

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 31st January, 2020

TIME: 11.30 am

VENUE: Guardsman Tony Downes House, Manchester Road, Droylsden, M43 6SF

AGENDA

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

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting.
- 4.A Minutes of the GMCA meeting held 7 January 2020 (attached)** 5 - 10
To consider the approval of the minute of the GMCA meeting held on 7 January 2020.
- 4.B Minutes of the Waste & Recycling Committee held on 16 January 2020 (attached)** 11 - 18
To note the minutes of the Waste & Recycling Committee held on 16 January 2020.
- 4.C Minutes of the Audit Committee held on 21 January 2020 (to follow)**
To note the minutes of the Audit Committee held on 21 January 2020.
- 4.D Minutes of the GM Transport Committee held on 17 January 2020 (to follow)**
To note the minutes of the GM Transport Committee held on 17 January 2020.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Please note that this meeting will be livestreamed via www.greatermanchester-ca.gov.uk, please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

4.E	Minutes of the GM Local Enterprise Partnership Board held on 21 January 2020 (to follow)	
	To note the minutes of the GM Local Enterprise Partnership Board held on 21 January 2020.	
5.A	Appointment of the Chair of the GM Local Enterprise Partnership Board (attached)	19 - 24
	Report of Cllr Richard Leese, GM Deputy Mayor & Portfolio Lead for Economy.	
5.B	GM Culture & Social impact Fund Committee - Appointment	
	To agree the appointment of Cllr Liz Patel to replace Cllr Jane Baugh (Trafford).	
6.	Mayoral General Budget & Precept Proposals (attached)	25 - 46
	Report of Andy Burnham, GM Mayor.	
7.	GM Digital Strategy Refresh (attached)	47 - 106
	Report of Cllr Elise Wilson, Portfolio Lead for Digital City Region.	
8.	Brexit Update & Economy Dashboard (attached)	107 - 116
	Report of Cllr Richard Leese, GM Deputy Mayor and Portfolio Lead for Economy.	
9.	Homelessness Update (attached)	117 - 122
	Report of Andy Burnham, GM Mayor.	
10.A	Climate Change & Transport (attached)	123 - 136
	Report of Andy Burnham, GM Mayor and Cllr Andrew Western, Portfolio Lead for Green City Region.	
10.B	GM Clean Air Plan Update (attached)	137 - 146
	Report of Cllr Andrew Western, Portfolio Lead for Green City Region.	
11.	GM Local Energy Market: Design Details (attached)	147 - 154
	Report of Cllr Andrew Western, Portfolio Lead for Green City Region.	
12.	Greater Manchester Integrated Health & Justice Strategy (attached)	155 - 204
	Report of Baroness Bev Hughes, Deputy Mayor for Policing & Crime and Jon Rouse, Chief Office, Health & Social Care Partnership.	
13.	Social Enterprise Investment Framework for the GM Investment Fund (attached)	205 - 212

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

14. Stockport Interchange Mixed Use Scheme Update Report (attached) 213 - 216

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

15. GM Housing Investment Loans Fund - Approvals (attached) 217 - 222

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

16. Exclusion of 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

17. GM Housing Investment Loans Fund Update (attached) 223 - 230

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

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk. Alternatively, contact the following
Governance & Scrutiny Officer: Governance and Scrutiny
✉ sylvia.welsh@greatermanchester-ca.gov.uk

This agenda was issued on 23 January 2020 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

Membership 2019/20

District	Member	Substitute Member
Bolton	David Greenhalgh (Con)	Martyn Cox Con)
Bury	David Jones (Lab)	Andrea Simpson (Lab)
Manchester	Richard Leese (Lab)	Sue Murphy (Lab)
Oldham	Sean Fielding (Lab)	Arooj Shah (Lab)
Rochdale	Allen Brett (Lab)	Sara Rowbotham (Lab)
Salford	Paul Dennett (Lab)	John Merry (Lab)
Stockport	Elise Wilson (Lab)	Tom McGee (Lab)
Tameside	Brenda Warrington (Lab)	Bill FairFoull (Lab)
Trafford	Andrew Western (Lab)	Catherine Hynes (Lab)
Wigan	David Molyneux (Lab)	Keith Cunliffe (Lab)

GMCA Meeting on 31 January 2020

Declaration of Councillors' interests in items appearing on the agenda

NAME: _____

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary

PLEASE NOTE SHOULD YOU HAVE A PERSONAL INTEREST THAT IS PREJUDICIAL IN AN ITEM ON THE AGENDA, YOU SHOULD LEAVE THE ROOM FOR THE DURATION OF THE DISCUSSION & THE VOTING THEREON.

QUICK GUIDE TO DECLARING INTERESTS AT GMCA MEETINGS

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

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

- Bodies to which you have been appointed by the GMCA
- 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:

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

If the answer to that question is 'No' – then that is the end of the matter. 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 PREJUDICIAL?

A personal interest becomes a prejudicial interest:

- where the well being, 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.
- 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**

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

TO NOTE:

- 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**

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

YOU MUST NOT:

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

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY
HELD TUESDAY, 7TH JANUARY 2020 AT BOARDROOM, CHURCHGATE HOUSE, OXFORD STREET,
MANCHESTER, M1 6EU**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Greater Manchester Deputy Mayor	Baroness Bev Hughes
Bolton	Councillor David Greenhalgh
Bury	Councillor David Jones
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OFFICERS IN ATTENDANCE:

GMCA – Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA - Treasurer	Steve Wilson
Bury	Geoff Little
Rochdale	Steve Rumbelow
Stockport	Kathryn Rees
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
GMCA	Simon Nokes
GMCA	Julie Connor
GMCA	Sylvia Welsh
GMCA	Phil Swan
TfGM	Steve Warrener

GMCA/1/20 APOLOGIES

RESOLVED/-

That apologies for absence were received and noted from Councillor Councillor Andrea Simpson (Bury), Councillors Sue Murphy and Bev Craig (Manchester), Councillor Janet Emsley & Sara Rowbotham (Rochdale), Councillor Tom McGee (Stockport), Councillor Leanne Feeley (Tameside) and Councillor Mark Aldred & Councillor Jenny Bullen (Wigan) and Tony Oakman

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

(Bolton), Joanne Roney (Manchester), Jim Taylor (Salford), Pam Smith (Stockport) and Steven Pleasant (Tameside).

GMCA/2/20 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

There were no Chairs announcements or items of urgent business

GMCA/3/20 DECLARATIONS OF INTEREST

There were no interests declared.

GMCA/4/20 MINUTES OF THE GMCA MEETING HELD ON 29 NOVEMBER 2019

RESOLVED/-

That the minutes of the GMCA meeting held on 29 November 2019 be approved as a correct record.

GMCA/5/20 TFGM EXECUTIVE BOARD - RECRUITMENT OUTCOMES

The GM Mayor introduced a report which provided an update on the recruitment process for the appointment of new Non-Executive Directors of Transport for Greater Manchester (TfGM) and confirming the outcome of the recruitment process, whereby two candidates were recommended for appointment.

RESOLVED

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

GMCA/6/20 APPOINTMENT OF INDEPENDENT MEMBERS OF THE AUDIT COMMITTEE

Councillor David Molyneux introduced a report which requested GMCA approval of the appointment of the two proposed individuals as independent members to the GMCA's Audit Committee.

RESOLVED/-

That the appointment of Mr Grenville Page and Ms Susan Webster, as Independent Members of the Audit Committee, be approved subject to completion of required pre-employment checks, with immediate effect.

GMCA/7/20 GM TRANSPORT COMMITTEE - APPOINTMENTS

RESOLVED/-

1. That the appointment of Councillor Shah Wasir to replace Councillor Liam O'Rourke (Rochdale) as a member of the Committee by the GM Mayor be noted.

2. That the appointment of Councillor Paul Prescott to replace Councillor Carl Sweeney (Wigan), as a substitute member of the Committee, be noted.

GMCA/8/20 GMCA ECONOMY, BUSINESS GROWTH & SKILLS OVERVIEW & SCRUTINY COMMITTEE

RESOLVED/-

That the appointment of Councillor John Walsh to replace Councillor Mudasir Dean (Bolton) be approved.

GMCA/9/20 GMCA CULTURAL & SOCIAL IMPACT FUND COMMITTEE/STATUTORY FUNCTIONS COMMITTEE

RESOLVED/-

That the appointment of Councillor Paul Prescott to replace Councillor Carl Sweeney (Wigan) be approved

GMCA/10/20 GREATER MANCHESTER LOCAL FULL FIBRE NETWORK PROGRAMME

Councillor Elise Wilson introduced a report which summarised the outcome of the tender process for the Greater Manchester Local Full Fibre Network (LFFN) programme.

Members were advised that a preferred provider had been identified for each GM Arc (North and South) to deliver the Public Sector Anchor Tenancy (PSAT) element of this programme following a PCR2015 compliant procurement process.

The report also confirmed partner capital investment and sought agreement on a simplified and consistent approach across all GM Local Authorities for the way in which digital infrastructure is delivered (see GM Prospectus at Appendix A of the report).

Members were reminded that investing in digital infrastructure was a key priority in the GM Digital Strategy as an important enabler for the delivery of GM Strategic priorities.

From a public perspective, the investment will enable GM to provide better services across the City region, connecting community libraries children's and early years centres, council buildings, transport facilities, underpinning the ambition to be a smarter City Region.

There was a strong social value component alongside investment in apprenticeships, digital skills, free broadband services to arrange of homeless hostels and shelters and professional support to help projects.

Members were assured that there had been a coordinated approach to discussions with GM Local Authorities with a view to minimising potential disruptions to transport and the impact on highways. A key element of the appraisal process focussed on a partner who could work alongside GM Local Authorities, with people at the heart of the process.

The GM Mayor thanked Councillor Wilson and the GM wider Digital Team for the work undertaken to meet Government timescales.

RESOLVED/-

1. That it be agreed to enter into a grant funding agreement with DCMS to secure the grant element from DCMS for the GM LFFN programme for up to £21.3M (this may be up to £1.7m lower to reflect Salford City Council moving to a Public Sector Building Upgrade model – para 2.6).
2. That the allocation of £835,000 from the DCMS LFFN grant, to Manchester City Council for the purposes of Public Sector Building Upgrade be approved.
3. That the allocation of £90,000 from the DCMS LFFN grant, to Salford City Council for the purposes of Public Sector Building Upgrade be approved.
4. That Manchester City Council and Salford City Council be commended to follow a Public Sector Buildings Upgrade model under a separate Grant Funding Agreement direct with DCMS.
5. That it be noted that the decision of the GMCA (1st March 2019) to select up to two providers under single supplier framework contracts was delegated to the GMCA Treasurer.
6. That it be noted that providers will be used by the GMCA, and also each participating Local Authority to enter into a contract in their own right for each locality, in accordance with the recommendations in the Tender Outcome Report (Part B report).
7. That it be agreed that the GMCA enter the Inter Authority Agreement (IAA) with Local Authority partners.
8. That the publication of the GM Prospectus be welcomed and agreed as the agreed basis for all Authorities to work consistently across GM for working with any provider looking to install fibre to minimise disruption to residents, minimise cost of installation and maximise private fibre investment. This prospectus will form an integral part of the IAA and is approved as the basis to work with the successful bidders.
9. That authority be delegated to the GMCA Monitoring Officer to review and complete all necessary legal documentation and award and enter into contracts.

GMCA/11/20 EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED/-

That, under section 100 (a)(4) of the local government act 1972 the press and public should be excluded from the meeting for the following item of business on the grounds that it 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/12/20 GREATER MANCHESTER LOCAL FULL FIBRE NETWORK PROGRAMME

Councillor Brenda Warrington left the meeting during the discussion of this item.

Councillor Elise Wilson introduced a report which set out the details of the financial and commercial aspects of the process.

RESOLVED/-

1. That the GMCA record its thanks to Councillor Elise Wilson and the GM Digital Team for the progress of work over the last 2 years.
2. That the recommendations in the report be approved, including the arrangements to enter into grant agreements with DCMS as detailed within the report.
3. That the DCMS grant funding distribution as detailed in the report be approved and that the decision to enter into grant agreements to allocate funding to the GM public sector partners for the anchor tenancy element of the GM LFFN programme be delegated to the GMCA Treasurer.
4. That the allocation from the DCMS LFFN grant, to the GMCA for connecting Fire & Rescue sites for the purposes of Anchor Tenancy across Greater Manchester be approved.
5. That the allocation from the DCMS LFFN grant to the GMCA for connecting Urban Traffic Management Control sites and TfGM assets for the purposes of Anchor Tenancy across Greater Manchester be approved.
6. That an increase to the GMCA capital programme of £19.7M, of which £7.1m was agreed by GMCA in March 2019, be approved, subject to final design to support investment in GMCA/TfGM UTMC assets and sites.
7. That an increase in the GMCA capital programme of £1.55M be approved to reflect the GMCA investment in GMFRS sites.
8. That it be noted that the GM led procurement has secured substantially improved value for money than originally anticipated in the GMCA report of 1st March 2019.
9. That Bolton, Bury, Wigan, Rochdale and Oldham Councils be commended to sign their respective contracts in the Northern Arc, in accordance with the recommendations in the Tender Outcome Report.
10. That Trafford and Stockport Councils be commended to sign their respective contracts in the Southern Arc, in accordance with the recommendations in the Tender Outcome Report.

11. That it be agreed that GMCA enters into contracts to connect F&RS and TfGM assets for both the Northern Arc and the Southern Arc, in accordance with the recommendations in the Tender Outcome Report.

MINUTES OF THE MEETING OF THE GREATER MANCHESTER WASTE AND RECYCLING COMMITTEE, HELD ON THURSDAY, 16TH JANUARY 2020, AT GREATER MANCHESTER COMBINED AUTHORITY, CHURCHGATE HOUSE, OXFORD STREET, MANCHESTER

PRESENT:

Councillor Adele Warren	Bolton
Councillor Alan Quinn	Bury
Councillor Yasmin Toor	Oldham
Councillor Susan Emmott	Rochdale
Councillor Tom Besford	Rochdale
Councillor Robin Garrido	Salford
Councillor David Lancaster	Salford
Councillor Helen Foster-Grime	Stockport
Councillor Roy Driver	Stockport
Councillor Alison Gwynne (Chair)	Tameside
Councillor Paul Lally	Trafford
Councillor Judith Lloyd	Trafford

OFFICERS IN ATTENDANCE:

David Taylor	GMCA – Executive Director, Waste & Resources
Lindsey Keech	GMCA – Waste & Resources
Paul Morgan	GMCA – Waste & Resources
Justin Lomax	GMCA – Waste & Resources
Michelle Whitfield	GMCA – Waste & Resources
Gwynne Williams	GMCA – Deputy Monitoring Officer
Joanne Nuttall	GMCA – Communications & Engagement
Tanya Edwards	GMCA – Communications & Engagement
Garry Parker	Tameside MBC
David Robinson	Salford CC
Helen Ashcroft	Trafford Council
Jo Oliver	Rochdale MBC
Kerry Bond	GMCA – Governance & Scrutiny

WRC 20/01

APOLOGIES

Apologies for absence were received and noted from Councillors Rabnawaz Akbar (Manchester), Shaukat Ali (Manchester) and Ateeque Ur-Rehman (Oldham).

WRC 20/02 URGENT BUSINESS

There are no items of urgent business reported.

WRC 20/03 DECLARATIONS OF INTEREST

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

WRC 20/04 MINUTES OF THE MEETING HELD ON 14 NOVEMBER 2019

The minutes of the previous meeting of the GM Waste & Recycling Committee, held on 14th November 2019 were submitted.

RESOLVED/-

That the Minutes of the previous meeting, held on 14th November 2019, be approved as a correct record, subject to the following amendments:

WRC 19/45 ASSET MANAGEMENT PLAN UPDATE

Resolved/-

That the Asset Management Plan Update be noted.

WRC 19/49 INTERIM SERVICES CONTRACT UPDATE

The Executive Director, Waste and Resources introduced a report which updated the Committee on the commercial considerations of the Budget and Levy Setting Process including *forecast outturn for 2019/20, process and indicative levy for 2020/21.*

WRC 20/05 WASTE & RECYCLING COMMITTEE WORK PROGRAMME 2019/20

The Executive Director of Waste and Resources, introduced a report which advised Members of those proposed items for consideration at future meetings of the Committee.

RESOLVED/-

That the contents of the Waste and Recycling Committee Work Programme be noted.

WRC 20/06**REGISTER OF GMCA KEY DECISIONS**

The Executive Director of Waste and Resources, introduced a report which summarised those key decisions on the GMCA Key Decision Register, in relation to waste and recycling matters.

RESOLVED/-

That the contents of the Register of Key Decisions, as set out in the report, be noted.

WRC 20/07**WASTE MANAGEMENT CONTRACT UPDATE**

The Head of Contract Services, Waste & Resources, introduced a report which provided Members with an overview of performance of the Waste and Resources Management Services (WRMS) and the Household Waste Recycling Centre Management Services (HWRCMS) contracts that commenced on 1st June 2019.

Updates were also received on:

- Key issues currently affecting the waste management services during this period.
- Performance reporting that usage verified data to the end of September 2019 (quarter 2 of the year, month 4 of the new contracts).
- Contract issues and developments, with details of how these have impacted contract performance.

Members noted the annual performance comparison data, which shows the overall position for comparison to the previous year, as set out in the table below:

Annual Performance Comparison (Year to date – April to September)	2019 / 2020	2018 / 2019
Total arisings	589,586.85	584,304.96
Recycling	277,822.05	276,873.44
Recycling Rate	47.12%	47.39%
Landfill disposal	48,741.66	60,186.93
Diversion Rate	91.73%	89.70%
HWRC performance		

Recycling Rate (Household Waste)	42.85%	43.89%
Diversion (Household Waste)	86.57%	71.49%
Diversion (Total Arising, including rubble)	89.16%	77.02%
Rejection of Kerbside Recycling Collections	274.58	526.30
MRF Contamination Rate (Commingled)	18.72%	17.91%

Offices clarified that under the new contract arrangements data displayed was for recycling only. Previously the data had included recycling and diversion figures.

Officers also advised that central Government had not yet confirmed the status of EU funding arrangements for education schemes going forward.

A Member requested that a site performance update be submitted to a future meeting.

RESOLVED/-

1. That the performance of the Waste and Resources Management Services and the Household Waste Recycling Centre Management Services Contracts, as set out in the report, be noted.
2. That a site performance update be submitted to a future meeting.

WRC 20/08 BUDGET AND LEVY 2020/21 AND MEDIUM TERM FINANCIAL PLAN TO 2023/24

The Head of Finance, Waste and Resources, introduced a report which provided an update on the budget and levy for 2020/21 and on the Medium Term Financial Plan (MTFP) for a further three year period to 2023/24. Those plans were to be delivered via:

- A total levy requirement for 2020/21 of £167.242m, representing a 4.2% average decrease over 2019/20. At a district level the levy changes range from -2.3% to -6.6%;
- The Medium Term Financial Plan then proposed levy charges of £164.982m in 2021/22, £168.296m in 2022/23 and £170.643m in 2023/24.

Officers clarified that forecast tonnage figures were provided by districts councils, with specific details to be provided by relevant district council colleagues.

RESOLVED/-

1. That the proposed revised budget for 2019/20 which was expected to be broadly in line with the approved budget after transfers from earmarked reserves, be noted;
2. That the proposed 2021/22 Trade Waste rate of £102.30 which allowed forward planning by Districts, be noted;
3. That the capital programme 2020/21 to 2023/24 as set out in Appendix A of the report, with the inclusion of consequential revenue effects in the budget and levy from 2020/21, be noted;
4. That the budget and levy for 2020/21 of £167.242m (4.2% decrease) and allocation to Districts based on latest estimates of tonnages, including street sweepings, be noted;
5. That the expected levy amounts of £164.982m, £168.296m and £170.643m in 2021/22, 2022/23 and 2023/24 respectively, be noted; and
6. That the risk position set out in the Balances Strategy and Reserves, be noted.

WRC 20/09 HOUSEHOLD WASTE RECYCLING CENTRE ACCESS RESTRICTIONS COMMUNICATIONS PLAN

The Head of Communications and Behaviour Change, Waste and Resources, introduced a report which provided an overview of the communications plan for the implementation of the Access Restrictions Policy at the Household Waste Recycling Centres that will come into effect in February 2020, highlighting:

- The purpose of the access restrictions
- The policies for traders and residents
- Automatic Number Plate recognition (ANPR), height and weight changes
- The Implementation and Communication Plans
- The operational Update, including recruitment and training

Members were advised that a working group has been established, with representatives from Suez and district councils to monitor the and evaluate the effectiveness of the number plate recognition scheme with a view to working with district Councils to mitigate any negative impact on residents. The Committee would be kept apprised of any issues. Members were also advised that traders visits would also be monitored and shared with District Councils and

the GMCA. Districts would be responsible for implementing enforcement and issuing fixed penalty notices and/or court orders to any trader abusing the facilities.

In response to concerns regarding the potential increase in fly-tipping, members were reminded that fly tipping would be managed by districts councils, who have access to the use the flycapture database, with regular updates to be provided to the committee following consultation with district councils.

Members were advised that following discussions with the GM Information Governance Department, all systems are General Data Protection Regulation (GDPR) compliant.

RESOLVED/-

1. That the Household Waste Recycling Centre Access Restrictions Communications Plan, as set out in the report, be noted.
2. That updates on the schemes effectiveness and performance be submitted to a future meeting of the Committee.

WRC 20/10 BIOWASTE TREATMENT CAPACITY PROCUREMENT

The Head of Commercial Services, Waste and Resources, introduced a report which provided details of the procurement of replacement Package B biowaste call-off contracts lasting two years each, and detailed the indicative procurement timetable as set out in the table below:

Activity	Commencement	Completion
Approval to commence procurement	January 2020	January 2020
Preparation of documents	February 2020	Mid-March 2020
Engagement with framework contractors	February 2020	February 2020
Open The Chest and invite bidders	Mid-March 2020	Mid-April 2020
Submission of call-off responses		
Evaluation of call-off response	End-April 2020	
Award of call-offs	Early May 2020	
Service commencement	June 2020	May 2022

RESOLVED/-

To note the report and endorse the procurement approach as set out in sections 2 and 3 of the report.

WRC 20/11 BREXIT PREPAREDNESS

The Head of Commercial Services, Waste and Resources, introduced a report and gave a presentation which provided Members with an update on the potential risks associated with leaving the EU with all rights and reciprocal arrangements with the EU ending (a “no deal” or “hard” Brexit); and the measures taken to address these risks should they materialise.

RESOLVED/-

That the work undertaken to date to plan for the management and mitigation of any risks impacts from a hard Brexit, be noted.

WRC 20/12 PROGRAMME OF FUTURE MEETINGS

RESOLVED/-

The following future meeting dates for the Committee be noted:-

Thursday 12 March 2020, 2.00 pm

WRC 20/13 EXCLUSION OF PRESS AND PUBLIC

RESOLVED/-

That, under section 100 (A)(4) of the Local Government Act 1972, member of the press and public should be excluded from the meeting for the following items of business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraphs 3 & 5, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

WRC 20/14 CONTRACTS UPDATE

The Head of Contract Services, Waste & Resources, provided a report which updated the Committee on performance and commercial issues relating to the new Waste and Resources and Household Waste Recycling Centre Management Services Contracts that commenced on 1st June 2019.

RESOLVED/-

That the performance details as set out in the report, be noted.

WRC 20/15

BUDGET AND LEVY 2019/20 AND MEDIUM TERM FINANCIAL PLAN TO 2023/4 - COMMERCIAL CONSIDERATIONS

The Head of Finance, Waste and Resources introduced a report which detailed the commercial considerations in respect of 2019/20 and beyond budget and levy prospects, including the remaining budget issues to be finalised from the completion of the Run Off Contract, and other key budget assumptions.

RESOLVED/-

That the budget assumptions for 2020/21 and the associated critical judgements in relation to the Medium Term Financial Plan be endorsed.

WRC 20/16 BIOWASTE TREATMENT CAPACITY PERFORMANCE

The Head of Commercial Services, Waste and Resources, introduced a report which provided details of the procurement of replacement Package B biowaste call-off contracts lasting two years each.

RESOLVED/-

That the commencement of the procurement of 'Package B' biowaste call-off contracts and that authority be delegated to the Executive Director, Waste and Resources in consultation with the Chair of the Waste and Recycling Committee to award the decision.

MINUTES OF THE GREATER MANCHESTER TRANSPORT COMMITTEE HELD ON FRIDAY 17 JANUARY 2020 AT THE FRIENDS MEETING HOUSE

PRESENT:

Councillor Mark Aldred (in the Chair)	Wigan Council
Councillor Stuart Haslam	Bolton Council
Councillor Beth Mortenson	Bury Council
Councillor Roy Walker	Bury Council
Councillor Sean Fielding	GMCA
Councillor John Leech	Manchester City Council
Councillor Dzidra Noor	Manchester City Council
Councillor Angeliki Stogia	Manchester City Council
Councillor Mohon Ali	Oldham Council
Councillor Shah Wazir	Rochdale Council
Councillor Phil Burke	Rochdale Council
Councillor Roger Jones	Salford City Council
Councillor Angie Clark	Stockport MBC
Councillor David Mellor	Stockport MBC
Councillor Peter Robinson	Tameside Council
Councillor Doreen Dickinson	Tameside Council
Councillor Warren Bray	Tameside Council
Councillor James Wright	Trafford Council
Councillor Nathan Evans	Trafford Council

OFFICERS IN ATTENDANCE:

Eamonn Boylan	Chief Executive GMCA & TfGM
Bob Morris	Chief Operating Officer, TfGM
Alison Chew	Interim Head of Bus Services, TfGM
Caroline Whittam	Head of Rail Franchising, TfGM
Alex Cropper	Head of Operations
Nick Roberts	Head of Services & Commercial Development, TfGM
Chris Boardman	GM Cycling and Walking Commissioner
Richard Nickson	Cycling & Walking Programme Director, TfGM
Gwynne Williams	Deputy Monitoring Officer, GMCA
Nicola Ward	Governance Officer, GMCA

GMTC 01/20 APOLOGIES

Resolved /-

That apologies were received and noted from Councillor Steve Adshead, Councillor Joanne Marshall and Councillor Howard Sykes.

GMTC 02/20 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Resolved /-

1. Recent Death of Councillor Guy Harkin

That it be noted that the Members of the GM Transport Committee held a minutes silence to express their condolences to the family of Councillor Guy Harkin, a passionate and active Member of the previous Transport for Greater Manchester Committee who had recently passed away.

2. New Member

That it be noted that Councillor Shah Wazir had been appointed by the GM Mayor to replace Councillor Liam O'Rourke on the GM Transport Committee.

GMTC 03/20 DECLARATIONS OF INTEREST

Resolved /-

That Councillor Phil Burke declared a personal interest in relation to item 6 (Performance Report) as an employee of Metrolink.

GMTC 04/20 MINUTES

Resolved /-

1. That the minutes of the meeting held on 8 November 2019 be approved as a correct record.
2. That in relation to minute GM 58/19 it was confirmed that GMP had established their new Transport Unit which had already been noticeably visible on Metrolink.

GMTC 05/20 TRANSPORT COMMITTEE DRAFT WORK PROGRAMME

Gwynne Williams, Deputy Monitoring Officer for the GMCA took Members through the latest version of the GM Transport Committee Work Programme.

Members were advised that a report on Taxi Licensing Standards would be considered in due course, any urgent comments should be fed directly to their Local Authority as the responsible organisation.

Resolved /-

That the work programme for the GM Transport Committee be noted.

GMTC 06/20 TRANSPORT NETWORK PERFORMANCE

Alex Cropper, Head of Operations TfGM introduced the latest Network Performance report which covered the performance of all modes during November 2019. The report highlighted increased delays on the highway network of 2% above the term time average partly attributed to the seasonal impacts of poor weather, shorter days and city centre events. Metrolink performance was positive across the period, however there was a reported knife incident at the Abraham Moss stop, which the Police were proactively addressing. November was a poor month for rail performance, with declines in both punctuality and reliability measures.

Two key successes for the month had been the highest recorded level of patronage for the Leigh Guided Busway and the successful trial of the shuttle bus service at Manchester United football matches.

A Member thanked TfGM for their support in dealing with antisocial behaviour on the Metrolink Rochdale line, however he reported increased levels of antisocial behaviour from homeless people on trams especially in the Oldham and Manchester area. Furthermore, there had been incidents of fare evasion and aggressive begging, all of which needed to be addressed.

A Member also reported incidents of drug dealing at the Abraham Moss Metrolink Station, and issues with the help point and intercom.

Members discussed the impact of changing football match kick off times to the transport network, and whether there was any action that TfGM could take to mitigate last minute changes. Officers reported that recently a proposed 6pm kick off had been altered due to their objection.

Members expressed their concerns in relation to the further decline of rail services, especially in relation to cancelled, delayed and short formed trains leaving people stranded at stations, and highlighted Ryder Brow, Gorton and Moston as areas experiencing significant issues. Further to this, Members sought assurance that the removal of the pacer trains planned for early 2020 would not have a further negative impact on Northern services.

In relation to the new Metrolink line to Trafford Park, Members expressed the need for the new stations near Old Trafford to have significant health and safety measures to manage the peak times with football visitors. Officers confirmed that lessons learnt from the Ethiad stop had been implemented and measures agreed in conjunction with Trafford Council.

Members were pleased to hear about the continued success of the Guided Busway in Leigh, which was recording patronage levels of over 70,000 passengers per week. The scale of the impact on the public transport network was immense, and its success had to be attributed to high standards of service that should be replicated elsewhere across the network. Members further noted that approximately 25% of those passengers using the Guided Busway had previously been car drivers.

Members reported some challenges for older people in accessing a place to pick up their rail concessionary passes due to a lack of clarity as to the meaning of a 'pay point shop' and asked for communications to be made clearer, and access for collecting passes to be improved.

Resolved /-

1. That the Transport Network Performance Report be noted.
2. That TfGM would review the working status of the help point and intercom at the Abraham Moss Metrolink Station, and report back directly to Cllr Hassan.

GMTC 07/20 RAIL PERFORMANCE REPORT

Bob Morris, Chief Operating Officer TfGM took Members through a report which provided a summary of rail network performance across Greater Manchester over the period from 21 July – 7 December 2019. He reported that performance had continued to decline over this period, and the introduction of the new timetables had not sustained improved resilience or train reliability. Train Operators had reported issues with rolling stock, crew levels and training schedules, all of which had further negative impact on train performance.

Chris Jackson, Regional Director for Northern Rail described unprecedented levels of change for the company, but he could now report that training for drivers and conductors on the new trains was 2/3 complete, and after 18 months of negotiations with the unions, Sunday services would soon be reinstated. Throughout 2019 there had been many issues to contend with, including delays to the production of new trains, late delivery of proposed infrastructure, delays to electrification of the lines, and congestion across the city, all of which added to the challenge faced by Northern Rail. Throughout 2019 there were 59 Pacer trains removed, and 62 new trains introduced. By March 2020 there would be additional electric/diesel trains on the network to further help to improve the service. Other improvements had included investment to the Wigan Springs Branch and a new shed at Newton Heath. With respect to the December timetable changes, Northern reported improved capacity on the Bolton corridor specifically, and further stabilisation of performance had been evident since the beginning of 2020.

Kathryn O'Brien, Customer Experience Director for Transpennine Express confirmed that their performance had been unacceptable and had been a result of a number of factors including the concurrent introduction of three fleets of new trains as a result of manufacturing delays. This had resulted in significant impact to the availability of drivers due to the requirement for their additional training. Transpennine Express had taken a number of measures to try to counteract this impact, including the introduction of additional diesel trains, prioritising local over some cross country services and providing a compensation scheme for season ticket holders. They reported further new trains would be introduced by May 2020, which was hoped to relieve over-crowding, improve availability and restore customer trust.

Daniel Coles, Network Rail reported high levels of collaboration across all train operators to support the current and planned introduction of new trains and the required infrastructure improvements. However, 2019 had been plagued with extreme weather, both high temperatures, and significantly low temperatures, all of which had had an unprecedented impact on train services. He reported that there had been significant infrastructure improvements undertaken over the Christmas period, including further studies on Platform 13&14 at Manchester Piccadilly to better understand the issues and how to improve the capacity of these platforms. Network Rail fully recognised the importance of small scale improvements for stations or infrastructure having

significant long term gains for passengers.

The Committee impressed the need for train operators to fully understand the impact of their poor performance on people's lives, and shared experiences of residents who had missed appointments, interviews and being awarded contracts all because of train delays. They urged that in addition to the impact on individual lives and businesses that the impact on the GM economy was also recognised.

A Member welcomed the re-introduction of Sunday Services and urged that consideration to services along the Rose Hill line be noted. She further reported particular infrastructure issues with Romiley Train Station due to rain water leakage. Northern reported that additional trains were planned for the Rose Hill line during 2020, and offered to investigate the reported maintenance concerns.

Members reported capacity issues with Transpennine Express services from Greater Manchester to Scotland, often attributed to overhead line problems. Transpennine Express reported that this was a hotspot area often affected by high winds, and work was currently underway to investigate the quality of the steel and if possible find improved solutions. Network Rail added that to improve services to Scotland, improvements to Piccadilly were vital and in support of this a further report on the potential for a platform 15&16 had been prepared for Government in September 2019 and was now awaiting comment.

A member reported that recent station access improvement works undertaken by Northern Rail at Hale Station were unfinished and ugly. Northern Rail offered to review this.

In response to information in the report regarding a 30% increase in staff sickness for Northern over the last period, Members felt that this was disproportionate and needed further explanation.

Members commented that having pacer trains on the network would be better than not enough capacity. In response to comments from Members, Northern agreed to consider whether to keep some pacer trains on over the transition period to minimise the disruption to passengers.

The Committee felt that the impact to driver training as a result of the delayed arrival of new trains was not acceptable as they had been anticipated for a long time. Transpennine Express explained that this impact was inevitable as there was a need for physical access to these trains in order to complete the 20 days of training required per person. Northern Rail added that they too had been required to undertake 11,000 training days over a 9 month period which was beyond the volume that would ever be planned, however only 1/3 of the programme now remained. The Chair added that at every stage of the introduction of new trains there had been delays, and this had compounded the impact on GM residents.

Members urged for the train operators to take some responsibility for the effect on passengers and that passing the blame was unacceptable. All operators acknowledged their responsibility, and reported that the manufacturers had also been held accountable by the Train Minister for the impact of these delays. To mitigate the detriment to passenger relations, all operators had also introduced a compensation scheme for season ticket holders. In addition the 'delay-repay' scheme allowed people who had to buy an alternative ticket as a result of a delay to be compensated.

Members of the Committee spoke on behalf of residents who had reported their experience of

faceless, unsympathetic operators who had introduced fares yet brought about no improvements. They questioned as to whether operators were also facing financial penalties for their poor performance, and were informed that there was a well-established penalty regime (Schedule 8) for service cancellations.

Members expressed their anticipation for improvements following the re-introduction of Sunday services, these would begin on the 26 January 2020.

A Member reported specific issues in relation to the aesthetic appearance of the station at Flowery Field and urged Network Rail to review the location of CCTV cameras to ensure they covered the ticket machines.

In respect of joint ticketing, Members urged that operators look to how they could improve passenger experience through tickets that are transferrable, both within rail and bus services.

Members reported serious concerns regarding the lack of investment in Stockport Train Station which was a hub for high numbers of services, and with some improved capacity could have a significant impact on the wider network. Northern Rail and TfGM both reported that the potential for Stockport Train Station was moving up the political agenda and work was already underway to look at how investment into Stockport could further improve capacity for Piccadilly.

Resolved /-

1. That the Rail Performance Report be noted.
2. That it be noted that following detailed conversations with the unions, from 26 January, Northern would be re-instating their Sunday services timetable.
3. That it be noted that Northern would review the water leakage problems at Romiley Train Station, and report back directly to Cllr Clark.
4. That it be noted that Northern would review the finish of the recent platform access improvements at Hale Station and report back directly to Cllr Evans.
5. That it be noted that Northern would discuss the delays to their new train introduction programme with the Chair in further detail after the meeting.
6. That it be noted that all train operators would forward details of their compensation schemes to Members of the GM Transport Committee.
7. That it be noted that Network Rail would review the status of the foliage and location of the CCTV cameras at Flowery Field Train Station and respond directly to Cllr Robinson.
8. That thanks be noted to Mark Angelucci, TfGM for all his work to support Friends of Stations across GM.

GMTC 08/20 BUS PERFORMANCE REPORT

Alison Chew, Interim Head of Bus Services introduced a report which informed Members of the

performance of the bus network across GM during the period from December 2018 to November 2019. It detailed an overall decline in punctuality, however this was still above the national average. The subsidised network reported only 0.6% lost mileage and an upward trend in passenger satisfaction.

In relation to shared ticketing across operators, a Member raised concern that tickets for services 98 and 71 were no longer transferable across Diamond and Go North West. Officers confirmed that his arrangement ended at the end of 2019 and were no longer interoperable, however System 1 products still allowed for travel across these operators.

A Member asked whether the passenger satisfaction levels included in the report could be broken down to commercial and subsidised services. Officers offered to look at how this, and the impact made from previous decisions for the network could be reported to Members in a way that drew out comparative data.

Members questioned whether the cost per person of the Our Pass scheme had been reviewed, and also whether there had been measures established to determine the success of the scheme. Officers reported that the take up of the scheme had been deemed a success, and within forecasted number, and that further metric information would be brought back for consideration by the Committee.

A Member reported specific issues in complaining to First, as a number of residents had received an acknowledgment to their complaint but then no response. First offered to look into the issues raised and report back.

Thanks were expressed to Brandon Jones, Head of External Relations at First for his work to improve services to Littleborough.

Resolved /-

1. That the Bus Performance Report be noted.
2. That TfGM review the format of the report to include comparative statistics from previous reports to evidence the impact of those decisions taken.
3. That a further report on the outcomes of the initial phase of the Our Pass scheme be brought back to the Transport Committee.
4. That it be noted that First would review comments made in relation to their complaints process and report back directly to Cllr Fielding.

GMTC 09/20 FORTHCOMING CHANGES TO THE BUS NETWORK

Nick Roberts, Head of Services & Commercial Development TfGM introduced a report that informed Members of the changes that had taken place to the bus network since the last meeting of the Committee, and any proposed consequential action to be taken by TfGM.

In relation to service 150, a Member reported that whilst works were being undertaken on the A57, operators were planning to cancel the route between Hyde and the Trafford Centre.

Assurances were given from Stagecoach that once the works were completed, this service would be reinstated, and during the works, 9 additional vehicles would be in operation on other affected routes to mitigate the impact on passengers. The Chair added that TfGM had been asked to review all service changes as a result of roadworks over the past 12 months to check that they had now been restored.

Members were concerned about the impact of the proposed withdrawal of service X41 to the residents of Ramsbottom. Transdev reported that the diversion of the X41 service to Ramsbottom began in April 2018, however, the service had not reached the required capacity to date, with an average of only 75 passengers per week. Alternatives had been provided for the remainder of the route, and residents from Ramsbottom could also use the Metrolink as an alternative.

In response to the planned withdrawal of service 130, Members of the Committee felt this was extremely disappointing and would have a significant impact on a number of communities. It was confirmed that the removal of the GM element of the route was a commercial decision as a result of a financial loss for the last couple of years. Arriva confirmed that they had introduced a series of measures to try and increase patronage, but to no avail. Members urged that options for this route were considered again, as the removal would significantly impact residents attending Macclesfield Hospital, particularly for breast screening appointments as the unit at Stepping Hill Hospital had been closed. Furthermore, there were now no evening services between Manchester and Cheadle.

A Member asked that when looking at the integration of the public transport network, that links to Metrolink were also considered when determining bus routes or changes as per the 130 service. In addition, information should be made available to Members as to how the frequency of a service had been impacted over time, i.e. reduced from 10 minute frequency to 20 minute frequency, but now proposing reduction to 30 minute frequency.

In relation to bus franchising, Members queried as to whether decisions in relation to service subsidies would be put on hold. Officers confirmed that a decision had been taken regarding the proposed future approach to bus services, however through this process flexibility would be required to ensure that commercial decisions could still be taken and supported by the wider network.

A Member reported concerns in relation to the consultation on service 403, as the Crompton ward had a large proportion of elderly residents. The suggestion of service 53 as an alternative was not suitable and further local consideration was required.

Oldham councillors had reported concerns regarding proposals to services 353 and 407 and felt that Local Link as an alternative was not sufficient as there would be many un-served areas, particularly the communities within Delph and Uppermill. Members urged that consideration was given to the terrain within these areas, and that 400m to the nearest bus stop was quite significant if up a steep hill. Furthermore, the planned timetable for the 356 service was not compatible with train services at Greenfield Station.

Resolved /-

1. That the changes to the commercial network and the proposals not to replace the de-registered commercial services as set out in Annex A be noted.

2. That action in respect of changes or de-registered commercial services as set out in Annex A be agreed.
3. That TfGM update Cllr Mortenson on any future options considered for the X41 service.
4. That TfGM review proposals for Service 130 within GM and report back directly to Cllrs Meller, Stogia and Clark.
5. That the proposed action is taken in respect of changes or de-registered commercial services as set out in Annex B subject to panel approval be agreed.
6. That the proposed changes to general subsidised services set out in Annex C be approved.
7. That TfGM review the proposals for Service 403, and report back directly to Cllr Sykes.
8. That TfGM discuss the proposals for Services 353 and 407 with the relevant Oldham Councillors.
9. That TfGM review the 356 timetable to ensure it fits will the Greenfield Train Station timetable.

