as a stop gap until future funding for the full transition of services is available. GMCA will continue to lobby and escalate funding concerns to central government.
- 3.1.5. Feedback from local authorities suggests that some costs have inevitably been passed onto residents for technology upgrades. For example, full digital alarm systems require a roaming SIM card. Depending on the scheme, the charge can be additional charge of £1.50 a week, with the risks that some users will stop the service and rely on a 999 response as has occurred in other parts of the country. This is counterproductive for reasons of cost, effectiveness, and appropriateness of response.

3.2. **Pilot and progress**

- 3.2.1. GM has been at the forefront in working with the telecoms industry on identifying PSTN Switchover risks. Stockport Homes conducted a National Risk Profiling Pilot alongside Virgin Media O2 (VMO2) and the Tech Enabled Services Association (TSA) to mitigate the risks of migrating vulnerable residents. This confirmed the benefits of local collaboration with a 90% success rate for migration appointments for the vulnerable comparing to VM02's usual 20% engagement rate when working alone with residents.
- 3.2.2. The work with Stockport Homes has also led to discussions with GMCA Digital about the innovation opportunities arising from the PSTN Switchover and the potential to develop wide programmes where digital devices can support other health and wellbeing priorities including falls prevention.

3.3. Digital innovation opportunities

- 3.3.1. Issues arising from switchover and Openreach's timeline extension have brought forward some new technologies being developed in telecoms and telecare. GM Digital is working closely with the Telecare Services Association (TSA) to introduce innovators in this area to local authorities to inform buying decisions.
- 3.3.2. In particular, the switchover to digital communications coincides with a maturing set of home based "smart" and resident care and wellbeing solutions that align with Greater Manchester's live well, housing first, and net zero priorities, as well as relating to NHS work to reduce ambulance call outs and free up hospital beds through more home support. This potential is being explored through the GMCA's Connected Places programme through the likes of the £3M 5G Innovation Region Smart Decarbonisation pilot and emerging work on "Connected Homes, Inclusive Places", in discussion with Directors of Place.

4. Conclusions

- 4.1. Several risks associated with the PSTN switchover are decreasing because of the UK Government taking greater oversight of this industry-led transition, which has been championed by GMCA, other city regions, and LGA. That said, there are still outstanding issues that need to be addressed to ensure that the necessary safeguards are in place for vulnerable residents – particularly those receiving private telecare services. GMCA will continue to lobby and escalate funding concerns to Government.
- 4.2. GMCA Digital will continue to work with the Telecare Action Board to help shape the national communications campaign and ensure that local authority and resident voice is embedded within the National Communications Plan.
- 4.3. Local authority awareness of the switchover in Greater Manchester is high with plans in place in each district albeit with variable positions of readiness.
- 4.4. The GMCA Digital team will continue to support and engage with localities, GM Ageing Hub, Falls Prevention, and the Tripartite Agreement between Social Housing, NHS, and GMCA to examine smart digital innovation opportunities, funding permitting.

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29 August 2024

For the attention of the Director of Adult Social Services

Dear colleague,

The digital telephone switchover – the role of local authorities in supporting identification of telecare service users through data sharing

Further to the letter sent to you in January by officials from the Department of Health and Social Care, we are writing to you about progress in sharing data to support the identification of telecare service users during the digital telephone switchover and to share practical resources to support you to share data with telecommunication providers.

Local authorities play a critical role in supporting the telecommunication sector to safeguard telecare users during the digital switchover. We would like to thank you for your continuing efforts in this area.

We understand that, since January, there has been an increase in the number of data sharing agreements in place between local authorities and telecommunication providers. However, we also understand that telecommunication providers have been unable to engage with some local authorities, and further data sharing processes are needed to ensure they can identify telecare users.

Government continues to expect local authorities to take necessary action, including data sharing to help telecommunications providers to identify telecare service users in your communities within their customer base so that they can implement appropriate safeguarding measures.

We encourage you to reach out to your Directors of Housing, where relevant, and to work together to promote the identification of people who use telecare services to support data sharing with telecommunication providers.

Our respective departments have worked with key stakeholders, such as the Local Government Association and the London Office of Technology and Innovation to produce practical guidance and support for local authorities. We are grateful to these stakeholders for their work to produce the following resources:

- A data sharing agreement template; [Data Sharing Agreement V1.0 REMEDIATED - Updated NEW.docx \(live.com\)](#)
- A DPIA (Data Protection Impact Assessment) template; [Data Protection Impact Assessment V1.0 REMEDIATED - With Risk Assessment.docx \(live.com\)](#)

Further detail on the data sharing agreement, including a Q&A, can be found at the LGA's digital switchover hub: <https://www.local.gov.uk/our-support/cyber-digital-and-technology/digital-switchover/digital-switchover-telecare-data>



You may be aware that some telecommunication providers, including BT, have extended the deadline for completing the switchover to January 2027. This does not reduce the urgency of ensuring that telecommunication providers are able to identify telecare users.

We appreciate that data sharing is often not straightforward, and we recognise that you might want to take your own legal advice before entering in such agreements. Use of the data sharing agreement is not mandatory, but we encourage you to use these resources as data sharing is a vital part of our collective and continued efforts to safeguard telecare users. If there are reasons why you will not make use of this data sharing agreement, please feed those back to us.

In addition to encouraging data sharing, there has been sustained effort at a national level to raise awareness of the key risks to telecare users. The Department for Health and Social Care and the Department for Science, Innovation and Technology are continuing to work proactively, in association with stakeholder groups, on short and long-term plans to ensure that telecare users and vulnerable groups are protected during the migration to digital lines.

Thank you for all the work you continue to do support the sector through the switchover. We welcome your support on this matter and look forward to continuing to work closely with you to safeguard telecare users.

Yours sincerely,

Stephen Kinnock, Minister of State for Care

Chris Bryant, Minister of State for Data Protection and Telecomms

04 September 2024

Dear Portfolio Leads for Adult Social Care,

PSTN (Digital) Switchover Update

I am writing to you to update you about the urgency of responding to the PSTN (Digital) Switchover, and ensuring that as local authorities we are doing everything we can to safeguard our most vulnerable residents.

As you may be aware, the PSTN is the dedicated legacy telephony network that connects calls via physical, copper phone lines. It was due to be decommissioned in the UK, by December 2025, at which point all landline telephone services would switch to a fully digital network.

In March, a joint letter was sent from several City Region Mayors, (led by GM) to the Secretaries of State for Department of Science, Innovation and Technology, Housing, Communities and Levelling Up, and Health and Social Care. Amongst other issues, this expressed concern about the need for Action and Communications Plans and addressing the risk to vulnerable people receiving telecare. This letter together with other lobbying led to Openreach pushing back the switchover deadline from December 2025 to January 2027.

The PSTN Switchover remains an industry lead, establishing data sharing agreements with communication providers is essential to safeguard residents and I am keen to highlight the issue of data sharing. **The signing of data sharing agreements (DSA)** with local authorities is critical if the communication providers are to be able to identify vulnerable customers and ensure their telecare and other devices operate once switched to digital.

A universal DSA template was created by the Local Government Association earlier this year. Setting up DSAs with Communication Providers should now be a more simplistic process which will enable the identification of residents who need additional support with the transition. It is important that as local authorities we ensure we have done all we can to

protect vulnerable residents. **I would therefore urge local authorities to sign these agreements with communication providers as soon as possible.**

In addition, I can report that there has been some important progress made. The establishment of the Telecare Action Board (TAB), by BT has been invaluable in bringing together the right people around the table. GMCA has continued to lobby industry and government on the fundamental issues that remain which includes:

- **Costs to Local Authorities** to implement the switchover continue to be of high concern. Concerns that Local Authorities are making buying decisions that are not future proofed including Non-Compatible Devices and Closed Digital Platforms.
- The development of a **National Action Plan** with a risk register focused on telecare but also taking full account of wider impacts on facilities management across the UK and businesses.
- The need for an agreed **UK communications plan** reflecting the need to target a range of key audiences that is government branded to provide legitimacy.
- The development of an agreed **“On the day” process** for telecare across industry which brings together the learning from the pilots being undertaken by BT and VMO2.

I will continue to keep you updated on developments on the switchover. Any queries, especially around Data Sharing Agreements, please get in contact with the GMDigital team who are coordinating the Greater Manchester engagement on this issue with both industry and government.

Yours sincerely



Cllr Nick Peel
DIGITAL PORTFOLIO LEAD FOR GREATER MANCHESTER COMBINED AUTHORITY
LEADER, BOLTON COUNCIL

cc. Digital Portfolio Leads
GMDigital@greatermanchester-ca.gov.uk

Greater Manchester Combined Authority

Date: Friday 31st January 2025

Subject: GM Rail Reform and Devolution – The Vision and Delivery Programme for Rail in Greater Manchester

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA, GMFRS & TfGM

Purpose of Report

The purpose of this report is to provide an overview of the strategic context for rail reform, the case for change, the vision for GM Rail, and the outline programme of activity and milestones to deliver GM's ambitions for rail as part of the Bee Network.

Recommendations

GMCA is requested to note the contents of this report; and endorse:

1. The development of a robust, evidence-based GM Rail Vision and programme for the future of rail across Greater Manchester in conjunction with GM Local Authorities.
2. The ambition and tranche based approach to the integration of the 8 priority rail corridors in to the Bee Network Rail by 2028.
3. The development of an Outline Business Case for Rail Reform, to assess and develop a preferred way forward for meeting the objectives set out in this paper, and identify the legislative and funding reforms, required to deliver GM's growth agenda.
4. The proactive engagement with Government in relation to the English Devolution and Rail Reform Bills, with particular regard to finalising the statutory role for the Combined Authority in the specification of services, fares and customer standards.
5. The development of further work to unlock the benefits of the Old Trafford Regeneration scheme through the relocation of the freight terminal at Trafford Depot.

6. The development of the Spending Review submission, working with Government, to ensure the opportunities set out in this report are prioritised and delivered.

Contact Officers

Steve Warrener	TfGM Managing Director	steve.warrener@tfgm.com
Martin Lax	TfGM Transport Strategy Director	martin.lax@tfgm.com
Simon Elliott	TfGM Head of Rail	simon.elliott@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

Not applicable at this stage. A detailed EQIA, Carbon and Sustainability assessment will be undertaken as part of the Rail Integration and Reform business case.

Risk Management

Risks will be considered as detailed proposals and plans are further developed and considered. However, the opportunities afforded by rail reform and integration are set out within the report.

Legal Considerations

Not specifically applicable at this stage but the TfGM Head of Legal is considering legal and legislative considerations with the GMCA Group Solicitor.

Financial Consequences – Revenue

GM's emerging Rail Reform and Integration proposition does not, at this stage, result in any material revenue (income and / or expenditure) implications. Current and subsequent year financial consequences are, at this stage, limited to development costs which will be managed within existing, and future year, budgets. Any subsequent revenue consequences will be detailed in future reports to GMCA.

Financial Consequences – Capital

The capital funding requirements to develop and deliver the emerging proposals for integrating an initial eight rail corridors (comprising 64 stations) into the bee Network by 2028 amount to c£114m in the period to FY 2028/29. The estimated expenditure in the period to March 2027 is £34m. The separate Transport Infrastructure Pipeline report on the agenda for this meeting requests approval for an allocation of £34m from CRSTS1 to support development and approval an indicative allocation of £80m from CRSTS2 to enable the full programme of works to be developed.

Number of attachments to the report: N/A

Background Papers

- Rail Integration and Reform Programme: Emerging Rail Reform Policy Position and Next Steps report to GMCA, 27th September 2024
- Transport Infrastructure Pipeline report to GMCA, 31st January 2025

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

Bee Network Committee

This report will be considered by the Bee Network Committee on Thursday 30th January 2025. Any feedback from the Committee will be reported to GMCA verbally.

Overview and Scrutiny Committee

Further reports on the proposals for GM Rail Reform and Devolution will be to GMCA Overview and Scrutiny later in 2025.

1. Introduction

- 1.1. The report to the September 2024 Combined Authority set out the Government's plan for Rail Reform; and our plans to work with them on improving rail services in Greater Manchester.
- 1.2. As outlined in that report, work has commenced on the emerging proposition around Rail Reform, Devolution and Integration, including to set out the case for change, our vision for rail as part of the Bee Network, and how this will be accomplished. This work is ongoing and will continue through engagement with DfT (including in relation to the progression of the English Devolution White Paper, and the forthcoming Rail Reform Bill) and with other rail industry partners.
- 1.3. This report provides an overview of the strategic context for rail reform and next steps.

2. Strategic Context

- 2.1. Greater Manchester will play a key role in delivering the UK Government's ambitions for greater productivity and economic growth. In recent years, the city region has had the highest rate of productivity growth of any part of the UK whilst generating an estimated c. £79b GVA per annum for the country. Despite this success, there is potential to deliver more.
- 2.2. The rail network plays a key role in supporting growth, helping people and businesses in and around Greater Manchester to access the economic opportunities of the city region. Rail is the most efficient way of moving large numbers of people to and between the city and regional centres, supporting over 20.8m rail trips to Manchester Central Stations in 2022/23 and facilitating GM's large travel to work area.
- 2.3. Having a modern, fit-for-purpose rail network is crucial to delivering economic growth, prosperity and opportunities. Rail also plays a key part in reducing road congestion and supporting GM's 2038 net zero ambition.
- 2.4. Whilst rail cannot achieve these outcomes alone, it can contribute even more value when integrated with other transport modes as part of an integrated Bee Network, alongside bus, tram and active travel.

- 2.5. Greater Manchester's growth, and wider, ambitions, coupled with transport being one of the five key areas of the Trailblazer Deeper Devolution Deal, sets the strategic context for the Rail Reform and Integration Programme.
- 2.6. Significant progress has been made with the development of the Bee Network. The resurgence in Metrolink patronage, the successful delivery of bus franchising, including the go live of the final tranche on 5 January 2025, and increases in active travel provision are transforming the City Region's transport service. However, this success has exposed GM rail services as the Bee Network's missing link in this vision for a fully integrated and local transport system. It is, therefore, now vital to focus on rail as the next chapter and to define a clear delivery programme to make it all happen.
- 2.7. To ensure rail industry focus and pace of delivery, GM has identified eight priority rail corridors which will see early integration into the Bee Network by 2028. This will significantly enhance the rail services for customers, greater modal integration with bus, tram and active travel, station accessibility and enhancements in performance. Our evaluation suggests that through this plan we can increase annual patronage on eight core Bee Network rail lines by up to 1.3 million journeys within four years, increasing revenue and decreasing the overall subsidy of the railway. The eight priority rail corridors are:-
- Wigan via Atherton;
 - Wigan via Bolton;
 - Wigan via Golborne;
 - Manchester Airport;
 - Alderley Edge and Buxton via Stockport;
 - Glossop, Hadfield and Rose Hill Marple via Guide Bridge;
 - Ashton-under-Lyne and Stalybridge; and
 - Rochdale.
- 2.8. The priority rail corridors are also aligned to established Mayoral Development Corporations (MDC) and Mayoral Development Zones (MDZ) at Atom Valley, Ashton and Stockport, along with planned MDC/ MDZ's at Bolton town Centre, Old Trafford and the Western Gateway.
- 2.9. When these rail corridors are overlaid with the strategic growth locations, (large housing and employment sites identified across the GM's Places for Everyone and

Local Industrial Strategy), GMCA's eight priority rail corridors will together unlock the delivery and density of housing in these locations.

3. The Case for Change

3.1. There are many issues with the rail system in Greater Manchester – and across the whole country, as documented in the Williams review which cited infrastructure, planning and performance as key issues that needed to be addressing if the rail network is to improve and support growth. This review formed the basis of establishing Great British Railway and the forthcoming Rail Reform Bill.

3.2. At a local level there are a range of challenges that drive the case for change for rail:

- The rail network that serves Greater Manchester does not currently realise its full potential and is not integrated with other modes within the Bee Network, including from a customer experience, fares and ticketing, information and branding perspective;
- Fares and ticketing propositions are complex with a lack of information on products and limited multi modal options;
- Stations are not meeting customer's expectations in areas such as accessibility, safety, security and service provision due to years of underinvestment. They have inconsistent facilities and are not integrated into local places and communities;
- To date the opportunities to use land around stations to unlock economic growth and housing schemes have not been fully exploited nor fully integrated into GM's growth plan;
- Rail does not offer a consistent, reliable or high quality service. Operational performance levels are currently significantly below the expected standard and lag some way behind the national average. Business sentiment is that this has a significant impact on their ability to recruit and retain staff and attract investment into the region;
- Service frequency, journey times and hours of operation are still below pre-COVID standards, limiting the potential to meet the needs of passengers, local communities and GM's growth ambitions;
- Despite some investment in fleet, there are still areas with old rolling stock impacting customer satisfaction and air quality; and

- Improving the GM rail service and increasing mode share as part of a seamlessly integrated Bee Network would deliver additional societal and environmental outcomes.

3.3. Overall, the GM rail service is not delivering for local people or businesses and does not take account of local need or GM's ambitions. In turn, this means the city region is missing out on the opportunity for rail to further contribute to growth across Greater Manchester.

4. Delivering the GM Rail Vision

4.1. As set out above, in the short-term GM will start to deliver this programme by working with industry partners within current industry structures. In particular the initial integration of the eight priority rail corridors, including provision of PAYGO, will be delivered in collaboration with Network Rail, the local train operating companies and Shadow Great British Rail. This is somewhat different from the bus franchising programme where the Combined Authority had more direct control over all levers for change.

4.2. In parallel to this initial activity, GM will progress the rail reform needed to then fully realise the vision. This will include working with other Mayoral Combined Authorities to improve connectivity across regions.

4.3. The vision for rail services in Greater Manchester is one that:

- Ensures that the GM rail network and assets are fully supporting GM economic growth and place-making;
- Is fully integrated into the Bee Network;
- Offers an improved and consistent customer experience;
- Increases local agency, bringing decision-making and accountability closer to customers and GM residents; especially in relation to service specification, fares (as part of a Bee Network Cap) station standards and performance management;
- Offers improved value for money through local control over fares, budgets and the supply chain;
- Improves inclusion and quality of life by providing access to opportunity for all; and
- Protects our environment through modal shift and decarbonisation.

4.4. GM has a unique opportunity to re-define the regional approach to rail, building on its track record of public transport delivery (from Metrolink to Bus Franchising) and the successful devolution of powers and funding.

4.5. The realisation of GM Rail's vision will encompass the following:

- **Maintaining:** delivering existing services safely, efficiently and effectively;
- **Improving:** making things better for passengers: better performance, service quality, stations and integration;
- **Growing:** expanding the network and customer offering, increasing service frequency and capacity where appropriate, and integrating rail service planning with the wider Bee Network; and
- **Transforming:** developing a clear, purposeful long-term plan that harnesses the national rail reform and devolution agendas to provide stability of funding and local agency over governance and planning over a sustained period which will drive and support growth, prosperity, and safety for our customers.

4.6. The vision is proposed to be delivered as follows:

Bee Network Rail Integration

4.7. The core focus of integrating rail into the Bee Network is to put customers back at the heart of rail, spanning an initial eight rail corridors (comprising 64 stations) by 2028 and the GM wide rail network by 2030.

Reform and Devolution

4.8. The Government has recently published the English Devolution White Paper, which sets out a number of additional proposals to the way rail is run in partnership between local and national government which will enable collaboration and decision making to be brought closer to local communities and decision makers. These include:

- a) Strategic rail engagement and Mayoral partnerships with Great British Railways;
- b) a Statutory role for Mayoral Combined Authorities in governing, managing, planning, and developing the rail network;
- c) Options for greater control over local rail stations; and
- d) a 'right to request' further rail devolution

- 4.9. It is anticipated that proposals will be brought forward in a Rail Reform Bill, and would enable GMCA to jointly procure and specify local rail outputs alongside the Department for Transport and Great British Railways. It is not expected that this will fully devolve rail services to MCAs as it is anticipated that the infrastructure assets, rolling stock and revenue risk will still be owned by HMG.
- 4.10. Further detail is provided in section 6.

Major infrastructure Projects

- 4.11. There is significant investment underway or required in strategic infrastructure across the local, regional and national rail network, which includes:
- New stations at Golborne and Cheadle due to be delivered in the next three years, becoming the first new rail stations in GM for over 20 years. This is an example of the type of local transport schemes and devolution is delivering, ensuring benefits are maximised and realised;
 - TransPennine Route Upgrade improving links between Manchester and Leeds which will be fully completed by 2034, delivering improved links and capacity across the Pennines;
 - Further work is being undertaken to consider the broader network requirements to deliver capacity for freight. A catalyst to drive the strategic need to deliver future freight growth and wider network benefits is the relocation of the freight terminal at Trafford Depot. Key advantages of this strategy include:
 - The removal of freight from the congested Castlefield rail corridor, resulting in significant performance and passenger service improvements.
 - Addressing the requirements for additional freight capacity on the West Coast Mainline, especially in light of the recent HS2 announcement.
 - The current capacity constraints at Trafford Depot, necessitating the relocation to two future-proofed freight terminals (ILP North and Port Salford) to meet the government's freight growth targets.
 - Proposals being developed for rail links between Manchester and Liverpool as part of the evolution of Northern Powerhouse Rail creating transformational growth for the city region and the North; and

- Proposals for Birmingham to Manchester connectivity, allowing us to close the productivity gap with London to that of comparable second cities in Europe.

4.12. To bring all the components of the GM Rail Vision together, TfGM is developing a wider North West Rail Plan. (“NWRP”), which combines the Bee Network Rail Integration and Rail Reform programmes with these strategic enhancements to support wider growth opportunities, including through unlocking land and housing development.

5. Bee Network Rail Integration

- 5.1. TfGM, in collaboration with industry partners Network Rail, Great British Railways and GM’s Train Operating Companies have developed a delivery strategy and an emerging plan to meet the ambition to integrate rail into the Bee Network.
- 5.2. Bee Network Rail Integration will deliver the integration of eight priority rail corridors into the wider Bee Network by 2028, including progressing PayGo ticketing on rail (and integrating that with other modes), delivering station improvements and enhancements aligned with Bee Network principles, regeneration opportunities around rail stations; and delivering service improvements.

PayGo Ticketing and Fares

- 5.3. PayGo and rail fares reform will make rail a more attractive prospect for passengers in Greater Manchester which, taken alongside wider HMG investments and reforms to their local transport network, can encourage increased public transport use.
- 5.4. GM and the DfT have recently submitted a business case for the rollout of Phase 1 of the rail PayGo initiative across two of the eight priority rail corridors: Glossop - Hadfield , as well as the Ashton-under-Lyne - Stalybridge lines. Pending final business case approval, this initial phase is expected to be operational by December 2026, enabling rail contactless payment options at 17 rail stations. Phases 2 and 3 will expand this initiative across the remaining eight priority rail corridors by 2028, and a full rollout across Greater Manchester by 2030, also subject to business case approvals. In addition to facilitating contactless payments on rail, it is essential to ensure multimodal integration and fare capping with bus and Metrolink services. To support this, GM will concurrently develop a business case in 2025 for the eight rail corridors and a GM-wide approach, facilitating the delivery of integrated fares and ticketing by 2028 for the 8 priority rail corridors and by 2030

across Greater Manchester. As part of the business case, we will explore the option of rolling out multimodal fares and capping in parallel with the rollout of the PAYGO phases across the 8 lines and GM wide.

Station Improvements, Enhancements and Accessibility

- 5.5. The core focus of integrating rail into the Bee Network is to put customers back at the heart of heavy rail, spanning an initial eight rail corridors (comprising 64 stations) by 2028 and underpinned by a range of capital interventions in addition to the rail industry's investment proposals for the period to 2028.
- 5.6. The ambitious plan will see stations enhanced to provide a modern, fit for purpose and consistent environment, encompassing Bee Network brand and station standards, upgraded facilities and security, to encourage more journeys by rail and attract new customers.
- 5.7. Deliverables will include:
 - Station accessibility asset improvements along with improved wayfinding and station standards across all customer touchpoints;
 - New cycling facilities, secure CCTV, help points, automatic doors, hearing loops, handrails, braille station maps, tactile surfaces, car park pick up/drop off points;
 - Station toilet and waiting facility refurbishments delivered to new Bee Network standards;
 - New / improved customer information services and public announcement systems at stations with tailored multi-modal Bee Network information integrated with bus & tram; and
 - Integration of rail retailing and customer services into the Bee Network App that provides a seamless multi modal customer experience.
- 5.8. In relation to station accessibility, TfGM has an established Access for All (AfA) Programme which is supporting the ambition to make all stations in Greater Manchester step free. GM has prioritised these stations for funding based on the agreed station accessibility list, presented at a previous committee in 2018, which placed stations needing accessibility into a priority order based on several assessment criteria such as access to nearest accessible mode of transport, footfall and deprivation.

- 5.9. To date, funding has been secured from a number of sources to make seven GM priority stations step free, with all schemes at various stages of development / delivery. However, there are still 28 'stepped' stations which remain outside of the AfA Programme. There is the opportunity to progress step free access at a minimum of five further stations (Levenshulme, Davenport, Hall i'th Wood, Moorside and Woodley) during the CRSTS1 funding period through the delivery of improvements at Levenshulme (GM's next priority station) and option selection at the remaining stations up to detailed design in order to ensure that, when delivery funding is established, these additional stations are ready to deliver at pace.
- 5.10. The above work would be undertaken alongside scheme development at Flowery Field, Newton for Hyde and Bredbury, which are to be delivered with DfT Access for All (2024-29) funding.
- 5.11. In addition to the enhancements to the station assets, the work above would result in 63% of GM stations being fully accessible by March 2028, compared to the current 43%. This represents a significant step change in the acceleration of making our stations accessible when you compare the previous decade which has only saw a handful of station made accessible.