GMTC 10/20 TRANSPORT AND CLIMATE CHANGE

Simon Warburton, Transport Strategy Director TfGM introduced a report which offered some scene setting for Members regarding the scale of the transport related actions that GM needed and take and influence to meet its ambition to be a carbon neutral city region by 2038. The report highlighted some of the key actions within GM's Five Year Environment Plan, including a significant transport modal shift, a majority of clean engine types and wider investment in public transport and active travel. However, GM were dependent on funding and support from Government in order to accelerate this provision and meet the challenge.

Members raised their concern that the Highways Agency were still not held accountable for their part in the clean air proposals for Greater Manchester, and urged for officers to continue to lobby Government to hold them to account. Officers reported that this had been high on their agenda throughout 2019, and there were plans to continue to lobby Government on a broader based climate change matters that went above and beyond the Clean Air requirements.

Members felt that this was an honest and helpful report as to the current status of carbon neutrality across GM, and impressed the need for urgent investment into the public transport network to encourage a stepped change in the culture of how we travel around the city region. In relation to this, Members urged for parallel work to be undertaken in the energy and building sectors to transform GMs carbon footprint. Officers agreed that transport alone could not meet the target for carbon neutrality, and therefore the Green City Partnership was key to its success.

With regards to the 2040 Delivery Plan, Members of the Committee asked for it to be reviewed in its entirety, as it was felt that the recommendations were not transformative enough, nor had there been significant evidence of action on the ground. In support of this, the spending review asks needed to be very robust as without confirmation of a Clean Air Fund, the support of Government remained uncertain.

Members questioned which roads comprised the Strategic Road Network, officers agreed to circulate further information on this.

In respect of electric vehicle charging points, Members asked for further information on current plans. Officers confirmed that there were currently 160 locations with dual headed points, however proposals within the Clean Air Plan include doubling the provision by 2025, which would be further supported by other EV charging networks.

Resolved /-

1. That the report be noted, in particular the scale of the challenge to reduce carbon emissions from transport for GM to meet its ambition to be a carbon neutral city-region by 2038.
2. That a future report as to how TfGM are moving forward on the climate change agenda be brought back to the Transport Committee.
3. That TfGM circulate further information as to which roads are included within the 'Strategic Road Network' with Members.

GMTC 11/20 STREETS FOR ALL AND MADE TO MOVE PROGRESS UPDATE

Nicola Kane Head of Strategic Planning, Insight and Innovation and Jonathan Marsh, Strategic Planning Manager TfGM introduced a report which provided an update on Greater Manchester's 'Streets for All', designed to tackle a range of issues through one single strategic approach. The culmination of 18 months' work with Local Authorities would be realised in the Streets for All strategic document which was planned to include a set of shared standards. This would be published in summer 2020.

Chris Boardman, GM Cycling and Walking Commissioner and Richard Nickson, Programme Director for Cycling & Walking TfGM, updated Members on the delivery to date of the 'Made to Move' report recommendations. The plans included 1,200m of network to be delivered in the next ten years in order to change the behaviour of residents, where currently 30% of their car journeys were less than 1km and 80% are less than 5km. The GMCA recognised that the urgency for delivery was significant and Leaders had asked for annual action plans to ensure the pace of delivery was maintained, with all Local Authorities having signed up to apply a shared set of standards to all developments within their boroughs.

A third of the network had already been designed, including 6 tranches of schemes being approved and now at varying stages of implementation. The delivery of the final stages of a Cycling and Walking paper for Government was due before the end of January 2020, which would demonstrate GM's strong case for future investment and the potential for delivery at speed.

In support of these ambitions, TfGM were reviewing their training programme to those who delivered cycling and walking schemes in order to speed up the process for delivery and further support the ambitions of the 2040 strategy to reach 1 million cycling or walking journeys per day.

Members commented that delivery on the ground was key as resident expectations for the cycling and walking network were high, and to enable this delivery, the ask of Government needed to be

strong.

In respect of a pipeline of potential further projects, officers confirmed that there were a number of schemes in the pipeline awaiting funding opportunities.

Members were disappointed to see that the road traffic incidents numbers had not reduced as significantly as anticipated, however were assured that a future strategy in partnership with Greater Manchester Police would give more traction to the issue.

Officers highlighted that by 2032 there would be 1 million children in Greater Manchester who deserved a network that ensured they could access other parts of GM safely and efficiently.

In relation to the proposal for a new bike hire scheme, Members asked whether there was a predicted modal shift in people wanting to cycle. Officers confirmed that they had reviewed 22 schemes from across the world, and lessons had been learnt from Mo-bike scheme to ensure that the design of any new scheme would be attractive to people across GM. Furthermore the potential for advertising revenue from such a scheme was being considered.

Resolved /-

1. That the report be noted, in particular the update on Greater Manchester's "Streets for All" approach; and progress in delivering the Cycling and Walking Commissioner's "Made to Move" report recommendations.
2. That a future report on the commercial operation models for Made to Move be brought back to the Transport Committee.

GMTC 12/20 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.

GMTC 13/20 BUS ANNUAL PERFORMANCE REPORT - PART B

Resolved/

That the report be noted.

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Date: 31st January
Subject: Recruitment of the Chair of the GM Local Enterprise Partnership Board
Report of: Cllr Richard Leese, Deputy Mayor and Portfolio Lead for Economy

PURPOSE OF REPORT

This report sets out the results of the recent recruitment campaign for a new Chair of GM Local Enterprise Partnership (LEP) with a proposal from the LEP Board that Mo Isap and Lou Cordwell be appointed as Co-Chairs.

RECOMMENDATIONS

The GMCA is requested to:

- i. Consider the report and any provide feedback.
- ii. Approve the appointment of Mo Isap and Lou Cordwell be appointed as Co-Chairs of the GM LEP Board.

CONTACT OFFICERS:

David Rogerson, Principal – Strategy and Policy
david.rogerson@greatermanchester-ca.gov.uk

Risk Management – N/A

Legal Considerations – N/A

Financial Consequences – Revenue – N/A

Financial Consequences – Capital – N/A

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Cttee	Overview & Scrutiny Committee	
N/A		

1. INTRODUCTION

- 1.1 The GM LEP sits at the heart of Greater Manchester's governance arrangements, offering private sector insight, guidance and challenge to the development of GM's strategic agenda in partnership with the GMCA.
- 1.2 The role of LEP Chair is crucial to the success of this approach by providing leadership and strategic direction to the Board and harnessing the knowledge, insight and experience of LEP members in delivering GM's ambitions.
- 1.3 The current Chair was appointed in 2011 with the LEP Board approving his continuation in this role as part of the regular Board membership reviews with the last such review having taken place in Spring 2019.
- 1.4 However, the Chair's term of office comes to an end at the end of the 2019/20 requiring a new Chair to be appointed by March 2020. This report sets out the results of the recruitment campaign to find a new chair and the recommendation from the LEP Board on the final appointment.

2. CHAIR RECRUITMENT

- 2.1 In line with national guidance set out in the 2018 LEP Review, and advice received from Government officials, an open recruitment was launched in September 2019 in line with the approach taken previously when recruiting new private sector LEP members.
- 3.1 Recruitment was open to new candidates along with existing Board members and included adverts in the local and national press outlining the Chair role and person specification (this is attached at Appendix A).
- 3.2 The recruitment campaign was highlighted on both the GMCA and LEP websites along with publication on www.nonexecutivedirectors.com (a leading site for non-executive and trustee roles with over 35,000 registered members bringing global reach across all sectors and industries).
- 3.3 Similarly, the campaign sought to boost the number of eligible women applying through advertising through a dedicated women directors' network (www.womendirectors.com).
- 3.4 Following the initial sift of candidate and matching against the agreed criteria, two candidates were identified to go through to the final Interview Panel – Lou Cordwell and Mo Isap. The Panel's role is to recommend a Chair be appointed to the LEP prior to confirmation by the GMCA.

- 3.5 The Panel consisted Sir Richard Leese as Deputy Mayor for Business and the Economy along with Amanda Halford representing the LEP Board and Clive Memmott of the GM Chamber of Commerce for the wider GM business community
- 3.6 Following a successful interview, and given that both candidates are existing LEP Board members, the Panel is proposing to retain their combined knowledge, insight and experience by appointing them as Co-Chairs of the LEP Board.
- 3.7 Working together, the prospective Co-Chairs are committed to taking on this challenge and making a real difference to the region alongside LEP Board members and the wider business community.
- 3.8 By reflecting Greater Manchester's commitment to inclusive growth, the LEP can ensure the private sector can play its part in driving growth and ensuring all our residents can enjoy the benefits of that growth.

4. RECOMMENDATIONS

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

Appendix A
Greater Manchester Local Enterprise Partnership
Specification for Chair

Role:

- to provide leadership and strategic direction to the LEP and to build the LEP Board, harnessing the skills, expertise and experience of LEP members
- to chair LEP meetings
- to ensure that LEP activities support and add value to the city region's strategic economic priorities and that these reflect the current and future needs of the GM economy
- to attend all LEP meetings, LEP related events and other events as appropriate
- to act as the LEP's spokesperson in its dealings with the media
- to negotiate with and influence senior local and national political and business figures
- to ensure that the LEP complies with the Nolan Principles of standards in public life

Person Specification

- have a strong commitment to, and understanding of, the city region and in particular the drivers of and challenges faced by the Greater Manchester economy
- have substantial business skills and experience gained at a senior level and be a credible individual with the stature to lead and influence
- have substantial experience of chairing groups or boards of senior executives, of providing leadership and of inspiring and motivating colleagues and stakeholders
- be independently minded – providing detachment and clarity in the development of strategy and the identification of opportunities
- have the ability to set strategic direction and to quickly understand and analyse and distil complex issues into coherent and practical actions
- have strong interpersonal and communication skills, be articulate and passionate, have an ability to influence and network, to deal with media attention and to represent the LEP and its actions
- have experience of providing leadership in a partnership environment and have a strong commitment to collaborative and partnership working, including with the public sector
- have a genuine interest and understanding of the challenges facing the business community
- have a total commitment to equality of opportunity and diversity, including an understanding of the barriers and challenges faced by economically or socially excluded groups

Date: 31 January 2020
Subject: Mayoral General Budget and Precept Proposals
Report of: Andy Burnham, Mayor of Greater Manchester

PURPOSE OF REPORT

To set out my proposals for the Mayoral General Budget and precept for 2020-21 for consideration by the members of the GMCA.

Unique amongst Mayoral Combined Authorities, the proposals being made continue to include a significant element for the Fire Service which had previously fallen to the GM Fire and Rescue Authority to determine.

RECOMMENDATIONS:

The GMCA is recommended to:

1. To consider my proposal to set an overall Mayoral General Precept of £90.95 (Band D) comprising of £66.20 for functions previously covered by the Fire and Rescue Authority precept and £24.75 for other Mayoral General functions;
2. To note that the proposal for the Mayoral General Precept for 2020/21 is part of a multi-year strategy for setting the Mayoral precept baseline which will be adjusted in future years as further Mayoral functions are covered by the funding raised;
3. To note, and comment on:
 - i. the overall budget proposed for the Fire and Rescue Service, noting that I am proposing to defer a number of operational changes in relation to Programme for Change
 - 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 2021 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
4. To note and comment on the detailed budget proposals for other Mayoral functions;
 5. To agree my proposal to allow £0.5 million of Earnback grant to be used to support GMCA costs relating to bus related activity, including bus reform;
 6. Note that if I decide to introduce bus franchising a further report will be brought to GMCA to increase the statutory charge by £17.8 million for the year 2020/21.
 7. To note and comment on the use of reserves as set out in section 3 of the report;
 8. 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
 9. To note that at its meeting on 14 February there will be a revised budget submitted, consistent with the precept proposals, to reflect final tax base and collection fund calculations and the final Revenue Support Grant settlement.

CONTACT OFFICERS:

Name: Steve Wilson, Treasurer to GMCA
Telephone: 0161 778 7004
E-Mail: steve.wilson@greatermanchester-ca.gov.uk

Name: Amanda Fox, Group Finance Lead (AGMA/GMCA)
Telephone: 0161 778 7004
E-Mail: amanda.fox@greatermanchester-ca.gov.uk

Name: Andrea Heffernan, Director of Corporate Support (GMFRS)
Telephone: 0161 736 5866
E-Mail: andrea.heffernan@manchesterfire.gov.uk

Equalities Implications: N/A

Climate Change Impact Assessment and Mitigation Measures: N/A

Risk Management – An assessment of the potential budget risks faced by the authority are carried out quarterly as part of the monitoring process. Specific risks and considerations for the budget 2020/21 insofar as they relate to the Fire Service are detailed in Appendix 2.

Legal Considerations – See Appendix 1 of the report.

Financial Consequences – Revenue – The report sets out the planned budget strategy for 2020/21 and future years.

Financial Consequences – Capital – Proposals for Fire and Rescue Services capital spend are set out in Appendix 2.

BACKGROUND PAPERS:

GMCA – Mayoral General Budget and Precept Proposals – 15 February 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?		N/A
GM Transport Committee	Overview & Scrutiny Committee	
N/A	21 January 2020	

1. BUDGET CONTENT AND PROCESS

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

- Fire and Rescue
- Spatial development strategy
- 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

1.2 The sources of funding for Mayoral costs, to the extent that they are not funded from other sources, are a precept or statutory contributions (not Fire). A precept can be issued by me to District Councils as billing authorities. The precept is apportioned between Districts on the basis of Council Tax bases and must be issued before 1st March.

1.3 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 me) to agree (Fire cannot be met from statutory contributions).

1.4 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.

1.5 The GMCA must review the draft budget and may make a report to me 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.

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

2. PROPOSED MAYORAL GENERAL BUDGET

2.1 Attached at Appendix 2 are the outline budgets in relation to the Revenue and Capital Budgets for the Greater Manchester Fire and Rescue Service and the medium term Financial Strategy. Following consultation, a key decision was made on Programme for Change and the relevant efficiency targets have been included. In light of the Phase 1 report into the Grenfell Tower Inquiry and The Cube fire at Bolton, I am seeking to defer a number of the operational changes detailed in the Outline Business Case. I am, therefore, proposing an increase in the Fire and Rescue Service element of the Mayoral Precept of £6.25 taking it to £66.20.

- 2.2 In addition, income from Business Rates, both a share of the income collected by District Councils and a 'top up' grant, is received. As the GMCA is part of the 100% Business Rates Pilot, the previous receipt of Revenue Support Grant has been replaced by equivalent baseline funding through an increased Business Rates top up.
- 2.3 At the present time, both Council Tax and Business Rates income is subject to confirmation by District Councils, and the estimate of the Business Rates 'top up' grant will be confirmed in the final settlement.
- 2.4 In relation to non-Fire functions, in addition to precept income, there are funds relating to the Government 'Mayoral Capacity' funding, the surpluses on Council Tax collection identified by District Councils as relating to the Mayoral Precept, Bus Services Operators Grant, Earnback, Transport Statutory Charges and External Income.
- 2.5 Following the GMCA (Functions and Amendment) order being laid in April 2019, I was given further powers for transport functions. The order confirms that £86.7 million be met via a statutory charge to District Councils, (with a corresponding reduction in the Transport Levy). A full breakdown by District Council is attached at Appendix 3.
- 2.6 The order also states that this amount (£86.7 million) can only be varied with the unanimous agreement of the members of the GMCA. It should be noted that if I make a decision to introduce bus franchising a further report will be brought to the GMCA proposing that there is an increase in the statutory charge of £17.8 million for 2020/21 to support the implementation of that decision.
- 2.7 In relation to the level of the precept to be levied for Mayoral functions excluding fire, I am proposing that this is set at £24.75 per Band D property, which will raise (on the latest estimated tax band) £18.9 million. This represents an increase for Band D properties of £7.75 per year. When taken with other funding streams available this will give overall funding of £126.5 million. The overall breakdown of funding for the 2020/21 mayoral budget is as follows:

	2019/20	2020/21
	£000	£000
Precept	12,753	18,895
Mayoral Capacity Funds	1,000	1,000
Collection Fund Surplus	1,493	500
Bus Service Operators Grant	13,100	13,100
PCC Contribution	40	-
Use of Reserves	-	5,000
Earnback Capital	-	500
External Income - 'Our Pass'	-	850
Transport Statutory Charge	-	86,700
Total	28,386	126,545

2.8 The allocation of the funding is as follows:

Mayoral - Non Fire	2019/20	2020/21
	£000	£000
Mayoral Direct Costs Incl Corporate Support	820	1,239
Spatial Development Strategy	800	-
Mayoral Priorities Incl - A Bed Every Night	416	2,106
Transport Policy & Strategy	3,900	3,500
BSOG - grants to operators	13,100	11,500
- administration	50	50
'Our Pass' Incl Opportunity Cost	6,050	16,200
Sub-Total - Pre additional transport powers	25,136	34,595
Bus Reform	3,250	5,250
Bus Concessionary Re-imburement	-	51,300
Supported Bus	-	27,900
Accessible Transport/Ring & Ride	-	4,600
Allocation of Bus Operational costs	-	2,900
Total Including additional transport powers	28,386	126,545

2.9 Although I am required to set a precept specifying the Band D Charge, by far the majority of properties, 82.6%, in Greater Manchester will be required to pay less than this amount. The following table outlines the additional amounts to be paid by each band and the proportion of properties which fall into each band. Based on Band B being the average charge paid, this equates to £10.88.

	A	B	C	D	E	F	G	H
Costs for Band £	9.33	10.88	12.44	14	17.11	20.22	23.33	28
Proportion of Properties %	45.6	19.6	17.4	9.2	4.8	2	1.2	0.2

2.10 Appendix 4 sets out the amounts of Council Tax for each band, including the Fire element of the precept.

3. RESERVES

3.1 Taking account of the budget proposals outlined in this paper, the estimates for 2020/21 are as follows:

Mayoral General Reserves	Projected Balance as at 31-Mar-20	Transfer in/(out) 2020/21	Projected Balance as at 31-Mar-21
	£000	£000	£000
General Balances - Fire	9,993	560	10,553
General Balances - Mayoral	1,109	-	1,109
Transformation	3,604	-	3,604
Capital Reserve	4,201	(4,201)	-
Insurance & Risk Management Reserve	2,849	-	2,849
Earmarked Reserve	1,904	(560)	1,344
Unspent Grants Reserve	1,057	-	1,057
Business Rates Reserve	2,123	(1,956)	167
Bus Services Operators Grant	2,810	(2,500)	310
Earnback	18,723	7,818	26,541
TOTALS	48,373	(839)	47,224

3.2 Given the current scale of activities falling on the General budget, the level of reserves held is felt to be appropriate. In considering the medium term financial position of the Fire Service, the ongoing level of reserves is falling and the short-term position is considered sustainable. However in light of the potential implications following the Grenfell Fire Public Inquiry and locally the Cube fire in Bolton, it is considered appropriate to seek additional funding for the Fire and Rescue Service, through a combination of increases to Council Tax and lobbying Central Government for additional funding.

4. BUDGET SUMMARY 2020/21

	Gross Expenditure £000	Gross Income £000	Net Estimate £000
Fire Service Budget	111,798	2,565	109,233
Other Mayoral General Budget	126,500	17,955	108,545
Capital Financing Charges	1,687	-	1,687
Revenue Contribution to Capital Outlay	4,201	-	4,201
Contribution from balances/reserves	-	8,657	(8,657)
Budget Requirement	244,186	29,177	215,009
Localised Business Rates	-	10,517	(10,517)
Business Rate Baseline	-	40,250	(40,250)
Section 31 Grant – Business Rates	-	2,062	(2,062)
Section 31 Grant – pensions	-	5,605	(5,605)
Transport - Statutory Charge	-	86,700	(86,700)
Collection Fund surplus	-	500	(500)
Precept requirement	244,186	174,811	69,375

5. LEGAL ISSUES

- 5.1 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 my legal and financial commitments, ensure the proper discharge of my statutory duties and lead to a balanced budget.
- 5.2 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.
- 5.3 Given that I intend to make firm proposals relating to the Fire Service budget at the February meeting, there will be a need to reassess the overall prudence of the budget, but at this stage, there are sufficient reserves available to ensure a balanced budget is set.

Duties of the Treasurer (Chief Finance Officer)

- 5.4 The Local Government Finance Act 2003 requires the Chief Finance Officer to report to me 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.
- 5.5 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.

- 5.6 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 me.
- 5.7 The report must be sent to the GMCA's External Auditor and I/the GMCA must consider the report within 21 days at a meeting where we must decide whether we agree or disagree with the views contained in the report and what action (if any) we proposes to take in consequence of it. In the intervening period between the sending of the report and the meeting which considers it, the GMCA is prohibited from entering into any new agreement which may involve the incurring of expenditure (at any time) by the GMCA, except in certain limited circumstances where expenditure can be authorised by the Chief Finance Officer. Failure to take appropriate action in response to such a report may lead to the intervention of the External Auditor.

Reasonableness

- 5.8 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

- 5.9 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.

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.

GREATER MANCHESTER FIRE AND RESCUE SERVICE (GMFRS) REVENUE AND CAPITAL BUDGET 2020/21

1. INTRODUCTION

- 1.1 This report provides the updated Medium Term Financial Plan to 2021/22, based on the 2019/20 baseline updated for pay and price inflation, known cost pressures and agreed savings, as set out in the following paragraphs.

Medium Term Financial Plan	Original 2019/20	Forecast 2019/20	2020/21	2021/22
	£m	£m	£m	£m
Fire Service	99.772	99.772	103.57	109.233
Pay and price inflation	6.969	7.815	2.609	5.360
Savings	(1.978)	(2.908)	(0.029)	(2.921)
Cost pressures and variations	(1.432)	(1.109)	3.082	(2.058)
Cost of service	103.331	103.570	109.233	109.614
Capital Financing Charges	7.207	6.291	5.888	2.757
Use of Capital Reserves	(5.666)	(4.750)	(4.201)	-
Net Service Budget	104.872	105.111	110.920	112.371
Funded by:	2019/20	2019/20	2020/21	2021/22
Localised Business Rates	10.311	10.311	10.517	10.517
Baseline funding	39.600	39.600	40.250	40.25
Section 31 - Business rates related	1.366	2.062	2.062	2.062
Section 31 - Pension related	4.803	5.605	5.605	-
Precept income (at £59.95 Band D)	44.975	44.975	50.53	51.288
Collection Fund surplus/deficit	0.288	0.288	-	-
	101.343	102.841	108.964	104.117
Shortfall	3.529	2.271	1.956	8.254
Funded by:				
Earmarked Reserves	-	0.600	1.956	-
General Reserves/Precept Increase	3.529	1.671	-	8.254
	3.529	2.271	1.956	8.254

2. GMFRS Programme for Change

- 2.1 The GMFRS Programme for Change has undertaken a whole service review and developed a proposed operating model for GMFRS. Programme for Change outlines a range of options to deliver savings for GMFRS, alongside investment required to deliver transformational change.

The outcomes from Programme for Change will affect the GMFRS Revenue Budget for 2020/21 and onwards.

2.2 Following consultation, a key decision was made on Programme for Change and the agreed efficiency targets have been included within the Medium Term Financial Plan. In light of the Phase 1 report into the Grenfell Tower Fire Public Inquiry and The Cube fire at Bolton, I am seeking to further defer a number of the operational changes detailed in the Outline Business Case. The financial implications are included in this report, and mean a potential increase in the Fire and Rescue Service element of the Mayoral Precept of £6.25 taking it to £66.20 per annum at Band D.

3. Pay Related

3.1 Pay award at 3% for all staff groups has been included for all staff groups.

3.2 For uniformed staff a part settlement of their pay award has been made of 2%, backdated to July 2019. In 2017/18 a part payment of 1% was made, and in 2018/19 2% was made; the final pay award over this period is not yet settled. Therefore, there remains a risk that a further backdated pay awards will be agreed for these years.

3.3 The Fire Brigade's Union have made a claim for 17%, which is currently with the National Employer for consideration. Anything above 3% represents additional pressure of the GMFRS Revenue Budget.

4. Pensions Related

4.1 Changes by the Treasury concerning the discount rate for unfunded public sector pension schemes, have had the effect of increasing employers' contributions from 17.6% to 30.2%, equating to £115 million for English Fire and Rescue Authorities (FRAs).

4.2 For 2019/20, the Home Office confirmed a Section 31 grant of £5.605m million, towards estimated costs for GMFRS of £6.1 million. Payment of this grant in 2020/21 has not yet been confirmed by the Home Office. Informal indications suggest that the grant will be paid on a flat cash basis for 2020/21.

4.3 Beyond 2020/21 continuation of grant support for pension costs will be considered by Government as part of the Comprehensive Spending Review (CSR2020), for budget modelling it is assumed that it is not received.

5. Savings

- 5.1 The GMFRS Programme for Change has undertaken a whole service review and developed a proposed operating model for GMFRS. Programme for Change outlines a range of options to deliver savings for GMFRS, alongside investment required to deliver transformational change. The outcomes from Programme for Change will affect the GMFRS Revenue Budget for 2020/21 and onwards.
- 5.2 Following consultation, a key decision was made on Programme for Change and the agreed efficiency targets have been included within the Medium Term Financial Plan:
- a. Retain crewing levels and maintain firefighter numbers at or above May 2017 levels for the financial year 2019/20;
 - b. Retain an additional 11 specialist prevention staff to support complex cases and address safeguarding concerns;
 - c. Allow more time for the transition of prevention activity to ensure firefighters are adequately trained and equipped;
 - d. Develop alternative delivery models for volunteering and cadets;
 - e. Retain Prince's Trust, reducing the number of teams from seven to five, whilst allowing more time to develop future options;
 - f. Develop an improved delivery model for Protection including continued efforts on High Rise, Grenfell implications and improving fire safety within the Private Rented Sector.
 - g. Undertake a limited restructure of administration activity initially, allowing more time for the development of a centrally managed delivery model.
- 5.3 In light of the Phase 1 report into the Grenfell Tower Inquiry and The Cube fire at Bolton, the Mayor is seeking to further defer a number of the operational changes detailed in the Outline Business Case, as follows:
- Maintaining the current pump numbers at 50 from April 2020
 - Delay the proposed change to crewing levels of 4 4:4 for the next financial year, therefore maintaining current crewing arrangements of 5 4:4
- 5.4 All other elements of the Programme for Change will continue to be implemented as agreed in the Decision Notice.
- 5.5 The Programme for Change Outline Business Case set out proposed savings of £11.699m. Following consultation, the Medium Term Financial Plan incorporates £6.586m of these savings over 4 years. Other non-pay related savings are also illustrated to match to the MFTP.

Area / Year	2019/20	2020/21	2021/22	2022/23	Total
	£'m	£'m	£'m	£'m	£'m
Role of the Firefighter	-	-	1.458	1.791	3.249
Prevention (Place Based)	0.242	-	1.463	-	1.705
Protection	0.326	0.326	-	-	0.652
Enabling Services	0.362	0.618	-	-	0.980
Total	0.930	0.944	2.921	1.791	6.586
Other savings delivered and adjustments for non-cumulative savings	1.978	(0.915)	-	-	
MTFP savings	2.908	0.029	2.921		

5.6 The Role of the Firefighter anticipated savings are as follows:

2021/22	Reduce to 48 pumps	£1.458m
2022/23	Station mergers	£1.791m

6. Funding

6.1 The largest element of central funding for the Fire and Rescue Service, Baseline Funding, is provided by MHCLG, and details were announced as part of the Provisional Local Government Settlement on 20 December 2019.

6.2 The Settlement represents a one-year settlement, with allocations based on the Spending Review 2019 (SR2019); no further details were provided beyond 2020/21. Following the expected Comprehensive Spending Review in 2020 (CSR2020), it is anticipated that multi-year settlements will resume.

6.3 Further funding is received from the Home Office covering Pensions related costs and Department-specific Fire and Rescue programmes including National Resilience, which support fire and rescue authorities in delivering a sustained, effective response to major incidents, emergencies and disruptive challenges. These include grants for Firelink and New Dimensions. The funding allocations for 2020/21 have not yet been announced.

6.4 The Local Government Settlement 2017/18 included the introduction of the 100% retention of Business Rates for pilot authorities, including Greater Manchester. The pilot authorities each retain 100% of locally raised Business Rates, of which the local authorities retain 99% and 1% is retained by the GMCA in respect of GMFRS.

6.5 No changes have been made to the budget for the income anticipated from Section 31 grants for Small Business Rates Relief and Multiplier.

7. Council Tax

- 7.1 The budget includes for increases in the tax base. The tax base is used in the calculation of how much money GMFRS will receive from the precept levied. Each Council is required by regulations published under the Local Government Finance Act 1992 to calculate a Council Tax Base. There has been an increase in the tax base of 13,083 which results in additional funding of £0.784 million.
- 7.2 The report also proposes an increase for the Fire element of the Mayoral General precept. This is in light of the Phase 1 report into the Grenfell Tower Inquiry and The Cube fire at Bolton. The Mayor is seeking to further defer a number of the operational changes detailed in the Outline Business Case, meaning a potential increase in the Fire and Rescue Service element of the Mayoral Precept of £6.25 taking it to £66.20 per annum at Band D.

8. Budget Risks

- 8.1 Comprehensive Spending Review – 2019/20 is the final year of the four-year settlement and there will need to be some form of review to inform future funding settlements. A one year Settlement has been announced for 2020/21 with an anticipated CSR2020 for funding beyond that.
- 8.2 Unresolved pay claims for firefighters (up to 17%) and Local Government Employees (up to 10%)
- 8.3 Pension costs associated with the judgements in the case of McCloud/Sargent.
- 8.4 Delivery of savings from Programme for Change.
- 8.5 Emergency Services Mobile Communications Project (ESMCP) – a national project to procure and replace the Emergency Services Network.
- 8.6 Any changes required following the Manchester Arena Public Inquiry, Grenfell Inquiry and Hackett Review – an independent Review of Building Regulations and Fire Safety following the Grenfell Fire.
- 8.7 Any Business Continuity Arrangements that require funding which are not part of the Base Budget.
- 8.8 As no capital grants are available to FRAs, future schemes in our 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.
- 8.9 Delivery of sufficient savings to meet the requirements of the Medium Term Financial Strategy, and dependent on availability resources to deliver a change programme of this scale.

9. Reserves

9.1 The level of balances held is a key part of a sustainable medium term financial strategy and there is an ongoing assessment of risk, as set out above. The table below sets out the reserves and balances to 2022. The use of reserves supports the budget in the short term; however, this is not sustainable as illustrated below.

Reserves	Actual Balance as at 31-Mar-19	Forecast Reserve Balances 31/03/2020	Forecast Reserve Balances 31/03/2021	Forecast Reserve Balances 31/03/2022
	£000	£000	£000	£000
General Balances	11,664	9,993	10,553	2,299
Transformation	3,604	3,604	3,604	3,604
Capital Reserve	8,951	4,201	-	-
Partnership/CYP reserve	127	-	-	-
Insurance & Risk Management Reserve	2,849	2,849	2,849	2,849
Earmarked Reserve	1,959	1,904	1,344	1,344
Restructuring	418	-	-	-
Unspent Grants Reserve	1,057	1,057	1,057	1,057
Business Rates Reserve	2,123	2,123	167	167
TOTALS	32,752	25,732	19,575	11,321
Mayoral Transformation	3,604	3,604	3,604	3,604
Capital	8,951	4,201	-	-
Revenue	20,197	17,927	15,971	7,717

10. Capital Programme

10.1 GMFRS have reviewed capital investment requirements for the Fire Estates, Fire ICT schemes and Operational Vehicles and Equipment, and following decisions in relation to Programme for Change, the proposed Capital Programme requirements are set out below.

10.2 The Capital Programme is funded from the Capital Reserve until it is fully utilised (2020/21), after which it will require funding from borrowing which has revenue implications, in terms of Minimum Revenue Provision (MRP) charges and interest, as set out below.

Revised Capital Programme	2019/20	2020/21	2021/22	2022/23	2023/24	Future Years	Total
	£000	£000	£000	£000	£000	£000	£000
Estates	1,699	5,399	7,029	3,910	310	1,240	19,587
ICT	373	4,722	1,340	150	150	600	7,334
Vehicles & Equipment	2,767	5,718	2,770	4,326	2,700	10,872	29,154
Total Capital Expenditure	4,840	15,839	11,139	8,386	3,160	12,712	56,076
Funded by:							
RCCO (NWAS)	90	90	90	90	90	360	810
Capital Receipts (Station Mergers)	-	-	-	-	3,070	8,505	11,575
Capital Fund	4,750	4,201	-	-	-	-	8,951
Borrowing	-	11,548	11,049	8,296	-	3,847	34,740
Total Funding for Capital	4,840	15,839	11,139	8,386	3,160	12,712	56,076

11. Firefighter's Pension Account

11.1 For information, the table below gives details of the movements and position on the Pension Account for 2020/21. This is consistent with the pension estimate submitted to the Home Office in September 2019, which forms part of their annual national pension forecasting exercise and is the basis of the top up grant calculation.

Summary of Firefighters' Pension Account 2020/21

Expenditure Head	Original Estimate	Original Estimate	Variation
	£000	£000	£000
Pensions Outgoings	54,230	54,737	507
Other Pension Costs	-	-	-
Employer's Contributions	(6,430)	(12,652)	(6,222)
Pension Receipts	(5,330)	(5,404)	(74)
Ill Health contributions from revenue budget	(404)	(438)	(34)
Inward transfers from other pension schemes	(250)	(203)	47
Total Net Expenditure to be met by Top up Grant	41,816	36,040	(5,776)
Top up Grant	(41,816)	(36,040)	5,776
Total Pension Account	-	-	-

Proposed Statutory Charge per District

District	2020-21		Statutory Charge £
	Population mid yr 2018	%	
Bolton	285,372	10.15%	8,796,852
Bury	190,108	6.76%	5,860,252
Manchester	547,627	19.47%	16,881,101
Oldham	235,623	8.38%	7,263,293
Rochdale	220,001	7.82%	6,781,731
Salford	254,408	9.05%	7,842,358
Stockport	291,775	10.37%	8,994,230
Tameside	225,197	8.01%	6,941,903
Trafford	236,370	8.40%	7,286,320
Wigan	326,088	11.59%	10,051,959
	2,812,569	100%	86,700,000

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 2020/21

	Gross Expenditure £000	Gross Income £000	Net Estimate £000
Fire Service Budget	111,798	2,565	109,233
Other Mayoral General Budget	126,500	17,955	108,545
Capital Financing Charges	1,687	-	1,687
Revenue Contribution to Capital Outlay	4,201	-	4,201
Contribution from balances/reserves	-	8,657	(8,657)
Budget Requirement	244,186	29,177	215,009
Localised Business Rates	-	10,517	(10,517)
Business Rate Baseline	-	40,250	(40,250)
Section 31 Grant – Business Rates	-	2,062	(2,062)
Section 31 Grant – pensions	-	5,605	(5,605)
Transport - Statutory Charge	-	86,700	(86,700)
Collection Fund surplus	-	500	(500)
Precept requirement	244,186	174,811	69,375

CALCULATION OF TAX BASE

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

<u>District</u>	<u>Council Tax Base</u>
Bolton	76,173
Bury	55,222
Manchester	118,864
Oldham	57,663
Rochdale	55,745
Salford	69,945
Stockport	96,241
Tameside	63,308
Trafford	77,386
Wigan	92,200
Total	762,747

AMOUNTS OF COUNCIL TAX FOR EACH BAND

	A	B	C	D	E	F	G	H
2020/21 Costs for Band (including fire)	£60.63	£70.73	£80.84	£90.95	£111.16	£131.37	£151.58	£181.90

CALCULATION OF BAND D EQUIVALENT TAX RATE

	£
Net expenditure	215,009,403
Less: funding	(145,134,000)
	69,875,403
Adjusted for estimated surplus (-)/ deficit on collection funds	(500,000)
Net budget requirement to be met from Council Tax	<u>69,375,403</u>
Net budgetary requirement	<u>69,375,403</u>
Aggregate tax base	762,747
Basic tax amount at Band 'D'	£90.95

Date: 31 January 2020

Subject: GM Digital Strategy refresh

Report of: Cllr Elise Wilson, Portfolio Lead for Digital City Region, Sara Todd Portfolio Lead Chief Executive for Digital City Region

PURPOSE OF REPORT

This report summarises the attached draft refreshed Greater Manchester Digital Strategy. The refreshed Strategy, or Blueprint as it is now being referred to, is a result of significant stakeholder engagement and reflects the speed at which the digital economy in Greater Manchester has progressed since the first GM Digital Strategy was adopted by GMCA in February 2018.

Please note that the slides are intentionally visual as the aim is to for the Blueprint to exist in a digital form and will form part of a microsite on GMCA website with linked video and media content and other relevant content.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note the progress on GM Digital and approve the refreshed GM Digital Blueprint.
2. Agree the GM Digital Blueprint should be reviewed annually to reflect the dynamic environment in which it is embedded.

CONTACT OFFICERS:

Phil Swan (GMCA): phil.swan@greatermanchester-ca.gov.uk

Alison Gordon (GMCA): Alison.gordon@greatermanchester-ca.gov.uk

Equalities Implications:

All work on GM digital is undertaken on an equal opportunities basis.

Risk Management: N/A

Legal Considerations: N/A

Financial Consequences – Revenue: N/A

Financial Consequences – Capital: N/A

Number of attachments to the report: 1 – GM Digital Blueprint presentation

Comments/recommendations from Overview & Scrutiny Committee

Earlier draft discussed and supported in November 2019

BACKGROUND PAPERS:

GM Digital Strategy (February 2018)

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
	8 Nov 2019	

1. INTRODUCTION/BACKGROUND

- 1.1 In February 2018, following two Mayoral Digital Summits, Greater Manchester produced and adopted its first Digital Strategy. The Strategy set out GM's ambition to become a top five digital city-region in Europe that is recognised for digital innovation.
- 1.2 The Digital Strategy was a three year plan, however there has been significant and fast moving change since its creation which makes it appropriate to refresh the Strategy. Work began on this in early 2019 alongside development of the Local Industrial Strategy and the Independent Prosperity Review.

2. GM DIGITAL BLUEPRINT

- 2.1 The presentation document associated with this item sets out a revised three year Digital Strategy which we are referring to as the Digital Blueprint for Greater Manchester. It is proposed that the Blueprint will be reviewed regularly. It builds on the first Digital Strategy and reflects a key message that GM is ***“big enough to matter, small enough to know each other, and driven enough to make things happen”***. It reflects our role in a fast moving environment and the progress made in the first two years towards our ambition.
- 2.2 Greater Manchester's Digital, Creative and Tech ambitions continue to be of growing importance to the city region. We anticipate growth of a further half a billion GVA to our economy and a further 10,000 roles over the next three to five years. Furthermore these figures exclude digital investment within industries traditionally classified as banking, retail and defense but all of which are rapidly growing their digital skills and capabilities and are integral within our wider digital ecosystem.
- 2.3 The revised Blueprint reflects the fact that digital technology will underpin the CA's ambitions to improve the lives of our citizens and boost our economy as expressed in the GMS. The breadth of the priorities demonstrate the central role of digital as a key driver for our economic, social, environmental and inclusion aspirations for GM and its people. As such this Blueprint has strong ties across to the Health & Social Care Partnership's Digital Strategy refresh which is currently underway as they are inherently intertwined. The digital excluded are often those with poor health outcomes and who stand to benefit from technologies in the home that help keep people safe and well but which require good connectivity and links with patient and care management systems.
- 2.4 The digitization of Early Years Health Visiting, due to go live first in Bury early this year, is an example of a whole system initiative focused on connecting the different elements of the public sector which support School Readiness. This Reform led approach which involves front line staff co-designing solutions follows a pattern which is also seen across other areas including Victim's Services and Homelessness and these wider opportunities have the potential to re-use the same digital assets currently being developed for Early Years.
- 2.5 In this context, the Blueprint focusses on a limited number of digital priorities, including:

- **Empowering people:** We want to make sure that everyone in Greater Manchester, whatever their age, location or situation, can benefit from the opportunities digital can bring
- **Enabling innovative public services:** We want to apply exemplar digital ideas and practice to delivering public services in Greater Manchester, linking innovative business, academic and public sector thinking.
- **Digitally enabling all businesses:** It's important that businesses of all sizes and sectors have the means, and skills, to digitize and make the most of the opportunities that brings
- **Creating and scaling digital businesses:** Encouraging and supporting businesses to start, grow or move to GM is vital for the continued expansion of GM's Digital, Creative and Tech sector
- **Being a global influencer:** Greater Manchester is taking its place as internationally recognized centre of digital innovation, research and practice.

Alongside two cross cutting enablers:

- **Strengthening our digital talent pipeline:** Our vision is to create a critical mass of digital talent, positioning Greater Manchester as the key place for businesses to invest seeking a digitally skilled workforce
- **Extending our world class digital infrastructure:** We will ensure that Greater Manchester has the digital infrastructure it needs to be a world class digital city region.