Regeneration Opportunities

- 5.12. Rail is a key enabler to economic growth, connecting people to opportunities and unlocking homes around our rail stations. Together with the rail industry, Greater Manchester will identify where land can be made available for housing development and where further opportunities for regeneration align to Greater Manchester's strategic growth locations.
- 5.13. To deliver this, we will need to strengthen the established collaboration agreement between Network Rail and TfGM, which was established to bringing together both land and infrastructure to create a better-connected Greater Manchester. The partnership allows us to focus on transport upgrades and regeneration opportunities at stations, to meet the needs of future population growth and further support the regional economy. Proposals are under development for seven stations: Manchester Piccadilly, Manchester Victoria, Manchester Oxford Road, Deansgate, Salford Central, Salford Crescent and Stockport. These proposals include the development opportunity in and around stations, including for commercial and community use, as well as housing development, this supporting the governments mission to deliver more homes.

5.14. Using the collaboration agreement, we will expand the focus to encompass a review and the development of proposals across all GM rail land assets to maximise the amount of housing we may be able to unlock.

Enhanced train services

5.15. Greater Manchester with industry partners are developing proposals to introduce improvements which enhance the rail service, focused on supporting the growing rail leisure and night time economy markets. This includes later running services and additional weekend services along the eight priority corridors. However, there is still a need to develop an approach to service enhancements that links to long term growth and connectivity.

5.16. The integration of rail into the Bee Network applies to the entire Greater Manchester area, the scale of change required to introduce rail integration inevitably presents operational complexity. To manage this and put customers at the heart of the transition to the future state, rail integration will be introduced in three tranches, similar to the approach taken for bus franchising.

5.17. The three rail tranches enable Greater Manchester to communicate to customers the change that is taking place in a clear and simple manner, whilst also enabling the industry to work together to deliver an improved customer proposition as efficiently and effectively as possible. The three tranches are broken down as follows:

Tranche	Milestones
<p><u>Tranche 1</u></p> <p>Ashton and Stalybridge</p> <p>Glossop - Hadfield</p>	<p>By December 2026</p> <ul style="list-style-type: none"> ○ Flagship stations at Manchester Piccadilly and Stalybridge showcasing a fully integrated travel hub, acting as the gateway to the regional centre – delivery of BN branding / signage decluttered, wayfinding reviewed / improved, One Team – travel shop selling all Public Transport ticketing products ○ Stations along these corridors brought up to Bee Network standard ○ Bee Network branded train(s)

	<ul style="list-style-type: none"> ○ Rail PAYGO launched at 17 stations allowing customer to seamlessly touch in, touch out ○ Targeting delivery of later running services to support the nighttime economy, and additional Sunday services to support growth in leisure journeys.
<p><u>Tranche 2</u></p> <p>Manchester Airport Alderley Edge and Buxton via Stockport</p>	<p>By December 2027</p> <ul style="list-style-type: none"> ○ Flagship stations delivered at Manchester airport showcase a full integrated international travel hub acting as the gateway to the city region and the North ○ Stations on these corridors brought up to Bee Network standard ○ Targeting delivery of later running services to support the nighttime economy, and additional Sunday services to support growth in leisure journeys.
<p><u>Tranche 3</u></p> <p>Rochdale Wigan via Atherton Wigan via Bolton Wigan via Golborne</p>	<p>March - December 2028</p> <ul style="list-style-type: none"> ○ Remaining Stations on the 8 rail corridors brought up to Bee Network standard ○ Rail PAYGO launched allowing customer to seamlessly touch in, touch out ○ Targeting delivery of later running services to support the nighttime economy, and additional Sunday services to support growth in leisure journeys.

5.18. A map of the tranches can be found in Appendix A.

5.19. In parallel to the discrete tranches above, several additional customer outcomes will be delivered across the corridors at various stages between 2026 and 2028:

- PayGo tap in and out ticketing across all modes with customers trusting the system to calculate affordable multimodal fares with daily and weekly capping, pending final business case approval;
- station enhancements which meet our Bee Network principles, branded stations and a step change in the number of accessibility step free stations delivered

- an enhanced train service offer which delivers growth and supports the night time economy, unlocking homes around stations and connecting people to opportunities;
- development of a delivery plan, unlocking circa 750 homes;
- consistent customer support and information across all modes including rail stations, on train announcements, contact centre, digital channels
- integrated Bee Network TravelSafe team across all modes – ensuring safety on public transport is at the heart of what we do; and
- improved performance and reliability so that Greater Manchester has a railway residents and businesses it can trust.

5.20. With these improvements and government support, it is expected that after four years, annual patronage could increase by up to 1.3 million journeys on the eight core lines, which currently deliver 14.6m journeys each year. Through investing in growing patronage, the subsidy required to support local rail services could be reduced, helping to deliver a better service. The increased patronage would support the railway's financial sustainability and, in the long term, could make transport more affordable for users and public bodies alike whilst supporting wider objectives, such as economic growth, housing delivery, improved health and environmental outcomes.

5.21. Following the integration of the eight rail lines into the Bee Network, totalling 64 stations the remaining Greater Manchester stations totalling 33 will be integrated into the Bee Network by December 2030 (see Appendix B).

5.22. The combined costs of the above interventions on the 8 priority rail corridors is estimated to be in the order of £114m in the period to FY 2028/29. The Transport Infrastructure Pipeline report that is on the agenda for this meeting includes proposals and recommendations to approve an allocation of CRSTS1 funding – and to an indicative allocate from CRSTS2 funding - to enable the interventions set out able to be delivered.

5.23. In addition to funding, there are a number of dependencies with the delivery timescales as set out above, particularly in relation to train service improvements. For example, any potential timetable changes for December 2025 need to be approved by the end of February 2025, Network Rail need to confirm engineering access as well as operational and infrastructure logistics, Sunday conductor availability requires a resolution, and rostering amendments need to be agreed.

With regards to customer experience, engagement with other TOCs outside of Department for Transport Organisation (DfTO – the new operator of last resort organisation) needs to commence, as does the work to progress the opportunity for multimodal fares.

6. Reform and Devolution

- 6.1. There are limits to the benefits which can be delivered through existing industry structures and existing legislation. Integration of the eight lines will deliver some material benefits, through tactical interventions, however, without more fundamental strategic reform this will not provide Greater Manchester with the levers and accountability it needs to fully realise its vision and plan for rail.
- 6.2. As set out in section 4 above, legislation being laid for rail reform and devolution presents an opportunity to create a more expanded, accountable role for GMCA under the reformed industry structure via a formal statutory role for Mayoral Combined Authorities. This will provide the levers needed to shape GM rail service delivery to meet local needs and ambitions. Without these levers Greater Manchester risks having all the perceived accountability with minimal ability to affect any real change.
- 6.3. To do this GM needs to define its preferred delivery model for rail devolution in order to influence the final shape of the Rail Reform Bill and finalised legislation. Any future delivery models must include the following:
 - **Rail Funding and Commercial Arrangements** – where greater local accountability and prioritisation would facilitate a place-based approach tailored to GM’s objectives, and scope to drive value for money through the supply chain
 - **Rail Governance Arrangements** – where devolving decision-making to GM levels would provide local agency over, and accountability for, GM rail service provision
 - **Rail Services, fares and Network Specification Arrangements** - where bringing together the planning and provision of rail with other modes, coupled with GM playing a role in regional and national rail planning would enable a more joined-up proposition for customers, fares model that considers the place based approach and delivers benefits offered by major infrastructure projects

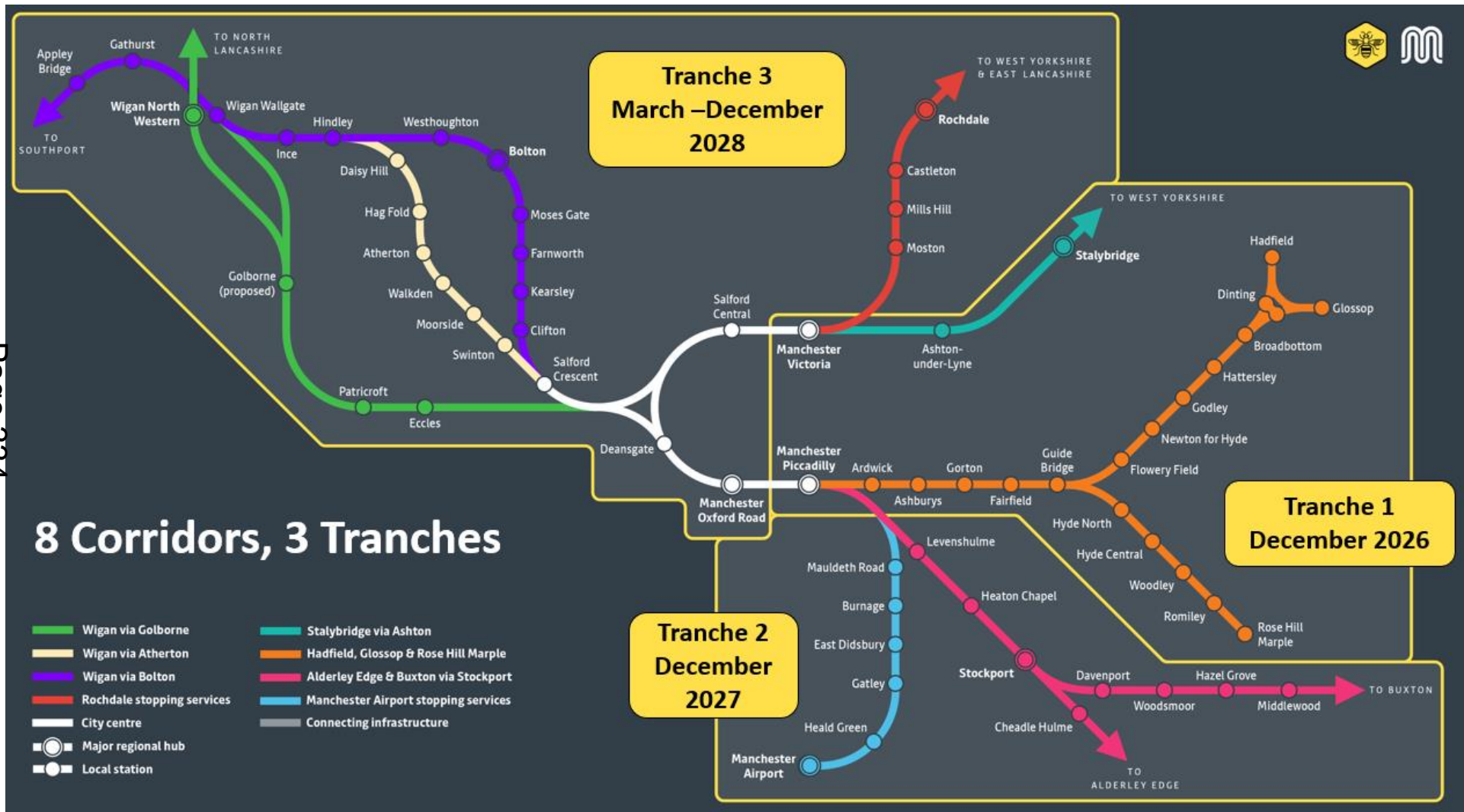
- 6.4. Work is continuing to define a clear vision and delivery plan for rail reform, which will include proactive engagement with Government and the rail industry around the Rail Reform Bill and subsequent legislative processes, with consultation on the rail reform bill expected in the first half of 2025 and progressing through parliament shortly thereafter.
- 6.5. Rail reform exists in a complex operational environment. Unlike the bus network, the rail network and services are not neatly geographically contained, with two thirds of journeys into the regional centre originating outside of the Greater Manchester boundary.
- 6.6. The wider regional connectivity of the rail network beyond Greater Manchester should not be underestimated. These services contribute to the Greater Manchester economy and support GM communities and businesses, as passengers travel to and from Greater Manchester itself to access employment, education, business and leisure opportunities. The physical connectedness of rail network means that a change to one particular part of the network often can have significant impacts elsewhere.
- 6.7. This makes the stakeholder landscape considerably more complicated to navigate. It is therefore imperative that Greater Manchester engages with neighbouring and regional partners, as well as DfT and wider industry, to pursue sensible solutions that achieve the best passenger outcomes for rail.

7. Next steps

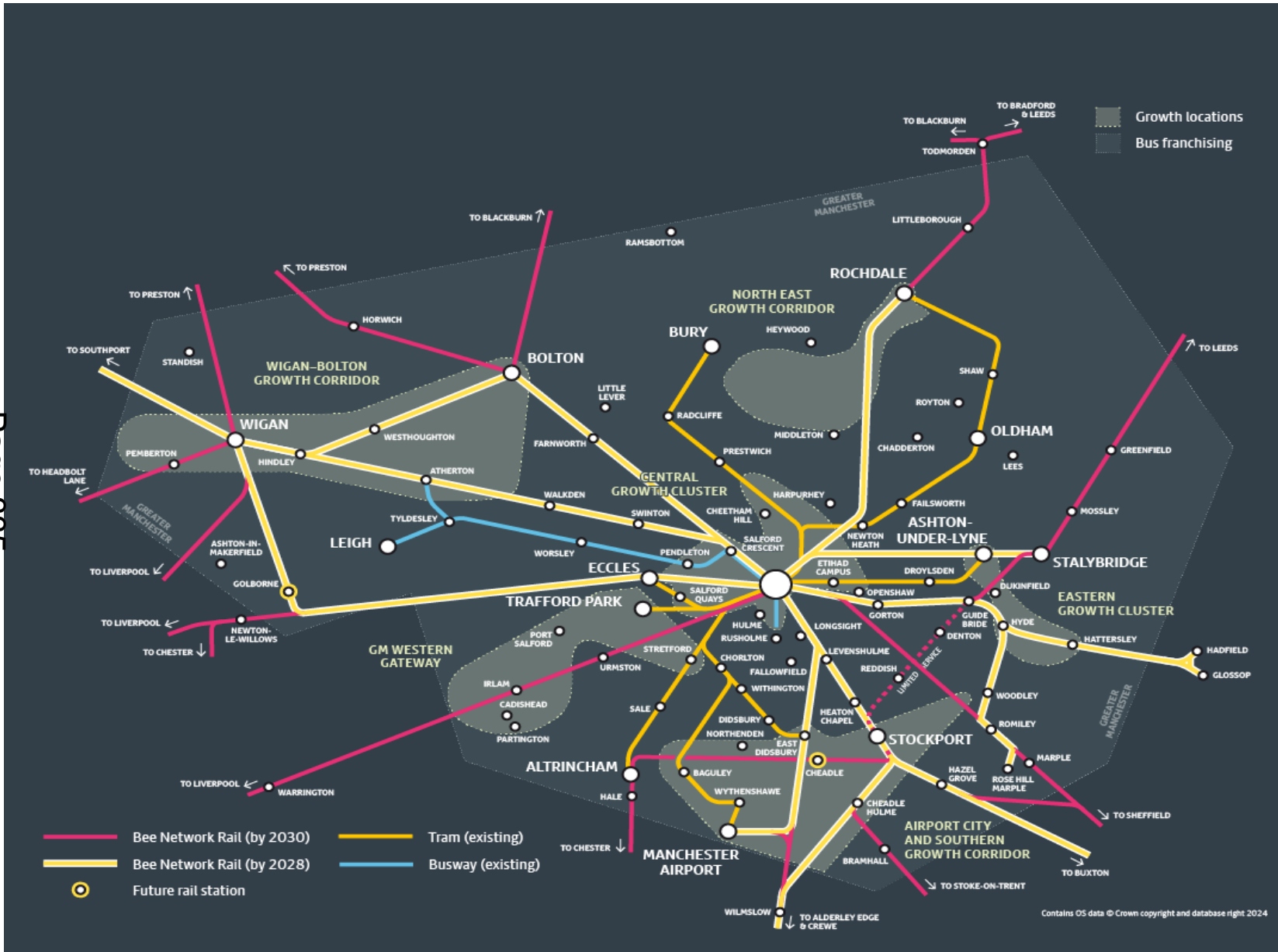
- 7.1. TfGM proposes the following next steps:
 - Finalise the Delivery Plan for Bee Network Rail Integration of the eight priority rail corridors, to be delivered by May 2028. CRSTS1 funding approval has been sought in the 'Infrastructure Pipeline' report to enable BNRI delivery to commence;
 - By August 2025, develop a robust, evidence-based GM Rail Vision for the future of rail across GM with support from officers across the CA;
 - By December 2025, develop an Outline Business Case for Rail Integration and Reform, to assess and develop a preferred way forward for meeting the objectives set out in this paper, and identify the legislative and funding reforms, as well as the organisational transformations, required to make this happen;

- Proactively engage with Government in relation to the English Devolution and Rail Reform Bills, including formal and informal consultation, for the duration of their passage through Parliament:
- Progress the Old Trafford Regeneration scheme through the relocation of the freight terminal at Trafford Depot to unlock benefits including economic growth and release network capacity in the regional centre resulting in significant passenger performance improvements; and
- Develop the rail elements of the Spending Review submission to ensure the opportunities to deliver against Greater Manchester growth ambition are included and work with industry partners continues at pace.

Appendix A: Map of the 8 rail corridor tranches



Appendix B: Map of GM Corridors by 2030



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Greater Manchester Combined Authority

Date: Friday 31st January 2025

Subject: Transport Infrastructure Pipeline

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA

Purpose of Report

This report provides an update on progress delivering a pipeline of transport infrastructure improvements to support the Bee Network: a high-quality, affordable and fully integrated public transport and active travel system which can support sustainable economic growth.

The report includes an update on the ongoing work that is taking place between TfGM, GMCA and GM Local Authorities in relation to the potential reprioritisation of CRSTS1 funding, with a particular focus on strengthening the alignment between transport infrastructure and growth in the context of the GM Growth Plan and the opportunities afforded by the inclusion of CRSTS1 in the GM Integrated Settlement.

The report also makes a number of recommendations to support the continued development and delivery of the transport infrastructure pipeline.

Recommendations:

GMCA are requested to:

1. Note the current position, recent progress and key milestones on the transport infrastructure pipeline.
2. Note the emerging proposals for the reprioritisation of CRSTS1 funding as detailed within section 2.
3. Approve the allocation of CRSTS1 funding to enable a number of time-critical priorities to be advanced, subject to DfT approval, as follows:
 - Bee Network Rail Integration and Accessibility: up to £34m;
 - Acquisition of the existing GM Bus Shelter estate and related activity to develop a renewal programme for the estate: up to £15m;
 - Rochdale: Castleton Phase 2 Active Travel scheme: up to £12.66m; and

- Capital & revenue switch applied to the revenue budget for Bus Franchising IS and Ticketing System Assets: up to £15.0m.
4. Approve the allocation of CRSTS2 funding (estimated at £80m and awaiting approval from DfT) to fund the Bee Network Rail Integration Programme.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

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

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

Risk Management

The recommendations of this report will enable the continued development and delivery of the transport infrastructure pipeline and prioritised infrastructure expenditure and will mitigate the risk of not fully expending the funding awarded by Government. A programme risk register is maintained and updated regularly by TfGM.

Legal Considerations

There is a significant contract workstream supporting the delivery of the transport infrastructure pipeline which is being supported and delivered by both internal and external legal teams. The Legal Delivery/Funding Agreements in respect of the allocation of MCF, Active Travel and CRSTS funding will be produced and implemented for full scheme and development costs approvals as appropriate using the template agreements agreed with GMCA.

Financial Consequences – Revenue

As detailed in the report, there is a recommendation for a capital to revenue switch of up to £15m to fund Bus Franchising IS and Ticketing System Assets.

Financial Consequences – Capital

Referenced throughout the report.

Number of attachments to the report: None

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

- 24 June 2022 – City Region Sustainable Transport Settlement – Final Scheme list
- 30 September 2022 – GMCA CRSTS Governance and Assurance
- 28 October 2022 – GMCA 2022/23 Capital Update – Quarter 2
- 10 February 2023 – GMCA Capital Programme 2022/23 – 2025/26
- 26 May 2023 – GMCA Transport Capital Programme (re-baselined Scheme List)
- 30 June 2023 – GMCA CRSTS Assurance (Outline and Full Business Case stages)
- 26 October 2023 – BNC CRSTS Assurance Updates (Outline and Full Business Case stages)
- 25 July 2024 – BNC CRSTS Annual Report 2023-24 and updated Delivery Plan
- 30 January 2025 – BNC GM Rail
- 31 January 2024 – GMCA GM Rail

Tracking/ Process

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

Yes

Exemption from call in

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

No

1. Introduction

- 1.1. The transport infrastructure pipeline is a key enabler to delivering the Bee Network – Greater Manchester’s plan for a high-quality, affordable and fully integrated public transport and active travel system; as well as driving growth for the people and businesses of Greater Manchester.
- 1.2. The Bee Network is fundamental in delivering sustainable economic growth, increased productivity and the city region’s objectives, set out in the Greater Manchester Strategy, by connecting people with education, jobs and opportunity, unlocking development, enabling housing growth, acting as a catalyst for regeneration, reducing carbon emissions and supporting social inclusion and active and healthy lifestyles.
- 1.3. Greater Manchester has led the way in reforming and improving its transport network. As pioneers of bus franchising, following the successful launch of Tranche 3 earlier this month we now have full local control of our most-used form of public transport, in addition to the largest light rail network in the country, Metrolink. We are now in the consolidation phase, with some elements of the Bee Network already starting to change the way in which people travel across the city-region and with further reform to come on rail as set out below.
- 1.4. Key to the delivery of the Bee Network and GM’s ambitious strategic mode shift target is a programme of investment in transport infrastructure. The transport infrastructure pipeline is delivering a wide range of infrastructure schemes to improve the performance, resilience and customer experience of using the Bee Network, including new stations, stops and interchanges; bus priority measures; highways maintenance; a world-class walking, wheeling and cycling network; expanded cycle hire and cycle loan services; systems to support integrated ticketing; and asset renewal to maintain and improve network safety and resilience.
- 1.5. Discussions continue to take place with Department for Transport (DfT) officials regarding Greater Manchester’s CRSTS2 allocation for the period April 2027 to March 2032, which will form part of the Integrated Settlement. The previously announced indicative CRSTS2 allocation for GM is c£2.5bn, which, in addition to CRSTS1 funding of c£1.3bn, would result in an infrastructure investment pipeline of c£3.8bn in the period to 2031/32.

- 1.6. The Budget announced by HM Government on 30 October advised of overall additional CRSTS1 funding of £200m to be allocated between the Mayoral Combined Authorities who are eligible for CRSTS funding. Details of Greater Manchester's allocation of this additional CRSTS1 funding will be reported to the Combined Authority and the Bee Network Committee, once confirmed by Government.
- 1.7. Further additional funding for Highways Maintenance was announced by Government in December 2024, with an allocation for 2025/25 of £14.806m for Greater Manchester. It is proposed that this additional funding will be allocated across the ten Local Authorities in line with the formula previously agreed for Core Maintenance. This will be considered as part of the 2025/26 Budget reports to the Combined Authority in February.
- 1.8. In addition, DfT confirmed in December 2024 that Greater Manchester's CRSTS1 allocation will be consolidated into the City Region's Integrated Settlement from the start of the 2025/26 financial year, thereby providing further opportunity to strengthen the alignment of the transport infrastructure pipeline and local priorities, in particular the delivery of the GM Growth Plan and associated whole place outcomes.
- 1.9. To date, c£568m of the £1.27bn CRSTS1 capital allocation and match funding has been drawn down and works are being delivered across Greater Manchester.

2. Reprioritisation of CRSTS1 Funding

- 2.1. Subsequent to the commencement of the CRSTS1 investment period, officers have, as previously reported, undertaken regular reviews of the current delivery status of the programme generally and its associated alignment with emerging local and national strategic priorities.
- 2.2. The most recent review, undertaken at the end of 2024, has confirmed that a significant number of programmes are on course to successfully deliver their entire budget allocations, including Active Travel, Integrated Ticketing, Customer Information, Highways Maintenance/Minor Works and Road Safety.
- 2.3. There are however a number of programmes with a range of development and delivery complexities. Whilst remediations and actions are underway to expedite delivery, and noting that nothing in the current CRSTS1 Delivery Plan will be

stopped or paused, the potential impact of these challenges offers an opportunity to rephase up to £210m of GM's CRSTS1 allocation in the period to March 2027.

2.4. This opportunity enables a focus on delivering the City Region's policy priorities and outcomes, including to accelerate the delivery of the Bee Network to support these outcomes; bring forward improvements to make the transport network more attractive for customers; maximise revenue / minimise operating costs; whilst also ensuring the full expenditure of GM's CRSTS1 allocation.

2.5. An emerging plan to exploit this opportunity has been developed and includes proposed and potential interventions in relation to the following:

- **Accelerating the Delivery of the Bee Network**, including interventions to bring rail into the network and improve, among other things, the accessibility of stations to increase patronage and net revenues, school streets and crossings and Active Travel.
- **Potential to Redirect Headroom to Unlock Housing and Support the Wider GM Growth Agenda**. A review is currently being undertaken with senior GMCA officers and Local Authority Chief Executives and Directors of Place to determine the extent to which potential schemes which support the delivery of the GM Growth Plan and associated "whole place" outcomes can be commenced / delivered within the CRSTS1 period.
- **Further Improving and Integrating the Customer Experience**, including interventions in relation to the Bus and Metrolink shelter estates and a range of other customer measures central to attracting more people to public transport, increasing net revenue for investment in better services.
- **Highways/Travelling Safer**, including interventions in relation to Vision Zero, Streets for All and Highways Renewals and Maintenance.
- **Decarbonisation**, including interventions in relation to the Zero Emission Bus fleet and supporting infrastructure.
- **Potential "Spend to Save" and Capital/Revenue 'switches'** in order to support scheme development and network operations, reduce future operating costs and maximise future revenues.

2.6. Four priority opportunities have been identified which align with the requirements of the review; require immediate funding (subject to DfT approval); and support the delivery of the next stages of evolution of the Bee Network and its long-term financial sustainability through driving additional ridership: Rail Integration and

Accessibility, the GM bus shelter estate, an element of Active Travel Infrastructure and a Capital & Revenue switch applied to the revenue budget for Bus Franchising IS and Ticketing System Assets. These are set out in further detail in section 3, below.