- 2.6 Ensuring that there is both strong programme management across the GM Digital activities and close alignment between digital and linked portfolios is important. A revised governance model is in development which reflects this and which aligns with the approach in other GMCA portfolios.
- 2.7 Importantly, the Blueprint highlights the importance of a collective approach and collaborative digital ecosystem engagement. In an increasingly mature and high value sector for GM, given the rapidly expanding scale of activity across the city region it is clear that better coordination is needed for us to move forwards, build on what is working and not duplicate existing successful activity. This will not only enable more effective investment in public sector digital capabilities on a pan-GM basis, but unlock private, not-for-profit and academic investment and collectively act as a force multiplier. This is in line with the stated ambitions of the Local Industrial Strategy and the One Model of public sector delivery in GM.
- 2.8 Whilst the GM Digital Blueprint has been prepared as a set of slides, it is not intended to be a paper report, rather access will be digital. It will form part of a new digital area or microsite in the GMCA website with the intention being to allow a depth of real time analysis on activity and collaborative opportunities not previously available, as well as the ability to add case studies, report impact and grow the ecosystem dynamically on line.

2.9 The attached slides outline the Digital Blueprint's ambitions, activity, and the intention is that this content will be replicated in the digital version.

3. RECOMMENDATIONS

3.1 The recommendations can be found at the front of the report.

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JANUARY 2020

**THE GREATER
MANCHESTER
DIGITAL
BLUEPRINT**

Page 65

**GREATER
MANCHESTER**
DOING THINGS DIFFERENTLY

THIS IS THE DIGITAL PLACE

Here we set out the next chapter in our ambition to be recognised as a world-leading digital city region, with an ongoing commitment to taking an open, innovative and connective approach to delivering that ambition.

We remain committed to being a digital city-region with a difference. By putting people at the heart of our plans we aim for a more inclusive approach that builds on our greatest asset.

Page 66



**ANDY
BURNHAM**

*Mayor of Greater
Manchester*



**CLLR ELISE
WILSON**

*Leader of Stockport
Council, GMCA Digital
Portfolio Leader*



**LOU
CORDWELL**

*Founder and CEO,
MagneticNorth*

*Deputy Chair, Greater
Manchester Local Enterprise
Partnership (LEP)*

LEP Digital Lead

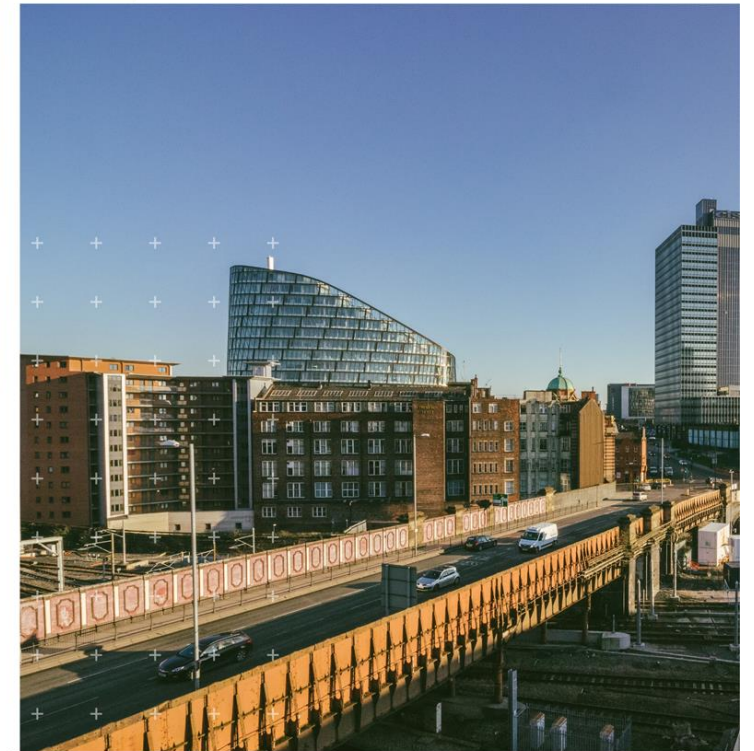
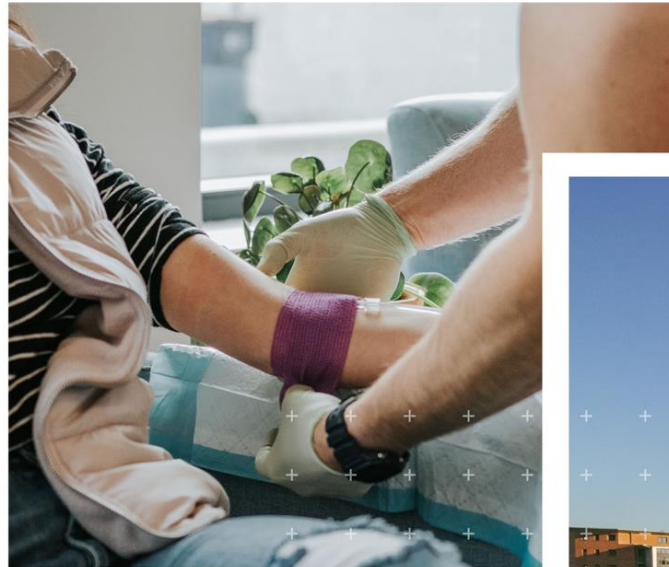
**THIS IS THE PLACE
WHERE DIGITAL CONNECTIVITY MAKES
THINGS BETTER FOR PEOPLE.**

Where a lack of digital skills is never a barrier to social mobility and employment, and public services are intuitive, joined up and available to all.

**THIS IS THE PLACE
WITH A FAST-GROWING £5BN
DIGITAL ECO-SYSTEM.**

Where communities, business, academia and public services work together to create opportunity, innovate and invent; and where growth benefits everybody.

**OUR AMBITION IS FOR GREATER
MANCHESTER TO BE A
TOP FIVE EUROPEAN DIGITAL
CITY-REGION
AND RECOGNISED GLOBALLY
FOR ITS DIGITAL INNOVATION.**



THIS IS THE PLACE THAT MAKES THINGS HAPPEN.

Driven by a clear civic vision, leadership and mandate that fosters collaboration and enables everyone to do well and lead fulfilled lives.

THIS IS THE PLACE WHERE BUSINESSES OF ALL TYPES AND SIZES CAN COME AND THRIVE.

Benefiting from top-level physical infrastructure, and a highly-skilled, ready-to-go digital workforce.

Page 68

THIS IS THE PLACE THAT DOES DIGITAL DIFFERENTLY.



HOME OF THE DIGITAL CITIZEN

WE HAVE UPDATED THE 2018 GREATER MANCHESTER DIGITAL STRATEGY, PLACING THE CITY REGION'S PEOPLE MORE FIRMLY AT THE HEART OF OUR PLANS.

We want our citizens' lives to be bettered, and for them to be empowered by the myriad of opportunities a digitally fuelled city-region provides.

This new blueprint for Greater Manchester digital sets out a three year approach to meeting our ambitions, and will be reviewed regularly in line with the pace of digital change.

Page 69



“

We want people to be here and be happy living here. We're connecting with our communities to genuinely co-design things and make them better.

We want to make sure that public services work together digitally and make sure those they support and benefit those individuals and communities that need it most.

”



**CLLR ELISE
WILSON**

*Leader of Stockport Council,
GMCA Digital Portfolio Leader*

HOME TO THE LARGEST DIGITAL AND CREATIVE CLUSTER OUTSIDE OF LONDON.

Page 71



The digital, creative and tech sectors are the fastest growing sector in our city-region, with almost

£5 BN

of economic activity with new, high-value jobs being generated each year.



Right now Greater Manchester has over

10,000

brilliant digital and creative businesses.



Drawing vast international recognition, and employing more than

86,000

people.

We're investing heavily in digital infrastructure, connectivity and transport and we offer a breadth and depth of expertise across digital and creative services, ecommerce, technology hardware and software.

We're creating a digital place where innovators from across the globe want to tap into and a place where businesses already here can thrive.

“ Greater Manchester has a £5 billion digital economy comprised of public sector, private sector and academia. We really understand the factors and components parts that are needed to make a strong digital ecosystem and for individuals and organisations to come and thrive here.

We see partnership as incredibly important to our future success and increasingly this is international with organisations that want to come here and be part of the next chapter of Greater Manchester’s digital story.

”



LOU
CORDWELL
OBE

Founder and CEO, MagneticNorth

Deputy Chair, Greater Manchester Local Enterprise Partnership

THE BEST PLACE IN THE UK FOR IT PROS TO LIVE AND WORK

Page 73



	TRAVEL TO WORK AREAS RANK	TECH TOWN RANK	# IT JOBS ADS RANK	COST OF LIVING RANK	1 YEAR % IT JOB GROWTH RANK
> MANCHESTER	1	1	2	1	3
BRISTOL	2	2	5	5	1
LEEDS	3	3	7	2	4
BIRMINGHAM	4	4	3	3	7
LONDON	5	5	1	10	2
CAMBRIDGE	6	6	4	6	5
EDINBURGH	7	7	6	4	8
BATH	8	8	10	8	6
BASINGSTOKE	9	9	9	7	10
READING	10	10	8	9	9

Manchester Tops UK Tech Town Index 2019. The best places in the UK for IT pros to live and work. Source: CompTIA UK Tech Towns Index 2019

“

You've got ITV, BBC and Salford Quays but as well as the big companies in Media City you've got all those start ups doing really exciting things in the region. It's really good for TalkTalk to be a part of that and the next 10 years of Greater Manchester's investment and forward thinking.

”



**JANE
GARNSEY**

*People Operations Director,
TalkTalk*

COLLABORATING TO SUCCEED

We have a legacy of working together as a city-region and this builds a strength and platform for our digital ambitions.

As the Greater Manchester Independent Prosperity Review showed, people and organisations in our city-region get together more than other places in the UK.

This approach dovetails with Greater Manchester's Local Industrial Strategy and the new One Public Service model. It builds on the work of the past two years and takes on board what we've learned during that time.

Page 75

PEOPLE

CREATIVITY

INNOVATION



BREATHING SPACE FOR COLLABORATION AND INNOVATION

Page 76

Greater Manchester has a vibrant events scene. In fact we get together more than any other UK city outside of London.

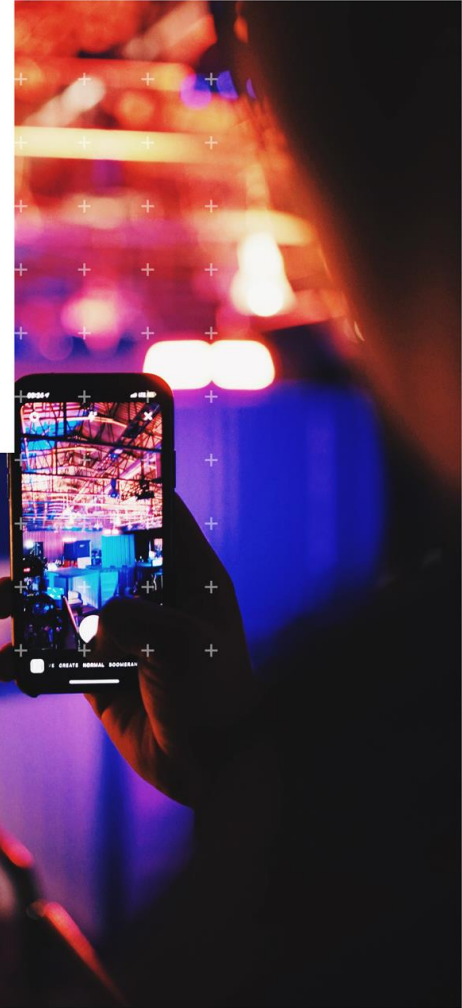
In Greater Manchester we have over:

60

CO-WORKING SPACES

9

ACCELERATOR PROGRAMMES



A PIONEERING POWERHOUSE – ACCELERATING INVESTMENT

Page 77



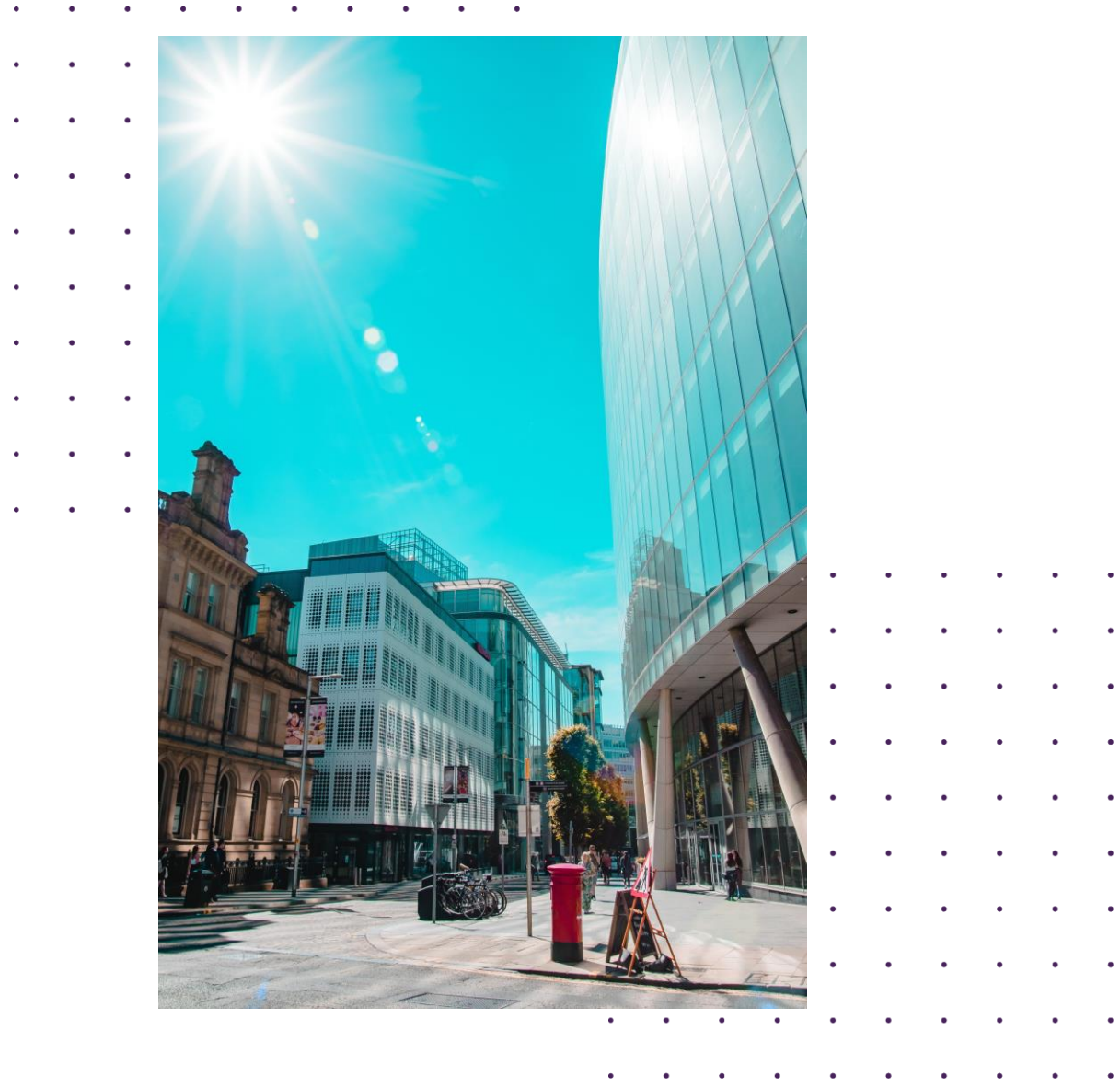
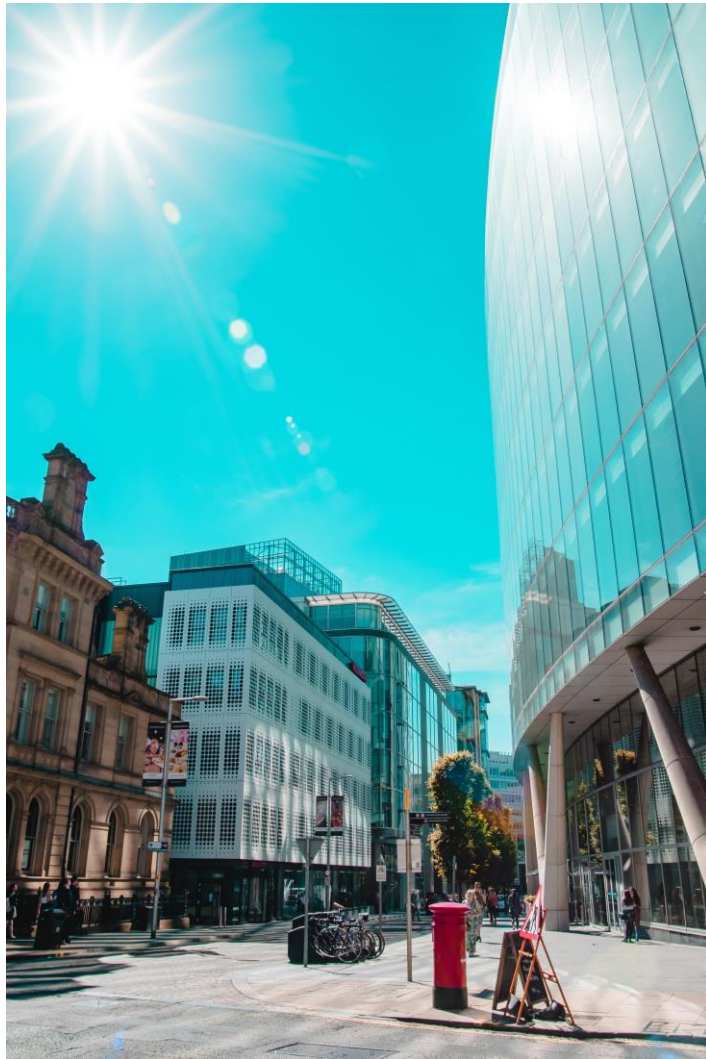
INNOVATION IS IN GREATER MANCHESTER'S DNA. WE ARE LEVERAGING OUR EXPERTISE IN AREAS LIKE CYBER SECURITY, DIGITAL HEALTH AND DIGITAL MANUFACTURING TO ATTRACT FURTHER INVESTMENT.

And we are home to many world-recognised businesses who come here to grow and take advantage of the city-region's liveability. Talented people want to work here, attracted by a vibrant cultural scene, good transport links, access to the countryside and a lower cost of living.

For 250 years, Greater Manchester has been at the forefront of revolutionary ideas that create and shape the future. The city-region is the birthplace of the first stored program computer and the world's first commercial computer.

And we continue to pioneer, hosting a thriving eco-system of businesses; from start-ups, social enterprises and home-grown companies to those valued at or near £1 billion underpinning an impressive strength and depth to our economy.

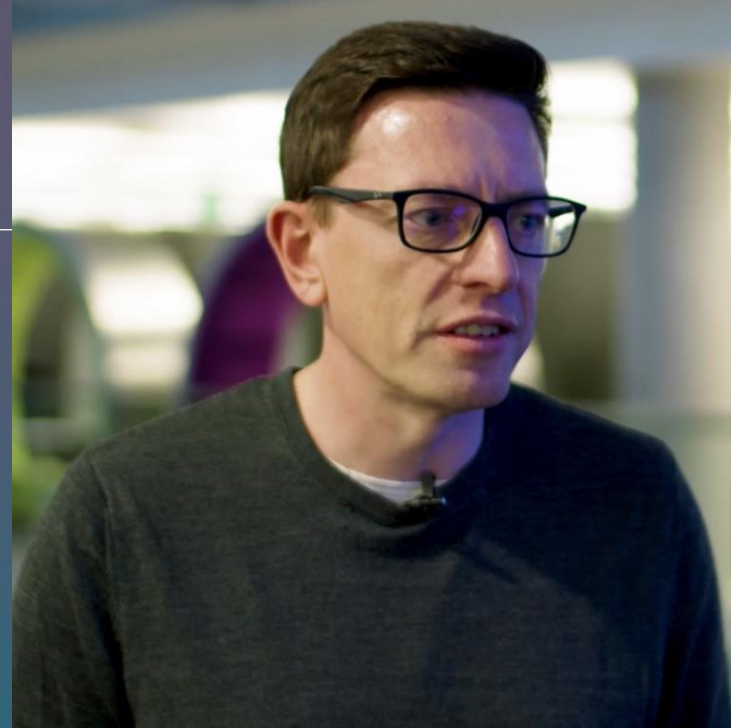
Sitting side-by-side in the city-region's creative and digital clusters, incubators and co-working spaces, organisations of all kinds converge, collaborate and drive innovation and social impact.



“

Throughout its history Greater Manchester has had such a rich heritage of arts, science, industry and innovation. All of that comes together to make it a really vibrant community around digital and one of the great things about coming here is that we have been able to develop such a highly skilled and motivated workforce with northern voices and real enthusiasm and pragmatism to deliver great digital services.

”



.....
NEIL HALL

Head of Product, BBC Sport

OUR DIGITAL PRIORITIES

Page 80



What do we mean by digital?

“

**APPLYING THE CULTURE, PRACTICES,
PROCESSES AND TECHNOLOGY OF
THE INTERNET ERA TO RESPOND TO
PEOPLE'S RAISED EXPECTATIONS.**

”

Tom Loosemore, Public Digital

MEASURING IMPACT: 3 YEAR HEADLINE AIMS

Page 82

Digital Inclusion/ Basic Digital Skills.



Ambition is to increase the number of adults who have all 5 basic digital skills to

80%

from 78% over the next three years.

Digital infrastructure/ Download speed.



By 2023, the average download speed across fibre, cable, mobile and wireless will exceed

100MPS

compared to a Q4 2017 baseline of 32Mps.

Employment and skills in Digital and Creative industries.



86,000

People employed 2019 growing to

96,000

in 2023.

Overall Economic Growth.



£5 billion

Creative Digital and Tech economy growing to by 2025

£5.5 billion

And by 2029

£7 billion

A CLEARER FOCUS

DIGITAL PRIORITIES

<p>1</p> <p>Empowering People.</p> 	<p>2</p> <p>Enabling innovative public services.</p> 	<p>3</p> <p>Digitally enabling all businesses.</p> 	<p>4</p> <p>Creating and scaling digital businesses.</p> 	<p>5</p> <p>Being a global digital influencer.</p> 
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ENABLERS

A Strengthening our digital talent pipeline.

B Extending our world class digital infrastructure.



OUR PRIORITIES HAVE EVOLVED FOR A REFRESHED GREATER MANCHESTER DIGITAL BLUEPRINT, AND ARE NOW MORE CLEARLY FOCUSED ON DELIVERING BENEFITS THAT HELP THE CITY-REGION'S PEOPLE LEAD HEALTHIER, HAPPIER LIVES.

Page 84

Each of our five digital priorities – co-designed and developed with the input of key stakeholders - are supported by pan - Greater Manchester public sector projects. These combine with inclusive community, local authority, private, not-for-profit and academic work.

Our plan connects the wealth of digital change that's going on, and will help us reach a shared ambition that underpins and enables both the Local Industrial Strategy and the Greater Manchester Strategy.



DIGITAL PRIORITY 1 

EMPOWERING PEOPLE

We want to ensure that everyone in Greater Manchester, whatever their age, location or situation, can benefit from the opportunities digital brings.

Page 85





EMPOWERING PEOPLE

WE WILL:

- > Offer digital access to public services that is joined up, user-friendly and makes sense
- > Make sure everyone can get online to access public services within their community
- > Help everyone to be confident internet users
- > Help people avoid internet harms like online fraud
- > Give plentiful opportunity to feedback, recognising the importance to people that their voices are heard
- > Invest in the security and privacy of the systems that hold public data – people should have absolute confidence in what's happening to their information

MAIN PROJECTS

> Early Years Digitisation (GMCA)

> Integrated Digital Healthcare Record (GM Health & Care Partnership)

> GM Digital Platform (GMCA and GM Health & Care Partnership)

> Get GM Digital (GMCA, Councils and partners)

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives

> Cross-cutting work on skills and infrastructure



DIGITAL PRIORITY 1 ▾

MAIN PROJECT

GIVING CHILDREN THE BEST POSSIBLE START IN LIFE THROUGH DIGITAL INNOVATION

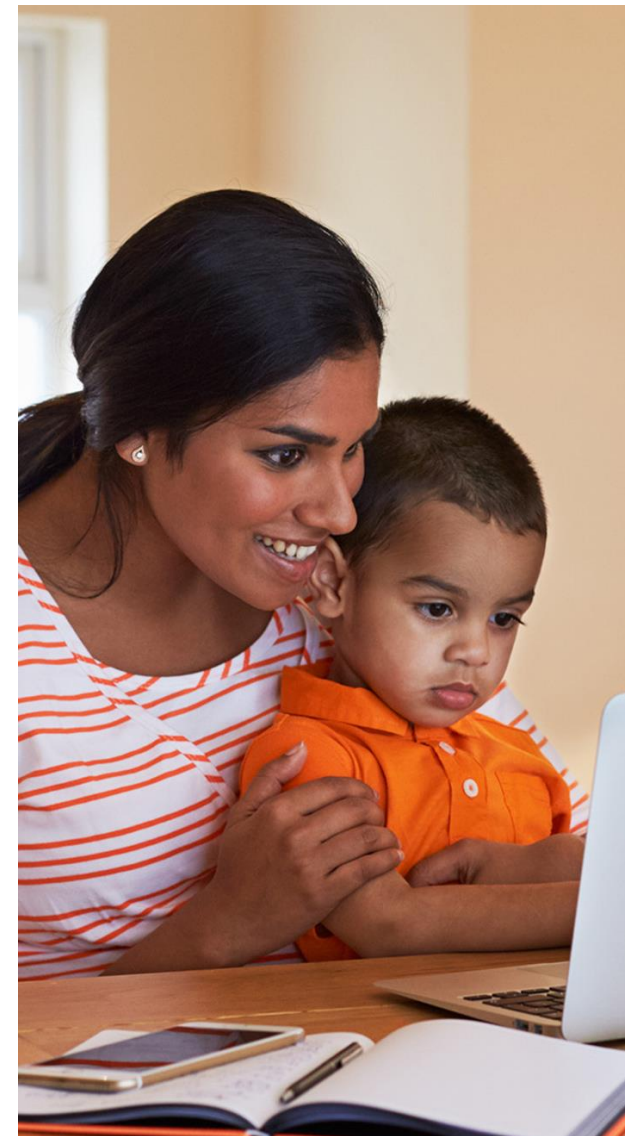
We are fully digitising early years' developmental records right across our ten boroughs, helping us better track progress of our youngest citizens and provide better quality support for parents.

New streamlined digital systems will connect over 800 Greater Manchester professionals such as health visitors, school health staff and children's services teams, enabling them to work together and deliver care that better supports the whole family.

AIM

100% health visiting digitised across all of Greater Manchester, the first place in the UK to do so by March 2021.

Page 87



“

It's about utilising that new rich data so that we've got a clear and accurate understanding of each child's needs and therefore we can develop better services and ensure we have the right support in place to meet the needs of our young people and strive to continue to improve their outcomes.

”



PETRA

HAYES-BOWERS

Township Lead, Early Years, Bury

DIGITAL PRIORITY 2

ENABLING INNOVATIVE PUBLIC SERVICES

Page 89

We want to apply exemplar digital ideas and practice to delivering public services in Greater Manchester, linking innovative business, academic and public sector thinking with the needs of Greater Manchester's people.





ENABLING INNOVATIVE PUBLIC SERVICES

WE WILL:

- > **Foster innovation by engaging with best digital practice to find better solutions to local problems**
- > Use data responsibly and effectively to improve decision making, and support those people most in need
- > Link key initiatives and re-use digital assets and investments
- > Make non-personal data open by default where it is of value to the people of Greater Manchester
- > Ensure digital services are consistently available and resilient, with clear contingency plans
- > Provide open, transparent information on how we are progressing towards these aims and how decisions are being made

MAIN PROJECTS

> GM Information Sharing Strategy (GMCA)

> GM Local Data Review & Office of Data Analytics (GMCA)

> Smart Ticketing (TfGM)

> NHS Digital Fund (GM Health & Care Partnership)

> GM Cyber and Resilience (GMCA and GMP)

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives

> Cross-cutting work on skills and infrastructure

DIGITAL PRIORITY 2



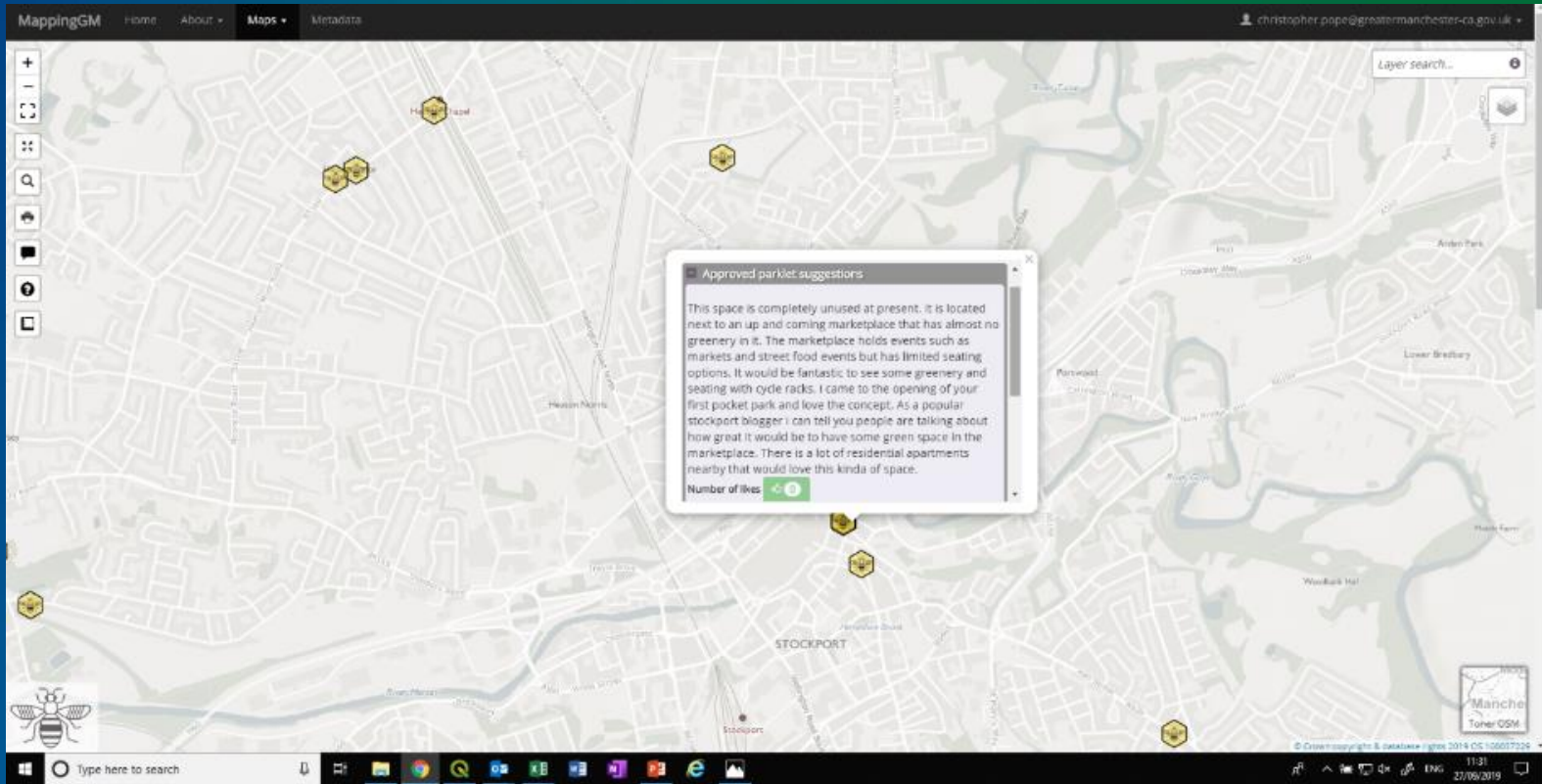
MAIN PROJECT

USING DATA INSIGHTS TO DESIGN A CITY-REGION FOR EVERYONE

We're using data to inform better decision-making and develop more accurate and user-focussed public services to suit the needs of people right across Greater Manchester.

AIM

Undertake a full Greater Manchester Local Data Review by December 2020 and address barriers to making more local data open and available with the aim of creating new commercialisation opportunities, stimulating open innovation and raising productivity.



The home of geospatial data in Greater Manchester



DIGITAL PRIORITY 2 ▾

MAIN PROJECT

SMART TICKETING KEEPS GREATER MANCHESTER MOVING

Fully-digitised ‘touch in, touch out’ smart ticketing has been introduced across Greater Manchester’s 100km tram network, with background data systems improving passenger experience, their financial security and helping Transport for Greater Manchester plan an improved, efficient service for **the 44m journeys** it carries every year.

AIM: To trial and develop innovative ticketing products to digitally-enable existing and future mobility around Greater Manchester.

Page 92



DIGITAL PRIORITY 3 ▾

DIGITALLY ENABLING ALL BUSINESSES

Businesses of all sizes should have the means and skills to digitise their business and make the most of the opportunities that brings.





DIGITALLY ENABLING ALL BUSINESSES

WE WILL:

- > Offer one place where businesses owners can get help and advice on incorporating digital into their business
- > Ensure businesses have access to trusted digital tools and providers, at the right cost
- > Show how efficiency and profit opportunities can be achieved - we want businesses to be inspired to do more with digital
- > Support businesses to up-skill their workforce
- > Help business owners use digital practice to grow and scale, and take advantage of evolving opportunities (particularly through collaboration)
- > Offer support for businesses to protect themselves from cyber crime
- > Offer a voice in how Greater Manchester's digital resources are targeted, and have individual business progress recognised

MAIN PROJECTS

> Made Smarter and Digital Enablement Service (Growth Hub)

> Local Growth Fund initiatives (GMCA)

> GM Cyber Resilience Centre (GMP)

> Foundational Economy Review (GMCA)

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives

> Cross-cutting work on skills and infrastructure

DIGITAL PRIORITY 3 

MAIN PROJECT

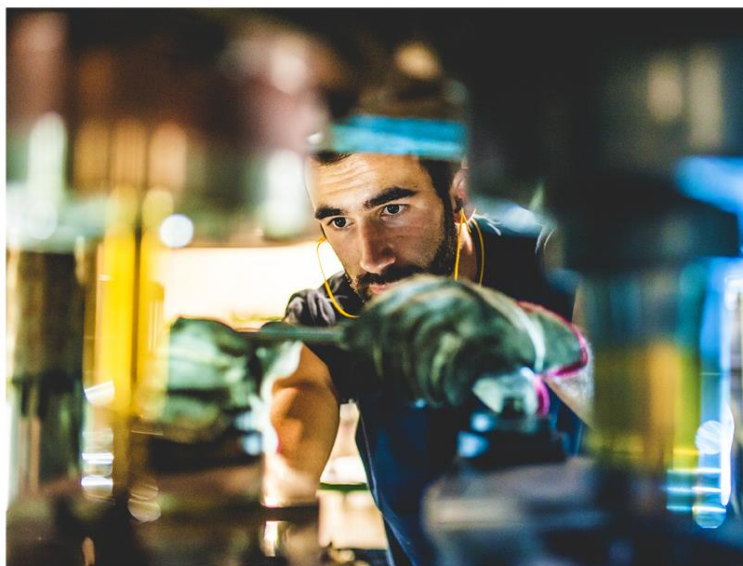
HARNESSING THE POWER OF DIGITAL WITH MADE SMARTER

Greater Manchester Combined Authority is supporting Made Smarter, a two-year pilot aimed at boosting the digital capabilities of small and medium-sized digital businesses in Greater Manchester and the wider North West region.

Around 3,000 manufacturing companies are being offered match-funded investment, support and advice on how digital technologies could revolutionise their processes, with 600 being offered intensive support, consultancy and mentoring.

The programme, delivered by The Growth Hub, aims to accelerate commercial growth for manufacturers in the region, helping them to open up new markets, increase exports and create high-value, high-paid employment.

AIM: £20m pilot to increase regional GVA by up to £115million, by increasing the adoption of industry 4.0 in the North West by 2021



“ Made Smarter has the potential to kick start a new industrial revolution for our manufacturing sector and be a catalyst for new investment in the latest digital technologies.

”



**JUERGEN
MAIER**

GM LEP Member, Chair of Digital Catapult, Co-Chair of Made Smarter, former CEO of Siemens

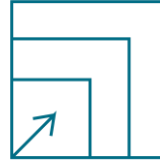
DIGITAL PRIORITY 4 ▾

CREATING & SCALING DIGITAL BUSINESSES

We're encouraging and supporting businesses to start, grow or move to Greater Manchester, recognising the importance of the continued expansion of our digital, creative and tech sector and the opportunities this brings for our people.

Page 97





CREATING & SCALING DIGITAL BUSINESSES

WE WILL:

- > **Continue to transform business attitudes to financing growth, and facilitate investor confidence in innovative digital developments**
- > Continue to support access to skilled individuals and help companies shape competitive employment offers to attract and retain staff
- > Drive investment in our high-growth sectors and draw on the experience of successes like MediaCityUK
- > Continue to encourage and support businesses to have a global outlook and presence
- > Develop clear paths to growth and leadership, with training and peer-to-peer learning on overcoming business-specific challenges for start-ups and scale-ups
- > Make Greater Manchester the most secure place to work and grow online in the UK, incorporating sustainable priorities

MAIN PROJECTS

> Amplify (Growth Company)

> Greater Connected (Growth Company)

> Inward investment (MIDAS)

> ERDP-funded digital initiatives (GMCA)

> Co-angel and investor support (Growth Company)

> Creative Industry Scaleup Programme (Growth Company)

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives



DIGITAL PRIORITY 4

MAIN PROJECT

AMPLIFY: TRANSFORMING BUSINESS THROUGH DIGITAL LEADERSHIP

Greater Manchester's SME's are tapping into additional opportunities that improving digital systems and business support can bring.

Greater Manchester Combined Authority supports providers like The Growth Company's Business Growth Hub to work with SME's across the city-region, helping them to tap into the opportunities digital can bring to flourish, grow and do better business, setting them up for the world stage.

AIM: 100 jobs created and 45 business assisted

Page 99



“ We’ve transformed our business during the Amplify process. We went from being an integrated advertising agency to a paid-for marketing agency. We’ve launched whole new design sprints. We’ve done so much since being influenced by this programme.

”



SUE BENSON

*Managing Director,
The Behaviours Agency*

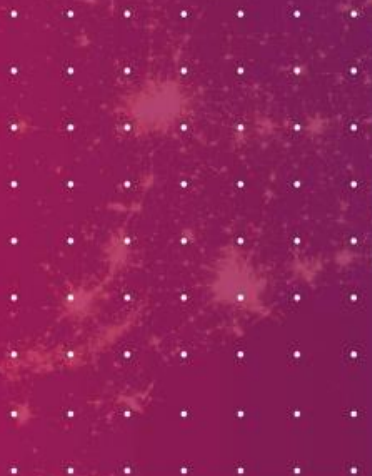
(on the Amplify programme)

DIGITAL PRIORITY 5 ▾

BEING A GLOBAL DIGITAL INFLUENCER

Greater Manchester is taking its position as an internationally recognised centre of digital innovation, research and practice.

Page 101





BEING A GLOBAL DIGITAL INFLUENCER

WE WILL:

- > **Continue to showcase Greater Manchester across the world as a leader in digital innovation and world-class capabilities in health innovation and creative media**
- > **Establish Greater Manchester as UK and European centre for cyber and digital ethics, trust and security**
- > Champion Greater Manchester as a place with an incredible evolving digital eco-system
- > Ensure Greater Manchester is known as an extremely attractive place to develop, grow and stay, for individuals and businesses contributing to digital innovation.

MAIN PROJECTS

> International promotion and attraction (MIDAS and Marketing Manchester)

> Annual digital creative and
> tech festival (GMCA, Growth Company and partners)

> Health Innovation (Health Innovation Manchester)

> GM Cyber Ecosystem (GMCA and partners)

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives

“

The world is changing at an Unprecedented rate. That change is driving extraordinary Opportunity, innovation and progress. It's also unleashing amazing complexity, uncertainty and risk.

If we want a security and intelligence mission fit for our second century, it's crucial we keep reinventing – which is why our new Manchester facility will be vital to our future success.



”



**JEREMY
FLEMING**

Director, GCHQ



DIGITAL PRIORITY 5

MAIN PROJECT

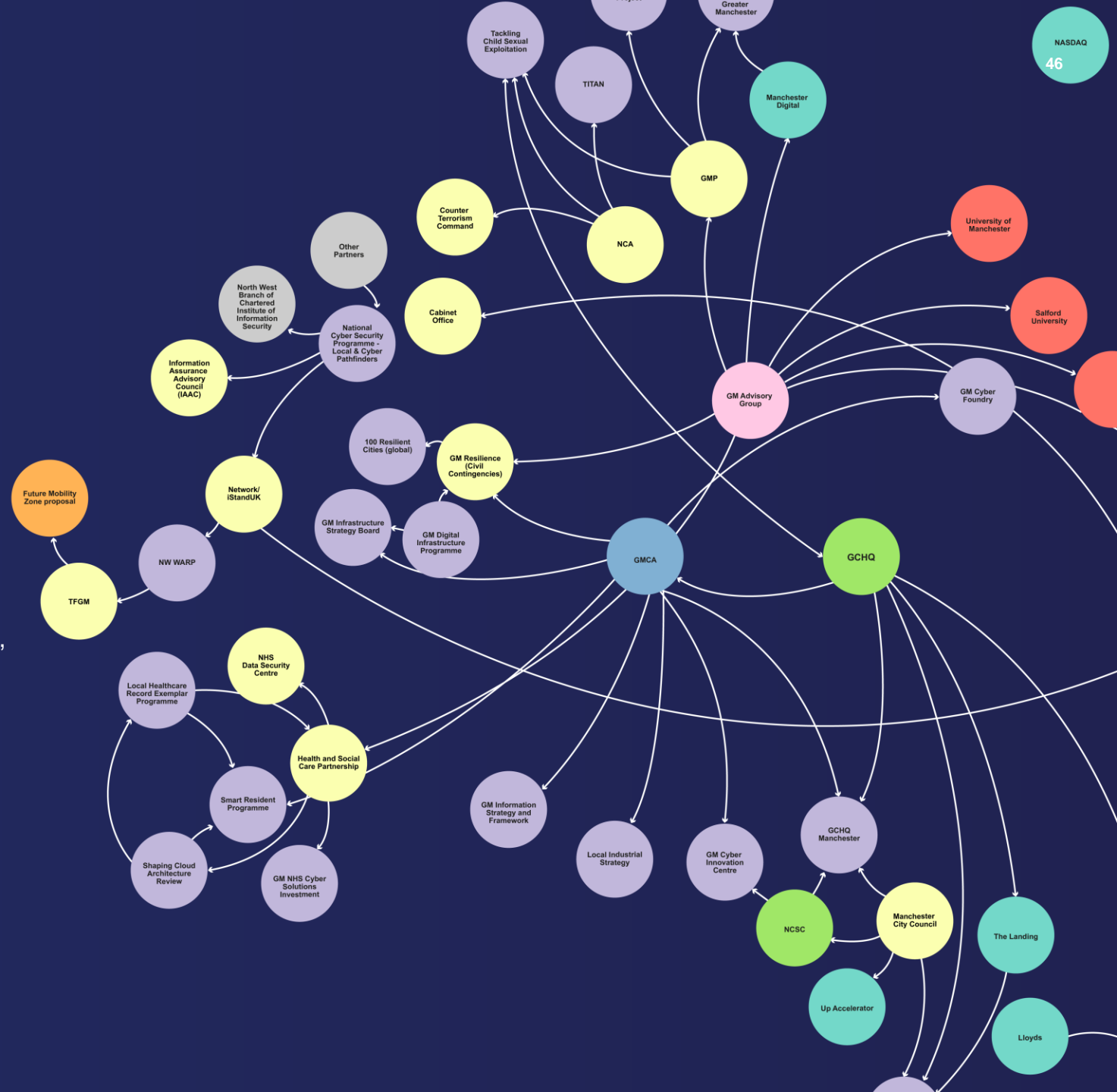
GM CYBER: A UNIQUE OPPORTUNITY

Greater Manchester's SME's are tapping into additional opportunities that improving digital systems and business support can bring.

A 30+ organisation partnership, collaborating for common benefit and the sharing of research and expertise that is driving a £500M+ opportunity with international reach.

Key members: Manchester Metropolitan University, University of Manchester, Lancaster University, Salford University, GMCA, GCHQ, MHCLG, DCMS, Manchester City Council, Greater Manchester Police, the GM Health & Care Partnership, Barclays, NCC, BAE System plus other leading private sector organisations

Page 104



“

We see this as a real thriving tech hub within the UK and the aspiration for Greater Manchester to become one of Europe's top 5 digital city regions is absolutely attractive to us.

”



**VICTORIA
KNIGHT**

*Strategic Business Director,
BAE Systems*



DIGITAL PRIORITY 5 ▾

MAIN PROJECT

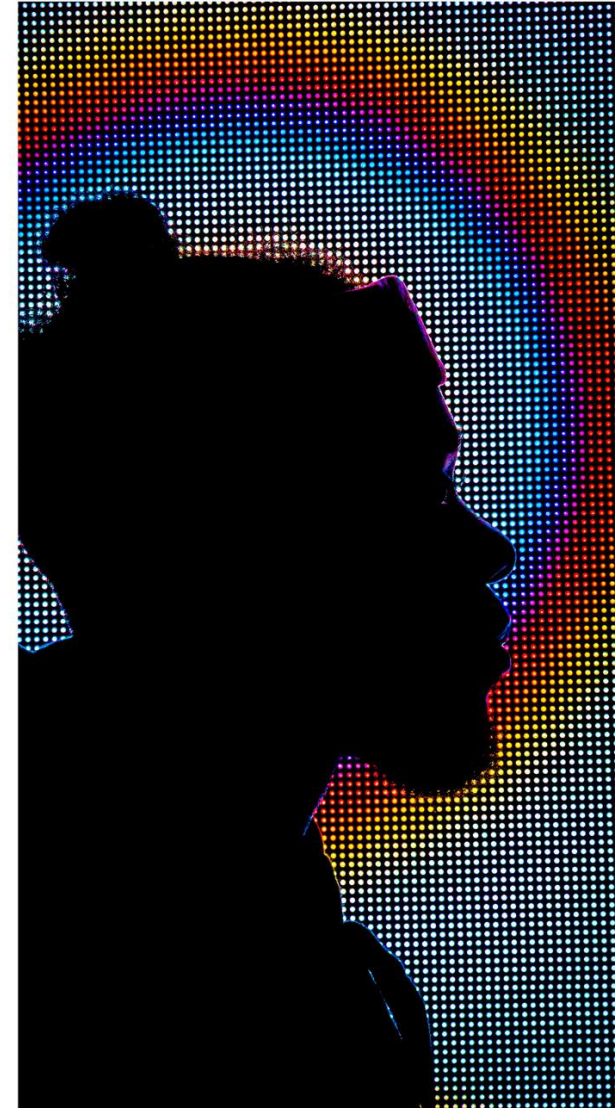
GREATER MANCHESTER TAKES TO THE GLOBAL STAGE WITH DISTRACTIONS

Our better connected, more collaborative digital future was put before a global audience as part of the renowned Manchester International Festival which annually attracts over 300,000 visitors to Greater Manchester.

In 2019 delegates from globally-recognised businesses, academia and the public sector came together at the Distractions event to explore and develop ideas that will help us meet our ambition to become a global digital leader.

AIM: To raise the profile of Greater Manchester's ecosystem activities through internationally-recognised events and activities.

Page 106



DIGITAL PRIORITY A 

STRENGTHENING OUR DIGITAL TALENT PIPELINE

Our vision is to create a critical mass of digital talent, positioning Greater Manchester as the key place for businesses seeking a digitally-skilled workforce to invest in outside of London.

A



STRENGTHENING OUR DIGITAL TALENT PIPELINE

WE WILL:

- > **Inspire young people to think about a career in digital and give them the skills and confidence to do it**
- > Future-proof the tech talent pipeline; connecting education and industry through harnessing real role models and industry mentors
- > Ensure that the system of post-16 technical education in Greater Manchester provides young people with a clear pathway defined by employers into all priority digital/ tech occupations
- > Address the immediate digital skills shortage and support employers to diversify their workforce through developing a new model of reskilling and retraining

MAIN PROJECTS

> **Go Digital (GMCA with Digital Advantage, Hive Learning and InnovateHer)**

> **Digital Futures (GMCA with Manchester Digital and partners)**

> **Fast Track Digital Workforce Fund (GMCA with Tech Manchester, Generation, QA, We are Digital & Tech Returners)**

> **Cyber Foundry (Collaboration with Lancaster University, The University of Manchester, University of Salford and Manchester Metropolitan University)**

... **Plus connecting and enabling activity across the eco-system**

> **Locality projects and private, not-for-profit and academic initiatives**

DIGITAL PRIORITY A 

MAIN PROJECT

INSPIRING THE NEXT GENERATION: GO DIGITAL

Our vision is to create a critical mass of digital talent for businesses seeking a digitally-skilled workforce to invest in outside of London. This workforce will be diverse & adaptable to change.

Access to talent is cited by organisations as one of the biggest challenges they face and this starts with inspiring young people at school.

Go Digital is an industry-led digital skills programme, working with 50 GM schools over two years to address the gaps in the digital talent pipeline. This includes building the confidence of young girls to enter STEM, building opportunities for SEND students and inspiring young people into the digital and creative careers through digital making opportunities.

AIM: to inspire 10,000 young people across 50 schools to explore a career in the digital and creative industries and give them the skills and confidence to pursue that pathway.



“

I could actually practice skills in a real working digital environment. I've developed a couple more skills or improved a lot of the skills I already have. This entire thing was made for me, I like it so much. It's been such a great experience.

”



**BECK
CROMACK
HOUGH**

“Digital Inc” Student (part of Digital Advantage programme for SEND schools)

*The Lancasterian School,
Manchester*

DIGITAL PRIORITY B 

EXTENDING OUR WORLD-CLASS DIGITAL INFRASTRUCTURE

We will ensure that Greater Manchester has the digital infrastructure it needs to be a world class digital city region.

Page 111

B



EXTENDING OUR WORLD-CLASS DIGITAL INFRASTRUCTURE

WE WILL:

- > **Remove bandwidth as a barrier to our social, economic and public sector reform objectives.**
- > Deliver ubiquitous high speed digital connectivity over full fibre and 4G & 5G mobile across the whole city region by 2025.
- > Accelerate market investment by:
 - Extending network reach by connecting over 1600 public sector sites and assets with Full Fibre across Greater Manchester
 - Making public sector buildings and other assets available for infrastructure to support 5G roll out
 - Driving market investment in fibre and mobile by minimizing roll out costs through a Prospectus agreed by Greater Manchester local authorities

MAIN PROJECTS

> GM Full Fibre programme

> GM 5G and town centre Wi-Fi programme

> GM digital infrastructure 'Dig Once' prospectus

> Digital Infrastructure Strategy

... Plus connecting and enabling activity across the eco-system

> Locality projects and private, not-for-profit and academic initiatives

DIGITAL PRIORITY B ▾

MAIN PROJECTS

LEADING THE WAY ON 5G

Salford's MediaCityUK was the UK's first area to receive commercial 5G coverage, with the area deemed a perfect 'living lab' for 5G research and innovation by operator Vodafone who have invested in a 5G Innovation Lab at The Landing.

Greater Manchester is at the forefront of 5G rollout in the UK through collaboration with telecoms partners, local authorities and the main property holders. Our aim is to continue to be.

FULL FIBRE CONNECTIVITY

Alongside privately funded investment, Greater Manchester's public sector is investing in fibre broadband to over 1,600 public sites through the Full Fibre programme. This will provide better foundations for digital public services and create opportunities for wider connectivity.

Aim: Ensure access to full fibre for premises in Greater Manchester exceeds 25% by 2021.



DELIVERING GM DIGITAL

Page 114



TAKING AN ECOSYSTEM APPROACH

For Greater Manchester to achieve its ambitions we need the whole digital ecosystem to pull together. This concept of collaboration is at the heart of this Blueprint.

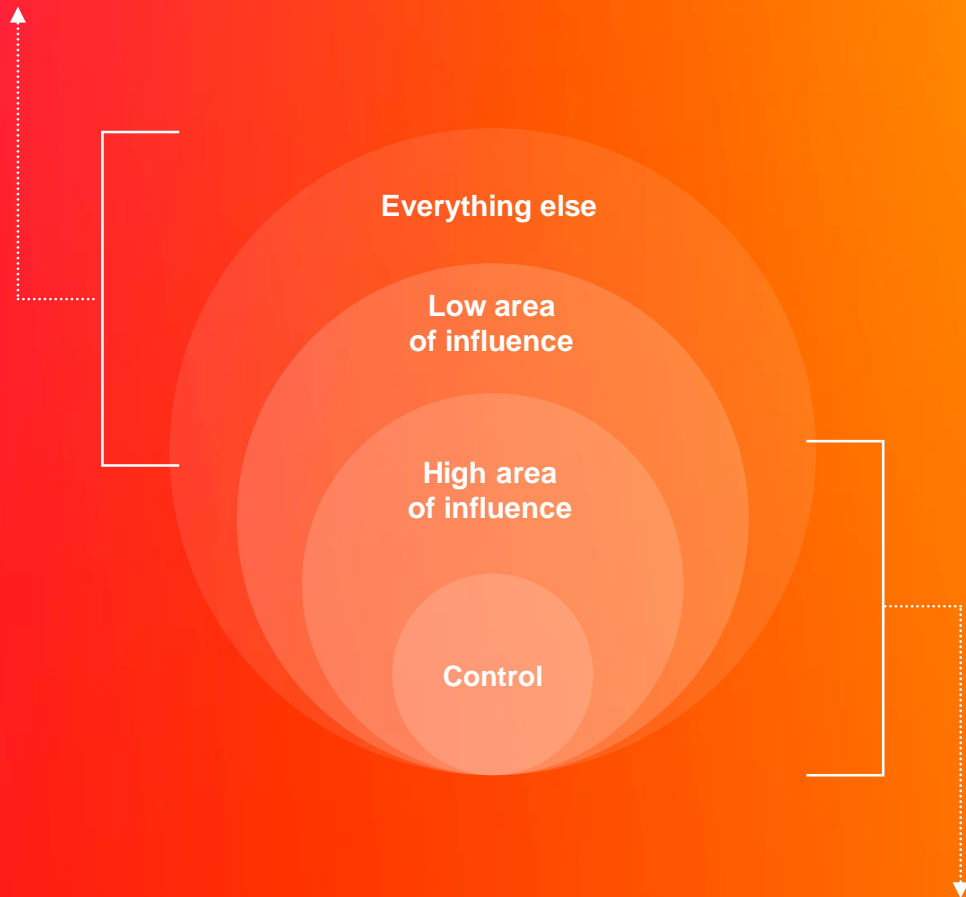
We will further support and enable private, academic and not-for-profit sector work and identify where there are gaps and initiatives needed at a pan-GM level.

With a joined-up approach we want to ensure the digital portfolio's role across wider linked GMCA work is connected for bigger impact. Particularly with our Work & Skills, Green City-Region, Reform, Growth and Infrastructure programmes across all districts to emphasise that we are more than just the sum of our parts.

This will be supported by a refreshed and inclusive governance and engagement approach which evolves with the pace of change, reflecting local and national needs and the city-region's growth.

Page 115

Enabling eco-system based work

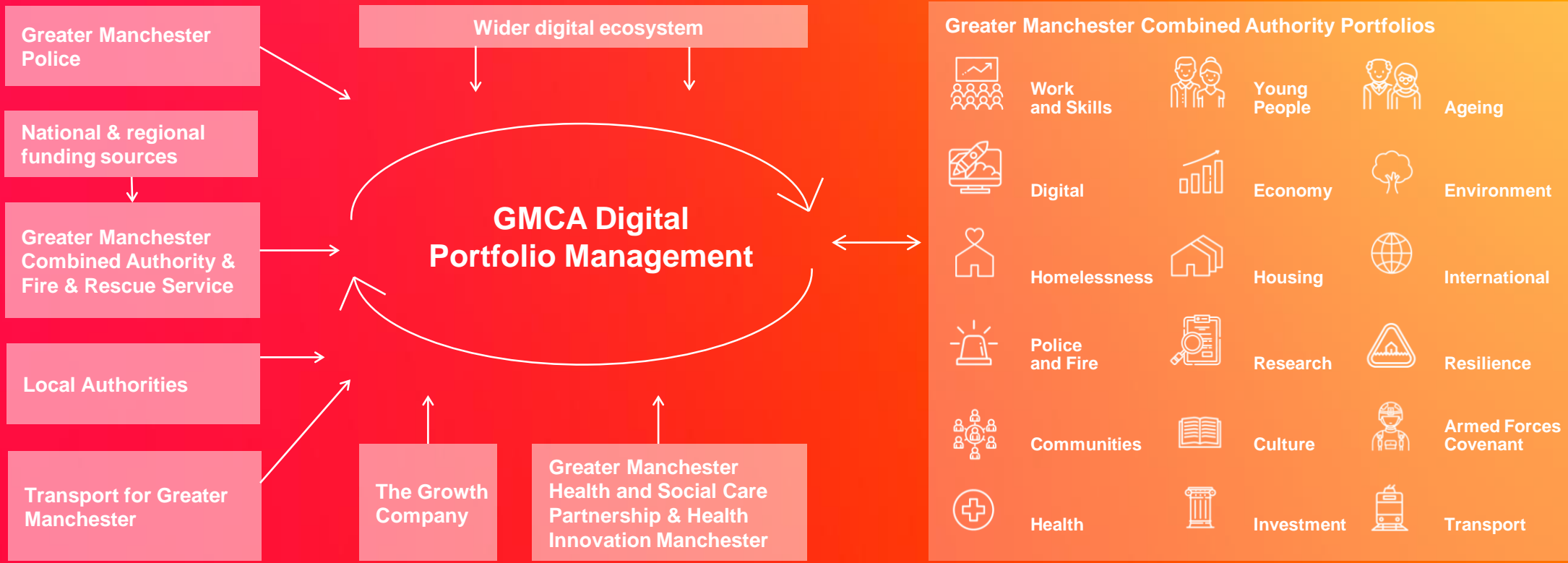


Aligning and delivering pan-Greater Manchester public sector projects

CO-ORDINATING DELIVERY

A joined-up and bolder approach to managing the Greater Manchester Digital Portfolio Priorities will drive better deliver public sector transformation by maximising opportunities and resources, enable joint working on opportunities and ensuring gaps are rectified.

Page 116



DOING DIGITAL DIFFERENTLY IN GREATER MANCHESTER

Big enough to matter, small enough to know each other, and driven enough to make things happen...

#GMdigital

 @GMCAdigital

greatermanchester-ca@gov.uk

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Date: 31st January 2020

Subject: Brexit Update and Economic Dashboard

Report of: Councillor Richard Leese, Portfolio Lead for Economy & Business, and Jim Taylor Portfolio Lead Chief Executive for Economy & Business

PURPOSE OF REPORT

To provide GMCA with the latest position regarding the national Brexit negotiations following the General Election, and to highlight how Greater Manchester will continue to prepare for EU exit and future trading arrangements. The latest version of the Greater Manchester Economic Resilience Dashboard is also provided.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note and comment on the Brexit update and the work underway to ensure Greater Manchester is prepared for EU exit and future trading arrangements
2. Note and comment on the latest update of the Greater Manchester Economic Resilience Dashboard

CONTACT OFFICERS:

Simon Nokes, Executive Director Policy & Strategy, GMCA
Simon.nokes@greatermanchester-ca.gov.uk

Equalities Implications:

There are no direct equalities impacts arising from this report.

Climate Change Impact Assessment and Mitigation Measures:

1. *No direct impacts arising from this report.*
2. *The details of the deal agreed nationally on the UK’s exit from the EU may impact on overall climate change ambitions, legislation and possible future mitigating actions.*

Risk Management:

Possible risks arising from the UK’s exit from the EU are being monitored as part of Brexit planning activities.

Legal Considerations:

None

Financial Consequences – Revenue:

None

Financial Consequences – Capital:

None

Number of attachments to the report: 1

Comments/recommendations from Overview & Scrutiny Committee

None

BACKGROUND PAPERS:

The author of the report must include list of those documents on the subject matter which:

- Disclose any facts or matter on which the report or an important part of the report is based;
- Which have been relied on to a material extent in preparing the report

TRACKING/PROCESS	[All sections to be completed]
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?		Please state the reason the report is exempt from call-in
GM Transport Committee	Overview & Scrutiny Committee	

1. LATEST NATIONAL POSITION

- 1.1 Following the successful election campaign, Boris Johnson as Prime Minister, with an 80-seat majority will now be able to get his Withdrawal Agreement through Parliament, with the UK set to leave the EU on 31st January.
- 1.2 On 20th December, MPs voted 358 to 234 in favour of the EU Withdrawal Bill. The Bill bans an extension to the transition period beyond the end of 2020. MPs also backed a timetable for debate over three days from 7th January, where it is expected to clear the House of Commons before then being passed to the House of Lords. Mr Johnson insists that the Government will get the Withdrawal Bill into law by the 31st January deadline, and that a trade deal can be in place by the end of the transition period.
- 1.3 The Government has formally halted Operation Yellowhammer, with immediate effect, as the likelihood of the UK leaving the UK without a deal at the end of January is now extremely low.
- 1.4 Boris Johnson hosted the president of the European Commission, Ursula Von Der Leyen, where he reiterated the Government's determination not to extend the transition period.
- 1.5 Senior figures in Brussels have suggested concluding the trade negotiations by the end of 2020, is all but impossible. Concerns also remain regarding the Irish Border, but Mr Johnson has again restated that Northern Ireland businesses will face "no barriers of any kind".
- 1.6 UK/EU talks will open with an EU demand of alignment with union rules. The EU has already indicated its red lines, and EU leaders have warned that the price of a quick deal including tariff-free access to the single market would be agreeing to the level playing field on workers' rights and environmental protections.

2. GREATER MANCHESTER BREXIT PREPARATIONS

- 2.1 Now the national position is clearer, the multi-agency Greater Manchester Brexit Readiness Group continues to meet regularly and consider implications and actions arising to ensure Greater Manchester is prepared for Brexit and future trading arrangements.
- 2.2 Based on the preparatory work undertaken for previous exit dates, the Group will consider impacts arising in the following areas (and any additional as new issues arise):
 - **Borders** – Manchester Airport is liaising directly with Government, as a point of entry to the UK.
 - **Transport & Infrastructure** - Assessments are ongoing to ensure transport and infrastructure projects continue.

- **Health & Social Care** – Preparations for the health sector is being led nationally by NHS England and Department for Health. There has been no requirement for local NHS to stockpile any medicines or medical supplies. The reliance on EU workers in the health & social care sector is a particular risk.
- **Food, Water & Energy** - Activity will be led by the Local Resilience Forum, liaising with national government as required.
- **Business & Economy** – In recognition of the potential for short and longer term economic impacts from the on-going uncertainty, a multi-agency Economic Resilience Taskforce has been established, bringing together key GM bodies to try to ensure a coherent and comprehensive package of support as possible is provided to businesses and individuals facing any threat of redundancy should an economic downturn occurs. Concern has been raised regarding the preparedness of the SME sector specifically.
- **Engagement with Government** - The Local Resilience Forum and members of the Brexit Readiness Group are engaging with the relevant departments and ensuring information requests are dealt with in a coordinated and timely manner.
- **Civil Contingencies** - Work has been undertaken to understand possible impacts on current and future risk scenarios, in both the short and medium terms.
- **Higher Education Sector** - Work has been undertaken to understand the possible impacts on the numbers of EU students and lecturers.
- **Organisational Readiness & Impacts** – Public sector organisations have been considering the possible impacts on their own operations arising from Brexit, including workforce and legal implications.
- **Data** - Information has been shared with public sector agencies to ensure all are undertaking the necessary preparations and advice is being passed onto businesses to ensure they can put in place any necessary mitigating actions

2.3 The Greater Manchester Economic Resilience Taskforce also continues to meet, bringing together key GM bodies to try to ensure a coherent and comprehensive package of support as possible is provided to businesses and individuals facing any threat of redundancy.

2.4 To support and inform the work of the Economic Resilience Taskforce, a dashboard of leading indicators has been developed, to track how the national and GM economy is performing, in order to identify any possible economic shocks as early as possible. The Taskforce (and dashboard) are considering arising impacts in terms of overall economic resilience; business & sector impacts; and, impacts on GM residents. The latest version of the dashboard can be viewed live at this link (and is attached at Annex A):
<https://www.gmtableau.nhs.uk/#/site/GMCA/views/GMEconomicResilienceDashboard-January2020/FrontSheet?.iid=1>

2.5 Regular updates on preparatory activities led by Greater Manchester will be provided to the Combined Authority and scrutiny Members, and additional detail provided as the national negotiations and timeline become clearer.

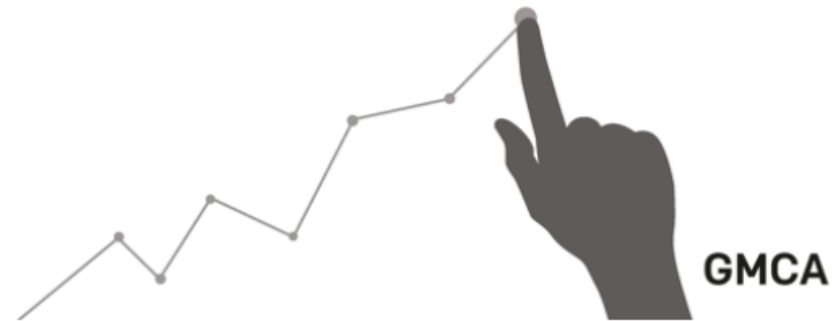
3. RECOMMENDATIONS:

The GMCA is requested to:

1. Note and comment on the Brexit update and the work underway to ensure Greater Manchester is prepared for EU exit and future trading arrangements
2. Note and comment on the latest update of the Greater Manchester Economic Resilience Dashboard

Economic Resilience Dashboard

Tracking the GM Economy



There are many economic uncertainties at this time. These arise from world economic conditions and the continued economic uncertainty due to the ongoing issues with BREXIT and the UK's future trading relationship with Europe

In response to this, an economic resilience dashboard has been developed to monitor how the national and GM economy is performing, in order to identify and potential economic shocks

For this reason, the dashboard primarily focuses on leading economic indicators (as opposed to lagging indicators) to ensure the dashboard is as forward-looking as possible

These indicators are grouped under economic themes – Economic Resilience, Business & Sectors, and Residents

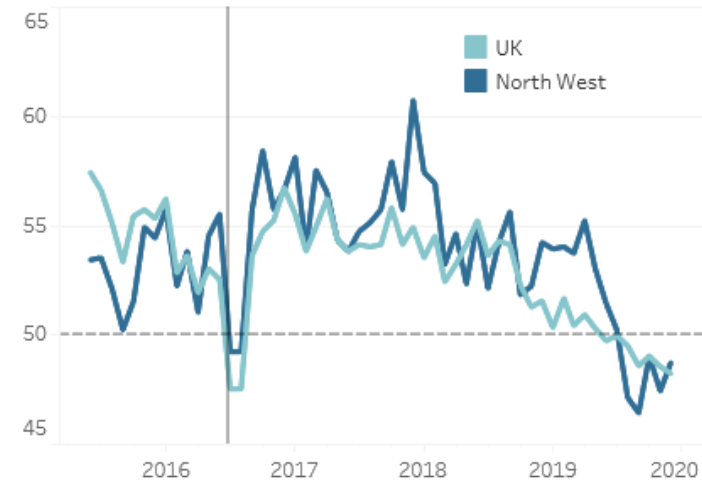
National Indicators

Yield Spread



Regional Indicators

Regional PMI



ECONOMIC RESILIENCE

The economic resilience variables track how the national, regional, and GM economy is performing at a macro level to identify any potential economic shocks

Yield Spread

Having been mostly in negative territory since July, the yield spread stayed just above zero in December 2019. The small difference between yields on long term and short term bonds continues to show a lack of confidence in the market. Whilst this move is positive, it still remains substantially below the most of the last five years, including the dip experienced in August 2016.

Regional Purchasing Managers Index

The North West regional PMI improved slightly from 47.4 in November to 48.7 in December, however, the index remains below the 50.0 threshold that indicates growth. The North West has been below the 50.0 threshold since August 2019 but is now above the UK average, which has continued to fall in December now standing at 48.2.

Greater Manchester Index

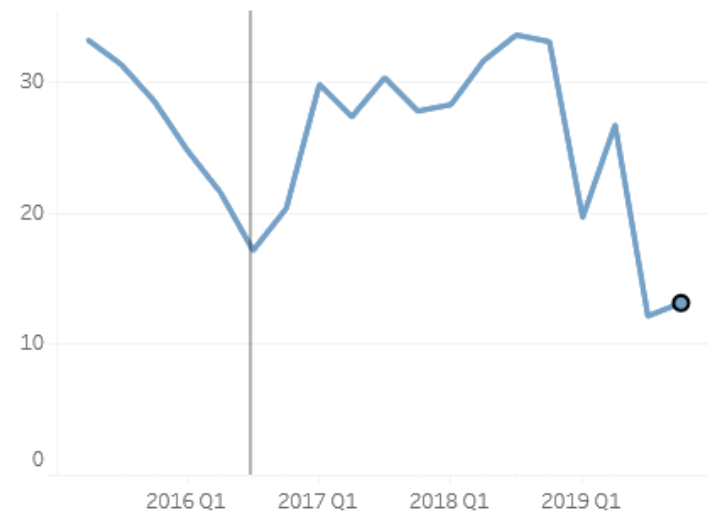
GM Chamber's key economic indicator for Greater Manchester, the Greater Manchester Index™, increased to 13.1 in Q4 2019, slightly higher than the level seen in Q3 at 12.1.

House Sales

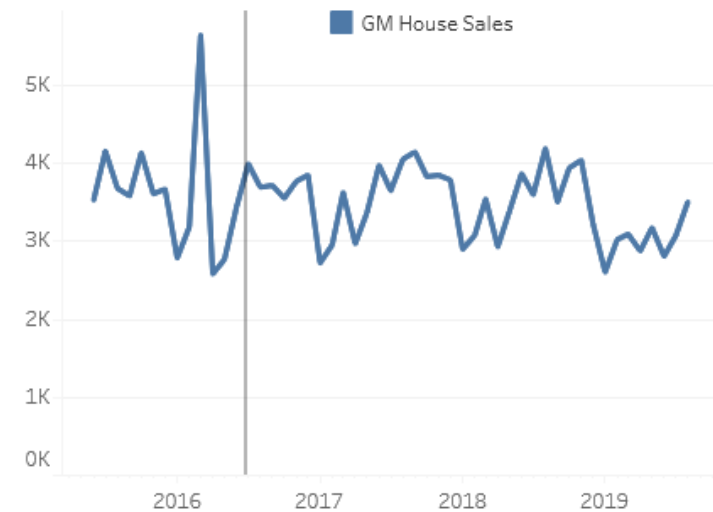
The volume of house sales in GM increased by 14.2% in August 2019 (latest available data) to 3,498, from 3,063 in July. The underlying trend indicates a slowdown in house sales, with the volume of sales down 16.4% compared to August 2018.

Greater Manchester Indicators

GM Index

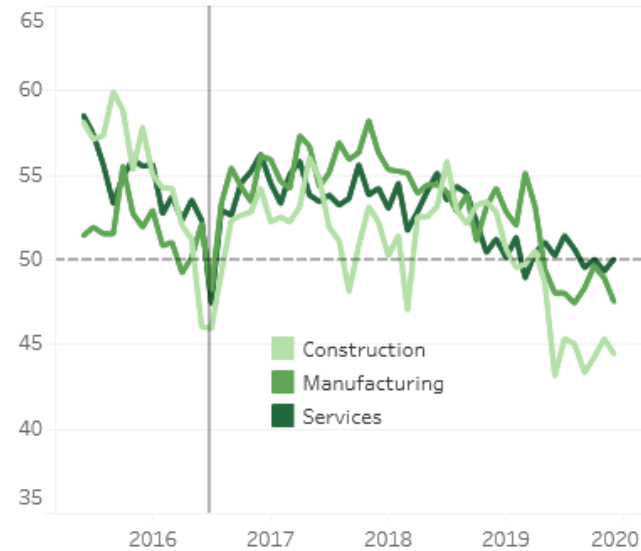


GM House Sales

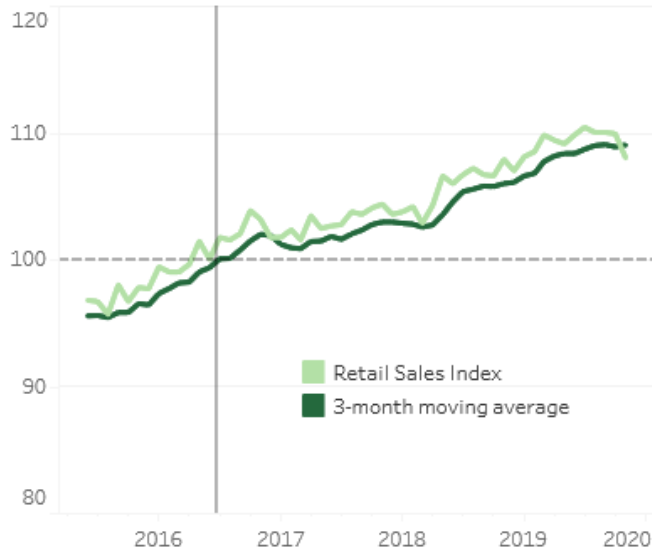


National Indicators

Purchasing Managers Index



Retail Sales



BUSINESS & SECTORS

The business & sectors variables track how businesses and sectors are performing to give a more in depth picture of the current economic landscape

Purchasing Managers Index

The *Manufacturing* PMI fell again to 47.5 in December, down from 48.9 in November, remaining below the 50.0 no-change mark for a eighth consecutive month. The *Services* PMI increased to 50.0 in December, up from 49.3 in November. The *Construction* PMI fell to 44.4 in December from 45.3 in November, marking the eighth consecutive month it registered below the 50.0 no-change mark.

Retail Sales

The volume (not value) of retail sales fell by 1.9% points in November 2019, continuing the slight decline in October following previous three months of stability. There was little change in the underlying trend in the retail industry, as the three-month on three-month measure, increased 0.1% in November compared with the previous three months

Export Documents

Export documents decreased by 3% month on month in November, to 3,284 from 3,397 in October, and declined by 4% y-o-y; this came after recording a 10% m-o-m increase and a 4% year on year decrease in October, showing the volatility in this measure.

Credit Risk

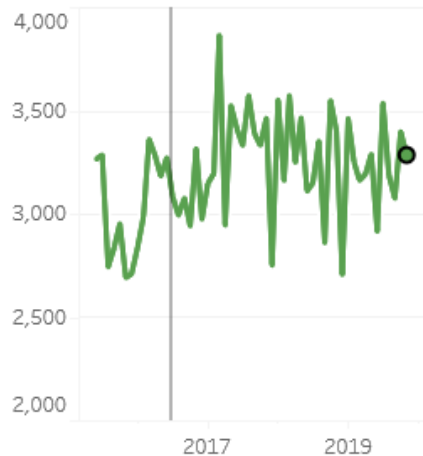
7.6% of GM firms employing 10 or more staff were reported as having 'high' credit risk in December 2019, compared with 7.0% for the UK. Firms with 10-49 employees were most likely to be reported as having 'high' credit risk, at 8.5% in GM compared to 7.6% in UK.

Inward Investment

Inward investment in GM created GVA of £4.0 million in quarter 3 of 2019/2020; this is compared to £47.1 million created and £3.8 million safeguarded in quarter 2. Financial year-to-date, Inward investment in Greater Manchester has created £97.0 million (down 69% compared to 2018/19) and safeguarded £29.5 million (down 33% compared to 2018/19). Again, this is reflective of the volatility of the measure.

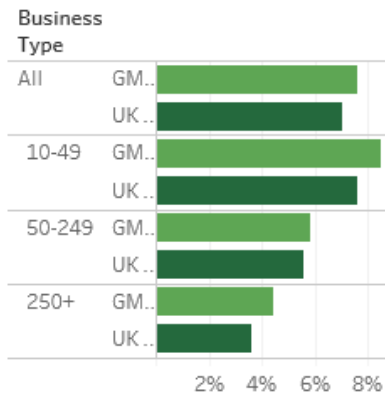
Greater Manchester Indicators

Export Documents

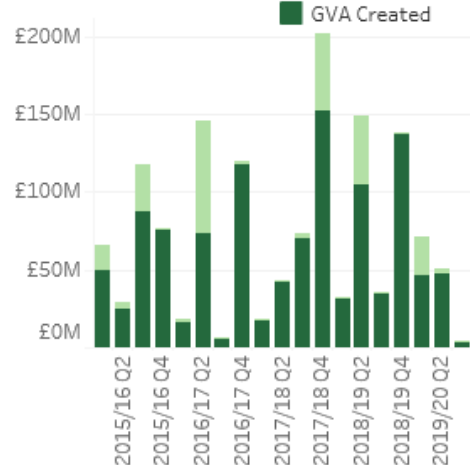


Credit Risk

% of SMEs reported as having 'high' credit risk



Inward Investment



National Indicators

Consumer Confidence



PEOPLE

The people variables track the wellbeing of people in GM in order to understand the material impacts of any potential economic downturn on GM residents

Consumer Confidence

The UK Consumer Confidence Index rose 3 points to -11 in December 2019, the highest level since July 2019. The outcome of the election cleared some uncertainty over Brexit and expectations for the general economic situation over the next 12 months has improved, as well as small increases in the big purchases climate index and personal finances outlook.

Claimant Count

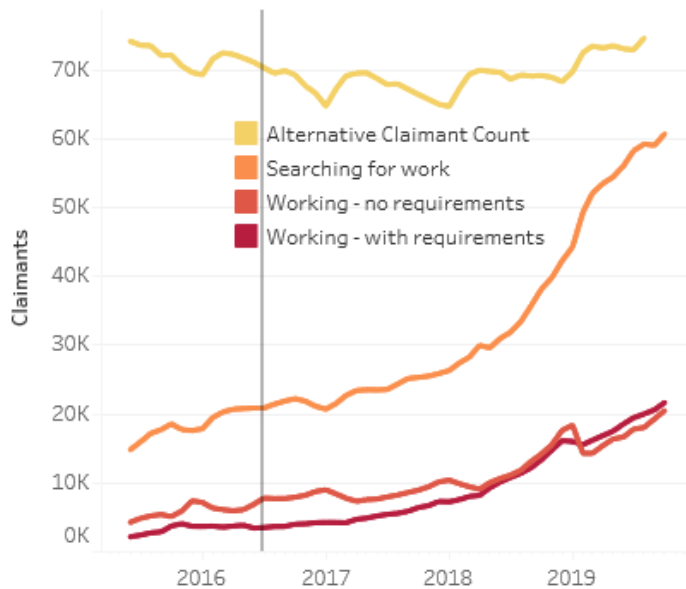
The Claimant Count – as reported by DWP in their experimental Alternative Claimant Count statistical series – in GM increased in August (latest available data) to 74,517 compared to 72,803 in July, following a couple of months of declining trends. The number of Universal Credit claimants who were *Searching for Work* continued to increase in October, rising by 3% month-on-month to 60,616; meanwhile, the number of UC claimants *Working – with requirements*, also continued to increase in October, rising 5% to 21,575, as did the number of UC claimants *Working – with no requirements*, rising 6% to 20,407

Job Vacancies

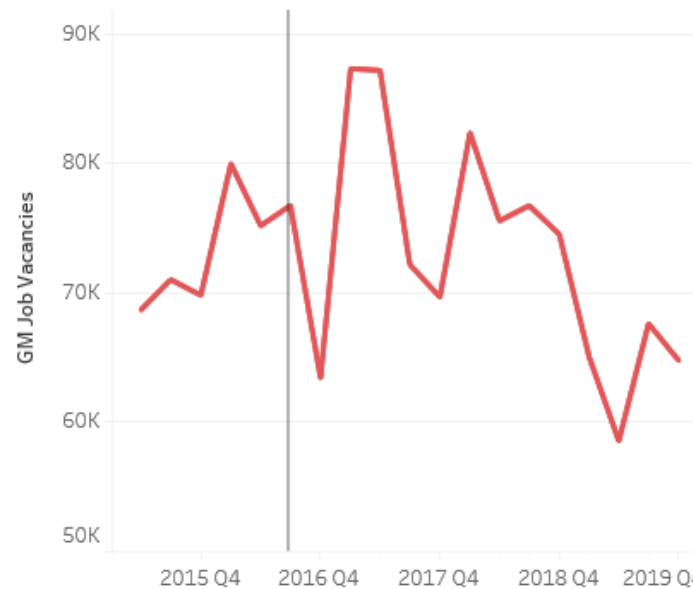
Job vacancies fell by 4.2% m-o-m in Q4 2019 to 64,712, from 67,555 in Q319. This is a 13% fall y-o-y from 74,454 in Q4 2018.

Greater Manchester Indicators

Claimant Count



Job Vacancies



Date: 31 January 2020
Subject: Homelessness Update
Report of: Andy Burnham, Greater Manchester Mayor

PURPOSE OF REPORT

Provide GMCA with an update on homelessness programmes.

RECOMMENDATIONS:

The GMCA is requested to:

Note the contents of the report.