- 2.7. Further areas for funding that fall within the emerging plan will continue to be assessed, including Local Authority proposals to support the wider GM Growth agenda, and it is intended to bring a further report to the Combined Authority in March 2025 that will consider those further potential opportunities.

3. Proposals

Integrating Rail into the Bee Network

- 3.1. Aligned to the Trailblazer Deeper Devolution agreement, TfGM, in collaboration with industry partners DfT, Network Rail, Great British Railways and GM's Train Operating Companies, has developed a delivery strategy and plan to meet the ambition to integrate rail into the Bee Network. In short, we believe that, alongside new statutory accountabilities for the Mayor and Combined Authority for rail service specification, station standards and fare setting under the Government's national rail reforms, these interventions will materially improve the performance and reputation of local rail in this region. This strategy and plan is covered in more detail in the separate 'GM Rail' report on the agenda for this meeting.
- 3.2. The core focus of integrating rail into the Bee Network is to put customers back at the heart of heavy rail, spanning an initial 8 rail corridors (comprising 64 stations) by 2028 and underpinned by a range of capital interventions in addition to the rail industry's investment proposals for the period to 2028. As a result, and in order to deliver those interventions, capital funding will need to be provided locally.
- 3.3. Stations will be enhanced to provide a modern, fit for purpose and consistent environment, encompassing Bee Network brand and station standards, upgraded facilities and security, to encourage more journeys by rail and attract new customers.
- 3.4. Deliverables include:
 - Station accessibility asset improvements along with improved wayfinding and station standards across all customer touchpoints;

- New cycling facilities, secure CCTV, help points, automatic doors, hearing loops, handrails, braille station maps, tactile surfaces, car park pick up/drop off points;
- Station toilet and waiting facility refurbishments delivered to new Bee Network standards;
- New / improved customer information services and public announcement systems at stations with tailored multi-modal Bee Network information integrated with bus & tram;
- A fully Integrated digital App for the Bee Network that provides a seamless multi modal customer experience.

3.5. In relation to station accessibility, TfGM has an established Access for All (AfA) Programme which is supporting the ambition to make all stations in Greater Manchester step free by 2030. GM has prioritised these stations for funding based on the agreed station accessibility list, presented at a previous committee in 2018, which placed stations needing accessibility into a priority order based on several assessment criteria such as access to nearest accessible mode of transport, footfall and deprivation.

3.6. To date, funding has been secured from a number of sources to make seven GM priority stations step free, with all schemes at various stages of development / delivery. However, there are still 28 'stepped' stations which remain outside of the AfA Programme. There is the opportunity to progress step free access at a minimum of five further stations (Levenshulme, Davenport, Hall i'th Wood, Moorside and Woodley) during the CRSTS1 funding period through the delivery of improvements at Levenshulme (GM's next priority station) and option selection at the remaining stations up to detailed design in order to ensure that, when delivery funding is established, these additional stations are ready to deliver at pace.

3.7. The above work would be undertaken alongside scheme development at Flowery Field, Newton for Hyde and Bredbury, which are to be delivered with DfT Access for All (2024-29) funding.

3.8. The combined costs of the above interventions is estimated to be in the order of £114m in the period to FY 2028/29. The estimated expenditure in the period to March 2027 is £34m.

3.9. The drawdown of specific funding requests associated with individual schemes which are proposed for delivery utilising this allocation, will be progressed and assured through established governance processes.

Bus Shelter Estate

- 3.10. JCDecaux (JCD) currently owns and manages 3,464 bus shelters within their current contract. In addition, TfGM has funded and installed 730 non-advertising shelters which are separately managed and maintained by TfGM.
- 3.11. One of the biggest barriers to attracting more people to use public transport is their perception of safety, information and comfort when waiting for their service. The vision for TfGM's future bus shelter estate is to transform, modernise and enhance the passenger waiting environment. Future shelters will include enhancements such as seating, lighting, Real Time Passenger Information (not everyone will want to use our app), digital advertising, solar and low energy lighting and screen technologies where appropriate. The intention is for shelter design to be consistent across Greater Manchester, so that customers can expect the same provision of facilities wherever they use our bus network.
- 3.12. Delivering on this vision will require TfGM to have greater direct control over GM's existing bus shelter assets. As such, TfGM has entered into time-limited negotiations with JCD to transfer the asset ownership of the Decaux-owned shelters following which TfGM will procure a new contract under which the whole bus shelter estate will be managed as a "turnkey" service, with the appointed partner providing new and improved shelter supply, cleaning, maintenance and advertising sales services. TfGM will share advertising revenue through the new partnership arrangements, ensuring that the model is fiscally and operationally sustainable. Once the new contract is operational, the additional capital investment for a shelter renewal programme is proposed to be funded from CRSTS2 and/or borrowings.
- 3.13. The cost of acquiring the existing bus shelter assets from JCD is £12m (subject to final contract). The acquisition costs have been subject to detailed due diligence by TfGM and GMCA officers and have been benchmarked against a range of valuation methodologies and similar transactions in other regions; and as a result, are considered to represent good value for money. The proposals have also been subject to consideration and subsequent approval by TfGM's Executive Board.
- 3.14. In addition, a further c£3m of funding is required to carry out the related activity to procure the proposed new Shelter contract and to develop a renewal programme for the estate over the period to 31 March 2027.

3.15. The Combined Authority is therefore requested to approve an allocation of £15m from CRSTS1 to support the above activities.

3.16. Detailed proposals for a shelter renewal programme are being developed and will be brought to the Combined Authority for consideration in due course.

Rochdale: Castleton Phase 2 Active Travel Infrastructure

3.17. Rochdale's Castleton Local Centre Corridor scheme was approved for programme entry into the Mayor's Challenge Fund (MCF) as a two-phase scheme, with the first phase receiving full delivery funding approval from the GMCA in May 2022.

3.18. Phase 1 has improved the quality of infrastructure for walking, wheeling and cycling through Castleton district centre, from Castleton railway station to the Royal Toby Hotel, and construction is now complete.

3.19. Phase 2 of the scheme will extend from the Royal Toby to the Esplanade in Rochdale Town Centre, creating a single, continuous route from Castleton railway station, through the district centre and into the town centre. The improved infrastructure includes the introduction of segregated cycle lanes, improved pedestrian facilities, significant safety upgrades to several junctions, and the introduction of an enhanced urban realm.

3.20. The Phase 2 scheme has a total delivery cost of £13.41m. £0.75m initial scheme developments costs were funded from Transforming Cities Fund; and the balance of £12.66m is proposed to be funded from an allocation from CRSTS1.

3.21. In line with the local assurance framework, following a review of the Full Business Case (FBC) by an independent TfGM officer review panel the proposals are deemed to demonstrate the appropriate strategic case, value for money and deliverability and have been endorsed by TfGM's Active Travel Programme Board.

3.22. The Combined Authority is therefore requested to approve an allocation of £12.66m from CRSTS1 to enable Rochdale's Castleton Local Centre Corridor scheme to be delivered.

Bus Franchising IS and Ticketing System Assets

3.23. The Combined Authority is requested to approve an allocation of £15m to fund a number of IS and ticketing systems and equipment assets required for the implementation of bus franchising. This funding sits within an overall allocation of up to £39m for improving customer and ticketing systems and processes included in

the CRSTS Reprioritisation Strategy. These works were initially proposed to be funded from the Bus Franchising Transition capital budget, but an opportunity has been identified to fund this from CRSTS1, thereby enabling the Bus Franchising Transition budget to be used to directly support Bee Network services.

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Greater Manchester Combined Authority

Date: Friday 31st January 2025

Subject: Bee Network Fares and Ticketing Products

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA, GMFRS & TfGM

Purpose of Report

The report proposes that new ticketing products be added to the Bee Network fares and ticketing proposition to increase access to public transport through and improve affordability.

Recommendations:

GMCA is requested to approve the following Bee Network fares and ticketing product proposals, subject to any feedback from the Bee Network Committee:

1. The introduction of a suite of Annual Multi Modal Tickets, from March 2025.
2. The addition of these Annual Multi Modal Tickets to the TfGM scheme with local Credit Unions, from March 2025, to improve access to affordable annual products.
3. The addition of the existing Annual Tram Tickets to the TfGM scheme with local Credit Unions, from March 2025, to improve access to affordable annual products.

Contact Officers

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Helen Humble, Head of Ticketing, TfGM helen.humble@tfgm.com

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

The proposed products and fares have been structured in such a way so as to ensure that they do not breach financial or procurement regulations.

Financial Consequences – Revenue

The 2025/26 net budgetary impact of the addition of the multimodal products and the inclusion on the Credit Union scheme could see a revenue impact of circa £125,000, however this is expected to be offset by additional patronage.

Financial Consequences – Capital

None.

Number of attachments to the report: 0

Background Papers

[GMCA 20230630 Delivering the Bee Network - Annual Review of Capped Bus Fares](#)

[GMCA 20230728 Delivering the Bee Network - Fares and Products](#)

[GMCA 20240712 Bee Network Fares and Tickets](#)

[GMCA 20240927 Bee Network Fares and Ticketing Products](#)

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

This report will be considered by BNC on Thursday 30th January 2025.

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. Greater Manchester is delivering the Bee Network, an integrated, high-quality public transport and active travel system for the people and businesses of the city region. Key to the Bee Network are integrated, affordable and simple fares and ticketing products, aimed at supporting more people to travel for less.
- 1.2. As pioneers of bus franchising, we now have full local control of our most-used form of public transport, in addition to the largest light rail network in the country – Metrolink. GMCA is now able to set fares and introduce and amend ticketing products across the Bee Network, without the need to negotiate with commercial operators. Importantly, franchising also allows GMCA to integrate fares and ticketing so that passengers can move seamlessly between Bee Network buses and trams, with an ambition to integrate cycle hire and GM rail in future.
- 1.3. At its meeting in September 2024, GMCA approved the introduction of an annual bus ticket, priced at £800 and the ability to retail this through a Credit Union loan.
- 1.4. This was approved alongside a suite of other changes, including a hopper fare and lower weekly and monthly (28-day) fares from January 2025; and contactless multi modal ‘pay as you go’ (PAYG) contactless ticketing and multi modal capped fares across bus and Metrolink from 23 March 2025.

2. Proposals

- 2.1. It is proposed to introduce a number of further improvements to Bee Network fares and ticketing products, as set out below, to align with the introduction of PAYG contactless ticketing and multi modal capped fares across bus and Metrolink from 23 March 2025.

Annual Multi Modal Products

- 2.2. TfGM has a suite of existing annual Metrolink products, covering the different fare zones which have been live since January 2019.
- 2.3. In January 2025, alongside the final phase of bus franchising, TfGM introduced an annual bus product, priced at £800.
- 2.4. TfGM launched a multi modal 28-day product in September 2023 as part of the launch of the Bee Network. This offers a significant saving against purchasing individual 28-day tram and bus products. For example, a bus only product costs

£80.00 and a 28-day single tram zone product costs £36.40: a total of £126.40. A 28-day Bee Any Bus + Any 1 Tram Zone costs £91.40, representing a saving of £25.00.

- 2.5. It is now proposed to introduce an Annual Multi Modal (bus and tram) product to further support our integrated transport network, making it simpler, easier and more affordable for customers to travel across different modes of transport.
- 2.6. The proposed Multi Modal annual products and prices are as set as below:

Product	Price	% saving versus 13 x 28-day tickets
Bus and any one Metrolink zone	£1,005	15.4%
Bus and Metrolink zones 1+2	£1,211	15.4%
Bus and Metrolink zones 2+3 or 3+4	£1,140	15.4%
Bus and Metrolink zones 1+2+3	£1,418	15.4%
Bus and Metrolink zones 2+3+4	£1,293	15.4%
Bus and all Metrolink zones (1+2+3+4)	£1,496	15.4%

- 2.7. The product pricing equates to the cost of 11, rather than 13, 28-day tickets, a saving of 15.4% (or an equivalent to two free periods of travel).
- 2.8. The new products will be available to purchase from any TfGM Ticket Office, or on the Bee Network App.

Credit Union

- 2.9. At present, annual products can provide better value for money for regular public transport users than shorter period tickets but they require a significantly greater initial outlay.
- 2.10. In December 2024, TfGM created a new scheme in which local Credit Unions could make an annual bus ticket available to their customers via a loan, with no additional cost. This was designed to enable those who may not be able to afford the initial outlay of an annual product to benefit from the increased value that it offers.
- 2.11. It is proposed to add the above Annual Multi Modal Products and the existing Tram Annual Products to this scheme from 23 March 2025, aligned to the Multi Modal Contactless PAYG launch.
- 2.12. Customers will then be able to pay for the annual products in monthly or weekly instalments via a local Credit Union.

- 2.13. The scheme will enable Credit Union members to benefit from the savings of an annual ticket whilst spreading the costs over a year. This will particularly support those unable to afford long period products.

3. Benefits

- 3.1. Making transport more affordable supports and enables more people to access education, skills, essential services and opportunity.
- 3.2. The multi modal annual ticket offers customers a cost saving as a reward for choosing to use public transport frequently and committing to this behaviour by buying upfront.
- 3.3. The Credit Union scheme is particularly attractive to customers who use public transport regularly and who may not be able to afford the initial outlay of an annual product and benefit from the additional value it offers.
- 3.4. Purchasing annual tickets through the Credit Union, will enable Credit Union members to spread the cost of an annual ticket without any additional cost.

4. Affordability

- 4.1. The 2024/25 net budgetary impact of the proposed changes will only impact from their introduction in March 2025, so there will only be one week's financial impact in the current financial year.
- 4.2. The proposed changes have been factored into subsequent budget years.
- 4.3. The 2025/26 net budgetary impact of the addition of the multimodal products and the inclusion as part of the Credit Union scheme would, without any 'generation', result in an adverse revenue impact of circa £125,000. However, this impact is anticipated to be offset by additional, generated, patronage and revenues.

5. Next Steps

- 5.1. Subject to GMCA approval, and consideration of any feedback from the Bee Network Committee, work will begin to set up the new Annual Multi Modal products from March 2025.
- 5.2. Work will also continue with local Credit Unions to implement the proposed offer from March 2025.

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Greater Manchester Combined Authority

Date: Friday 31st January 2025

Subject: Metrolink 2027

Report of: Andy Burnham, Mayor of Greater Manchester, Portfolio Lead for Transport and Caroline Simpson, Group Chief Executive, GMCA

Purpose of Report

The purpose of this report is to present the findings of the review and assessment of options when the current Metrolink Operations and Maintenance Agreement (MOMA) with Keolis Amey Metrolink Ltd (KAM) expires in July 2027. The report outlines the review undertaken, the options identified, the findings, and provides a recommendation as to how Metrolink should be operated from mid-2027.

Recommendations:

GMCA is requested to:

1. Endorse the procurement of a Metrolink franchise agreement with adjusted scope from the current Metrolink Operations and Maintenance Agreement, to commence from July 2027 when the current Agreement expires.
2. Note the intention for TfGM to deliver a number of customer experience elements of the current Agreement from mid-2027, to increase TfGM's control and oversight over service delivery and asset management through the new Agreement.
3. Note the potential for a unified GM transport operation in the 2030's.
4. Note that, subject to GMCA feedback, procurement of the successor Franchise arrangements will commence.
5. Note that a further report will be brought to GMCA before the award of any contract which is anticipated in the second half of 2026.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings	N/A	
Transport		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities		No impact on Cycling and Walking The proposal does not currently impact the reach of the Metrolink Network
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.

- ### Recommendation - Key points for decision-makers
1. To agree to the procurement of a Metrolink franchise agreement with adjusted scope.
 2. Note the potential for a unified GM transport operation in the 2030's.
 3. Delegate authority to the Group Chief Executive, GMCA TfGM Managing Director and Chief Network Officer to undertake the procurement

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy		
Mobility and Connectivity	G	Ensuring that the Metrolink Network is well run and maintained will ensure the continuity of the highly renowned and sustainable light rail network.
Carbon, Nature and Environment	G	The renewal of the Metrolink operation contract will facilitate the move to zero emission vehicles for the operation of the contract
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The reprocurement of the Metrolink Operate and Maintain Agreement provides the opportunity to drive greater carbon reduction initiatives in to the resultant contract over and above the current provision.

Further Assessment(s):	Carbon Assessment		
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.

Risk Management

A risk assessment concluded that due to the significant risk transfer achieved under a Franchise agreement combined with the expertise and established processes that the private sector operators have, the recommended option presents the best approach for the management of operational and financial risks.

Legal Considerations

There are no specific legal implications arising directly from this report. The arrangements for the undertaking of any subsequent procurement will be in accordance with the Procurement Act 2023 and supporting Regulations.

Financial Consequences – Revenue

The work to procure the new contractual arrangements can be undertaken within existing budgets and financial forecasts. The forecast costs of the new contractual arrangements will be presented to GMCA as the procurement progresses.

Financial Consequences – Capital

No specific capital cost consequences associated with the work to procure the new contractual arrangements. The forecast costs of the new contractual arrangements will be presented to GMCA as the procurement progresses.

Number of attachments to the report: Nil

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?

N/A

Bee Network Committee

Bee Network Committee will consider this report on Thursday 30th January 2025. Any feedback will be reported to the GMCA.

1. Introduction

- 1.1. Metrolink is the largest light rail network in the UK, patronage is at record levels and work is underway to add capacity and expand the reach of the network to more parts of Greater Manchester.
- 1.2. Multi modal fare caps and ticketing products being introduced this year will allow people to move more seamlessly between Metrolink and the now fully franchised GM bus network.
- 1.3. In addition, a major infrastructure pipeline for Metrolink will deliver:
 - New stops;
 - New signalling and control systems;
 - New fleet, with tram-train functionality;
 - New lines and extensions (including tram-train);
- 1.4. These are demanding projects, requiring significant organisational capability and capacity.
- 1.5. Metrolink will, therefore, continue to be an integral part of the Bee Network, our plan for a high-quality, affordable and fully integrated public transport and active travel system for the people and businesses of Greater Manchester.
- 1.6. Importantly, Metrolink will be a key enabler in achieving city region outcomes by delivering growth, social value and opportunities for the people and communities of Greater Manchester.
- 1.7. The purpose of this report is to present the findings of a review and assessment of options when the current Metrolink Operations and Maintenance Agreement (MOMA) with Keolis Amey Metrolink Ltd (KAM) expires in July 2027. The report outlines the review undertaken, the options identified, the findings, and provides a recommendation as to how Metrolink should be operated from mid-2027,
- 1.8. Given the scale and complexity of the Metrolink Operational and Maintenance arrangements a formal decision on the recommended option is required to be taken now to allow the procurement of and the subsequent preparation and implementation of arrangements for the operation and maintenance of Metrolink from 25th July 2027.

- 1.9. TfGM has worked with external specialists to provide an independent and objective review on how current Metrolink arrangements are performing and to produce a set of options and a recommendation for the future operation and maintenance of Metrolink. This work has identified lessons learned from current Metrolink operations and maintenance arrangements and compared them to similar operations in the UK and across the globe.
- 1.10. This review identified a number of potential options for Metrolink in the period post July 2027, and a set of assessment criteria to evaluate the potential options against a set of objectives, as set out below.
- **Customer Experience:** Delivering consistently high levels of customer satisfaction through high performance, modal integration, intuitive and accessible service provision.
 - **Safe and Secure:** Providing a safe and secure environment for our staff, travelling passengers and the general public.
 - **People First:** Putting people first, by driving engagement, inclusion and developing expertise and skills.
 - **Maintain and Grow:** Improving performance and growing patronage through effective asset management, delivery of system enhancements, and improving the environment and experience for customers.
 - **Sustainability:** Ensuring Metrolink is financially, commercially, technologically, and environmentally sustainable.
- 1.11. The assessment resulted in two shortlisted options:
- an arm's length body, 100% owned by GMCA / TfGM to operate and maintain the Metrolink Network; and
 - a Franchised arrangement, similar to what is currently in place, albeit with an amended scope to provide TfGM with more responsibility for areas such as customer and asset management.

2. Options Review

- 2.1. TfGM, with support from external specialists, undertook a series of interviews and workshop sessions during June and September 2024. These sessions used a structured series of questions to ascertain lessons learned with the current MOMA from both TfGM and KAM perspectives.
- 2.2. The Team also engaged with TfGM colleagues working on Bus Franchising , as well as six other UK and international Authorities who have light rail networks. the Team also interviewed seven private sector operating groups with UK and international experience of running light rail networks to understand market appetite and to identify relevant lessons for Metrolink beyond mid-2027.
- 2.3. The review concluded that the performance of Metrolink is good in comparison with its peers and is improving year on year with key performance metrics including mileage operated and excess wait time trending positively, demonstrating that Metrolink is currently well managed and is incentivised to improve.
- 2.4. Other UK Tram Authorities, including in Sheffield and West Midlands, have, in recent years moved to a public sector owned arm's length operating model to overcome a variety of issues that were prevalent in the prior contracting arrangements. Edinburgh Trams have been a municipal operation since its' inception. LUAS (Dublin) and the DLR (TfL) both have long standing franchise arrangements in place and are not considering changing their delivery models.
- 2.5. From the operating groups that were interviewed it was apparent that the Metrolink network is of a scale, with appropriate balance of risks and contractual maturity which is attractive to a wide range of operating groups in the market.

3. Long List Options

3.1. A range of delivery options were initially considered for the operation and maintenance requirements for Metrolink post 2027 across the full range from 100% in-house to a fully outsourced Private Finance Initiative/Public Private Partnership (PFI/PPP) type arrangement, as summarised below:

No.	Option Description	Degree of Control and Risk transfer
1	GMCA / TfGM full in-house delivery	TfGM Control and 100% Risk
2	GMCA / TfGM 100% owned 'Arm's Length' entity	
3	Franchise with adjusted scope compared to current contract	TfGM Control, with allocated scope and risk
4	Franchise with same scope as current contract	
5	Full scope outsourced Concession Contract	Limited TfGM Control with maximised risk to Operator
6	Full scope outsourced PFI / PPP Contract	

3.2. The long list options were initially tested against two 'red-lines' of not ceding transport authority control and direction; and ensuring intermodal planning and engagement. This process ruled out options 5 and 6 the Full scope concession contract and the full scope PFI/ PPP Contract.

3.4. The remaining 4 options, were each tested against the Metrolink 2027 key objectives, outlined at paragraph 1.97 and the outcome of that assessment is identified below:

Key Objective	Detail	Option 1 Full in-house	Option 2 Arm's length Municipal	Option 3 Modified Franchise	Option 4 Current MOMA
Customer Experience	Delivering consistently high levels of customer satisfaction through high performance, modal integration, intuitive and accessible service provision.	Aligned as integrated part of Bee Network	Aligned as integrated part of Bee Network	Aligned as integrated part of Bee Network	No change from current
Safe and Secure	Providing a safe and secure environment for our people, passengers and the public.	More direct control (and liability)	More direct control (and liability)	Increased influence	No change
People First	Putting our people first, driving staff engagement, inclusion and developing expertise and skills.	More direct control and influence but public sector T's and C's	More direct control and influence with public sector T's and C's but distinct from TfGM	Increased control Private Sector T's and C's	No change Private Sector T's and C's
Maintain and Grow	Maintaining and growing by improving performance and growing patronage through effective asset management, delivery of system enhancements, and improving the environment for customers.	More challenging to draw on expertise and wooden dollar performance regime	More challenging to draw on expertise and wooden dollar performance regime	Leveraging private sector expertise and tightened performance regime	Leveraging private sector expertise. No change to performance regime
Sustainability	Ensuring that Metrolink is financially, commercially, technologically, and environmentally sustainable.	More direct control and full responsibility for all risks	More direct control with some separation for risks	Increased control with some risk transfer	No change

3.5. Using this analysis, the long list was reduced to two shortlisted options that most closely aligned with the key objectives:

- **Option 2** - Municipally Operated GMCA / TfGM 100% Owned 'Arm's Length' entity (similar to models in place in Midlands Metro & South Yorkshire). This is referred to as the 'Municipal option'
- **Option 3** - Franchise (Adjusted Scope) Contract arrangement operated via a Franchise (in-line with TfGM Bus Franchising Strategy). This Franchise would include more retained TfGM Scope (focused on customer experience) and increased control/oversight over Service Delivery and Asset Management. This is the 'Franchise Option'.

4. Shortlist Assessment

4.1. The two shortlisted options were subsequently assessed against 15 more detailed factors and assessment criteria (as summarised in the table below) using a 'Red, Amber, Green' (RAG) approach to assess these two options with the benefits of the lessons learned review. The 15 criteria assessed were:

Factor	Assessment Criteria	Factor	Assessment Criteria
Transport Authority Control & Direction	The degree to which TfGM can exert control on the delivery of Metrolink Services	Organisational, Capability Leadership, Expertise & Excellence	The capability to absorb/develop organisationally to be able to deliver what is required
Intermodal Planning & Engagement	The degree to which TfGM can exert control, and deliver integration, across modes	Ready access to a wide body of expertise.	The capability to attract experienced resources and access industry best practice
Financial Sustainability via Price / Cost Certainty	The degree to which there is certainty of costs and the ability to influence revenue	Procurement & Supply Chain	The capacity to deliver the necessary procurement and supply chain management
Reputation and Accountability	The degree to which TfGM / GMCA / Leaders / Mayor can effectively manage and be accountable for the reputation of the performance of Metrolink	Renewals & Asset Management Planning & Delivery	The capacity and capability to plan and deliver renewals of varying scope, scale and complexity
Incentivise & Penalise Performance	The degree to which incentivisation of good performance is likely to be effective	Extensions & Major Project Management & Delivery	The capability to plan and deliver major projects varying scope scale and complexity
Value for Money	The degree to which public funding is effectively spent to deliver outcomes	Signalling / Tram Management System (TMS) Replacement	The capacity to deliver highly specialist projects incl the ultimate replacement of the TMS
Allocation of Risk	The degree to which risk sits with the organisation best able to mitigate and control it	Social Value	Ability of the option to deliver incremental Social Value to GM
Safety	Ability to address safety obligations and regulatory safety requirements		

- 4.2. The key findings of the assessment were that 7 criteria were rated 'Amber' for the 'Municipal option' with the key issues being:
- Increased reputational risk;
 - Lack of performance incentives;
 - Difficulty attracting and retaining leadership and expertise;
 - Public sector procurement is slower than the equivalent private sector and requires additional resources;
 - Implementation risk during a busy period for TfGM on other projects;
 - Limited financial contingency in the event of an unforeseen circumstance; and
 - No risk sharing.
- 4.3. The assessment showed that there were 2 'Amber' rated issues with the Franchise option:
- Commercial margin paid to the private sector owning Groups; and
 - Employee relations with employers, trade unions and staff.
- 4.4. The remaining criteria for both Municipal and Franchise options were green. No Criteria against either option was identified as being Red. The criteria rated Amber are identified below:

	Municipal Option	Franchise Option
Financials & Value for Money		
Transport Authority Control & Direction		
Intermodal Planning & Engagement		
Renewals & Asset Management Planning		
Organisational Capability, Expertise & Excellence		
Organisational Reach & Shared Practice		
Incentivise & Penalise Performance		
Procurement & Supply Chain		
Employee Relations		

5. Financial Assessment

- 5.1. A Financial Assessment tested the Value for Money (VfM) considerations of the two options and concluded that there was not a compelling VfM case for the Municipal option, with the Franchise option assessed as likely to cost between £1m to £2m less to setup and £0.5m to £1m less to operate per annum.