CONTACT OFFICERS:

Molly Bishop – Strategic Lead for Homelessness

Equalities Implications: None update on current program

Climate Change Impact Assessment and Mitigation Measures: Not applicable

Risk Management: No relevant risk identified

Legal Considerations: None for information only

Financial Consequences – Revenue: None for information only

Financial Consequences – Capital: None for information only

Number of attachments to the report: 0

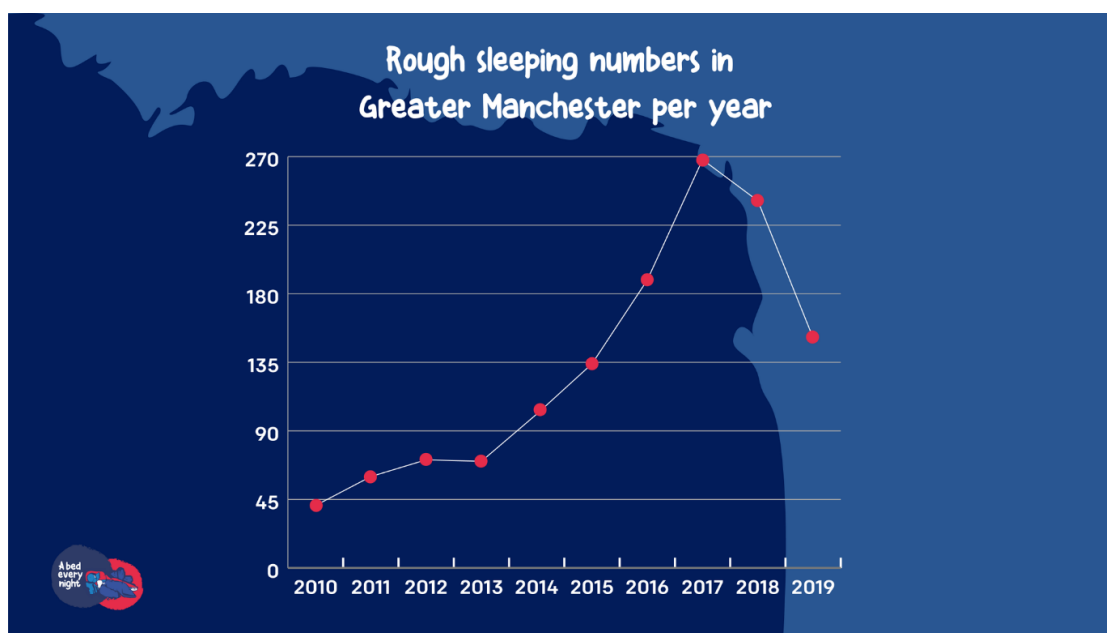
Comments/recommendations from Overview & Scrutiny Committee: Not applicable

BACKGROUND PAPERS: None

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
N/A	N/A	

1.0 INTRODUCTION

- 1.1. GMCA facilitates a range of targeted interventions for people experiencing or at risk of rough sleeping, as an urgent response to the needs of this cohort. These interventions form part of a growing strategic approach to reducing and preventing rough sleeping with alignment across interventions and effective multi-agency working in a range of settings.
- 1.2. In November 2019, Greater Manchester recorded its second year on year reduction in rough sleeping since 2010. 151 people were known to be rough sleeping on one night across Greater Manchester, a 37% reduction on 2018.
- 1.3. Continuing to deliver a significant reduction in the number of people having to rough sleep is a core priority and is being pursued through the areas of work that make up the contents of this report.



Graph 1: Rough sleeping number in Greater Manchester 2010-2019, GMCA

2.0 A BED EVERY NIGHT

- 2.1. A Bed Every Night (ABEN) is consistently accommodating over 450 people who would be rough sleeping or at imminent risk of rough sleeping every night. One third of all individuals who access this service are moving onto more secure accommodation, such as supported housing, temporary accommodation, or a tenancy.
- 2.2. ABEN is at its core there to provide respite through safe accommodation and support to meet immediate needs. ABEN also aims to support recovery, through wider support relating to health and wellbeing, finance, and re-housing.

- 2.3. ABEN has sought to continuously develop since its inception in November 2018, and the experience of accommodating and supporting over 3000 individuals has contributed to considerable learning.
- 2.4. A full evaluation is being commissioned and will consist of:
- Cost Benefit Analysis
 - Headline data on the utilisation and outcomes
 - Qualitative analysis on the impact to those experiencing rough sleeping
 - Review of best practise in the delivery of short term emergency rough sleeper accommodation-based services
- 2.5. These evaluations will support the development of ABEN into its third phase, from July 2020. GMCA will be provided with the financial detail of phase 3 at its March meeting.

3.0 HOUSING FIRST

- 3.1. The Housing First programme has continued to build momentum supporting people experiencing homelessness with multiple and co-occurring needs, often excluded from key services. By the end of March 2020, we seek to have supported 140 people into their own tenancy.
- 3.2. We have housed just under half of those on the programme (62) at the time of writing, of whom 45 have been in their home for at least a month. The remainder are currently in temporary or 'bridging' accommodation or are being supported but are still sleeping rough.
- 3.3. Interest in Housing First, its expansion and additional funding, is high with central government and has been the topic of multiple calls and visits in the past two months. Meeting our delivery targets is critical to ensure confidence in Greater Manchester's ability to embed Housing First and work differently to help end the need for rough sleeping.
- 3.4. All aspects of the Housing First process are under scrutiny by central government team, including referral and assessment through local 'Task and Target' groups, through to Greater Manchester Housing Providers delivery of pledged properties to meet the choice of the individual.
- 3.5. Wider opportunities such as Finnish style of Housing First communal accommodation are being explored and it is hoped that expansion funding may be released to realise this mixed model.

4.0 ROUGH SLEEPER INITIATIVE

- 4.1. A wide range of activity to strengthen the prevention and relief of rough sleeping through local outreach teams is being carried out across Greater Manchester.

- 4.2. Funding from MHCLG for 2020/21 is expected to be confirmed by the end of January to ensure the continuation and expansion of this work. This will provide for both local and shared resources to continue to tackle rough sleeping.
- 4.3. Co-ordinating personalised and multi-disciplinary responses to individuals who are rough sleeping or entrenched in a cycle of rough sleeping is a core focus of this work. Strategic commitment from across public services to address this has been renewed and a wide range of action is being taken to ensure this is realised operationally, including:
- Review of practise and protocol at Task and Target meetings to ensure effective multi-agency case management of rough sleepers
 - Development of GMThink shared database for rough sleeper outreach services
 - Offending and Rough Sleeping task and finish group
 - Review of Hospital Homeless Discharge Protocol
 - Continuation of Arc pilot to address begging and rough sleeping (Manchester)
- 4.4. These responses, amongst others, seek to ensure that options and support to individuals with complex needs are shared, co-ordinated and persistent.

5.0 HOMELESSNESS PREVENTION SOCIAL IMPACT BOND

- 5.1. The Homelessness Prevention Social Impact Bond (SIB) has exceeded its contract targets and has supported 316 people into accommodation in the last three years. With 11 months remaining sustainability is the focus and despite strong outcomes for many individuals (see table below) some people will need ongoing support.

Sustained for at least 3 months	316
Sustained for at least 6 months	289
Sustained for at least 12 months	195
Sustained for at least 18 months	58

- 5.2. An exit strategy and action plan is being developed to ensure ethical and sustainable step down for individuals on the programme, alongside efforts to secure continuation funding from central government if it is made available.

6.0 FURTHER DEVELOPMENTS

- 6.1. The development of programme to prevent youth homelessness in Greater Manchester has been in development since summer 2019. The purpose of this work is to prevent homelessness in young adults across Greater Manchester and to contribute to innovation and systems change in our understanding of and response to youth homelessness that can be scaled and mainstreamed.

- 6.2. Drawing on the Reform Investment Fund this project will be managed through a Social Impact Bond contract. It follows a period of analysis and consultation with key national, regional and local stakeholders, which has helped to support the development of the business case.

Date: 31 January 2020

Subject: Climate Change & Transport

Report of: Andy Burnham, Mayor of Greater Manchester & Cllr Andrew Western,
Leader of Trafford Council and Green City-Region Portfolio Lead for Greater
Manchester

PURPOSE OF REPORT

Achieving Greater Manchester's carbon targets will require substantial reductions in carbon emissions from transport. This report sets out the scale of the challenge and the transport-related actions that that GM needs to take and influence to meet its ambition to be a carbon neutral city-region by 2038.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note the content of the report.
2. Comment on the scale of the challenge to reduce carbon emissions from transport for GM to meet its ambition to be a carbon neutral city-region by 2038.

CONTACT OFFICERS:

Simon Warburton Transport Strategy Director 0161 244 1427

Equalities Implications:

No implications identified to-date.

Climate Change Impact Assessment and Mitigation Measures –

The report provides a high-level overview of the challenge for the transport sector in supporting achievement of Greater Manchester’s target to become carbon neutral by 2038.

Risk Management: N/A

Legal Considerations: N/A

Financial Consequences – Revenue: N/A

Financial Consequences – Capital: N/A

Number of attachments to the report: None

Comments/recommendations from Overview & Scrutiny Committee – N/A

BACKGROUND PAPERS:

Greater Manchester Five Year Environment Plan

Greater Manchester Transport Strategy 2040: Delivery Plan (2020-2025)

Greater Manchester Transport Strategy 2040

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
17 January 2020	N/A	

1 INTRODUCTION

Policy Background

- 1.1 The Greater Manchester Strategy sets out a future for Greater Manchester as a place where people live healthy lives, and a place that is at the forefront of action on climate change with clean air and a flourishing natural environment.
- 1.2 Building on this, the 5-year Environment Plan for Greater Manchester set an ambitious target to be carbon neutral by 2038, and a vision for Greater Manchester to be a clean, green, carbon-neutral resilient city region, with a thriving natural environment and zero-waste economy.
- 1.3 Although these targets are in the future, action must be taken now if we are to make them a reality, and significant reductions in carbon emissions from transport are vital in achieving these ambitions.

GMCA declaration of climate emergency

- 1.4 In July 2019, the Greater Manchester Combined Authority (GMCA) declared a climate emergency. As part of the declaration, GMCA noted the findings of the Intergovernmental Panel on Climate Change (IPCC) report 'Global warming of 1.5°', in particular:
 - That human activities are estimated to have already caused approximately 1.0°C of global warming above pre-industrial levels;
 - That if we continue at the current rate, we are likely to surpass the Paris Agreement target of 1.5°C as early as 2030; and
 - That at the current level of commitments, the world is on course for 3°C of warming with irreversible and catastrophic consequences for humans and the natural world.
- 1.5 GMCA also affirmed its belief that:
 - The impacts of global temperature rise above 1.5°C are so severe that governments at all levels must work together and make this their top priority;
 - As well as large-scale improvements in health and wellbeing around the world, bold climate action can deliver economic benefits in terms of new jobs, economic savings and market opportunities;
 - As urban populations increase, greater consideration of how urban systems can develop sustainability will be required; and
 - Tackling climate change is everybody's responsibility.

Size of the carbon emissions problem

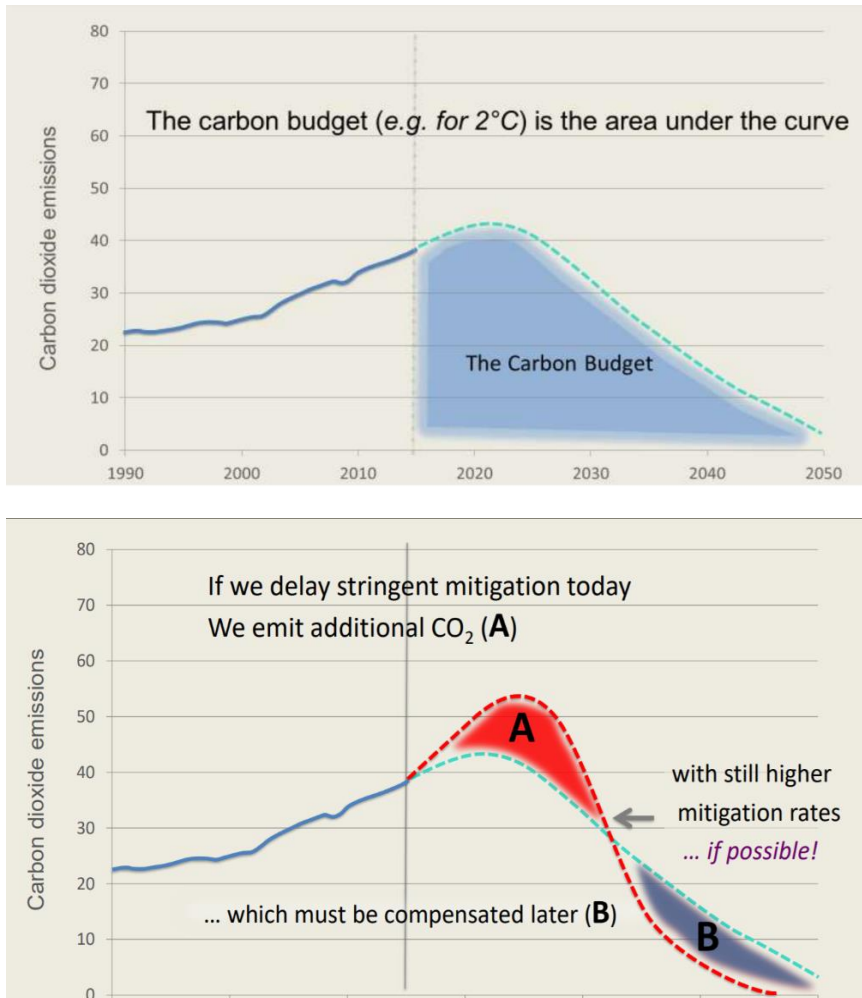
- 1.6 In the UK, the overall total CO₂e¹ emissions have been falling. They now stand at 42% below the 1990 baseline level. This progress means the UK has outperformed the target emissions reductions of first national carbon budget (2008 to 2012) by one per cent. Government projections show that the UK will outperform against the second and third carbon budgets, covering the years 2013 to 2022, by almost five per cent and four per cent respectively.
- 1.7 These reductions in CO₂e emissions over the last three decades have been largely attributable to a transition in electricity generation, as a result of a consistent national policy to reduce emissions. The UK grid has moved away from coal to gas and has seen a significant growth in renewable generation, mainly wind power. However, this source of emissions savings has been largely exhausted, with coal generation now below 5% of the UK total.
- 1.8 This means that the most challenging sectors, such as heat and transport, must now be given urgent attention to reduce emissions, in order to stay within budgets.
- 1.9 Greater Manchester's CO₂e emissions have broadly reflected the national trend, with a reduction of 39%, against the 1990 baseline level.

2 UNDERSTANDING CARBON BUDGETS

- 2.1 The principle of a carbon budget is a powerful way of considering the carbon reduction challenge. This concept takes account of the cumulative amount of CO₂e emissions permitted over a period of time. To stay within budget, a rise in emissions from one activity (or a reduction that does not meet target) will require emissions to fall in another. And an 'overspend' in one year will require greater cuts in emissions in future years.
- 2.2 In reality, this means that reductions must happen from the very first budget periods to avoid even steeper cuts to emissions being required in subsequent budgets. The principle of a carbon budget is illustrated below:

¹ Green House Gases figures in this report will be stated as CO₂ equivalent, this means that other gases such as Methane and Nitrogen Oxide have their global warming potential converted to a carbon dioxide equivalent.

Figure 1: Carbon Budgets ²



3 GREATER MANCHESTER'S CARBON REDUCTION PATHWAY

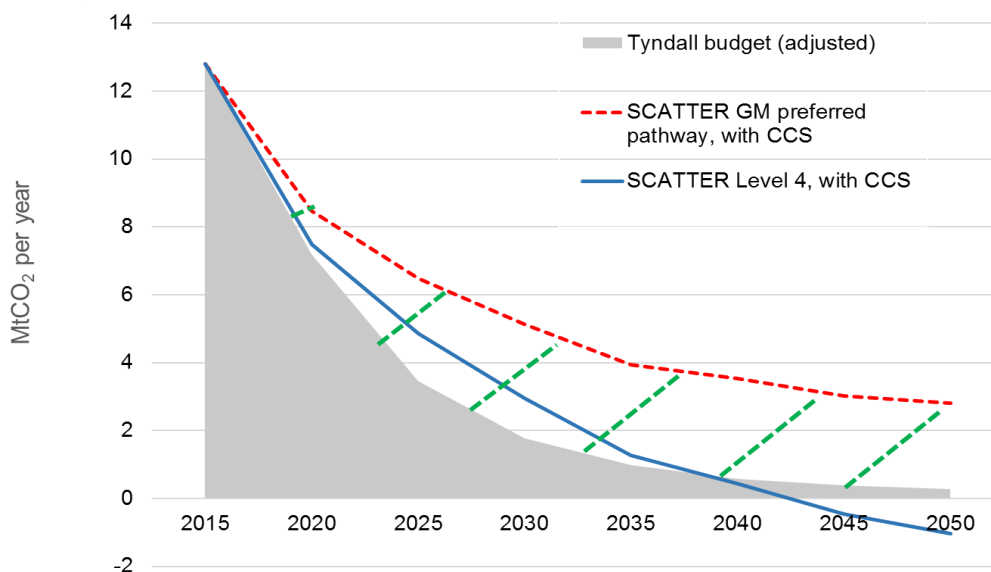
- 3.1 GMCA has taken a scientific, evidence-based approach, using models to understand potential pathways to achieving what is required for the City-Region to, in turn, meet international commitments to carbon reduction.
- 3.2 Research by the "Tyndall Centre for Climate Research"³ (Tyndall Centre) to calculate what a fair contribution looks like for Greater Manchester concluded that urgent action was needed to put the City-Region on a path to 'carbon neutrality' by 2038.
- 3.3 The carbon budget developed by Tyndall Centre for Greater Manchester (in grey, Figure 2) is derived from projections of global temperature change based on the Paris climate agreement's maximum rise of 2°C.

² Illustrator of a carbon budget, Anderson K, Tyndall Centre for Climate Change

³https://www.research.manchester.ac.uk/portal/files/83000155/Tyndall_Quantifying_Paris_for_Manchester_Report_FINAL_PUBLISHED_rev1.pdf

3.4 In addition, GMCA has used another model (SCATTER)⁴ to estimate how this level of carbon ambition can be achieved. The model has 40 interventions which can each be adjusted to four different possible levels to create a range of scenarios for achieving our carbon budgets. Two of these scenarios are displayed in blue and red pathways in Figure 2, below. The reality is that all of the trajectories are extremely challenging, and indicate the scale of the task if Greater Manchester is to secure carbon neutrality within just two decades.

Figure 2: Modelling the GM emission budget ⁵



3.5 The Tyndall budget indicates that to meet the requirements of the Paris Agreement, Greater Manchester would need to initiate an immediate programme of mitigation, delivering an annual average of 15% cuts in emissions (range of 10-20%).

3.6 The total carbon budget available for GM between 2015 and 2050 to achieve carbon neutrality by 2038 is 94.5MtCO₂e and under the “GM preferred” pathway (191.8 MtCO₂). It is recognised that there is currently a gap between what Greater Manchester needs to achieve to be carbon neutral and what we are currently able to achieve. This gap needs to be filled through technical, social and financial innovation. In the preferred pathway, the transport sector must reduce from 3.45MtCO₂e in 2015 to 2.3MtCO₂e this year and to 1.35MtCO₂e in 2025. This equates to cuts of approximately one-third every five years. Paragraph 5.4 provides an illustration of the sorts of interventions, and their scale of effect in the transport sector that would be required in the next five years to meet the carbon budget.

⁴ Setting City Area Targets and Trajectories for Emissions Reductions

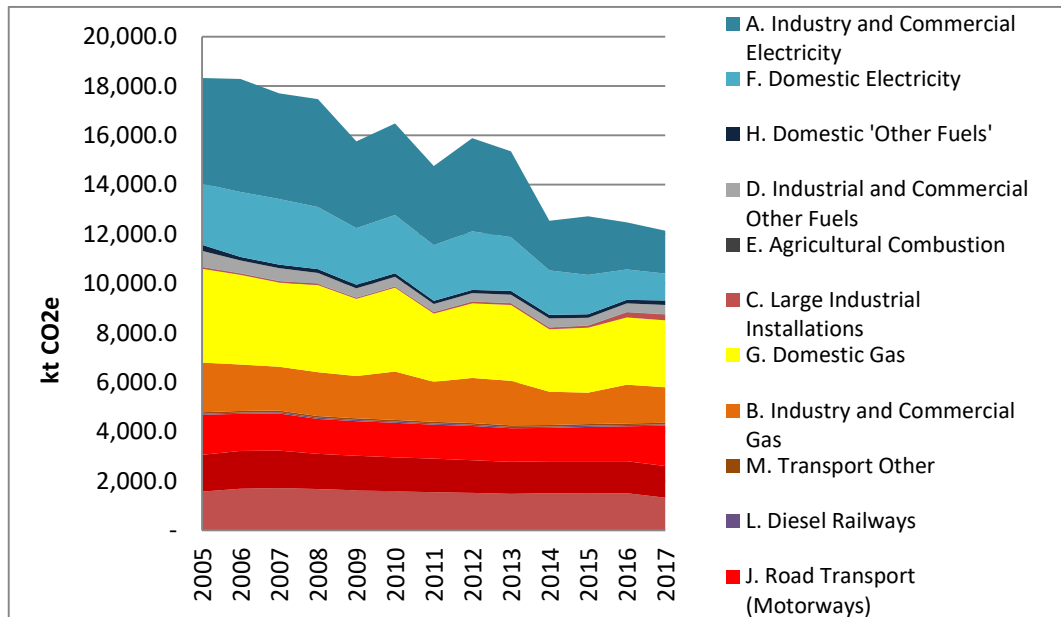
⁵ SCATTER for GMCA –Technical Annex, June 2019

4 UK AND GREATER MANCHESTER'S SURFACE TRANSPORT EMISSIONS

- 4.1 As noted above, whilst other sectors have achieved significant carbon reductions, surface transport emissions (i.e. not including aviation) have barely fallen in the UK. In 2017, transport emissions had reduced by just 3% on 1990 levels (road transport emissions have in fact increased 6%). In 2017, transport overtook energy as the sector emitting the largest amount of CO₂e.
- 4.2 Overall, transport now accounts for 27% of UK greenhouse gas emissions, with the vast majority deriving from petrol- or diesel-fuelled road transport. Just over three quarters of road traffic was from cars and taxis. There are numerous reasons for this, including population and disposable income growth; growth in the length of trips being made; and a significant shift towards large vehicles (e.g. SUVs), which now represent 31% of new car sales, compared to 21% in 2010.⁶
- 4.3 Road transport emissions have increased by 6% over the past three decades as UK traffic mileage has risen from 255 to 328 billion miles travelled in 1990 and 2018 respectively, an increase of 29%.
- 4.4 The slower growth in emissions is due to technical improvements made by manufacturers to increase vehicle efficiency: for example, the 2015 European fleet average CO₂ targets for new passenger vehicles (130g/km) was met two years early, however progress towards the 2021 (95g/km) target has now stalled.
- 4.5 This demonstrates that technical achievements have been successful in mitigating traffic emission growth but have not been sufficient to decrease road emissions as required. This indicates that policy makers should be cautious in over-reliance on technical solutions.
- 4.6 Figure 3 displays the trend data in Greater Manchester. In summary, transport emissions have remained steady, with road transport responsible for 97% of total surface transport emissions in 2017. (This data does not include aviation emissions. Transport "other" includes emissions from LPG vehicles, inland waterways, coal combustion in the rail sector and aircraft support vehicles.)

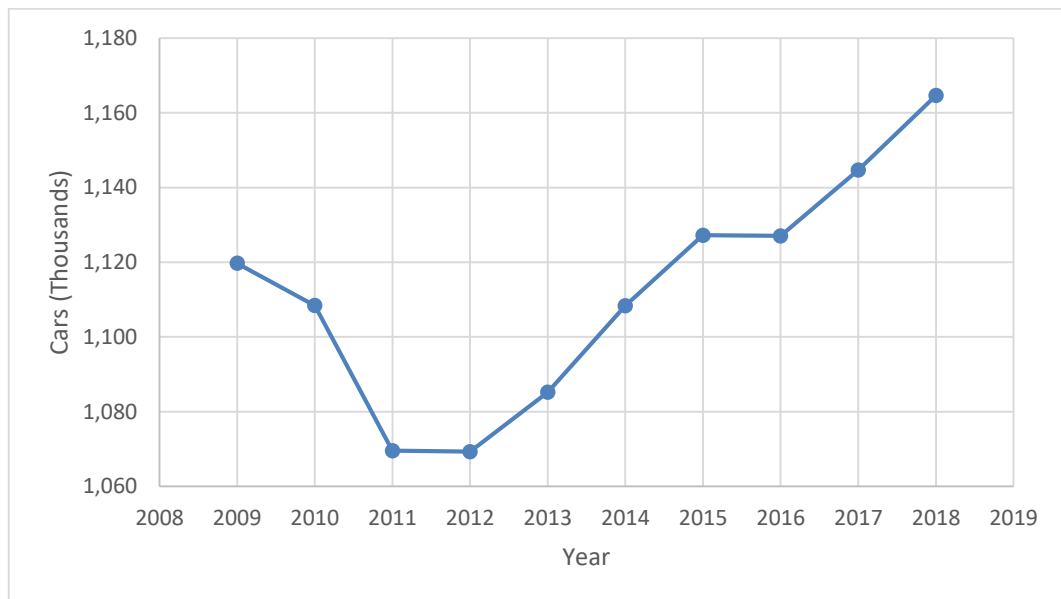
⁶ Reducing UK emissions, 2019 Progress Report to Parliament, Committee on Climate Change, July 2019

Figure 3: GM CO2e by sector⁷



4.7 Figure 4 demonstrates the growth in licensed cars in GM over the past decade, this amounts to approx. 4%. This period contains a recession related dip, the long-term trend tracks steady growth. In the UK over the last 20 years, the typical annual growth in licensed vehicles has averaged 630,000 per year, although the 2008/09 recession slowed this rate to average to 230,000 between 2008 and 2013.

Figure 4: Licensed vehicles in Greater Manchester⁸



⁷ Department of Business Energy and Industrial Strategy, Emissions of carbon dioxide for Local Authority areas, 2019

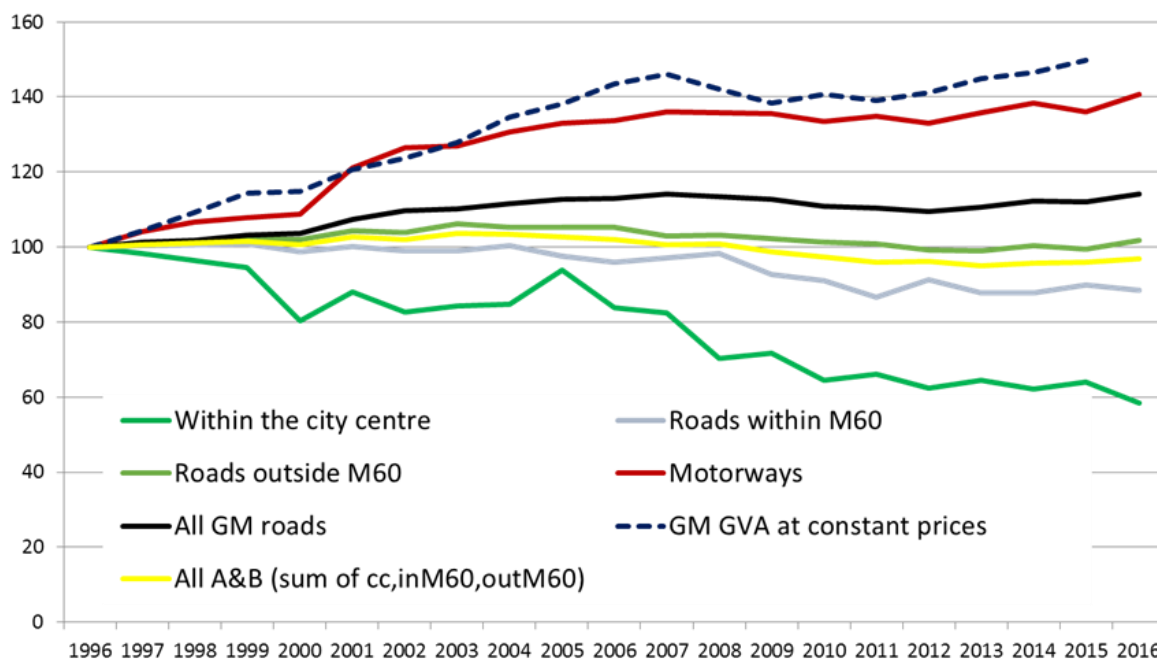
⁸ Department for Transport vehicle licensing statistics, 2018

4.8 Whilst the number of vehicles continues to increase it should be noted that average mileage driven in each vehicle has decreased, this was 7,134 miles in 2017, down from 7,250 in 2016 and 7,334 miles the year before that.⁹

4.9 Figure 3 and Figure 5 also demonstrate that there is also a notable divergence in where traffic growth has taken place. Figure 5 shows traffic trends on GM’s roads since 1996 and highlights that GM Motorway traffic has continued to increase over the past 2 decades, whilst traffic on roads within the M60 and within Manchester city centre has fallen significantly over the same time period.

4.10 Economic and population growth has been higher within the M60 than outside the M60. So, against expectations, overall volumes of car travel in Greater Manchester have been broadly stable over the past fifteen years.

Figure 5 : Recent trends in motor vehicle traffic in Greater Manchester based on traffic-count data (all values indexed to 100 in 1996)



4.11 The reasons for this are complex but some factors include:

- The change toward a “digital economy” in which some shopping trips and commuting trips may have been replaced by e-commerce (i.e. online shopping) and an increase in home working respectively.
- A strong increase in rail-based public transport, which can partly be explained by improved services and extensions to the Metrolink network.

⁹ Department for Transport, anonymised MOT test and results, 2019

- A cultural shift towards urban living means population densities in the urban centre have increased, which has changed travel preferences and in turn travel demand for some, e.g. ability to walk to desired destination.
- Transport and land use policy, with minimal new road construction and a gradual shift towards pedestrian and cycling infrastructure improvements and prioritisation on local roads.

5 GM TARGET TO MEET CARBON NEUTRALITY IN 2038

5.1 In common with an increasing number of localities in the UK, Greater Manchester has set an ambitious target to be carbon neutral by 2038. At the Mayor's Green Summit in April, the 5-year Environment Plan (5YEP) was launched which set out a pathway toward this target, using the initial modelling work undertaken by the Tyndall Centre.

5.2 The 5YEP sets out five challenges to realise the vision for Greater Manchester to be a clean, green, carbon-neutral resilient city region, with a thriving natural environment and zero-waste economy. These are:

- **Climate Change Mitigation** – To accelerate action to reduce CO₂e.
- **Air Quality** – To reduce health impacts of NO_x and particulates, which are currently at illegal levels.
- **Production and consumption of resources** – To reduce embedded and imported emissions and tackle a throwaway society (particularly for plastics and food waste).
- **Natural Environment** – To plan and mitigate an increasing risk of extreme weather events, in particular flooding and heat stress.
- **Climate Change resilience and adaptation** – To plan for and mitigate an increasing risk of extreme weather events, in particular flooding and heat stress.

5.3 The 5YEP also sets out five specific decarbonisation priorities for transport, which align with Greater Manchester's Transport Strategy for 2040:

- Increasing use of public transport and active travel modes;
- Phasing out fossil-fuelled private vehicles and replacing with zero emission alternatives;
- Tackling the most polluting vehicles on our roads;
- Establishing a zero-emissions bus fleet; and
- Decarbonising road freight and shifting more freight movement to rail and water.

5.4 The SCATTER analysis within the 5YEP provides a useful illustration of the sorts of interventions, and their scale of effect in the transport sector that would be required in the next five years to meet the carbon budget. It suggests that by 2025 Greater Manchester will require:

- 51% of all vehicles to be zero emission (full battery or hydrogen electric) and 12% Plug in Hybrids;

- 51% of buses to be zero emission (full battery or hydrogen electric) and 31% hybrid
- 82% of the rail network electrified;
- More journeys by public transport, cycling and walking which together result in a 6% reduction in car travel (baseline 2015);
- Of the remaining car journeys, a 25% reduction in km done by car, per person; and
- A 10% reduction in road freight emissions.

5.5 It is important to stress that whilst the SCATTER model provides a useful tool to understand the likely scale of challenge and to guide early intervention, further work is required to refine the approach and our understanding of which interventions would have greatest impact on carbon emissions in GM.

5.6 Many of the interventions that support these priorities, as set out in the Greater Manchester Transport Strategy for 2040 and the supporting Draft 5-Year Delivery Plan, are in development or being implemented. However, the SCATTER model outputs indicate the need for a substantially greater scale and scope of intervention than presently planned to achieve the priorities in the 5YEP. The remainder of this report sets out the process underway to review current plans in this context.

6 THE GREATER MANCHESTER TRANSPORT STRATEGY 2040 AND RIGHT MIX VISION

6.1 Through the GM Transport Strategy for 2040, Greater Manchester has articulated a transport strategy that looks to build on the success of the past 20 years in focusing on improving and integrating public transport and active travel modes to offer an alternative to car travel.

6.2 This has been an effective strategy, where GMCA and Districts have invested in a range of successful schemes, such as the Metrolink expansion programme, the Leigh Salford Manchester busway and the progressive programmes of cycling and walking interventions. This has resulted in a significant growth in travel by non-car modes, particularly commuter travel to the Regional Centre.

6.3 However, a far broader and deeper travel change will be required to achieve the decarbonisation target outlined above, whilst also providing Greater Manchester residents and businesses with the mobility and access to opportunities they need.

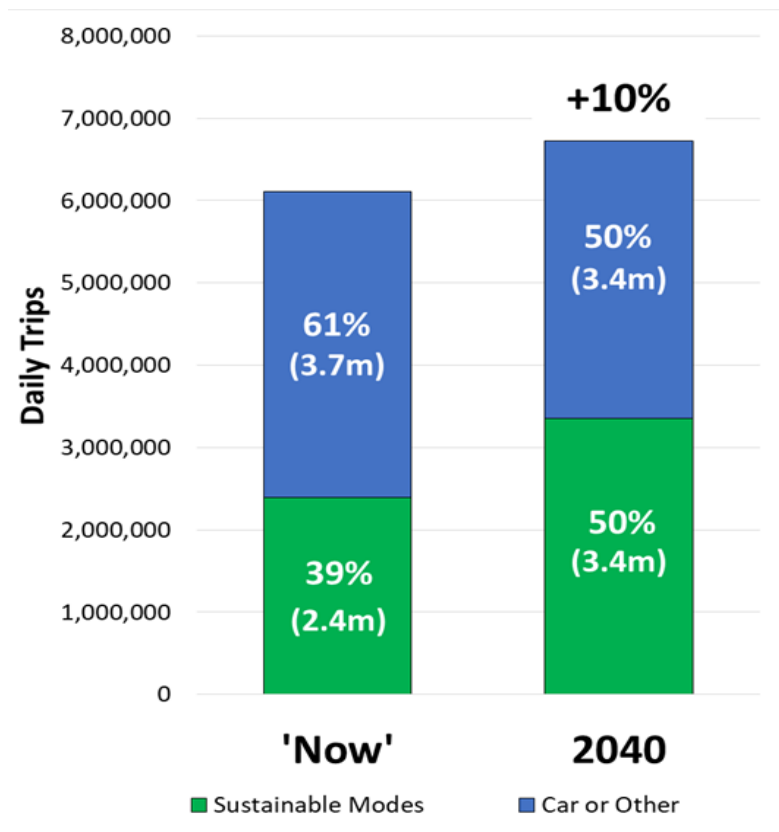
6.4 An initial 'Right Mix' vision for 2040 was published in January 2019 in the draft Greater Manchester Transport Strategy 2040: Delivery Plan (2020-2025). The Right Mix vision provides a clear set of targets for the mix of non-car travel needed at future stages of development in Greater Manchester. The proposed pathway to the Right Mix was published at the same time in the Evidence Base Update of the 2040 Transport Strategy¹⁰.

6.5 The ultimate Right Mix vision is to achieve a travel offer whereby no more than 50% of daily trips are made by car, with the remaining 50% made by public transport, walking and

¹⁰https://downloads.ctfassets.net/nv7y93idf4jq/3ryONEzmuSAsPDzgtB3jt/489fbfefdf35227ba4bad46c89f0e210a/2040_Evidence_Base_Update_Collated.pdf

cycling. This will mean approximately one million more trips each day using active travel or public transport in Greater Manchester by 2040, with no net growth in motor vehicle traffic.

Figure 6: Greater Manchester’s “Right Mix” Vision Target



Source: 'Now' is based on a range of sources, roughly approximating to 2017.

- 6.6 Achieving this target will not just be about delivering the right transport interventions; it will rely on significant changes in land use patterns (as proposed in the draft Greater Manchester Spatial Framework¹¹ (GMSF)), for example, to enable people to access day to day services and leisure opportunities more locally, or within our Regional Centre and other key centres, to reduce the numbers of long car trips. Similarly, improvements to digital infrastructure and access to services could also reduce the need to travel and therefore support carbon reduction targets.
- 6.7 The 2040 Transport Strategy refers to a target of reducing carbon emissions by 80% from 1990 to 2050, reflecting the Climate Change Act 2008. The declaration by the GMCA of a Climate Emergency and the adoption of a much more ambitious target of zero carbon emissions by 2038 (see above) means that the Right Mix vision needs to be reviewed in light of a need to achieve substantial reductions in carbon emissions from transport well before 2040.

¹¹ <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/greater-manchester-spatial-framework/>

- 6.8 Section Two of this report noted the need for rapid reductions in carbon emissions and that transport will need to account for a significant proportion of that reduction. There are a number of variables that will influence whether the ‘zero net growth in motor-vehicle traffic’ ambition in the Right Mix vision will be sufficient.
- 6.9 These include:
- The speed with which electric vehicles can be adopted, which will be heavily dependent on national policy interventions (including full financial support for the GM Clean Air Plan) to accelerate the uptake of Electric Vehicles;
 - The extent to which different sectors work together in a co-ordinated way to reduce carbon emissions in Greater Manchester (e.g. the planning of different public services to minimise the need to travel by car); and
 - The extent to which sectors normally considered to be outside the Greater Manchester economy – e.g. aviation – can reduce their carbon emissions.
- 6.10 It is intended to undertake this work over the coming months, with the aim of publishing an updated Right Mix vision alongside the final version of the 5-year Delivery Plan in the summer of 2020.

7 CONCLUSIONS AND RECOMMENDATIONS

- 7.1 Achieving Greater Manchester’s carbon targets will require substantial reductions in carbon emissions from transport well before 2040, which is likely to require action above and beyond that currently set out in the GM Transport Strategy for 2040. Greater Manchester will need to be clear on what levels of travel change will be needed over each five-year period to focus activity and to ensure that Government support is forthcoming.
- 7.2 The following actions are recommended:
- Further work with the Tyndall Centre for Climate Change Research and others to clarify targets and assess the relative impacts of different forms of intervention;
 - Review of the interventions proposed in the draft Delivery Plan of the 2040 Transport Strategy in the light of any changes to the Right Mix vision to reflect carbon targets. The final version of the 5-year delivery plan is due to be published in the summer alongside the GM Spatial Framework;
 - Urgent engagement with Government regarding their proposals for reducing carbon emissions from transport, and how they could fit with Greater Manchester’s proposals; and
 - Urgent engagement with Government in relation to additional powers, policies and funding (both revenue and capital) that might be needed if it were concluded that substantial reductions in motor-vehicle traffic were necessary to meet carbon targets.

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Date: 31 January 2020

Subject: GM Clean Air Plan – Update

Report of: Transport Strategy Director Cllr Andrew Western, Leader of Trafford Council
and Green City-Region Portfolio Lead for Greater Manchester

PURPOSE OF REPORT

To set out the progress that has been made following the Government’s response to Greater Manchester’s Outline Business Case to tackle Nitrogen Dioxide Exceedances at the Roadside (OBC), and the implications for the 10 Greater Manchester (GM) local authorities in relation to the schedule of work and statutory consultation on the Clean Air Plan.

RECOMMENDATIONS

Members are recommended to:

- a) note progress made to date;
- b) note the ministerial direction under the Environment Act 1995 (Greater Manchester) Air Quality Direction 2019 which requires all ten of the Greater Manchester local authorities to implement a charging Clean Air Zone Class C across the region;
- c) note the need to continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone in Greater Manchester utilising the initial tranche of £36m of funding as required by the ministerial direction / feedback;
- d) note that the report to determine the timings for commencing the consultation will be received in the Spring of 2020;
- e) note the outstanding need to secure a clear response from the Government on clean vehicles funding asks;
- f) note that Highways England have not been directed to act in relation to tackling NO₂ exceedances in the same way as the Greater Manchester local authorities, and that this will leave some publicly accessible areas of GM adjacent to trunk roads managed by Highways England, with NO₂ exceedances that are not being addressed by the Highways England plan;
- g) note that the GM Authorities will co-sign a letter to the Transport Secretary asking them to bring forward the launch of a statutory consultation to strengthen rules on vehicle idling.

CONTACT OFFICERS:

Eamonn Boylan	Chief Executive, TfGM	[insert contact number]
Simon Warburton	Transport Strategy Director, TfGM	[insert contact number]

Risk Management – Initial risk register set out in Clean Air Plan OBC (March 2019)

Legal Considerations – No legal considerations for GMCA. Legal considerations rest with local authorities.

Financial Consequences – Revenue - Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government

Financial Consequences – Capital - Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government

BACKGROUND PAPERS

- 26 Jul 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
- 26 October 2018, report to GMCA: GM Clean Air Plan Update on Local Air Quality Monitoring
- 15 November 2018, report to HPEOS Committee: Clean Air Update
- 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 to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GMTC	Overview & Scrutiny Committee	
n/a	n/a	

1 BACKGROUND

1.1 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 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.

1.2 In its Outline Business Case Greater Manchester is proposing the following package of measures that delivers compliance in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. They are:

- A charging Clean Air Zone (CAZ) which will target the most polluting commercial vehicles including older heavy goods vehicles, buses, coaches, taxis and private hire vehicles from the summer of 2021, and older polluting light goods vehicles from 2023. It has been assumed at outline business case (OBC) stage that the Clean Air Zone Charge would be £7.50 per day for taxis, private hire vehicles and light goods vehicles and £100 per day for heavy goods vehicles, buses and coaches.

- A Clean Freight Fund of c.£59m to provide financial support for the upgrade of light and heavy goods vehicles, minibuses and coaches, which will be targeted to support small local businesses, sole traders and the voluntary sector, registered in Greater Manchester.