6. Risk Assessment.

- 6.1. A Risk Assessment identified the risks associated with each option. The assessments concluded that due to the significant risk transfer achieved under a Franchise combined with the expertise and established processes that the private sector operators have, the recommended option presents the best approach for the management of operational and financial risks.

7. Equality Impact Assessment

- 7.1. An Equality Impact Assessment concluded that having access to international best practice and innovation through an operator would best deliver equality through service reliability, ticketing and access arrangements, safety, innovative changes and access to international best practice in working with disadvantaged and vulnerable groups. Other factors such as expanding the network (and stimulating investment and growth in these areas) and creating jobs were assessed as being comparable under either a Franchised operator or Municipal operator running Metrolink.

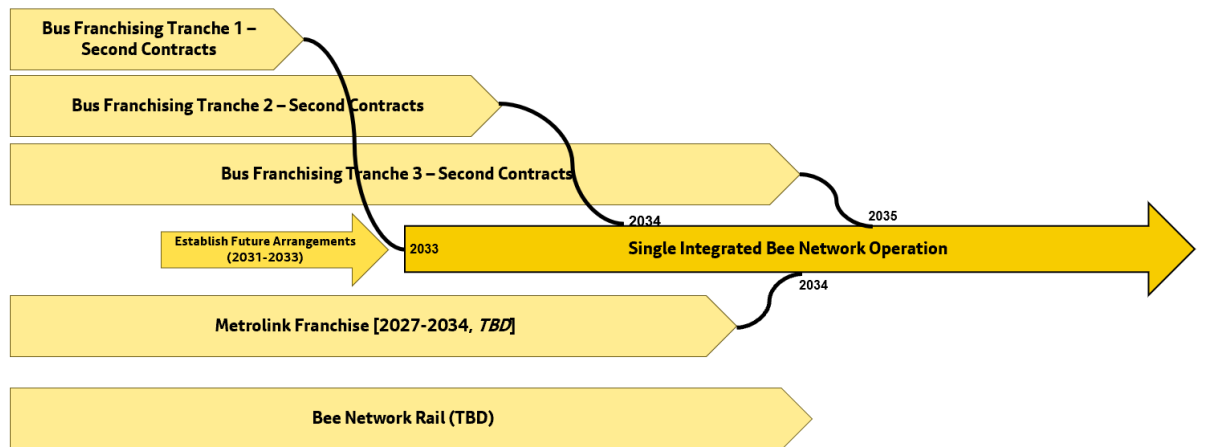
8. Recommended approach

- 8.1. The current Metrolink model is successful, providing TfGM and GMCA with a large degree of control and with limited and well understood risk. Following the assessment of key criteria, a preferred option for Metrolink for the period beyond July 2027 would be to enter into a new franchise contract with an adjusted scope from the current contractual arrangement through a competitive procurement.
- 8.2. Entering in to such a contract will allow GM to focus on other strategic priorities including rail integrating rail into the Bee Network and stabilising and enhancing the bus network. Introducing a new Metrolink model at the current moment could dilute this focus.

- 8.3. Similarly, maintaining an enhanced version of the current model would de-risk the significant changes and enhancements required to Metrolink over the next 7 to 10 years such as line expansion and implementing a new Tram Management System. Metrolink would benefit from a global operator's expertise in taking forward this development and delivery pipeline.
- 8.4. All major operators have expressed an interest in bidding for a competed Metrolink Operate and Maintain contract.
- 8.5. Adjusting the scope' for a new contract would further align the Metrolink model with TfGM's Bus Franchising Strategy, by including more TfGM and GMCA control over:
- Customer safety and experience;
 - Asset condition oversight and asset management;
 - Service specification;
 - Tighter alignment with Bee Network bus service and multi modal integration; and
 - Enhancing the contract to prepare for the potential transition to a Bee Network wide Operator or a Bee Network Municipal Operator at the end of the term

9. Future proofing

- 9.1. As GM has moved into a wholly franchised bus market and is developing propositions for rail integration and devolution, TfGM will ensure the new Metrolink arrangements do not limit options to determine the shape of Greater Manchester's transport operations from the early/mid 2030s
- 9.2. A revised franchised operation for Metrolink from July 2027 would be structured in a way that does not preclude further integration of Metrolink, Bus operations, and potentially Rail, into a single, unified operating structure in the early 2030's should the Combined Authority subsequently wish to pursue that option.
- 9.3. A potential high-level pathway to a unified operation, delivered either through Franchise or through a Municipal option is set out below:



Dates indicative based on current and anticipated contract terms

Greater Manchester Combined Authority

Date: 31 January 2025

Subject: GM Brownfield Housing Fund Reallocations

Report of: City Mayor Paul Dennett, Portfolio Lead for Housing First and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

Purpose of Report

This report seeks GMCA approval to delegate authority to the GMCA Treasurer acting in consultation with the Portfolio Lead for housing. The purpose of the delegation is to approve new projects for funding, urgent variations to existing funding from the Brownfield Housing Fund (BHF) and to switch funding sources from other funds to the Brownfield Housing Fund, if required, to manage the year end programme position.

Recommendations:

The GMCA is requested to:

1. Delegate authority to the GMCA Treasurer acting in consultation with the Portfolio Lead for housing to approve new funding and urgent variations to existing funding from BHF, 31st January 2025 to 31st March 2025 to manage the BHF pipeline.
2. Delegate authority to the GMCA Treasurer to switch funding sources from other funds to the Brownfield Housing Fund in advance of 31 March 2025.
3. Note that any recommendations that are approved under the delegation will be reported to the meeting of the GMCA in May 2025.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

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

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing	G	The proposal will positively contribute to the number of affordable homes in GM. The proposal supports brownfield land being brought back into use where market failure has otherwise made this unviable. It may also support surplus to use buildings being demolished or retained and refurbished for new homes.
Economy	G	The deployment of £115m grant funding will contribute to improving economic development in the residential construction sector and associated supply chains. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn increase jobs in the construction sector. The deployment of £115m grant funding will support the delivery of 7000 new homes which will in turn create jobs in the construction sector. The proposal will attract wider investment into GM. Wider investment will include private sector and other public sector funds. The proposal will increase opportunities for training and skills development in the construction sector and wider, e.g. apprenticeships.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Schemes that are to be considered as part of this grant award from DLUHC will have due regard to sustainability credentials in line with the Carbon Neutral 2038 target and applied through an agreed set of criteria.
Fur	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		<input type="text"/>	
Buildings	Result	Justification/Mitigation	
New Build residential	TBC		
Residential building(s) renovation/maintenance	N/A		
New build non-residential (including public) buildings	N/A		
Transport			
Active travel and public transport	N/A		
Roads, Parking and Vehicle Access	N/A		
Access to amenities	N/A		
Vehicle procurement	N/A		
Land Use			
La	No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.
		Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

Risk Management

The grants will be conditional upon a satisfactory outcome of detailed due diligence and ongoing monitoring confirmation that the schemes are being delivered satisfactorily.

In view of the nature of the Ministry of Housing Communities and Local Government (MHCLG) grant funding agreements for the Brownfield Housing Fund, any conditions will be mirrored in agreements between the GMCA and scheme promoters, mitigating any risk retained by the GMCA.

Legal Considerations

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

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

As this is a grant the subsidy control position has been considered. The grant agreement from MHCLG to the GMCA is not deemed to be a subsidy as the GMCA will be acting as an intermediary for the funding and flowing through all of the grant money, other than its reasonable

administrative costs, to grant recipients to deliver the various Brownfield programme funded schemes. The GMCA is therefore acting in the capacity of an intermediary of the grant funding which is in line with the Government's Subsidy Control Statutory Guidance. Subsidy Control requirements will be considered further for each individual scheme allocation as part of the detailed due diligence, with any allocation being compliant with the Subsidy Control legislation.

Financial Consequences – Revenue

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

Financial Consequences – Capital

This financial year's allocation (and therefore spend target) from Ministry of Housing Communities and Local Government is £74.9m, the capital expenditure proposed to be subject to delegation will contribute to this year's delivery.

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

1. GMCA Trailblazer Devolution Deal (GMCA approval on 24th March 2023)
2. GMCA Brownfield programme (Devolution Trailblazer deal) - Methodology and Year 1 Allocations (GMCA approval on 30th June 2023)
3. Greater Manchester Brownfield Programme - Year 2 and 3 Methodology and Allocations (GMCA approval 26 January 2024)
4. GM Brownfield Programme (GMCA approval 14th May 2024)
5. GM Brownfield Programme (GMCA approval 27th September 2024) – Brownfield Housing Fund Reallocations
6. GM Brownfield Programme (GMCA approval 13th December 2024) – Brownfield Housing Fund Reallocations

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. GMCA manages a Brownfield Housing Fund (BHF) with monies from several sources: £135m capital allocations from the 2020 – 2025 MHCLG programme, and the £150m capital allocation as part of the 2023 Devolution Trailblazer. These are subject to rules set out in the associated grant agreements, including requirements to spend certain amounts of the allocations in certain financial years without the possibility of moving funding between years.
- 1.2. Allocations of the Trailblazer BHF funding for 2024/25 and 2025/26 financial years were approved by GMCA in January 2024. Since then, several projects have been withdrawn by applicants or otherwise fell out of compliance with the funding requirements, meaning the associated allocations will not be drawn down. This supports the need to maintain an overprogrammed position to ensure that the in-year spend target is achieved. In September and December CA therefore approved the reallocation of £30.5m of funding from the BHF for 2024/25.
- 1.3. There continues to be movement in the programme resulting in additional withdrawals of funding. This is owing to a range of factors but the impact of implementation the Building Safety Regulations and additional Affordable Homes Programme funding only being announced in the October Budget have had a significant impact on many projects in the programme and are outside the control of recipients or GMCA.
- 1.4. A delegation is therefore sought to make any necessary amendments to grant agreements, allocate funding to new projects, or switch funding sources from other funds to BHF in the period between 31st January 2025 and 31st March 2025 to ensure funding is spent in line with the grant agreement with MHCLG. It is proposed authority to be delegated to the GMCA Treasurer acting in consultation with the Portfolio Lead for Housing. This delegation will enable GMCA to manage the year end programme position.
- 1.5. Any recommendations approved under the delegations will be subject to the usual due diligence processes and will be reported to the meeting of the GMCA in May 2025.
- 1.6. To date, GMCA has successfully spent all tranches of brownfield funding awarded by government in line with targets set and continues to meet the outputs required.

2. Funding Withdrawals and Variations

- 2.1. The allocations approved by GMCA in January, September, and December 2024 were made on the basis that projects would draw down funding in the year(s) originally forecast and where this was no longer possible, the allocation would be withdrawn.
- 2.2. Against a spend requirement for 2024/25 of £74.5m, approximately £120m of allocations have been made to date. This means allocations are around 60% greater than the available funding, far in excess of the 25% overprogramming targeted to give certainty of spend. This is indicative of the significant movements experienced by projects in the programme and consequent withdrawals.

3. Funding Reallocation Process

- 3.1. In October and November 2024, GMCA invited proposals for projects which prospective recipients considered would be likely to be able to draw down funding by the end of March 2025. This included Registered Providers (RPs) and Local Authorities (LAs) who were given the opportunity to apply for funding for projects already in delivery that could evidence a viability gap (or a further viability gap for those projects already in receipt of BHF funding).
- 3.2. In order to manage the pipeline and respond to continued movement in the programme, resulting in additional withdrawals of funding, it is proposed that further decisions for the allocation of funding in this financial year are delegated to the GMCA Treasurer and the Portfolio Lead for Housing, in order to manage the year end position on the programme.
- 3.3. Delegated decisions will be made in line with previously agreed criteria where funding can be expended in this financial year to ensure the full spend of 2024/25 BHF funding.
- 3.4. All schemes must meet the eligibility criteria required by government:
- Benefit Cost Ratio of 1 (plus non-monetised benefits);
 - Green Book appraisal;
 - Evidence of market failure;
 - Housing delivery starts on site by March 2026.
- 3.5. Across the GMCA BHF, the target is to unlock brownfield land with capacity for at least 16,230 homes by 2025/26. GM expect to comfortably exceed this target on the basis this year's funding is fully expended.