- A Clean Taxi Fund of c.£28m, to support the upgrade of non-compliant Greater Manchester Licensed taxi and private hire vehicles.

- A Clean Bus Fund of c.£30m to provide, where possible, the retrofit of older engine standards to the less polluting Euro VI standard for those buses registered to run services across Greater Manchester.

- A package of supporting measures including a proposed Loan Finance scheme, sustainable journeys projects, additional EV charging infrastructure.

1.3 The OBC made clear the expectation that the UK Government would support the plans through:

- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures;
- Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities;
- Replacement of non-compliant buses; and

- A clear instruction to Highways England with regard to air pollution from the Strategic Road Network (SRN) in Greater Manchester.

- 1.4 The OBC outlining these proposals and the supporting evidence was submitted to Government at the end of March 2019. Ministerial feedback was received in July 2019 along with a further direction under the Environment Act 1995 which requires all ten of the Greater Manchester local authorities to take steps to implement a plan to deliver compliance with the requirement to meet legal limits for nitrogen dioxide in the shortest possible time.
- 1.5 The 2019 Ministerial Direction and accompanying letter proposed some key amendments to GM's OBC proposals, including the implementation of a charging Clean Air Zone Class C *without* a van exemption until 2023, with additional measures; and for local authorities to jointly submit to JAQU revised evidence by 2 August and a Full Business Case (FBC) by 31 December 2019 at the latest.
- 1.6 The Ministerial letter set out that the GM plan looks to be on track to deliver compliance in the shortest possible time and that on the evidence provided to date Greater Manchester authorities should continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone in Greater Manchester and that the Government would provide an initial tranche of £36m of funding to take this forward.
- 1.7 Full detail of the government's response was set out in the GMCA – Clean Air Update report on 26 July.

2 PROGRESS SINCE LAST UPDATE

- 2.1 Following the ministerial feedback and 2019 Ministerial Direction, the GM Authorities sought clarification on the 2019 Ministerial Direction and the accompanying ministerial letter, questioned the government's lack of assurances around financial support for the broader GM CAP, outlined GM's approach to the requests for further options analysis, and detailed the issues GM faces in preparing to implement the scheme in terms of the timetable for FBC and statutory consultation.
- 2.2 The ministerial letter requested from GM further options appraisal information (including transport and air quality modelling as well as due regard to economic, financial and deliverability considerations) to be submitted prior to statutory consultation, and by 2nd August 2019.
- 2.3 In the interests of the ongoing working relationship between the 10 GM Authorities and the government's Joint Air Quality Unit (JAQU) in developing the GM CAP, a total of 29 draft technical reports and notes have been issued to JAQU in draft form and are subject to approval of the GM Authorities. These provide the specific information JAQU has requested about behavioural assumptions and sensitivity testing.

- 2.4 GM has also requested clarification of the 2019 direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, and whether this impacts on the GM authorities' options appraisal work to date or the additional work required by the letter accompanying the 2019 Ministerial Direction.
- 2.5 In addition, GM set out that the delay of over two months in receiving Ministerial feedback on the OBC, compounded by the request for GM to submit further options appraisal information, has had a material impact on the timetable for the GM CAP.
- 2.6 The delay arising from the ministerial feedback and lack of clarity on the direction, JAQU guidance and GM's legal obligations relating to the options appraisal process means that consultation will now need to take place later than originally planned. Consultation must comply with the relevant public law principles which may be summarised as:
- consulting at a time when proposals are still formative;
 - giving sufficient reasons for the proposals to allow intelligent consideration and response by consultees;
 - giving adequate time for consultees to respond; and
 - ensuring that the responses to the consultation are conscientiously taken into consideration in finalising proposals.
- 2.7 In planning for a Statutory Consultation Officers have had to have regard to these principles. Given the continuing dialogue with Ministers to secure a clear response from government on our clean vehicles funding asks and lack of clarity on the 2019 Ministerial Direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, Officers cannot at this time advise the GM Authorities to commence the Statutory Consultation.
- 2.8 In the absence of a Statutory Consultation GM Authorities will not be able to submit an FBC by the end of the year and therefore that aspect of the Ministerial Direction will not be fulfilled. Officers remain in dialogue with JAQU and have written to clarify GM's position in relation to our schedule of work. GM has been clear that improving air quality is a priority and to that aim we have set out how we have been progressing this work.
- 2.9 Despite this delay to undertaking a Statutory Consultation, in view of the 2019 Ministerial Direction GM must continue to proceed towards developing the implementation and contract arrangements of a charging Clean Air Zone in Greater Manchester utilising the initial tranche of £36m of funding.
- 2.10 GM Authority decision makers will receive a report in Spring 2020 to determine the timings for commencement of the consultation. The report will:
- Detail the outputs from the Public Conversation and workshop-style focus groups, known as deliberative research;

- Set out the outline of the proposals and what they mean for GM, including:
 - the basic key elements of the Clean Air Zone including the intended boundary and times of operation, proposed discounts/exemptions, vehicles affected and daily charges]
 - the supporting measures [the detail of proposals of the funds and vehicle finance scheme, sustainable journeys]
 - An Equalities Impact Assessment that considers the draft proposals at a GM level.

2.11 In the interim, given the scale and challenging timeline to deliver a charging Clean Air Zone as required by the 2019 Ministerial Direction, there is preparatory work that needs to be undertaken. This is in order to maintain delivery momentum in line with the funding arrangements agreed with JAQU, for example in relation to automatic number plate recognition (ANPR) cameras, back office systems and service providers. Therefore appropriate delegations will be sought from GM Authorities in considering this report.

2.12 The commencement of a charging Clean Air Zone scheme and the other measures are subject to both consultation as set out at 3.10 and to the GM authorities receiving the required government funding to enable them to meet the legal limits for nitrogen dioxide concentrations.

3 GOVERNMENT ASKS

3.1 In addition to the response on the specific clean air proposals, additional asks were made of Government, as set out at 1.3

3.2 These include an ask for Government to direct Highways England to tackle NO₂ exceedances on the Strategic Road Network (SRN) in the same way that local authorities that have been directed to undertake a feasibility study are having to take action on the local road network. The ministerial feedback outlined that Highways England are working up plans for exceedances identified by national modelling on their network, and that this is not expected to include charging on the SRN but will instead focus on a range of measures such as traffic management, speed limits and barriers.

3.3 Officers have been advised that the measures proposed by Highways England in Greater Manchester focus on introducing 60mph speed limits on parts of the SRN. It highlights the concern that Highways England have not been directed to act in relation to tackling NO₂ exceedances in the same way as Greater Manchester local authorities, and that this will leave some publicly accessible areas of GM adjacent to trunk roads managed by Highways England, with NO₂ exceedances that are not being addressed by the Highways England plan.

4 VEHICLE IDLING

- 4.1 The Clean Air conversation in Spring 2019 highlighted that many people are concerned about vehicle idling, prompting questions about what GM can do to crack down on people who leave their engines idling.
- 4.2 In the UK, it is illegal under the Road Vehicles (Construction and Use) Regulations 1986 to leave a vehicle's engine running unnecessarily while that vehicle is stationary on a public road. Doing this can incur a £20 fixed-penalty fine under the Road Traffic (Vehicle Emissions) Regulations 2002.
- 4.3 This is only imposed if the driver fails to turn off their engine when asked to do so. Enforcement of this legislation, either through a Fixed Penalty Notice (FPN) or via the magistrates' court sits with local authorities.
- 4.4 As the enforcing officer has to give the driver the opportunity to switch off the engine first and the penalty for idling is relatively small (£20), Greater Manchester Local Authorities do not consider the Regulation to be an effective deterrent.
- 4.5 In addition, government has recently announced proposals to consult on toughen up rules on vehicle idling and increase fines for drivers who leave their engine running while parked.
- 4.6 Given the limited enforcement deterrent the GM Authorities are planning undertake more awareness raising campaigns to inform of the health impacts that idling has on air quality.
- 4.7 In parallel, GM Authorities will write to the Transport Secretary asking them to bring forward the launch of the public consultation on this issue.

5 NEXT STEPS

- 5.1 Officers will:
- Continue to work with JAQU to clarify the 2019 Ministerial Direction, JAQU guidance and GM's legal obligations relating to the options appraisal process, and the implications of that to our schedule of work and the timings for consultation on the Plan;
 - Continue dialogue with JAQU to secure a clear response from government on our clean vehicles funding asks; and
 - Continue stakeholder engagement and awareness raising with both groups in scope of the Clean Air Zone and the general public.

6 RECOMMENDATIONS

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

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Date: 31 January 2020

Subject: Local Energy Market – Detailed Design

Report of: Cllr Andrew Western, Green City Region Portfolio Lead & Eamonn Boylan,
Green City Region Chief Executive

PURPOSE OF REPORT

The purpose of this paper is to seek GMCA approval to accept a £6m Innovate UK grant funded opportunity for a 'Greater Manchester Local Energy Market (Detailed Design)' project across the 10 Districts of Greater Manchester.

This proposal aims to support GM's target for the City Region to be carbon neutral by 2038, through the development of Local Area Energy Master Planning, design of new services and optimization of current and future energy assets. If agreed, the project will provide a significant step in supporting Greater Manchester Authorities and partners to deliver our carbon reduction ambitions.

This proposal will support two of the GM 5 Year Environment Plan actions to:

- Seek funding to rollout Local Area Energy Planning across GM to identify which heating solutions are best suited to which areas of the city region; and
- Encourage innovation and support new technologies.

RECOMMENDATIONS:

GMCA is requested to:

1. Note the contents of the paper.
2. Delegate authority to the Chief Executive and GMCA Monitoring Officer, in consultation with the Portfolio Lead, to finalise the collaboration agreement, commencing with the Detailed Design project in February 2020 and to agree the terms of the grant from the funding provider (Innovate UK) to deliver this opportunity.

CONTACT OFFICERS:

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

Mark Atherton, Assistant Director of Environment, GMCA, mark.atherton@greatermanchester-ca.gov.uk and Sean Owen, Regional Energy Lead, Sean.owen@greatermanchester-ca.gov.uk

Equalities Implications:

The project will particularly take account of the need to deliver a fair and just transition towards a low carbon economy. This will include understanding and evaluating the impact of any resulting proposals on communities `ability to pay`. Consideration will also be given as to how best to communicate the outcomes of the work to a diverse audience.

Climate Change Impact Assessment and Mitigation Measures:

1. *It is expected that you will have already embedded measures into this proposal to reduce the carbon emissions resulting from the activities/recommendations proposed. What further actions could be taken to minimize emissions (e.g. towards carbon neutral) from this proposition?*
 - a. *The value propositions developed as part of this project could be delivered at greater scale*
 - b. *All work programme meetings could take place virtually to reduce travel based emissions.*
2. *What is your justification for NOT undertaking the additional actions listed above?*
 - a. *This is not within the scope of the funding provided by the funder for this project. However, should viable value propositions be developed, they would help accelerate future decarbonisation.*
 - b. *Whilst many of the required meetings will be undertaken virtually, it is likely that some meetings will need to be held face to face, particularly in the initial stages to build consensus.*

Risk Management:

See Section 5 - Availability of staff resource presents a short term risk, while the GM Environment team completes fixed term recruitment to allow a project team to be established. To mitigate any risk to delivery, the GM Regional Development Lead will co-ordinate consortia partners to ensure GMCA and funding provider requirements are met.

Legal Considerations:

See Section 4 - It is proposed consortia partners will all enter into a collaboration agreement with GMCA, which will contain the funding provider's terms and conditions, and all relevant programme plans. This is commonly used for projects of this nature and recognized by funding provider, Innovate UK.

Financial Consequences – Revenue: The overall grant funding is cr£6.2m, with GMCA receiving cr£900,000 directly to support primarily programme management functions which, if not provided, would otherwise have prevented this proposal from being achieved. The funding criteria for the

project required a minimum 50% match funding, which has been supported by the consortia, enabling GMCA to be 97% funded, with the remainder coming in the form of 'in kind' core funded officer time.

Number of attachments to the report:? None

Comments/recommendations from Overview & Scrutiny Committee

TBC - GMCA was advise of being successful in this bid at the very end of October and there is a requirement to complete due diligence by early December. The proposal has therefore not yet been to Scrutiny.

BACKGROUND PAPERS:

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 Cttee	Overview & Scrutiny Committee	Green City Region Partnership
		18 th October 2019

1. BACKGROUND

- 1.1. The 5 Year Environment Plan for Greater Manchester sets out the City Region's target to be carbon neutral by 2038 and details what is needed from the region over the next 5 years. The section 'Our Energy Supply', under Priority 2, states the need to 'Decarbonise how buildings are heated, adding at least 10.2TWh of low carbon heating by 2024' and under Priority 3 the need to 'increase the diversity and flexibility of our supply, adding at least a further 45MW of diverse load and flexible load by 2024'.
- 1.2. A range of approaches are required to achieve this as part of the region's drive to meet the challenge outlined within the Plan, including leadership through our own estates, commercial, industrial and domestic properties. GM has now been successful in attracting £6m of Innovate UK funding to: increase Local Area Energy Planning; develop new energy services and value propositions; and develop an energy aggregation and optimization platform across the city region – all of which will significantly support GM Districts in achieving their immediate low carbon ambitions.
- 1.3. As of 2019, an initial pilot has been completed, the Local Area Energy Planning study in Bury, which focused on decarbonised heat only. As GM seeks to transition to a carbon neutral future, the need to make informed local decisions on heat and power, stimulate growth through new services and optimize our controllable assets, recognises the key role for the GMCA and the District Councils to support this.
- 1.4. In January 2019, GM (GMCA, Electricity Northwest Ltd and partners) successfully applied to Innovate UK's 'Prospering from the Energy Revolution' funding stream for Phase 1 Concept Design of a Local Energy Market. Utilising learning from the concept design phase, GMCA with the consortia partners were invited to apply for Phase 2 funding and have now been invited to contract for delivery of the Phase 2 programme.
- 1.5. GM will be the first region in the UK to undertake such an ambitious and innovative project at this scale, combining informed forward planning with new services, which are optimized and validated. This will support all 10 districts, domestic (RSL), commercial and public estates to better predict future energy supply and demand at very local level, define innovative energy services and models to support the low carbon transition and scope a local platform which may enable these new services to be viably delivered

2. PROPOSAL

- 2.1. It is proposed that GMCA leads a consortia of 13 partners, commencing in January 2020 and finishing in December 2021, to design an informed, validated and optimised local energy market, across the 10 districts. This would provide the city region and each Local Authority with the following opportunities:

- 2.1.1. To increase our Local Area Energy Planning from one pilot area, to a comprehensive individual district and regional scale;
 - 2.1.2. Develop new domestic and commercial value sharing propositions, services, which will encourage the wider uptake of generation, storage, decarbonised heat and flexibility; validated through the control and optimization of existing and future controllable energy assets.
 - 2.1.3. Supported by and optimised through smart cloud based aggregation and optimisation dispatch platform, responding to market signals, from local and national network operators.
- 2.2. This £6m project will provide primarily revenue funding for research, model and platform development. It will deliver the following outputs:

- 10 district level local area energy plans, which provide geographical resources identifying areas suitable for:
 - Solar PV deployment (domestic, non-domestic)
 - Battery storage
 - Low carbon heating solutions
 - EV deployment (public and private)

which will support future local investment and planning decisions, while providing market confidence in the form of an open source geo spatial energy plan for each district.

- Utilise mainly existing assets (battery, demand side response and vehicle to grid connectors) to deploy optimized systems in GM:
 - Cr1000 existing heat pumps optimised
 - Cr new 10 Vehicle to grid chargers installed for fleet users (these could be LA, NHS and/or private)
 - Ability to facilitate the optimisation and trade of new and existing generation, cooling and heating assets to provide revenue generation and cost avoidance streams
 - A designed, locally optimised, Energy Management Platform capable of facilitating the uptake of new services for grid connected assets and deployment of a pilot Local Energy Market platform by a local provider
- 2.3. The project partners are: GMCA, ENWL, Cadent, Hitachi, Bruntwood, Upside Energy, Bristol Energy, Daikin Europe, Northwards Housing, Carbon Coop, Regen SW, Cornwall Insights and Graham Oakes Consulting. In addition, there is interest and collaboration from Bristol CC, Nottingham CC, and Eko Kumppanit (Danish energy Co) as pioneer/follower cities. The

consortia has been constructed based on expertise, knowledge and strengths, ability to deliver (good track record) and finally, ability to provide the required State Aid match funding.

2.4. The project will be delivered through 10 inter-linked Work Packages(WP) , led by each of the key consortia partners:

WP	Title	Partner
1	Project Management	GMCA
2	Local Area Energy Planning (subcontract)	GMCA
3	Commercial – Value Sharing Propostions	Bruntwood
4	Domestic – Value Sharing Propostions (inc reconnection to existing equipment e.g. NEDO)	Bristol Energy
5	Customer Centred Design and Engagement	Carbon Coop
6	Platform Design and Developemnt	Upside Energy
7	LEM Validation	Upside Energy
8	Investment Ready Business Model Design and Development	Regen SW
9	Regulatory Review and Policy Development	Cornwall Energy
10	Communication, Dissemination and Exploitation	GMCA / All

3. FUNDING

- 3.1. The overall grant funding is cr£6.2m, with GMCA receiving cr£900,000 directly to support programme management, engagement with the 10 GM LAs and communication & dissemination functions which, if not provided, would otherwise have prevented this proposal from being achieved. The CA will use existing and bespoke engagement mechanisms to work with appropriate colleagues in each of our 10 Local Authorities.
- 3.2. GMCA will recruit 3 new, fixed term, posts to deliver this project which includes centralized support each Local Authority to realise the Local Area Energy Plans. However, Districts will be requested to provide data and ground truthing of the Plans as they develop to ensure that the Plans meet the District’s strategic needs.
- 3.3. The funding criteria for the project required a minimum 50% match funding, which has been supported by the consortia, enabling GMCA to be 97% funded, with the remainder coming in the form of ‘in kind’ core funded officer time.

3.4. The table below provides a breakdown of the total project funding by partner.

Partner	Total (£)	Labour (£)	Overhead costs (£)	Material Costs (£)	Capital usage (£)	Sub Contracting (£)	Travel Subsistence (£)	Other costs (£)
GMCA	909,631	190,276	38,055	2,000	0	662,500	16,800	0
Partners	5,186,068	1,944,173	384,035	211,500	1,893,921	453,000	97,240	202,200
Total	6,095,699	2,134,449	422,090	213,500	1,893,921	1,115,500	114,040	202,200

3.5. The table below provides a breakdown of the match funding by partner

Partner	Total (£)	Average Funding level	Funding sought (£)	Other Public Funding (£)	Match Contribution to project (£)
GMCA	909,631	97%	882,342	0	27,289
Partners	5,187,068	52%	2,184,881	0	3,021,188
Total	6,095,699		3,047,223	0	3,048,477

3.6. The funding provider will conduct financial due diligence on each partner prior to issuing the grant offer letter to GMCA.

4. LEGAL

4.1. GMCA is required to act as the lead partner for the project, providing strategic co-ordination, programme management, specialist subcontracting, marketing and communication for the programme.

4.2. Consortia partners will enter into a collaboration agreement with GMCA, which contains the funding provider's terms and conditions, including their liability for the funding they receive, and all relevant programme plans. This is commonly used for projects of this nature and recognized by the funding provider, Innovate UK.

4.3. GMCA will, as the lead partner, sign a grant offer letter with Innovate UK, on behalf of the consortia. All partners will draw down their funding allocation directly from innovate UK, via an online portal, thus removing the need for any additional financial defrayment by GMCA.

5. RISK

- 5.1. Availability of staff resource presents a short term risk, while the GM Environment team completes fixed term recruitment to allow a project team to be established. To mitigate any risk to delivery, the GM Regional Energy Development Lead will co-ordinate consortia partners to ensure GMCA and the funding provider's requirements are met.
- 5.2. The programme has been designed and enabled through a modular process with stage gates to ensure delivery is managed and risks mitigated appropriately.
- 5.3. Programme delivery risks will be monitored through the use of robust and recognised project management and risk management processes.

GREATER MANCHESTER COMBINED AUTHORITY

Date: 31st January 2020

Subject: Greater Manchester Integrated Health and Justice Strategy

Report of: Baroness Beverley Hughes, Greater Manchester Deputy Mayor for Policing and Crime

Jon Rouse Chief Officer Greater Manchester Health and Social Care Partnership Chief Officer

PURPOSE OF REPORT:

This report requests that Greater Manchester Combined Authority formally approves the Greater Manchester Integrated Health and Justice Strategy. The report provides a rich evidence base for the work, describes the engagement process and highlights the strategy's priority areas.

RECOMMENDATIONS:

The GMCA is requested to:

Approve the Greater Manchester Integrated Health and Justice Strategy.

CONTACT OFFICERS:

Jane Pilkington - Deputy Director Population Health (Greater Manchester Health and Social Care Partnership) jane.pilkington1@nhs.net

Laura Mercer – Principal - Victims and Vulnerability (Greater Manchester Combined Authority) laura.mercer@greatermanchester-ca.gov.uk

Equalities Implications:

Equality impact, in terms of strategy delivery has been considered at every stage of the development process and there has been extensive engagement with service users and people with lived experience, stakeholders and the general public, which will continue throughout the life of the strategy. An on-line public consultation was undertaken during the month of October and nearly 300 responses received.

Where requests for adjustments have been made, both in relation to access to material and the content of the strategy itself, these have been considered. An easy read version of the document has been made available, specifically to ensure meaningful engagement with people who have learning disabilities, autism and/or communication difficulties.

The strategy recognises that the vulnerable people who are seen in the criminal justice system, as victim or offender, may experience the cumulative impact of 'intersectional' inequalities. Intersectionality is the idea that vulnerability, disadvantage and discrimination can arise from multiple, overlapping individual and social characteristics e.g. race, gender, age, sexuality, socio-economic status and educational attainment.

These factors, and specifically the nine protected characteristics covered in the Equality Act (2010), will be considered in the implementation of the strategy, through the delivery planning process. It will be the responsibility of the identified leads to consider all relevant equality considerations for their programme of work

Climate Change Impact Assessment and Mitigation Measures:

Where the activity arising from the Health and Justice Strategy is already part of core business or existing programmes of work, partners will follow their existing local policies and practices e.g. maximising green travel.

Where new provision is commissioned or developed which arises directly from this strategy, the impact on the environment and any appropriate mitigating actions will be considered at that point.

Risk Management:

This strategy is intended to address the health inequalities of some of the most marginalised and vulnerable people within the Greater Manchester city region. It is imperative that the impact of the strategy work is understood and there is an ability to track benefits. As such, the strategy will be accompanied by a comprehensive dashboard and outcomes framework, which will enable an in-depth understanding of impact.

Funding and resourcing to support programme delivery has been secured, which will ensure effective programme management and the governance arrangements will sit with the Greater Manchester Health and Justice Board.

Legal Considerations:

The strategy has been developed with cognisance of relevant legislative requirements, clinical guidelines and local and national strategy.

Financial Consequences – Revenue:

Funding has been fully considered across both the existing and new work programmes. Existing priorities, which are in progress or planning, are likely to be realised in the next 1-3 years largely through the deployment of existing resources and capacity. In addition, some new funding sources have been identified from the Home Office and NHS England connected with Serious Violent Crime and sexual assault services, which are being aligned to priorities within the strategy.

Developmental and strategic work underpinning the other new priorities will be delivered through existing core work and part of the task for these programmes is to make better use of existing resources. Where additional operational changes are required, credible business cases will be built and costed, which will be applied to new funding streams as and when they become available.

Financial Consequences – Capital:

There are no known capital implications.

Number of attachments to the report:

Health and Justice Strategy final draft attached

BACKGROUND PAPERS:

- **HEALTH AND JUSTICE STRATEGY (2020-2024)**
- Greater Manchester Health and Justice Review (2018)
- Greater Manchester Health and Justice Needs Assessment (2018)
- Health and Justice Strategy Public Consultation (2019)
- Greater Manchester Health and Justice Investment Audit (2018)
- Findings from engagement with service users and people with lived experience (2019)
- Greater Manchester Justice Devolution Memorandum of Understanding (2019)
- NHS Long Term Plan (2019-2029)
- The Lammy Review (2017)

TRACKING/PROCESS	[All sections to be completed]
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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	Overview & Scrutiny Committee	
[Date considered at GM Transport Cttee if appropriate]	[Date considered by the relevant Overview & Scrutiny Committee]	

1. INTRODUCTION/BACKGROUND

The integrated Health and Justice Strategy for Greater Manchester is the first of its kind in the UK and addresses the needs of some of our most marginalised populations who experience significant health inequalities.

The Public Service Reform ambition for Greater Manchester is to build a system wide integrated response that provides effective and consistent leadership, has a workforce that meets both demand and need, in a place that suits individuals.

The Greater Manchester Health and Justice Review (September, 2018) and the accompanying Health Needs Assessment (October, 2018) highlighted that victims and offenders in contact with the criminal justice system often have physical or mental health needs. They are much more likely than the general population to have had their needs complicated and aggravated by childhood trauma, substance misuse, homelessness, joblessness, debt or social isolation. They also often come from under-served populations with poor access to health services, which are appropriate to their needs. Yet in many cases, the support systems within which they find themselves are complex, disjointed and often inaccessible.

In its broadest sense, the Greater Manchester Health and Justice Strategy attempts to address these issues by building resilience at three distinct levels:

- To align services so that those individuals who end up in the criminal justice system, as either a victim or an offender, have access to services which help to build their individual resilience, thus preventing re-presentation;
- To work with agencies who provide local support to develop community and organisational resilience, to enable them to cope with complexity and demand;

- To support the development of a resilient workforce that can cope with the ever changing needs and demands of individuals and communities.

1. 2. RATIONALE AND CASE FOR CHANGE

‘Health and justice’ is the arena of public policy and service delivery that specifically addresses the health, care and wider support needs of young people and adults in contact with the criminal justice system (offenders and victims), or those at risk of entering it or of reoffending.

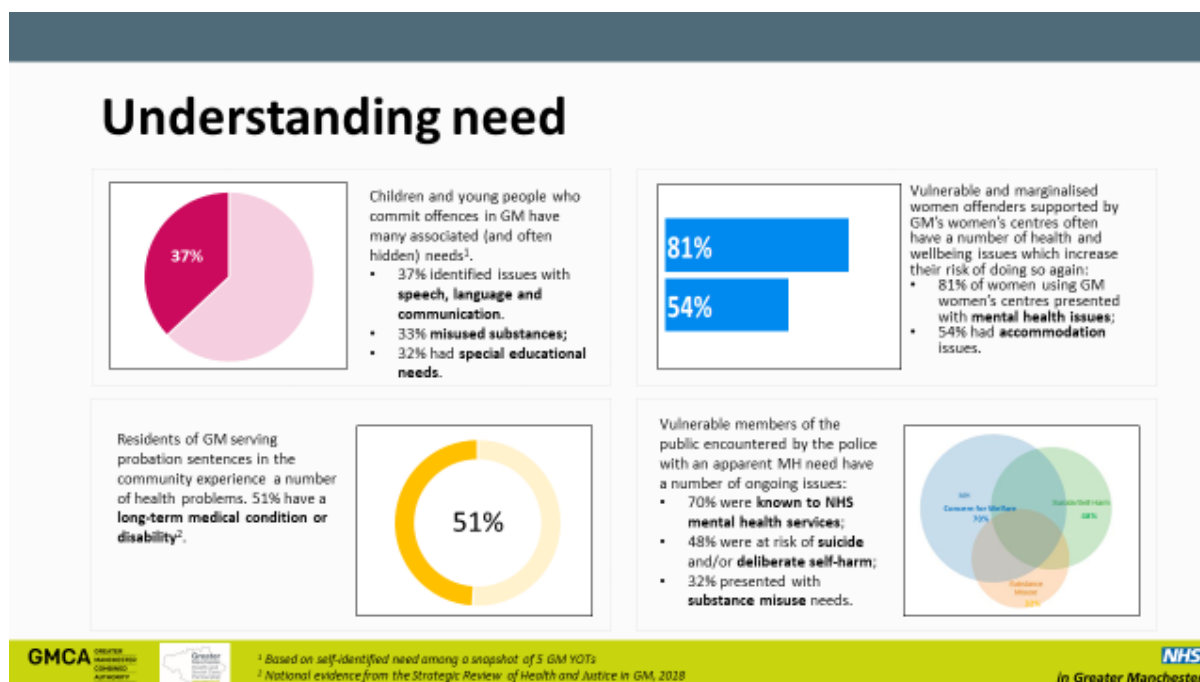
The rationale for integrated health and justice provision is that:

- addressing poor health and its causes is central to better individual health and wellbeing;
- good physical & psychological health enhances resilience, recovery, rehabilitation & reintegration;
- In turn, this has benefits to individuals, communities and wider society.

By focusing on health and social care needs in a criminal justice context, the Strategy will:

- increase identification and better support for people affected by domestic/sexual violence or abuse;
- improve the health, wellbeing and resilience of people who are a victim of crime and reduce the risk for those especially vulnerable to being harmed;
- address underlying health issues of people who offend or are at risk of offending; and
- In so doing, reduce health inequalities and bring offending rates down (in many cases by avoiding crime from arising in the first place).

The health needs analysis underpinning the strategy’s development identified some of the stark health inequalities faced by this cohort.



2. STRATEGY DEVELOPMENT AND ENGAGEMENT PROCESS

Work to develop the Strategy commenced with the publication of the Greater Manchester Health and Justice Review, which was completed in September 2018. Following that work, a series of engagement sessions with stakeholders, service users and people with lived experience commenced, which has informed the development of priority cohorts and work streams.

A public consultation ran across the month of October 2019 and feedback from has been analysed and incorporated into the strategy. Over 250 responses were received and subsequent to that process a “we asked, you said, we changed” exercise has been undertaken and published on the GMCA website, indicating where feedback had a direct impact on the strategy.

3. PRIORITY AREAS AND RESOURCES

During the extensive engagement period, four priority cohorts emerged and the strategy will focus on these groups specifically over the course of the first year of its life:

- children and young people
- adults and children with learning disability, autism and communications disorders
- vulnerable and marginalised women and
- rough sleepers

However, the broader crosscutting objectives in the strategy are intended to improve health outcomes for all people who are more vulnerable in a health and justice context.

4. BUILDING ON CURRENT COMMISSIONING AND PROVISION

The strategy builds on work that has been implemented across Greater Manchester in recent years to develop and improve health and social care provision for victims of serious interpersonal crime / abuse and offenders.

Services such as the Integrated Healthcare in Custody and Wider Liaison and Diversion Service (which identifies and treats the physical and mental health needs of people who come into contact with the formal criminal justice system) and the Mental Health Tactical Advice Service (which advises and supports frontline police officers who are called to support people with mental health problems) are relatively new, whilst the Sexual Assault and Referral Centre (SARC) at Saint Mary’s hospital has been established since the mid-1980s.

These ongoing services and commissioning plans are represented in the following 6 existing priorities and set the immediate strategic direction of health and justice provision in Greater Manchester for the next 1-3 years:

- 1) Improve the identification of health needs and support for young offenders and victims who may face barriers to accessing services through the newly established Collaborative Commissioning Network
- 2) Enhance the GM-wide response to members of the public with health vulnerabilities who come into contact with the Police, including:
 - a. Services that ensure the most appropriate response and reduce the likelihood of re-presentation for those individuals who present to the police in a state of mental health crisis e.g. control room triage
 - b. The GM Integrated Custody Healthcare and Wider Liaison and Diversion Service, which identifies and addresses the mental & physical health needs of children and young people (and other priority cohorts)
- 3) Work with NHSE commissioners to address continuity of care for people on reception and after release from prison by agreeing clear communication, transition and service pathways.
- 4) Review the current model and approach to commissioning of rape and sexual assault services to ensure the needs of victims are met
- 5) Explore with locality commissioners the scope for developing a city region model for improving the primary care response to sexual and domestic violence and abuse, such as the evidenced based IRIS general practice programme.
- 6) Use data and intelligence available across the health and justice interface to enable earlier and more focused intervention, establish data sharing protocols that support this approach and develop a consistent set of indicators which can track progress against health and justice strategic aims and outcomes

5. NEW STRATEGIC PRIORITIES

The selection of the nine new priorities has been more directly influenced by the research, development, engagement and socialisation processes undertaken for the strategy and in particular will provide opportunity for:

- the potential to identify risk factors and at-risk individuals earlier,
- the potential to intervene earlier, or
- to ensure that services and support are tailored appropriately to meet the additional psychological, physical health or social care needs that many vulnerable people have.

The new priority areas are highlighted below:

Prevention

1. Introduce a public health approach to violence reduction across public service provision, with a focus on children and young people at increased risk of committing anti-social or criminal activity
2. Work with schools, youth justice and children and young people's services to develop upstream, targeted interventions that reduce the risk of first-time entry to the criminal justice system
3. Building on the work with the Women's Alliance Partnership, extend provision to reach a wider cohort of vulnerable women who are at risk of victimisation or committing criminal activity, and, strengthen health care pathways between existing services

Intervention

4. Develop best practice approaches and pathways that appropriately identify and support offenders and victims of violence or exploitation who have a learning, autistic spectrum or communication/speech and language issue
5. Agree a standardised health improvement model with the NHS and youth justice teams that targets and addresses health vulnerability in this group of young adults
6. Work with partner organisations to promote and embed the principles of Family Justice within the strategic direction and operational delivery of unified public services in Greater Manchester

Enablers/Systems

7. Develop a long-term, sustainable approach to commissioning services that deliver specialist healthcare and therapeutic support to offenders and the victims of crime, agreeing common quality standards for Greater Manchester
8. Collaboratively develop workforce training and development programmes that promote insight into trauma, abuse, learning disability and communication disorder presentation and how to identify and support these issues effectively
9. Establish more consistent approaches to service user engagement in the design and delivery of specialist health and justice services

6. OUTCOMES

Whilst the development of the Integrated Health and Justice Strategy is an important step towards improving the system response to health and social inequalities experienced by people seen in the criminal justice system, it is not an outcome in itself.

The strategy puts forward an ambitious work programme over the next 5 years, which will be monitored by the Greater Manchester Health and Justice Board. One of the early priorities identified in the delivery plan is to create an outcomes framework, dashboard and logic model, which will help to monitor high level progress and understand the process of change. Until this is developed, these are some examples of the types of practical improvement we would expect to see for vulnerable people in this population group.

- Vulnerable young people will have their psychological and mental health, physical health, and specific developmental / learning disability / autistic spectrum / communication needs comprehensively assessed in a timely way
- Better support for young people with additional vulnerabilities such as learning disability, autism, school exclusion, or childhood trauma, to help to break the cycle of becoming a victim or offender
- Tailored support for vulnerable women at risk of offending or re-offending to improve their access to healthcare provision they may not otherwise have accessed independently
- Victims of rape and sexual assault will receive high quality forensic and therapeutic services at the right time and in the right location for them
- Decisions about people who present to the police in a state of mental health distress will be supported by 24/7 access to a mental health professional, increasing the likelihood of people being supported in their own home and community
- The public service and voluntary sector workforce will be more able to meet the needs of vulnerable people by providing more responsive, trauma-informed support
- People disclosing domestic violence or abuse in a healthcare setting will receive prompt, specialist advice

- Work will start with people before they are released from prison so that they receive continuous community-based health and care services that provide the support that they need
- People with lived experience of health and justice services will be engaged on an ongoing basis so that their real-world perspectives help to improve the way services are commissioned and delivered

FINAL Draft

**Greater Manchester
Integrated Health and Justice Strategy**

Foreword

In Greater Manchester, justice devolution has provided us with a unique opportunity to address the typically very poor physical and mental health of people, both victims and offenders, who come through our criminal justice system. This includes a focus on earlier identification of health and support needs, more responsive interventions, and providing health and care services, which are equal to those available to people living in the wider community.

This strategy describes in detail the broad range of risk factors and the complexity of individual, family and social circumstances that contribute to victimhood and offending behaviour. These complexities only serve to emphasise the value of closer integration and collaboration between our public services. From services providing health and social care, education and accommodation to the police, Crown Prosecution Service, courts, prisons and probation services – each has collective responsibility to address the issues outlined in this strategy. Justice devolution will help to consolidate and strengthen the way services work together around the needs of people seen in the criminal justice system in Greater Manchester.

The values and priorities represented in this strategy closely reflect our public service reform principles for the city-region and our model of public service delivery – preventative, proactive and person-centred. We believe that this approach will support the most vulnerable members of our community, including victims and offenders, to recover from their experiences, build their physical and emotional resilience, and eventually enable them to succeed and thrive.

Whilst individuals and families benefit most directly from this approach, there is also a ‘community dividend’ for society as a whole, including safer communities, less children in care, fewer people at risk of homelessness, lower rates of violent crime, more vulnerable children and young people participating in education, and better health for all.

Baroness Beverly Hughes, Deputy Mayor for Policing and Crime

The development of this integrated health and justice strategy is a first for Greater Manchester and potentially also the first placed-based strategy in England developed specifically to address the health and social inequalities experienced by vulnerable children, young people and adults seen across our criminal justice systems. Like justice devolution, health and social care devolution in Greater Manchester creates new opportunities to address the ongoing social challenge of health inequalities. This strategy is a significant part of that effort, focusing on perhaps the most vulnerable members of our communities.

The health inequalities experienced by children and adults seen in the criminal justice system are broad and deep, and in some cases, contact with the criminal justice system will be the first time that they have had their health needs assessed or have had any consistent contact with a health or social care professional. This is why the strategy places high value on the early identification of health care and support needs, to ensure that they are recognised on first contact with the criminal justice system and that effective action is taken to prevent issues from getting worse.

The strategy also adds to our appreciation that being either a victim of serious violent crime, or an offender, is often an indicator of past or current vulnerability. The priority groups that are a focus for our early strategic work reflect this understanding – children and young people; vulnerable and marginalised women; people with learning disabilities, autism or communication disorders; and people who are rough-sleeping. However, the choice of these priority groups has been made with an awareness that the risk factors that lead to victimhood and offending are broad, complex and overlap with each other and this is highlighted in the strategy.

One of these risk factors is mental health. The strong association of poor mental wellbeing, low to moderate mental health issues and clinical mental health conditions, with health and justice has been widely referenced by colleagues, partners and the public during the development of and consultation for the strategy. For the purposes of this health and justice strategy, a broad definition of 'mental health' has been adopted, which crucially recognises the psychological and emotional impact of adverse childhood experiences on lifetime mental health and wellbeing. This is why the strategy recommends a trauma-based model of intervention and support, which is also more likely to prevent youth offending and effectively support victims of sexual violence and abuse. This signifies an important change in the way public services will work with victims and offenders in Greater Manchester.

Lord Peter Smith, Chair Greater Manchester Health and Social Care Partnership Board

Executive summary

The purpose of this first Integrated Health and Justice Strategy for Greater Manchester is to inform and enhance the way in which we understand and address the health, social care and criminal justice factors that can lead to life-long poor physical and emotional health, and reduced life-expectancy, for people who are seen in the criminal justice system, as offender or victim.

The benefits of focusing on addressing the social and health inequalities experienced by this group of often vulnerable people will be seen at an individual level – in the form of improved physical and mental resilience, healthy relationships, reintegration in community life and the avoidance of first or repeat offending or victimisation - and at a community level, reduced health inequalities, lower crime rates, and safer and more cohesive communities.

Increasing national focus on effective healthcare for the victims of abuse and sexual violence, and offenders in the prison estate, provides a backdrop for the development of this Greater Manchester city region approach, alongside local needs assessments and strategic review work.

Greater Manchester's long-standing ambition as a city region has been to take greater control of its own destiny. Our devolution deals, including health and social care and now justice devolution, are enablers to achieving that. Integrating and reforming public services is the key to breaking down service silos and moving towards a preventative approach which serves residents and communities better. This strategy emphasises and embraces this vision of public service reform.

The engagement work that has fed into the development of the strategy has pointed towards an initial strategic focus on four particularly vulnerable groups – children and young people; vulnerable and marginalised female victims of domestic abuse or sexual violence; people with a learning disability, autism or communication disorder; and people who are rough sleeping.

The strategy introduces two key concepts that offer the potential to transform the way that public services in Greater Manchester, across all sectors, identify, engage with and support some of the most vulnerable people living in our communities. The first is the idea of adopting a public health informed approach to health and justice strategy, policy and delivery. This is intended to stimulate a more preventative model of identification and support for victims and offenders, with an explicit aim of intervening earlier to reduce the likelihood of offending or being victimised. In practice, this means using data and intelligence to understand this typically vulnerable population of children, young people and adults and the complex often interdependent factors that have led them to be in contact with the criminal justice system.

The second concept introduced through the strategy is the development of trauma-informed approaches, that involve moving to a position where public services in Greater Manchester regularly and consistently use more therapeutic practices, which recognise the

impact of previous trauma or difficult life experiences. What works to support and address the health, care and wider social needs of people in contact with the criminal justice system is currently an evolving field, and the delivery programmes identified in the strategy will no doubt add to this relatively narrow evidence base. However, there is broad acknowledgement that the application of trauma-led practice is especially important in supporting this population of children, young people and adults, as many victims and offenders have a history of challenging life experiences including abuse, which can in some cases lead to poor, ongoing psychological and emotional health.