4. Next Steps

4.1 . Projects in receipt of reallocated funding will be subject to the same monitoring and performance framework as projects with existing allocations to ensure continued compliance with GMCA's requirements.

4.2. All projects will also be subject to a further rigorous due diligence process prior to entering into a Grant Funding Agreement which will safeguard GMCA's interests and ensure that recipients deliver the homes supported by the grant, including the agreed proportion of affordable homes. This will include, where appropriate, overage provisions to limit excess profit arising from the projects.

5. Recommendations

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

GMCA

Date: 31 January 2025

Subject: GM Housing Investment Loans Fund – Investment Approval

Report of: Salford City Mayor Paul Dennett, Portfolio Lead for Housing First, and Steve Rumbelow, Portfolio Lead Chief Executive for Place Based Regeneration & Housing

Purpose of Report

This report seeks the Combined Authority’s approval to the GM Housing Investment Loans Fund loan detailed in the recommendation below.

In view of the extended period between the Combined Authority’s February and March meetings, the Combined Authority is also to agree a delegation to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing First to approve new projects for funding and urgent variations to existing funding from the GM Housing Investment Loans Fund.

Recommendations:

The Combined Authority is requested to:

1. Approve the GM Housing Investment Loans Fund loan detailed in the table below, as detailed further in this and the accompanying Part B report;

BORROWER	SCHEME	DISTRICT	LOAN
Apsley Street Development Ltd	Apsley Street	Stockport	£5.399m

2. Delegate authority to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing to approve new funding and urgent variations to existing funding from the GM Housing Investment Loans Fund in the period 8 February 2025 to 27 March 2025.





3. Delegate authority to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

Contact Officers

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

Equalities Impact, Carbon and Sustainability Assessment:

The Equalities Impact and Carbon & Sustainability Assessment for the Apsley Street scheme is given below:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing	G	Regeneration of unused brownfield land comprising the construction of a new apartment block with 34 units. As above	
Economy	G	Finance provided to support build costs of c£6.8m which in part will be delivered from GM based enterprise. As above As above	
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	Carbon Assessment		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

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

Risk Management

The structure and security package proposed for the loan in order to mitigate the risk is given in the accompanying Part B report. The loan will be conditional upon a satisfactory outcome to detailed due diligence and ongoing confirmation from a Monitoring Surveyor acting on GMCA's behalf that the scheme is being delivered satisfactorily.

Legal Considerations

A detailed loan facility and other associated legal documentation will be completed ahead of the first loan payment.

Financial Consequences – Revenue

The borrower will be required to meet the Fund's legal, due diligence and monitoring costs and there is no requirement for additional revenue expenditure by GMCA in addition to the approved Core Investment Team budget.

Financial Consequences – Capital

The loan will be sourced from the £300m GM Housing Investment Loans Fund, including the recycling of loans repaid to the Fund.

Number of attachments to the report: None

Comments/recommendations from Overview & Scrutiny Committee

None.

Background Papers

- Housing Investment Fund (report to GMCA, 27 February 2015)
- GM Housing Investment Loans Fund – Revised Investment Strategy (report to GMCA, 25 October 2019)

Tracking/ Process

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

Yes

Exemption from call in

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

No

1. Introduction

- 1.1 In line with the agreed governance process for the GM Housing Investment Loans Fund (“GMHILF” or “the Fund”), the Combined Authority is asked to approve the loan detailed in section 2, which has been recommended for approval by the Fund’s Credit Committee.
- 1.2 The total value of offers of loans from the Fund approved by the Combined Authority to date is £1.023bn and the total value of approved equity investments is £26.3m¹. The loans and equity investments approved by the Combined Authority will deliver 11,073 new homes. If the recommendations set out in this report are agreed, the value of loan offers would increase to £1.029bn, with the number of new homes supported rising to 11,107.

¹ These figures exclude loan offers that have not been taken up and are therefore withdrawn.

2. Loan approval sought

- 2.1. Aspley Street Developments Ltd is seeking a loan of £5.399m from the GM Housing Investment Loans Fund for the development of 34 new build apartments in Stockport, Manchester. Planning permission was granted in January 2021. The loan will support the redevelopment of a brownfield site. There is no affordable housing provision within the scheme but under a S106 agreement the developer is making a £160k payment to support delivery of affordable housing elsewhere within the district, together with a £150k contribution towards local open space and children's amenities.

3. Delegation Sought

- 3.1. A delegation is sought to allow urgent recommendations for funding from the GM Housing Investment Loans to be approved in the period between the GMCA's February 2025 and March 2024 meetings. It is proposed that authority be delegated to the GMCA Chief Executive acting in conjunction with the Portfolio Lead for Housing First to approve new projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority.
- 3.2. Any recommendations approved under the delegations will be subject to the usual due diligence processes and will be reported to the next available meeting of the Combined Authority.

Greater Manchester Combined Authority

Date: 31st January 2025

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 of two investments through GMCA’ Advanced Manufacturing and Materials Investment Fund, GM Advance. The GMCA is also asked to agree the update on its loan to NeuWave Technologies Limited contained in the Part B report.

In view of the prolonged timeframe between the Combined Authority’s meetings in February and March 2025, this report seeks Greater Manchester Combined Authority (“Combined Authority” and “GMCA”) approval to delegate authority to the Combined Authority Chief Executive in consultation with the Combined Authority Treasurer and the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority, for the period 8 February 2025 to 27 March 2025.

Further details regarding the investments and update 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 a loan facility of up to £395,000 to Molygran & Co. Ltd.
2. approve an investment of up to £150,000 to THEIA Guidance Systems Ltd.
3. approve an update to the Neuwave Technologies Limited investment.
4. delegate authority to the Combined Authority Treasurer in consultation with the 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.

5. Delegate authority to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer, in consultation with the Portfolio Lead for Investment and Resources, to approve projects for funding and agree urgent variations to the terms of funding in the period 8 February 2025 to 27 March 2025.
6. Note any recommendations that are approved under the delegation will be reported to the next available meeting of the Combined Authority

Contact Officers

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Robert Edwards: robert.edwards@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment

A) Molygran & Co. Ltd

Recommendation - Key points for decision-makers

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing			
Economy	G	<p>The Company is an established business in GM, with growth plans in place and the only EPS provider that offers recycling services in the region.</p> <p>On the first 3 years post investment the Company will create 8 FTEs.</p> <p>Yes, the company is committed to creating good jobs, demonstrated as Molygran is a founding member of the Good Employment Charter.</p> <p>Yes, Molygran is an important supplier of packaging, insulation and construction in the region, as well as providing free recycling services to clients.</p> <p>N/A</p> <p>N/A</p> <p>Yes, the Company has a continuous approach to upskilling people. The company has clear frameworks to capture and grow talent.</p>	
Mobility and Connectivity			
Carbon, Nature and Environment	G	The proposal will see the expansion and optimisation of their EPS recycling facilities.	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		Molygran specialises in the manufacturing and supply of high-quality expanded polystyrene (EPS) and polyethylene foam products. They offer a range of solutions including packaging, design and display, and construction products, all of which can be custom-made if required.	
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.

B) THEIA Guidance Systems Ltd

Recommendation - Key points for decision-makers

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Investment is into a business developing navigation aids for the partially sighted
Health		
Resilience and Adaptation		
Housing		
Economy	G	Investment is into an early stage business which is expected to grow Investment is contingent on relocation, creating local jobs and growth Proposed job growth is in higher paid tech-focused employment in a growth sector Investment is into a highly innovative, AI/machine learning business Investment is contingent on relocation, creating local jobs and growth
Mobility and Connectivity	G	Products developed may help partially-sighted more confidently navigate while walking, improving accessibility of active travel options. Additional potential applications for automotive navigation, i.e. self-driving car navigation and safety.
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Investment is in a small start-up so any impact will be minimal, but AI is carbon-intensive due to the energy usage of the servers used, so consideration will be given to mitigating this. On the plus side, the mission of the business is to improve navigability in complex
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.

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		Products developed may help partially-sighted more confidently navigate while walking, improving accessibility of active travel options.
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.

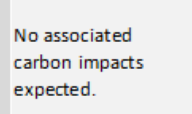
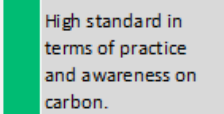
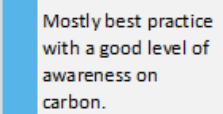
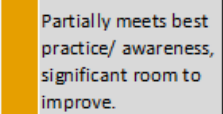
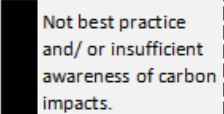
Mostly best practice with a good level of awareness on carbon.

Partially meets best practice/ awareness, significant room to improve.

Not best practice and/ or insufficient awareness of carbon impacts.

C) NeuWave Technologies Limited

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion			
Health			
Resilience and Adaptation			
Housing			
Economy	G	Looking to provide research and data engineering positions for a business which is developing a novel way of predicting sea and ocean waves. Will provide high skills jobs across a range of seniorities and roles.	
Mobility and Connectivity			
Carbon, Nature and Environment	G	Company will be looking to extract assist in deployment of offshore wind as part of Green energy solutions. This source reduces the overall carbon footprint of energy needs of the	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
Further Assessment(s):	N/A		
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

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.

Risk Management

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

Legal Considerations

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

Financial Consequences – Revenue

The proposed loan from GM Advance, alongside all associated subsidised fees, will be funded from Investment Zone revenue grant. Any dividend income received from the equity investments will be applied to revenue reserves. All future loan interest income will be applied to revenue reserves.

Financial Consequences – Capital

Proposed equity investments from GM Advance, including subsidised valuation, will be funded from Investment Zone capital grant. Any sale of shares in the future will result in a capital receipt for the Authority. Any future income from the repayment of the loan will be applied to Capital reserves.

Number of attachments to the report

None.

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

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 Investment Funds 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. In June 2024, as part of GMCA's Investment Zone package, an allocation of £10m was made to establish a Revolving Investment Fund to directly invest in the Advanced Manufacturing and Materials sector, named GM Advance. This report includes recommendations for investment from this allocation.
- 1.1.3. Recommendations in this report follow on from:
 - an appraisal by the GM Investment Team; and
 - a review by an investment sub-group which includes independent, expert advisors.

2. Investments Recommended for Approval in Principle

2.1. GM Advance Recommendations

Sector: Advanced Manufacturing & Materials

- 2.1.1. The two applications below have now been assessed and are recommended for approval. Please also note the update on Neuwave Technologies Limited:
- 2.1.2. **Molygran & Co. Ltd (£395k)** - Molygran, established in Radcliffe, Bury over 42 years ago, currently employs 15 full-time employees (FTEs). The company specialises in manufacturing and supplying high-quality expanded polystyrene (EPS) and polyethylene foam products.

The Company is actively committed to the transition to net zero, being the only member of the British Plastics Association currently offering free recycling of EPS within the GM region (and one of only 20 across the UK).

They offer a range of solutions, including packaging, design and display, and construction products. Over the past 10 years, Molygran has consistently invested in infrastructure and equipment upgrades, GMCA funding will support the expansion of their manufacturing facilities, software and hardware upgrades, and working capital to support their hiring plans.

- 2.1.3. **THEIA Guidance Systems Ltd (£150k)** – Theia is a machine-learning start-up focused on providing portable aids to navigation for the partially-sighted and in complex environments (e.g. warehouses, car parks, smoke-filled rooms). It can be adapted to both robots and humans.

The business is looking to raise a £1m funding round to enable the business to recruit staff to develop market-ready prototypes and licensable software. The investment is contingent on relocation of the business from London to GM.

- 2.1.4. Further details regarding these 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.

2.2. GM Advance Micro-Equity Recommendations

Sector: Advanced Manufacturing & Materials

- 2.2.1. **NeuWave Technologies Limited (£50k)** - An update and variation on the terms of the investment into NeuWave is included in the accompanying Part B report to be considered in the confidential part of the agenda due to the commercially sensitive nature of the information.

2.3. Delegation

- 2.3.1. A delegation is sought to allow urgent recommendations for funding to be conditionally approved in the period between the GMCA's February and March 2025 meetings. It is proposed that authority be delegated to the Chief Executive Officer, GMCA & TfGM and the GMCA Treasurer in consultation with the Portfolio Lead for Investment and Resources to approve projects for funding and agree urgent variations to the terms of funding previously approved by the Combined Authority.

2.3.2. Any recommendations approved under the delegation will be subject to the usual due diligence processes and will be reported to the next available meeting of the GMCA.

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of the Local Government Act 1972.

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