It is important to recognise that there are already a number of well-established public and VCSE sector services across Greater Manchester whose purpose it is to improve the health and wellbeing of people seen in the criminal justice system, such as the Sexual Assault and Referral Centre (SARC), the Women's Support Alliance services and wider victim support services. Whilst Greater Manchester is leading the way nationally with new, jointly commissioned service models i.e. Integrated Healthcare in Custody and wider Liaison and Diversion, there is scope for greater alignment and collaboration across Greater Manchester around the needs of this population group, not only across health and justice provision, but across mainstream services and professional domains.

This strategy and the delivery plan in particular reflects this combination of existing development work and new health and justice ambitions and priorities, with a view to bringing greater strategic coherence to both programmes of work, and eventually bringing them together as one. As well as seeing the emergence of a more consistent, whole system approach to health and justice in Greater Manchester within the first 5 years of the strategy, a further success factor will be tangible evidence of health, social care, Voluntary, Community and Social Enterprise (VCSE) sector and criminal justice services providing more trauma-informed, collaborative care and support to this population group, with a stronger emphasis on prevention and earlier intervention. In due course, this should manifest in better health and wellbeing and reduced offending and reoffending.

This first Integrated Health and Justice Strategy for Greater Manchester therefore provides both a case for change and a platform for improvement and development in health and justice intelligence, commissioning and service provision through its delivery plan.

CONTENTS

1. **Why focus on health and justice?**
 - a. **Our opportunity in Greater Manchester**
 - b. **Defining the case for change**
 - c. **Risk factors associated with contact with the criminal justice system**
 - d. **National and international policy and evidence**
 - e. **Greater Manchester evidence and insight**
 - f. **Benefits of violence reduction in human and system costs**
2. **Whole-system leadership for health and justice**
3. **Overview of specialist health and justice provision in Greater Manchester**
4. **Rationale for strategic focus on particular groups**
5. **Health and justice strategic framework and priorities**
6. **Delivery and resource planning**

1. Why focus on health and justice?

a. Our opportunity in Greater Manchester

The 2016 devolution of responsibilities for health and social care brought to life through 'Taking Charge' Plan, and the 2019-2021 justice devolution agreement, create an opportunity for Greater Manchester to innovate and integrate public policy and services in the field of health and justice. Devolution has created a framework to do this, enhanced by a new Greater Manchester integrated public services model and reform principles which emphasise prevention, people and place. Together these act as enablers for change, but they are also helping to stimulate a shared understanding of the health needs and health inequalities of a population group who have traditionally been 'seen' separately by public services. Focusing our collective efforts specifically on the health needs of people in contact with the criminal justice system, or at risk of entering it, is a relatively new approach for the city region, and it presents a chance to deliver high-impact change in the medium to long-term for some of our most marginalised and vulnerable children, young people and adults.

The emphasis throughout this strategy is to integrate policy and services relating to health and justice, including the development of innovative approaches to support people who can often become stuck in a cycle of exclusion, vulnerability, offending, victimhood or exploitation. In line with a shared ambition in Greater Manchester to invest in preventative approaches, the strategy focuses on the need for earlier identification of risk factors and health and social care needs, as well as appropriate interventions and support.



b. Defining the case for change

The founding premise of this strategy is that health and wellbeing of people in contact with the criminal justice system, as a victim or an offender, is a shared responsibility of local authorities, CCGs, NHS healthcare providers, the Greater Manchester Health and Social Care Partnership (GM HSCP), the Greater Manchester Combined Authority (GMCA), the Voluntary Community and Social Enterprise (VCSE) sector and criminal justice services. This

is because the majority of people that have been a victim of crime, or a perpetrator, live in and are part of our local communities and it is in a community setting that health, wellbeing and resilience can be best supported and improved.

In fact, many more offenders are supervised in the community than in secure custody, and the majority of custodial sentences are relatively short at 12 months or less.¹ This means most custodial sentences allow for a relatively limited opportunity for the health and wider care and support needs of offenders to be identified and addressed, before they return to their communities.

In addition, the transitional period of returning to the community after a prison sentence is known to carry significantly increased risks to physical and mental health, including premature death - suicide, accidental death and homicide - and reoffending.² Identifying and supporting the health, care and wider social needs of offenders, as well as victims of crime, whose multiple and complex needs may not always be recognised, is regarded to be a major factor in rehabilitation and recovery.

However, poor physical and mental health amongst victims and offenders is also attributed in part to the priority and value that individuals place on their own health, with vulnerable people often not accessing health and care support in proportion with their needs, leading to pronounced differences in life course health and life expectancy. Whilst health inequalities are often driven by socio-economic disadvantage and poorer opportunities and life chances, amongst children, young people and adults who come into contact with the criminal justice system, it is common to see a further layer of complexity which increases the risk of exposure to criminality or victimhood. These risk factors include:

- complex and traumatic personal histories and relationships, which may also include abuse and exploitation;
- enduring mental health and/or substance misuse issues;
- learning disabilities, autistic spectrum disorders and communication disorders;
- gender, in particular women and girls; and
- race, particularly Black and mixed ethnic minority men in terms of offending³

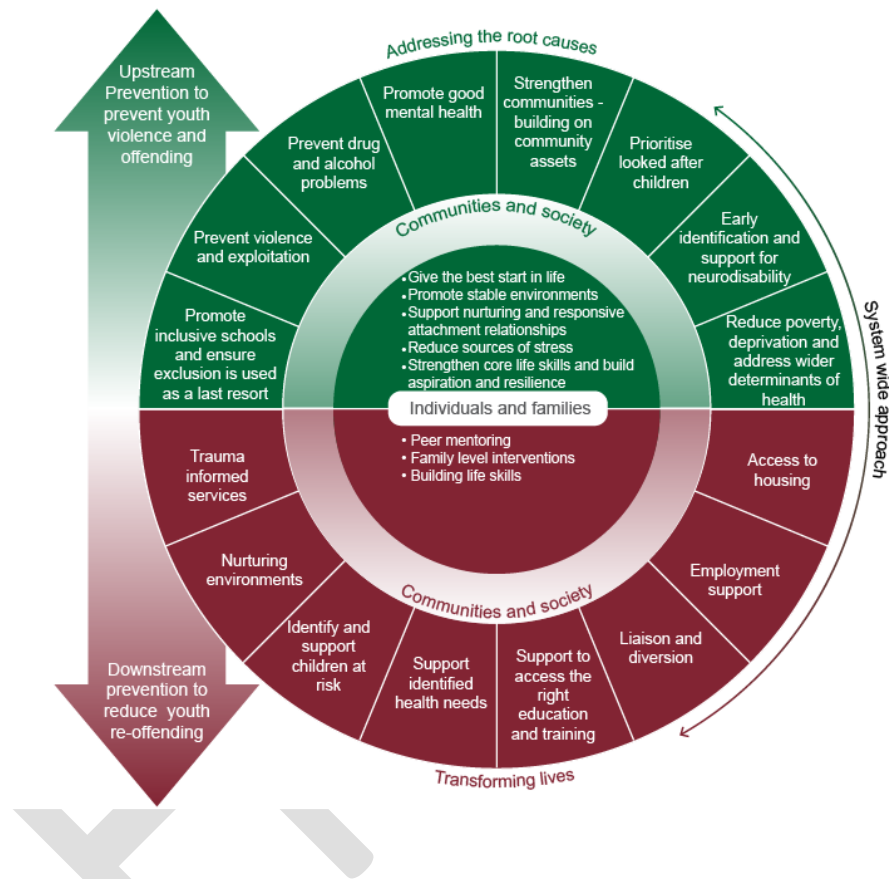
This combination of risk factors can lead to entrenched health inequalities, which then negatively impact upon personal resilience and reinforce vulnerability, meaning that people in contact with the criminal justice system are some of the most marginalised, vulnerable and health-deprived population groups in any community.

¹ Balancing Act, published by Revolving Doors Agency 2013

² As 1

³ The Lammy Review: An independent review into the treatment of, and outcomes for, Black, Asian and Minority Ethnic individuals in the Criminal Justice System, September 2017.

The following graphic showing the Public Health England CAPRICORN framework ⁴ demonstrates the interaction between risk and protective factors for offending in children and young people.



In the case of victims of interpersonal violence or harm, there is an opportunity to improve identification and specialist support, initially through mainstream health and care provision. Victims of violence, including domestic abuse and sexual abuse or exploitation, are more likely to be seen in a healthcare or social care context, so for many victims the route to accessing help and support is typically outside of the criminal justice system. Existing examples of this in Greater Manchester include the independent domestic and sexual violence advocates and the GP-based IRIS domestic abuse referral programme.

⁴ Public Health England (PHE) Collaborative approaches to preventing offending and re-offending in children (CAPRICORN): A resource for local health & justice system leaders to support collaborative working for children and young people with complex needs, published July 2019

A focus on health and social care needs in a criminal justice context justice therefore has the potential to:

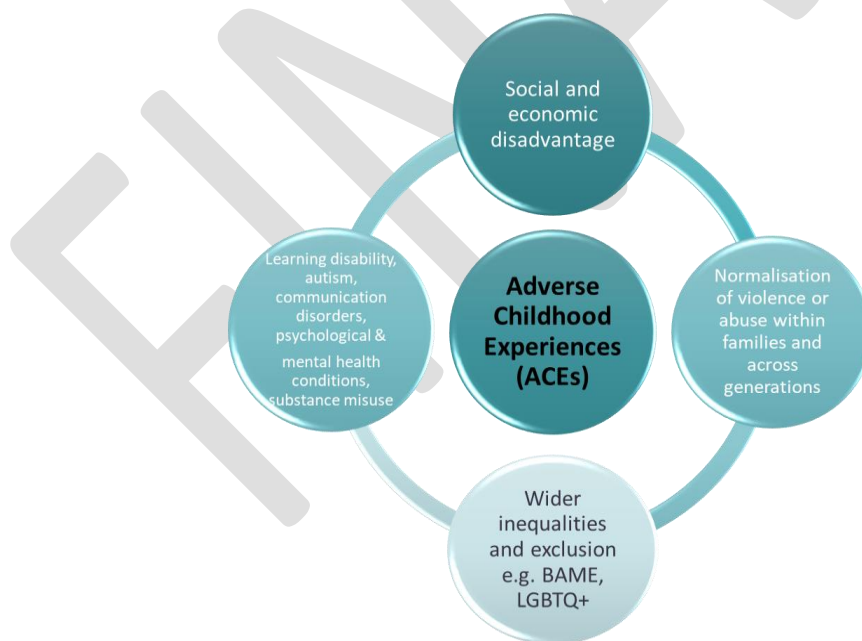
- increase identification of people affected by interpersonal violence or abuse;
- improve the health, wellbeing and resilience of people seen in the health and justice context, including their sense of safety and security;
- create an awareness that offending and victimhood can be markers of poor psychological and physical health and wellbeing;
- reduce health inequalities in a locality;
- reduce the risks associated with offending or becoming a victim of violence or harm; and
- reduce offending and reoffending rates.

The associated opportunity is to use this strategy to reinforce and enhance a shared understanding of the interaction of complex risk factors that can lead to acts of crime and exploitation or becoming a victim of it, and, develop a more attuned and integrated public service response to addressing and mitigating the effects of those risk factors.

c. Risk factors associated with contact with the criminal justice system

The risk factors associated with offending behaviour and victimhood range from individual, relationship and situational factors - such as race, gender, relationship/parenting styles, exposure to substance misuse, being a refugee or asylum seeker - to wider social norms, inequalities and determinants, including access to education, secure housing and work.

However, the evidence suggests that some risk factors may have a more pronounced effect by inherently increasing vulnerability to violent crime, offending and being a victim of abuse. These risk factors include adverse childhood experiences; mental health issues and psychological trauma; having a learning disability, autism or a communication disorder.⁵ Whilst multiple factors combined may increase the risk of entering the criminal justice system, including factors commonly associated with socio-economic disadvantage and social exclusion e.g. homelessness, unemployment, some factors may also create a context in which the risk of violence or harm is normalised e.g. trans-generational family violence or abuse.



These risk factors apply to children and young people as well as adults, but in the case of children and young people, exposure to multiple adverse childhood events can significantly impact upon child development – neurologically, psychologically and in terms of health-related behaviours - and increases vulnerability to both victimhood and offending.⁶

⁵ Mental health and learning disabilities are both highlighted in the 2009 Bradley Report: Lord Bradley’s review of people with mental health problems or learning disabilities in the criminal justice system

⁶ As 4 - Public Health England (PHE) Collaborative approaches to preventing offending and re-offending in children (CAPRICORN): A resource for local health & justice system leaders to support collaborative working for children and young people with complex needs, published July 2019

Many of the strategic interventions recommended by the WHO (see page 16) focus on protective factors or provision which evidence suggests may mitigate some of these risk factors. PHE⁷ also emphasises the value of individual, family and social protective factors for vulnerable children and young people. The following case studies from existing services in Greater Manchester, and further examples throughout the strategy, exemplify effective responses to various presenting risk factors.

A young woman was arrested by the police for a minor crime and taken to the police station. While she was being processed in police custody, she was picked up by the Liaison and Diversion team. This is a new health service based in police custody suites and courts which supports vulnerable people with mental or physical health needs. The service helps people access health and care support in the community. The L&D team put the girl in touch with a health care professional. This professional found bruising and a bite mark on the girl's body. The girl disclosed to the health professional that these were caused by her mother and sister. This information was passed on to the arresting officer, and a social worker was called in to support the girl in custody. Appropriate arrangements were put in place to begin to safeguard the young woman back home after the police had finished processing her in custody.

A police officer on a routine patrol of police cells found a detainee breathing oddly in his cell. Prior to the integration of custody healthcare with liaison and diversion in the custody suites, the normal police response would have been to call for medical support when it next became available. Instead, the duty health care professional we have commissioned to assess and treat sick people in custody was requested and immediately attended the cell. This health care professional diagnosed a suspected heroin overdose, and that the man was therefore at risk of death. An ambulance was called on a category 2 (i.e. emergency) response. The healthcare professional stayed with the man, and when he began to deteriorate, contacted the ambulance service and had the response grade updated to category 1 (i.e. life-threatening). The ambulance arrived promptly. The paramedic and health care professional together saved the man's life.

⁷ As 6

d. National and international policy and evidence

The national context for health and justice

In the UK over the period 2013-14, a series of structural and policy changes took effect in the delivery of local and national public health provision, the rehabilitation of offenders and the National Probation Service. Public Health England (PHE), The Probation Chiefs Association or PCA and the Revolving Doors Agency (a specialist national charity) responded to these changes by collaborating to produce a briefing paper called *Balancing Act: addressing health inequalities among people in contact with the criminal justice system*.

The briefing highlighted that male and female offenders and ex-offenders are an often-overlooked group who disproportionately experience poor physical and mental health, who commonly engage in high-risk behaviours and whose needs are often multiple and complex.

In the intervening period since the publication of *Balancing Act*, the Revolving Doors Agency has published *Rebalancing Act* in January 2017. The primary message of *Rebalancing Act* is that a whole-system, integrated response is the only solution to supporting people with multiple, complex health and social needs and circumstances, and that addressing people's needs in this way will give rise to wider social and community benefit – what they refer to as a 'community dividend'.⁸



One example of this is breaking the pattern of offending, abuse or psychological trauma that can sometimes be 'passed' between generations of the same family e.g. domestic abuse reducing the likelihood of poor mental health amongst wider family members, supporting effective parenting and caring, meaning that children are less likely to become 'looked after' by the state due to concerns about safeguarding. An example of this in Greater Manchester is the success of the Women's Support Alliance in reducing offending rates amongst women

⁸ Diagram courtesy of PHE

offenders, by tackling the issues that have contributed to offending which often include coercive and/or physically abusive relationships.

However, *Rebalancing Act* acknowledges that working in the arena of health inequalities with people who often have complex and multiple health, care and social needs is challenging and whilst our understanding of the characteristics and needs of this population group is improving, our understanding of what works to reduce the health and social inequalities they experience is less well-developed.

Health care in the criminal justice system

NHS England also published its *Strategic direction for health services in the justice system: 2016-2020*, covering the provision of care for men and women in all custodial settings (pre, during and post-custody). The strategic priorities include:

- A radical upgrade in early intervention
- A decisive shift towards person-centred care that provides the right treatment and support
- Strengthening the voice and involvement of those with lived experience
- Supporting rehabilitation and the move to a pathway of recovery
- Ensuring continuity of care, on reception and post release, by bridging the divide between healthcare services provided in justice, detained and community settings
- Greater integration of services driven by better partnerships, collaboration and delivery

Following on from this, NHS England then published its strategic direction for sexual assault and abuse services - *Lifelong care for victims and survivors: 2018 – 2023*, which highlights:

- Strengthening the approach to prevention
- Promoting safeguarding and the safety, protection and welfare of victims and survivors
- Involving victims and survivors in the development and improvement of services
- Introducing consistent quality standards
- Driving collaboration and reducing fragmentation
- Ensuring an appropriately trained workforce

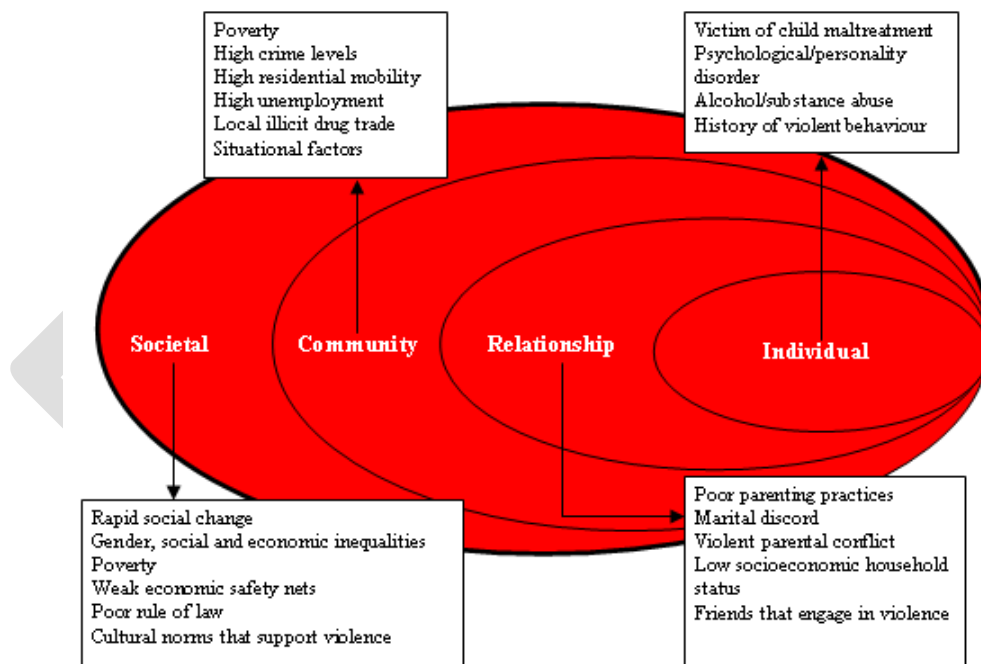
Most recently, the NHS Long Term Plan published in January 2019 reinforces the importance of access to health and social care for the vulnerable young people and adults seen in the criminal justice system. It also makes specific references to national pilot schemes including the Community Service Treatment Requirement (CSTR) programme and RECONNECT. The CSTR enables courts to require people to participate in community treatment, instead of a custodial sentence, whilst RECONNECT is a care after custody service which works with people before they leave prison to assist the transition to health and social care community-based services.

These national strategies set out expectations for the way healthcare needs to evolve for offenders in custody and victims and survivors. Similarly, this Greater Manchester Health and Justice Strategy creates a set of priorities for improving access to health and care

provision for offenders, ex-offenders and the victims of abuse and sexual violence living in our Greater Manchester communities. As the work to develop the strategy has progressed, it is clear that many of the principles expressed in the national strategies are equally relevant to offenders, and victims of violence and abuse, living in the city region.

Violence reduction as a public service and population health goal

The World Health Organisation (WHO) has been advocating for better awareness about violence as a public health issue, and the multiple effects of violence on health and wellbeing, since the publication of its first *World report on violence and health* in 2002. It has developed an ‘ecological framework’ as a way of understanding the factors that influence violence, showing the interaction of multiple factors that can lead to violent behaviour and it is regarded to be a sound basis for understanding the issue.



In 2010 WHO published a series of evidence briefings on violence prevention, in which it advocated 7 main strategic interventions, based on a review of the available international evidence. They are listed below with some examples.

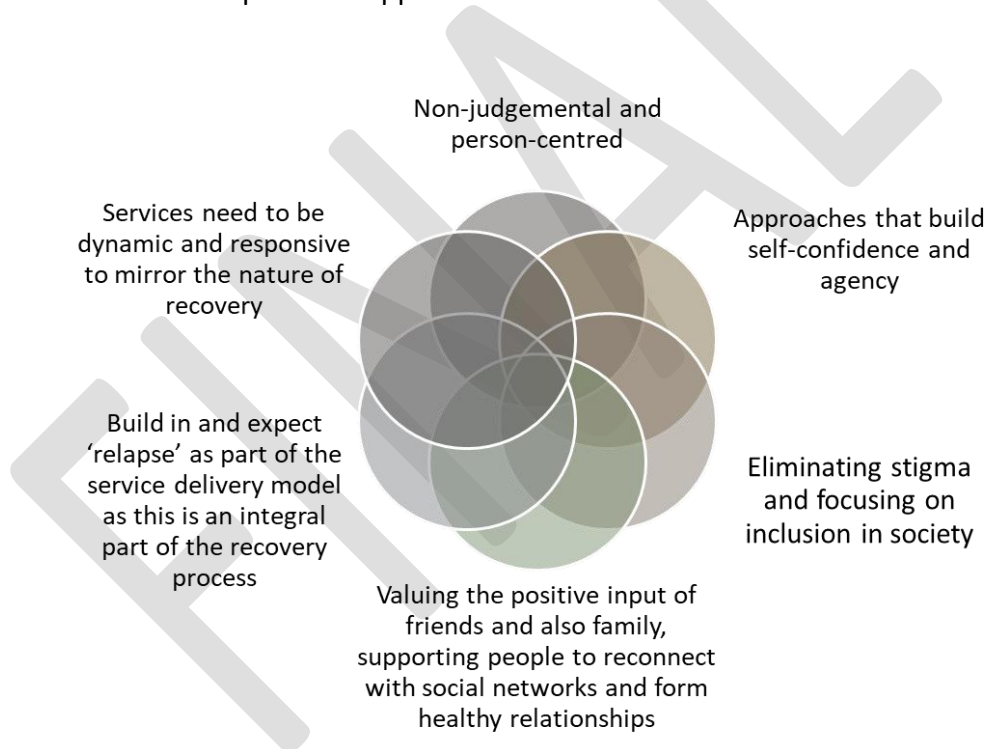
WHO strategic interventions	Examples of practical support / services that show <i>emerging</i> evidence of effectiveness:
(1) increasing safe, stable and nurturing relationships between children and their parents and caregivers	<p>Programmes that provide parental support and family approaches / therapies which focus on attachment, family bonds and healthy relationships often in the Early Years e.g. Family Nurse Partnership, Triple P, Incredible Years Pre-school.</p> <p>Multi-component approaches e.g. Multi-systemic therapy (an intensive family therapy which addresses multiple issues) and Sure Start programmes are also thought to have a positive effect.</p>
(2) developing life skills in children and adolescents	Programmes that address life, social and emotional skills and competencies e.g. Incredible Years Child / teacher programmes, Training Promoting Alternative Thinking Strategies (PATHS)
(3) reducing availability and harmful use of alcohol	Programmes that offer brief interventions and longer-term treatment for problem drinking, including psychotherapeutic interventions such as CBT. Reducing alcohol sales has also been linked to reducing violence.
(4) reducing access to guns, knives and pesticides	Programmes that directly target youth in gangs e.g. as in USA and Glasgow
(5) promoting gender equality	School-based programmes that address gender norms and attitudes and issues of gender-based power and control
(6) changing cultural norms that support violence	Programmes that address dating violence and sexual violence amongst young people by challenging social and cultural norms
(7) victim identification, care and support	Programmes that aim to identify victims e.g. through screening and referral, alongside interventions such as advocacy for victims of violence e.g. IRIS domestic violence intervention, and psychosocial interventions which address psychological trauma

Public Health England has also developed a resource to support the local system response to violent crime, which advocates a balance between prevention and enforcement, and aligns

with the evidence above.⁹ The resource outlines an approach to serious violence prevention (defined by the national Serious Violence Strategy) that is characterised by a multi-agency system response that is place-based, and which draws on public health thinking. It recommends 5 components to successful serious violence prevention - collaboration, co-production, co-operation in data and intelligence sharing, counter-narrative development and community consensus.

The evidence-base for what works to support vulnerable and marginalised people whose needs cut across health, care and the criminal justice system is still an emerging field in the UK, but current evidence and insight indicates that the style, aims and responsiveness of support may be as important as the focus of the intervention.

Some characteristics of positive support include¹⁰:



Greater Manchester is one of several regions to have adopted a public health informed approach to violence reduction and has recently established a Violence Reduction Unit (VRU). This VRU is a dedicated, co-located, multi-agency team including representation from across policing, health, local authorities, schools and the voluntary sector. These partners will work together to tackle violent crime and its underlying causes, by identifying

⁹ Public Health England. A whole-system multi-agency approach to serious violence prevention: A resource for local system leaders in England, published October 2019

¹⁰ Based on Greater Manchester analysis of common themes drawn from multiple evidence sources used to develop the strategy

the drivers of serious violence locally and developing a coordinated response to tackle them.

Greater Manchester has modelled elements of its approach on the Scottish Violence Reduction Unit (SVRU), which has been operating since 2006. Other UK regions, including the West Midlands Violence Prevention Alliance and the Cardiff Model for Violence Prevention, have adopted approaches designed to understand and predict the prevalence, types and causes of violence within a community and take steps to address those issues through co-ordinated multi-agency action.

In developing its approach to violence reduction, the new Greater Manchester Serious Violence Action Plan will be informed by the most up to date evidence in the field and expertise in criminology, through a collaboration with Manchester Metropolitan University (MMU) academics.

DRAFT

e. Greater Manchester evidence and insight

Local research

Understanding in depth the health and social care needs of the offender population and the victims of violence and abuse is a relatively new arena of public policy and service delivery for public health and criminal justice teams, but the same principles apply as for other population health work:

- understand the needs of the population of interest;
- identify health-related risk factors and their causes; and
- intervene in ways that reduce the exposure to or offer protection from the detrimental effects of those risk factors.

Work has already been completed that will support the development of this strategy and advance our understanding of the needs and characteristics of people in contact with the criminal justice system in Greater Manchester. These include:

- A Greater Manchester Criminal Justice System Health Needs Assessment (CJS HNA) (2018)
- An independent Health and Criminal Justice Strategic Commissioning Review (2018)

There are also a number of pieces of victim-focused research and insight which have been undertaken by Greater Manchester partners working to support victims of domestic and sexual violence which inform this strategy. They are:

- A Health Needs Assessment of the population served by the St Mary's Sexual Advice and Referral Centre (SARC), which summarises the characteristics and needs of the people who have used the service, in particular multiple attendances
- The Voice of Survivors Research: Hearing Women for Change – conducted by MMU, MASH and Manchester Rape Crisis

All 4 documents are available separately and a collated summary of their main insights has fed into the development of this strategy. Overall, local insight and research is consistent with national and international findings which point towards a range of complex often interrelated factors that increase an individual's vulnerability to contact with the criminal justice system, including poor physical and mental health, and lifestyle factors including smoking, drug and alcohol use, alongside previous life experiences which may have been traumatic or challenging.

These Greater Manchester specific research and insight exercises tell us that:

PLACEHOLDER FOR RELEVANT GREATER MANCHESTER STATISTICS REGARDING THE POPULATION GROUPS OF INTEREST WITHIN THE STRATEGY – see the additional infographic.

Additional insight from health and justice focussed workshops

Several workshops were hosted as part of the stakeholder engagement for the development of the strategy. Some of these were general, whilst others focused on specific issues and groups, including children and young people, vulnerable and marginalised women, and people with learning disabilities and autism.

The feedback at the workshops reinforced many of the messages from the evidence above. Discussions at the children and young people's engagement event in particular drew attention to the additional vulnerability associated with having a learning disability, having autism, and/or having difficulties communicating, and their presentation amongst young people in contact with youth justice services. Other service user feedback highlighted the following themes and issues:

- the long lasting and devastating impact of domestic violence and abuse within families and a reluctance to disclose it because of fear both of the perpetrator and of children being taken into care
- the impact of domestic violence and abuse on children and the need for services supporting children to be trauma-informed
- services in the right place, at the right time, for as long as people need support
- transition points and their impact on individuals are often particularly difficult and require additional and consistent support - including from primary to high school, from children's to adult social care, from prison to community, from a home environment to being looked after

Based on this Greater Manchester-specific evidence, and reinforced by wider national and international sources, this first integrated health and justice strategy for Greater Manchester has a strong focus on the groups of people in our communities who appear to be at an increased risk of violent crime and abuse. This might be because of characteristics or circumstances which seem to increase vulnerability to criminality or victimhood, such as race, gender, having a learning disability/autism/communication issue, and rough-sleeping, or, because evidence and insight suggests that intervening earlier to reduce the risks associated with offending behaviour is the most effective approach e.g. focusing on identifying and supporting potentially vulnerable children and young people and addressing underlying problems as early as possible, such as trauma or hidden mental health issues.

f. Benefits of violence reduction in human and system costs

The WHO reports that although the economic case for a focus on interpersonal violence prevention isn't currently well-developed¹¹, *'the provision of treatment, mental health services, emergency care and criminal justice responses are some of the direct costs*

¹¹ WHO Global Status Report on Violence Prevention (2014)

associated with violence.' The need for additional and sometimes intensive support from public and voluntary services including health, social care and criminal justice services, for both victims of violence and offenders, is self-evident but largely unquantifiable.

Individuals, and their families, bear the most serious consequences of interpersonal violence including sometimes life-long effects on behaviour and health, including¹²:

Acute physical injury or disability	Lacerations, fractures, brain / major organ injury, burn and scalds
Mental health and behavioural effects	Alcohol and drug abuse, depression and anxiety, post-traumatic stress disorder, suicidal thoughts or behaviour, eating and sleep disorders, smoking unsafe sex
Sexual and reproductive effects	Unintended pregnancy, pregnancy complications, gynaecological disorders, chronic pelvic pain, HIV and other sexually transmitted infections
Chronic disease	Arthritis and asthma, cancer, cardiovascular diseases, diabetes, kidney problems, liver disease

In *Rebalancing Act* The Revolving Doors Agency also put forward the concept of a 'community dividend' which points to the wider societal benefits of addressing the health inequalities associated with crime, violence and offending, because of the extended impact on the families and communities who surround and support offenders and victims.

*'The community dividend model suggests that by addressing the health needs of those in contact with the criminal justice system there can be positive effects on the wider population. People in prison or those in their friendship, family and social networks also disproportionately experience wider societal health and social inequalities – they often come from under-served populations and return to those communities when their immediate involvement in the criminal justice system has ended. Therefore, meeting the health needs of people in contact with the criminal justice system can help to achieve reductions in crime, reduce offending and improve the individual's health.'*¹³

¹² Based on findings of WHO Global Status Report on Violence Prevention (2014)

¹³ Rebalancing Act 2017, p. 12

2. Whole-system leadership for health and justice

This strategy will be delivered by a wide variety of public service partners in the statutory and VCSE sectors and the implementation of the strategy will reinforce and complement a series of existing Greater Manchester-wide programmes, including programmes in support of:

- Gender based abuse and domestic violence
- Serious Violence Action Plan
- Learning Disability
- Autism
- Mental Health including suicide prevention
- Substance Misuse
- Homelessness

Alignment and integration with other Greater Manchester-wide strategies will be essential to achieving improvements in the field of health and justice. These programmes of work include:

- The Greater Manchester Children's Plan
- The Children and Young People's Health and Wellbeing Framework
- The Greater Manchester Mental Health in Education (MHiE) programme
- The 'A Bed Every Night' scheme and the Housing First Greater Manchester regional pilot
- The Justice and Rehabilitation Devolution memorandum of understanding
- The White Paper on Unified Public Services for the People of Greater Manchester
- Standing Together – The Police and Crime Plan
- Our People, Our Place – the Greater Manchester Strategy

Alongside identifying what we plan to do differently in Greater Manchester to reduce health inequalities and improve life chances for victims and offenders, the strategy also sets out how the conditions will be created for professionals and practitioners to improve what they currently do and the way they do it.

In considering what is needed to create an environment in which colleagues are informed, equipped and supported to improve practice, the aims of the strategy are to:

- Highlight the risk factors, health vulnerabilities and health inequalities experienced by offenders, ex-offenders and the victims of personal violence
- Provide clarity on the existing evidence base (and its limitations)
- Advocate for the introduction of trauma-informed practices proportionately across the workforce which emphasise the strong association between adverse childhood and life experiences and victimhood / offending - and collaboratively identify the resources to deliver high-quality workforce development

- Inform integrated, whole system public health approaches to violence reduction with an emphasis on early help, early in life and stimulate Greater Manchester partners to work towards delivering this collaboratively
- Create a clear account of 'health and justice' for mainstream health, care and criminal justice services, using and sharing data and intelligence, so that vulnerable and marginalised people are better identified and appropriately supported
- Acknowledge the complexity of working where health and justice issues intersect and explore with localities and partners how to develop and share best practice across Greater Manchester and learn from each other, in the short and medium term
- Understand how current organisational practices and processes may need to change to facilitate more effective early identification and intervention of vulnerable children, young people and adults, within organisations and between them e.g. assessment and referral practices
- Emphasise collaboration amongst commissioners and providers in order to improve the accessibility and quality of support for this population group

A whole-system approach to Family Justice

Family Justice is a branch of the Health and Justice agenda which pursues the provision of integrated support for vulnerable families engaged in the criminal justice system. Its purpose is to ensure that services make decisions together which promote the holistic wellbeing of the whole family.

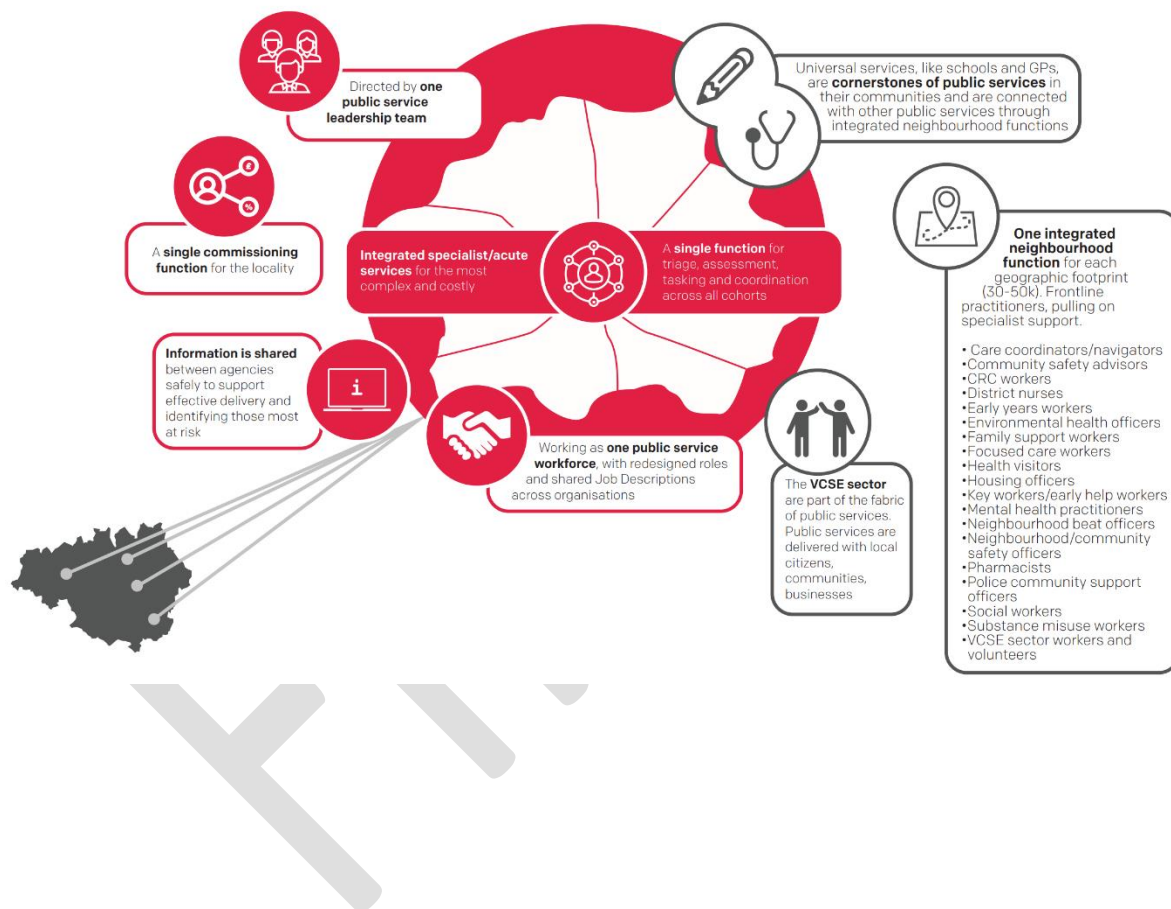
The internationally recognised principles of Family Justice are:

- **Safety Focused:** Increase safety, promote healing, and foster empowerment through services for victims and their children.
- **Victim-centred:** Provide victim-centred services that promote victim autonomy.
- **Survivor-driven:** Shape services to clients by asking them what they need.
- **Relationship-based:** Maintain close working relationships among all collaborators/agencies.
- **Offender-accountability:** Increase offender accountability through evidence-based prosecution strategies and/or evidence-based treatment programs.
- **Transformative:** Evaluate and adjust services by including survivor input and evidence based best practices.
- **Culturally competent:** Commitment to the utilisation of culturally competent services.
- **Empowered:** Offer survivors a place to belong even after crisis intervention services are no longer necessary.
- **Kind-hearted:** Develop an approach that values, affirms, recognizes and supports staff, volunteers, and clients¹⁴.

¹⁴ EFJCA, 'About the Family Justice Centers', <https://www.efjca.eu/centers>

In Greater Manchester, the principles of Family Justice are well-aligned with the broader ambitions set out in our approach to unify public services within a single, coherent and effective model. More specifically, integrated, place-based teams working within some of Greater Manchester’s neighbourhoods present an opportunity to deliver a Family Justice approach to resolving the needs of – and in some instances this is already the case.

Colleagues from the Centre for Mental Health were asked to review emergent place-based initiatives already being delivered in Greater Manchester and found that they demonstrated “the ready capacity to deliver” on the principles of Family Justice.



A place-based team in Holts and Lees draw on support from probation services. This provides an enhanced way of working with ex-offenders and their families in a local setting. In one particular example, the probation worker was aware that it was highly likely one of her clients would receive a custodial sentence of up to 6 months.

This offender expressed concern about the impact his time in prison would have on his family and home, as he was the sole tenant for his two-bedroom property, as well as the main claimant for all their benefits. The probation worker brokered a relationship with the place-based team who supported the offender to complete a deed of assignment to put the tenancy in joint names and, once sentenced, a local support worker was immediately available to support his girlfriend to apply for welfare benefits in her own right. The team also offered ongoing support to the family whilst the offender completed his five-month sentence.

When released from prison, the offender stated to the probation worker that for the first time he felt he was being released into a more stable environment where historically his life would have been much more chaotic. He wanted to stop offending, and he stated that a more stable home life would help him to do this.

3. Overview of specialist health and justice provision in Greater Manchester

Greater Manchester already has a strong record of accomplishment in health and justice, which includes ambitious collaboration between commissioners in health and policing. Building on national developments in health and justice provision, Greater Manchester has already developed a number of exciting and unique initiatives. The common feature of these services is a shared approach to commissioning, which recognises the interconnection between mitigating health needs, reducing demand on services, and improving the lives of Greater Manchester's citizens. This strategy will seek to build on learning from the health and justice services which it has established in recent years.

Among our successes in bringing together health and justice to date, with some examples of effectiveness, are:

- **Integrated Healthcare in Custody and Wider Liaison & Diversion** – this service simultaneously delivers the traditional aspects of custody healthcare and the liaison and diversion offer rolled out across England in recent years. The integration of these services at the point of commissioning was nationally unique. By unifying them, Greater Manchester has been able to enhance the scale of health support which is available to individuals with issues relating to physical or mental health, or substance misuse, when they come into contact with the criminal justice system. They are also able to ensure that these vulnerabilities are better supported when individuals return to the community – reducing the likelihood of re-offending in the long-term. This service is present in all police custody suites across Greater Manchester, and in our magistrates' and crown courts.
- **Mental Health Tactical Advice Service (formerly Control Room Triage)** – this service was commissioned in the context of the ever-increasing burden placed on frontline police by mental ill health in the wider population. This service situates a team of mental health practitioners, including representation from all three of Greater Manchester's mental health providers, within the police control room. This team provide frontline police officers with real-time advice on live incidents that are mental health-related, allowing for enhanced critical risk management and more appropriate outcomes. This team's ability to advise on the needs of every mentally ill member of the public presenting to the police in Greater Manchester gives them a reach which surpasses that of other similar street triage schemes in England.

A resident contacted Greater Manchester Police (GMP) expressing concern that she was going to carry out a desire to stab someone. She also referred to hearing voices and told them that she was under the influence. GMP officers attended the home address to determine whether the woman posed a risk to herself or other members of the public. They quickly determined that they were able to manage and support the woman at her home address, and they were not concerned that she was an immediate threat to others. However, because she presented with mental ill health and had expressed an intent to harm, consideration needed to be given to appropriate follow-up measures. The police officers contacted the GMP mental health tactical advice service, an NHS service we have embedded in the police control room, via the police radio.

The advice service consulted the woman's health care records. They were able to see that she had a diagnosis of paranoid schizophrenia and that she was being supported by her local community mental health team. The service provided the officers at the scene with these background details. They then contacted the woman's community mental health team to see if they could better support her needs. It was agreed that community mental health would prioritise seeing the woman that day, and her psychiatrist made an appointment to visit her at home. This collaborative approach enabled a prompt response which offered the most appropriate support to meet the woman's needs, avoiding unnecessary escalation. GMP withdrew, and the police officers were able to attend to other police business, confident that the woman would receive the help she needed.

- **Sexual Assault and Referral Centre (SARC)** - Saint Mary's Sexual Assault Referral Centre provides a comprehensive and co-ordinated forensic, counselling and aftercare service to men, women and children living in the Greater Manchester and Cheshire area who have experienced rape or sexual assault, recently or in the past. Partners from NHS England and GMCA work together to commission forensic support services and aftercare respectively as part of one service.

Greater Manchester is also home to a range of complementary services which contribute to our wider health and justice offer. These services are each commissioned by individual commissioners within locality footprints. Achieving the priorities in this strategy will mean seeking guidance and partnership from stakeholders involved in commissioning and delivering these services, and other key services in Greater Manchester.

- **Identification and Referral to Improve Safety (IRIS)** - IRIS is a general practice-based domestic violence and abuse (DVA) training support and referral programme. It is a collaboration between primary care and third sector organisations specialising in DVA. An advocate educator is linked to general practices and based in a local specialist DVA service. It is aimed at women who are experiencing DVA from a current partner, ex-partner or adult family member. IRIS also provides information and signposting for male victims and for perpetrators. IRIS is currently commissioned in Manchester and Bolton.
- **Independent domestic abuse/sexual violence advocacy** – Independent domestic abuse advocates (IDVA) or sexual violence advocates (ISVA) who take referrals from a wide range of services where people have been identified as the victim of domestic or sexual violence. Advocates support victims of abuse to make the right decision for them, from reporting experiences to the police to offering support, advice, information and advocacy through the criminal justice process.
- **Women’s Support Alliance** – The Women’s Support Alliance is made up of the providers who deliver nine women’s centres across Greater Manchester. These services are commissioned to support women offenders and reduce re-offending across the city region. Each women’s centre has a bespoke offer, and some support a wider cohort of vulnerable women who are at risk of entering the criminal justice system, taking account of complex need.
- **Existing support in youth justice services** – many of Greater Manchester’s existing statutory, multi-disciplinary youth offending teams (YOTs) already include offers of support for the health needs of young offenders, and other young people at risk of first-time entry into the criminal justice system. YOTs take a holistic approach towards young people and the issues they face, identifying and managing the risks they pose to themselves and to other people, and reducing the likelihood of them re-offending in the future. These risks often include health vulnerability or underlying and sometimes undiagnosed conditions as a driver of crime.
- **The Greater Manchester Autism Consortium** - providing forensic autism assessment and wider support to teams supporting people with autism across Greater Manchester. A commitment to ‘make Greater Manchester autism-friendly’ was set out in Andy Burnham’s mayoral manifesto. Early in 2019, a strategy was launched which seeks to establish Greater Manchester as the first autism-friendly city region in the UK.

- **Services that are funded by the Ministry of Justice (MOJ) victim grant** - these grants enable services to provide support locally to victims of crime and focus on enabling them to cope and recover. The MOJ categories of need provide a framework against which progress and outcomes can be monitored, including documenting support provided through the criminal justice system.

Part of the remit of the Greater Manchester Deputy Mayor is to deliver services for the victims of crime. Each of Greater Manchester's localities has a local victim support service offer, commissioned in line with that locality's population and their needs.

A 57 year-old women finally felt able to speak to the Victim Support service about sexual abuse which she experienced between the ages of 9 and 14. She had kept this abuse to herself for her entire life, but was finally compelled to come forwards after her sister made a disclosure at a family event, revealing the full extent of the situation.

After successfully hiding the abuse all her life, the woman's disclosure had a dramatic effect on her health and wellbeing - she struggled to physically talk, her sleep was badly affected, and her physical health also deteriorated. She attended Victim Support for face to face sessions on a regular basis, and these were reinforced with phone contact in between. She was also referred to an independent advocate and a counsellor.

She needed help to understand the legal and court process alongside intensive emotional support to come to terms with the abuse she had suffered. This included help practising wellbeing techniques to independently manage her levels of stress, anxiety and anger. With support from a combination of health and justice services working together, she was gradually able to process the event and understand the full nature of the abuse. This included discussing some aspects of the crime with her own family, which had initially been a severe cause of distress for her.

4. Rationale for strategic focus on particular groups

The emphasis on particular priority groups in the strategy has been informed by a range of sources including, in particular, international evidence from WHO; national strategies and evidence from Public Health England NHS England; national reports such as Beyond the High Fence which represents the voices of people with a learning disability or autism in the criminal justice system; Rebalancing Act; the independently conducted Greater Manchester Health and Criminal Justice System Strategic Commissioning Review; and the stakeholder engagement process.

Whilst all children, young people and adults seen in the criminal justice system across Greater Manchester will benefit from the intent to reduce the prevalence and effects of health inequalities they experience, the four groups that the strategy will initially focus on are:

- Children and young people up to age 18, however, where young adults have additional vulnerabilities this could extend to age 25;
- Marginalised female victims of domestic abuse and/or sexual violence;
- People with a learning disability, autism or a communication disorder;
- People who are rough-sleeping

Within the above priority groups, specific vulnerabilities or risk factors may also be present. In the case of children and young people, for example, children who have been 'looked after' by the state for prolonged periods of time, children who have gone missing from their families, the children of refugee and asylum seeker families, and young people who have been permanently excluded from a school setting, may be at an increased risk.

Within and beyond these four priority groups, there is a recognition that both victims and offenders may have other characteristics which increase the likelihood of them being seen in a health and justice context, for example, Black and Minority Ethnic (BAME) young men are over-represented in the youth justice system and offender and prison populations, as are adult BAME men generally.¹⁵

Although the development of the strategy led to the prioritisation of the four population groups above, this does not discount the presence or cumulative impact of 'intersectional' inequalities. Intersectionality is the idea that vulnerability, disadvantage and discrimination can arise from multiple, overlapping individual and social characteristics e.g. race, gender, age, sexuality, socio-economic status, educational attainment, ability to work etc

These factors, and specifically the 9 protected characteristics covered in the Equality Act (2010), will be considered in the implementation of the strategy, through the delivery planning process.

¹⁵ As 3

Additional context for the choice of priority groups

WHO¹⁶ reports worldwide that women, children and elderly people experience the greatest non-fatal consequences of physical, sexual and psychological abuse and that the resulting negative health consequences of violence disproportionately affect women and children across the life-span. Public Health England¹⁷ also highlights the particular vulnerabilities of children and young people and the developmental and lifetime implications of offending behaviour from a young age. The independent Strategic Commissioning Review also recommended that pathways of support for marginalised and vulnerable women, and children and young people in contact with the criminal justice system, would be a constructive focus from a Greater Manchester strategic commissioning viewpoint.

Although specific data about the impact of violence and abuse in childhood is not available at a Greater Manchester level, the Crime Survey for England and Wales (2016) published a specific report on the effect of violent or abusive relationships in childhood.¹⁸ Data from the Crime Survey showed that 51% of adults who were abused as children (under the age of 16) experienced domestic abuse in later life, suggesting a strong correlation between psychological, physical or sexual abuse, including witnessing abuse in childhood, and later abuse in adulthood. This supports a case for early intervention and prevention of violence and harm in childhood as an end in itself, but also as a way of reducing the risk of lifetime abuse.

There is also growing awareness that people with a learning disability, learning difficulty, autistic spectrum disorder and communication issues are disproportionately represented in the criminal justice system, but in apparent contrast, their needs are often not recognised until after the fact. *Beyond the High Fence*¹⁹ captures the experiences of people with learning disabilities and autism in the criminal justice system, creating a shared narrative of life before, during and after prison or hospital. In Greater Manchester, it is thought that people with a learning disability or autism are significantly under-reported across criminal justice system data compared to national estimates, suggesting that the true extent of the issue is masked, which in turn may indicate low rates of early identification of people with learning, autistic spectrum and communication issues in contact with the criminal justice system.

Addressing rough-sleeping and homelessness is a local priority in Greater Manchester and there is a strong association between becoming homeless and victimhood and/or offending. Among the population of homeless people, a substantial proportion are believed to be care leavers, former prisoners and victims of domestic violence or abuse.²⁰ Victimisation and offending both appear to be risk factors in homelessness, but for some people there is

¹⁶ WHO Global Status Report on Violence Prevention (2014)

¹⁷ As 4

¹⁸ ONS: People who were abused as children are more likely to be abused as an adult: Exploring the impact of what can sometimes be hidden crimes.

¹⁹ *Beyond the high fence - From the unheard voices of people with a learning disability, autism or both* – Pathways Associates and NHS England (2019)

²⁰ Briefing 20, September 2017. *Rough Sleeping: enforcement and austerity*. Centre for Crime and Justice Studies

evidence that previous rough sleeping and homelessness can remain a risk factor for ongoing victimisation.²¹ There is also a correlation between homelessness and poor health, with the LGA reporting in 2017 that *'41 per cent of homeless people reported a long term physical health problem and 45 per cent had a diagnosed mental health problem, compared with 28 per cent and 25 per cent, respectively, in the general population.'*²²

It is also said that 25% of people in contact with multiple support services covering homelessness, criminal justice, healthcare and treatment services are young people aged 18-24.²³

For additional context, Greater Manchester-specific insight associated with the strategy priority groups is provided here.

- One third of the young people on Greater Manchester Youth Offending Services' (YOS) caseload have substance misuse issues
- 28-35% of young people on the Greater Manchester Youth Offending Service (YOS) caseload have special educational needs, whilst 23-51% have recognised speech, language and communication needs
- Between 76-83% of women who have been assessed by a Greater Manchester Women's Centre have mental health issues
- 55% of women who have accessed Greater Manchester Women's Alliance Partnership services have a child under 18
- 25% of women who have accessed Greater Manchester Women's Alliance Partnership services have a physical health issue
- Over 50% of the women who go to the Greater Manchester Sexual Assault and Referral Centre (SARC) have a history of domestic abuse
- Repeat attenders at the Greater Manchester Sexual Assault and Referral Centre (SARC) are typically female and have a background mental health problem, a learning disability, have suffered domestic abuse or are a child
- In HM Prison Manchester, 16% of prisoners were reported as being homeless during the year before imprisonment
- A review of the Cheshire and Greater Manchester Community Rehabilitation Company (CRC) caseload in 2018 found that 33.1% of people had an issue with accommodation. This proportion was higher for those who had an identified mental health or suicide/self-harm need.

²¹ Revolving Doors Agency / Trust for London, July 2019, We are victims too: A peer study into repeat victimisation among people who moved from the streets into supported accommodation in London

²² The Local Government Association, September 2017. The impact of homelessness on health – a guide for Local Authorities

²³ As 14, citing data from Lankelly Chase (2015)

The following case studies exemplify some of the issues faced by the groups of vulnerable children, young people and adults this strategy is initially focusing upon, and successful strategies to support their health and social needs.

A vulnerable 8-year-old child, who was living in a household where there was frequent domestic abuse, arrived at a new school. It wasn't long before he began displaying some extremely violent and disturbing behaviour towards other pupils and staff. The school is a trauma informed school. Trauma informed practice is a cornerstone of the approach set out in this strategy. Instead of approaching the child with traditional sanctions for disruptive and threatening behaviour, the child was supported with interventions that recognise the effects of adverse childhood experiences (ACEs). The child was allocated a 1-1 worker and also given access to a "calm room".

Accompanied by some 1-1 therapeutic support this meant that the child's disruptive and often violent episodes at school reduced from around 6 per month to nil, over the course of 6 months. This didn't just support the child, but also prevented the disruption of other pupils at the school, allowing the focus to remain on learning and education. Without these intensive trauma-informed interventions, it is likely that the child would have been permanently excluded, at significant cost to both the child and the school.

A boy came into the youth offending service after committing multiple offences. When he was first seen by a case worker, she suspected that he may have ADHD. She was able to call for support from a child mental health worker, who undertook a quick screening and agreed with this impression. This mental health worker then made the child an appointment to attend a formal assessment. She built a trusting relationship with him, and made sure he made it to the appointment, where he was formally diagnosed with ADHD. After this, the same mental health worker then ensured that he picked up his prescription, and that and his parents understood how it worked and what it was for.

As a result of the health offer being made available in the youth justice system, staff working with the boy noticed a marked improvement in his behaviour. The case worker at the youth offending service continued to work with him and was able to help him to learn to use strategies that prevented him from behaving anti-socially or offending again.

An individual was referred to the Women's Centre by her Offender Manager after receiving a community sentence for assault. At this point, her children had been taken into care. In addition to managing her probation, the Centre identified that she needed support with several areas, including substance misuse, financial problems and relationship issues. Together, these factors had given her the unstable lifestyle that had led to the assault.

The Women's Centre worked with her to address her most immediate needs. This included:

- Working to help her maintain her tenancy, avoiding potential homelessness
- Providing her with advice, support and advocacy regarding how social services were working with her children
- Supporting her to access donations from a local food bank
- Liaising with probation staff to help her understand how to avoid breaching her Community Order (which may have resulted in prison)
- Supporting her into drug and alcohol services to help her stop misusing substances
- Providing her with support to stop self-harming.

It took some time to build a trusting relationship with the woman. After a period of disengagement, she returned to the service, disclosing that she was suffering domestic violence, and was traumatised by an abusive childhood. Her disclosure became possible because her lifestyle had become more settled, including having suitable accommodation. She also stopped abusing substances, and her drug and alcohol worker agreed that she seemed to have given up for good. She also became more aware of the coercive nature of some of her relationships.

Through ongoing work with health and justice professionals over several months, and in particular with the support of her key worker, the woman was able to have more positive discussions with social care regarding her children, increasing her access to them with a view to them returning to her full-time care.

5. Health and justice strategic framework and priorities

Whole system change requires a holistic framework which addresses prevention and risk reduction, integrated care and support for victims and offenders, and facilitates system change through effective use of data and resources.

Across Greater Manchester there have already been ambitious new developments in the field of health and justice such as the Integrated Healthcare in Custody and Wider Liaison and Diversion Liaison function and Mental Health Tactical Advice Service (formerly Control Room Triage). This strategy is an opportunity to realise greater strategic coherence, unifying existing provision and learning with the new activities and priorities identified in the strategy.

Developing this strategy has highlighted a series of existing activities and programmes within the health and justice arena that have strategic importance, alongside the recognition of additional or new issues which represent an opportunity to transform practice by focusing attention on whole system and integrated responses to health and justice issues. The strategy therefore incorporates:

- Priorities reflecting new strategic objectives, with the potential for high impact system change in the medium to longer-term, initially up to 5 years; and
- Existing and ongoing strategic developments which are likely to be delivered over the next 1-3 years

Resilience is a common theme throughout the strategy and the intention is that this approach will, over a 5-year period initially, consolidate existing practice whilst building knowledge, increasing expertise, identifying barriers to progress and create *resilience at a system level* that will provide the foundations for increased strategic integration across health and justice provision in Greater Manchester.

New strategic priorities

The new strategic objectives that have been identified and prioritised during the strategy development process are:

Prevention

1. Introduce a public health approach to violence reduction across public service provision, with a focus on children and young people at increased risk of committing anti-social or criminal activity
2. Work with schools, youth justice and children and young people's services to develop upstream, targeted interventions that reduce the risk of first-time entry to the criminal justice system

3. Building on the work with the Women's Alliance Partnership, extend provision to reach a wider cohort of vulnerable women who are at risk of victimisation or committing criminal activity, and, strengthen health care pathways between existing services

Intervention

4. Develop best practice approaches and pathways that appropriately identify and support offenders and victims of violence or exploitation who have a learning, autistic spectrum or communication/speech and language issue
5. Agree a standardised health improvement model with the NHS and youth justice teams that targets and addresses health vulnerability in this group of young adults
6. Work with partner organisations to promote and embed the principles of Family Justice within the strategic direction and operational delivery of unified public services in Greater Manchester

Enablers/Systems

7. Develop a long-term, sustainable approach to commissioning services that deliver specialist healthcare and therapeutic support to offenders and the victims of crime, agreeing common quality standards for Greater Manchester
8. Collaboratively develop workforce training and development programmes that promote insight into trauma, abuse, learning disability and communication disorder presentation and how to identify and support these issues effectively
9. Establish more consistent approaches to service user engagement in the design and delivery of specialist health and justice services

Existing health and justice work programmes

6 existing programmes of work that are underway (or are in planning) will set the immediate strategic direction of health and justice provision in Greater Manchester for the next 1-3 years are:

1. Improve the identification of health needs and support for young offenders and victims who may face barriers to accessing services through the newly established Collaborative Commissioning Network
2. Enhance the GM-wide response to members of the public with health vulnerabilities who come into contact with the Police, including:

- Services that ensure the most appropriate response and reduce the likelihood of re-presentation for those individuals who present to the police in a state of mental health crisis e.g. control room triage
 - The GM Integrated Custody Healthcare and Wider Liaison and Diversion Service, which identifies and addresses the mental & physical health needs of children and young people (and other priority cohorts)
3. Work with NHSE commissioners to address continuity of care for people on reception and post release from prison by agreeing clear communication, transition and service pathways.
 4. Review the current model and approach to commissioning of rape and sexual assault services to ensure the needs of victims are met
 5. Explore with locality commissioners the scope for developing a city region model for improving the primary care response to sexual and domestic violence and abuse, such as the evidenced based IRIS general practice programme.
 6. Use data and intelligence available across the health and justice interface to enable earlier and more focused intervention, establish data sharing protocols that support this approach and develop a consistent set of indicators which can track progress against health and justice strategic aims and outcomes

6. Delivery and resource planning

Delivery

A separate delivery plan accompanies the strategy, which provides greater detail on the proposed implementation of the new and existing work programmes set out above.

The common thread connecting all the strategic objectives is to secure reductions in the health and wider inequalities and exclusion experienced by people seen in the criminal justice system, by working with individuals in a more cohesive and person-centred way. In practice this will be achieved through:

- Enhancements to the way current services work with vulnerable children and adults
- Earlier identification of vulnerable children, young people and adults and supporting them to access existing services
- Improvements in communication and collaboration across agencies around the needs of individuals and families
- Collaborative commissioning approaches which target unmet system needs
- Workforce development and training
- Developing an in-depth and robust Greater Manchester health and justice 'profile' covering people and services, which informs strategy and delivery

Expected **outcomes** arising from the delivery plans include improvements in early identification, accessibility, quality, timeliness and continuity of care, including:

- Vulnerable young people will have their psychological and mental health, physical health, and specific developmental / learning disability / autistic spectrum / communication needs comprehensively assessed in a timely way
- Better support for vulnerable young people with additional vulnerabilities such as learning disability, autism, school exclusion, or childhood trauma or adverse experiences, will help to break the cycle of becoming a victim or offender
- Tailored support for vulnerable women at risk of offending or re-offending will improve their access to healthcare provision they may not otherwise have accessed independently
- Victims of rape and sexual assault will receive high quality forensic and therapeutic services at the right time and in the right location for them

- Decisions about people who present to the police in a state of mental health distress will be supported by 24/7 access to a mental health professional, increasing the likelihood of people being supported in their own home and community
- The public service and voluntary sector workforce will be more able to meet the needs of vulnerable people by providing more responsive, trauma-informed support
- People disclosing domestic violence or abuse in a healthcare setting will receive prompt, specialist advice
- Work will start with people before they are released from prison so that they receive continuous community-based health and care services that provide the support that they need
- People with lived experience of health and justice services will be engaged on an ongoing basis so that their real-world perspectives help to improve the way services are commissioned and delivered

In order to track performance against the strategic objectives and the outcomes for vulnerable children, young people and adults, a dashboard and outcomes framework will be developed for periodic monitoring by the Health and Justice Board. This will be the main method for understanding and tracking benefits realisation at a system and cohort level.

However, building on recent independent and in-house evaluations, such as those covering the women offenders model, an independent review of Independent Sexual Violence Advisor provision, the Control Room Triage evaluation, and the Health and Criminal Justice Strategic Commissioning Review, other targeted analyses and evaluations will be undertaken to enhance the understanding of health and justice delivery in the round.

Resource planning

Because the strategy identifies several new and developmental programmes of work, some of which are intended to be achieved over a period of up to 5 years, the implementation of some programmes necessarily includes the identification of resources and/or the development of business cases to potentially secure funding. The existing programmes of work and some of the new programmes are largely funded from existing resources and do not depend on business case development to move forward, however, the more ambitious

medium to longer-term work captured in the new priorities will need new and, in some cases, substantial funding to deliver systemic change in practice.

Activities which will take place in support of the priorities contained in this strategy broadly fall into three categories:

1. Activities which can be achieved within existing resources, including by reprioritising within existing human and financial resources
2. Activities which require moderate investment that could be achieved through joint commissioning at a Greater Manchester level and/or already have an associated funding stream, but this could also involve decommissioning/budget reallocation.
3. Activities which require new and significant funding and for which a business case will be developed collaboratively

DRAFT

Date: 31 January 2020

Subject: Social Enterprise Investment Framework for the GM Investment Fund

Report of: Councillor David Molyneux, Portfolio Lead Leader for Investment and Resources and Eamonn Boylan, Portfolio Lead Chief Executive for Investment

PURPOSE OF REPORT

This report seeks Greater Manchester Combined Authority (“Combined Authority”) approval for a new Investment Framework which will support the analysis of applications for funding from Social Enterprises from the GM Investment Fund. The Investment Framework also proposes outline terms and conditions on funding to Social Enterprises.

RECOMMENDATIONS:

The GMCA is requested to:

Approve the Social Enterprise Investment Framework to be used when considering applications for funding from Social Enterprises from the GM Investment Fund.

CONTACT OFFICERS:

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

BACKGROUND PAPERS:

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 PUBLIC DOMAIN RELEASE DATE: 31 JANUARY 2035
GM Transport Committee	Overview & Scrutiny Committee	

Equalities Implications – n/a

Climate Change Impact Assessment and Mitigation Measures – n/a

Risk Management – see paragraph 3

Legal Considerations – see paragraph 4

Financial Consequences – Revenue – see paragraph 5

Financial Consequences – Capital – see paragraph 6

1. INTRODUCTION

- 1.1 The Combined Authority maintains and develops a pipeline of projects submitted by applicants seeking funding from the Combined Authority's Core Investment Funds allocation. These projects are assessed against criteria based on the GM Investment Strategy, developed to underpin the economic growth of GM.
- 1.2 This assessment incorporates:
- a) an appraisal by the GM Core Investment Team; and
 - b) a review by a sub group of GM Chief Executives.

2.0 RATIONALE FOR SUPPORTING SOCIAL ENTERPRISES THROUGH GMCA RECYCLED FUNDS

- 2.1 This proposed framework sets out the key principles to be applied to investments sought by entities that operate within the Social Enterprise sector and identifies some of the common challenges Social Enterprises face when seeking funding, typical operational differences between the Social Enterprise sector and private business and, in light of those factors, criteria for assessing the applications from the sector. It also sets out the underlying rationale for lending to the sector.

The aim of the GMCA supporting Social Enterprises is to:

- Help address market failures within the key sectors of the Local Industrial Strategy.
- Enable Social Enterprises to develop and expand trading activities so that they can become strong, sustainable businesses making a major contribution to their community by reinvesting surpluses made into the organisation or community to further their social and economic aims, in line with aims of the Mayor of Greater Manchester and Local Industrial Strategy.
- Help investees achieve financial sustainability for themselves: this means that they can boost the local economy and community through increased economic activity and by delivering services of benefit to the community.
- Make investments that will support the creation of new jobs, safeguard existing jobs, increase financial viability, enable capital purchase, support bidding for and winning new contracts and other sales activity.

2.2 *Issues effecting the access to funding*

Social Enterprises face various barriers when trying to raise funding:

- Security: lenders may not be able to obtain security, increasing the risk of any funding. This is discussed further in the next section.
- Asset lock: entities registered as Community Interest Company ("CIC") are subject to an asset lock, which means that assets must be retained within the CIC to be used for the community purposes for which it was formed. If they are transferred out of the CIC, the

transfer must satisfy criteria which restrict who the assets can be sold to – again such a restriction deters lenders.

- Management: directors may not have the same level of financial sophistication and commercial experience as commercially focused companies. This can lead to weaker financial controls.
- Motivation: Social Enterprises are set up to help the community, rather than make profit. This can sometimes lead to decisions to undertake projects that lose money or make the entity less financial stable. This investment framework seeks to encourage the sector to apply a commercial lens in order to increase the impact they have on the community.
- Financial viability: income sources may not be as certain, or could be reliant upon a single source of income (or ongoing endowments). This limits the certainty of financial viability.
- Underinvestment in operation and physical infrastructure: There are limited funds to invest as surpluses are invested in the service provision.
- Income: the balance of income might be skewed to Business to Consumer or public sector contracts.
- The above factors combine to limit available finance from mainstream finance providers. The strong social impact that CIC's can have and the limited sources of finance available support the recommendation that the GMCA should consider funding applications from Social Enterprises, in specific circumstances. Given the differing nature and objectives of Social Enterprises, however, it is necessary to apply a different lens to funding applications, compared to those that are purely commercial in nature.

2.3 *Social Enterprises and security*

Not all Social Enterprises can provide the usual debenture or fixed charge security that private companies can due to their incorporation status or individual constitutions. Others are unwilling to provide security to ensure the social outcomes they want to provide are not jeopardised by placing the entity into financial distress. This increases the risk profile and deters lenders to the sector.

It may not be possible for GMCA to take the normal suite of debenture and fixed charge security. Security will be taken when available.

Unlike in private sector organisations where directors can provide personal guarantees, it is not appropriate for trustees of Social Enterprises to provide personal security.

2.4 *Criteria and eligibility*

GMCA's investments can support varied organisational costs, including capital to purchase a building, capital for the development and/or refurbishment of a building, capital to purchase equipment (including software) or growth capital to increase the capacity of an organisation.

The investment terms will be based on risk and affordability. GMCA will offer a repayment plan that takes account of the applicant's needs.

Social Enterprises applying to the fund must:

- Have been operating for at least two years and be generating their own income streams from providing goods or services to external users;
- Be able to repay the loan within a maximum of 5 years;
- Have their principal place of business or a material part of their operations, people or trading based in Greater Manchester;
- Be economically viable and not in financial difficulty;
- Be able to demonstrate that they can repay the loan, plus interest, within the agreed repayment term;
- Operate within the key sectors or foundational economy as identified within the Greater Manchester Local Industrial Strategy;
- Not use the loan to pay for repay existing funding or any expenditure which may cause reputational harm to GMCA;
- Be able to demonstrate the proposal they are seeking investment for is "un-bankable" i.e. unable to secure the finance through mainstream/ commercial investors/lenders;
- Be able to demonstrate that the investment is not being used to replace funding already earmarked by existing agencies and the project would not take place in the same form without the investment;
- Be able to demonstrate that the investment will directly help improve their organisation's performance, substantially contribute to the economic growth of GM (e.g. creation of new jobs or safeguarding existing jobs), and delivers activity that benefits their community and delivers social value; and
- Not be wholly reliant on public sector funding or income.

In addition to the above eligibility criteria, when assessing an application, the following characteristics must be present:

- The majority of income derived from "business to business" services.
- An independent board of trustees or non-executive directors which is able to challenge and provide guidance to the management team, or is actively taking steps to achieve this position.
- A member of the independent board of trustees or non-executive directors must be responsible for financial control and have suitable qualifications and experience.
- A strong executive management team with proven capability to deliver commercially successful organisations.

- The financial control environment of the Social Enterprise must follow industry standard best practice, adopt the principles of IFRS or other relevant accounting standards and be led by a suitably qualified or experienced member of the executive management team.
- A viable business plan and financial projections linked to the utilisation of the loan.
- The remuneration of the executive management team must be in line with market norms and dividends should not be paid to management.
- Address a private sector market failure.

2.5 *Economic, social and financial return*

In all cases the following economic outcomes will be required:

- Increase in new jobs created.
- Existing jobs safeguarded.
- Growth in organisation turnover and generation of operational surpluses.

Measures of improved performance could include:

- New or improved products, processes or services.
- Increased annual turnover;
- Increased value of assets held;
- Increased unrestricted reserves;
- Increased surpluses from trading.

In all cases the following social outcomes:

- Increased numbers of service users.
- Improved quality of existing activities/services/facilities provided.
- Increased social impact of the Social Enterprises' desired field.

2.6 *Outline funding parameters*

Loans will be structured on the following basis:

- Secured and unsecured loans;
- Between £150,000 to £250,000;
- Drawn down in tranches linked to performance;
- Interest margin of at least 6.5%, increasing to typical maximum of 8%;
- Repayment terms of up to 5 years;

- Repayment holiday of up to 18 months; and
- Co-investment with other funders/investors.

The fund will provide predominantly unsecured loan finance. However, it would take security if it is available and/or make it more affordable for the applicant.

3. RISK MANAGEMENT

Following the adoption of the Social Investment Enterprise Framework, any application for investment from the Social Enterprise sector will be assessed against the criteria proposed. The assessment will be governed under the wider investment appraisal framework that includes several levels of review and ongoing monitoring of performance.

4. LEGAL CONSIDERATIONS

Any investment approved following the adoption of the Social Enterprise Investment Framework will be subject to legal agreements. 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.

5. FINANCIAL CONSEQUENCES – REVENUE

There are no revenue implications.

6. FINANCIAL CONSEQUENCES – CAPITAL

There are no capital implications.

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Date: 31 January 2019

Subject: Stockport Interchange Mixed Use Scheme – Update report

Report of: Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

PURPOSE OF REPORT

This report seeks Greater Manchester Combined Authority approval to delegate authority to approve the appointment of the Development Partner and enter into an Interim Collaboration Agreement in relation to the Stockport Interchange scheme detailed in the recommendation below.

RECOMMENDATIONS:

The Greater Manchester Combined Authority is requested to:

1. Delegate authority to the GMCA Treasurer in consultation with the Head of Procurement to approve the recommended Development Partner and sign the necessary Interim Collaboration agreement.

CONTACT OFFICERS:

Andrew McIntosh: andrew.mcintosh@greatermanchester-ca.gov.uk

BACKGROUND PAPERS:

Stockport Interchange/Town Centre Mixed Use Proposals (report to GMCA 29 June 2018)

Equalities Implications: none

Climate Change Impact Assessment and Mitigation Measures: none

Risk Management: see section 3

Legal Considerations: see section 4

Financial Consequences – Revenue: see section 5

Financial Consequences – Capital: see section 6

Number of attachments to the report: none

Comments/recommendations from Overview & Scrutiny Committee: N/A

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
TfGMC	Overview & Scrutiny Committee	

1. INTRODUCTION & BACKGROUND

- 1.1 In 2014, the Stockport Interchange scheme was awarded funding from the Greater Manchester Local Growth Deal to redevelop the existing town centre bus station as a modern transport interchange. The scheme was amended in 2016 to include construction of a residential apartment block. The lead promoter for the project is Transport for Greater Manchester (TfGM), working in conjunction with Stockport Metropolitan Borough Council (SMBC).
- 1.2 The design includes a new state of the art transport Interchange consistent with current standards, c190 residential units with provision for c70 car parking spaces and commercial/amenity space beneath, a raised podium creating high quality "green" public space, enhanced connectivity to the rail station and River Mersey frontage, together with a range of additional ancillary infrastructure.
- 1.3 A paper was approved by the GMCA on the 28th June 2018 that provided in principle approval to £5m of patient equity investment from GMCA that enabled a tender exercise for a Development Partner to be initiated and further design development to be undertaken.
- 1.4 A planning application for the overall scheme was granted on 21 March 2019. SMBC has also been successful in receiving a grant award of £3.8m for the scheme from the Ministry of Housing, Communities and Local Government (MHCLG) under the Marginal Viability element of the Housing Infrastructure Fund.
- 1.5 Following appropriate tender processes, the intention is for a Main Contractor and a Development Partner to be appointed and to work with TfGM, SMBC and GMCA under an Interim Collaboration Agreement to further develop and refine the scheme proposals prior to final approvals being sought from the GMCA to construct the scheme.
- 1.6 The procurement processes are now nearing completion. The GMCA is now required to approve the appointment of the Development Partner and enter into the Interim Collaboration Agreement with the chosen Development Partner alongside TfGM and SMBC.

2. PROCUREMENT PROCESS UPDATE

- 2.1 The tender process for the Development Partner commenced in July 2019, in the name of SMBCA/GMCA, seeking the appointment of a prospective Development Partner to fund and operate the Residential element of the scheme.
- 2.2 Final responses have been received and are subject to an ongoing formal evaluation process but provide sufficient comfort that a viable funding proposal may ultimately be sourced for the Residential element of the scheme.
- 2.3 The Interim Collaboration Agreement formalises the relationship with GMCA, TfGM, SMBC and the Development Partner. It outlines the terms of the collaboration on the Scheme, the process to agree changes to any designs and sets out the responsibility for costs.
- 2.4 TfGM, who have been managing the procurement process of the Development Partner, will prepare a tender evaluation report setting out the results of the process and recommend the preferred Development Partner to the GMCA. On accepting the recommendation, the GMCA will be required to sign the Interim Collaboration Agreement with the preferred Development Partner.

3. RISK MANAGEMENT

- 3.1 The tender process to select the Development Partner has been undertaken in accordance with all necessary procurement regulations.

4. LEGAL CONSIDERATIONS

- 4.1 All legal documents have been reviewed and approved by appropriate legal advisors to mitigate any legal risks associated with the process.

5. FINANCIAL CONSEQUENCES – REVENUE

- 5.1 The Development Partner and TfGM will be required to meet all revenue cost associated with entering into the legal agreements with the GMCA taking no liability for costs under the agreement.

6. FINANCIAL CONSEQUENCES – CAPITAL

- 6.1 There are no capital consequences associated with entering the legal agreements.

7. RECOMMENDATION

- 7.1 It is recommended that the GMCA delegate authority to the GMCA Treasurer in consultation with the Head of Procurement to approve the recommended Development Partner and sign the necessary Interim Collaboration agreement.

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Date: 31 January 2020

Subject: GM Housing Investment Loans Fund – Investment Approval Recommendations

Report of: Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

PURPOSE OF REPORT

This report seeks the Greater Manchester Combined Authority’s (“Combined Authority”) approval to GM Housing Investment Loans Fund loans detailed in the recommendation below. This report also sets out details of three GM Housing Investment Loans Fund loans which were approved under the delegation agreed by the Combined Authority at its meeting on 29 November 2019.

RECOMMENDATIONS:

The GMCA is recommended to:

1. Approve the GM Housing Investment Loans Fund loans in the table below, as detailed further in this and the accompanying Part B report;

BORROWER	SCHEME	DISTRICT	LOAN
Qumar Zaman	Hillside Avenue	Oldham	£0.525m
Rise Homes SPV	Stagecoach Phase 2	Manchester	£5.132m
Mulbury Homes Ltd.	Simpsons Grove	Salford	£2.671m

2. Note the following loans which were approved under delegation:

BORROWER	SCHEME	DISTRICT	LOAN
Terah Ltd.	Withington Bank	Manchester	£2.043m
Watch This Space (Constantine) Ltd.	Richmond Street	Manchester	£2.541m
AH2 Developments Ltd.	The Green, Urmston	Trafford	£1.621m

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:

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

Andrew McIntosh: andrew.mcintosh@greatermanchester-ca.gov.uk

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
GM Transport Cttee	Overview & Scrutiny Committee	

Equalities Implications – not applicable

Climate Change Impact Assessment and Mitigation Measures – not applicable

Risk Management – see paragraph 4

Legal Considerations – see paragraph 5

Financial Consequences – Revenue – see paragraph 6

Financial Consequences – Capital – see paragraph 7

1. INTRODUCTION & OVERVIEW

- 1.1 In line with the agreed governance process for the GM Housing Investment Loans Fund (“the Fund”), the Combined Authority is asked to approve the loans detailed in section 2, which have 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, including those recently approved under delegation, is £448.1m, and the total value of equity investments made by the Fund is £2m¹. If the recommendations set out in this report are agreed, the value of loan offers will increase to £456.4m.
- 1.3 Affordable housing and section 106 agreements are dealt with at a local level in line with local policies, national planning legislation and the government’s National Planning Policy Framework. As agreed at the December 2018 meeting of the GMCA, the majority of the surpluses generated from the Fund will be ring fenced to support provision of additional housing affordable to GM residents, supporting the Mayor’s Town Centre Challenge and tackling issues such as rogue landlords, empty homes and improving standards within the Private Rented Sector.
- 1.4 The GM Housing Vision was approved via the GMCA in January 2019. This sets the context for housing delivery within GM and paved the way for the GM Housing Strategy and revised GM Housing Investment Loans Fund Investment Strategy that were approved by GMCA in October 2019. Alongside the launch of the GM Spatial Framework, the agreement to these strategic documents will be a pivotal point in shaping the way housing is brought forward across Greater Manchester and setting the objectives and focus of future investments made from the Fund.

2. LOAN APPROVALS SOUGHT

- 2.1 Kumar Zaman is seeking a loan of £0.525m from the GM Housing Investment Loans Fund for the construction of 5 mews houses on Hillside Avenue, Oldham. Planning permission was granted in July 2015. The loan will support an Oldham based SME developer. There is no affordable housing provision or Section 106 contribution.
- 2.2 A SPV subsidiary of Rise Homes Ltd. is seeking a loan from the GM Housing Investment Loans Fund of £5.132m for the construction of 41 apartments on the site of the former Stagecoach depot in Moss Side, Manchester. The proposal represents a second phase of Private Rented Sector development on the site, the Fund having provided a loan for phase 1. Planning consent was granted in December 2016. The development forms part of a wider scheme on the site which includes 72 extra care apartments for social rent and a further 41 apartments for over 55’s on a shared ownership basis, together with 30 family houses for shared ownership alongside 24 family houses for market sale.
- 2.3 Mulbury Homes Ltd. is seeking a loan from the GM Housing Investment Loans Fund of £2.671m for the construction of 20 detached and semi-detached houses on a brownfield site

¹ These figures exclude loans approved but subsequently withdrawn.

at Simpsons Grove, Boothstown. Planning consent was granted in December 2019. There is no affordable housing provision but the borrower will make a Section 106 contribution of £94k to local education provision and improving public spaces.

- 2.4 Further details of the schemes and proposed terms of the loans are included in the accompanying Part B report, to be treated as confidential on account of the commercially sensitive nature of the information.

3. LOANS APPROVED UNDER DELEGATION

- 3.1 Terah Ltd, a SPV which will deliver the development under the “Step Places” brand, sought a loan of £2.043m from the GM Housing Investment Loans Fund for the construction of 12 apartments on a site to the rear of the former Natwest Bank in Withington as part of a scheme under which the bank building will also be refurbished for commercial end use. Planning permission was granted in December 2019. The loan will support a GM-based SME developer to which the Fund has previously lent bring forward redevelopment of a brownfield site. There is no affordable housing provision with the scheme, but the borrower will make a Section 106 contribution of £6k to local tree planting.

- 3.2 Watch This Space (Constantine) Ltd sought a loan of £2.541m from the GM Housing Investment Loans Fund for the construction of 7 townhouses on the site off Richmond St, City Centre Manchester. The loan will support a SME developer delivering with an experienced professional team and building contractor. Planning permission was granted in May 2017 and construction of the scheme is scheduled to commence early 2020. There is no affordable housing provision with the scheme or requirement for a Section 106 contribution.

- 3.3 A newly created Special Purpose Vehicle subsidiary of AH2 Developments Limited sought a loan of £1.621m from the GM Housing Investment Loans Fund for the construction of 6 family houses at a scheme known as The Green, in Urmston. The loan will support an SME developer and builder within the GM area. Planning permission was granted in December 2019. There is no an affordable housing provision as the scale of the scheme is below the threshold established under local planning policy, or requirement for a Section 106 contribution.

- 3.4 Further details of the schemes and terms of the loans are included in the accompanying Part B report, to be treated as confidential on account of the commercially sensitive nature of the information.

4. RISK MANAGEMENT

- 4.1 The structure and security package proposed for each loan in order to mitigate risk are given in the accompanying Part B report.

- 4.2 The loans will be conditional upon a satisfactory outcome of detailed due diligence and ongoing confirmation from a Monitoring Surveyor acting on the Fund’s behalf that the schemes are being delivered satisfactorily.

5. LEGAL CONSIDERATIONS

- 5.1 A detailed loan facility and other associated legal documentation will be completed for each scheme ahead of the first loan payment.

6. FINANCIAL CONSEQUENCES – REVENUE

- 6.1 The borrowers 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.

7. FINANCIAL CONSEQUENCES – CAPITAL

- 7.1 The loans will be sourced from the £300m GM Housing Investment Loans Fund, including the recycling of loans repaid to the Fund.

8. RECOMMENDATION

- 8.1 The Combined Authority is recommended to approve the loans in line with the terms set out in the accompanying report, and note the loans recently approved under delegation, and delegate authority to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

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

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